



# The Prospects of Teacher Education in South-east Europe

Edited by Pavel Zgaga

*University of Ljubljana  
Faculty of Education*



Centre for  
Educational  
Policy Studies



University of *Ljubljana*  
Faculty of *Education*



# THE PROSPECTS OF TEACHER EDUCATION IN SOUTH-EAST EUROPE

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Ljubljana 2006

The Prospects of Teacher  
Education in South-east Europe

**Edited by / Uredil** Pavel Zgaga  
**Reviewed by / Recenzenta** Cveta Razdevšek Pučko, Janez Krek  
**English language editing /  
Angleški jezikovni pregled** Murray Bales  
**Published by / Izdala in založila** Pedagoška fakulteta Univerze v Ljubljani  
**For the publisher / Za izdajatelja** Cveta Razdevšek Pučko, Dean  
**DTP / Oblikovanje in prelom** Igor Cerar  
**Printed by / Tisk** Tiskarna Littera picta d.o.o. Ljubljana

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*The publication is a product of the international research project Enhancing Professional Development of Education Practitioners and Teaching/Learning Practices in South-East Europe supported by the Open Society Institute within the framework of the RE:FINE scheme – with the contribution of the Education Support Program of OSI Budapest, and the Swiss Agency for Development and Cooperation.*

*Natis znanstvene monografije je financiran iz sredstev mednarodnega raziskovalnega projekta Enhancing Professional Development of Education Practitioners and Teaching/Learning practices in South-East Europe, ki ga podpirata Open Society Institute v okviru programa RE : FINE – s prispevkom Education Support Program of OSI Budapest ter Swiss Agency for Development and Cooperation.*

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CIP - Kataložni zapis o publikaciji  
Narodna in univerzitetna knjižnica, Ljubljana

371.13/.14(4-014)(082)

The PROSPECTS of teacher education in south-east Europe / edited by  
Pavel Zgaga. - Ljubljana : Pedagoška fakulteta, 2006

ISBN-10 86-7735-098-5  
ISBN-13 978-86-7735-098-7  
l. Zgaga, Pavel  
229656320

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# The Prospects of Teacher Education in South-east Europe

## A Regional Overview

*Pavel Zgaga*

### 1 Introduction

This publication is intended for readers who are – for various reasons – interested in teacher education in South-east Europe: the teachers of teachers at universities and colleges, teacher trainers, researchers in this area, policy- and decision-makers at different levels, journalists, the general public but primarily teachers at schools and school leaderships. It is the result of a research project (2004-2006) organised and executed within the *South-east European Education Co-operation Network* (SEE ECN).

The SEE ECN is a network that was established in 2000 within the framework of the Stability Pact for South East Europe.<sup>1</sup> At the beginning, the main intention was to organise a databank and information pool to facilitate the flow of information on the development of education and education systems in the countries of the region. The SEE ECN's basic aims also include providing support for the broadening of educational expertise and analyses, to increase local ownership and commitment and to facilitate the dissemination of information. Over the years, an on-line library has been developed which today contains almost 2,000 documents, sorted in seven different clusters: basic information and database, national policy documents, good practices, educational legislation, reviews and reports, curriculum, expertise and theory. Key documents (strategy papers, curricula, legislation, reports etc.) are not only collected in a virtual library, but also translated into the languages of the region, which has proved to be one of the most appreciated features of the site. The SEE ECN website<sup>2</sup> has attracted a lot of interest in the region as well as in Europe and globally; in 2006 it has registered about 20,000 to 30,000 visitors per month. Yet, the network is not limited to virtual activities; several conferences, seminars and workshops – supported by several donors, national and international organisations – have also been organised at several places in the region.

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<sup>1</sup> For a report on the educational activities of the so-called Enhanced Graz Process, see Zgaga, 2005.

<sup>2</sup> <<http://www.see-educoop.net>>.

Various priority areas and topics have been elaborated within the SEE ECN network so far, including teacher education. However, during the first years of its operations teacher education was never the central topic. Educational policy, legislation, curricular reform, quality enhancement, textbooks, higher education and the Bologna process – all of these seemed to be more urgent. Nevertheless, it was also becoming ever more that all these issues are firmly interlinked with the issue of teachers. For that reason, in 2004 CEPS in co-operation with the SEE ECN ‘country nodes’ developed a new project proposal exclusively aimed at systems of teacher education as well as acting teachers’ needs in the areas of their pre-service and in-service education.

## 1.1 About the project

The project ‘Enhancing the Professional Development of Education Practitioners and Teaching/Learning Practices in SEE countries’ received support from the Open Society Institute within the framework of the RE:FINE<sup>3</sup> (*Resourcing Education: Fund for Innovations and Networking*) scheme – along with contributions from the Education Support Programme of OSI Budapest, and the *Swiss Agency for Development and Co-operation* (SDC).<sup>4</sup> At the conclusion of the project, with support from UNESCO and again from the OSI’s Education Support Programme a regional workshop was made possible to start with the dissemination activities.<sup>5</sup>

By strengthening the capacities and roles of teachers, the project aims to support the development of democratic, autonomous and accountable education systems in South-east Europe in line with European mainstreams and respecting national particularities and traditions. The initiator and co-ordinator of the project, the Centre for Education Policy Studies (CEPS),<sup>6</sup> invited 37 experts who were organised in 11 national teams<sup>7</sup> to form a larger project group. Thus, altogether 12 national teams covered a broad – and diverse<sup>8</sup> – region of Europe bordered by

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<sup>3</sup> <[http://www.soros.org/initiatives/esp/focus\\_areas/refine](http://www.soros.org/initiatives/esp/focus_areas/refine)>

<sup>4</sup> <<http://www.deza.ch>>

<sup>5</sup> Regional workshop ‘Enhancing the Professional Development of Education Practitioners and Teaching/Learning Practices’; Sarajevo, Bosnia and Herzegovina, 17-18 November 2006.

<sup>6</sup> Center for Education Policy Studies at the University of Ljubljana, Faculty of Education <<http://ceps.pef.uni-lj.si/>>.

<sup>7</sup> For the composition of the National Teams, see pp. 89-91.

<sup>8</sup> Some years ago, in a synthetic paper written together with Johanna Crighton as a contribution to the OECD thematic review of national policies for education in South-east Europe, we stated: ‘The Balkan peninsula in South East Europe is one of the world’s most complex areas in terms of ethnicity, language and religion. [...] This regional diversity does not apply only to languages, religion and ethnicity – it permeates the entire geo-political history of SEE, preceding even the division of the Eastern and the Western Roman Empire.’

Albania and Macedonia to the South, Moldova to the East and Slovenia and Austria to the North. The project group focused on 12 – again, very diverse – national systems of pre-service (initial) and in-service teacher education. Of these there are, on one side, countries affected by wars and conflicts in the 1990s which now working hard to improve their education systems while, on the other, there are two EU associated countries as well as two EU member states, an ‘older’ and a ‘younger’ one. This variety of contexts offered an excellent opportunity to the project group to discover the neighbourhood and its national particularities in a comparative approach and to allow better self-understanding. It was also helpful in order to prepare individual national reports in a much broader context and through discussions between all the national teams.

The project has not aimed to provide a structural survey on the current systems of teacher education and training (a number of studies already focus on this area, e.g. Eurydice), but to develop an exhaustive study on how the systems of pre-service and in-service teacher education work in practice, which plans for the (near) future have been developed at faculties, colleges and inset institutions so far, last but not least, what acting teachers in schools think about the existing provision and what their real needs are in this area. In preparing the theoretical bases and methodological guidelines, the core project group relied on the outcomes of the most recent discussions at the European level, in particular a series of Eurydice studies on teachers in Europe (Eurydice, 2002-a, 2002-b, 2003, 2004, 2006), trends within the Bologna process (Reichert, Tauch 2003 and 2005), the Tuning project (Gonzales, Wagenaar, 2003, 2005) and a draft proposal for common European principles for teachers’ competencies and qualifications (European Commission, 2005). These as well as other background documents have been continuously collected, studied and made available at the project’s website. Two questionnaires were also prepared to help paint a picture of the state of affairs and plans at institutions of teacher education as well as to identify the needs of teachers. Thus, the work of the project group gradually led to preparing a set of recommendations to help current practices be further sustained. What were the main phases of this work that lasted more than two years?

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Later, the Austro-Hungarian and Ottoman Empires affected most parts of the region with divisions, (re-)unifications, shifting allegiances and diversity. The perception of the region during the second half of the 20th century as a homogenous unit in a political or ideological sense is ‘a mistake based on ignorance’. The former Yugoslavia, as a ‘neither an Eastern - nor a Western’ country, was highly decentralised and diverse in itself. Since the mid-1960s it was more connected with the West (with one million workers abroad) than with the East. Albania to the south west side of the peninsula was isolated until the late 1980s, while Bulgaria and Romania belonged to the ‘Eastern bloc’ and Moldova was an integral part of the Soviet Union. To the south of the Balkans, Greece was the next frontier to the West, politically speaking.’ (OECD, 2002: 3)



The project started in late 2004. During the first weeks of 2005, the process of establishing national teams was finished and the project's web portal was set up<sup>9</sup> (its final contents can be found on the CD that accompanies this publication). The portal was conceived to support work over a distance between the national teams as well as the preparation and organisation of group meetings; on the other hand, it facilitated the filling in of project questionnaires by respondents from 12 countries. Background materials (a 'virtual library') and links to relevant websites started to be gathered from the very beginning; updating these material and links was a continuous task during all phases of the project.

In May 2005, the first meeting of national teams was organised at Ohrid, Macedonia. At the meeting, the structure of the envisaged National Reports<sup>10</sup> was agreed on and both questionnaires (A and B) were finalised. From June until August an on-line survey was carried out; at the end, 131 respondents (institutions) filled in Questionnaire A and 2,290 respondents (acting teachers) completed Questionnaire B. After that, the results of the on-line survey were processed and in October 2005 they were posted on the project's website. Parallel to this work, draft national reports were also prepared and posted on the website and the process of organising round tables with educational experts and practitioners in participating countries was started.

In February 2006, the national teams met at the second meeting in Podgorica, Montenegro. Participants discussed the findings from both questionnaires as well as all 12 draft national reports and reports from the national round tables. The main aim of the meeting was that the participants should get acquainted with the findings from all countries, make a preliminary comparative analysis and, on these bases, elaborate and finalise national reports after the meeting. A number of comments, corrections and amendments were produced which were very helpful during the final phase of the project. A list of common conclusions and recommendations<sup>11</sup> was also drafted at the meeting as well as a proposal for follow-up activities. At the Podgorica meeting, the national teams agreed on further use of the peer review method to finish their work; each team received a set of critical comments, questions and proposals from another team. By summer 2006 all twelve national reports were finalised. This was the last step in editing the present volume.

This paper is an introduction to the publication: the main results of both questionnaires will be presented while some recommendations – a result of the two years of work and discussions within the project group – will be synthesised at the end. There is also an annex to this paper: statistics from the survey prepared by

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<sup>9</sup> <<http://www.see-educoop.net/portal/tesee.htm>>.

<sup>10</sup> Final variants of all 12 National Reports make up the most essential part of this publication.

<sup>11</sup> See the final chapter in this paper. Yet, each National Report includes recommendations from the national point of view.

Janez Vogrinc (CEPS). It is necessary to stress that this introduction would have been impossible without all members of the large group who shown great support for the project in all its phases.

## 2 Institutions of Teacher Education: the state of affairs and plans

*Questionnaire A* was designed to gather information on the state of affairs and developments in the field of pre-service and in-service teacher education.<sup>12</sup> In spring 2005, an invitation to co-operate in the survey was sent to higher education institutions (both university and non-university types) providing teacher education as well as to specialised institutions providing in-service teacher education in the countries of the region. For practical reasons, Questionnaire A was only prepared in English; each institution could answer it only once (double or multiple answering was excluded). In principle, leadership staff was asked to fill in this questionnaire directly but it was also possible that someone with good knowledge of the institutional mission and strategy as well as the English language was authorised to do this task.

[A 1.1]<sup>13</sup> Altogether 131 institutions from 11 countries (respondents from Austria participated only in Questionnaire B) responded to this questionnaire. [A 2.1] More than one-half of the respondents are institutions (faculties, departments etc.) of teacher education organised within universities (57.0%) while ‘independent’ colleges (‘academies’) of teacher education – a dominant form of teacher education in previous decades – today only represent a tiny minority (6.1%). It is obvious that the process of the ‘*universitisation*’ of pre-service teacher education, that is the transition of teacher education from colleges to universities, has also almost finished in the countries of South-east Europe. Almost two-thirds (63.1%) of participating institutions are *higher education institutions* providing *pre-service* as well as *in-service* teacher education while a little over one-third (36.8%) of them are *specialised institutions* and these institutions did not answer that part of Questionnaire A which deals with pre-service (initial) education [A 3.1 – 3.22].

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<sup>12</sup> In both questionnaires the term ‘teacher’ is used as a general term to refer to teachers, educators and other professional staff (counsellors, librarians etc.) while ‘school’ (‘education institution’) is used as a general term to refer to primary and secondary schools, kindergartens, pre-school and other education institutions. Similarly, the term ‘teacher education’ is used to cover different national systems and institutional programme provision (both the ‘education’ and ‘training’ of teachers if such a division is used in a given country or institution).

<sup>13</sup> Letters [A] and [B] refer to Questionnaires A and B respectively while figures [e.g. 1.1] refer to tables with statistical data presented in the Annex. See (p. 43 ff.) and in particular J. Vogrinc’s introductory note.

[A 1.1 – 1.5] In the sample, there are more institutions from larger countries (a maximum in Romania of 39 respondents) and less from smaller countries (a minimum in Macedonia of 2 institutions). In almost two-thirds of the cases, the (vice-)deans of higher education institutions and directors of specialised inset (in-service teacher education) institutions filled in the questionnaires themselves (62.3%). Upon authorisation, heads of departments took part in one-fifth of cases (19.8%), while other teaching staff (13.2%) and administration staff (4.7%) members took part quite rarely. Most individuals who filled in the questionnaire belong to a group with 11 to 25 years of working age (experience) followed by those with 26 to 35 years; the dominant education group are those with a doctorate (57.3%) followed by those with a Master's (20.2%) and Diploma or Bachelor (21.0%). From the gender perspective, 46% of females and 54% of males took part in the survey.

[A 2.2] Teacher education is not always the main *mission of the institutions* represented in the sample. It is a predominant (important but not the only one) activity for the majority of institutions (52.1%), an exclusive activity for 40.2% (institutions established exclusively for the education of teachers) and an additional (the main mission is not teacher education) activity only for 7.7% of them. Yet, these figures cannot be generalised since the institutions which provide teacher education as their additional activity only were not very interested in the survey.<sup>14</sup>

[A 2.3] It is not easy to describe the 'average size' institution. If only higher education institutions (without specialised inset institutions) and their *undergraduate* (first-cycle) *students* are considered, there is almost the same share of small institutions with up to 500 as well as large ones with more than 2,000 students: 32.9% and 28.9%, respectively. Therefore, very small and very large institutions present almost two-thirds (61.8%) of the total. However, these characteristics do not apply when we observe *academic and administrative staff*: the majority of institutions only employ up to 30 academic (43.4%) and up to 10 administrative staff (43.8%) while a few of them reported having more than 151 academic (17.7%) and more than 51 administrative staff members (15.2%), respectively. These data show that there is most probably a serious disproportion between the increasing student enrolment levels and the limited financing of institutions and, consequently, a lack of human resources.

Trends in the number of *graduate students* (Master's and Doctorate; i.e. the second and third cycle if the Bologna terminology is used) differ from those for undergraduates: almost one-half (46.7%) of the institutions<sup>15</sup> enrol up to 50 graduate students followed by almost a fifth (18.3%) of those with 51 to 100

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<sup>14</sup> In such cases, institutions often focus on the 'subject discipline' and treat teacher education with disdain.

<sup>15</sup> Only higher education institutions which provide second- and third-cycle programmes are considered here.

students and one-fifth (20.0%) of those with 101 to 500 students; only 15.0% of institutions reported having more than 500 graduate students. In addition, the total number of institutions which provide graduate programmes (60) is smaller than the total number of those which only provide undergraduate programmes (76). Both Master's and Doctoral studies have still to be promoted; nevertheless, a large majority of higher education institutions in South-east Europe already also provide them in the area of teacher education.

With regard to *in-service education*, the picture is not too different: more than one-half (55.1%) of institutions – as higher education as well as specialised institutions – enrol only up to 500 students (acting teachers) in their in-service programmes. Among respondents who answered this part of the questionnaire, the majority of higher education institutions (45.9%) provide both pre-service and in-service programmes, while 15.6% of them do not offer in-service courses at all. Over one-third of responses (38.5%) came from institutions which exclusively provide in-service education.

[A 2.5 – 2.6] An optimistic picture was drawn from answers (multiple choices) to the question on *co-operation between institutions and schools*: an absolute majority (88.6%) of institutions reported such co-operation. This co-operation is mainly intended to provide opportunities for the school-based teaching (observation, experiments, introduction into teaching etc.) of undergraduate students (49.6%) as well as to inform and advertise their in-service offer to acting teachers (50.4%). Interestingly, the third largest group of respondents (45.0%) shows the visible interest of institutions to co-operate with schools in order to get an appropriate environment for research and development projects and to attract teachers to take part in these activities. Only 13.7% of institutions find co-operation with schools important for providing their graduates with employment opportunities.

[A 2.8 – 2.9] Despite the somewhat optimistic findings in the previous paragraph, *research and development projects* are not characteristic for a majority of institutions: less than one-half (41.6%) reported that these projects – performed in the area of teacher education – are a regular part and less than one-third (29.6%) reported that they are occasionally part of their activities. Over a fifth (22.4%) is not engaged in research and finds their predominant mission to lie in education and training. *Publishing* is not much different: 40.2% of respondents reported that publishing is a regular part of their activities followed by an almost equal share of 41.8% that reported occasional publishing activities.

[A 2.10] *ICT in teacher education* is still in an early phase in most parts of South-east Europe. Less than one-fifth of institutions systematically use ICT in pre-service (19.3%) or in-service (17.6%) education while the majority (42.0%) has only started to use ICT in some areas and plan to expand these activities in the

future. This area is most significantly marked with a lack of both financial and human resources.<sup>16</sup>

## 2.1 Institutions of Pre-service Teacher Education

A significant part of Questionnaire A focuses on initial teacher education and in particular institutional activities in the field of curricular reforms (e.g. the Bologna process); this part was only answered by higher education institutions. CEPS already performed similar research in 2003<sup>17</sup> which today enables it to compare certain answers from the present research with the previous one. Of course, it is important to notice here that the context has changed a lot since 2003. At the time when the first survey was carried out, many education systems from South-east Europe were not yet included in the Bologna process (Albania, Bosnia and Herzegovina, Kosovo, Macedonia, Moldova, Montenegro, Serbia); after the last Ministerial Summit in Bergen (2005) only the status of Kosovo remains unclear in this regard (and will most probably be settled at the next Summit in London in May 2007). In just three years, the awareness that structural reforms as well as the connection with European trends are a necessary and even an urgent matter – in higher education in general and in teacher education in particular – has significantly grown in the region.

**[A 3.1]** First, the institutions were asked to give a general evaluation of their existing study programmes. Almost one-half of respondents (44.3%) think their programmes have proved to be quality and efficient; on the other side, they believe that it is time to prepare a comprehensive but gradual curricular reform to enhance the further renewal of national systems of education and to improve their compatibility with European and international trends. The second, similarly strong group of respondents (41.4%) says that they have improved their programmes continuously and that they are bringing relatively good results; nevertheless, these respondents also think that they need to make the existing programmes more comparable and compatible with European and international trends.

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<sup>16</sup> Unfortunately, in countries where ICT in teacher education is less developed, less interest from acting teachers was also registered in this survey; see e.g. **[B 2.6.2]**.

<sup>17</sup> See Zgaga, Peršak, Repac, 2003 The survey on ‘trends in learning structures at institutions of teachers’ education’ was stimulated by the Bologna *Trends III Report* (Reichert, S., Tauch Ch., 2003). This report is based on a survey on ‘trends in learning structures’ at universities and higher education of the European Higher Education Area in general, without being focused on any particular discipline. The idea of our survey was to identify the ‘Bologna trends’ at higher education institutions providing initial teacher education programmes. Responses were received from a total of 57 institutions from 33 countries; among them from all countries participating in the present survey. Both samples are different; nevertheless, the collected data offer some interesting parallels. The most interesting cases will be illustrated in the footnotes.

The overall readiness to engage in Bologna-like reforms is obviously high. On both extremes it is possible to find only two small groups of respondents. On one side, 8.6% of them find their existing programmes quite modern, quality and well-related to social needs. They believe there is no need for radical reform. On the other side, 5.7% of the respondents find their existing programmes to be obsolete and think there is an urgent need for a radical curricular reform.

[A 3.2] The next question directly enquired about the *awareness and implementation of the Bologna process*. Previous findings are again confirmed here: an overwhelming majority of 84.0% of the respondents are either ‘very much’ (44.9%) or ‘reasonably aware’ (39.1%) of the process. This result is noticeably better when compared with results from the previous survey,<sup>18</sup> in particular the share of ‘very much’ aware institutions has increased. Two-thirds of the respondents (64.6%) do not find any difference with higher education institutions from other disciplines, but one-quarter (26.2%) of them believe that institutions of teacher education are importantly better informed and better aware than other institutions while only 9.2% believe that institutions of teacher education are less informed and aware than other institutions. Institutions of teacher education are often engaged in research and development projects related to teaching, learning, educational policy etc.; these activities could explain some of their advantages vis-à-vis other institutions. They should only be stressed in future: not only to strengthen specific developments in teacher education but also to help improve teaching and learning at universities in general. This could be an important vehicle to strengthen the credits of teacher education institutions within academia.

[A 3.4] When respondents were asked what *main elements aimed at implementing the Bologna process* have been put on the institutional reform agendas, they most frequently (42.4%) gave a quite ambitious answer: there is the implementation of new learning structures and tools (e.g. two-cycle system, ECTS, Diploma Supplement, recognition of previous learning etc.) accompanied with the comprehensive modernisation of approaches to teaching, learning and assessment. It has been often criticised that institutional agendas primarily aim at formal implementation (‘changing facades’) – that is at the harmonisation of existing study programmes to fit into the two-tier system (3+2 or 4+1 scheme) without profound changes in approaches to teaching, learning and assessment. In the present survey, 30.3% of the respondents agreed with this option. This group is followed by 22.7% of those who primarily aim at implementing the new two-cycle

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<sup>18</sup> ‘More than one-half of the respondents (50.9%) found their institutions to be reasonably aware of the Bologna process; an additional quarter of respondents (28.1%) found them to be very aware. Only about 15% respondents found their institutions not very aware and only about 5% declared them as almost completely unaware.’ (Zgaga, Peršak, Repac, 2003: 7). In the present survey, 12.9% of the respondents found their institutions not to be very aware, while 2.9% declared them as almost completely unaware.

structure and tools like ECTS, Diploma Supplement etc., but without profound changes in approaches to teaching, learning and assessment. These answers suggest that a high level of awareness is not enough to set up a reform agenda which would truly raise expectations and promise the effective modernisation of study.

[A 3.3] The claimed high level of awareness at the institutional level does not find a real parallel again when we asked about the *implementation of the 'Bologna process' in the disciplinary area of teacher education*. Most often answers (here multiple choices were possible) refer to an agenda at the national level set up by the Ministry of Education (42.1%). There are also agendas set up by higher education institutions at the national level (35.5%). Last but not least, almost the same share of respondents (31.6%) reported an agenda had been set up by a single institution. It seems that the high level of awareness about the need to start reforms at the institutional level encounters relatively weak and fragmented actions when concrete policy measures are considered. This should be a serious concern for policy-makers at the national and institutional levels.

[A 3.5] On the other side, over two-thirds of institutions (68.7%) reported they have initiated *a frontal reform of the curricula* in connection to the Bologna process. In addition, a fifth (20.9%) of them reported they started a reform of at least at some departments or study programmes. The rest (10.4%) says they will do so in the near future. The pace of reform activities at the institutional level is obviously high – and comparable with the high level of awareness discussed before. It has increased in comparison to the results from the 2003 survey.<sup>19</sup> Yet, with the lack of clear definitions and sustainable support from the national level these activities might be put at risk. In certain issues, the institutions which responded to Questionnaire A have quite dispersed views on what the main stream of changes should be. More inter-institutional communication, enhanced co-operation and extended cross-border networking (e.g. like in the Tuning project) would most probably lead to positive outcomes.

[A 3.6] One of the 'central' questions was: *what model of a two-cycle degree structure do you (plan to) follow at your institution?* Despite the fact that teacher education institutions show a relatively high level of awareness of the importance of 'content' issues within the reform agenda, the dominant issue in almost all national environments is still a relatively 'formal' one: what should the standard duration of undergraduate study programmes be? In jargon, this question is often

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<sup>19</sup> 'Institutions of teachers' education seem to be very active in reforming their curricula in connection to the Bologna Declaration. Even more than a half of them (58.9%) have already started with a curricular reform: two fifths (39.3%) of them report that they recently initiated a reform of the curricula in connection to the Bologna Declaration in all departments and an additional fifth (19.6%) of them did the same at some departments. A quarter of them (28.6%) say that they plan curricular reform in near future. Only 12.5% do not see a need for change at their institution' (Zgaga, Peršak, Repac, 2003: 10).

referred to as ‘3 + 2 or 4 + 1’. Respondents could choose any one of the possible variants. Interestingly, almost *equal shares of responses centred around both main variants*: 32.3% of institutions opted in favour of 4-year programmes in the first cycle (Bachelor) followed by one year in the second cycle (Master’s) while 30.6% of institutions opted in favour of 3 years in the first cycle (Bachelor) followed by 2 years at the second cycle (Master’s). This should not be a surprise; an almost identical result was achieved in our first survey in 2003.<sup>20</sup> On the other side, 17.7% of institutions still seem to be undecided; they still consider both options and often find one or another option more suitable for one or another profile. A group of similar size (14.5%) plans to provide only the first cycle (Bachelor or equivalent) but they expect that graduates could continue at the second cycle (Master) at other institutions. Only one institution expects its graduates will not have a chance to continue at the Master’s level at other institutions (1.6%) while two of them could not answer this question yet (3.2%).

It is interesting to see some details behind this important but relatively general question. [A 3.7] With the new first-cycle degrees, the majority of institutions (43.1%) aim to provide *broad qualifications* which lead to a job and/or further study – that is, they aim at implementing one of the key Bologna objectives. However, this is an opinion of less than one-half of the respondents. More than a quarter (29.2%) of them see the new first cycle as *basic teacher qualification* and a fifth of them (20.0%) as *traditional teacher qualification* like before.<sup>21</sup> [A 3.8] On the other side, a firm majority of institutions (56.5%) declares that with the new second-cycle degree (Master’s) they aim to provide an *advanced qualification for all teachers who so wish*. Only 16.1% of them see the ‘new Master’ as a *research qualification* for teachers and as a prerequisite e.g. to train the teachers of teachers. Few institutions (9.7%) find the new second-cycle degree useful for attracting students (i.e. first-cycle graduates) from other adequate study fields. Almost one-fifth of them (17.7%) could not answer this question.<sup>22</sup>

<sup>20</sup> ‘[...] responding institutions are completely divided into two blocks when the formula (3+2 vs. 4+1) is in question. According to answers to this question, there are two distinct and totally equal majorities, both close to one-half of respondents: 42.8% vs. 42.8%’ (Zgaga, Peršak, Repac, 2003: 11-12).

<sup>21</sup> Here again, the survey from 2003 does not differ much from the present survey: The ‘majority of respondents opted for the provision of a broad qualification which leads to labour and/or further study (38.6%). Shares of those opting for traditional qualifications on one hand, and on the other for basic qualifications, are minor and almost equal (24.6% vs. 21.1%). Four institutions (7.0%) [...] didn’t respond to this question [...]. It can be said that the majority (which, in fact, is not absolute here) declared in favour of ‘Bologna goals’ and, probably, also against ‘academic discrimination’ of teachers’ education in past (e.g. closed paths to postgraduate study)’ (Zgaga, Peršak, Repac, 2003: 13).

<sup>22</sup> ‘As it could be expected, over one third of respondents (37.1%) foresee Master degree as an advanced qualification for all teachers (Bachelor graduates) who wish. Only one fifth of respondents (21.0%) find Master degree as an appropriate research qualification for



[A 3.10] An important question remains unclear: what is the *employability* of the new first-cycle graduates and how does it differ from the employability of the new second-cycle graduates? In the process of restructuring their curricula, institutions find the employability of their graduates ‘important’ (49.3%) to ‘very important’ (36.2%). Only a few respondents do not find it important for one reason or another (14.5%).<sup>23</sup> [A 3.11] However, institutions invite employers to co-operate in this process only relatively rarely: less than a quarter (23.7%) of them reported co-operation with representatives of the Ministry of Education and related institutions and less than a third (30.3%) of them reported co-operation with teachers’ professional and academic associations. Headmasters and educational administrators are the largest group of stakeholders invited to the process of restructuring the curricula but less than half of the respondents (43.4%) reported co-operation of this type. A quarter (25.0%) of them do not involve stakeholders in this process or only very rarely.<sup>24</sup>

[A 3.9] While asking institutions whether *they expect students to leave after the first-cycle degree*, the largest group – but less than one-half (40.9%) – of respondents believed that some will leave and start working and some will continue their studies at the second-cycle level. Another 30.3% of them expect that the majority of students will continue in the second cycle while only 10.6% of them expect that the majority will leave after the first cycle and get a job. Again, a

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teachers and as a career path to become a teacher of teachers. It seems that the idea of attracting students from other adequate study fields doesn’t attract institutions yet (8.1%). This time, interestingly, institutions without answer make a noticeable group (22.8%; the biggest share until now). Responses to the option ‘other’ (12.9%) are briefly described in the note’ (Zgaga, Peršak, Repac, 2003: 14).

<sup>23</sup> From the 2003 survey: ‘Surprisingly, only 14.0% of respondents find it ‘very important’ [...] but a majority of 42.0% respondents found it ‘important’ [...]. A sum of both options goes barely over one-half of respondents (56.0%). Teacher profession is still prevalingly perceived as a ‘public job’ and not (directly) linked to the labour market in a proper sense. Therefore, it shouldn’t be such a surprise when 24.6% of respondents don’t see employability of graduates very important and when 21.1% of respondents believe that they train graduates for national (public) educational system only’ (Zgaga, Peršak, Repac, 2003: 17).

<sup>24</sup> The 2003 survey found a relatively different picture: ‘almost one-half of them (48.1%) reported that they involve representatives of the Ministry of Education and related institutions [...]. Headmasters, leaders of educational establishments, administrators etc. [...] are the second most frequent group involved (38.9% [...]). Associations of teachers/educators and academic associations [...] are more rarely involved (27.8% [...]). The option [...] ‘We don’t involve them to designing process, or very rarely’ was chosen by surprisingly strong group of almost one third (31.5%; [...]) of respondents’. In addition, it found out that countries not yet members (2003) of the Bologna process ‘involve Ministry of Education and related institutions more often than institutions from other two groups [...]; they also notably distinguish from other two groups with low share of responses to the option d’ (Zgaga, Peršak, Repac, 2003: 18).

relatively large share (18.2%) of respondents could not answer this question. Obviously, institutions do not expect a frontal shift from the first (traditional option) to the second (new option) cycle. According to these expectations, the number of students in the (new) second cycle will increase but still remain relatively far from the number of students in the (new) first cycle.

[A 3.12 – 3.13] On the other side, responses from institutions – at least on paper – reported that modern approaches are used in the process of restructuring their curricula. More than a half of them (57.5%) are active in either planning or developing *learning outcomes and competencies based curricula*; more than a quarter (27.3%) of them declare their existing curricula as already being learning outcomes and/or competencies based. When institutions respond (multiple answers possible) on which learning outcomes (competencies) are – or will be – put to the fore of the new curricula, basic knowledge of the teaching profession and the capacity for applying knowledge in practice are found at the top of the list (60.5% and 59.5%, respectively) followed by knowledge of the subject to be taught (50.0%). Ethical commitment and professional ethics (28.9%) and competencies in counselling learners and parents (27.6%) are relatively speaking found at the bottom of the list.<sup>25</sup> [A 3.16] As expected, institutions most often (82.9%) chose traditional tests and exams as typical formats for the *evaluation and assessment of the defined competencies*, followed by seminar papers and essays (69.7%), project work (51.3%), practical assignments (43.4%), portfolios (27.6%) and research papers (22.4%).

[A 3.14] *Two-thirds of the institutions already use credit systems*: more than one-half (56.5%) of them use ECTS while only few of them (7.2%) use another system but not ECTS. One-third of them (36.2%) plan to do so in the near future.<sup>26</sup> Again, two-thirds (66.7%) of the institutions allocate credits to courses on the basis of the student's overall work (attending lectures and seminars, individual study and preparation of projects, examinations etc.) while only a few institutions reported 'popular misuse' like allocating credits on the basis of either contact hours from a curricular plan (12.7%) or a professor's status and prestige (7.9%).

[A 3.17 – 3.18] Questionnaire A also asked about the *international mobility of students and teaching staff*. Almost one-half of the institutions reported a slight increase in student (47.0%) as well as teacher (46.3%) mobility. Less than a fifth of

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<sup>25</sup> Also see [B 2.6.2] – which topics and contents acting teachers see as being the most important.

<sup>26</sup> From the 2003 survey: 'teachers' education institutions use credit systems broadly: two thirds of them (66.7%) use either ECTS (43.3%) or some other system (23.3%). Still, a bit less than one third (29.8%) of them only plan it for near [...] future. In this category, institutions from the third cluster of countries [not yet members] make a majority (62.5% of them) while institutions from the first and second clusters are very rare (14.8% respectively 21.4% of them). Institutions with no intention to implement credit system are very rare (5.0% of total answers)' (Zgaga, Peršak, Repac, 2003: 22-23).

them reported a significant increase in student mobility (18.2%); in this category, teachers obviously achieved a better result (28.4%). Student mobility has not increased at all with one-quarter (24.2%) of the institutions while teacher mobility has only decreased at 16.4% of them. A few institutions complained that mobility had even decreased. Information on student mobility was not available from almost one-tenth (9.1%) of institutions while information on teacher mobility is missing in 6.0% of the cases. According to these data, teachers have somewhat better chances of mobility; yet, this should not necessarily be seen as a problem since various studies show that teacher mobility usually precedes student mobility. Here, it is also important that institutions assess international mobility as ‘very important’ (students 58.2% and teachers 61.2%) or at least an ‘important but not the decisive factor’ (both students and teachers 37.3%).

[A 3.19] On the practical level it is very important for mobility that the *results of students’ previous learning are recognised by domestic institutions*. It seems that this is still an open issue: less than half of the institutions (44.7%) reported practices of recognising units and/or credits which their students take under mobility schemes at other institutions at home or abroad. A similar share of them (40.8%) also recognises previous formal learning (‘free movers’ etc.) taken at other institutions and a fifth of them (19.7%) do so if the learning was undertaken at institutions in a country ‘that we trust’. There are not many institutions (19.7%) which also recognise non-formal learning (e.g. foreign language, ICT skills, practical work in school etc.) if it is proved with sufficient documents. Only a few institutions do not practice these ways of recognising students’ previous learning (13.2%).

[A 3.20 – 3.21] *Quality enhancement* is one of most exposed issues of the Bologna reforms. More than half of the institutions which took part in the survey (59.2%) reported that they already have internal mechanisms for monitoring the quality of pre-service teacher education with regard to teaching and learning. Quality assurance mechanisms with regard to research (19.7%) and/or other activities – e.g. administration, counselling to students etc. – (17.1%) are much less developed. Over a quarter (26.3%) of institutions has not yet developed these mechanisms. Institutions mostly involve students in the process of quality evaluation in various ways: they organise students’ questionnaire or similar procedures (43.4%); students are either members of quality assessment and/or assurance bodies (31.6%) or can formally express an opinion through the student organisation (31.6%). Some institutions answered that students have concrete opportunities but they do not use

them (7.9%) while not so small groups of them (15.8%) do not involve students in this process at all.<sup>27</sup>

[A 3.22] In this part of Questionnaire A we finally asked institutions about *main obstacles in reforming and modernising pre-service teacher education*. Respondents ranked the options given in the questionnaire on a scale from 1 – very high obstacle to 5 – an obstacle relatively easy to overcome). Lack of financial support and inadequate legislation find positions on the top; the whole average grades of the ‘league’ are as follows:

- 2.29 lack of financial support, in particular equipment and facilities;
- 2.79 inadequate national legal regulations;
- 3.02 lack of human resources, adequate skills and motivation for staff;
- 3.32 lack of possibilities for international co-operation in curricula development; and
- 3.42 lack of appropriate cases of good practice from the country and internationally.

## 2.2 Institutions on In-service Teacher Education

In the last part of Questionnaire A, all respondents – higher education as well as specialised institutions – again participated; this part aims to analyse the state of affairs in in-service education and institutional reforming plans. [A 4.1] At the beginning, we asked for an evaluation of the *present national system of in-service teacher education* as well as of the *existing in-service teacher education provision* (courses, seminars, workshops etc.) offered by individual institutions. Almost half (43.2%) of the respondents thought that the offer and quality of in-service education should be substantially increased and supported much better from public sources. The second largest group (28.8%) agreed that more support from public sources is needed and thought that the provision should be broadened with contents and topics which are not represented today. A further quarter (23.7%) of them is very critical: there is no effective system of in-service education; it is most urgent to establish it and give every teacher a real possibility for their professional development. Only one institution believed that no major changes are needed while

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<sup>27</sup> From the 2003 survey: ‘Internal mechanisms for monitoring quality of teaching are developed at 88.9% of institutions from the first cluster of countries [EU Bologna countries], at 64.3% of institutions from the second cluster [non-EU Bologna countries] and at 56.3% of institutions from the third cluster [not yet Bologna countries]. A similar trend – however, shares are lower than in former case – can be found in the monitoring quality of research: 66.7% of institutions from the first, 57.1% from the second and 37.5% from the third cluster. ‘Other activities’ are almost exclusively monitored only at one third of institutions (33.3%) from the first cluster’ (Zgaga, Peršak, Repac, 2003: 26).

four of them (3.4%) had no opinion. All in all, the conclusion can be simple: the region needs systemic reforms of in-service teacher education at the national level.

[A 4.2] On the other hand, the *self-evaluation of the existing in-service provision* puts the picture under a new light. Almost the same majority as in the previous question (now 42.1%) stated they are improving this provision continuously with relatively good results, but also adding they need to make it more comparable and compatible with European and international trends. Further, the second largest group is similar as before (now 27.2%): their in-service offer has proved to be quality and efficient; however, they believed it is the right time to prepare a new comprehensive system of in-service education to help modernise the national system of education in general as well as its compatibility with European and international trends. Yet, the 'critical' group is now smaller (18.4%) and instead of only one 'happy' institution from the previous questionnaire there is now a small 'happy' group of them. More than one-tenth (12.3%) of institutions said their in-service provision is relatively modern, quality and related to the needs of schools and teachers and that there is no need for a radical reform but they need to improve them continuously. This could be expected: critical approaches to the national system are always easy from the institutional point of view (and vice versa: institutions are often blamed for 'excellent' systems not producing real results). Nevertheless, here again it is possible to make a similar conclusion as before: reforms of in-service teacher education are needed at the institutional level as well. It is very recommendable that changes at both national and institutional levels be undertaken in parallel.

[A 4.3 – 4.4] Today, changes to in-service teacher education should be treated within the *lifelong learning strategies*. Institutions are relatively well aware of this principle but, obviously, a lot of work still has to be done. Only a fifth of them (20.0%) already implement such a strategy while the majority of institutions are either at an initial (34.8%) or planning stage (40.9%). A tiny minority (4.3%) does not see a need for it.<sup>28</sup> An overwhelming majority of institutions (85.4%) focuses on teachers from schools as their main target group in the institutional lifelong learning strategy. Graduates from other disciplines who wish to qualify as teachers are observed as the main target group only by one-tenth of them (11.7%). It seems that target groups within in-service teacher education will also remain relatively traditional in future and that institutions are not searching for new groups. In our

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<sup>28</sup> From the 2003 survey: 'One third of [institutions] (33.3%) report that they already developed an overall strategy; a bit less than one third of them report that they are in the initial stages (31.6%) or that such a strategy is planned (28.1%). Only a minority of institutions (7.0%) do not see the need for an overall strategy regarding LLL' (Zgaga, Peršak, Repac, 2003: 28).

previous survey, albeit with a different sample (less regional and more European), this share was more than twice the size.<sup>29</sup>

[A 4.5] What are *main aims of the institutional reform agendas* in the area of in-service teacher education (single choice answers)? The largest group of institutions (40.0%) agreed that it is (or should be) such a modernisation of the existing provision (contents, seminars etc.) that includes modern approaches to teaching, learning and assessment. The second largest group (33.0%) is even more ambitious: in addition to the previous statement they added that learning outcomes achieved within in-service education courses will be, in principle, credited and recognised as parts of their degree study programmes if a learner decides to continue their studies. A much smaller group (19.1%) finds its main aim in modernisation of the existing provision fits better with the demands of renewed curricula in schools as well as teachers' expectations. Only 7.8% of the respondents reported there is no such agenda at their institution yet.

[A 4.6] In the *process of developing new in-service teacher education provision*, institutions most often (multiple choice answers) aim to support teachers in implementing new curricula, in using new teaching methods (58.0%) and/or enhancing their practical competencies (57.3%). Further on this list of aims there is the deepening and renewing of the educational knowledge of teachers (48.1%) while the deepening and renewing of teachers' subject-specific knowledge comes last (29.8%). A few institutions (7.6%) are not developing new forms of provision (yet). It seems that the subject-specific knowledge of teachers prevails in pre-service education and that most often in-service is used to compensate for a lack of educational knowledge and skills. Will institutions also reflect this finding when they plan new pre-service provision (in the first and second cycle)?

[A 4.7] Institutions, at any rate, *involve stakeholders in the process of renewing the in-service teacher education provision* (multiple choice answers) more often than

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<sup>29</sup> From the 2003 survey: 'As expected, teachers and educators in the in-service education are far most frequent target group in LLL initiatives [...]. Graduates from other disciplines are interesting groups only for a quarter of institutions [...]. Institutions searching for other groups are of similar share [...]; they usually reported about groups from the education area in general, from social service, nursing, culture, arts media, industry and business, or they mentioned adult learners in general. Only 7.3% of institutions don't have a need for such target groups.'

There are some evident differences among clusters of countries. Institutions from the first cluster find graduates from other disciplines more often interesting target groups (33.3% of them) while institutions from the third cluster are most rare in this category (only 6.3% of them). Institutions from the first cluster also search for 'other groups' more often (33.3% of them) than institutions from other two clusters (14.3% respectively 12.5% of them). Institutions from the third cluster can be found more often in the category of those who don't have a need for such target groups (18.8% of them)' (Zgaga, Peršak, Repac, 2003: 29).

in the process of renewing the pre-service provision. Almost two-thirds (60.3%) of them consult teachers about their needs and almost one-half of them also consult the Ministry of Education and related public (state) institutions (45.8%) as well as headmasters, education administrators etc. (42.7%). About one-third (32.8%) of them also consult professional and academic associations. Only a tenth (10.7%) of them do not involve stakeholders in the design process, or very rarely.

[A 4.8] Institutions were also asked about the *most frequently offered contents and topics in in-service teacher education*. Respondents had five choices and ranked options on a scale from 1 – most frequent – to 5). On the bases of their answers, a ‘league table’ with average grades was made as follows:

- 2.02 methods of teaching/learning/assessment
- 2.17 particular teaching subjects
- 2.17 particular teaching subjects
- 2.67 development of skills for using ICT
- 2.80 intercultural education, education for human rights
- 2.87 school/educational management
- 3.04 learning (mastering) a foreign language
- 3.17 educational work with children with special needs
- 3.22 co-operation with parents, the school environment etc.
- 3.32 social and cultural aspects of education, ethics etc.
- 3.32 development of general communication skills, rhetoric etc.

There is a relatively high level of overlapping between this ‘league table’ and the acting teachers’ assessments of contents and topics offered within in-service provision.<sup>30</sup> Yet, there are a few discrepancies, e.g. the development of general communication skills and rhetoric come last on the institutional agenda but are the fourth most important topic for acting teachers while school and educational management takes a position in the middle of the institutional ‘league table’ and just at the bottom of the teachers’ one. This cannot be a simple indicator that ‘some contents’ are already ‘obsolete’ but instead raise questions about quality provision.

[A 4.9] Both types of institutions (higher education and specialised) are increasingly engaged in *research and development projects* in their environments. Therefore, a special question was included in Questionnaire A of whether institutions find it feasible and important for the professional development of teachers to include acting teachers – when possible – as partners in these projects. The feedback was very positive: half (50.9%) of the respondents thought that such a partnership could enhance co-operation between higher education institutions and schools as well as help in the transfer of knowledge and strengthening of innovation in education. A quarter (25.9%) of them thought that it could enhance an individual

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<sup>30</sup> Again see [B 2.6.2] – which topics and contents acting teachers see as being the most important.

teacher's professional development while a tenth (12.9%) said that due to a lack of research resources such a partnership – if not paid – could give them better possibilities for R&D projects. Only 7.8% of them had not considered this issue yet and 2.6% believed this is not their job and/or that teachers are not qualified for research.

[A 4.10 – 4.11] Like in the previous chapter on pre-service teacher education, Questionnaire A contains two questions (multiple answers are possible) on *quality assurance mechanisms regarding their in-service provision*. Almost half (48.1%) of the respondents reported internal mechanisms for monitoring the quality of in-service teacher education with regard to teaching and learning activities. As could be expected, much fewer institutions have established mechanisms with regard to research (24.2%) and other (20.6%) activities while a quarter (26.0%) of them reported that quality assurance mechanisms have not yet been established. The majority of institutions involve participants of the in-service activities (predominantly acting teachers) in the process of quality evaluation; most of them (38.9%) through learners' questionnaires or similar procedures to check the quality of courses, seminars etc. As the second most frequent way (29.8%) respondents stated that learners can formally express their opinion through the schools where they are employed. Almost a fifth (18.3%) of the respondents said that learners have concrete chances to express their opinion but mostly they do not use them while another fifth (20.6%) does not involve them at all. Also in this field, institutions could improve a lot to make the voice of learners – acting teachers – better considered.

[A 4.12] Institutions report the *obstacles in reforming and modernizing in-service teacher education* in a similar way as with regards to pre-service education. As before, respondents had five choices and ranked their evaluation on a scale from 1 – very high obstacle to 5 – relatively easy to overcome. A lack of financial resources is the highest obstacle but legal regulation and a lack of human resources seem to be relatively high obstacles as well:

- 2.13 lack of financial support, in particular equipment and facilities
- 2.68 obsolete/inadequate national legal regulation
- 2.82 lack of human resources; lack of adequate skills and motivation with staff
- 3.18 lack of appropriate cases of good practice from the country and internationally
- 3.21 there are no major obstacles at our institution



### 3 Acting Teachers on Teacher Education

While the first questionnaire addressed higher education and specialised institutions providing pre-service and in-service programmes for teachers, *Questionnaire B* addressed acting teachers and education practitioners directly.<sup>31</sup> Teachers<sup>32</sup> were asked about their pre-service and in-service education from the perspective of their past experiences as well as present and future needs. National teams informed broader target groups in their respective countries about the project and invited them to co-operate. Teachers could fill in this questionnaire on-line or print it out, fill it in on paper and send to a co-ordinating person of the national team. Indeed, teachers from all twelve countries involved in this project responded to this invitation.

**[B 1.1]** Altogether, 2,290 teachers filled in *Questionnaire B*; teachers from Macedonia (6.2%) and Serbia (6.5%) represent the smallest share while teachers from Romania (14.5%) and Moldova (16.3%) represent the largest share in the sample. While in the case of *Questionnaire A* it was meaningless to provide a *comparative analysis between countries* (with only 2 respondents in the ‘smallest’ country the sample was too small), this questionnaire makes it possible and necessary (there was a minimum of 132 respondents in the ‘smallest’ country).

**[B 1.2]** The first part of the questionnaire aims to *describe the respondents*. The sample covers relatively well *all levels of pre-tertiary education*. On average, primary (30.6%) and upper-secondary (26.5%) school teachers are the best represented target groups, followed by lower secondary school teachers (19.0%).<sup>33</sup> Teachers at vocational schools (6.4%) and those in kindergartens (6.1%) are represented with much lower shares. As could be expected, support staff (e.g. counsellors, librarians etc.) took part with even lower shares (3.8%) and not in all

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<sup>31</sup> See the Annex, Results of the survey, *Questionnaire B* (p. 67 ff.), and in particular J. Vogrine’s introductory note.

<sup>32</sup> Several groups of educational practitioners were asked for co-operation:

- teachers and educators at schools and other education institutions (preschool, primary, lower and upper secondary education),
- leadership staff from these institutions (principals and their deputies etc.),
- support staff (e.g. counsellors, librarians etc.),
- retired teachers and educational staff, national experts in education etc.

Similarly as in the previous questionnaire, all these groups are referred to as ‘teachers’ and all pre-tertiary level institutions are referred to as ‘schools’.

<sup>33</sup> The category ‘lower secondary school teachers’ is formally not represented **[B 1.2]** in the case of Slovenia where ‘primary school’ is understood as compulsory education from grades 1 to 9. In this case, the share of ‘primary’ teachers (52.5%) is comparable to the shares of both ‘primary’ and ‘lower secondary’ teachers in the cases of other participating countries (average: 49.6%). This is also the case in some other participating countries.

countries, similarly as leadership staff (4.3%).<sup>34</sup> ‘Other’ categories were also reported from Romania (6.0%) and Moldova (11.7%) as well as ‘no answer’ from Romania (6.4%). **[B 1.3]** Almost two-thirds of respondents belong to very experienced age groups (*working age in education*, 11-20 years 30.7%, 21-30 years 27.7%) but young teachers are not missing in the tables (e.g. 1-5 years 11.4%). The highest share of teachers with 21-30 years of working age is registered in Slovenia (45.1%) and Moldova (37.0%) while the highest share of teachers with 1-5 years is registered in Montenegro (18.0%) and Bosnia and Herzegovina (17.4%). **[B 1.4a]** *Gender distribution* in the sample is relatively close to the gender distribution in respective countries in general; on average, 79.7% of female and 20.3% of male teachers took part. The highest share of female teachers is registered in Moldova (94.9%) and Serbia (93.4%) while the highest share of male teachers is registered in Kosovo (50.0%) and Austria (32.2%). **[B 1.4b]** On the other hand, the sample is *relatively urban*: 58.1% of respondents work in bigger towns (the highest share in Macedonia, 95.3%), 22.6% in smaller towns (the highest share in Montenegro, 39.3%) and only 19.3% in villages (the highest share in Moldova, 61.0%). It should be again noted that e-mails and Internet were the main tools of communication and this might give some advantage to the relatively urban places.

**[B 1.5]** With regard to *education of respondents*, teachers with higher education awards (first cycle) are the largest group in the sample (53.3%) followed by a group of those with ‘short’ higher education (e.g. 2 years of study) awards (24.0%) and second-cycle awards (16.1%). **[B 1.6]** Respondents achieved their initial teacher education in different ways: an overwhelming majority (86.1%; Austria 93.4% vs. Kosovo 65.4%)<sup>35</sup> most ‘directly’ in specialised pre-service teacher education study programmes while some of them ‘entered’ teaching after achieving a ‘non-teacher education’ diploma through special teacher education courses (7.5%; Kosovo 20.4% vs. Macedonia 2.4%) or even without any specialised education and/or training (4.9%; Macedonia 16.8% vs. Croatia and Romania 1.0%). **[B 1.7]** On average, respondents got their last degree or diploma most often 11 to 20 years ago (29.2%; Austria 45.8% vs. Slovenia 14.7%) but almost a fifth of them less than 5 years ago (18.3%; Romania 31.8% vs. Austria 4.2%) and another similar share (17.8%; 24.5%, vs. Moldova 8.8%) 6 to 10 years ago. If these data are compared with data on working ages in education, it is easy to conclude that acting teachers in some countries have taken (additional) teacher education relatively often within the last decade.

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<sup>34</sup> No answers within the category ‘support staff members’ were registered for Albania, Austria, Kosovo and Macedonia. No answers within the category ‘leadership’ were registered for Moldova and Romania.

<sup>35</sup> In this paragraph, the first figure always represents an average while the second reports the maximum national figure divided by ‘vs.’ from the minimum national figure.

### 3.1 Teachers on Pre-service Teacher Education

**[B 2.1]** The acting teachers were asked *how they find their pre-service (initial) education today*. On average, the largest group of them (55.9%) thought that it is adequate to start working at school but – at least at the beginning – they need a lot of practical teaching experiences and in-service education and training (the ‘*improving*’ group). The next largest group (34.9%) was even more positive about their initial education: it is adequate and corresponds to the demands of their working position; basically they do not need much further education and training (the ‘*happy*’ group). On average, there were not many critical responses: only 8.1% of them found their initial education non-adequate and thought that their formal education does not correspond much to the demands of their working position and that their work at schools is mostly based on personal practical teaching experiences and continuous in-service education (the ‘*critical*’ group).

This picture is a little different if observed from single countries’ perspectives. The ‘*improving*’ group is far the largest in Austria (87.4%) followed by Serbia (62.9%), Albania (61.4%) and Croatia (60.2%) while it is the smallest in Moldova (42.4%) and Montenegro (43.8%). The ‘*happy*’ group is the largest in Moldova (53.0%) and Montenegro (51.4%) and the smallest in Austria (5.6%) followed – after a large gap – by Croatia (21.9%), Serbia (25.0%) and Kosovo (25.8%). The ‘*critical*’ group is the largest in Croatia (16.9%) followed by Bosnia and Herzegovina (13.3%), Romania (12.9%) and Serbia (12.1%) and the smallest in Bulgaria (1.8%) followed by Macedonia (3.0%) and Moldova (3.3%). It is difficult to make any simple interpretation of these results; yet, most probably interpretation should take at least three dimensions into account: the quality of pre-service as well as in-service education (in past and recent years), teachers’ status and motivation for their work (including salary and promotion systems) as well as their ‘*critical potential*’.<sup>36</sup>

Most questions in Questionnaire B focused on in-service teacher education but some of them turned back to issues of pre-service education and higher education institutions. It is particularly interesting to know *what he acting teachers think about the systems of pre-service teacher education* in their countries and how they are reacting to the reform challenges and promises of European higher education of today (the Bologna process).

In Questionnaire A, teacher education institutions were asked to evaluate their present pre-service study programmes:<sup>37</sup> their answers were predominantly positive. A similar question was included in Questionnaire B: *What is your opinion about the system of pre-service education and training in your country?* **[B 2.11]** Respondents had one choice only. Over half of them (52.9%) were not critical about the existing

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<sup>36</sup> The ‘*critical potential*’ depends on teachers’ perceptions of themselves as ‘*professionals*’ as well as on the real social role of the teaching profession in a given society.

<sup>37</sup> See **[A 3.1]** – how institutions find their pre-service programmes.

provision at higher education institutions; yet, all of them thought that the *specific 'teacher' component is missing*. A more common answer within this group was that pre-service education system is not so bad but study programmes should put more stress on *specialised education* contents, topics and competencies e.g. teaching, learning, assessment, communication etc. (28.0%). This type of answering is followed by a similar one: it is not so bad but study programmes should put stress on *practical experiences* in relation to theoretical contents, topics and competencies (24.9%).

Interestingly, the next – already smaller – group (19.2%) is very critical about the system but stresses similar qualities: it should be radically reformed and study programmes should provide all key competencies for teachers, e.g. subject knowledge; education knowledge; practical experiences etc. On the other side, there is a group of a similar size (17.0%) which also thought that the existing system is not so bad, yet study programmes should put *more stress on teaching subjects* – e.g. contents in mathematics, history, nature etc. Only at the bottom of this table can the ‘happy group’ be found: 7.7% of respondents thought that the system is relatively good as it is and that no major changes are needed.

How does this picture look if observed from the countries’ perspectives? It is possible to distinguish four main groups within the sample: let us call them the ‘*education group*’ (with two subgroups within it),<sup>38</sup> the ‘*subject group*’, the ‘*critical group*’ and the ‘*happy group*’. The leading ‘*education group*’ is largest in Croatia (62.8%), followed by Slovenia (60.3%) and the smallest – but still dominating against other groups – in Romania (44.9%) and Austria (46.0%).<sup>39</sup> The ‘*subject group*’ is the largest in Austria (47.0%), followed – after a noticeable gap – by Kosovo (23.8%) and Albania (20.0%), and the smallest in Croatia (5.4%) and Serbia (6.8%) followed by Bulgaria (9.0%) and Slovenia (9.9%). The ‘*critical group*’ is the largest in Romania (34.5%) and Serbia (30.1%), followed by Bosnia and Herzegovina (27.0%), Croatia (26.5%) and Albania (26.2%), and the smallest in Austria (only 0.5%) followed – after a noticeable gap again – by Macedonia (10.3%) and Moldova (10.4%). The ‘*happy group*’ is the largest in Macedonia (18.3%) followed by Bulgaria (15.6%), and the smallest in Albania (2.8%) followed by Croatia (3.4%) and Kosovo (3.6%).

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<sup>38</sup> The difference between two options given in this question (‘it is not so bad but study programmes should put more stress on *specialised education* contents, topics and competencies’ vs. ‘it is not so bad but study programmes should put stress on *practical experiences* in relation to theoretical contents, topics and competencies’) is important but will not be further elaborated in this analysis.

<sup>39</sup> Among the countries there are no major differences in proportions between the two options (see note 23); the only exception is Austria. Teachers do not complain that practical experience is disregarded in relation to theoretical contents (only 6.0% think this) but they warn about a lack of *specialised education* contents, topics and competencies (40.0%).

**[B 2.8]** Since the faculties of teacher education and other higher education institutions are today very engaged in redesigning their curricula and the organisation of study, it seemed necessary to ask the acting teachers – as noted before, most of them hold a ‘first’ or at least a ‘short’ higher education degree – *whether they would they take a new degree from the ‘Bologna offer’* (programmes at various degree levels) as well as from a list of (renewed) in-service courses. Interesting answers were gathered.

*Acting teachers in the region are obviously interested in taking up additional education.* Only 13.2% of them said they are quite satisfied with their degrees and/or education and that they would not take up any further study.<sup>40</sup> However, they were very dispersed as to what kind of additional education they should take. At the top of the list with answers there are two relatively different groups of the same size (each with a little less than a quarter of the total answers): on one side, 23.0% of them would start Master’s studies, if possible in their teaching subject or educational field; on the other side, 23.2% of them would not take any degree higher than they already have (they do not need a higher degree; e.g. Master’s) but they would prefer more in-service education.<sup>41</sup>

There are several smaller groups taking further options. The largest of them (15.8%) would not take a Master’s degree but would prefer a new Bachelor degree (Diploma) in another teaching subject or educational field to broaden their *employability* (*‘realistic group B’*).<sup>42</sup> Today, many teachers are (formally) qualified to teach one subject only; with regard to falling age cohorts and smaller size of schools, in particularly in rural parts of countries, broadening teachers’ employability is clearly a very important strategy. However, there is also a – relatively small (5.6%) – group of those who would also prefer to take a new Bachelor degree (or equivalent) but not in teaching because they would like to leave the teaching profession (*‘defeatist group B’*).

There are four further groups of a relatively similar small size (about 6% or less) as well as similar ambitions: these are respondents who would take either *Master’s or Doctoral studies*. On one hand, 6.4% of them would take Master’s studies, if possible in another teaching subject or educational field in order to broaden their employability (*‘realistic group M’*) while 6.6% of them would take Doctoral studies close to their teaching subject or educational field in order to broaden their employability and to help with promotion (*‘ambitious realistic group D’*). On the other hand, 2.4% of them would take Master’s studies outside of teaching and leave the teaching profession (*‘defeatist group M’*) while 3.9% would take

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<sup>40</sup> This *‘relaxed group’* is the largest in Austria (63.1%) followed by Montenegro far behind (23.0%), and the smallest in Macedonia with just no answer (0.0%) followed by Kosovo (1.0%) and Romania (2.6%).

<sup>41</sup> Also see [A 3.9].

<sup>42</sup> Also see [A 3.10].

Doctoral studies outside of teaching for the same reason as well as to help with promotion (*'ambitious defeatist group D'*).

*Will acting teachers really use the opportunity to gain new (Bologna) higher degrees?* If all three 'Master's' groups are put together, they represent less than one-third (31.8%) of the respondents. If both 'Doctoral' groups are also added, they altogether represent a share of 42.3%. This is not a majority; however, there is quite an ambitious mood among acting teachers (in principle, they already have a licence to teach) about their further studies. On the other hand, if both 'new Bachelor' groups are also added (21.4%) the group of teachers interested in the new 'Bologna offer' at higher education institutions rises to almost two-thirds (63.7%). This is something higher education institutions – as well as public authorities responsible for teacher education – should not ignore. And they both should not ignore a relatively important share of those who would prefer more in-service courses. Of course, from this point of view it seems even more important to clarify issues on new teachers' qualifications and employability.<sup>43</sup>

However, this positive picture has its bright and darker sides. On one hand, the combination of the 'realist' groups totals 28.8%; on the other, the combination of 'defeatist' groups totals 11.9%. Obviously, the 'bright' side prevails over the darker one: teachers who would take additional study to leave the profession are relatively rare and teachers who would enhance their employability make up almost one-third of all respondents.

*Are there country-specific cases?* Surprisingly, not less than one-half (50.4%) of teachers from Bosnia and Herzegovina would start Master's studies, if possible in their teaching subject or educational field, followed by Serbia (39.3%) and Kosovo (33.3%) while on the other side over one-third of teachers in Slovenia (37.4) and Croatia in (37.3) would not take any degree higher than they already have but would prefer more in-service education. The 'realistic group B' is the largest in Kosovo (33.3%) followed by Moldova (28.9%) and Albania (28.0%) while Moldova is also a distinctive country of the 'defeatist group B' (14.0%). On the top of the 'realistic group M' are Macedonia (14.3%) and Bulgaria (14.0%) followed by Croatia (12.4%) while on the top of the 'defeatist group M' are Bulgaria again (6.7%) and Montenegro (5.0%). A case in the 'ambitious realistic group D' is Bulgaria<sup>44</sup> again (26.8%) followed – well behind – by Romania (12.5%) and Croatia (10.4%) while in the 'ambitious defeatist group D' it is Macedonia (23.8%) alone.

These data again require a comprehensive and extensive interpretation. Several factors – not all of them equally important in every country – should be taken into account. On one side, teachers' ambitions as well as hesitations with regard to

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<sup>43</sup> See [A 3.7 – 3.11].

<sup>44</sup> The specific position of Bulgaria can be explained by the fact that the second-cycle degree is already a practice in Bulgarian pre-service teacher education; see p. 212 ff.

additional education can be importantly determined by specific features of the national systems of teacher qualifications (definitions of these qualifications vary a lot among the countries). On the other, it seems that their status (in particular salaries) and professional prospects may be the next strong determination. Cultural contexts should also be taken into account, e.g. the symbolic weight and perception of academic titles, but also possibilities to change a teaching position in pre-tertiary education for a position in higher education and research or public institutions responsible for monitoring or development in education.

**[B 2.9]** Two more questions are important when discussing *co-operation between faculties* of teacher education (and higher education institutions in general) on one hand *and schools* (and other educational institutions) on the other hand. First, respondents were asked if they would – as teachers – be willing to work with higher education students coming to their schools to get teaching practice (mentoring). This has been in most places a broad and relatively traditional way of co-operation. It is no surprise that more than half the respondents (56.5%) agreed that teaching practice is an important part of initial teacher education and they also found it important to transfer their experience to their younger colleagues (*‘collegial group’*). There are also two noticeable but relatively small *‘selfish’* groups (yet, together they represent almost a third of the respondents!): 17.4% of them agree that teaching practice is an important part of initial teacher education and they would appreciate a student to help and assist *them* in their work while another 15.6% would be willing to work with students if this work gave possibilities for promotion at work or if it was paid. Finally, a tenth of the respondents would not work with students: they thought that either this is not their job (5.2%) or they would take on this work only after a request from the school leadership (5.3%).

The *‘collegial’* group is the largest in Serbia (77.3%) and Romania (75.5%) and the smallest in Austria (27.4%). Accordingly, the *‘selfish’* group (both subgroups taken together as one group) is the largest in Austria (67.5%; subgroups 48.4% + 19.1%) followed – after a gap of 25% – by Kosovo (42.9%, subgroups 30.9% + 12.0%) and Moldova (40.2%, subgroups 12.3% + 27.9%) while Slovenia (12.8%, subgroups 7.5% + 5.3%) finds its place at the bottom of this group. On the other side, the request from school leadership is the strongest reason in Slovenia (14.9%) and Croatia (13.0%) while it is the weakest in Romania (1.6%) and does not exist in Serbia at all (0.0%). The rejection rate is the highest in Bulgaria (13.7%) followed by Montenegro (10.3%) and the lowest in Moldova (1.5%) and Bosnia and Herzegovina (2.1%).

**[B 2.10]** Finally, respondents were asked if they – as teachers – would be willing to co-operate with professors and researchers from higher education institutions coming to their schools to do *research on teaching and education in general*. Surprisingly, only 5.5% of them refused it since they thought this is not their job (5.5%). On the other hand, over two-thirds of them are willing to enter such co-operation for *‘intrinsic’* reasons: as the main reason, 36.8% of them stated that it

could enhance co-operation between higher education institutions and schools and strengthen innovation in education while 35.1% of them stated that it could enhance their professional development. The ‘selfish’ group is now smaller (only about a fifth) than in the previous case: 17.8% of them would co-operate if this work gave possibilities for promotion at work or if it was paid while 4.9% would co-operate only after a request from the school leadership (5.3%).

The data show that the difference between the ‘*intrinsic*’ and the ‘*selfish*’ group cannot be explained simply by e.g. teachers’ status and/or salary: the ‘*intrinsic*’ group is again far the largest in Romania (89.5%; subgroups 58.0% + 31.5%) and Serbia (86.3%; subgroups 46.6% + 39.7%) and by far the smallest in Austria (52.3%; subgroups 14.0% + 42.3%). Accordingly, the ‘*selfish*’ group is easily the largest in Austria (36.7%) followed by a group of three countries with about a fifth of respondents belonging to this category (Moldova 24.0%, Macedonia 23.1% and Montenegro 22.1%). As a ‘*motivation*’, the request from school leadership is strongest in Slovenia (14.9%) and Croatia (13.0%) while it is weakest in Romania (1.0%), Serbia (1.5%) and Moldova (1.8%). The rejection rate is highest in Montenegro (11.0%) and the lowest in Macedonia (2.3%) and Romania (2.4%).

These data and reflections on possible co-operation between faculties and schools would need much more time and space to be analysed in detail; yet, they could be used in further developmental work at national and institutional levels in the countries involved when the future of pre-service teacher education is being discussed. They could also be used by international organisations and in particular those agencies that organise aid programmes. On the other hand, even more useful reflections can be found in that part of Questionnaire B where teachers responded as regards in-service provision.

### 3.2 Teachers on In-service Teacher Education

**[B 2.12]** Teachers were asked to *evaluate the systems of in-service education in their countries*. The range of answers is not much different from that institutions given by when responding to a similar question.<sup>45</sup> The answers show that *changes are needed everywhere*. The ‘*happy*’ group is small: less than a tenth (7.6%) of respondents thought it is relatively good as it is and that no major changes are needed; respondents from Slovenia are the largest group in this category (25.9%) followed by Macedonia (18.8%) and Bulgaria (12.2%) while in Croatia (1.5%), Bosnia and Herzegovina (2.1%) and Austria (2.8%) only a few teachers share this opinion.

The ‘*critical*’ group is as twice the size of the ‘*happy*’ group: almost a fifth of the respondents (18.7%) thought there is no effective system of in-service education

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<sup>45</sup> See [A 4.1] – opinions about national systems of in-service education.



and that it is most urgent to establish it and give every teacher a real possibility of professional development. Within this group, most respondents are from Bosnia and Herzegovina (37.8%) followed by Albania (32.4%) and Serbia (31.1%); on the other side, it is almost non-existent in Austria (0.5%).

A large majority of over two-thirds of respondents (70.4%) think that more or less *substantial changes are needed*: on one side, over one-third (37.1%) of them agree that the provision of in-service education should be broadened with contents and topics which are not represented today, and another third of them (33.3%) agree that the offer and quality of in-service education should be substantially increased. Both subgroups agree that the offer should be better supported from public sources (financing). If both groups are taken together, these statements look almost like a 'national consensus' among teachers in Austria (96.8%) and represent an overwhelming majority in Moldova (86.9%) and Kosovo (74.4%). Even in those countries which are at the bottom of this table, more than a half of the respondents share the same views: Bosnia and Herzegovina (55.3%), Montenegro (58.6%) and Serbia (59.8%). It should not be misinterpreted that the teachers in these countries feel less of a need for improvements of the in-service provision; on the contrary, the respective strong shares of their critical views (between one-fifth and one-third) should also be taken into account.

The next group of questions focused on *teachers' attendance at in-service activities* during the last twelve months (2004-2005). **[B 2.2]** These activities seem to be very differently organised in different countries and often relatively fragmented. A third of respondents (34.2%) attended *three to five* seminars, workshops or other forms of in-service education (maximum in Austria 60.9% and in Moldova 45.1%) and another third of them (32.7%) attended *one or two* (in Bulgaria 47.6% and in Albania 47.2%). Interestingly, a fifth of the respondents attended relatively a lot of seminars: more than a tenth of them (12.2%) from *six to ten* (in Croatia 28.4% and in Macedonia 20.8%) and another tenth (9.2%) even *more than ten* (Kosovo 18.0%, Macedonia 16.9% and Croatia 15.2%). Finally, a tenth (11.6%) of respondents again did not attend any activity; in one case – Montenegro – this share importantly differs from other countries (42.3%).

**[B 2.3.1]** Further on, the teachers were asked to explain the main *reasons why they attended these seminars* (single choice answers). An overwhelming majority (79.7%) found it very important for their professional development – almost all of them in Montenegro (95.1%) and Serbia (91.3%). Not many of them (16.9%) thought it is important for their promotion in a school and/or for their employment: most often this is the case in Austria (41.1%) followed – well behind – by Kosovo (24.0%). Very rarely (3.0%) teachers thought that inset seminars are mostly boring but since they are obligatory they cannot abstain; a somewhat larger proportion in this group is registered in Croatia (6.2%). There were almost no answers that inset seminars give a chance to be absent from work and to get new friends (0.3%); even in the case of Macedonia with the largest share in this category (2.3%).

**[B 2.3.2]** A relatively small group of respondents explained the *reasons why they did not attend any seminar* (single choice answers).<sup>46</sup> Most often (52.8%) they said there were no real chances and that access to seminars is relatively difficult (Kosovo 77.3%; Romania 64.3%; Montenegro 51.1%). The second biggest reason is that an individual teacher would like to attend but nobody can pay the fee (Montenegro 38.3%; Romania 26.2%; Kosovo 13.6%). In rare cases, these teachers complain that the school leadership did not allow (or enable) them to attend (7.9%) or that from their previous experience seminars are so boring that they abstain from them (8.4%). These are small figures but should not be ignored by the providers of and other entities responsible for in-service teacher education.

**[B 2.4]** In-service seminars and other similar activities (multiple choices answers) were *predominantly organised* (65.5%) by ministries of education and/or their office(s), most often in Kosovo (81.5%) followed by Serbia (77.4%), Romania (76.1%) and Austria (76.0%) while in Bulgaria (38.9%) this was relatively rare. Interestingly, one-third of respondents (33.3%) reported that seminars were organised by their schools, sometimes in co-operation with other schools, most often in Austria (81.1%) followed by Croatia (58.0%).<sup>47</sup> The next two larger providers are specialised public institutions (average 28.1%; most often in Albania 51.7%, followed by Austria 42.4%, Slovenia 37.1% and Croatia 36.6% while in Macedonia this share is only 9.1%) and specialised non-governmental organisations (25.6%; most often in Kosovo with 64.6% and Bosnia and Herzegovina with 59.0% while Austria with 3.7% and Slovenia with 5.6% are found at the bottom of this list).

Higher education institutions (15.0%) are not very high on this list; more often, they are providers of in-service education in Romania (27.1%), Croatia (24.4%) and Slovenia (23.8%) but very rarely in Montenegro (3.3%) and Albania (3.4%). Specialised organisations from other countries (9.8%; most often in Kosovo 36.9% but almost absent in Austria, Slovenia, Croatia and Bulgaria with small shares of 0.5% to 1.8%) and specialised private institutions (4.8%; most often in Kosovo 10.8% and Romania 9.8% but totally absent in Bosnia and Herzegovina) are relatively rare. Lastly, a small group of respondents from Montenegro (4.6%) mentioned professional associations as providers of in-service courses as well. Only 2.4% of respondents from all countries did not know how to answer this question.

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<sup>46</sup> It is important to notice that a very small number of respondents was registered within this category. Therefore, variations among countries are presented here only if there are more than 20 respondents (Montenegro – 47, Romania – 42, Kosovo – 20). From most other countries, there were less than 10 respondents – often only a few – within this category.

<sup>47</sup> However, teachers do not assess these ways of organising very highly, see **[B 2.6.1]**.

**[B 2.5]** Teachers were asked to assess the *added value from seminars* and other inset activities (single choice answer). Almost a half of them (46%) thought that these activities importantly contributed to the knowledge and skills they need for successful work in schools. There are two visible extremes within this category: Moldova (73.0%) and Austria (15.2%). Over one-third of them (37.2%) thought they partly contributed to their knowledge and skills; most often this is an answer from Austria (63.0%) while Moldova (21.6%) followed by Albania (23.5%) and Kosovo (25.4%) are on the other side of this list. A relatively small group of teachers (14.7%) thought that inset activities contributed to deepen their general knowledge but complained about an excessively theoretical approach. This is more often the case in Albania (22.8%) and Austria (21.8%) but less often in Moldova (4.8%) followed by Serbia (9.3%) and Slovenia (9.7%). Only a few teachers (2.1%) thought that they did not contribute at all to their knowledge and skills; this group is a little larger in Bosnia and Herzegovina (6.2%) while it does not exist at all in Austria, Macedonia and Slovenia (0.0%).

**[B 2.6.1]** Of course, the whole provision of in-service education is not (equally) important for (all) acting teachers. Respondents were invited to *prioritise courses, seminars, workshops etc., organised by various organisers, and other forms of in-service education* that they favour most (multiple choice answers; '5' as the most favourite). This is a 'league table' with average 'scores'.<sup>48</sup>

- 3.92 activities organised by a specialised public institution (including the Ministry)
- 3.80 participation in school networks (e.g. teachers of the same subject area)
- 3.78 active participation at specialised seminars organised by professional associations
- 3.75 activities organised by a higher education institution
- 3.64 individual study of professional literature
- 3.36 participation in a research project
- 3.35 activities organised by a school (institution) where a teacher is employed
- 3.34 activities organised by a NGO specialised in teacher training
- 3.21 formal (degree/diploma) education; graduate studies (e.g. Master's)
- 2.88 activities organised by a specialised private institution of teacher training

There are some interesting variations across countries. We will only focus in some detail on those at the top of the table. The 'leading' *specialised public institutions* are best ranked in Macedonia (4.32) followed by Montenegro (4.21); the other extreme is represented by Bosnia and Herzegovina (3.20). On average, *participation in school networks*<sup>49</sup> was positioned very high and they received the

<sup>48</sup> In their assessment, the most 'rigorous' were respondents from Romania (average 3.30) and the most 'permissive' were those from Moldova (average 3.71).

<sup>49</sup> This should not be mixed with activities organised by the school where the respondents are employed.

highest rank in Austria (4.16) followed by Moldova (4.12) and Croatia (4.08) and the lowest in Bosnia and Herzegovina (3.37) and Serbia (3.33). *Active participation at specialised seminars* received the second highest rank in Macedonia (4.24) but was relatively low in Albania (3.00). *Higher education institutions* are in particular highly ranked in Bulgaria (4.56) while they are positioned relatively lowly in Bosnia and Herzegovina (3.19), Serbia (3.20) and Albania (3.21).

All in all, the lowest scores were registered for activities organised by private institutions of teacher education in Bulgaria (2.41), Moldova (2.45), Romania (2.56) and Bosnia and Herzegovina (2.60) followed by activities organised by schools in Romania (2.61) and Bulgaria (2.79), activities organised by NGOs in Bulgaria (2.76), Macedonia (2.81), Romania (2.81) etc.

**[B 2.6.2]** In a similar way the respondents also assessed the *contents and topics in in-service teacher education which they see as the most important* (multiple choice answers; '5' as the most favourite). The second 'league table' in this chapter is as follows:

- 4.21 contents and topics in methods of teaching, learning and assessment
- 4.15 contents and topics in my teaching subject
- 3.83 development of skills for using information and communication technology
- 3.69 development of general communication skills, rhetoric etc.
- 3.66 contents and topics in co-operation with parents, the school environment etc.
- 3.56 learning (mastering) a foreign language
- 3.53 contents and topics in intercultural education, education for human rights
- 3.48 contents and topics in educational work with children with special needs
- 3.43 contents and topics in social and cultural aspects of education, ethics etc.
- 3.35 contents and topics in school/educational management

Let us again focus on national variations within the best ranked contents and topics. *Methods of teaching, learning and assessment* are ranked the highest in Croatia (4.54), Bulgaria (4.47) and Kosovo (4.46), and the lowest in Serbia (3.72) and Bosnia and Herzegovina (3.83). *The teaching subject* is the highest priority in Macedonia (4.52) followed by Slovenia (4.49) and Montenegro (4.42) but ranked very low in Bosnia and Herzegovina (3.63%). The development of *skills for using ICT* is the most appreciated in Croatia (4.34) followed by Macedonia (4.26) while it is at the bottom end in Albania (2.82). The situation is similar with regard to the development of *general communication skills, rhetoric* etc.: a high score in Croatia (4.20) followed this time by Montenegro (4.26) and a low score in Albania (2.73) followed by Romania (3.33). Contents and topics in *co-operation with parents, the*

*school environment* etc. is again very high in Croatia (4.24) followed by Austria (3.79) but low in Romania (3.34) and in Albania (3.28).<sup>50</sup>

[B 2.7] Finally, teachers were asked (single choice answers) *how often they find their favourite and/or most important topics* in the existing in-service offer? Again, almost one-half of them (52.9%) were relatively content, saying that they find it often or in most cases. This is the most frequent answer in Moldova (73.4%), Serbia (64.2%) and Slovenia (61.4%) but much less frequent in Croatia (38.7%) and Montenegro (37.2%). One-third of them (33.2%) are critical and find favourite topics only sometimes or in rare cases; this is a relatively frequent answer from Croatia (53.9%), Macedonia (47.2%), Bosnia and Herzegovina (41.5%), Austria (40.1%), Bulgaria and Montenegro (both 40.0%). Other options were chosen by small groups of respondents: 5.9% of them find these topics always (in Moldova 13.8%) while 1.6% of them never (in Kosovo 4.2%).

#### 4 Teachers and their motivation for international co-operation

[B 2.13] At the end of Questionnaire B, teachers were asked (multiple choices answers) whether they would be willing to work with teachers and pupils from schools in other countries, e.g. within school networks, mobility schemes, exchange programmes etc. Interesting answers were received which should be considered in discussions on how to support and/or promote these activities in the region.

In general, *teachers are keen to co-operate cross-border and internationally*. Almost every tenth teacher (8.8%) reports that they already have good experience with such work; most often that is the case in Austria (29.0%) and Romania (19.9%) while teachers in Croatia (0.5%), Serbia (2.2%), Macedonia (2.3%) and Montenegro (2.6%) seem to lack this kind of experience. On the other hand, less than a tenth of teachers (8.7%) are *not interested* in such work; most often in Slovenia (25.2%), Croatia (19.5%) and Albania (15.6%) while this is not the case in Kosovo (2.1%) and Romania (2.9%). There are very few teachers who reported that they already have bad experience with such work (0.5%); yet, the share of this group in Bosnia and Herzegovina is 1.4% (and calls for answers at an appropriate occasion) while in all other countries it is below 1.0%.

Let us focus on *positive motivation*. Most often, teachers (38.5%) are willing to co-operate with partners *from any country of the world* (principled but a relatively general option). This is most frequently the case in Croatia (64.2%) followed by Serbia (51.8%) while Albania (13.6%), Moldova (22.9%) and Bulgaria (25.1%) are

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<sup>50</sup> This time, variations in assessment are bigger: the most 'permissive' are respondents from Croatia (average 4.08) and the most 'rigorous' were those from Albania (average 3.25). This note should be taken into account while interpreting the data in this paragraph.

on the other side of the list. The next most frequently chosen option (27.1%) is co-operation with partners from European Union countries: most often in Kosovo (57.4%), Romania (43.5%) and Bulgaria (42.5%) but rarely in Croatia (6.3%) and Moldova (14.5%). Only a fifth (19.3%) of respondents chose co-operation with partners from one or some of neighbouring countries as well; this is most often in Moldova (40.6%) and Albania (34.7%) but very rare in Croatia again (1.0%) and in Austria (3.2%). Partners just from all neighbouring countries are appreciated by a tenth (10.7%) of respondents; most often in Kosovo (25.1%) and Macedonia (23.5%) but rarely in Croatia (2.0%) and Romania (4.6%). Last but not least, a similar group of respondents (6.6%) would co-operate with partners from all South-east European countries; most often again in Kosovo (20.0%) followed by Moldova (7.5%) and Slovenia (7%) while in Austria (0.9%) this option is almost non-existent.

Several factors and determinants should be taken into account when interpreting these data: political contexts and in particular EU association process, cultural and in particular linguistic contexts, war and previous conflicts in the region, historical positions and perceptions of strategic alliances etc. In general, it seems that cross-border and broader international co-operation in education (and teacher education) have firm prospects; yet, it should be put on the priority agendas and better promoted and supported by appropriate national, institutional as well as international measures.

## 5 Recommendations

All the National Reports contain conclusions and recommendations from the national point of view; yet, on the bases of findings from these reports as well as from a comparative analysis of responses to both questionnaires and discussions within the project group a number of important policy statements can be also synthesised. The following recommendations fulfil this task; they are addressed primarily to policy decision-makers at national (ministries, agencies with responsibilities in teacher education etc.) and institutional (universities, faculties, higher education institutions, in-service institutions etc.) levels; however, they may also be found to be of importance by international organisations and other institutions engaged in these topics and/or this region.

- The ongoing Bologna reforms have also brought important challenges to the subject area of teacher education. Various actors at international, national and institutional levels stress the need for the transparency, compatibility and comparability of systems and study programmes. For that reason, it is extremely important to *support the systemic exchange of information on the present status of designing new curricula in teacher education at cross-border,*

*regional and pan-European levels.* The South-east European Educational Co-operation Network, established in 2000, has corresponding capacities to take this task on.

- Governments should look at *teacher education not as expenditure but as investment with a high return: quality education for all* at lower stages of education builds pillars for efficient vocational training and tertiary education as well as guarantees a knowledge society as an inclusive society.
- The enhancing of systems of teacher education demands the setting-up of *quality assurance mechanisms* as approved in the Bergen communiqué. Teacher education needs trustful accreditation procedures, effective systems of licensing and high professional standards of pre-service as well as in-service programmes. National authorities should encourage the gradual development of *regional co-operation in accreditation and quality assurance*.
- According to the Bologna guidelines, teacher education curricula should be based on *learning outcomes*. This means that specific education in scientific knowledge and skills should always be combined with subject-specific knowledge and skills and incorporated in the curricula in line with the *Green Paper on Teacher Education in Europe* (Buchberger et al., 2000) and the proposal for *Common European Principles for Teacher Competencies and Qualifications* (European Commission, 2005).
- In particular, all students in the teacher education study area should be enabled to do *regular – e.g. weekly – teaching practice, integrated into the curriculum as a common standard*. The new generation of curricula in teacher education should ensure *more pedagogical knowledge and skills*.
- *Consecutive and parallel systems* of teacher education should be treated as *equal* if they are based on *appropriate learning outcomes*. Systemic possibilities should be developed and supported to allow students to transfer credit points from previous study programmes and for non-formal education (e.g. in-service courses, teachers portfolio etc.) to also be recognised if a teacher decides to continue their studies (recognition of prior learning).
- The new European Higher Education Framework of Qualifications provides the area of *teacher education* systemic with possibilities that the initial study programmes of future teachers as well as the further study of acting teachers can be *delivered in all three cycles, including doctoral studies*.
- *Pre-school teacher education* should be considered as an integral part of the pre-service teacher education system. The ongoing Bologna reforms should

make it possible for the 2<sup>nd</sup> and 3<sup>rd</sup> cycles to also be open to pre-school teacher education.

- In decision-making processes regarding teacher education it is particularly important to take the *perspective of practicing teachers* into account.
- Quality teacher education in a lifelong perspective demands the initiation of *better co-operation* between (pre-service) *higher education institutions*, specialised *in-service institutions* and *schools*; this co-operation should be enhanced by systemic legislative measures and supported financially. Clear roles and responsibilities of the partners involved in this co-operation should be primarily ensured.
- Pre-service and in-service institutions of teacher education should *involve acting teachers and school practitioners in general in designing new teacher education programmes*. Higher education institutions are, in particular, responsible for the implementation of research projects in school practice as well as for the application of research results in the lifelong learning of teachers.
- Today, teacher education worldwide is an integral part of higher education and therefore *institutions should enhance the synergy of higher education and research* in the specialised fields of teaching, learning and assessment as well as in assisting the development of education systems and in strengthening the role of education in society at large.
- Institutions of pre-service and in-service teacher education from the region should develop broad *international co-operation to build capacities in the field of education sciences*.



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## ANNEX

## Results of the Survey

*Janez Vogrinc*

Please note the results presented in all the tables below only represent those respondents who actually provided answers to each question (see 'Total'). Where multiple choice answers were possible, no 'Total' is given in the table. F represents the number of respondents who chose a particular answer. F% represents the share of respondents who chose a particular answer among the respondents who actually provided an answer to that question. Non-responses are thus not included in the calculations.

## Questionnaire A

## 1 Who answered the questionnaire?

## 1.1 Country

	<b>f</b>	<b>f%</b>
Albania	12	9.2
Bosnia and Herzegovina	19	14.5
Bulgaria	12	9.2
Croatia	11	8.4
Kosovo	10	7.6
Macedonia	2	1.5
Moldova	6	4.6
Montenegro	6	4.6
Romania	39	29.8
Serbia	9	6.9
Slovenia	5	3.8
<b>Total</b>	<b>131</b>	<b>100.0</b>

### 1.2 Working position

	<b>f</b>	<b>f%</b>
Dean/Vice-Dean of the higher education institution; Director of the institution	66	62.3
Head of the department upon authorisation of the (higher education) institution	21	19.8
Teaching staff member upon authorisation of the (higher education) institution	14	13.2
Administration staff member upon authorisation of the (higher education) institution	5	4.7
<b>Total</b>	<b>106</b>	<b>100.0</b>

### 1.3 Working age in education

	<b>f</b>	<b>f%</b>
Up to 5 years	5	4.0
6 to 10 years	14	11.1
11 to 25 years	54	42.9
26 to 35 years	36	28.6
More than 35 years	17	13.5
<b>Total</b>	<b>126</b>	<b>100.0</b>

### 1.4 Gender

	<b>f</b>	<b>f%</b>
Female	58	46.0
Male	68	54.0
<b>Total</b>	<b>126</b>	<b>100.0</b>

## 1.5 Education

	<b>f</b>	<b>f%</b>
Upper secondary education	2	1.6
Short higher education (up to 2 years of studies after upper secondary education)	0	0.0
Higher education: first cycle/Diploma /Bachelor	26	21.0
Higher education: second cycle/Masters	25	20.2
Higher education: third cycle/Doctorate	71	57.3
<b>Total</b>	<b>124</b>	<b>100.0</b>

## 2 Profile of the institution

### 2.1 Profile of the institution.

	<b>f</b>	<b>f%</b>
We are a teacher education and training school (faculty, department) operating in the framework of a university.	65	57.0
We are an (independent) higher education college in teacher education and training.	7	6.1
We are an independent institution (active in the in-service teacher education and training).	42	36.8
<b>Total</b>	<b>114</b>	<b>100.0</b>

### 2.2 Teacher education and training is our ...

	<b>f</b>	<b>f%</b>
• exclusive activity; we were established exclusively for teacher education and training.	47	40.2
• predominant activity; we also educate and train other profiles (not teachers).	61	52.1
• additional activity; our primary activity is to educate and train other profiles (not teachers).	9	7.7
<b>Total</b>	<b>117</b>	<b>100.0</b>

### 2.3 The size of our institution (school, faculty, department) – status: 15 May 2005.

#### 2.3.1 Undergraduate students in teacher education and training (first cycle)

	<b>f</b>	<b>f%</b>
Up to 500	25	21.9
501 to 1000	16	14.0
1001 to 2000	13	11.4
More than 2000	22	19.3
We do not offer graduate courses/studies.	38	33.3
<b>Total</b>	<b>114</b>	<b>100.0</b>

#### 2.3.2 Staff:

##### academic / teaching staff

	<b>f</b>	<b>f%</b>
Up to 30	49	43.4
31 to 60	17	15.0
61 to 100	18	15.9
101 to 150	9	8.0
More than 151	20	17.7
<b>Total</b>	<b>113</b>	<b>100.0</b>

##### administrative / support staff

	<b>f</b>	<b>f%</b>
Up to 10	49	43.8
11 to 20	27	24.1
21 to 35	11	9.8
36 to 50	8	7.1
More than 51	17	15.2
<b>Total</b>	<b>112</b>	<b>100.0</b>

### 2.3.3 Graduate students in teacher education and training (second/third cycle; Master, Doctorate)

	<b>f</b>	<b>f%</b>
Up to 50	28	25.7
51 to 100	11	10.1
101 to 500	12	11.0
More than 500	9	8.3
We do not offer graduate courses/studies.	49	45.0
<b>Total</b>	<b>109</b>	<b>100.0</b>

### 2.3.4 Students (acting school teachers) in the in-service courses (programmes) offered by our institution

	<b>f</b>	<b>f%</b>
Up to 500	59	55.1
501 to 1000	8	7.5
1001 to 2000	10	9.3
More than 2000	17	15.9
We do not offer in-service courses.	13	12.1
<b>Total</b>	<b>107</b>	<b>100.0</b>

### 2.4 Pre-service and in-service teacher education and training.

	<b>f</b>	<b>f%</b>
We exclusively provide pre-service teacher education and training.	19	15.4
We provide pre-service as well as in-service teacher education and training.	56	45.5
We exclusively provide in-service teacher education and training.	47	38.2
Other	1	0.8
<b>Total</b>	<b>123</b>	<b>100.0</b>



### 2.5 Co-operation with (primary, secondary) schools and educational institutions in pre-service and in-service teacher education and training.

	<b>f</b>	<b>f%</b>
We have established formal (e.g. based on agreements, contracts etc.) and informal co-operation with schools/education institutions.	109	88.6
We have only developed informal (e.g. personal links) co-operation with schools/education institutions.	12	9.8
We haven't developed co-operation with schools/education institutions yet.	2	1.6
<b>Total</b>	<b>123</b>	<b>100.0</b>

### 2.6 Our co-operation with schools and education institutions is mainly intended ...

(multiple choices)

	<b>f</b>	<b>f%</b>
• to provide opportunities for the school-based teaching of our students (observation, experiments, introducing into teaching etc.).	65	49.6
• to provide opportunities for the practical placement of our students (continuous practical work as part of a pre-service study programme).	44	33.6
• to provide our graduates with employment opportunities.	18	13.7
• to present school teachers our in-service courses/programmes and to attract them to enrol.	66	50.4
• to provide an institutional environment for our research and development project and to attract teachers to take part in these activities.	59	45.0
We haven't developed co-operation with schools/education institutions yet.	3	2.3

**2.7 Graduate teacher education and training.**  
(multiple choices)

	<b>f</b>	<b>f%</b>
We provide second cycle (Master's level) study programmes in the area of teacher education and training.	49	37.4
We provide third cycle (Doctoral studies) in the broad area of teacher education and training.	35	26.7
We provide courses in initial teacher education and training for graduates from other disciplines (licence to work in schools/education institutions).	55	42.0
We don't provide teacher education and training for graduate students.	27	20.6

**2.8 Research activities.**

	<b>f</b>	<b>f%</b>
Research and developmental projects (in education, teacher education) are a regular part of our activities.	52	41.6
Occasionally, research and developmental projects (in education, teacher education) are part of our activities; it is very difficult to get funds for research activities.	37	29.6
Exceptionally, research and developmental projects (in education, teacher education) are part of our activities; our predominant mission is education and training.	28	22.4
Research and developmental projects (in education, teacher education) are not part of our activities.	8	6.4
<b>Total</b>	<b>125</b>	<b>100.0</b>

### 2.9 Publishing.

	<b>f</b>	<b>f%</b>
We have established a publishing unit in the framework of our institution and we regularly offer new titles (books, handbooks, manuals, textbooks, magazines etc.) to teachers and other educational practitioners to support their professional development.	49	40.2
Occasionally, we also publish books (handbooks, manuals, textbooks, magazines etc.) to support teachers' and other educational practitioners' professional development.	51	41.8
Exceptionally, we publish books (handbooks, manuals, textbooks, magazines etc.) for teachers and other educational practitioners; publishing is not part of our planned activities.	14	11.5
Publishing is not part of our activities.	8	6.6
<b>Total</b>	<b>122</b>	<b>100.0</b>

### 2.10 ICT in teacher education and training.

	<b>f</b>	<b>f%</b>
We broadly/systematically use ICT to support teaching at (under)graduate level (full-time students; pre-service education and training).	23	19.3
We broadly/systematically use ICT to provide support to teachers' and other educational practitioners' professional development (in-service education and training).	21	17.6
We have started to use ICT in education and training in some areas and we plan to expand these activities as much as possible in the next period.	50	42.0
The use of ICT is very limited, primarily due to a lack of resources (computers, training).	19	16.0
We don't use (yet) ICT in teacher education and training.	6	5.0
<b>Total</b>	<b>119</b>	<b>100.0</b>

### 3 Pre-service teacher education and training

*NOTE: Only higher education institutions answered questions 3.1 to 3.22.*

#### 3.1. We find the existing pre-service teacher education and training study programmes at our institution

	<b>f</b>	<b>f%</b>
<ul style="list-style-type: none"> <li>to be relatively modern, quality and related to social needs; there is no need for a radical reform but we need to improve them continuously.</li> </ul>	6	8.6
<ul style="list-style-type: none"> <li>we improve them continuously and they bring relatively good results in our environment but we need to make them more comparable and compatible with European/international trends.</li> </ul>	29	41.4
<ul style="list-style-type: none"> <li>our programmes have proved to be quality and efficient; however, it is time to prepare a comprehensive but gradual curricular reform to help modernise the national system of education and its compatibility with European/international trends.</li> </ul>	32	44.3
<ul style="list-style-type: none"> <li>to be obsolete; there is an urgent need for a radical curricular reform.</li> </ul>	4	5.7
<b>Total</b>	<b>71</b>	<b>100.0</b>

**3.2 Universities and higher education institutions in Europe are in a process of reforms (“Bologna Process”); these reforms also relate to pre-service teacher education and training.**

**In general, how aware do you consider your institution to be regarding the Bologna Process?**

	<b>f</b>	<b>f%</b>
Very much aware	31	44.9
Reasonably aware	27	39.1
Not very aware	9	13.0
Almost completely unaware	2	2.9
<b>Total</b>	<b>69</b>	<b>100.0</b>

**In comparison to other higher education institutions in your country, you consider the Bologna awareness at your institution:**

	<b>f</b>	<b>f%</b>
• importantly higher/better informed.	17	26.2
• equal to the situation at most HE institutions.	42	64.6
• slightly below average/not enough informed.	6	9.2
<b>Total</b>	<b>65</b>	<b>100.0</b>

**3.3 Is there any wider agenda aimed at implementation of the ‘Bologna Process’ in the special area of teacher education and training in your country?**  
(multiple choices)

	<b>f</b>	<b>f%</b>
There is such an agenda at the national level set up by the Ministry of Education.	32	42.1
There is such an agenda at the national level set up by universities/higher education institutions.	27	35.5
There is an agenda set up at our institution; we haven’t yet discussed it at the national level or with other universities/higher education institutions.	24	31.6
There is no such agenda at the institutional level but discussions have started at the national level.	7	9.2
There is no such agenda at the institutional nor at the national level.	0	0.0

**3.4 What are main elements of your reform agenda aimed at implementation of the “Bologna Process”?**

	<b>f</b>	<b>f%</b>
Primarily harmonisation of existing study programmes to fit into the two-tier system (3+2 or 4+1 scheme) without profound changes in approaches to teaching, learning and assessment.	20	30.3
Primarily implementation of new structures and tools (two-tier system, ECTS, Diploma Supplement etc.) without profound changes in approaches to teaching, learning and assessment.	15	22.7
Implementation of new learning structures and tools (two-tier system, ECTS, Diploma Supplement, recognition of previous learning etc.) accompanied with a comprehensive modernisation of approaches to teaching, learning and assessment at our institution.	28	42.4
There is no such agenda at our institution yet.	3	4.5
<b>Total</b>	<b>66</b>	<b>100.0</b>

**3.5 Has your institution (school, faculty) recently initiated a reform of the curricula in connection with the Bologna Process?**

	<b>f</b>	<b>f%</b>
Yes, in all departments/study programmes.	46	68.7
Yes, in some departments/study programmes.	14	20.9
Not yet, but we will do so in the near future.	7	10.4
No, we do not see the need for this at our institution.	0	0.0
<b>Total</b>	<b>67</b>	<b>100.0</b>

### 3.6 What model of a two cycle degree structure do you (plan to) follow at your institution?

	<b>f</b>	<b>f%</b>
3 years at the first cycle (Bachelor) followed by 2 years at the second cycle (Master's).	19	30.6
4 years at the first cycle (Bachelor) followed by 1 year at the second cycle (Master's).	20	32.3
We consider both options (a and b); one or another option could be more suitable for some profiles.	11	17.7
We (will) provide only the first cycle (Bachelor) degree (or equivalent) but graduates can continue in the second cycle (Master's level) at other institutions.	9	14.5
We (will) provide only the first cycle (Bachelor) degree (or equivalent) but graduates can't continue at second cycle (Master level) at other institutions.	1	1.6
We can't answer this question (yet).	2	3.2
<b>Total</b>	<b>62</b>	<b>100.0</b>

### 3.7 What are your main aims for the new first cycle (Bachelor/Diploma) degrees?

	<b>f</b>	<b>f%</b>
We aim to provide traditional teacher qualifications like we did before.	13	20.0
We aim to provide new basic teacher qualifications (first degree).	19	29.2
We aim to provide broad qualifications which lead to a job and/or further study.	28	43.1
We can't answer this question (yet).	5	7.7
<b>Total</b>	<b>65</b>	<b>100.0</b>

**3.8 What are your main aims for the new second cycle (Master's) degrees?**

	<b>f</b>	<b>f%</b>
We aim to provide an advanced qualification for all teachers who so desire.	35	56.5
We aim to provide a research qualification for teachers; to train the teachers of teachers.	10	16.1
We aim to attract students (first-cycle graduates) from other adequate study fields.	6	9.7
We can't answer this question (yet).	11	17.7
<b>Total</b>	<b>62</b>	<b>100.0</b>

**3.9 Having a two-cycle degree structure, do you expect your students to leave your institution after the first-cycle degree, or to continue in the second cycle?**

	<b>f</b>	<b>f%</b>
The majority will leave our institution after the first-cycle degree and get a job (teaching etc.).	7	10.6
Some will leave and get a job (teaching etc.) and some will continue their studies at the second-cycle level at our institution or at other institutions.	27	40.9
The majority will continue at the second-cycle level at our institution or at other institutions.	20	30.3
We can't answer this question (yet).	12	18.2
<b>Total</b>	<b>66</b>	<b>100.0</b>

**3.10 How important is the concern for the employability of graduates in the process of designing or restructuring the curricula at your institution?**

	<b>f</b>	<b>f%</b>
Very important.	25	36.2
Important.	34	49.3
Not very important.	6	8.7
Our graduates do not have employment problems.	4	5.8
<b>Total</b>	<b>69</b>	<b>100.0</b>



**3.11 Does your institution involve employers and/or professional associations in the designing and restructuring of curricula?**

(multiple choices)

	<b>f</b>	<b>f%</b>
Representatives of the Ministry of Education and related institutions.	18	23.7
Headmasters, leaders of education establishments, education administrators etc.	33	43.4
Professional associations of teachers/educators; academic associations.	23	30.3
We don't involve them in the design process, or very rarely.	19	25.0

**3.12 Do you plan learning outcomes/competencies based new curricula?**

	<b>f</b>	<b>f%</b>
Our existing curricula are already learning outcomes/competencies based.	18	27.3
Yes, our new curricula will be learning outcomes/competencies based.	23	34.8
Yes, we are active in this direction but we have only started to analyse the methodology of designing learning outcomes/competencies based curricula.	15	22.7
No, we will build upon the methodology of designing traditional subject-based curricula.	4	6.1
We are not familiar with the methodology of designing learning outcomes/competencies based curricula.	6	9.1
<b>Total</b>	<b>66</b>	<b>100.0</b>

### 3.13 What learning outcomes/competencies do you plan to put to the fore of new curricula?

(multiple choices)

	<b>f</b>	<b>f%</b>
Basic knowledge of the teaching profession.	46	60.5
Capacity for applying knowledge in practice.	45	59.2
Ethical commitment; professional ethics.	22	28.9
Ability to work in an interdisciplinary team.	25	32.9
Knowledge of the subject to be taught.	38	50.0
Awareness of the different contexts in which learning takes place.	32	42.1
Ability to assess the learning outcomes and learners' achievements.	32	42.1
Competencies in counselling learners and parents.	21	27.6
We don't plan learning outcomes/competencies based curricula.	4	5.3
We are not familiar with the methodology of designing learning outcomes/competencies based curricula.	3	3.9

### 3.14 Does your institution use a credit system?

	<b>f</b>	<b>f%</b>
Yes, we use ECTS.	39	56.5
Yes, but not ECTS.	5	7.2
Not yet, but we plan it for near future.	25	36.2
We do not intend to implement one.	0	0.0
<b>Total</b>	<b>69</b>	<b>100.0</b>

### 3.15 If your institution has introduced a credit system, on what basis do you allocate credits to courses?

	<b>f</b>	<b>f%</b>
On the basis of the student's overall work (attending lectures, seminars, independent and individual study, preparation of projects, examinations etc.).	42	66.7
On the basis of contact hours from the curricula plan; we multiply contact hours with a given factor for different units (e.g. more credits to lectures, less to exercises).	8	12.7
On basis of a professor's status or prestige; status of a particular course (e.g. more credits to compulsory courses, less to elective courses).	5	7.9
Our institution hasn't implemented a credit system yet.	8	12.7
<b>Total</b>	<b>63</b>	<b>100.0</b>

### 3.16 Which formats for evaluation have been chosen in relation to defined competencies?

(multiple choices)

	<b>F</b>	<b>f%</b>
Traditional tests; (written, oral) exams	63	82.9
Seminar papers, essays	53	69.7
Project work	39	51.3
Practical assignments	33	43.4
Portfolios	21	27.6
Research papers	17	22.4

### 3.17 Has the international mobility of students and teaching staff increased at your institution over the last three years?

#### Students

	<b>f</b>	<b>f%</b>
Yes, significantly.	12	18.2
Yes, but only slightly.	31	47.0
Not at all.	16	24.2
No, on the contrary it has decreased.	1	1.5
No information available.	6	9.1
<b>Total</b>	<b>66</b>	<b>100.0</b>

#### Teachers

	<b>f</b>	<b>f%</b>
Yes, significantly.	19	28.4
Yes, but only slightly.	31	46.3
Not at all.	11	16.4
No, on the contrary it has decreased.	2	3.0
No information available.	4	6.0
<b>Total</b>	<b>67</b>	<b>100.0</b>

**3.18 Do you consider the international mobility of students and staff important for enhancing pre-service teacher education and training at your institution?**

**Students**

	<b>f</b>	<b>f%</b>
Yes, it is very important.	39	58.2
It is important but not the decisive factor.	25	37.3
No, it is not important.	1	1.5
No, it is a waste of time/brain drain.	2	3.0
<b>Total</b>	<b>67</b>	<b>100.0</b>

**Teachers**

	<b>f</b>	<b>f%</b>
Yes, it is very important.	41	61.2
It is important but not the decisive factor.	25	37.3
No, it is not important.	1	1.5
No, it is a waste of time/brain drain.	0	0.0
<b>Total</b>	<b>67</b>	<b>100.0</b>

**3.19 Do you recognise results of your students' previous learning as equivalent to (parts of) individual courses at your institution?**

(multiple choices)

	<b>f</b>	<b>f%</b>
We recognise parts of formal study programmes (courses etc.) which our students take at other recognised higher education institutions (at home, abroad) under mobility schemes.	34	44.7
We recognise parts of previous formal learning (study programmes, courses, modules etc.) from other higher education institutions in the country that we trust.	15	19.7
We recognise parts of previous formal learning (programmes, courses) from other higher education (HE) institutions in the country as well as from recognised HE institutions abroad.	31	40.8
We recognise parts of previous formal learning (e.g. programmes, courses) as well as non-formal learning (e.g. practical work in school, knowledge of a foreign language, ICT skills) if they are proved with sufficient documents.	15	19.7
We don't practice these ways of recognition of students' previous learning (yet).	10	13.2

**3.20 Do you have internal mechanisms for monitoring the quality of the pre-service teacher education and training at your institution?**

(multiple choices)

	<b>f</b>	<b>f%</b>
Yes, with regard to teaching and learning activities.	45	59.2
Yes, with regard to research activities.	15	19.7
Yes, with regard to other activities at the institution (e.g. administration, counselling to students etc.)	13	17.1
Not yet established.	20	26.3

### 3.21 Does your institution involve students in the process of quality evaluation?

(multiple choices)

	<b>f</b>	<b>f%</b>
Yes, students are members of a quality assessment/assurance commission (body) at our institution.	24	31.6
Yes, our institution organises a student questionnaire (or similar procedures).	33	43.4
Yes, students can formally express their opinions through the student organisation.	24	31.6
They have concrete opportunities but they don't use them.	6	7.9
No (not yet).	12	15.8

**3.22 What are main obstacles to reforming/modernising pre-service teacher education and training at your institution?** (multiple choices; the weight of obstacles is ranged from 1 – very high obstacle to 5 – an obstacle rather easy to overcome).

	<b>average</b>
Obsolete/inadequate national legal regulation(s).	2.79
Lack of financial support, in particular equipment and facilities.	2.29
Lack of human resources; lack of adequate skills and motivation for academic and non-academic staff.	3.02
Lack of appropriate cases of good practice from the country and internationally.	3.42
Lack of possibilities for international co-operation in curricula development etc.	3.32

## 4 In-service teacher education and training

### 4.1 What is your opinion about the system of in-service education and training in your country?

	<b>f</b>	<b>f%</b>
It is relatively good as it is; no major changes are needed.	1	0.8
The provision of in-service education and training should be broadened with some contents/topics which are not represented today and better supported from public sources.	34	28.8
The offer and quality of in-service education and training should be substantially increased and much better supported from public sources.	51	43.2
There is no effective system of in-service education and training; it is most urgent to establish it and give every teacher a real possibility for their professional development.	28	23.7
No opinion.	4	3.4
<b>Total</b>	<b>118</b>	<b>100.0</b>

### 4.2 We find the existing in-service teacher education and training provision (courses, seminars, workshops etc.) at our institution

	<b>f</b>	<b>f%</b>
<ul style="list-style-type: none"> <li>to be relatively rather modern, quality and related to the needs of schools and teachers; there is no need for a radical reform but we need to improve them continuously.</li> </ul>	14	12.3
<ul style="list-style-type: none"> <li>we improve them continuously and they bring relatively good results in our environment but we need to make them more comparable and compatible with European/international trends.</li> </ul>	48	42.1
<ul style="list-style-type: none"> <li>our in-service training has proved to be quality and efficient; however, it is the time to prepare a new comprehensive system of in-service training to help modernise the national system of education in general and its compatibility with European/international trends.</li> </ul>	31	27.2
<ul style="list-style-type: none"> <li>to be obsolete; there is an urgent need for a radical change to the existing provision of in-service training.</li> </ul>	21	18.4
<b>Total</b>	<b>114</b>	<b>100.0</b>

#### 4.3 Has your institution developed an overall strategy regarding Lifelong Learning (LLL) initiatives?

	<b>f</b>	<b>f%</b>
Yes, we are already implementing it.	23	20.0
Yes, but we are at an initial stage.	40	34.8
Not yet, but it is planned.	47	40.9
No, we do not see a need for this at our institution.	5	4.3
<b>Total</b>	<b>115</b>	<b>100.0</b>

#### 4.4 Which is/are the main target group/s in your institution's Lifelong Learning (LLL) initiatives?

	<b>f</b>	<b>f%</b>
Teachers/educators from schools (in-service education and training).	88	85.4
Graduates from other disciplines who wish to qualify as teachers/educators.	12	11.7
Other groups	3	2.9
No, we do not see a need for this at our institution.	0	0.0
<b>Total</b>	<b>103</b>	<b>100.0</b>

#### 4.5 What are the main aims of your reform agenda in the area of in-service teacher education and training?

	<b>f</b>	<b>f%</b>
Modernisation of the existing provision (contents, seminars etc.) to better fit with the demands of renewed curricula in schools as well as teachers' expectations.	22	19.1
Modernisation of the existing provision (contents, seminars etc.) also accompanied with modern approaches to the teaching, learning and assessment of in-service education and training.	46	40.0
Modernisation of the existing provision (contents, seminars etc.) also accompanied with modern approaches to teaching, learning and assessment; learning outcomes from in-service education and training will be credited and recognised as parts of degree study programmes if a learner decide to continue their studies.	38	33.0
There is no such agenda at our institution yet.	9	7.8
<b>Total</b>	<b>115</b>	<b>100.0</b>



**4.6 What are your main aims in developing new in-service teacher education and training provision?**

(multiple choices)

	<b>f</b>	<b>f%</b>
We aim at deepening and renewing the subject-specific knowledge of teachers.	39	29.8
We aim at deepening and renewing the educational knowledge of teachers.	63	48.1
We aim at enhancing the practical competencies of teachers.	75	57.3
We aim at supporting teachers implementing new curricula and using new teaching methods.	76	58.0
We are not developing new in-service teacher education and training provision (yet).	10	7.6

**4.7 Does your institution involve teachers, employers and/or professional associations in the designing and restructuring of the provision of in-service teacher education and training?**

(multiple choices)

	<b>F</b>	<b>f%</b>
Yes, we consult teachers about their needs in in-service teacher education and training.	79	60.3
Yes, we consult headmasters, leaders of education establishments, education administrators etc.	56	42.7
Yes, we consult representatives of the Ministry of Education and related public (state) institutions.	60	45.8
Yes, we consult professional associations of teachers/educators; academic associations etc.	43	32.8
No, we don't involve them in the designing process, or very rarely.	14	10.7

**4.8 What are the most frequently offered contents / topics of the in-service education and training at your institution** (multiple choices; most frequent ranged as ‘1’ respective the next as ‘2’, ‘3’, ‘4’ and ‘5’).

	<b>average</b>
• contents/topics in particular <i>teaching subjects</i>	2.17
• contents/topics in <i>methods of teaching/learning/assessment</i>	2.02
• contents/topics in <i>educational work with children with special needs</i>	3.17
• contents/topics in <i>school/educational management</i>	2.87
• contents/topics in <i>co-operation with parents, the school environment etc.</i>	3.22
• contents/topics in the <i>social and cultural aspects of education, ethics etc.</i>	3.32
• contents/topics in <i>intercultural education, education for human rights</i>	2.80
• learning (mastering) a <i>foreign language</i>	3.04
• development of skills for using <i>information and communication technology</i>	2.67
• development of <i>general communication skills, rhetoric etc.</i>	3.32

**4.9 Do you find it feasible and important for the professional development of teachers from schools to include them (when possible) in the research & development projects of professors (researchers) from your institution?**

	<b>f</b>	<b>f%</b>
Yes; such assistance in research & development projects could enhance an individual teacher’s professional development.	30	25.9
Yes; such assistance in research & development projects could enhance co-operation between higher education institutions and schools, help transfer knowledge and strengthen innovation in education.	59	50.9
Yes; due to a lack of research resources such assistance (if not paid) could give better possibilities for research & development projects at our institution.	15	12.9
We haven’t considered this issue yet.	9	7.8
No, this is not their job; they are not qualified for research.	3	2.6
<b>Total</b>	<b>116</b>	<b>100.0</b>

**4.10 Do you have internal mechanisms for monitoring the quality of in-service teacher education and training at your institution?**

(multiple choices)

	<b>f</b>	<b>F%</b>
Yes, with regard to teaching and learning activities.	63	48.1
Yes, with regard to research activities.	32	24.2
Yes, with regard to other activities at the institution (e.g. administration, counselling to learners etc.).	27	20.6
Such mechanisms are not yet established.	34	26.0

**4.11. Does your institution involve learners (acting school teachers) in the process of the quality evaluation of the in-service programmes/courses/seminars?**

(multiple choices)

	<b>f</b>	<b>f%</b>
Yes, our institution regularly organises a learners' questionnaire (or similar procedures) to check the quality of courses (seminars etc.).	51	38.9
Yes, learners can formally express their opinion through the school/institution where they are employed.	39	29.8
They have concrete opportunities to express their opinion but mostly they don't use them.	24	18.3
No (not yet).	27	20.6

**4.12 What are the main obstacles to reforming/modernising in-service teacher education and training at your institution?** (multiple choices; the weight of obstacles is ranged from 1 – very high obstacle to overcome to 5 – an obstacle rather easy to overcome).

	<b>Average</b>
Obsolete/inadequate national legal regulation(s).	2.68
Lack of financial support, in particular equipment and facilities.	2.13
Lack of human resources; lack of adequate skills and motivation with academic and non-academic staff.	2.82
Lack of appropriate cases of good practice from the country and internationally.	3.18
There are no major obstacles to reforming/modernising pre-service teacher education and training at our institution.	3.21

## Questionnaire B

### 1.1 Country in which I work

	N	%
Albania	147	7.0
Austria	217	9.5
Bosnia and Herzegovina	144	6.8
Bulgaria	167	7.9
Croatia	205	9.7
Kosovo	195	9.2
Macedonia	132	6.2
Moldova	345	16.3
Montenegro	152	7.2
Romania	306	14.5
Serbia	137	6.5
Slovenia	143	6.8
<b>Total</b>	<b>2290</b>	<b>100.0</b>

### 1.2 Working Position

		Primary	Lower Secondary	Vocational School	Upper Secondary	Educator in Kindergarten	Librarian etc.	Leadership	Other	No answer	Total
Albania	N	46	54	4	21	13		8			146
	%	31.5	37.0	2.7	14.4	8.9		5.5			100.0
Austria	N	24	26	2	149	7		6			214
	%	11.2	12.1	0.9	69.6	3.3		2.8			100.0
Bosnia and Herzegovina	N	34	21	16	38	4	13	10			136
	%	25.0	15.4	11.8	27.9	2.9	9.6	7.4			100.0
Bulgaria	N	32	45	12	42	8	3	14			156
	%	20.5	28.8	7.7	26.9	5.1	1.9	9.0			100.0
Croatia	N	63	47	15	40	14	14	1			194
	%	32.5	24.2	7.7	20.6	7.2	7.2	.5			100.0
Kosovo	N	47	81	6	21	2		28			185
	%	25.4	43.8	3.2	11.4	1.1		15.1			100.0
Macedonia	N	86	2	1	27	3		2			121
	%	71.1	1.7	.8	22.3	2.5		1.7			100.0
Moldova	N	137	6	52	69	5	18		38		325
	%	42.2	1.8	16.0	21.2	1.5	5.5		11.7		100.0
Montenegro	N	26	55	2	30	17	10	11			151
	%	17.2	36.4	1.3	19.9	11.3	6.6	7.3			100.0
Romania	N	39	66	12	94	18	3		16	17	265
	%	14.7	24.9	4.5	35.5	6.8	1.1		6.0	6.4	100.0
Serbia	N	56	8	9	10	28	17	5			133
	%	42.1	6.0	6.8	7.5	21.1	12.8	3.8			100.0
Slovenia	N	74		8	33	13	5	8			141
	%	52.5		5.7	23.4	9.2	3.5	5.7			100.0
<b>Total</b>	N	<b>664</b>	<b>411</b>	<b>139</b>	<b>574</b>	<b>132</b>	<b>83</b>	<b>93</b>	<b>54</b>	<b>17</b>	<b>2167</b>
	%	<b>30.6</b>	<b>19.0</b>	<b>6.4</b>	<b>26.5</b>	<b>6.1</b>	<b>3.8</b>	<b>4.3</b>	<b>2.5</b>	<b>.8</b>	<b>100.0</b>

## 1.3 Working age in education

		Up to 1	1 to 5	6 to 10	11 to 20	21 to 30	31 to 35	More than 35	Total
Albania	N	5	19	30	42	26	16	7	145
	%	3.4	13.1	20.7	29.0	17.9	11.0	4.8	100.0
Austria	N	1	11	35	94	67	6	2	216
	%	.5	5.1	16.2	43.5	31.0	2.8	.9	100.0
Bosnia and Herzegovina	N	7	25	40	40	23	6	3	144
	%	4.9	17.4	27.8	27.8	16.0	4.2	2.1	100.0
Bulgaria	N	1	15	24	62	50	7	8	167
	%	.6	9.0	14.4	37.1	29.9	4.2	4.8	100.0
Croatia	N	8	33	37	72	47	5	3	205
	%	3.9	16.1	18.0	35.1	22.9	2.4	1.5	100.0
Kosovo	N	7	22	44	54	49	15	2	193
	%	3.6	11.4	22.8	28.0	25.4	7.8	1.0	100.0
Macedonia	N	5	21	25	25	35	16	3	130
	%	3.8	16.2	19.2	19.2	26.9	12.3	2.3	100.0
Moldova	N	10	9	24	111	127	43	19	343
	%	2.9	2.6	7.0	32.4	37.0	12.5	5.5	100.0
Montenegro	N	3	27	32	46	29	10	3	150
	%	2.0	18.0	21.3	30.7	19.3	6.7	2.0	100.0
Romania	N	8	46	60	73	80	27	10	304
	%	2.6	15.1	19.7	24.0	26.3	8.9	3.3	100.0
Serbia	N		14	29	54	34	5		136
	%		10.3	21.3	39.7	25.0	3.7		100.0
Slovenia	N	5	18	10	26	64	10	9	142
	%	3.5	12.7	7.0	18.3	45.1	7.0	6.3	100.0
Total	N	60	260	390	699	631	166	69	2275
	%	2.6	11.4	17.1	30.7	27.7	7.3	3.0	100.0

**1.4a Gender**

	<b>Gender</b>		<b>Total</b>	
	Female	Male		
Albania	N	111	36	<b>147</b>
	%	75.5	24.5	<b>100.0</b>
Austria	N	143	68	<b>211</b>
	%	67.8	32.2	<b>100.0</b>
Bosnia and Herzegovina	N	109	32	<b>141</b>
	%	77.3	22.7	<b>100.0</b>
Bulgaria	N	148	19	<b>167</b>
	%	88.6	11.4	<b>100.0</b>
Croatia	N	164	40	<b>204</b>
	%	80.4	19.6	<b>100.0</b>
Kosovo	N	96	96	<b>192</b>
	%	50.0	50.0	<b>100.0</b>
Macedonia	N	112	16	<b>128</b>
	%	87.5	12.5	<b>100.0</b>
Moldova	N	317	17	<b>334</b>
	%	94.9	5.1	<b>100.0</b>
Montenegro	N	117	31	<b>148</b>
	%	79.1	20.9	<b>100.0</b>
Romania	N	232	63	<b>295</b>
	%	78.6	21.4	<b>100.0</b>
Serbia	N	128	9	<b>137</b>
	%	93.4	6.6	<b>100.0</b>
Slovenia	N	113	30	<b>143</b>
	%	79.0	21.0	<b>100.0</b>
<b>Total</b>	N	<b>1790</b>	<b>457</b>	<b>2247</b>
	%	<b>79.7</b>	<b>20.3</b>	<b>100.0</b>

**1.4b Your place of work**

		<b>Bigger Town</b>	<b>Smaller Town</b>	<b>Village</b>	<b>Total</b>
Albania	N	76	30	39	<b>145</b>
	%	52.4	20.7	26.9	<b>100.0</b>
Austria	N	166	35	6	<b>207</b>
	%	80.2	16.9	2.9	<b>100.0</b>
Bosnia and Herzegovina	N	87	53	2	<b>142</b>
	%	61.3	37.3	1.4	<b>100.0</b>
Bulgaria	N	110	48	9	<b>167</b>
	%	65.9	28.7	5.4	<b>100.0</b>
Croatia	N	127	57	20	<b>204</b>
	%	62.3	27.9	9.8	<b>100.0</b>
Kosovo	N	88	38	63	<b>189</b>
	%	46.6	20.1	33.3	<b>100.0</b>
Macedonia	N	121	1	5	<b>127</b>
	%	95.3	.8	3.9	<b>100.0</b>
Moldova	N	69	59	200	<b>328</b>
	%	21.0	18.0	61.0	<b>100.0</b>
Montenegro	N	74	59	17	<b>150</b>
	%	49.3	39.3	11.3	<b>100.0</b>
Romania	N	241	39	19	<b>299</b>
	%	80.6	13.0	6.4	<b>100.0</b>
Serbia	N	92	21	24	<b>137</b>
	%	67.2	15.3	17.5	<b>100.0</b>
Slovenia	N	43	64	27	<b>134</b>
	%	32.1	47.8	20.1	<b>100.0</b>
<b>Total:</b>	<b>N</b>	<b>1294</b>	<b>504</b>	<b>431</b>	<b>2229</b>
	<b>%</b>	<b>58.1</b>	<b>22.6</b>	<b>19.3</b>	<b>100.0</b>

## 1.5 Education of the respondent

		Upper Secondary	Short Higher	Higher – 1 <sup>st</sup> Cycle	Higher – 2 <sup>nd</sup> Cycle	Doctorate	Total
Albania	N	30	11	106			<b>147</b>
	%	20.4	7.5	72.1			<b>100.0</b>
Austria	N	9	4	49	136	15	<b>213</b>
	%	4.2	1.9	23.0	63.8	7.0	<b>100.0</b>
Bosnia and Herzegovina	N	2	57	83	1		<b>143</b>
	%	1.4	39.9	58.0	.7		<b>100.0</b>
Bulgaria	N		4	19	143	1	<b>167</b>
	%		2.4	11.4	85.6	.6	<b>100.0</b>
Croatia	N	2	63	138	1		<b>204</b>
	%	1.0	30.9	67.6	.5		<b>100.0</b>
Kosovo	N	9	103	76	5		<b>193</b>
	%	4.7	53.4	39.4	2.6		<b>100.0</b>
Macedonia	N	2	50	74	4		<b>130</b>
	%	1.5	38.5	56.9	3.1		<b>100.0</b>
Moldova	N	7	75	239	3	8	<b>332</b>
	%	2.1	22.6	72.0	.9	2.4	<b>100.0</b>
Montenegro	N	1	59	89	3		<b>152</b>
	%	.7	38.8	58.6	2.0		<b>100.0</b>
Romania	N	43	3	182	55	9	<b>292</b>
	%	14.7	1.0	62.3	18.8	3.1	<b>100.0</b>
Serbia	N		65	60	8	1	<b>134</b>
	%		48.5	44.8	6.0	.7	<b>100.0</b>
Slovenia	N	12	45	83	2		<b>142</b>
	%	8.5	31.7	58.5	1.4		<b>100.0</b>
<b>Total</b>	N	<b>117</b>	<b>539</b>	<b>1198</b>	<b>361</b>	<b>34</b>	<b>2249</b>
	%	<b>5.2</b>	<b>24.0</b>	<b>53.3</b>	<b>16.1</b>	<b>1.5</b>	<b>100.0</b>



**1.6 Education and initial teacher education. Teachers in different countries get teaching qualification (license) in various ways: sometimes they graduate in a certain subject (e.g. mathematics) and get initial teacher education in special courses/seminars (e.g. psychology, general didactics, education theories) later, sometimes they graduate in study programmes where teaching subject(s) and initial teacher education are parallel. How did you get initial teacher education?**

		1	2	3	4	5	Total
Albania	N	122	5	12	5		144
	%	84.7	3.5	8.3	3.5		100.0
Austria	N	199	10	4			213
	%	93.4	4.7	1.9			100.0
Bosnia and Herzegovina	N	122	9	10	2		143
	%	85.3	6.3	7.0	1.4		100.0
Bulgaria	N	148	15	3			166
	%	89.2	9.0	1.8			100.0
Croatia	N	173	17	2	3	1	196
	%	88.3	8.7	1.0	1.5	.5	100.0
Kosovo	N	125	39	19	8		191
	%	65.4	20.4	9.9	4.2		100.0
Macedonia	N	98	3	21	3		125
	%	78.4	2.4	16.8	2.4		100.0
Moldova	N	312	11	15	2		340
	%	91.8	3.2	4.4	.6		100.0
Montenegro	N	133	5	9		1	148
	%	89.9	3.4	6.1		.7	100.0
Romania	N	265	32	3	2		302
	%	87.7	10.6	1.0	.7		100.0
Serbia	N	108	6	9	1	1	125
	%	86.4	4.8	7.2	.8	.8	100.0
Slovenia	N	117	16	3	2		138
	%	84.8	11.6	2.2	1.4		100.0
<b>Total</b>	N	1922	168	110	28	3	2231
	%	86.1	7.5	4.9	1.3	.1	100.0

- Legend:
- 1 – My education degree/diploma includes initial teacher education.
  - 2 – My education degree/diploma does not include initial teacher education; I got initial teacher education in separate course(s).
  - 3 – My education degree/diploma is in a subject which I teach and it does not include initial teacher education; I didn't take special courses in initial teacher education but I have teaching practice and my qualifications satisfy the national rules for teachers.
  - 4 – Formally, I haven't attained initial teacher education (according to the national rules for teachers) but I like teaching and I would like to take studies in initial teacher education and get a qualification which satisfies the national rules for teachers.
  - 5 – I do not know.

## 1.7 When I got my (last) degree/diploma?

		Less than 5 years ago.	6 to 10 years ago.	11 to 20 years ago.	21 to 30 years ago.	31 to 40 years ago.	More than 40 years ago.	I haven't finished my studies yet.	Total
Albania	N	21	27	44	33	17	1	2	145
	%	14.5	18.6	30.3	22.8	11.7	.7	1.4	100.0
Austria	N	9	33	99	68	7			216
	%	4.2	15.3	45.8	31.5	3.2			100.0
Bosnia and Herzegovina	N	33	35	32	29	14			143
	%	23.1	24.5	22.4	20.3	9.8			100.0
Bulgaria	N	40	36	44	34	9	1	1	165
	%	24.2	21.8	26.7	20.6	5.5	.6	.6	100.0
Croatia	N	47	43	59	46	6		4	205
	%	22.9	21.0	28.8	22.4	2.9		2.0	100.0
Kosovo	N	31	40	59	53	9		2	194
	%	16.0	20.6	30.4	27.3	4.6		1.0	100.0
Macedonia	N	23	23	26	41	18			131
	%	17.6	17.6	19.8	31.3	13.7			100.0
Moldova	N	37	30	126	106	41		2	342
	%	10.8	8.8	36.8	31.0	12.0		.6	100.0
Montenegro	N	28	35	49	29	11			152
	%	18.4	23.0	32.2	19.1	7.2			100.0
Romania	N	95	51	54	68	29	1	1	299
	%	31.8	17.1	18.1	22.7	9.7	.3	.3	100.0
Serbia	N	18	27	49	39	3			136
	%	13.2	19.9	36.0	28.7	2.2			100.0
Slovenia	N	33	24	21	55	8	1	1	143
	%	23.1	16.8	14.7	38.5	5.6	.7	.7	100.0
<b>Total</b>	N	<b>415</b>	<b>404</b>	<b>662</b>	<b>601</b>	<b>172</b>	<b>4</b>	<b>13</b>	<b>2271</b>
	%	<b>18.3</b>	<b>17.8</b>	<b>29.2</b>	<b>26.5</b>	<b>7.6</b>	<b>.2</b>	<b>.6</b>	<b>100.0</b>

**2.1 I find my pre-service education (degree; initial teacher education)**

		<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>
Albania	N	47	89	6	3		<b>145</b>
	%	32.4	61.4	4.1	2.1		<b>100.0</b>
Austria	N	12	188	15			<b>215</b>
	%	5.6	87.4	7.0			<b>100.0</b>
Bosnia and Herzegovina	N	46	77	19	1		<b>143</b>
	%	32.2	53.8	13.3	.7		<b>100.0</b>
Bulgaria	N	66	94	3			<b>163</b>
	%	40.5	57.7	1.8			<b>100.0</b>
Croatia	N	44	121	34	1	1	<b>201</b>
	%	21.9	60.2	16.9	.5	.5	<b>100.0</b>
Kosovo	N	49	108	22	10	1	<b>190</b>
	%	25.8	56.8	11.6	5.3	.5	<b>100.0</b>
Macedonia	N	54	74	4			<b>132</b>
	%	40.9	56.1	3.0			<b>100.0</b>
Moldova	N	175	140	11	4		<b>330</b>
	%	53.0	42.4	3.3	1.2		<b>100.0</b>
Montenegro	N	75	64	7			<b>146</b>
	%	51.4	43.8	4.8			<b>100.0</b>
Romania	N	116	132	37		1	<b>286</b>
	%	40.6	46.2	12.9		.3	<b>100.0</b>
Serbia	N	33	83	16			<b>132</b>
	%	25.0	62.9	12.1			<b>100.0</b>
Slovenia	N	59	73	6		2	<b>140</b>
	%	42.1	52.1	4.3		1.4	<b>100.0</b>
<b>Total</b>	<b>N</b>	<b>776</b>	<b>1243</b>	<b>180</b>	<b>19</b>	<b>5</b>	<b>2223</b>
	<b>%</b>	<b>34.9</b>	<b>55.9</b>	<b>8.1</b>	<b>.9</b>	<b>.2</b>	<b>100.0</b>

- Legend: 1 – Adequate and corresponding to the demands of my working position; basically I don't need much further education and training.  
 2 – Adequate to start working in school but - at least at the beginning - I need(ed) a lot of practical teaching experiences and in-service education and training.  
 3 – Non-adequate; my formal education (degree/diploma) doesn't correspond much to the demands of my working position; my work at school is mostly based on personal practical teaching experiences and in-service education and training.  
 4 – Non-adequate; I have no appropriate formal education (degree/diploma).  
 5 – Non-adequate; I haven't finished my studies yet (I am still studying but already teaching).

**2.2 How many seminars/workshops/other forms of in-service education and training have you attended during the last 12 months? One workshop is considered to be a minimum 1-day event.**

		<b>More than 10</b>	<b>6 to 10</b>	<b>3 to 5</b>	<b>1 or 2</b>	<b>None</b>	<b>Total</b>
Albania	N	7	9	44	68	16	<b>144</b>
	%	4.9	6.3	30.6	47.2	11.1	<b>100.0</b>
Austria	N	4	8	131	67	5	<b>215</b>
	%	1.9	3.7	60.9	31.2	2.3	<b>100.0</b>
Bosnia and Herzegovina	N	17	19	54	37	17	<b>144</b>
	%	11.8	13.2	37.5	25.7	11.8	<b>100.0</b>
Bulgaria	N	7	10	50	78	19	<b>164</b>
	%	4.3	6.1	30.5	47.6	11.6	<b>100.0</b>
Croatia	N	31	58	80	31	4	<b>204</b>
	%	15.2	28.4	39.2	15.2	2.0	<b>100.0</b>
Kosovo	N	35	22	43	71	23	<b>194</b>
	%	18.0	11.3	22.2	36.6	11.9	<b>100.0</b>
Macedonia	N	22	27	38	23	20	<b>130</b>
	%	16.9	20.8	29.2	17.7	15.4	<b>100.0</b>
Moldova	N	27	40	155	108	14	<b>344</b>
	%	7.8	11.6	45.1	31.4	4.1	<b>100.0</b>
Montenegro	N	3	4	14	65	63	<b>149</b>
	%	2.0	2.7	9.4	43.6	42.3	<b>100.0</b>
Romania	N	38	39	66	104	57	<b>304</b>
	%	12.5	12.8	21.7	34.2	18.8	<b>100.0</b>
Serbia	N	11	22	49	44	11	<b>137</b>
	%	8.0	16.1	35.8	32.1	8.0	<b>100.0</b>
Slovenia	N	7	20	54	48	14	<b>143</b>
	%	4.9	14.0	37.8	33.6	9.8	<b>100.0</b>
<b>Total</b>	N	<b>209</b>	<b>278</b>	<b>778</b>	<b>744</b>	<b>263</b>	<b>2272</b>
	%	<b>9.2</b>	<b>12.2</b>	<b>34.2</b>	<b>32.7</b>	<b>11.6</b>	<b>100.0</b>

**2.3.1 What is the main reason that you have attended these seminars/workshops/other forms of in-service education and training?**

		1	2	3	4	Total
Albania	N	89	22	6	1	<b>118</b>
	%	75.4	18.6	5.1	.8	<b>100.0</b>
Austria	N	118	85	4		<b>207</b>
	%	57.0	41.1	1.9		<b>100.0</b>
Bosnia and Herzegovina	N	94	24	6	2	<b>126</b>
	%	74.6	19.0	4.8	1.6	<b>100.0</b>
Bulgaria	N	110	24	6		<b>140</b>
	%	78.6	17.1	4.3		<b>100.0</b>
Croatia	N	161	19	12	1	<b>193</b>
	%	83.4	9.8	6.2	.5	<b>100.0</b>
Kosovo	N	126	41	4		<b>171</b>
	%	73.7	24.0	2.3		<b>100.0</b>
Macedonia	N	74	11		2	<b>87</b>
	%	85.1	12.6		2.3	<b>100.0</b>
Moldova	N	264	49	4		<b>317</b>
	%	83.3	15.5	1.3		<b>100.0</b>
Montenegro	N	78	3	1		<b>82</b>
	%	95.1	3.7	1.2		<b>100.0</b>
Romania	N	206	22	8		<b>236</b>
	%	87.3	9.3	3.4		<b>100.0</b>
Serbia	N	105	9	1		<b>115</b>
	%	91.3	7.8	.9		<b>100.0</b>
Slovenia	N	99	15	6		<b>120</b>
	%	82.5	12.5	5.0		<b>100.0</b>
<b>Total</b>	N	<b>1524</b>	<b>324</b>	<b>58</b>	<b>6</b>	<b>1912</b>
	%	<b>79.7</b>	<b>16.9</b>	<b>3.0</b>	<b>.3</b>	<b>100.0</b>

Legend: 1 – I find it very important for my professional development.  
 2 – It is important for my promotion within the school/institution; for my employment.  
 3 – It is mostly boring but it is obligatory and I can't abstain.  
 4 – It gives a chance to be absent from work and to meet new friends.

**2.3.2 What is the main reason that you haven't attended any seminar/workshop/other forms of in-service education and training?**

		1	2	3	4	Total
Albania	N	7		3	1	<b>11</b>
	%	63.6		27.3	9.1	<b>100.0</b>
Austria	N	1	1	1		<b>3</b>
	%	33.3	33.3	33.3		<b>100.0</b>
Bosnia and Herzegovina	N	4		6	2	<b>12</b>
	%	33.3		50.0	16.7	<b>100.0</b>
Bulgaria	N	4	3	5	2	<b>14</b>
	%	28.6	21.4	35.7	14.3	<b>100.0</b>
Croatia	N				1	<b>1</b>
	%				100.0	<b>100.0</b>
Kosovo	N	3	1	17	1	<b>22</b>
	%	13.6	4.5	77.3	4.5	<b>100.0</b>
Macedonia	N	2		1		<b>3</b>
	%	66.7		33.3		<b>100.0</b>
Moldova	N	4	4	3		<b>11</b>
	%	36.4	36.4	27.3		<b>100.0</b>
Montenegro	N	18	2	24	3	<b>47</b>
	%	38.3	4.3	51.1	6.4	<b>100.0</b>
Romania	N	11	1	27	3	<b>42</b>
	%	26.2	2.4	64.3	7.1	<b>100.0</b>
Serbia	N	1	1	4	1	<b>7</b>
	%	14.3	14.3	57.1	14.3	<b>100.0</b>
Slovenia	N		1	3	1	<b>5</b>
	%		20.0	60.0	20.0	<b>100.0</b>
<b>Total</b>	N	<b>55</b>	<b>14</b>	<b>94</b>	<b>15</b>	<b>178</b>
	%	<b>30.9</b>	<b>7.9</b>	<b>52.8</b>	<b>8.4</b>	<b>100.0</b>

Legend: 1 – I would like to attend but nobody can pay the fee for me.  
 2 – The school leadership didn't allow/couldn't let me attend.  
 3 – There have been no real opportunities; access to seminars is difficult.  
 4 – From my previous experience seminars are mostly boring and I abstain from them.

## 2.4 Who organized these seminars/workshops/other forms of in-service education and training?

	Albania	Austria	Bosnia and Herzegovina	Bulgaria	Croatia	Kosovo	Macedonia	Moldova	Montenegro	Romania	Serbia	Slovenia	Average
Ministry of education and/or its branch institution(s)/office(s).	53.1	76.0	53.5	38.9	70.7	81.5	67.4	54.8	67.1	76.1	77.4	64.3	65.5
Specialized public institution(s) for in-service education and training of teachers.	51.7	42.4	22.2	26.3	36.6	26.2	9.1	29.9	10.5	20.6	19.7	37.1	28.1
Higher education institution(s) offering in-service education and training of teachers.	3.4	13.8	11.8	16.2	24.4	9.7	7.6	14.8	3.3	27.1	8.8	23.8	15.0
Specialized private institutions for in-service education and training of teachers.	3.4	6.5	0.0	1.8	5.9	10.8	2.3	1.7	1.3	9.8	4.4	5.6	4.8
Specialized non-governmental organization(s).	22.4	3.7	59.0	9.6	30.2	64.6	15.9	25.5	13.8	23.9	32.8	5.6	25.6
Our school/institution, possibly in cooperation with other schools.	44.2	81.1	41.0	4.2	58.0	7.7	14.4	42.3	2.0	21.6	31.4	31.5	33.3
Specialized organization(s) in other countries.	6.8	0.5	6.9	1.8	1.5	36.9	8.3	7.2	5.3	19.6	13.9	1.4	9.8
I didn't attend any seminars/workshops/other forms of in-service education and training.	4.1	0.5	6.3	4.8	2.0	2.1	3.8	0.3	12.5	5.6	1.5	3.5	3.5
I do not know.	1.4	0.9	3.5	0.6	5.4	0.0	3.8	0.6	12.5	2.0	0.7	0.0	2.4
Professional Associations									4.6				0.3

**2.5 Most of these seminars/workshops/other forms of in-service education and training ...**

		<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>Total</b>
Albania	N	68	32	31	5	<b>136</b>
	%	50.0	23.5	22.8	3.7	<b>100.0</b>
Austria	N	32	133	46		<b>211</b>
	%	15.2	63.0	21.8		<b>100.0</b>
Bosnia and Herzegovina	N	58	39	25	8	<b>130</b>
	%	44.6	30.0	19.2	6.2	<b>100.0</b>
Bulgaria	N	69	51	28	4	<b>152</b>
	%	45.4	33.6	18.4	2.6	<b>100.0</b>
Croatia	N	58	102	32	7	<b>199</b>
	%	29.1	51.3	16.1	3.5	<b>100.0</b>
Kosovo	N	92	43	33	1	<b>169</b>
	%	54.4	25.4	19.5	.6	<b>100.0</b>
Macedonia	N	63	34	24		<b>121</b>
	%	52.1	28.1	19.8		<b>100.0</b>
Moldova	N	243	72	16	2	<b>333</b>
	%	73.0	21.6	4.8	.6	<b>100.0</b>
Montenegro	N	37	49	12	3	<b>101</b>
	%	36.6	48.5	11.9	3.0	<b>100.0</b>
Romania	N	119	108	36	11	<b>274</b>
	%	43.4	39.4	13.1	4.0	<b>100.0</b>
Serbia	N	66	49	12	2	<b>129</b>
	%	51.2	38.0	9.3	1.6	<b>100.0</b>
Slovenia	N	56	65	13		<b>134</b>
	%	41.8	48.5	9.7		<b>100.0</b>
<b>Total</b>	N	<b>961</b>	<b>777</b>	<b>308</b>	<b>43</b>	<b>2089</b>
	%	<b>46.0</b>	<b>37.2</b>	<b>14.7</b>	<b>2.1</b>	<b>100.0</b>

- Legend: 1 – Importantly contributed to the knowledge and skills I need for successful work in a school/education institution.  
2 – Partly contributed to the knowledge and skills I need for successful work in a school/education institution.  
3 – Contributed to deepen my general knowledge but it is very difficult to transfer it to everyday school/institutional practice (too much theoretical approach).  
4 – Didn't contribute at all to the knowledge and skills I need for successful work in a school/education institution.



## 2.6.1 Average mark of particular form/ways of the in-service education and training

	Albania	Austria	Bosnia and Herzegovina	Bulgaria	Croatia	Kosovo	Macedonia	Moldova	Montenegro	Romania	Serbia	Slovenia	Average
special in-service courses/seminars/workshops organized by a higher education institution.	3.21	3.43	3.19	4.56	3.86	3.71	3.91	3.71	4.04	3.83	3.20	3.91	3.75
special in-service courses/seminars/workshops organized by a specialised public institution of teachers training (including Ministry of Education if applicable).	3.57	3.56	3.20	4.06	4.00	4.13	4.32	4.08	4.21	4.02	3.64	3.97	3.92
special in-service courses/seminars/workshops organized by a specialised private institution of teachers training.	2.86	3.16	2.60	2.41	3.05	3.02	2.78	2.45	2.80	2.56	2.60	3.09	2.88
special in-service courses/seminars/workshops organized by an NGO specialised in teachers training.	4.00	3.19	3.81	2.76	3.80	3.84	2.81	3.82	2.99	2.81	3.53	2.95	3.34
special in-service courses/seminars/workshops organized by the school (institution) where I am employed.	3.17	3.72	3.27	2.79	3.89	3.05	3.32	3.70	2.96	2.61	3.69	3.57	3.35
active participation at specialized conferences/seminars organized by professional associations etc.	3.00	4.02	3.52	3.86	3.86	3.48	4.24	4.04	4.18	3.42	4.06	3.34	3.78
participation in school networks (e.g. teachers of same subject area).	3.61	4.16	3.37	3.64	4.08	3.65	3.99	4.12	3.73	3.65	3.33	3.73	3.80
participation in a research project.	3.35	3.30	3.27	3.36	3.53	3.23	3.75	3.23	3.61	2.99	3.79	3.33	3.36
formal (degree/Diploma) education; graduate studies (e.g. Master).	2.93	3.16	3.17	2.92	3.47	4.14	3.09	2.80	3.46	3.09	2.94	3.02	3.21
individual study of professional literature.	3.89	3.69	3.48	3.36	4.20	3.81	2.65	3.69	3.54	3.59	3.47	3.83	3.64
<i>average</i>	<b>3.42</b>	<b>3.55</b>	<b>3.32</b>	<b>3.38</b>	<b>3.44</b>	<b>3.68</b>	<b>3.54</b>	<b>3.71</b>	<b>3.59</b>	<b>3.30</b>	<b>3.45</b>	<b>3.51</b>	<b>3.53</b>

**2.6.2 For my professional development I find most important contents/topics in the following areas of the in-service education and training**

	<b>Albania</b>	<b>Austria</b>	<b>Bosnia and Herzegovina</b>	<b>Bulgaria</b>	<b>Croatia</b>	<b>Kosovo</b>	<b>Macedonia</b>	<b>Moldova</b>	<b>Montenegro</b>	<b>Romania</b>	<b>Serbia</b>	<b>Slovenia</b>	<b>Average</b>
contents/topics in my teaching subject.	3.81	4.08	3.63	4.25	4.03	4.07	4.52	4.32	4.42	4.07	4.09	4.49	<b>4.15</b>
contents/topics in methods of teaching/learning/assessment.	4.07	4.11	3.83	4.47	4.54	4.46	4.27	4.37	4.24	4.02	3.72	4.09	<b>4.21</b>
contents/topics in educational work with children with special needs.	3.12	3.90	3.81	2.80	4.42	3.38	3.07	3.21	3.29	2.74	3.39	3.50	<b>3.48</b>
contents/topics in school/educational management.	2.74	3.72	3.25	2.69	4.09	3.67	3.52	3.47	3.04	3.39	2.70	2.67	<b>3.35</b>
contents/topics in cooperation with parents, school environment etc.	3.28	3.79	3.66	3.51	4.24	3.76	3.78	3.49	3.66	3.34	3.48	3.71	<b>3.66</b>
contents/topics in social and cultural aspects of education, ethics etc.	2.85	3.83	3.48	2.96	3.43	3.56	3.69	3.32	3.60	3.33	3.37	3.52	<b>3.43</b>
contents/topics in intercultural education, education for human rights.	3.13	3.99	3.74	3.46	3.58	3.70	3.68	3.37	3.58	3.05	3.32	3.33	<b>3.53</b>
learning (mastering) a foreign language.	2.76	3.73	3.48	3.90	3.89	3.49	4.07	3.68	3.78	3.40	3.45	3.18	<b>3.56</b>
development of skills in using information and communication technology.	2.82	3.76	3.54	4.14	4.34	3.72	4.26	3.82	3.97	3.55	3.61	3.70	<b>3.83</b>
development of general communication skills, rhetoric etc.	2.73	3.79	3.58	3.83	4.20	3.90	3.82	3.52	4.05	3.33	3.69	3.49	<b>3.69</b>
<b>average</b>	<b>3.25</b>	<b>3.87</b>	<b>3.61</b>	<b>3.62</b>	<b>4.08</b>	<b>3.80</b>	<b>3.90</b>	<b>3.76</b>	<b>3.79</b>	<b>3.49</b>	<b>3.51</b>	<b>3.63</b>	<b>3.31</b>

**2.7 How often have you found your favourite/most important topics in a genuine in-service education and training offer?**

		Often; in most cases Sometimes; in rare cases			Never	There is no such offer in my environment I have no experience		Total
	Always							
Albania	N	14	70	39	4	8	10	145
	%	9.7	48.3	26.9	2.8	5.5	6.9	100.0
Austria	N		127	85				212
	%		59.9	40.1				100.0
Bosnia and Herzegovina	N	3	64	59	5	6	5	142
	%	2.1	45.1	41.5	3.5	4.2	3.5	100.0
Bulgaria	N	5	83	66		4	7	165
	%	3.0	50.3	40.0		2.4	4.2	100.0
Croatia	N	3	79	110	6	3	3	204
	%	1.5	38.7	53.9	2.9	1.5	1.5	100.0
Kosovo	N	19	92	23	8	36	11	189
	%	10.1	48.7	12.2	4.2	19.0	5.8	100.0
Macedonia	N	8	51	59	3	3	1	125
	%	6.4	40.8	47.2	2.4	2.4	.8	100.0
Moldova	N	46	245	40	1	1	1	334
	%	13.8	73.4	12.0	.3	.3	.3	100.0
Montenegro	N	5	54	58	2	11	15	145
	%	3.4	37.2	40.0	1.4	7.6	10.3	100.0
Romania	N	21	142	111	6	7	6	293
	%	7.2	48.5	37.9	2.0	2.4	2.0	100.0
Serbia	N	2	86	42			4	134
	%	1.5	64.2	31.3			3.0	100.0
Slovenia	N	6	86	47			1	140
	%	4.3	61.4	33.6			.7	100.0
<b>Total</b>	N	132	1179	739	35	79	64	2228
	%	5.9	52.9	33.2	1.6	3.5	2.9	100.0

**2.8 Universities and higher education institutions in Europe are in a process of reforms ('Bologna Process'); a three-cycle study is to be implemented. In principle, there will be three cycles (Bachelor or Diploma, Master's, Doctorate) also available in teacher education and training. Would you take a new/higher degree?**

		1	2	3	4	5	6	7	8	9	Total
Albania	N	40	11	36	8	3		9	30	6	143
	%	28.0	7.7	25.2	5.6	2.1		6.3	21.0	4.2	100
Austria	N	8	1	16	2	1	4	1	46	135	214
	%	3.7	.5	7.5	0.9	.5	1.9	.5	21.5	63.1	100
Bosnia and Herzegovina	N	13	3	70	9	1	2	1	24	16	139
	%	9.4	2.2	50.4	6.5	.7	1.4	.7	17.3	11.5	100
Bulgaria	N	5	2	22	23	11	44	1	37	19	164
	%	3.0	1.2	13.4	14.0	6.7	26.8	.6	22.6	11.6	100
Croatia	N	7	2	43	24	2	20	2	72	21	193
	%	3.6	1.0	22.3	12.4	1.0	10.4	1.0	37.3	10.9	100
Kosovo	N	64	12	63	7	4	4		36	2	192
	%	33.3	6.3	32.8	3.6	2.1	2.1		18.8	1.0	100
Macedonia	N	26	8	25	18	5		30	14		126
	%	20.6	6.3	19.8	14.3	4.0		23.8	11.1		100
Moldova	N	89	43	54	14	1	17	2	72	16	308
	%	28.9	14.0	17.5	4.5	.3	5.5	.6	23.4	5.2	100
Montenegro	N	22	7	39	5	7	3		24	32	139
	%	15.8	5.0	28.1	3.6	5.0	2.2		17.3	23.0	100
Romania	N	31	22	55	17	12	34	35	60	7	273
	%	11.4	8.1	20.1	6.2	4.4	12.5	12.8	22.0	2.6	100
Serbia	N	18	3	48	3		9	1	33	7	122
	%	14.8	2.5	39.3	2.5		7.4	.8	27.0	5.7	100
Slovenia	N	15	5	22	8	5	4	1	49	22	131
	%	11.5	3.8	16.8	6.1	3.8	3.1	.8	37.4	16.8	100
<b>Total</b>	N	<b>338</b>	<b>119</b>	<b>493</b>	<b>138</b>	<b>52</b>	<b>141</b>	<b>83</b>	<b>497</b>	<b>283</b>	<b>2144</b>
	%	<b>15.8</b>	<b>5.6</b>	<b>23.0</b>	<b>6.4</b>	<b>2.4</b>	<b>6.6</b>	<b>3.9</b>	<b>23.2</b>	<b>13.2</b>	<b>100</b>

- Legend:
- 1 – Yes, I would take Bachelor/Diploma studies in another teaching subject/educational field to broaden my employability.
  - 2 – Yes, I would take Bachelor/Diploma studies but outside of teaching (I would like to leave the teaching profession).
  - 3 – Yes, I would take Master's studies, if possible in my teaching subject/educational field.
  - 4 – Yes, I would take Master's studies, if possible in another teaching subject/educational field to broaden my employability.
  - 5 – Yes, I would take Master's studies, outside of teaching (I would like to leave the teaching profession).
  - 6 – Yes, I would take Doctorate studies close to my teaching subject/educational field to broaden my employability and chances for promotion.
  - 7 – Yes, I would take Doctorate studies outside of teaching/education to get a promotion (leave the teaching profession).
  - 8 – No, I would prefer more in-service education and training; I don't need a higher degree.
  - 9 – No, I am quite satisfied with my degree/education.

**2.9 Would you (as a teacher) be willing to work with students from higher education institutions coming to your school to get teaching practice (mentoring)?**

		1	2	3	4	5	Total
Albania	N	66	30	25	16	6	<b>143</b>
	%	46.2	21.0	17.5	11.2	4.2	<b>100.0</b>
Austria	N	59	104	41	5	6	<b>215</b>
	%	27.4	48.4	19.1	2.3	2.8	<b>100.0</b>
Bosnia and Herzegovina	N	87	26	15	9	3	<b>140</b>
	%	62.1	18.6	10.7	6.4	2.1	<b>100.0</b>
Bulgaria	N	86	28	17	8	22	<b>161</b>
	%	53.4	17.4	10.6	5.0	13.7	<b>100.0</b>
Croatia	N	116	15	34	23	12	<b>200</b>
	%	58.0	7.5	17.0	11.5	6.0	<b>100.0</b>
Kosovo	N	86	59	23	12	11	<b>191</b>
	%	45.0	30.9	12.0	6.3	5.8	<b>100.0</b>
Macedonia	N	77	15	25	7	5	<b>129</b>
	%	59.7	11.6	19.4	5.4	3.9	<b>100.0</b>
Moldova	N	175	40	91	15	5	<b>326</b>
	%	53.7	12.3	27.9	4.6	1.5	<b>100.0</b>
Montenegro	N	77	12	30	3	14	<b>136</b>
	%	56.6	8.8	22.1	2.2	10.3	<b>100.0</b>
Romania	N	216	25	29	5	11	<b>286</b>
	%	75.5	8.7	10.1	1.7	3.8	<b>100.0</b>
Serbia	N	99	17	4		8	<b>128</b>
	%	77.3	13.3	3.1		6.3	<b>100.0</b>
Slovenia	N	92	10	7	14	10	<b>133</b>
	%	69.2	7.5	5.3	10.5	7.5	<b>100.0</b>
<b>Total</b>	N	<b>1236</b>	<b>381</b>	<b>341</b>	<b>117</b>	<b>113</b>	<b>2188</b>
	%	<b>56.5</b>	<b>17.4</b>	<b>15.6</b>	<b>5.3</b>	<b>5.2</b>	<b>100.0</b>

- Legend: 1 – Yes, teaching practice is an important part of initial teacher education and training and I find it important to transfer my experience to my younger colleagues.  
 2 – Yes, teaching practice is an important part of initial teacher education and I would appreciate a student to help/assist me in my work.  
 3 – Yes, if this work gives possibilities for promotion at work or if it is paid.  
 4 – Yes, but only if school leadership required me to work with a student.  
 5 – No, this is not my job.

**2.10 Would you (as a teacher) be willing to work with professors (researchers) from higher education institutions coming to your school to do research on teaching/education etc.?**

		1	2	3	4	5	Total
Albania	N	45	57	19	10	11	<b>142</b>
	%	31.7	40.1	13.4	7.0	7.7	<b>100.0</b>
Austria	N	30	91	79	8	7	<b>215</b>
	%	14.0	42.3	36.7	3.7	3.3	<b>100.0</b>
Bosnia and Herzegovina	N	75	34	22	4	7	<b>142</b>
	%	52.8	23.9	15.5	2.8	4.9	<b>100.0</b>
Bulgaria	N	68	52	25	5	13	<b>163</b>
	%	41.7	31.9	15.3	3.1	8.0	<b>100.0</b>
Croatia	N	75	55	33	26	11	<b>200</b>
	%	37.5	27.5	16.5	13.0	5.5	<b>100.0</b>
Kosovo	N	79	53	29	18	9	<b>188</b>
	%	42.0	28.2	15.4	9.6	4.8	<b>100.0</b>
Macedonia	N	54	40	30	3	3	<b>130</b>
	%	41.5	30.8	23.1	2.3	2.3	<b>100.0</b>
Moldova	N	69	155	79	6	20	<b>329</b>
	%	21.0	47.1	24.0	1.8	6.1	<b>100.0</b>
Montenegro	N	50	44	32	3	16	<b>145</b>
	%	34.5	30.3	22.1	2.1	11.0	<b>100.0</b>
Romania	N	166	90	20	3	7	<b>286</b>
	%	58.0	31.5	7.0	1.0	2.4	<b>100.0</b>
Serbia	N	61	52	9	2	7	<b>131</b>
	%	46.6	39.7	6.9	1.5	5.3	<b>100.0</b>
Slovenia	N	39	50	15	20	10	<b>134</b>
	%	29.1	37.3	11.2	14.9	7.5	<b>100.0</b>
<b>Total</b>	N	<b>811</b>	<b>773</b>	<b>392</b>	<b>108</b>	<b>121</b>	<b>2205</b>
	%	<b>36.8</b>	<b>35.1</b>	<b>17.8</b>	<b>4.9</b>	<b>5.5</b>	<b>100.0</b>

- Legend: 1 – Yes, I would appreciate working on a research/developmental project because it could enhance co-operation between higher education institutions and schools and strengthen innovation in education.  
 2 – Yes, I would appreciate working on a research/developmental project because it could enhance my professional development.  
 3 – Yes, if this work gives possibilities for promotion at work or if it is paid.  
 4 – Yes, but only if the school leadership required me to work in a research project.  
 5 – No, this is not my job.

**2.11 What is your opinion about the system of pre-service education and training in your country?**

		<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>No opinion</b>	<b>Total</b>
Albania	N	4	29	35	31	38	8	<b>145</b>
	%	2.8	20.0	24.1	21.4	26.2	5.5	<b>100.0</b>
Austria	N	13	101	86	13	1	1	<b>215</b>
	%	6.0	47.0	40.0	6.0	.5	.5	<b>100.0</b>
Bosnia and Herzegovina	N	8	17	30	41	38	7	<b>141</b>
	%	5.7	12.1	21.3	29.1	27.0	5.0	<b>100.0</b>
Bulgaria	N	26	15	43	50	30	3	<b>167</b>
	%	15.6	9.0	25.7	29.9	18.0	1.8	<b>100.0</b>
Croatia	N	7	11	72	56	54	4	<b>204</b>
	%	3.4	5.4	35.3	27.5	26.5	2.0	<b>100.0</b>
Kosovo	N	7	46	60	42	33	5	<b>193</b>
	%	3.6	23.8	31.1	21.8	17.1	2.6	<b>100.0</b>
Macedonia	N	23	24	30	35	13	1	<b>126</b>
	%	18.3	19.0	23.8	27.8	10.3	.8	<b>100.0</b>
Moldova	N	32	57	86	107	34	11	<b>327</b>
	%	9.8	17.4	26.3	32.7	10.4	3.4	<b>100.0</b>
Montenegro	N	16	15	35	40	28	13	<b>147</b>
	%	10.9	10.2	23.8	27.2	19.0	8.8	<b>100.0</b>
Romania	N	15	42	72	61	102	4	<b>296</b>
	%	5.1	14.2	24.3	20.6	34.5	1.4	<b>100.0</b>
Serbia	N	10	9	35	36	40	3	<b>133</b>
	%	7.5	6.8	26.3	27.1	30.1	2.3	<b>100.0</b>
Slovenia	N	11	14	41	44	19	12	<b>141</b>
	%	7.8	9.9	29.1	31.2	13.5	8.5	<b>100.0</b>
<b>Total</b>	N	<b>172</b>	<b>380</b>	<b>625</b>	<b>556</b>	<b>430</b>	<b>72</b>	<b>2235</b>
	%	<b>7.7</b>	<b>17.0</b>	<b>28.0</b>	<b>24.9</b>	<b>19.2</b>	<b>3.2</b>	<b>100.0</b>

Legend: 1 – It is relatively good as it is; no major changes are needed.

2 – It is not so bad but study programmes should put more stress on teaching subject(s) contents/topics/competencies.

3 – It is not so bad but study programmes should put more stress on specialised education contents/topics/competencies.

4 – It is not so bad but study programmes should put more stress on practical experiences in relation to theoretical contents/topics/competencies.

5 – It should be radically reformed; study programmes should provide all key competencies for teachers.

**2.12 What is your opinion of the system of in-service education and training in your country?**

		1	2	3	4	No opinion	Total
Albania	N	8	39	39	45	8	<b>139</b>
	%	5.8	28.1	28.1	32.4	5.8	<b>100.0</b>
Austria	N	6	138	70	1		<b>215</b>
	%	2.8	64.2	32.6	0.5		<b>100.0</b>
Bosnia and Herzegovina	N	3	33	46	54	7	<b>143</b>
	%	2.1	23.1	32.2	37.8	4.9	<b>100.0</b>
Bulgaria	N	20	46	60	33	5	<b>164</b>
	%	12.2	28.0	36.6	20.1	3.0	<b>100.0</b>
Croatia	N	3	51	88	58	3	<b>203</b>
	%	1.5	25.1	43.3	28.6	1.5	<b>100.0</b>
Kosovo	N	9	71	71	26	14	<b>191</b>
	%	4.7	37.2	37.2	13.6	7.3	<b>100.0</b>
Macedonia	N	24	38	41	20	5	<b>128</b>
	%	18.8	29.7	32.0	15.6	3.9	<b>100.0</b>
Moldova	N	25	197	94	15	4	<b>335</b>
	%	7.5	58.8	28.1	4.5	1.2	<b>100.0</b>
Montenegro	N	14	29	56	33	13	<b>145</b>
	%	9.7	20.0	38.6	22.8	9.0	<b>100.0</b>
Romania	N	15	93	103	85	3	<b>299</b>
	%	5.0	31.1	34.4	28.4	1.0	<b>100.0</b>
Serbia	N	7	40	39	41	5	<b>132</b>
	%	5.3	30.3	29.5	31.1	3.8	<b>100.0</b>
Slovenia	N	36	54	37	6	6	<b>139</b>
	%	25.9	38.8	26.6	4.3	4.3	<b>100.0</b>
<b>Total</b>	N	<b>170</b>	<b>829</b>	<b>744</b>	<b>417</b>	<b>73</b>	<b>2233</b>
	%	<b>7.6</b>	<b>37.1</b>	<b>33.3</b>	<b>18.7</b>	<b>3.3</b>	<b>100.0</b>

- Legend:
- 1 – It is relatively good as it is; no major changes are needed.
  - 2 – The provision of in-service education and training should be broadened with some contents/topics which are not represented today and supported from public sources.
  - 3 – The offer and quality of in-service education and training should be substantially increased and supported from public sources.
  - 4 – There is no effective system of in-service education and training; it is most urgent to establish it and to give every teacher a real possibility of professional development.



**2.13 Would you (as a teacher) be willing to work with teachers and pupils from schools in other countries (school networks, mobility, exchange programmes, etc.)?**

	Albania	Austria	Bosnia and Herzegovina	Bulgaria	Croatia	Kosovo	Macedonia	Moldova	Montenegro	Romania	Serbia	Slovenia	Total
Yes, from one or some of neighbouring countries	34.7	3.2	24.3	17.4	1.0	13.3	18.9	40.6	10.5	17.3	22.6	18.2	19.3
Yes, from all neighbouring countries	12.2	6.0	11.1	6.0	2.0	25.1	23.5	13.0	14.5	4.6	7.3	8.4	10.7
Yes, from all South east European countries	6.8	0.9	2.8	6.0	2.4	20.0	4.5	7.5	6.6	6.5	5.8	7.0	6.6
Yes, from European Union countries	38.8	14.7	14.6	42.5	6.3	57.4	22.0	14.5	28.9	43.5	25.6	16.8	27.1
Yes, from any country of the world	13.6	47.5	43.8	25.1	62.4	43.1	31.8	22.9	46.1	43.1	51.8	32.9	38.5
Yes, I already have good experiences in such work	3.4	29.0	9.0	9.6	0.5	5.6	2.3	4.1	2.6	19.9	2.2	4.9	8.8
No, because I already have bad experiences in such work	0.0	0.9	1.4	0.0	0.0	0.7	0.5	0.6	0.0	0.3	0.7	0.7	0.5
No, I am not interested in such work	15.6	4.1	6.9	5.4	19.5	2.1	9.1	7.2	6.6	2.9	8.8	25.2	8.7

## NATIONAL TEAMS

*In alphabetical order*

### ALBANIA

**Milika Dhamo**, *University of Tirana, Faculty of Social Sciences*

**Petrit Muka**, *National Center for Inservice teacher training*

**Bardhyl Musai**, *Center for Democratic Education*

**Edmond Rapti**, *University of Tirana, Department of Education*

### AUSTRIA

**Barbara Friehs**, *University of Graz, Institut für Schuldidaktik und Lehrberufsforschung*

### BULGARIA

**Deyan Pilev**, *Centre for Control and Assessment of Quality in Education*

**Penka Krumova**, *Ministry of Education and Science, Teachers Qualification Department*

**Rumyana Kusheva**, *Sofia University of Saint Kliment Ohridski, Department of Information and in-Service Training of Teachers*

**Zahari zahariev**, *Sofia University of Saint Kliment Ohridski, Department of Information and in-Service Training of Teachers*

### BOSNIA AND HERZEGOVINA

**Adila Pašalić-Kreso**, *University of Sarajevo, Faculty of Philosophy*

**Hasnija Muratović**, *Federal Ministry of Education and Science, Education Development, Strategic Planning Department*

**Radmila Rangelov Jusović**, *Center for Education Initiatives Step by Step*

**Dženana Trbić**, *Open Society Foundation BH*

## CROATIA

**Renata Miljević Ridički**, *University of Zagreb, Teacher's Faculty Zagreb*

**Tea Pavin**, *Centre for Educational Research and Development*

**Vlasta Vizek Vidović**, *University of Zagreb, Faculty of Philosophy*

## MACEDONIA

**Snežana Adamčeska**, *Ss. Cyril and Methodius University, Faculty of Philosophy, Institute of Pedagogy*

**Lena Damovska**, *Ss. Cyril and Methodius University, Faculty of Philosophy, Institute of Pedagogy*

**Jasmina Delčeva Dizdarević**, *Ss. Cyril and Methodius University, Faculty of Philosophy, Institute of Pedagogy*

## KOSOVO

**Osman Buleshkaj**, *Kosovo Education Development Program*

**Demë Hoti**, *University of Prihstina, Faculty of Education*

**Melinda Mula**, *Kosova Education Centre*

**Remzi Salihu**, *Ministry of Education, Science and Technology, Teacher Training Sector*

## MOLDOVA

**Angela Cara**, *Institute of Educational Sciences*

**Eugen Coroi**, *Institute of Educational Sciences*

**Anatol Gremalschi**, *Institute for Public Policy*

**Nelu Vicol**, *Institute of Educational Sciences*

## MONTENEGRO

**Jasmina Đorđević**, *Bureau for Education Services*

**Nataša Mićović**, *Bureau for Education Services*

**Lidija Vujačić**, *University of Montenegro, Faculty of Philosophy, Department for sociology*

## ROMANIA

**Cezar Bîrzea**, *Institute of Educational Sciences*

**Mihaela Ionescu**, *Institute for Education Sciences*

**Olimpius Istrate**, *University of Bucharest, Faculty of Psychology and Education Sciences, Department for Teacher Training*

**Ioan Neacșu**, *Ministry of Education and Research*

**Dan Potolea**, *University of Bucharest, Faculty of Psychology and Education Sciences*

**Luciana-Simona Velea**, *Institute of Educational Sciences*

## SERBIA

**Radmila Gošović**, *Group MOST, Association for cooperation and mediation in conflicts*

**Milena Jerotijević**, *Education Reform Circles*

**Tünde Kovacs-Cerović**, *University of Belgrade, Faculty of Philosophy*

**Gordana Miljević**, *Education Reform Circles*

**Mirjana Pešić**, *University of Belgrade, Faculty of Philosophy*

## SLOVENIA

**Tatjana Devjak**, *University of Ljubljana, Faculty of Education*

**Igor Repac**, *University of Ljubljana, Faculty of Education, Center for Educational Policy Studies*

**Janez Vogrinc**, *University of Ljubljana, Faculty of Education*

**Pavel Zgaga**, *University of Ljubljana, Faculty of Education, Center for Educational Policy Studies*



# National Reports



# NATIONAL REPORT – ALBANIA

*Bardhyl Musai, Milika Dhamo, Petrit Muka, Edmond Rapti*

This report reveals the current situation of the education and professional development system of teachers in Albania and, at the same time, it sets out the main areas where the system needs to be improved. The report is based on the most important data and documents available in Albania and beyond that are directly related to the educational and professional development of teachers. The report includes data coming from a national study prepared and carried out during the June-July 2005 period, which gathered information from 149 teachers from all levels and the 12 institutions of teacher education and training.

The conclusions and recommendations derive from the situation analysis and the suggestions made by teachers involved in this study.

## 1 Setting the scene: the national education system

The founding principles of the Albanian education system are embodied in the Albanian Constitution, the main laws and legal acts along with other important documents issued by the Parliament, Government and the Ministry of Education and Science. The Albanian Constitution guarantees every citizen the right to education in the public schools of the compulsory primary education system and general secondary education, professional or socio-cultural, which is offered free of charge.

The current legislation considers the education sector in Albania a national priority. The education sector has the mission of insuring the spiritual emancipation, material progress and social development for individuals. Another functional principle is that the education system builds on the tradition and valuable achievements of our national school and on international treaties and agreements ratified by the Republic of Albania. The respect of children's rights and human rights is another powerful democratic principle. The citizens of the Republic of Albania enjoy equal rights to education at all levels regardless of their social status, nationality, language, sex, religion, race, political beliefs, health conditions and economic standards. Ensuring opportunities for national minorities to develop their native language and culture and to be integrated and participate in the country's life is another basic principle expressed in the law.



The Albanian Parliament is the legislative body that issues laws and amendments. The Government, the Council of Ministers and the Ministry of Education and Science issue other legal acts such as normative dispositions, bylaws, orders and guidelines in compliance with the law.

The legal basis for regulating primary and secondary education consists of the Law on the Pre-university Education System no. 7952 dated 21.06.1995, amended by Law no. 8387 dated 30.07.1998. The higher education system is regulated by Law no. 8461 dated 25.02.1999 and amended on 28.07.2003.

The Ministry of Education and Science ('MES') is the highest public administrative body in the education sector. This institution is responsible for administration of the education system at the national level in line with the basic principles of the education policy established by the Government and the Parliament of the Republic of Albania.

The MES is responsible for implementation of the national policy on laic education, approved by the Council of Ministers. The MES approves the basic documents with regard to education institutions, school programmes and curricula, establishes the structure of the academic year, the distribution of teaching workloads and the number of pupils for each classroom in public schools.

The Albanian education system inherited a structure that continues to preserve features of the previous system which have already been overcome by many other countries. Children aged from 3 to 6 years are enrolled in pre-school education. Compulsory education includes children aged from 6 to 14 years, whereas secondary education is for children aged from 14 to 18/19 years.

There is a small number of kids enrolled in the pre-school education system (ISCED level 0), which is basically an integrated system of public and private pre-schools.

Compulsory education or the 8-year education system<sup>1</sup> is the main feature of the entire pre-university education system. Compulsory education is established in two cycles: *the elementary cycle*, from first to fourth grade (ISCED level 1); *the lower middle cycle*, including grades V to VIII (ISCED level 2). This system covers the country as a whole and is regarded as unique and integral in the sense that the upper cycle is a logical and natural extension of the elementary cycle. The courses have an open nature. Compulsory education also includes institutions specialised in children suffering from mental and physical deficiencies.

Pupils of grades I-IV and who are 6-10 years old are enrolled in the elementary cycle which, due to the nature of compulsory education, functions in conjunction with the lower middle cycle, and both are physically located on the same premises and managed by the same academic staff. In many cases, because of insufficient

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<sup>1</sup> In 2004, the Government decided to move from an 8-year system to a 9-year system.

space classes take place in two shifts. In many villages with small numbers of inhabitants, there are the so-called subordinate schools (only for the elementary cycle). Such schools have a common directorate which is closest to the 8-year school (hereinafter on the 'lower middle school as per the government's order. In the elementary cycle, the same teacher teaches all subjects, except for English language teachers who might be different.

In those schools where the courses take place collectively due to an insufficient number of pupils required to form a separate classroom, the courses are taught by the same teacher in two grades in parallel (grades I and III and grades II and IV), or even with all four grades at the same time. Generally, the premises and teaching infrastructure of such schools are poor.

The upper cycle, or the lower middle school, covers grades V-VIII. This is a compulsory cycle for all pupils aged up to 16 years. After the completion of the VIII grade pupils have to pass two national examinations in the Albanian language and mathematics. At the end they are given a Clearance Certificate.

In the Republic of Albania, general secondary education (ISCED 3A) is one of the most important stages of the Pre-university Education System. The right of each citizen to attend the general secondary education system is a constitutional right.

Secondary education or, as it is often called, the gymnasium dates back several decades in history and concerns youth aged from 14 to 18 years. Up until 1999, high schools around the country, in cities and villages, were unified in terms of their teaching programmes, courses and texts.

During the 1999-2000 academic year, an experimental specialisation of secondary education started. This change consisted of the first two years of a unified teaching programme and, in the third year, a separation into two different modules took place for the following two years according to students' wishes and preferences. During the 2005-2006 academic year, a third module was applied, namely the general one.

General public high schools are supposed to provide students with general knowledge which is deeper than the knowledge already gained in elementary education. High school education lasts four years. General knowledge-oriented high schools can now offer education in two different tracks (scientific or social) after the first two years so that the students can gain knowledge important for their professional background prior to their university studies.

After the completion of general secondary education, every pupil is given a Maturity Certificate upon which all the courses taken are listed according to the academic plan followed by the pupil during their four-year studies along with the grades obtained. In an additional table the grades obtained in the matriculation exams are also listed.

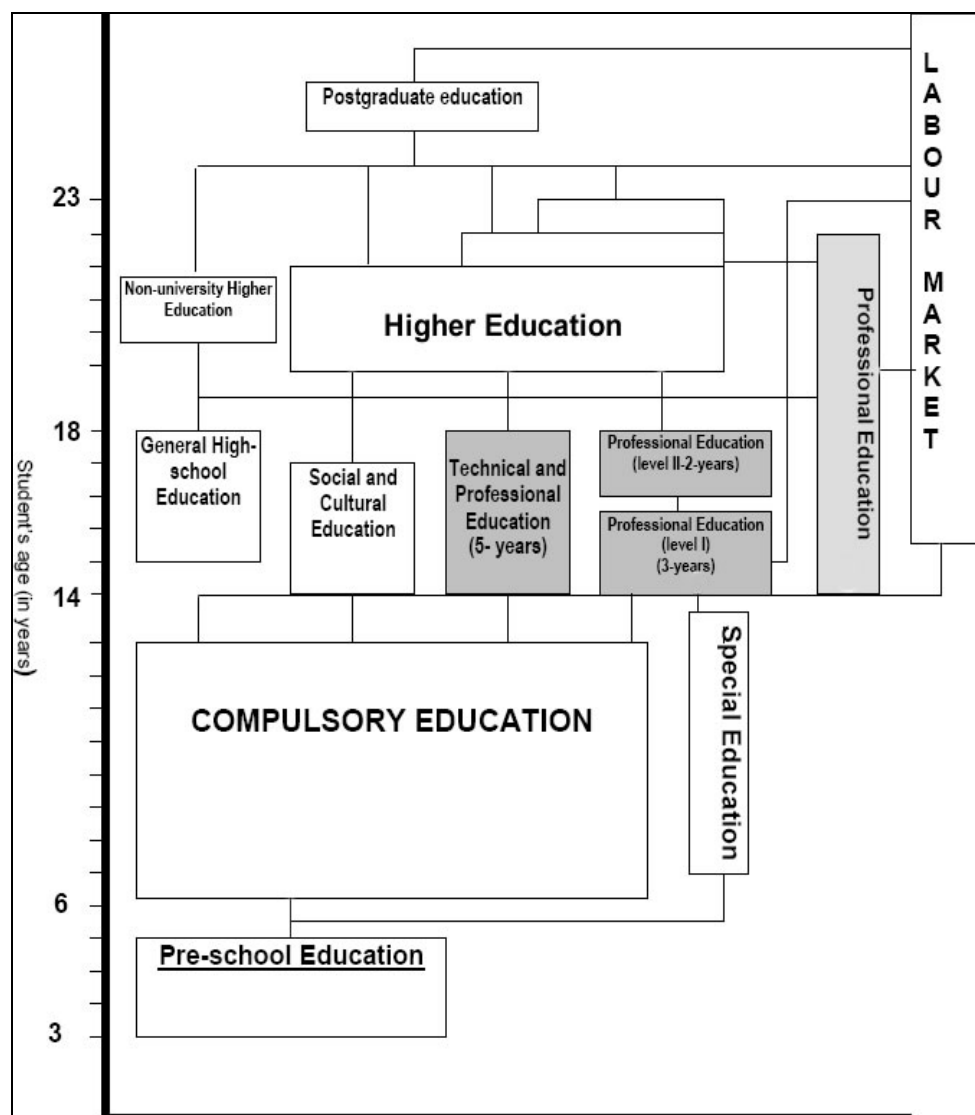
Professional education (ISCED 3B, 3C) in Albania started in the 1920s. In the mid-1970s the extreme prevalence of agricultural secondary schools was noticed (around 350 of them had been established), which was, as a consequence, then followed by a drastic decrease in teaching quality. The goals and efforts undertaken during the 1970s and 1980s to improve the quality of professional education via scientific and pedagogical modernisation of the teaching process and contents failed. In the 1990-1992 period, the drop out rate at industrial and agricultural schools jumped significantly and led to a drastic reduction of these schools.

At the moment, the labour market structure is very fluid and the majority of traditional production activities have been replaced by services of a different nature, accompanied by the adaptation or even death of certain professions and the birth of other ones.

After 2000, professional education became committed to reacting and adapting to the quick and intense changes seen in the country. The traditional structure of four-year terms has gradually been replaced by a two-layer structure: a three-year education system for qualified workers and a five-year system for technicians and other middle-level specialists.

However, professional education has been characterised by a sharp drop in the number of pupils enrolled and it still suffers from a low reputation. Almost 2/3 of public professional schools are subsidised by the national budget, whereas 1/3 of them, which are considered pilots, have been supported by expertise and financial resources from foreign agencies and organisations. This strategy of establishing pilot professional schools has had a positive impact on the professional education system.

We now turn to the higher and postgraduate education system (ISCED level 5 and 6). Higher education includes 3-year study systems such as fine arts, physical education, nursing etc. Other studies, such as medicine, are based on 4-6 year education systems. Postgraduate studies, such as master's studies, continue for 3-4 semesters. PhD studies are offered as well. In the framework of the Bologna process, the entire pre and post graduate education system is under reform, enabling education institutions to offer diplomas at three levels: bachelor's, master's and PhD. The establishment of a higher, non-university education system, which does not exist in Albania, is underway.

**Table 1.** Education System Diagram

## 2 Teachers at a glance

During the 2004-2005 academic year, all public education institutions of pre-university studies employed 32,341 teachers along with 3,716 pre-school teachers. The number of students enrolled in the pre-university education system was 626,243 students, along with 78,610 kids enrolled in pre-school education.

**Table 2.1** Schools, classes, pupils and teachers in 2005<sup>2</sup>

Type of school	Main Data	
Pre-school	Pre-schools	1573
	Classrooms	3096
	Children	74642
	Teachers	3643
Compulsory education	Schools	1725
	Classrooms	16243
	Pupils	450702
	Teachers	25610
General Secondary Education	Schools	355
	Classrooms	789
	Pupils	97467
	Teachers	4825
Professional Secondary Education	Schools	56
	Classrooms	621
	Pupils	63016
	Teachers	2569

### 2.1 Professional status of teachers, the remuneration system, trade unions, working season, holidays

The relationship between employers and employees in the education system is regulated by laws no. 7661 dated 12.07.1995 and no. 9125 dated 29.07.2003 on the Labour Code and Collective Contracts, that are agreed upon each year by the Ministry of Education and Science and the Ministry on Local Government and Decentralisation on one side and the Education and Science Trade Union Federation and the Independent Trade Union of education on the other. In this

<sup>2</sup> The Ministry of Education and Science. Information from the Statistics Office: [www.mash.gov.al](http://www.mash.gov.al)

contract the signatory parties agree on work conditions, academic calendar and holidays, salaries and financial rewards, criteria for personnel promotions and transfers, trade union freedoms, conflict resolution and so on. In Albania there is no professional code of ethics.

## 2.2 Remuneration in the education system

As the entire salary system is funded by the national budget, salaries in the education system are determined by a decision of the Council of Ministers. The most recent structure of the salary fund for education employees was approved by the Council of Ministers' Decision no. 639 dated 18.09.2003.

Based on this decision, the salary is composed of a group salary (GS) and additions to the salary. The group salary is determined in compliance with the education level of the employee whereas the additional remuneration includes: seniority, level of qualifications and other additions based on hierarchical levels (depending on the function and education cycle).

Working hours in the education system are divided into:

- a) Working time in the classroom, which includes:
  - The weekly workload in terms of teaching hours; and
- b) The working time outside of the classroom, which includes:
  - individual preparation;
  - different meetings;
  - pedagogical council meetings;
  - work with parents; and
  - extra-curricular activities.

Workload in the classroom in pre-university education is divided in the way explained below:

*Pres-school education:* the director: 6-24 hours per week, teachers: 36 hours per week.

*Primary education:* School director: 8-10 teaching hours per week and 4 monitoring hours. Deputy Director: 10-12 teaching hours per week and 6 monitoring hours, lower cycle teachers: 23-26 hours per week, language and literature teacher: 20 hours per week, math, physics and bio-chemistry teachers 22 hours per week, other courses teachers: 24 hours per week.

*Secondary education:* School director: 4-6 teaching hours per week and four monitoring hours; deputy director: 8-10 teaching hours per week and six monitoring hours; foreign language and literature teachers: 20 hours per week;

other courses' teachers: 22 hours per week; professional internship teacher: 33 hours per week.

The calculation of experimental work, professional internships, graduation exams, thesis guidance is divided as shown below: 1 hour of experimental work converts to 1.5 teaching hours; 1.5 hours of professional internship counts for 1 teaching hour, guiding a thesis for three students counts for 1 teaching hour; exam preparation for written exams for 3 students counts for 1 teaching hour, oral preparation for 5 students counts for 1 teaching hour.

Teachers' holidays are calculated to include annual leave and national holidays. Annual leave is composed of 51 paid days off (15 working days in compliance with the Labour Code and 36 additional holidays). The working week in education is a five-day week.

### 2.3 In-service teacher training

According to the current legislation, the institutions responsible for handling qualification activities for teachers is the Regional Education Directorate (RED) and the Education Office of the District (EOD). On the other side, there are many non-profit organisations that carry out different activities in this respect with different groups of teachers. Joint activities between the RED and the central curricula and training institutions through short-term workshops several times a year generally include a relatively low number of teachers and cannot handle the variety of issues. The system of continuous in-service teacher training lacks a vision and policies because there is a lack of a needs assessment study and a lack of competition.

The abovementioned shortcomings are coupled with a series of institutional clashes deriving from a Decision of the Council of Ministers no. 655 dated 25.09.2003 on the establishment of a training and qualification education centre. Based on this decision, there is an obvious conflict of interest within the status of the institution between its mission and its main area of action. The institution is entitled to draft the qualification strategy and, at the same time, it is the same institution responsible for organising the training and qualification of teachers and directors of education institutions. The other shortcoming is related to the recruitment of employees which is contrary to Law no. 8549 on the status of civil servants.

The lack of standardised criteria for teachers, the absence of legal acts on training programmes and remuneration systems, the lack of an evaluation and self-evaluation system and the absence of competent people to do training in the regions are some of the biggest issues in this respect.

**Table 2.2** Number of teachers in the 8-year education system in 2005<sup>3</sup>

Teachers	Total	Female teachers	Village teachers	Female teachers
<b>Teachers in total</b>	<b>25670</b>	<b>17021</b>	<b>16099</b>	<b>9243</b>
High school graduates	10244	6500	7958	4583
Among them, pedagogical high school graduates	8006	5187	6186	3633
University graduates	15426	10521	8138	4664
<b>Teachers in elementary education</b>	<b>10485</b>	<b>8141</b>	<b>6888</b>	<b>4784</b>
High school graduates	6636	4668	5102	3265
Among them, pedagogical high school graduates	5952	4239	4464	2908
University graduates	3849	3473	1786	1519
<b>Teachers in the upper cycle</b>	<b>15185</b>	<b>8880</b>	<b>9208</b>	<b>4462</b>
High school graduates	3608	1832	2856	1317
Among them, pedagogical high-school graduates	2054	948	1722	725
University graduates	15577	7048	6352	3145

**Table 2.3** Number of teachers in secondary education system in 2005<sup>4</sup>

Teachers	Total	Female teachers	Village teachers	Female teachers
<b>Teachers in total</b>	<b>6753</b>	<b>3936</b>	<b>1836</b>	<b>813</b>
High school graduates	229	94	69	33
University graduates	6254	3842	1767	780
<b>1. Teachers in general secondary education</b>	<b>5017</b>	<b>2915</b>	<b>1806</b>	<b>799</b>
High school graduates	111	56	68	32
University graduates	4906	2859	1738	767
<b>2.Specialised secondary education</b>	<b>1013</b>	<b>682</b>	<b>101</b>	<b>50</b>
High school graduates	4	4	1	1
University graduates	1009	677	100	49

<sup>3</sup> The Ministry of Education and Science. Information from the Statistics Office: [www.mash.gov.al](http://www.mash.gov.al)

<sup>4</sup> Ibid



<b>3.Social and cultural profile</b>	<b>712</b>	<b>415</b>	<b>16</b>	<b>9</b>
High school graduates	33	22	3	0
University graduates	689	400	15	9
<b>4.Technical and professional profile</b>	<b>238</b>	<b>164</b>	<b>15</b>	<b>7</b>
High school graduates	6	1	2	1
University graduates	232	163	13	6

## 2.4 Staff re-assignments and transfers

Practically speaking, a transfer implies staff reassignment from one district to another, but there are also promotions or reassignments to a lower level, mainly within the same district or from one education level to another, or horizontal reassignments from one school to another.

In general, a transfer takes place to meet the request of an interested party when they change their place of residence or to fulfil the needs of a certain district in compliance with an individual's desires. Everything has to be checked by the Ministry of Education and Science.

During transferrals within the same district, the principle of staffing schools with teachers as per school needs is respected in compliance with the workload involved. Mostly, staff appointments and transfers do not take place based on teachers' merits, whereas re-assignments from one school to another are almost unjustified and do not take the teacher's opinion into consideration.

## 3 National system of pre-service teacher education and training

### 3.1 The system of pre-service teacher training

Teachers in Albania are prepared at and graduate from the Tirana, Elbasan, Korça, Vlora, Shkodra and Gjirokastra universities and the Academy of Sports. The faculties and departments of the teaching profession within the university structures are responsible for organising and compiling programmes. The main activity of these institutions is the theoretical and practical preparation of students in teachers' professional skills. Research helping in the preparation of teachers, schools, teaching and pupils generally is a secondary activity and has a low level of financial support and systematic application.

The university system for pre-service teacher education and training does not provide for the preparation of teachers for children aged 0-3 years and the psycho-pedagogical formation of teachers of professional subjects in the high professional

education system. Pre-school educators and primary grade teachers (elementary school) are trained at in Primary Grade Cycle at the Elbasani, Korça, Vlora and Gjirokastra universities. This programme represents a relatively new opportunity in university studies although the market demand, mainly from females, has continued to fall.

Teachers of the lower middle cycle upper are trained at local universities (Elbasan, Korçe, Vlorë, Gjirokastër and Shkodër). These universities do not prepare teachers for music, drawing and decoupage subjects. The majority of higher middle cycle teachers are prepared at the University of Tirana at its respective teaching faculties. Needs for teachers of technical subjects in general high schools are not in terms of the psycho-pedagogical and didactic aspects. At the same time, the training of teachers of special subjects at middle professional schools remains unclear. The professional curricula of teachers of special subjects at professional schools who are taught outside of the teaching faculties is completed through short courses for the professional formation of teachers. These are *ad hoc* courses and the majority of these teachers are not educated in the basic principles of formal education. Physical education teachers are trained at the Sports Academy.

The training of teachers in Albania is consolidated during their education. The programme of a teacher's preparation at universities extends during the biggest part of their university studies university studies to 4 years. The present Albanian system of pre-service teacher education and training no longer offers the courses for the accelerated preparation of teachers or the programmes of pedagogical institutions that were operating up until 1980.

### 3.2 Institutions for pre-service teacher education and training

The structure of the institutions for pre-service teacher education and training is explained below:

- a) The faculties of the elementary cycle and pre-school education system prepare:
  1. Pre-school teachers (universities of Elbasan, Gjirokaster, Korca, Shkodra and Vlora); and
  2. Teachers of the elementary cycle (universities of Elbasan, Gjirokaster, Korca, Shkodra and Vlora); while
- b) the teaching faculties prepare:
  1. teachers of lower middle school (universities of Elbasan, Gjirokaster, Korca, Shkodra and Vlora); and
  2. teachers of higher middle school (the University of Tirana).

These faculties have foreseen departments for academic education in their organigrams. Professional education (knowledge of psychology and education science in general) is carried out by an inter-faculty education department.

The number of full-time students studying at Albanian universities during 2005<sup>5</sup> is shown below:

- pre-school teacher education : 952
- primary education system: 2,556
- upper cycle & high school: 11,295

Funds allocated to the institutions that prepare teachers for publications are modest. The need for publications is met with the assistance of some NGOs in the publication field. The majority of professors self-finance their own publications. The publishing market that helps in teachers' preparations is expanding.

Teaching faculties and departments have very few technological appliances available to assist in the preparation of teachers. Further, the existing ones are old and ineffective. This situation leads to the traditional way of teaching through programmes prepared by the teacher.

### 3.3 Financing

The financing of universities that deal with teachers' preparations is mainly realised through public budget funding. Only a very small share of financing (around 10%) is realised through revenues gathered from teaching charges, secondary quotas or services offered to third parties by these departments.

University funding is still centralised. In practice, the financial autonomy of the universities, although guaranteed by legislation, suffers from many shortcomings and the administrative framework is incomplete. The limited financial resources and centralised practices of their usage compromise the financial autonomy of universities.

### 3.4 Graduation and licensing

Teachers attend university study programmes for a four-year period. The graduate teacher is immediately employed in the job market as a teacher. The diploma specifies the university course completed. Diplomas conferred by the faculties for teacher training in Albania have the following various types:

- teachers of pre-school education;
- teachers of the elementary cycle;
- teachers of the upper cycle and lower middle cycle (History-geography, Linguistics-Literature, Civic Education, English, French, Italian, German

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<sup>5</sup> The Ministry of Education and Science. Information from the Statistics Office: [www.mash.gov.al](http://www.mash.gov.al)

- Languages and Greek Linguistics and Literature, Physical Education, Mathematics, Physics, Bio-chemistry, Informatics-Mathematics, Informatics).
- Teachers of higher middle school (History, Geography, Albanian Language, Literature, English, French, Italian, German, Greek, Slavic Languages of the Balkans, Turkish Language, Mathematics, Physics, Biology-Chemistry, Chemistry, Informatics, Philosophy, Sociology, Psychology).

The university diploma received by teachers is considered the initial preparation to practice the teaching profession. This diploma is an important document which is assessed by the teaching community. This was revealed when interviewing a group of teachers who were questioned about their ideas on a teacher's initial preparation.

The results indicate there is a trend whereby the university diploma is considered by teachers as an appropriate legal and professional document which allows student-teachers to be employed in the teaching profession. When asked about the value of the teaching diploma, around 92% of the same group of teachers interviewed considered the diploma as a valuable document, which guarantees enough knowledge to respond to the country's needs of the teaching profession. The practice of licensing teachers is not yet in place in Albania. Likewise, the data clearly show that teachers are aware that their diplomas become very quickly outdated and 60% of them expect a professional 'makeover'

### 3.5 Targets of the curricula for pre-service teacher education and training

The system of teacher training in Albania is developed according to the principle of completion and not of competition. Universities intend to serve those communities that need teachers. They have not developed competing standards among them and they offer similar programmes.

- Teachers of the pre-school education system (offered by the Vlora, Shkodra, Korça, Gjirokastra and Elbasani universities). This programme intends to prepare a teacher in the pre-school education system to acquire knowledge and expressions for working with children aged 3 to 6 years in order to prepare children before they go to school. They teach them initial knowledge of mathematics, reading, music, drawing etc. The preparation of young teachers to stimulate their social, cognitive, emotional, moral and linguistic development is the key target of these curricula.
- Teachers of the elementary cycle (available at the Vlora, Shkodra, Korça, Gjirokastra and Elbasani universities). The curricula of this programme seek to provide these students with knowledge and expressions to work with children from first grade to fifth grade. This programme includes a number of school subjects such as: Mathematics, Albanian Language, Reading, History, knowledge of natural sciences, drawing, music, physical education etc.

Students who are teachers of this programme are trained as a teacher for all subjects provided in the elementary school programme etc. These students are trained to teach all subjects included in the elementary school programme.

- Teachers of the lower middle school (available at the Vlora, Shkodra, Korça, Gjirokastra and Elbasan universities) and the Academy of Physical Education and Sports. They are prepared so they are able to work with pupils from sixth to ninth class. The student selects a specialised programme in a subject, or a subject's related course intending to acquire theoretical advanced knowledge and complex practical expressions.
- Teachers of higher middle school (available at the University of Tirana). The teacher/student is prepared to work with pupils from 10th-12<sup>th</sup> grades. They acquire theoretical knowledge and practical expressions for a certain subject of the high school curricula.

Universities' pre-service teacher education for elementary, secondary and high schools only offer studies in one grade and only issue one type of diploma. The Department of Pedagogy at the University of Tirana is the only place in the country to offer a master's diploma after completing a post-university school in 'Teaching'. This Department at the University of Tirana is also offering the third cycle of studies: a Doctorate in Education.

The university system of teacher education and training preparation in Albania is not yet subject to an accreditation process. All universities are treated on equal and primary bases concerning the financial aspect, investment, encouragement, contracting etc. in spite of the scope, service quality, level of qualification of teaching and research staff. The first efforts to introduce the accreditation of universities preparing teachers at the national level have only started in the framework of the Bologna process in recent months.

### 3.6 The structure of curricula

Despite the changes in recent years, the structure of teaching schedules is still traditional. The first conclusion we may draw after a quick observation of these structures is that the subjects are listed without any clear target concerning the study branches, characteristics and competencies that the student must acquire as they finish their studies. The selection of teaching subjects is based on the *supply* offered by pedagogues from each faculty and not on *demand*. This has led to the creation of a very irregular structure and difficulties in identifying what these faculties are preparing.

Based on the experience of developed European countries, subjects for the *basic formation* of knowledge include those subjects the teacher will teach after they finish their studies. These subjects differ according to the branches and the school

level. For example, for 'teachers of pre-school education' these subjects do not have much weight in the teaching schedule (around 20-25%) since their professional preparation in terms of knowledge of a psychological, pedagogical and methodological character is the most important.

The subjects of *professional formation* include the psychological, pedagogical, methodological, cultural and social aspects of the education process and an applied research element.

*Teaching practice* is the main element and during such practice would-be student-teachers learn all aspects of working in the classroom. Yet this element has not gained the place it deserves in the preparation of pre-school and elementary school teachers and it still has a very low profile for branch teachers, with only 8-10% of the curriculum.

Research is gradually becoming part of the teaching curricula in the teacher training faculties. Quality, methodology and application are issues that need to be improved after a reflection process and a thorough analysis.

The structure of the faculties, curricula, syllabuses and teaching plans must change by separating blocks into clearly defined reports and the subjects must have internal coherent relationships between them, thus meeting the targets of each branch in compliance with the market requirements (schools) for teachers of different categories.

If we study certain teaching plans of some teacher training faculties, for pre-school education and grades I to IV (for further reading, see: Primary Education and Pre-school Education, CUP), it is quite clear that they have undergone restructuring but that they also had no clear targets in the process. They contain a lot of subjects which are distributed in an empirical way or involve the unification of some subjects that are taught in homologous institutions but which do not have internal connections between them and are not in line with branch purposes and targets since they are in fact missing. Although the nominations of some subjects seem attractive, we do not believe that their contents are also attractive. There is no coherence among subjects to allow for cross-curricular models.

Lectures, exercises and seminars are divided in such a way that creates the impression that the subjects intend to simply transmit knowledge and not *construct new knowledge* through the discussion of different viewpoints, which would have made the lessons more attractive. A better division in favour of exercises and seminars would be more acceptable given that a student must deal with homework most of the time and come to the teacher to hold discussions and not reproduce lectures or what is written in the books.

### **3.6.1 Characteristics of the curricula of pre-service - teacher education and training**

The curricula of teacher training are realised over a period of 4 years of study. The number of university courses differs for each university. Even the composition of the programme and semester organisation of the subjects differs from one university to another in spite of the fact that students receive the same diplomas. The teaching curricula contain some basic components:

- the teachers' university;
- the teachers' subject preparation;
- preparation and training as a teacher;
- the teachers' pedagogical preparation; and
- teaching practice.

### **3.6.2 Curricular structure of the preparation programme for pre-school and primary education teachers**

The training of primary education teachers at faculties (pre-school and elementary school teachers) involves a significant percentage of pedagogical formation courses. They represent around 50% of the curricula weight. We also observe that students spend too much time on pedagogical practice through direct contacts with pupils and schools compared with other grades. A student spends around 45% of their time for scientific formation.

### **3.6.3 Curricular structure of the preparation programme for lower-middle school teachers**

An analysis of the curricular structure for preparing upper-cycle teachers of the 8-year school system, that is for secondary and high school, indicates reversed reports which are in favour of the scientific formation of the student. The academic scientific formation strongly prevails in the formation curricula of this category of teachers. It is still believed that deep knowledge in the field of science is a precondition for a good teacher. This reality at the universities is helped by the strong mentality existing in the education market. Schools and consumers are still calling for their children to be prepared with scientific knowledge. The university studies mostly concentrate on subject preparation. Such subjects have a greater imposing weight compared to the subjects of methodological, pedagogical and physiological formation. The component of the subject preparation of teacher education at universities attracts around 70-75% of the curricular load, whereas for high school teachers the figure is 80-85%.

The environment where students of the compulsory upper cycle and high education conduct teaching practice is poor, neglected and not well organised. The level of

this practice directly underway at schools is still very low. This low level of teaching practice at schools (4-7%) compared to the European system for teacher education and training reveals shortcomings in the Albanian system for a student's education as a teacher. This is not only reflected in teaching practices, but also in the presence of an old mentality regarding school priorities.

### **3.6.4 Curricular structures of equal diplomas**

Faculties for preparing pre-school education and primary grade teachers at different universities (local universities), although they offer the same diploma and have unique programmes, offer a different number of courses and lesson hours that must be attended by students in order to receive a diploma. Even the contents of the courses differ, in spite of their similar names.

## **3.7 Evaluation made by teachers**

In order to ensure a more complete and credible view of the preparation and professional development of teachers, a study was carried out between June and July 2005. Two questionnaires were prepared and they served to gather information from the interviewed teachers along with the institutions that educate and train teachers. The questionnaires were processed manually due to limited Internet access and were sent to the Project Co-ordinator at the Centre for Democratic Education.

149 teachers were interviewed in Albania and 12 institutions of teacher education and training. The results are used throughout this report according to the issues being addressed.

The distribution of teachers by gender is not equal for men and women because the majority of teachers in Albania are women. Hence, 74.5% of the respondents were women while the rest, 25.5%, were men. As far as teachers' seniority is concerned, the majority of them have work experience of 5 to 30 years.

### **3.7.1 Teachers' opinions of their education and training system**

The evaluation provided by teachers concerning the current system of elementary cycle teachers' preparation at Albanian universities indicates a need to change the education system in terms of teachers' preparation. Over 65% of those questioned accept that this system has shortcomings. Further, 25% of those questioned called for radical changes. Only 2.8% of the respondents accept this preparation system and stated this it is good.

The majority of respondents have a teacher's preparation diploma, i.e. 82.55% of them. The teachers admit that a university education is helpful in their teaching



profession, however, they detect a need for continuous professional development. This was confirmed by 32.21% of the people interviewed. 26.85% of the teachers would like to obtain a bachelor's diploma according to the new preparation system that is in line with the Bologna process. Those who would like to get a master's degree represent 24.16% while PhD aspirants make up 6.04% of the teachers. 4.03% of the interviewed teachers are unhappy with their diploma, whereas those who do not have a diploma but have undergone on-the-job training represent 21.48% of the teachers.

These figures match the qualitative analyses and evaluations of the teachers' preparation system made by the faculties or departments leaders. They also identify a growing need for changes to be made to the system of teachers' preparation in Albania.

### 3.8 Institutional views of teachers in the teacher education and training system

There were 12 institutions involved in the survey. Nine of them were institutions of the public system of pre-service teacher education and training, one was the national state centre for in-service training and qualification and the other two were NGOs that offer in-service teacher training.

The data from the questionnaires agree with the actual state of teacher education and training. All of these institutions are far from the standards required by the Bologna process and still lacking the necessary entry point standards in order to start the process.

Similarly, the National Centre of In-service Teacher Training and Qualification has no clear role and tasks in its position as an aide to the Ministry of Education in policy-making and the co-ordination of different offers coming from governmental or non-governmental institutions based on the needs assessed by this Centre.

#### 3.8.1 Co-operation among higher education institutions

The co-operation between faculties of pre-service teacher education and public school networks, which meet different needs in the process of a teacher's preparation, sometimes seems to be at good levels and sometimes it appears to be fractionalised. The nature of the professional partnership between schools and universities of pre-service teacher education is unclear and there are no binding documents or rules set by the Ministry of Education and Science to regulate this relationship. Nevertheless, the roots of professional co-operation may be found in the following elements.

*First*, a formal agreement is signed between faculties and the Regional Directorates of Education for the establishment of school networks in which the students may

carry out professional practice. The framework of the co-operation agreement is very simple and does not contain a description of tasks, responsibilities, ethical standards, sanctions or legal amendments. These co-operation agreements also have no financial effects.

*Second*, schools are interested in having experienced teachers who will be ready to help teacher students.

*Third*, the process of teaching practice is already a routine task for many faculties. Specialists who deal with drafting programmes for teachers' preparation at universities are ready to envisage in these programmes the formation of practical skills outside of university auditoriums. The teachers co-operate in the field of monitoring student teaching. They try to find a space to play the role of the mentor of the student. They use their own standards to report on the progress of the teaching hours taught by the student during their practice.

The figures indicate that around 92% of mentor teachers are ready to help students and transmit their teaching experience to them.

*Fourth*, an assessment of motivation is observed among the teachers of public and private schools in terms of co-operating concerning scientific research. The school staff wants to co-operate with the university. The data indicate that 89.26% of those interviewed want to co-operate in research and co-operation projects with the university.

In spite of the positive systematic or sporadic desire of teachers to co-operate with the university, this co-operation remains insufficient. The leaders of teachers' faculties and departments state that this low level results from:

- scarce financial resources, almost inexistence in some cases, for carrying out research work;
- the low level of participation of teachers in discussions about university curricula for teacher education and training;
- the lack of research projects in the teaching area; and
- the non-commitment of teachers as partners in the universities' publications of a pedagogical character.

*Fifth*, co-operation is also expressed in the implementation of programmes for teachers' qualifications. Currently, this level of co-operation is low. The school does not yet consider the university as a centre that offers qualification services since the university is excluded from the teachers' qualification scheme. The universities themselves are making little effort to institutionalise the serving role in the community.

### 3.8.2 Co-operation with the school

The school or pedagogical practice is still performed at 'exercise' schools in line with traditional models in place for many decades. A few years ago, the *system of mentors* was carefully piloted and this successful experience has only been followed even today at one faculty, while the others have returned to the traditional practice.

Teaching practice is not actually orientated to the establishment of real co-operation with the school. The concentration of practice at only one school, the so-called exercise school, has become an outdated method and does not fulfil the needs of the faculties. Faculties must send students to some schools for practice which serve other purposes as well such as professional development, studies, researches etc, and the mentor teachers must become collaborators with the faculty. The Ministry of Education must become more active and take over all the necessary responsibilities to be included in the system of such a model.

## 4 National system of in-service teacher education and training

Human, political, social, professional and economic problems are standing in the way of the training and qualification of in-service teachers in Albania, just like in other countries.

Newly graduated high school teachers automatically obtain the title of teachers of the fourth degree qualification. After five years of experience in education, they may be trained in order to receive certification and pass on to the third degree of qualification; after five more years (a total of 10 years of work) they must be trained for the second degree, while after 20 years of work experience they may receive the first degree. This is the first system of teacher training, that of the qualification for attesting. After getting the certificate, the teachers receive an increase in their monthly salary.

Parallel to this system, teachers perform their continuous training through seminars/workshops held in the capital, at local administrative units and even at schools. The teacher's basic salary rises in two ways – in an automatic way according to seniority (2% every year) and for the qualification degree (with 5%,+5%,+10%, respectively after 5, 10 and 20 years of work in the education profession)

In-service training (which does not bring about an increase in the monthly salary) is formally speaking not compulsory but, nevertheless, teachers attend seminars/workshops even when they are not interested because of their contents or because of the trainer's specialisation.

As demonstrated, attesting is the articulation of many elements relating to the training, evaluation, certification and movement of teachers to a new qualification degree (III;II;I) and the increase in the monthly salary.

#### **4.1 The structures of in-service teacher training**

The national network of local trainers was set up in 1993 and remained in operation until 1998 when it was abolished by the Ministry of Education and Science. During the next two or three years, national teacher training sessions were not organised and very few local trainings were conducted. During this period, the MES tasked schools with the organisation of in-service teacher training courses through so-called internal training, something that did not have much national support.

On 1 February 2005, the Education Training and Qualification Centre (ETQC) was set up. This centre still has no statute of its own and if we include its other legal irregularities it is evident that its work is becoming even more difficult and the institution is unable to cope with the many requests for quality in-service training.

The universities conduct trainings not only in co-ordination with other centres but also by themselves directly with the teachers. These teachers serve as mentors for the teachers in terms of pedagogical practice in agreement with the RED. There is still some legal confusion as far as the basis for co-operation is concerned.

Due to changes in Albania's administrative division, the districts were done away with and regions were instead formed to replace them. Regional Education Directorates (RED) were established within them, whereas the education structures called District Education Offices (DEO) remained in the former districts. Regional Education Directorates are also composed of a department which is responsible for the training and consultation of teachers. On the other hand, the district education offices deal with the training and consultation of teachers as their main obligation.

##### **4.1.1 The objectives and contents of in-service teacher training**

Through in-service teacher training carried out by the national state training system teachers are trained to apply the changes occurring in the curricula of different subjects, introduce new subjects in school, improve the teaching process through effective methods and strategies, develop cross-curricula and extra-curricula knowledge, improve teachers' skills in the domain of student education and others. But teachers are also assuming new responsibilities to developing students' critical thinking, while applying the principles of the knowledge society, human rights, democratic education, global and European civilisation, health care and environmental education and so on.

##### **4.1.2 Organisation and conduct of training**

The workshops and different courses are organised as follows:

- a) The Education Training and Qualification Centre (ETQC) submits to RED the training programmes recommended for all subject profiles and school levels. REDs use the respective programmes to compile school programmes for the teachers of their regions. The programmes not only involve trainings on **excellence** in teaching, but also an upgrading of the teachers' qualification levels. The programmes are implemented throughout the academic year via seminars held in the regions, districts, groups of schools and within the school.
- b) The ETQC organises national workshops in Tirana with participants from all REDs, who may be employees of education directorates or teachers invited to hold trainings with their colleagues. In these workshops, the trainers are the authors of the programmes and new textbooks, experts in teaching and education methods, university lectures, super-teachers and others.
- c) The ETQC and IKS publish a series of pedagogical materials in support of RED that are also free for the teachers.
- d) There are cases where with their own trainers ETQC experts assist the trainings taking place in different regions.
- e) The Ministry of Education and Sciences also holds training workshops on different issues, including for the staff of the universities.

#### **4.1.3 Types of courses**

There are different kinds of courses:

- a) Training courses on the teaching of different subjects, which include all teachers according to the subjects they teach.
- b) Several-hour or one-day seminars at different schools, in which the training is multidisciplinary.
- c) Qualification courses for teachers.
- d) Courses on the training of school directors.
- e) Training courses for local trainers.

It is not only the national centres but also the local ones that often carry out specific trainings for teachers who have not graduated in education and for those teachers without the proper education. In Albania, there are about 8,000 such teachers (out of the total of 32,700 teachers). This is also confirmed by data from the questionnaire used in this study (question 1.5), according to which 20.13% of teachers have only completed secondary school studies. If we generalise this finding for all teachers at the national level, the figure goes up to more than 7,000 teachers.

#### **4.1.4 Organisations offering in-service teacher training**

In Albania, there are only a few organisations that offer quality training for teachers based on programmes aligned with teachers' needs. Many donor organisations have conducted short-term training activities which are generally based on what these organisations can offer rather than what the real training needs of teachers are. Nowadays, there is growing demand for quality in-service training activities, which in turn would have a direct impact on students' results. Still, there are limitations on what is being offered.

The main organisations offering training are listed below:

**Centre for Democratic Education (CDE)**

The Centre for Democratic Education is a non-profit organisation that supports change and education development by conducting a series of intellectual services in the areas of consultancy, research, training, education management, publications while it also promotes critical thinking, active and lifelong learning for every citizen in a democratic society. The CDE offers:

- consultancy in drafting documents related to educational policies, curricula and text books;
- certified training courses for teachers that are concentrated on Methods of Reading and Writing for Critical Thinking (RWCT);
- certified training courses for trainers on RWCT, interactive teaching and learning strategies etc.;
- courses, workshops, summer schools, round tables, conferences and consultancy for beneficiaries and school supporters (parents, school administrators, education directors, university students);
- the publication of manuals and books based on modern methodologies, training modules and guidebooks, reference books and materials, products of the CDE's activities; and
- the drafting of didactical and educational materials that promote interactive teaching and learning.

The CDE has a licence for implementing the RWCT programme in Albania through a certified workshop cycle in two levels. The workshops are of an interactive nature, whereby participants have an opportunity to work on an individual basis, in pairs or small groups to discuss and exchange opinions and experiences. The methods used in the workshops are useful and applicable in every school subject and in all grades of pre-university education. The programme is based on professional standards.

At the same time, the CDE offers additional programmes and professional publications for teachers and education managers and administrators. The CDE has published for the first time in Albania a catalogue of available professional services and education-related publications.

**Step-By-Step Centre (SSC)**

The Step-by-Step Centre (SSC) works to achieve its goals by offering consultancy work, training and technical assistance during early childhood to all its partners. The Step-by-Step programme has been implemented in Albania since 1994.

The SSC's mission is to create models and promote the principles of democracy in early childhood education in Albania. The main objective of the SSC is to contribute to the development of early childhood education in Albania and to the improvement of the quality of services in early childhood education, through:

- consolidation of a step-by-step network of teachers, parents and beyond while modelling a qualitative programme for early childhood education;
- the preservation and promotion of high standards for the programme while it is expanding in Albania; and
- expanding early childhood education methodology in co-operation with other interested partners.

**Human Development Centre (HDC)**

While striving to fulfil its mission of teachers and youth training the Human Development Centre carries out the following activities:

- psychological, sociological and education studies;
- training for students, teachers, parents, communities;
- publications in the areas of education and psychology aimed at assisting teachers, students, parents, communities etc.; and
- psycho-social services for schools and communities.

Over the years the HDC has organised various activities in co-operation with other organisations along with several studies and projects.

**4.2 Legislation**

According to the Standard Provisions (on pre-university education) signed by the Minister of Education and Science on 20 September 2002, a teacher has the right to be qualified and select the methods to use while teaching but, in addition to that, the aforesaid by-laws describe neither the specific rights of teachers regarding their training nor the organisation schemes, salaries, modalities of drafting the budget, allocation of funds and others. These legal deficiencies create negative consequences particularly in the system of the qualification of teachers.

The legal vacuum is so great that the districts' education directorates, although they might have funds, do not have a law even for paying the trainers they could otherwise invite for the teacher trainings while they, according to the

Undergraduate Education Standards provisions, continue to be completely responsible for the qualification of teachers.

#### **4.2.2 The budget and financial possibilities for the qualifying teachers**

The education budget in Albania is very low, whereas the special budget for the training of teachers involves oscillations. In 2005, each of the 13 Region Education Directorate had a USD 5000 grant for in-service teacher training. This budget is insufficient to meet the great need for teacher training.

Data show that teachers claim they have no financial possibility to pay for their own qualifications. According to the answers they gave, about 43.1% of the teachers declared they could not afford a single day of qualification 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. With regard to the other question on the money they could spend on purchasing the pedagogical materials indispensable for their attestation, only a few teachers declared they had the opportunity to use small amounts.

### **4.3 Assessment of the qualifications of teachers**

As part of the national qualification activities, the internal assessment of trainers and seminars by participants through questionnaires is in use. Activities involving teachers without a proper education the assessment, in addition to the abovementioned method, also entail the reports of observers in 10 focused districts. These observers are considered internal for the institution which financed and supported the teachers' training, but are regarded as external for the local education authorities. External assessment, which would mean being independent of the assessed ones, is not made in Albania except by NGOs.

#### **4.3.1 Professional teacher standards**

Currently, there are no professional standards of working teachers. The EQTC is undergoing the process of compiling these standards. The Accreditation and Evaluation Centre for Higher Education has set up standards of pre-service teacher education faculties.

#### **4.3.2 Correlation between the assessment of teachers and their salary increases**

There is a distinction between the discussion of the increase in payment for attestation and the discussion on the increase in salary depending on the assessment of the teacher. The first discussion only regards one aspect of the activity of teachers, namely the upgrading of their qualification level, whereas the second also



regards other issues, for instance, the results of students, observations in the classroom, inspections, opinions of parents and others. It is a more difficult and delicate process before undertaking a similar step.

#### **4.3.3 Trainers of teachers and the training of trainers**

Over the last two years a series of qualifications in the districts ‘to prepare local capacities’, qualifications which do not involve the dimensions of a school for the training of trainers and teachers at work have been undertaken. The participants are no longer the local trainers who were trained over 1993-1997. Not only the Institute of Curricula and Standards (IQS) and EQTC experts, higher school teachers, inspectors from the Ministry of Education and Science, textbook authors and programmes, renowned didactic scholars, but also teachers and directors at the high professional level identified by their performance and different works are committed to the training of the trainers. The state continues to keep out of the training service area those independent organisations that have defied the state institutions by offering quality professional services.

#### **4.3.4 Individual needs of teachers**

The training needs of teachers are identified through several ways, such as:

- claims of teachers themselves concerning the practical necessities they encounter while working;
- changes to programmes and textbooks, or curricula in general;
- reports of school principals and inspectors; and
- new official acts issued.

Referring to point 2.7 of the questionnaire, the results show only 9.40% of the teachers declare that they always find their preferred topics at the training courses. About 74% of the teachers declare they find these topics often or rarely. It means that the system of the training working teachers is not continually addressing the needs of teachers, but only include topics and programmes the state authorities suppose are useful for teachers.

#### **4.3.5 Accreditation of teacher training centres**

Currently, neither a procedure nor an institution to conduct the accreditation of the centres training teachers exists. In addition to the state centres, many NGOs, foundations, inter-governmental organisations, which often do not have any relation to education in their denominations and statutes, deal with the training of teachers. It is the responsibility of the Ministry of Education to take care of the accreditation system of training programmes in order to normalise the situation and to orient these programmes in line with the national strategy’s goals.

The studies and training practices of teachers show that trainers often have an official status (they are appointed by the RED, ETQC, ICS and others), but they lack a professional status because they have not received the necessary training.

From the viewpoint of local trainers the training system is in crisis. The employees of local education authorities do not have a precise description of their work. That is why they often play the role of the trainer, instead of the role of manager and administrator.

Based on answers to question 2.11 of the questionnaire used in this study, with regard to the preparation and training of teachers only 2.68% of the teachers declare that these are good and do not need great changes. Further, 19-30% of teachers declare that the programmes of education and training should also concentrate on the contents of the subjects, teaching and learning, and practical necessities. This distribution of answers shows that none of these directions has been estimated to have been carried out well. This is also reinforced by the other alternative, according to which 25.5% of teachers declare that radical changes are indispensable. The fact that this answer is not given by the majority of teachers highlights that there is also positive experience in this domain which should be taken into account in order to progress.

According to the answer to question 2.2, only 11% of teachers have not been subjected to any training over the last year. But when one observes that only 11% of the teachers have been trained for six or more days, this means that many fewer teachers are trained for longer periods. Almost half of the teachers declare they have attended a single training day. If we take into consideration the way in which the trainings are often organised, many teachers might have assumed as a training day one of those days when in fact they only had a two-hour training session.

Referring to the answers to question 2.4, some 23.49% of the seminars have been organised by NGOs. This is a surprising figure concerning the wide range of trainings offered by NGOs and the need for their co-ordination with national programmes in the future.

If we interpret the answers to question 2.6.1, we should mention that the teachers do not find the seminars organised by higher schools useful because they, as in other countries, are highly oriented to academic materials and not to the actual performance of teachers.

The teachers find the trainings organised by public institutions subordinate to the Ministry of Education and the schools they work with more useful. In addition, they also appreciate the trainings conducted by school networks for the subjects they teach.

#### **4.3.6 School inspection system**

The school inspection system started operating as a separate department within the Ministry of Education and Science in 2003. At the moment, inspection is focused on the process of school evaluation by using a set of performance indicators. Another aspect of the inspection is in-service teacher training which represents another dimension of its activity.

The system needs to focus more on school development rather than school evaluation and use a mechanism for identifying teachers' needs for in-service training. There a lot to be done in order to have an effective inspection system, moving away from the previous model to the new one, as an effective tool for quality assurance in education.

## 5 Recent development and plan in teacher education and training

### 5.1 National Strategy

Currently, the education of teachers in Albanian university institutions does not follow a structured national strategy. Moreover, in the national education strategy the objectives of teacher education for the future are not clearly defined. The development of education, the profile and skills of good teachers, of the skills they should develop for accomplishing the strategic obligations of the education development for the 2005-2014 period are not mentioned in the national strategy of pre-university education development.

The programmes of teacher education are following another reform agenda. They are undergoing restructuring in the context of the Bologna declaration. The pressure on the input of teachers on the goals and programmes of teacher education appears to be great. It is observed that, in the context of the Bologna declaration, teachers' education should be addressed with a national reform platform. Although the national education strategy is a omnipotent political document which '*aims to treat the aspects of current situation and propose the measures and necessary interference for each of the main respective domains of the education sector,*'<sup>6</sup> it does not clearly define the commitments to teacher education and training. Through liberalisation, it is claimed that control will be gained over the standards declared as national. While demands in light of education for the coming decade are great, the obligations for the education of teachers remain unclear. This lack of clarity in the commitment of the education abilities of teachers may cause deformations of the goals of the education system in the country.

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<sup>6</sup> National Strategy on Pre-university Education, 2004, p.11.

The strategy summarises the idea of changes in the education under reform, but does not describe the restructuring process of teacher education and training thereby providing universities freedom to guess about the quality and profile of teachers as agents of change.

The strategy on pre-university education is oriented to the product and not to the process. The process of change is not described in it but only the features of the product that will stem from it. The process of teachers' preparation is also unclear and not addressed.

The strategy marks an effort for social, moral and political emancipation from higher-ranking bodies. The systemising reform demands the better integration of orientations and obligations from the higher-ranking bodies with the internal will for change, as well as with the institutions that prepare the change, an improved assessment of teachers' potential and needs.

## 5.2 Institutional strategies

The faculties of pre-service teacher education and training at all universities seem to have been in the need to have a strategy of their institutions for the education of teachers, as well as for the progress and other educational and scientific commitments. The faculties of elementary education and teaching, in an independent way and outside the framework of national planning, have attempted to develop local strategies. Through the local institutional strategies the following is generally aimed at:

- the consolidation of education of teachers of elementary schools and pre-school;
- opening of new branches of teaching to fulfil the diversity of necessities for teachers at regional and national levels as well as possible;
- equalisation of the diplomas of elementary schools with the diplomas of the secondary school issued by the University of Tirana;
- introduction of new courses of education and teaching aiming at the improvement of professional education of student teachers; and
- the transformation of universities to a regional centre in favour of in-service teacher education and training.

The local strategic formulations often remain on paper. They are un-coordinated in the national plan. It has still not become possible to generate a co-ordination force to implement the local strategies on teacher education. They often create overloading situations for the students, clashes of demands for university courses and others.

### 5.3 The Bologna Process

The Bologna process was soon presented to the universities as a need for reform dictated from above. It took time for the Bologna process to be transformed into an all-embracing movement for the reform of higher schools. As a consequence of the abovementioned impose and failure to find strategies, the presentation of reform ideas produced all possible reactions to the changes involved from resistance, non-clarity, fear, even crying through to the enthusiasm, persistence, haste and action. All of the faculties and departments that educate teachers in Albania have commenced work on the preparation of a reforming curricular process in conformity with the objectives determined by the Bologna declaration. Academic staff admits that, in spite of the achievements, it is high time for the compilation of a new curriculum to help in the modernisation of the national system of teacher education. The claim of reformers is to ensure a comparable quality of the university education of teachers with present European attitudes.

The academic university staff display a high degree of inclusion in the Bologna process. The institutions of teacher education responding to the request of the Ministry of Education and Science for implementation of the Bologna declaration have drafted local reform agendas. The current view of implementation of the Bologna process is represented below:

- a) The academic staff of the faculties of elementary schools and pre-school have structured the curricula of teacher education. Through a platform drafted by the Ministry of Education and Sciences, they have:
  - reformed the university curricula;
  - opened new courses;
  - accredited their curricula at the national level; and
  - discussed the future progress of the process.
- b) The faculties that train teachers of higher courses of the nine-grade schools and secondary schools still do not have a clear platform for preparing the education of teachers according to the Bologna declaration.

The reform agendas of the education of teachers for implementing the Bologna declaration have defined a 3+1 scheme of study years. The new curricular structure is to be applied without fundamental changes in:

- the compilation and contents of university courses;
- institutional management;
- ways of funding the university; and
- the diploma's supplement and others.

The process of compiling the teacher education curriculum according to the Bologna process has also taken the labour market into consideration. It reflects the actual needs of the teaching profession. The instruments used for analysing the

demand of teachers in the labour market and the tendencies of the development of pre-university education are somewhat suspicious. However, there is a tendency to educate teachers for two or more subjects in the school curricula. The intermediate profiles in specialisations seem to better match the mid-term needs of the education system expressed in the national strategy of pre-university education's development for the coming decade. These profiles also seem to better suit the labour market in remote areas, depopulated areas with small schools and low numbers of pupils.

#### **5.4.1 Assistance in compiling curricula according to the Bologna process**

The assistance made available during the process of preparing curricula has been very poor. In the faculties with departments of teaching, the system of credits is still not used. Currently, they are at the stage of this system's planning but so far this practice has not functioned. Assistance is also insufficient in this new field of assessment and accreditation. In these conditions, the assessment and ontogenical instruments which were selected to form the new system with are irregular. It was ascertained from the questionnaire that the forms of work used for defining the competencies in the teaching profession are:

- traditional tests (written and oral);
- seminars;
- essays, papers; and
- assignments.

#### **5.4.2 Mobility exchange**

Visits in the context of the training of lecturers in foreign universities have decreased over the last few years in comparison to the 1994-2000 period. Visits of staff occur as a result of individual contacts, individual applications to international programmes, and less so on the basis of inter-regional projects and stable institutional agreements with foreign universities. The visits made by staff to foreign institutions are estimated by the interviewed directors as being 'very important for the education of teachers' because they:

- increase the experience and professional skills of academic staff;
- include staff in research projects;
- provide staff with new teaching methodologies;
- present the European experience to Albanian teachers;
- create a new vision for teaching in general; and
- bring about the exchange of regional experience among universities and others.

Exchanges of students have so far been sporadic. Generally, neither exchanges of visits within the country or abroad have been practiced. Exchanges with foreign universities have been occasional and limited. However, it is widely believed that

student exchanges are a very important element for the quality preparation of students. There is no institutional practice in place, however, through the visits the experience of other universities is obtained, knowledge is compared and the European curricula for the education of teachers becomes better known.

#### **5.4.3 Accreditation of diploma and foreign courses**

As there is no system of accreditation with foreign universities, there is no full knowledge of the results of students coming from these universities. The universities still have partial knowledge of the results; they are making efforts to gain knowledge through the equalisation of courses and modules held in foreign universities.

#### **5.4.4 Observation of the quality of teachers' education**

The guarantee of quality remains one of the internal observation mechanisms of teacher education quality in Albanian faculties and occurs through the following:

- the observation of teaching activities;
- the level of knowledge acquisition; and
- research activities.

There is no practice of submitting students to an assessment of the teaching process in faculties or departments. There have only been some partial empirical efforts based on some questionnaires and not on examination mechanisms from the institutions specialising in the assessment of the quality of the teacher education process.

The heads of the faculties and departments of teaching put the following emphases on the main barriers to raising the quality of teacher education:

- lack of a national strategy of teacher education;
- lack of capable human resources also motivated for teaching;
- lack of opportunities for co-operating in international projects on the teaching process;
- absence of sufficient financial sources;
- lack of laboratories and a didactic base for quality teaching;
- the low level of students enrolled in teaching faculties;
- the still archaic management of the teaching-learning process in universities and elsewhere;
- the differing interpretations of quality;
- institutional resistance to the reform of teacher education;
- lack of readiness of academic staff to work in a different way;
- old schools, young teachers would be the same as new schools, archaic teachers; and

- parallel legislation in the reform.

## 6 International co-operation in teacher education and training

International co-operation has been secured through different programmes, with TEMPUS being the main one. Individual qualifications have been provided in different universities of the EU and JEP projects have been carried out. In spite of considerable investments, these programmes have not given the desired results. In addition, in the last year TEMPUS was represented by the end of the third stage of a project which was targeted at the augmentation of teaching quality in Southeast Europe. This project aimed at the democratisation of teacher training and the learning process in schools of the Southeast Europe region through the implementation of methods to ensure students' orientation.

The project aimed at the following:

- exchange of experiences with countries of the region;
- visits of academic staff;
- didactic materials;
- communication technology equipment; and
- pedagogical literature.

The Ministry of Education follows an all-inclusive policy of seeking chances for contacts in the light of a teacher's education and qualification. It has a website through which it informs the community of teachers and lecturers about participation in international qualification activities. The Ministry of Education does not provide other access to information (for instance a page linking to the national TV broadcaster, the daily press) to inform about qualification opportunities. As a result, the number of people being informed on time and their participation is small. On the other hand, neither the Ministry nor the universities apply disseminated budgets in schools and departments so as to be managed in favour of those attending international activities. Participation in the international co-operation remains compromised because of the abovementioned factors and the language used in the activities.

At the Ministry of Education there are no priorities for regional co-operation, except on paper. The protocol of agreements among Albania, Greece and Macedonia is present but so far no party has allocated respective budgets for implementation of the agreements.



## 7 Conclusions and recommendations

Referring to the abovementioned analysis, based on the existing situation of training, qualification and initial teacher education in the national priorities of education, as well as in demands to meet the objectives of the Bologna declaration several conclusions were drawn and recommendations formulated as shown below.

### 7.1 Structures of teaching plans and subjects

#### *Conclusion*

The listing of subjects in the teaching curricula is prepared without having a clear objective of the branches of study, characteristics of the competencies which a student should have a good command of after the completion of their studies. The selection of subjects is based on the offers of pedagogues of each faculty, but not on demand. Teaching practice is not given the ranking it deserves for providing students the necessary skills to give lessons. The preparation of curricula is traditional and based on the conveying of knowledge more than on its creation.

#### *Recommendations*

The subject structure should be divided into four main blocks:

- the subjects of basis academic education;
- professional education which includes the subjects of education sciences and methodology;
- teaching practice; and
- optional subjects.

Teaching practice should occupy a great part of the overall volume of the education of pre-school teachers in the pre-school system, namely about 50%, for the teachers of elementary schools about 30-35%, and for subject teachers about 25-30%.

The definition of credits, ECTS, has almost been standardised in all European countries. This estimation accounts for the fact that a subject contributes to more than a single one.

Curricula of teacher education should be more oriented to:

- the process;
- the issue;
- the project; and
- research of an implemental nature.

## 7.2 Assessment and evaluation system

### ***Conclusion***

- The current ECTS system does not meet two conditions, namely transparency and comparativeness. The calculation of marks is partial.
- The assessment and evaluation system at present is based on the control of quality and little attention is paid to the mechanism of quality assurance.
- The assessment through written tests is overestimated and other methods of oral tests and written work of students like essays, assignments, research papers, personal files almost do not exist at all.
- The faculties do not provide full information for students and all people interested in the study courses/ branches they offer.

### ***Recommendation***

The system of courses assessment based on ECTS was prepared according to the guidelines<sup>7</sup>. The assessment of students should encompass all forms and occur during the whole year through written works, discussions in lectures, personal files and others. Every faculty should compile an information package with the main data on faculty, departments, study courses and others. The quality should be assessed according to standards in order to secure information about the programmes initially in the country and later abroad.

## 7.3 Study in three cycles

### ***Conclusion***

The three-cycle study is still at its beginning and the Ministry of Education and Science has made a decision on the joint contents of 70 subjects. There are no competencies or standards that students can be provided with and this itself has raised the unclearness and irregularities seen in the structure of subjects.

### ***Recommendation***

Professional studies for the teachers of secondary schools should be completed in a separate year from the first cycle, in the fourth year, that would last up to three semesters in the teaching faculty (if established) or close to the Faculty of Social Sciences completed with the awarding of a teaching certificate/licence.

Competencies and professional standards should be compiled for all study cycles.

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<sup>7</sup> ECTS User's Guide - European Credit Transfer and Accumulation System and the Diploma Supplement, Directorate-General for Education and Culture, Brussels 14 February 2005.

The exchange of visits by university teachers and temporary short-term visits of emigrated university teachers should start.

#### 7.4 Partnership with schools and other education institutions

##### *Conclusion*

The higher school institutions' teaching faculties have formal relations with the school which do not provide for real co-operation between them. The practices of students are reduced and do not secure provision with complete teaching skills. They are held in a single school which does not meet the demands and needs of the faculties. Teaching faculties do not provide services for the school and education system in general.

##### *Recommendation*

The faculties should secure services for the school and education system as an opportunity for the generation of income leading towards financial autonomy and be transformed into regional centres of in-service teacher training and qualification.

The teaching practices should take place in some schools and the Ministry of Education and Science should clearly ensure the stabilising of this important component.

Pedagogical practices should be left more space in accordance with the destination of the future student-teacher.

#### 7.5 Professional progress of staff

##### *Conclusion*

Once again, assistants and all people recruited do not have special training for teaching at the faculty. No centre or curricula exist for professional preparations for teaching higher education.

##### *Recommendation*

A specific curriculum for the professional education of staff in the teaching faculties (but also in other faculties) should be prepared.

Centres for excellence in teaching should be established at the universities.

## 7.6 Basic skills – a precondition for enrollment

### ***Conclusion***

In the teaching faculties the quality of students attending courses is low.

The students lack fundamental skills without which they cannot carry out their studies. As a consequence, the teaching faculties comprise a poor teaching force.

### ***Recommendation***

The first semester of all faculties should be general and enable students to have a good command of foreign languages, academic writing, academic study and information technology.

## 7.7 Structure of teacher training

### ***Conclusion***

The current system of in-service teacher training and qualification is in a state of crisis. The activities conducted are not structured, disorganised and not accompanied by materials or consecutive activities. The trainers are not suitably prepared and do not have the professional status to handle the job. There is no state structure or institution to carry out the accreditation of the teacher education and training programmes.

### ***Recommendation***

- A national policy of teacher training and qualification which would take into account the increase of national and local capacities should be compiled.
- Trainings should be based on teachers' needs included in a professional catalogue.

## 7.8 Accreditation of teacher training programmes

### ***Conclusion***

There is no state structure or institution to carry out the accreditation of in-service teacher education and training programmes in Albania. Further, there is no mechanism in place to convert the existing programmes into credits that would be taken into account for professional development, a promotion or a salary increase. Similarly, teachers graduating from the universities do not get a licence issued by the employer, but a diploma that automatically gives them the right to enter the

teaching profession. The qualification procedure takes place later, thereby becoming a formal procedure based on teacher's seniority.

### **Recommendation**

- In-service training programmes should be accredited by a state institution.
- The implementation of teachers' licence-issuing procedures should start.

### **Instead of a postscriptum**

'There would be no knowledge society without radical changes in the systems of teacher education and training.'<sup>8</sup>

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# NATIONAL REPORT – AUSTRIA

*Barbara Friehs*

## 1 Setting the scene: the national education system

The general education system of Austria has some peculiar structures that to some extent were already overcome in many other countries years ago. A large percentage of children, but not all, attend kindergarten at age of three to six. From the age of six to ten they attend primary school, from ten to 14 lower secondary school, and from 14 to 18/19 they go to upper secondary school. Another option is to leave school altogether at 15 after one more year of pre-vocational training. In this case, pupils have to undergo three more years of part-time training in vocational schools combined with a vocational training (apprenticeship) at a company (dual system).

At the age of ten, children in Austria are separated and either continue their education in the *Hauptschule*, a comprehensive variant of lower secondary school, or in the *Allgemeinbildende Höhere Schule* (grammar school), a more academic and achievement-oriented version. Pupils at *Allgemeinbildende Höhere Schule* can continue their education in the same school for eight more years (lower and upper secondary levels) and finish it with A-levels. This diploma offers them access to all university study programmes in the country.

Less academic-oriented forms of upper secondary schools, the so-called *Berufsbildende Höhere Schulen*, also offer A-levels. Such institutions are mainly attended by those pupils who have left the *Allgemeinbildende Höhere Schule* after four years and pupils with high potential who have attended *Hauptschule* during the previous four years. These very popular upper secondary schools offer programmes that last for five years in business, technical fields or kindergarten pedagogy and not only grant A-levels but at the same time job qualifications (e.g. kindergarten teachers, secretaries, non-academic engineers). There are also separate upper secondary forms of the *Allgemeinbildende Höhere Schule* (*Oberstufenrealgymnasium*) that are mostly attended by former pupils of the *Hauptschule* in order to get their A-levels and by those dropping out of the long-term *Allgemeinbildende Höhere Schule* after four years.

Nowadays, the Austrian *Allgemeinbildende Höhere Schule* can no longer be regarded as an elite institution whose only objective is to prepare pupils for successful university studies. In urban areas like Vienna or Graz, up to 80% of all pupils attend at least four years of *Allgemeinbildende Höhere Schule*, whereas in



rural areas, sometimes due to a lack of a long-term *Allgemeinbildende Höhere Schule* with a lower secondary level, 70% or more start with the *Hauptschule*. Afterwards, they continue their education at the upper secondary level. In Austria it is an open secret that from grade 5 to 8 rural *Hauptschulen* often offer a more challenging programme than the *Allgemeinbildende Höhere Schulen* in larger cities, whereas *Hauptschulen* in urban areas are avoided by Austrian pupils and mainly attended by immigrant children (cf. Thonhauser/Eder 2002, 376).

Nevertheless, a segregated school system still exists in Austria and it is defended by an important number of people. In a recent survey, 59% of the Austrian population were against the abolition of the two different school types at the lower secondary level and in favour of the status quo (Die Presse 28. 04. 2005).

The vocational sector of the Austrian education system (*Berufsbildendes Schulwesen*) consists of four different types of schools: compulsory vocational education (*Berufsbildende Pflichtschule*; grades 9-11/12) organised as part-time schools in a dual system for apprentices, vocational schools at intermediate level (*Berufsbildende Mittlere Schulen*; grades 9-11), the already mentioned vocational schools that are specialised in business or technical education at the upper secondary level (*Berufsbildende Höhere Schulen*; grades 9-13) that lead to the A-level and 'Kollegs' (grades 13-14) providing programmes to obtain vocational qualifications for students holding a qualified school leaving certificate of the 'Allgemeinbildende Höhere Schule', for example in international business or accounting.

School is compulsory for nine years (nine grades) beginning at the age of six, with an optional additional three years of part-time schooling when doing an apprenticeship or four to five years of full-time schooling when aiming at the A-level-exams<sup>1</sup>. The legal basis for modern education in Austria is the School Organisation Act (*Schulorganisationsgesetz*) introduced in 1962. This Act finally replaced regulations dating back to the Habsburg Monarchy (until 1918) and the First Republic (1919-1938) (Buchberger/Seel 1999, 12). It created a normative basis for schools with clearly defined rights and duties for pupils, teachers and everybody else involved.

Since that time several amendments to the School Organisation Act have been made while keeping its basic structure unchanged (Friehs 2004, 28). In addition, due to the federal structure of the republic supplementary acts for compulsory education have to be passed by the parliaments of the nine Austrian provinces (*Landtage der Bundesländer*). Despite its federal structure, however, the Austrian education system is characterised by centralised structures in legislation and its

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1 In addition to polytechnical schools (*Polytechnische Schulen*) (grade 9), schools for special education (*Sonderschulen*) (grades 1-9), and vocational schools at the intermediate level (e.g. *Handelsschulen*) exist.

bureaucratic form of administration based on the principle of constitutional legality (*Legalitätsprinzip*).

This means that the state administration is bound by law with schools regarded as public institutions subject to the state administration. The Federal Ministry for Education, Science and Culture possesses far-reaching authority and independence with regard to syllabi, textbooks as well as the structure and organisation of teacher education in almost all aspects like the duration of programmes, structure of courses, certificates and exam regulations (Buchberger/Seel 1999, 35). The same applies to local education authorities in the nine provinces of Austria that have extensive responsibilities for teacher education for the college-level or in-service education of teachers. Schools as institutions are subject to the state administration with a clearly defined hierarchy and a high level of regulatory activity in Austria.

For decades all major legal decisions with regard to the Austrian education and training system needed a qualified majority in parliament (two-thirds of all parliamentary votes with 50% of the members of parliament being present). Enacting education laws required the same procedures as constitutional laws which made them resistant to quick modifications even when the government changed. For years this led to stability and a final consensus of all political and societal groups<sup>2</sup> but, on the other hand, also to rigidity and a lack of flexibility. Due to open discussions on the necessary restructuring of the education system in Austria in connection with disastrous results by some Austrian pupils in the PISA study, the qualified majority required for passing school laws was abolished at the beginning of May 2005.

Since the mid-1990s of the last century neo-liberal and to some extent neo-conservative ideologies have increasingly won ground in Austria which had been dominated by a social-democratic government for a long time. Closely related to sometimes narrowly conceived theories of human capital (cf. World Bank 1995)

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<sup>2</sup> 'Policy in Austria in general and education and training policy in particular follow a consensus model where many institutions, organisations and groups have to play important roles (e.g. with regard to the development of national syllabi). This consensus model reflects the political culture of Austria, where a pre-parliamentary space is of considerable importance. Concerning teacher education in addition to the bodies mentioned above the following groups are involved in this pre-parliamentary space. Churches (especially the Roman Catholic Church because of the treaty between the Republic of Austria and the Holy See/Konkordat), various chambers (e.g. federal chamber of commerce/Bundeswirtschaftskammer, chamber of employees/Arbeiterkammer) and the association of industrialists/Industriellenvereinigung, the trade union/Österreichischer Gewerkschaftsbund and its different organisations for different groups of teachers (e.g. for teachers educated at colleges of teacher education, teachers educated at universities), teacher associations/Lehrervereine of the different political parties, universities (e.g. conference of rectors), institutions of initial teacher education and administration (e.g. staff of ministries and local education authorities)' (Buchberger/Seel 1999, 78; cf. Popkewitz 1993).

education and training have increasingly been connected with economic and social policy issues (e.g. NAP 1998). Having become a member of the European Union in 1995 the problem definitions and education policies of the European Union have strongly begun to impact on the education discourse and on education policy in Austria (Buchberger/Seel 1999, 35).

## 2 Teachers at a glance

### 2.1 The teacher population

In 2003/04 124,766 teachers were employed at Austrian schools. 33,590 worked in elementary schools, 33,562 in general lower secondary schools (*Hauptschulen*) and more than 40,000 teachers in *Allgemeinbildende Höhere Schulen* (20,706) and *Berufsbildende Höhere Schulen* (19,690) teaching 1,232,576 pupils in 6,694 schools at different levels of the Austrian school system.

**Table 1.** Schools, Classes, Pupils and Teachers in 2002/2003

School types		Key figures
<i>Volksschulen</i> /Elementary Schools	Schools	3,299
	Classes	19,043
	Pupils	381,140
	Teachers	33,590
<i>Hauptschulen</i> /Lower Secondary Schools	Schools	1,159
	Classes	11,588
	Pupils	268,058
	Teachers	33,562
<i>Sonderschulen</i> /Schools for special education	Schools	271
	Classes	1,925
	Pupils	13,466
	Teachers	5,794
<i>Polytechnische Schulen</i> /Pre-vocational year	Schools	171
	Classes	905
	Pupils	20,626
	Teachers	2,011
<i>Allgemeinbildende Höhere Schulen</i> /Grammar schools)	Schools	333
	Classes	7,800
	Pupils	189,753
	Teachers	19,690

<i>Sonstige allgemeinbildende Schulen/Other general schools</i>	Schools	78
	Classes	401
	Pupils	6,031
	Teachers	536
<i>Berufsbildende Pflichtschulen/Vocational schools</i>	Schools	175
	Classes	5,571
	Pupils	127,806
	Teachers	4,563
<i>Berufsbildende Mittlere Schulen/Intermediate vocational schools</i>	Schools	696
	Classes	2,865
	Pupils	67,280
	Teachers	0 <sup>3</sup>
<i>Berufsbildende Höhere Schulen/Higher vocational schools</i>	Schools	353
	Classes	5,203
	Pupils	128,196
	Teachers	20,706
<i>Berufsbildende Akademien/Post-secondary colleges</i>	Schools	72
	Classes	153
	Pupils	3,818
	Teachers	167
<i>Mittlere Anstalten der Lehrer- und Erzieherbildung /Intermediate colleges for non-teaching education staff</i>	Schools	4
	Classes	0 <sup>4</sup>
	Pupils	3,820
	Teachers	0 <sup>5</sup>
<i>Höhere Anstalten der Lehrer- und Erzieherbildung/Higher colleges for non-teacher education staff</i>	Schools	48
	Classes	352
	Pupils	8,942
	Teachers	1,444
<i>Akademien der Lehrer- und Erzieherbildung/ Post-secondary colleges for non-teaching education staff</i>	Schools	35
	Classes	0 <sup>6</sup>
	Pupils	13,640
	Teachers	2,703
<b>TOTAL NUMBER</b>	<b>Schools</b>	<b>6,694</b>
	<b>Classes</b>	<b>55,806</b>
	<b>Pupils</b>	<b>1,232,576</b>
	<b>Teachers</b>	<b>124,766</b>

Source: Statistik Austria 2004

Some Austrian teachers have civil servant status and are appointed for life as career civil servants. They are employed by the public authorities at central (university-

<sup>3</sup> Teachers also teach at the higher vocational schools.

<sup>4</sup> Teachers also teach at the higher colleges of teacher training

<sup>5</sup> There is no class structure.

<sup>6</sup> There is no class structure.

trained teachers) or regional (compulsory school teachers) levels in accordance with a regulatory framework distinct from the legislation governing contractual relations in the public or private sectors. Other teachers are employed under contract and subject to general employment legislation. These two categories of employment status exist alongside each other (cf. Eurydice 2005, 216).

In the case of Austria, overall working time corresponds to the number of hours a week negotiated in accordance with collective bargaining agreements. This type of agreement also applies to teachers as civil servants. As a consequence, teachers' working time is defined in terms of the number of teaching hours together with the time needed for the preparation of lessons, assessment activities and other types of school work that do not require the presence of teachers at school.

The actual teaching workload of Austrian full-time teachers in hours per week depends on the school level they work on. In primary schools, teachers have to teach around 18.3 hours per week, in *Hauptschulen* 17.5 hours and in lower and upper secondary education (*Allgemeinbildende Höhere* and *Berufsbildende Höhere Schulen*) 16.7 hours on average (cf. Eurydice 2005, 224). In the latter school types, a so-called 'factor system' is applied to calculate the number of hours teachers actually have to spend within the classroom per week. The factor depends on the subjects they teach. Subject disciplines like languages that require a lot of time for preparations, corrections, assessments and tests have a higher factor than, for example, physical education. This is based on the assumption that the effort required by teachers of certain subjects is greater than those of other disciplines. As a consequence, this time is added to a teacher's teaching load and reduces their hours actually spent in the classroom. So, for example, an English teacher has to teach fewer hours than a sports teacher (Friebs 2004, 116). Outside of their timetabled classes, teachers are obliged to meet to work together co-operatively, participate in conferences and hold one office hour per week to talk to parents. Excursions, skiing trips and similar events are also organised and realised by teachers.

In Austria teacher salaries are fixed with reference to a salary scale generally determined at the national level. Where teachers are career civil servants, the salary scale may be established for the entire civil service, even if it includes special features related to the particular characteristics of the teaching profession. The only criterion governing progression on the scale is the lapse of time, e.g. the number of years of service, whereas additional qualifications and merits do not contribute to improving the income situation. There are usually no salary allowances and benefits other than those linked to length of service in Austria.

Salaries, however, rise with the level of education at which teachers work. Minimum basic teacher salaries in primary and general lower secondary education are lower than the country's per capita GDP. Teachers therefore need to have completed a certain number of years in service before their salary is higher than the

per capita GDP. In upper secondary education the situation is different, especially with regard to maximum salaries. In this case salaries may achieve more than double their original level.

**Table 2.** Minimum and maximum basic gross annual teacher salaries relative to per capita GDP<sup>7</sup>

Year of 2002/03	Primary education	Lower secondary education	Upper secondary education
Minimum	79.1	79.1	88.5
Maximum	165.0	165.0	199.3

Sources: Eurostat, Eurydice 2005

This fact, together with the bi-annual frequency of salary increases, may explain why teaching may be more attractive at some stages of a career than others. As teachers' salaries rise significantly throughout their entire career they are not inclined to leave the profession. In 2002, teachers accounted for 2.6% of the economically active population in Austria.

Women account for the majority of teachers in both primary and secondary education. However, their representation decreases the higher the education level they work at and nearly equals the number of their male colleagues at the upper secondary level.

**Table 3.** Percentage of women teachers in Austrian schools, 2001/02

ISCED 1-level	90.5 %
ISCED 2-level	66.2 %
ISCED 3-level	50.1 %

Source: Eurostat, Eurydice 2005

In most European countries, a substantial proportion of primary school teachers is in the 40 to 49 age group. In Austria the 30 to 39 and 40 to 49 age groups are the

<sup>7</sup> In order to compare the financial situation of teachers in various countries in the Eurostat/Eurydice survey the minimum and maximum basic teacher salaries, by education level, as a percentage of per capita gross domestic product (GDP) were set out and serve as an indicator of the standard of living of a country's population. This report provides a comparison of the salary status of teachers from one country to the next. The minimum salary is the salary received by teachers in the abovementioned circumstances at the start of their career. The maximum salary is the salary received by teachers in the abovementioned circumstances upon retirement or after a certain number of years of service.

largest among teachers, whereas teachers in secondary education are even older than those in primary schools.

**Table 4.** Distribution of teachers by age group

Year of 2001/02	Primary education (ISCED 1)	Secondary education (ISCED 2 and 3)
< 30 years	14.2	9.8
30-39 years	27.7	29.1
40-49 years	37.7	42.6
≥ 50 years	20.4	18.5

Source: Eurostat, Eurydice 2005

## 2.2 Teachers` qualification

Austrian teachers for different types of schools undergo different forms of education in different institutions with variations seen in the duration of courses and an implied difference in status later on. There are more than eight different types of pre-service teacher education bound to the different types of schools.

They are organised at separate institutions (e.g. colleges of teacher education/*Pädagogische Akademien*, colleges of vocational teacher education/*Berufspädagogische Akademien*, different faculties of universities, in-service teacher education institutes/*Pädagogisches Institute*) and at different levels of the education system (upper secondary level, post-secondary level, higher education). Moreover, they follow different systems (e.g. concurrent/integrated, 'sandwich' and consecutive models) and are rooted in completely different traditions (e.g. 'seminaristic' or 'academic traditions') (cf. Buchberger 1994). These differentiations are also carried over into in-service teacher education. Teachers educated at the university are offered programmes by the federal in-service teacher education institutes, whereas those educated at colleges of teacher education are offered programmes by the provincial institutes.

On a structural level this leads to a problematic situation as there is a high degree of separateness, a lack of permeability among existing teacher education programmes even though some recent changes intend to increase such permeability, and the ensuing lack of integration that also makes itself felt between pre-service teacher education and in-service teacher education (Buchberger/Seel 1999).

Decisions as to the structure and organisation of pre-service teacher education in almost all aspects (institutions, duration of programmes, course structures, exam regulations, certificates) are taken by parliament and ministries. Colleges of teacher

education (*Pädagogische Akademien*) as well as colleges of vocational teacher education (*Berufspädagogische Akademien*) have to follow national laws (e.g. the School Organisation Act/*Schulorganisationsgesetz*) and decrees (e.g. the syllabus for colleges of teacher education). They define the structure, aims and subjects that can be offered and the contents of teacher education programmes (cf. Buchberger/Riedl 1987, 1989).

Although the Constitution guarantees academic freedom to universities, national laws and decrees define the basic structure, aims and fields of study of pre-service teacher education programmes at universities (e.g. *Universitätsstudiengesetz* 1997 and 2002). Thus, all institutions of pre-service teacher education in Austria are still fairly similar in structure, even though the increased autonomy for universities and teacher education colleges has led to major changes in recent times.

The structure and organisation of teacher education are aimed at the different types of schools and the categories of teachers employed there. Colleges of teacher education and universities are the two main providers of pre-service teacher education. Colleges of teacher education have to educate teachers for compulsory schools (primary school, special education and *Hauptschule*).

They were established in 1967/1968 and have their origin in former teacher seminars (*Lehrerbildungsanstalten*) that were originally part of the upper secondary level of the education system. Rooted in a 'seminaristic tradition' (the '*ecole normale*' tradition) they still follow a concurrent model of pre-service teacher education, at which the four components of the programme (educational sciences/*Humanwissenschaften*, academic studies/*Fachstudien*, subject didactics/*(Fach-)Didaktiken*, teaching practice/*Schulpraktische Studien*) are studied in a parallel manner. A one-phase approach here implies that graduates of colleges of teacher education have the status of fully-fledged teachers (cf. Scheipl/Seel 2004, 204). Students receive a lot of teaching practice during their studies, however, in schools directly connected with the colleges (*Übungsschulen*).

Pre-service teacher education for teachers of general subjects at lower and upper secondary levels of the school system (*Allgemeinbildende Höhere Schule*; grades 5-8 and 9-12) and for teachers of general subjects at commercial and technical schools (*Berufsbildende Mittlere and Höhere Schulen*; grades 9-11-13) at universities is rooted in an 'academic tradition'. Its orientation leans towards the Humboldtian principle of '*Bildung durch Wissenschaft*' ('education through science') and focuses on the study of 'academic disciplines'. Students and teachers often complain about a lack of practical orientation during their studies.

The model of pre-service teacher education at universities is divided into two parts. The first one is organised by the universities themselves and the second by the respective local education authorities. Students obtain a master's degree upon the successful completion of the programme at a university. The second part focuses on teaching practice at a school under the mentorship of an experienced teacher. It



lasts for one year and a positive assessment of teaching practice is necessary for a novice teacher to receive the status of a fully-fledged teacher.

See Chapter 3.0. (National system of pre-service teacher education and training) for more detailed information.

### 3 National system of pre-service teacher education and training

#### 3.1 Pre-primary education (kindergarten)

Education at the pre-primary level (ages 3 to 6) is mainly provided in kindergarten. According to the Austrian law education in kindergartens is not part of the school system. This implies that the education of staff for kindergarten education is separate from teacher education and its institutions. It is not regarded as a genuine and integral part of teacher education in Austria. Therefore, the education of prospective personnel for kindergartens is organised at separate schools at the upper secondary level (*Bildungsanstalten für Kindergartenpädagogik*).

These nursery schools have training schools of their own (*Übungskindergarten*) where pupils do their teaching practice as part of the regular syllabus. Teaching staff at these institutions consists of two different groups. General subjects are taught by teachers who underwent regular teacher education studies in two subject disciplines at a university. Teachers for educational studies or psychology are also educated at universities and have got a degree in the respective subject. Methodology lessons and clinical supervision are offered by experienced kindergarten staff members.

Admission to *Bildungsanstalten für Kindergartenpädagogik* is possible at the earliest after the successful completion of lower secondary school (*Hauptschule* or the lower level of an *Allgemeinbildende Höhere Schule*) at the age of fourteen. All *Bildungsanstalten für Kindergartenpädagogik* have to follow the national syllabus. This national syllabus integrates general education, professional education (e.g. pedagogy, educational psychology, methodology), and kindergarten practice. The *Bildungsanstalt für Kindergartenpädagogik* lasts for five years and ends with A-level exams. Graduates can either apply for a job at a kindergarten right away or continue their studies at higher education institutions.

### 3.2 Teacher education at colleges of teacher education (*Pädagogische Akademien*)

Teachers intending to obtain a teaching certificate for elementary school (grades 1-4), *Hauptschule* (grades 5-8; lower secondary level), polytechnical courses (grade 9) or special education (grades 1-9) have to attend colleges of teacher education (*Pädagogische Akademien*). They were established in 1967/68 as schools at the post-secondary level for the initial education of teachers at the primary school level, teachers for special education and some teachers at the lower secondary level (*Hauptschule* and *Polytechnische Schule*).

The main law covering the development of curricula for teacher education at the primary level and for special education dates back to an amendment in 1982 (7. SchOG-Novelle). Teacher education for these levels was prolonged to three years and located at teacher education colleges. In 1975 (5. SchOG-Novelle; BGBl. 323/1975) the education of teachers at *Hauptschulen* was regulated. It also requires six semesters of study time, takes place at a teacher education college as well and requires majors in two subject disciplines.

An important step towards the further development of Austrian colleges of teacher education was the *Akademiestudiengesetz* (BGBl. 94/1999). This Academy Study Law stipulates the transformation of teacher education colleges into higher education institutions. By 2007 the *Pädagogische Akademien* will become '*Hochschulen für pädagogische Berufe*'. The Law itself and a connected decree passed on 11 January 2000 stipulate the framework within which autonomous decisions of individual colleges of teacher education are possible and necessary. In 2002 the *Akademiestudiengesetz* of 1999 was complemented by regulations concerning curricula and examination procedures.

The local study commissions (*Studienkommission*) that consist of six members of staff, three student representatives and one member of the regional education authority (the principal and the director of studies having only advisory functions) were empowered by these regulations to decide on the number of teaching units assigned to one of four areas of study (educational sciences, academic studies, subject didactics, and teaching practice).

Curricula are designed by individual departments but have to be decreed by the study commission of the teacher training college. The study commission is also responsible for quality management of the institution and the evaluation of courses and examinations. Respective measures are to be carried out as the joint responsibility of the director of studies at the teacher training college. The study commission is also responsible for designing tools for quality assurance (Gassner/Schratz 2000, 131) and thus has become a very influential body under the new law.

Financial issues are decided on two levels. On the central level, the money available for all teacher training colleges is allotted to individual institutions on the basis of a mutually agreed distribution scheme. Whereas the overall budget is a central issue, the distribution is an autonomous procedure among the 14 colleges of teacher education in Austria. All further financial decisions are taken locally even though some restrictions apply. Any new programme, for example, must not cost more than those already in operation (Gassner/Schratz 2000, 133).

There are nine state college of teacher education, and another five colleges are run by the Roman Catholic Church in Austria. So the country has a dense network of colleges of teacher education that also offer in-service education programmes. Going back to a 'seminaristic tradition' the programmes of colleges of teacher education consist of the already mentioned four components: educational sciences, academic studies, subject didactics and teaching practice (Buchberger/Seel 1999, 38).

The staff of colleges of teacher education consists of professors of educational sciences and/or academic disciplines. They must have finished studies at university level, have six years of teaching experience with excellent assessments and published some articles in respective journals. A second group consists of lecturers in subject didactics who either have to hold an academic diploma of a university or a teaching certificate of a college of teacher education. Research activities and teaching experience of at least six years are also required. Teachers at training schools (*Übungsschulen*) belong to the third group. They have to fulfil similar criteria for being appointed as lecturers.

Applicants who want to study at these colleges are required to have obtained a qualified school leaving certificate of an upper secondary school (A-levels). Preparatory courses are offered for applicants with experience in various occupations who do not hold a school leaving certificate of an upper secondary school but may take an entrance examination (*Studienberechtigungsprüfung*).

The programmes last a minimum of three years (six semesters). Study programmes at *Pädagogische Akademien* have to consist of 164 units<sup>8</sup> (lectures, seminars, tutorials etc.). This means an average of 27 teaching units per student per week. All students have to choose a first subject (either German, English or Mathematics) and a second one from a list of another twelve subject disciplines.

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<sup>8</sup> 'This figure of 164 units has been taken over into the new framework without change. It can be suspected that this did not happen on the basis of needs assessment or a general policy, nor on well-founded pedagogical thinking, but rather on account of pressure from the teachers' union, who want to preserve the teaching jobs as they are now' (Gassner/Schratz 2000, 137).

The total of 164 teaching units has to be allocated to four areas (cf. Buchberger/Riedl 1987):

Educational studies	25-45 units
Subject disciplines and subject didactics	65-80 units
Additional courses	10-30 units
School practice	25-30 units

The third legally pre-determined area is the number of ECTS credits to be obtained in the course of the programme. The law prescribes an exceedingly high number of 100 credits with examination status. Efforts have been made to reduce this number by bundling exams or other measures (cf. Gassner/Schratz 2000).

Colleges of teacher education may also offer additional programmes, for example in the fields of multicultural education or information and communication technology to even further qualify interested students. Studies at colleges of teacher education are usually completed with a final examination (*Lehramtsprüfung*). The successful completion of any programme offered at the *Pädagogische Akademie* permits one to apply for a teaching post without being obliged to take part in induction programmes (a one-phase approach). The former ‘probationary period’ was abolished by the School Organisation Act in 1962 so graduates can start teaching right away.

Each college of teacher education has a training school (*Übungsschule*) of its own where students do part of their teaching practice. Many teachers at these training schools are involved in research and the development of innovative practices (e.g. new methods of teaching and learning). Teaching practice is organised in small groups where one supervisor of the college, three co-operating teachers and around eight students form a quality circle (cf. Brenn et al. 1997; Buchberger et al. 1997).

In teacher education at the teacher training colleges practical aspects have high priority. The students are shown lessons on a regular basis in their first semester, and from the second semester onwards they teach and observe individual lessons regularly. In doing so, they are supported by an experienced teacher who guides them through preparations and gives detailed feedback after the lesson taught. In addition to this team of two students and one teacher, there is a supervisor from the teacher training college who frequently joins the lessons and also the feedback sessions afterwards. This hands-on approach carefully leads the students from simple teaching tasks to more complicated procedures and, eventually, totally independent and autonomous teaching. This system of teaching practice is generally regarded as one of the strengths of this education sector (Gassner/Schratz 2000, 130).

There is not much disagreement about the opinion that teacher education at teacher training colleges is generally less academic than that at universities. Whereas this

might be considered a weakness by some people, there are also good reasons for viewing this as a strength. Theories need to be grounded in practice, they must be relevant to the reality of a primary or secondary school; subject teaching must offer analogies, give transfer possibilities, or broaden a student's subject knowledge in a relevant way. In this context 'less academic' means being more down to earth and oriented to the actual needs of future teachers (Gassner/Schratz 2000, 128).

When in 2007 *Pädagogische Akademien* will become *Pädagogische Hochschule* they will change their status from institutions of the post-secondary to those of the tertiary level. Then, Austria will finally follow the same path as most other EU-member states and offer all teacher education – with the exception of kindergarten staff – at the university level. Also the still existing lack of permeability among teacher education programmes will be overcome as graduates from colleges of teacher education will be able to continue their studies at universities, even though the co-operation between the several commissions responsible for a smooth transition in the colleges and the institutes of teacher education at university level still leaves a lot to be desired.

It is a major step forward that at the newly developed '*Hochschulen für pädagogische Berufe*' finally B.A. programmes are being offered. Graduates of programmes for teachers at primary level or for special education can then continue their studies in education at universities. Graduates of teacher education programmes for *Hauptschulen* can already continue their studies in the second cycle of many programmes at universities as many Austrian institutions have already changed their study programmes from a diploma study programme to international B.A. and M.A. programmes (Scheipl/Seel 2004, 208).

During the six semesters of programme duration students have to attend approximately 2,500 units of tuition. Teachers for elementary school and special education have to train for all subjects of these forms. This is widely regarded as an obstacle to profound academic education. Independent, problem- and research-oriented learning of students cannot take place in such a short time.

Experts recommend either a redefinition of the aims and tasks of the curricula of teacher education at the compulsory level or the introduction of an induction period after having completed the programme and before entering the teaching profession (cf. Buchberger/Seel 1999). Another solution could be to introduce specialisation studies in two subjects taught in elementary school or to reduce training in all subjects in favour of a more academic approach. The most promising model seems to be a prolongation of the programmes to a four-year period.

Also the profoundness of the education programme for lower secondary schools (*Hauptschulen*) is in question due to its short duration. A stronger academic orientation and closer link with university programmes are among the suggestions for improvement.

In 2002/03 11,087 students (83.4% female) were enrolled in *Pädagogische Akademien* (colleges for teacher education) in Austria.

### 3.3 Teacher education at universities

In 2002/03 15,853 students were enrolled in teacher education programmes at Austrian universities. Teacher education for upper secondary schools has taken place at universities for a very long time. It has its roots in an 'academic tradition' influenced by the Humboldtian principle of '*Bildung durch Wissenschaft*' ('education through science') and is still mainly focused on the study of two academic disciplines chosen by students.

For more than a hundred years universities had only been obliged to provide the theoretical foundations in two academic subjects and educational studies for prospective teachers who, after the completion of their studies at university, had to take a state examination ('*Lehramtsprüfung für Höhere Schulen*'). The school administration was responsible for this examination. Having passed this state examination, graduates had to undergo practical training at schools organised and supervised by the school administration as well.

The regulations of 1971 that came into force in 1985 introduced teacher education at university as a '*Diplomstudium*' (diploma study programme). Finally, it became comparable to other sectors of research-oriented fields of study. These programmes now last for nine semesters and end with a final exam at the university and graduation at the tertiary level. Pre-service teacher education for teachers for '*Allgemeinbildende Höhere Schulen*' (lower and upper secondary school; grades 5-8 and 9-12) and general subjects at commercial and technical schools (*Berufsbildende Mittlere und Höhere Schulen*; grades 9-11/13) takes place at universities. The so-called '*Lehramt an Höheren Schulen*' still follows a two-phase approach.

Nowadays, the first part of the duration of nine semesters (4.5 years) takes place at university and, after the successful completion of the study programme, students obtain the academic degree '*Magister*' (similar to a master's degree). The second part consists of an internship of a duration of one year ('*Unterrichtspraktikum*'). It is organised as part of the responsibility of local education authorities and predominantly takes place at schools and at non-university in-service teacher education institutes (*Pädagogische Institute*) that are also subordinated to the local education authorities.

Staff for educating future teachers usually consists of two groups. Lessons in academic subject disciplines, subject didactics and educational sciences are offered by professors and lecturers of the various subject departments. Staff of centres for school practice (*Zentrum für das Schulpraktikum*) are responsible for the school

practice of prospective teachers. An unremunerated in-class placement at a local school for twelve consecutive weeks supervised by the teacher in charge of the class concerned, with a periodic assessment by teachers at the training institution, also forms part of the programme. This internship accounts for nine hours per semester and is part of any study programme pre-service teacher education at the university level.

Teaching staff in teacher education at universities is neither obliged to have teaching experience at schools nor to hold a teaching diploma or certificate. Many lecturers finished their studies in psychology or educational science. Therefore, often a lack of 'practical knowledge' can be observed and only theoretical information is transmitted.

Prospective students for teacher education study programmes need a school leaving certificate of an upper secondary school (A-levels) or have to pass the *Studienberechtigungsprüfung* (cf. entrance requirements of colleges of teacher education).

As mentioned, students in teacher education programmes have to choose two academic disciplines that are taught in Austrian *Allgemeinbildende* and *Berufsbildende Höhere Schulen*. At the end of their studies, they have to prepare a diploma thesis in one of these two subject disciplines. The degree that is awarded on completion of the study programme depends on the subject discipline the thesis was written in (*Magister phil.*, *Magister rer. nat.*, *Magister theol.* or *Magister art.* When majoring in business education the *Magister rer. soc.* is awarded). The fact that the thesis has to be written in one subject discipline implies that students are actively involved in scientific research in one of their subjects. Because of this and the limited amount of time devoted to studies in educational sciences prospective teachers only have very limited opportunities to get involved in research on professionally relevant topics in educational sciences or subject didactics (cf. Buchberger/Gruber 1996).

The curricula for teacher education at universities often convey the impression that there is some kind of 'superiority' of knowledge in academic disciplines compared to knowledge in educational sciences and professional competence. This attitude can also be observed with teacher students themselves. Therefore, studies in the academic disciplines especially during the second part of study programmes should be much more oriented to the needs of schools and their future teachers.

At the moment, studies in subject disciplines that are part of the humanities require 60 to 80 hours of workload per semester, studies in natural sciences 80 to 120, in religion studies 90 to 110, in business education 80 to 110 and in arts 80 to 140.

Of the total number of hours dedicated to study programmes, 20% to 25% are dedicated to subject didactics and subjects in educational science. Courses in education account for 12 to 14 hours per semester. According to the curricula of

the University of Graz (all other Austrian universities that offer teacher education programmes have similar curricula) they comprise three modules (cf. Scheipl/Seel 2004, 208):

#### **Education and Personality of Teachers**

- 1<sup>st</sup> cycle: The teaching profession (2 hours per semester)  
 2<sup>nd</sup> cycle: Education in schools (2 hours per semester)  
 Introduction to Educational Science (1 hour per semester)

#### **School and Teaching activities**

- 1<sup>st</sup> cycle: School and Society (2 hours per semester)  
 Theory of teaching/General didactics/General methodology (2 hours per semester)  
 2<sup>nd</sup> cycle: History of the education system (2 hours per semester)  
 Syllabi studies (1 hour per semester)

#### **Educational psychology and educational sociology**

- 1<sup>st</sup> cycle: Learning and motivational psychology (1 hour per semester)  
 Developmental psychology (1 hour per semester)  
 2<sup>nd</sup> cycle: Education in psychological and sociological aspects of the teaching profession (1 hour per semester)

Another big problem in teacher education at university level is the unclear structure of responsibility. Within the university, four institutes and/or departments have to share responsibility for teacher education. Departments of academic disciplines are responsible for the programmes for different subject disciplines. In addition, departments of educational sciences have to take responsibility for educational studies and centres for school practice for the practical part of the whole programme.

Subject didactic courses are regarded as part of studies in various subject disciplines and offered by the respective departments. There is usually no link to the department of educational science. As a consequence, relatively narrowly conceived conceptions of subject didactics mostly limited to subject methodology prevail (cf. Seel 1998).

In some university teacher education, the closer co-operation between universities and school authorities has already created tighter interconnections of theory and practice, however, these have been missing for a very long time. This has led to various models of the enhancing development, implementation and evaluation of innovative programmes (Gassner/Schratz 2000, 228).

The new regulations in 1997 (Universitäts-Studiengesetz BGBl. 48/1997) were aimed at introducing major changes in teacher education at the university level. As a consequence, teacher education has developed into an independent study



discipline (*Lehramt an Höheren Schulen*). Contents and structures of teacher education programmes are not aimed at the intentions of the scientific disciplines any longer but try to concentrate more on the needs and requirements of the teaching profession. This will also support the development of the stronger professional identity of teachers. Students who do not want to enter the teaching profession are now offered separate diploma study programmes in the respective disciplines. The future will show how successful these developments will be.

Neither the amendments of 1999 (Universitäts-Studiengesetz BGBl. 167/1999), nor later ones have had any influence on the structure of teacher education programmes so far as it is still a diploma study programme. Upon its completion a *Magister*-degree is awarded. B.A. and M.A. study programmes are not planned in teacher education at the moment (cf. a critical comment by H. Seel 2004<sup>9</sup>).

The second part of teacher training at universities is organised by the local education authorities and consists of a period of practice at a school (*Unterrichtspraktikum*) that lasts for one school year. 'Novice teachers' teach both their subjects with a reduced teaching load but in a relatively independent way. They spend a significant amount of time in the real working environment of a school, in which they are supposed to carry out the tasks incumbent on fully qualified teachers. As a consequence, they are also remunerated for their activity. The novice teachers have a supervising mentor at their side who is an experienced teacher with special training. He/she is also the one who evaluates the novice's performance at the end of the practical year. This induction phase includes an important supportive and supervisory dimension as well as the formal evaluation of teaching skills. It can be a very challenging and successful phase but also a frustrating time, depending mostly on the mentor.

In addition to the teaching load, novice teachers are obliged to follow courses at the *Pädagogischen Institut* that are mostly run by experienced teachers as well. These courses are also organised by the local education authorities and comprise subject-related topics, as well as classes in pedagogy, school law and psychology. Only after the successful completion of this year has the novice achieved the status of a fully-fledged teacher for lower and upper secondary schools (*Allgemeinbildende* and *Berufsbildende Höhere Schulen*). The *Unterrichtspraktikum* as a compulsory element signifies the important influence of the school administration on teacher education. On the other hand, it can be a valuable opportunity for young graduates to take their first professional steps within a 'protected environment'.

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<sup>9</sup> Scheipl, J./Seel, H. (2004): Das österreichische Bildungswesen am Übergang ins 21. Jahrhundert. Graz: Leykam, 210.

### 3.4 Teacher education for compulsory vocational education

Teachers at vocational schools (grades 10-12/13) and for practical subjects in vocational schools at the upper secondary level (grades 9-11/13) are educated at one of four colleges of vocational teacher education (*Berufspädagogische Akademien*) in Austria.

To be accepted at these colleges an applicant either needs a qualification as a master craftsman or an A-level certificate after at least thirteen years of schooling, at least two years of experience in a trade and participation in special introductory courses at in-service institutes for vocational teachers (*Berufspädagogisches Institut*) (cf. Buchberger/Seel 1999).

All programmes for the different types of teachers at vocational schools normally last two years and have to follow a national syllabus. They consist of subject studies, methodology and teaching practice and end with a final examination (*Lehramtsprüfung*). After the successful completion of this exam students get a teaching certificate for vocational schools.

### 3.5 Teacher education for commercial subjects in commercial schools and technical subjects in technical schools at middle and upper secondary levels

Teachers of commercial subjects in upper secondary schools (grades 9-11/13) are educated at the institutes of business education at universities. Requirements for entry are identical to those of teachers at other secondary schools. The programmes take nine semesters and consist of theoretical studies in business administration, subject didactics, educational sciences and teaching practice. On the successful completion of the diploma course, including the preparation of a diploma thesis<sup>10</sup>, students receive a 'Magister'-degree in business education. Employment as a fully-fledged teacher is only possible after two years of experience in a profession of relevance to the subjects to be taught in these types of schools.

Teachers of theoretical subjects in technical schools at the upper secondary level (e.g. engineering or construction) have to hold university degrees in their fields of specialisation which can usually be obtained after five years of study at a technical university. Professional teacher education is not available for this type of teachers. Employment as a teacher requires experience of at least two years in a relevant profession and a short introductory course organised by the *Pädagogischen Institut*.

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<sup>10</sup> Business education is the only subject discipline where students may submit their diploma thesis in either business education or in educational sciences. The first option is much more popular, however, because it offers better opportunities for those candidates that do not want to join the teaching force but try to get a job in private business later.

Comparable regulations apply for teachers at secondary schools and colleges for agriculture and forestry.

### 3.6 Teachers of religious studies

Teachers of religious studies are either trained at the faculties of theology at universities or at colleges of religious teacher education. The former are qualified to teach at lower and upper secondary institutions (*Allgemeinbildende* and *berufsbildende höhere Schulen*), the latter at compulsory-level institutions.

## 4 National system of in-service teacher education and training

In-service teacher training usually takes place at special colleges, the so-called *Pädagogischen Institute*. Courses are offered by university professors, experienced teacher colleagues or experts in a certain field. In order to be able to meet the needs of teachers of all school types, in-service teacher training colleges are sub-divided into several departments corresponding to the main school types, e.g. departments for general secondary schools, upper secondary commercial schools, or upper secondary technical schools. Seminars may be offered to teachers of one or several subjects or for teachers of one or several school types. At present, there are 23 *Pädagogische Institute* in Austria, ten of which are affiliated to the Catholic church and one to the Protestant Church.

In-service teacher education programmes are frequently organised as one- to five-day seminars with an emphasis on new approaches, new methodologies, overviews of the latest developments in a given field of study, aspects of professionalisation and networking, learning techniques, to name just a few areas.

Interested teachers have to apply for acceptance at a seminar and do not have to teach during the time of their training. They can only take five days off for professional development every year. Whether this is enough for efficient in-service teacher training is more than doubtful as not so many courses are offered during vacation times. Teachers attend about one-third of their in-service teacher education during their holidays, the other two-thirds are during their regular working time.

Separate in-service teacher training colleges have been established for teachers of religious studies (*Religionspädagogische Institute*) and for teachers in the field of agriculture and forestry (*Land- and forstwirtschaftliches Berufspädagogisches Institut*).

Budgetary and curricula matters of the *Pädagogische Institute* are regulated by directives and guidelines issued by the Federal Ministry of Education, Science and

Culture and the respective regional education board. In Austria, in-service teacher training has not been given the importance it actually deserves yet. This view is supported by the fact that there is an enormous imbalance between the resources and funds available for initial teacher education compared to the expenditure on in-service training.

Besides the training units offered at the *Pädagogischen Institute* school-based in-service training courses have been increasingly developed all over Austria. The topics offered vary and are mostly adjusted to the immediate needs of the schools and teachers involved. School management, computer studies, classroom management or multicultural education are only a small selection of topics that have become the most popular lately. This can be seen as a very positive development as Austria does not have a strong tradition in teamwork among teachers. The attitude of being a 'lonely fighter' behind closed classroom doors still predominates in Austrian schools. In-service teacher education with courses directly held at a specific school help to support co-operation activities within the institutions. Major improvements can already be observed with regard to dealing successfully with challenges related to decentralisation and the increased autonomy of institutional settings. The Ministry has introduced a scheme which allows schools to use five days of their teaching time for such in-service teacher education activities per year.

The efficiency and effectiveness of the in-service training institutes are often criticised especially by teachers at the upper secondary level. Courses offered often do not meet the needs of teachers. Also the quality of the seminars sometimes leaves a lot to be desired. On the other hand, teachers at elementary and *Hauptschule*-level seem to be quite satisfied with the programmes as more than 80% of teachers of these types of schools participate on a regular basis, approximately four and a half days per year (cf. Buchberger 1996).

Although the law defines taking part in in-service teacher education as a must for teachers, this does not necessarily mean that it has to be completed at a *Pädagogischen Institut*. A teacher can also attend seminars offered at the European level or do their studies in a completely independent way. When significant innovations are introduced into schools, special in-service teacher education courses can be made compulsory for all teachers at a certain institution (e.g. introduction of information and communication technology at the lower secondary level). The minimum annual time allocation for compulsory in-service training varies for the different types of schools in Austria. At the primary school level and ISCED level 2 (*Hauptschulen*), teachers have to undergo compulsory in-service training for 15 hours per year. For teachers at *Allgemein bildende* and *berufsbildende höhere Schulen* the amount of training is not specified.

The offer is there but participation rates for university-trained teachers at the secondary level are often unsatisfactory. Their lack of interest can partly be

explained by the fact that in Austria in-service training is not clearly linked to career advancements and salary increases. Not even a salary bonus is usually connected with active participation in in-service training programmes.

On the other hand, many teachers have developed a highly positive attitude to in-service teacher education so that there is also a high degree of participation in in-service teacher education, particularly among primary school teachers and teachers at lower secondary school (*Hauptschule*).

The *Pädagogische Institute* are also involved in the one-year *Unterrichtspraktikum* of novice teachers, they carry out certain research and development projects and provide support in school improvement projects (cf. Posch/Altricher 1997). 'Further education' courses are also offered at the *Pädagogische Institute*. Teachers interested in these courses eventually receive a certificate or diploma for special qualifications such as school management, intercultural education, or information and communication technology.

This is an area where there had been a clear overlap before the new legal situation was created in 1999. While courses leading to new qualifications can now be offered at teacher education institutions and/or at in-service teacher education institutions, the law requires the institutions involved to negotiate these programmes and make use of the resources available and any synergy effects. So there has been an important move away from competition towards co-operation and the bundling of resources (cf. Buchberger/Seel 1999).

Universities have only recently started offering postgraduate training programmes for formal degree options. Teachers who take up these new possibilities of postgraduate education can thus even receive additional academic degrees. A very interesting approach for the future is the 'European Doctorate in Teacher Education'.

More than 200 Austrian teachers participated in the research project 'Enhancing Professional Development of Education Practitioners and Teaching/Learning practices in SEE countries' and filled in the related questionnaires. The most important results concerning in-service teacher education are presented below.

More than 84% of Austrian teachers who participated in the survey found their pre-service education to be adequate to start working at school but in the beginning they needed a lot of practical teaching experience and in-service education and training. This demonstrates how important in-service teacher education has always been and still is at the beginning of one's teaching career.

60.8% of all surveyed teachers indicated they had participated in three to five seminars, workshops and/or other forms of in-service education and training during the last 12 months. 30.8% attended at least one or two in-service training courses and almost 5% six to ten courses or even more. These results show that Austrian teachers are very interested in further training opportunities. Especially workshops

organised by individual schools are very popular in Austria as they clearly meet the needs of the people working in the institution better than those offered by central authorities.

The main motivation for Austrian teachers to attend these seminars was their importance for their professional development (54.3%) and their impact on a possible professional promotion (39.1%). A very small number (1.8%) of all surveyed teachers felt an obligation to participate in seminars, which they regarded as boring. In most cases (61.2%), the courses attended partly contributed to the knowledge and skills of teachers needed for successful work at school. Only 14.2% regarded the seminars as important contributions to their knowledge and skills. 21.2% of the teachers had difficulties transferring the knowledge and skills acquired in those seminars and workshops into their daily school work as their approach was too theoretical and lacked practical information.

For their professional development more than 70% of Austrian teachers found it most or very important to actively participate in specialised conferences and/or seminars and school networks. The individual study of professional literature is also seen as an important way to support professional development as only 2.3% of all teachers do not regard this means as relevant at all.

Participation in a research project or the acquisition of an additional formal degree or official diploma are not as popular measures for the professional development of teachers in Austria. Those 7.8% who presumably might be interested in further education programmes in the future are teachers at the compulsory level. For them, continuing their graduate studies at the master's level could be promising.

Receiving a doctoral degree seems to be less attractive to teachers (1.8%), presumably due to the lack of opportunities for promotion in the Austrian school system. So it is not surprising that 20.7% of the surveyed teachers would prefer more in-service education and training and do not aim at a higher degree. 62.21% are even quite satisfied with their current degree and/or education.

The topics offered by in-service education and training programmes regarded as important or very important for their professional development were mainly in the field of their teaching subject (more than 70%) and in the area of methods of teaching, learning and assessment (more than 80%). In particular, assessment is a crucial topic for Austrian teachers as so much depends on their grading. Legal regulations are very specific in this area and teachers have to follow them precisely. So teachers are supposed to always know about modifications of the guidelines to avoid a wrong decision (cf. Friehs 2004, 126). To a lesser extent but still important for Austrian teachers are those topics on educational work with children with special needs (61.2%), co-operation with parents, the school environment etc. (58.4%), social and cultural aspects of education, ethics, and similar issues (60.7%), intercultural education and education for human rights (66.3%), as well as the development of skills in using information and

communication technology (59.9%). 52.9% of the surveyed teachers regarded the learning (mastering) of a foreign language as an important or very important element of an in-service teacher education programme, and 53.4% were interested or very interested in school and/or educational management.

It obviously is not always easy for some teachers to find adequate programmes within in-service teacher education. 39.1% of the teachers could only sometimes or in rare cases find their favourite topics in in-service education and training programmes. 58.5% were very satisfied, however, as the offers often or in most cases met their expectations.

According to the survey, 13.8% of Austrian teachers are willing to work with professors and/or researchers from higher education institutions coming to their school to do research on teaching, education etc., as they think that this could enhance co-operation between higher education institutions and schools as well as strengthen innovation in education. Another 42.4% would participate in such research/developmental projects because it could enhance their professional development. More than a third (36.4%) are less idealistic and want either opportunities for promotion at work or money for their co-operation. Only 3.6%, however, would have to be forced by the school leadership to work in a research project and 2.7% would refuse to participate as they do not regard such activities as part of their job.

## 5 Recent developments and plans in teacher education and training

The higher education sector in Austria is currently undergoing a fundamental process of reform. The reform movement started in 1993 with implementation of the University Organisation Act. This act promoted greater institutional autonomy, more efficient management structures and introduced the institutional evaluation of study programmes. The Universities Act of 2002, which amended and replaced the laws of 1993, introduced quality assurance procedures with a commitment to create a unified national system for accrediting all institutions of higher education under the Austrian Agency for Quality Assurance (cf. Gassner/Schratz 2000, 132).

The amendment to the University Studies Act in 1999 and implementation of the new Universities Act in 2002 also created the legal basis for introducing a two-tiered system of bachelor and master's degrees, which are currently being established over a ten-year period in accordance with the provisions of the Bologna Declaration.

All newly introduced study programmes are required to comply with the reformed structure. The ECTS (European Credit Transfer System) and the Diploma Supplement have also been introduced within the provisions of the 2002 laws.

New regulations in 1997 (Universitäts-Studiengesetz BGBl. 48/1997) were aimed at introducing major changes in teacher education at the university level. Teacher education has developed into an independent study discipline (*Lehramt an Höheren Schulen*). Contents and structures of teacher education programmes are not 'subordinated' to scientific disciplines any longer but have started to aim more at the needs and requirements of the teaching profession. This shall also support the development of the stronger professional identity of teachers. Students who do not want to enter the teaching profession are now offered separate diploma study programmes in their respective disciplines. In other words, teacher education at the university level has achieved a higher level of recognition and importance than ever before.

However, neither the amendments of 1999 (Universitäts-Studiengesetz BGBl. 167/1999), nor later ones have had any influence on the structure of teacher education programmes so far. Any teacher education programme is still a diploma study programme. Upon its completion a *Magister*-degree is awarded. B.A. and M.A. study programmes are not planned in teacher education at the moment (cf. a critical comment by Seel 2004). So international comparability remains difficult.

Coincidentally, the Academy Study Law that is the basis for turning teacher training colleges into *Hochschulen für Pädagogische Berufe* (with bachelor programmes for prospective teachers) and the Bologna Declaration were both introduced in 1999. Upgrading the programmes at Austrian colleges of teacher education and changing the institutions into *Hochschulen für Pädagogische Berufe* is in line with the European trend and is bringing the country closer to the mainstream of European teacher education.

From 2007 onwards teachers of primary education and *Hauptschulen* will be educated at the tertiary level and receive a B.A. degree upon completion of the programme. If teachers with a B.A. for teaching at a *Hauptschule* want to continue their studies at the university level, they can enter the second cycle of the respective study programme at a university right away. Teachers at primary schools and special education institutions can also continue their studies after having received a B.A. degree as they can go on with the second cycle in educational studies. So permeability of the system is guaranteed, all teachers are trained at higher education institutions and receive an academic degree.

The only group not included in these reforms are kindergarten teachers. The education of pre-school teachers will not be relocated within teacher education and re-designed accordingly. According to the law of 1999, this sector is to stay in the upper secondary system. In the future, kindergarten staff will still be trained at special schools for *Kindergartenpädagogik* whose completion leads to A-levels but not to an academic degree. There are no specific plans yet to include this sector in the reforms ahead, which is indeed problematic. At the level of pre-school education, professionalism is as important as anywhere else. Locating the training



of future staff in a side-track of upper secondary education will not contribute to supporting their sense of professionalism (cf. Buchberger/Seel 1999).

One of the important messages that Austria has received from Europe is that teacher education has to be a top priority. On the way to a knowledge-based society, education will be the key for everyone to be enabled to participate in and share the opportunities society has to offer. Education will be the prerequisite for employability and social security.

Also teacher education has to react to these challenges and adapt its programmes to train prospective teachers to prepare them for their future tasks in the best possible way. Teacher education must include continuous professional development and lifelong learning in a much stronger way than today. Moreover, education will also have to make provisions for an intake of larger numbers of citizens who want to learn and acquire new skills later in life (cf. European Commission 2000, 7)

The Academy Study Law of 1999 is a promising first step. In its further development process, however, it will be essential to involve the people who actually work at colleges of teacher education and to not leave all decisions to policy-makers. The staff has to be invited to produce ideas, models and visions. The colleges themselves are called on to provide models for change in the area of curricula as well as those of organisational structures. All the changes are supposed to be cost-neutral however and should not affect student nor teacher time. This makes it a very difficult task (cf. Buchberger/Seel 1999).

It seems one of the big challenges to upgrade the colleges of teacher education together with the people working in them. This could mean that some staff members will want to go for a degree, that new staff will be needed with the highest degree and expertise in research, it might even mean that some staff members will have to leave. Designing and implementing action in this sensitive area will take courage, resolution, tact and patience.

The two types of teacher education which have grown over the decades will remain separated, and the chance to design a unified system of teacher education in Austria seems to be passing by once more. This is not to say that it is necessarily better to educate all teachers in one institution as much speaks in favour of diversity. On the other hand, similar demands in length of programmes, academic degree, and the pay scale can contribute a lot to the self-esteem and status of all teachers.

## 6 International co-operation in teacher education and training

An extensive range of scholarship programmes is available for students and graduates alike. Very popular are bilateral programmes with Austria's neighbouring countries, the Czech Republic, Slovakia and Hungary. Austria has maintained academic and educational co-operation programmes with these

countries for more than ten years now. Moreover, there is the Central European Exchange Programme for University Studies (CEEPUS) that has offered academic co-operation and mobility opportunities since 1995. Grants for postgraduate programmes in non-German-speaking countries, national financial contributions for Erasmus-grants, Fulbright grants, 'Österreich' grants for work on an Austria-related subject, 'Ernst Mach' grants for applicants from selected countries, 'Franz Werfel' grants for young university teachers of German language and Austrian literature) are among the most popular ones (cf. [www.grants.at](http://www.grants.at)).

For their study periods spent abroad in transnational, EU, government or university mobility programmes, outgoing students do not pay tuition fees at their Austrian home university (€ 363,- per semester). Also students coming to Austria within the framework of such programmes get a tuition waiver. Besides, there is a legal guarantee of academic recognition of study abroad periods for Austrian students, agreed between the student and the university in advance. Also the provinces of Austria offer various scholarship programmes for outgoing and for some incoming students. National grants for study programmes abroad allow study periods abroad for up to two years.

The University Act 2002 removed any legal obstacles to the universities awarding joint degrees. In addition to existing programmes, many universities are currently in the process of developing joint degrees which makes it difficult to give exact figures as they are steadily increasing.

At the universities, there is a great variety of integrated study programmes with some leading to genuine joint degrees which are jointly awarded by all participating institutions for programmes that have been jointly developed and which include study periods at all participating institutions. However, there are also other arrangements. Sometimes double degrees have to be awarded because of legal obstacles in partner institutions. Moreover, some institutions have agreements with partner institutions for the reciprocal recognition of study periods that can lead either to informal confirmations of a student's participation (usually awarded together with the diploma of the home institution) in this special type of mobility programme or to a double degree.

Austrian universities have been co-operating with both European as well as non-European institutions since the 1970s. Consequently, there is also a high number of co-operation agreements in teacher education programmes. Apart from Erasmus exchange programmes, the long and close regional co-operation between the Universities of Graz and Klagenfurt with universities in Slovenia and Italy has led to even more intensive Alps-Adria- programmes.

Erasmus exchanges and co-operation in quality assurance as well as other bilateral and multilateral programmes also exist at teacher training colleges. The Erasmus programme has introduced student and staff mobility to teacher training colleges and universities on a comparatively large scale. Meanwhile, it has become

institutionalised and turned into an important and attractive feature in teacher training. Due to ECTS, students can study abroad and have their work recognised as part of their programmes at their home institutions.

The participation of universities and colleges of teacher education in the Erasmus programme has brought about many very positive results both within these institutions of in-service teacher education (e.g. improvements in the curricula) and for students and staff who have had the opportunity to study abroad.

European Education Projects under Comenius have altogether been accepted very well by Austrian professionals and students. Former problems that existed with in-service teacher education under Comenius have been solved to a certain extent. The shape and coherence of the programmes have been improved as have application rates.

Moreover, a lot of international co-operation takes place through personal contacts of teachers with colleagues in other countries. Austrian teachers are very active in this respect and nearly every school offers one or several exchange programmes for pupils but also staff with other institutions mainly within the EU.

In conclusion, some figures for 2004 are presented to illustrate the activities of Austrian institutions. Within Comenius, 373 projects were submitted for evaluation, while 24 were projects to support foreign language learning and other 259 projects of different Austrian schools. 90 were school development projects.

Moreover, 15 Austrian prospective Austrian language teachers could work as language assistants in another EU country and 42 Austrian schools got one foreign student as a language assistant.

In-service teacher education courses in another country was of interest to 254 Austrian teachers. 208 applicants received a scholarship worth about € 1,400 each. The courses chosen mainly offered information on school management and school development and were held in either English or French. Teachers mainly booked courses in the United Kingdom, France and Ireland. In 2004 11 projects under Lingua were accepted in which Austrian institutions participated.

From the total of the 173 accepted Erasmus projects at Austrian universities and teacher education colleges, an important share are dedicated to teacher education programmes. Altogether, 3,821 students of all disciplines got the chance to participate in the programme in 2003/2004. 623 members of teaching staff at universities and teacher education colleges participated. Spain, Germany and the United Kingdom were the most popular destinations for both students and staff.

Almost half of all Austrian teachers surveyed in the present study are willing to work with teachers and pupils from schools in other countries from all over the world. This could take place within school networks, mobility programmes, exchange programmes, or similar activities. 14.75% prefer to work with people

from member states of the European Union. 29.49% indicate that they already have good experiences with such work and only 3.69% are not interested in these activities.

## 7 Conclusions and recommendations

After having outlined the most important features of the Austrian system of school and teacher education, a brief summary of the results of the survey and the outlook of the Austrian situation shall be presented.

According to the survey within the framework of the research project 'Enhancing the Professional Development of Education Practitioners and Teaching/Learning practices in SEE countries' 86.6% of Austrian teachers are quite satisfied with the pre-service education and training in their country. Half of them want the study programmes to put more stress on teaching subjects and contents and the others would prefer more specialised education contents (e.g. teaching, learning, assessment, communication etc.). About 5% of the teachers would like to see greater emphasis on practical experiences in relation to theoretical contents and another 6% do not think that major changes are needed at all.

According to 63.6% of Austrian teachers the provision of in-service education and training should be broadened with some topics which are currently not represented. 32.2% want the offer and quality of in-service education and training to be substantially increased. This means that one-third of the teachers surveyed are dissatisfied with the current situation in in-service training offers. Only 2.7% do not see a need for major changes.

At the moment, Austria is going through a phase of transition where established practices and regulations are being critically assessed and challenged, thereby losing their unquestioned and mandatory status. What seems unquestioned, however, is the division of teacher training into the two main strands according to the type of school where the future teachers will eventually work.

The school system for the age range of 10- to 14-year-olds will continue to consist of two different types of school, the *Hauptschule* and the lower level of the *Allgemeinbildende höhere Schule* in the future. Both are theoretically based on the same national curriculum, but there are two completely differently trained sets of teachers.

Teachers who teach at the primary or lower secondary level are educated at one of the 14 colleges of teacher education with a focus on pedagogical and social aspects. These colleges, where future teachers in primary schools, in the special education sector and polytechnics are also educated, will change their status and be upgraded to higher education institutions by 2007. Students will receive a bachelor degree on completion of the programmes by then.

The training for those teachers who teach at grammar and upper secondary schools will continue at universities, with a focus on academic skills and subject knowledge in the future as well. So the separation of the teacher education system will remain (cf. Gassner/Schratz 2000).

The study law passed in 1997 (*Universitätsstudiengesetz*) has opened up new directions for the design of studies at Austrian universities generally and teacher education in particular. Previously, studying at the university level to become a teacher mainly meant becoming a specialist in (mainly) two subject areas, based on the *Magister* study programmes in the respective scientific disciplines. Therefore, academic training in the disciplines of the chosen subject areas disconnected from the demands of school curricula used to dominate the teacher education study programmes. Only a small part of its total used to be dedicated to special didactics, pedagogy and practical training at schools.

Although studies in the subject areas remain dominant in the new curricular framework, the new study law opens up modified perspectives for future initial teacher education at the university level, which are very well characterised by Gassner/Schratz (2000).

- The study programme for initial teacher education will be separate from that leading to a degree in the academic discipline.
- A qualification profile for the teaching profession sets the standards for curriculum development, giving clear objectives of societal expectations of a future teacher and informing employers of what they can expect.
- Representatives of the profession are becoming part of the study commission to take the needs of the employer (i.e. regional education authorities) into consideration.
- Academic training has to be built around the demands of school curricula by linking the hitherto isolated training elements, didactical, pedagogical and school practical training within a holistic system.
- The first study year is built along a self-assessment concept which should provide students with sufficient authentic school experience to rethink their decision to become teachers.
- The academic requirements for the final exams leading to the master's degree are based on the practical requirements of the academic's future profession.

With regard to the teacher training colleges great efforts have been made by all different groups of staff to redesign programmes and incorporate the principles listed in the new laws. According to Gassner/Schratz (2000, 131), five points seem to be of special importance:

- Research, which used to be an off-shoot at teacher training colleges rather than a central activity of staff, will become an integral part of the teacher's profile in the future. Moreover, teaching at the teacher training college is to be connected with research and development in all fields related to teaching and learning.

- Study programmes need to be practice-oriented, including the integration of practical experiences of students and teachers.
- The European dimension needs to be emphasised in teaching as well as through national and international mobility.
- Study programmes have to include creative and artistic components, which seems to signal a step towards more holistic approaches.
- There has to be some emphasis on modern communication and information technologies, which clearly includes the Internet as a learning and teaching resource as well as new settings like video conferencing.

One strategic aim of the re-designing and re-structuring of teacher training programmes is the greater permeability and compatibility of the respective programmes. The first positive steps have been taken by acknowledgement of the degree from *Pädagogische Hochschule* as the first part of a university master's programme by 2007.

The restructuring of teacher education has affected all parts of teacher training, including the in-service system. Thus new laws for the development of new institutions of teacher training, the *Pädagogische Hochschulen* on one hand and the new study programmes for teacher education at the university level, requires the merger of pre- and in-service training institutions (cf. Buchberger/Seel 1999). This has caused compatibility problems because of fragmentation of the system as they have co-existed quite apart from each other and built up their own client-oriented subsystems paying little attention to the other subsystems. So far, promising solutions have not yet been presented.

In combination with predominating neo-liberal ideologies the education discourse in Austria seems to have been dominated by the following issues: quality of human resource development including the notion of lifelong learning; organisational, administrative and economic restructuring of the education sector in terms of the aspect of quality management; internationalisation, globalisation and mobility; growing importance of new multimedia technology; and the implementation of the European dimension in the education system (Gassner/Schratz 2000, 134) since Austria has become a member of the European Union in 1995. Education policies and education policy documents of the European Commission have gained a major influence on Austrian education politics (Buchberger/Seel 1999; cf. Novoa 1996).

According to Buchberger (1998; cf. Seel 2004), by adopting the issues and criteria defined in the education policy document of the European Commission (e.g. 'Teaching and learning: towards the learning society') new approaches in Austrian teacher education might lead to the following results:

1. Lifelong learning by means of continuous education and training of teachers and flexible models of qualification.
2. Restructuring of curricula and programmes of teacher education by strengthening the orientation to dynamic qualifications and flexibility.

3. Solving of problems of the academic as well as professional recognition of (teachers') diplomas.
4. Development and supply of additional open distance learning programmes.
5. Improvement of vocational education and teacher training in this field.
6. Improved implementation of multimedia.
7. Promotion of the European dimension in education, especially with regard to competence in three languages.

Except for teachers in special education and for teachers of technical subjects at the upper secondary level there is a growing surplus of young teachers. At the same time, the average age of Austrian teachers is over 40 years and significant retirements may not be expected in the near future. This fact implies that many children and juveniles are being taught by teachers who are members of their grandparents' generation. On the other hand, the decreasing pupil numbers are leading to a high unemployment rate among young teachers. Some of them might have to wait for as long as ten years to get their first job in the teaching profession. This especially applies to teachers at the compulsory level and those in secondary schools that teach subjects like English, German, History and Geography. Only disciplines like Mathematics, Physics and Chemistry still lack teachers in certain regions of Austria.

The supply of additional study programmes (*Zusatzstudien*) for prospective teachers is becoming more important in the further education of teachers to increase the 'market value' of unemployed teachers for other sectors of the professional world. Coherent measures to make efficient utilisation of this huge capacity of teachers have not yet been developed.

Another problem is the design of efficient in-service programmes for teachers that is becoming even more important as the age of teachers is constantly increasing. Participation in these courses shall be of an absolutely mandatory character and controlled throughout the system. The courses offered will have to be extended and improved. Their contents should be better adapted to meet the real needs of teachers.

A positive incentive involves the opportunities for sabbaticals for teachers that were opened up in 1998. These sabbaticals should also be extended in the future as they are a perfect way to reduce the burn-out syndrome and to broaden the horizon of members of the teaching force. When teachers want to go on a sabbatical they have to apply for it at the local education authorities. Then they receive 80% of their salary for five years, whereas the fifth year is taken as a sabbatical. After this year off they return to their job.

Career prospects for teachers are another topic that needs a lot of discussion in Austria. Nowadays, within the existing system of education the prospects of career advances for teachers are bad, if not non-existing. The hierarchical structures in schools are extremely flat which, however, can be regarded as a positive feature as

well. Besides the school principal and an administrator there are between 10 and 200 teachers who work in an Austrian school. A culture of 'equals among equals' prevails which usually guarantees a positive and comfortable climate among colleagues. On the other hand, such a structure does not offer opportunities for career advancement within a school. Whether the implementation of levels comparable to middle-management in the private sector is something teachers really want is unclear. Moreover, the business world is trying to reduce hierarchical levels and promote lean management. So it is more than doubtful if schools should move in a different direction.

So there basically remain three career options for teachers. First, teachers can apply for a principal position at a school, which means they move away from teaching into school administration and management. Another option is to move on to a post at the local education authority. Positions of school inspectors are very attractive as they are very powerful, there is a lot of influence connected with this job and the salaries are good. The problem with these posts is that the best applicant is not necessarily chosen but (party) political interests are often decisive in the appointment.

In former days the tenure track was an attractive part of the teaching profession. Tenure used to be connected in some way with merit and performance. Nowadays, tenure positions are being abolished and hardly available for teachers any more.

So the only real career options for teachers are moves into teacher education, either in pre-service or in-service teacher education. Very often, however, this is not a new post but additional work on top of a teaching load, sometimes it may be part of it. Teachers either offer lectures at universities or at the *Pädagogischen Institute*, which also improves their income to a certain extent. Qualifications for these posts are often acquired through years of 'good practice', experience of mentoring young colleagues or similar merits. Only a very small number of teachers ever makes it into institutionalised teacher training and gets employment at a teacher training college or at a university. A very good teaching record, a minimum of six years of teaching experience and some research papers are the basic requirements.

These are not very attractive prospects for ambitious Austrian teachers and they certainly contribute to an increasing number of dissatisfied people on the job. Education authorities will have to think of more offers for career advancements (Friehs 2004, 158). A look at the practices in other European countries may help to gather new ideas and launch incentives.

Whereas reflective teaching and action research have become mainstream methodological tools in a number of European countries, the large majority of teachers practicing in Austria are catching on relatively slowly and great effort will be needed to change this situation. Much can be learned about this field from colleagues in other countries.



With the transformation of the colleges of teacher education into *Pädagogische Hochschulen* many challenges will have to be conquered as well. An important one is the fact that a certain number of staff lacks an adequate qualification for working at an institution at the tertiary level. Measures for re-educating them will be necessary.

Another challenge is definitely the sharply increasing need for lifelong learning in the teaching profession. The times when teachers could be equipped with everything they needed for their professional life through pre-service teacher education have definitely gone. Rapid and drastic changes in our society, globalisation, and challenging technologies demand continuous learning on the part of every professional. Structures have to be developed that make this kind of lifelong learning easy to access and difficult to ignore.

At the same time, institutions have to change into learning organisations. Pre- and in-service teacher education will have to adapt to the changing needs and demands and this can only happen in dynamic institutions. The concept of change must have a positive connotation for everybody working in educational settings.

Change requires continuous evaluation to check if the innovations are still leading in the right direction. Quality management will gain even more importance at all education levels and it will be essential to make everybody get involved in quality management measures. So everyone has to be convinced of their significance and relevance for future developments in education.

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# NATIONAL REPORT – BOSNIA AND HERZEGOVINA

*Adila Pašalić-Kreso, Hasnija Muratović,  
Radmila Rangelov-Jusović, Dženana Trbić*

## 1 The Education System of Bosnia and Herzegovina

The State of Bosnia and Herzegovina (BH) consists of two entities, the Federation of BH and Republika Srpska (RS). The Federation of BH is further sub-divided into ten cantons, each of which has its own ministry which is fully empowered to run education. State-level competencies in the education sector are within the responsibility of the Ministry of Civil Affairs. The decentralising logic of the *Dayton Peace Agreement*<sup>1</sup> has made education a hostage to latent nationalism in BH. Politically, education is seen largely as a vehicle for creating three separate national histories, languages and cultures rather than as a way to develop a common state identity.

However, several reforms in education have recently been initiated and supported by the international community. In 2003 a ‘national’ policy for education reform was adopted by the entities’ ministers for education. It provides a framework for education reform up until 2010 and consists of six pledges<sup>2</sup>:

- accessibility and non-discrimination in education;
- modernisation and improvement of the quality of pre-school, primary and general secondary education;
- modernisation and improvement of the quality of vocational education;
- modernisation and improvement of the quality of higher education
- financing and management in education; and
- legislation in education.

In addition, the structural reform of primary education which introduces nine years of compulsory education has started but only in some parts of the country. The absence of a uniform duration of study has many consequences. Most dramatically, it is a serious potential impediment to the mobility of pupils which, in turn, may impede the freedom of movement. The following table shows education levels in BH in accordance with the ISCED levels:

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<sup>1</sup> According to the Dayton Peace Agreement, the state of Bosnia and Herzegovina is decentralised so as to create 12 administrative units.

<sup>2</sup> Education Reform: A Message to the People of BH, 2003.

**Table 1.** ISCED Levels of Education in Bosnia and Herzegovina

<b>Level 0</b>	Pre-school education (Age: 0 – 5 / 6)	
<b>Level 1</b>	'Old' primary	Reformed primary
	Lower primary school (grades 1–4) Age: 7 – 10	Primary school, cycles 1 and 2 (grades 1-6) Age: 6 - 11
<b>Level 2</b>	Upper primary school (grades 5–8) Age: 11 – 14	Primary school (cycle 3: grades 7–9) Age: 12 - 14
<b>Level 3</b>	Secondary school (grades 1 – 3 / 4) Age: 15 – 17 / 18	
<b>Level 4</b>	Post-secondary, non-tertiary education Duration: 2 years	
<b>Level 5</b>	Higher education - Faculties and Art Academies (BA and MA studies) Duration: BA – 3 / 4 yrs; MA – 2 yrs	
<b>Level 6</b>	PhD Studies (Duration: 3 yrs)	

## 2. Teachers at a Glance

### 2.1 The teachers' population in the education system of Bosnia and Herzegovina

Since all teachers in Bosnia and Herzegovina are government employees, in addition to acquiring an appropriate diploma in order to qualify to work in a public or private school they also have to take a professional exam.

Teaching in the first three or four grades of primary school is carried out by classroom teachers, whilst in the upper grades of primary school it is carried out by the subject teachers or secondary school teachers. As a rule, subject teachers have a two-year degree from an Academy of Pedagogy or from one of the Teachers' Training Colleges, whilst secondary school teachers have a four-year degree from one of the Teachers' Faculties. In vocational secondary schools teaching is carried out by secondary school vocational subject teachers. These teachers usually have a degree from non-educational faculties and are required to receive further training in the fields of pedagogy, psychology, didactics and methodology, as are the teachers of practical education in secondary vocational schools who are not normally required to have a four-year degree.

**Table 2.** Total number of teachers in BH

Level of education	Number of teachers
Primary education	23,219
Secondary education	10,854
Higher education	1,994

## 2.2 Brief history and traditions of teachers' education

The opening of the first higher education institution in Bosnia and Herzegovina is related to teachers' education. It was a two-year Higher School of Pedagogy that opened in 1945 in Sarajevo. It was followed by the opening of the Faculty of Philosophy in 1950, the Academy of Music in 1954, and in 1960 the Faculty of Natural Sciences and Mathematics. The number of Higher Schools of Pedagogy grew (Banja Luka, Mostar and Tuzla). The Higher School of Pedagogy in Sarajevo was transformed into a two-year Academy of Pedagogy in 1963.

The focus in the period between 1975 and 1990 was the development of higher education institutions in the area of technical and bio-medical sciences, whilst during the same period the development of higher education institutions for teachers' education stagnated. The lack of teachers was supplemented by graduates from other republics, mainly Serbia and Montenegro. During this time the development of education stagnated in general. The lack of public funding became one of the key destabilising components of the country's economy and consequently funds for education were significantly reduced. The salaries of education workers increasingly fell behind the salaries of other workers with the same level of education.

After 1969, when Secondary Teachers' Schools were abolished, teachers' education was performed at the higher education level entirely. In the pre-service teachers' education the emphasis was more on the content of knowledge than the method of teaching. Subjects covering general professional education (Pedagogy, Psychology, Didactics, Methodology of Teaching, Methodological Practice etc.) were insufficiently represented and, if they were, it was mostly in the final year of schooling.

Teachers' education in this period was performed at the Academy of Pedagogy and lasted two years and at the teachers' faculties it lasted four years. Future classroom teachers (from first to fourth grades of primary school) and subject teachers (for specific subjects taught from the fifth to eight grades of primary school) received their education at academies of pedagogy. The Academy of Pedagogy graduates received the title of classroom teacher and/or subject teacher (for one or two

subjects, whereby two subjects studies dominated). In principle, they could continue their studies at teachers' faculties upon taking supplemental exams. There was often a large number of those exams resulting in a relatively small number of teachers who opted for further education in the same field.

The graduates from teachers' faculties and academies of art could teach both in primary and secondary schools and took the title of professor (of one or two subjects). In the case of foreign languages, teacher/professor education was given exclusively at the faculty level and lasted four years. Teachers of vocational subjects in secondary education were graduates of another faculty (for example, Technical, Medical, Agricultural etc). When they started working in schools they were obliged to undergo the six-month or one-year training in Teaching Methodology and Practice in order to become qualified for teaching.

All new teachers were obliged to gain one year of work experience in schools and then to take the professional exam for independent educational work which would finally qualify them to work in schools. Academies of pedagogy and teachers' faculties were not legally responsible for following up the future work of their graduates in practice. This was carried out by the regional pedagogical institutes, although the majority of institutes did not have adequate human resources.

In the period from 1995-2005 the number of universities in Bosnia and Herzegovina increased from four to eight. By expanding the existing institutions or opening new education institutions for teachers' education, some cantons wanted to reduce or eliminate the lack of teaching personnel in certain fields in their regions. New study programmes such as Information Technology and Technical Education, Culture of Living, English Language etc., were offered at the existing teachers' faculties and academies of pedagogy. A new profile of higher education institutions for teachers' education under the names of the Faculty of Pedagogy and the Teachers' Faculty were formed which were, in their entirety, dedicated to the education of teachers from pre-school to primary school and secondary school levels up to the higher education institutions for the education of religion teachers.

This process of expansion and growth of higher education was accompanied by a range of difficulties: increasing regional dispersion and fragmentation of higher education institutions, with limited qualified teachers and other personnel, modest premises and equipment and, above all, a very poor level of financing such education in some cantons.

Up until the war in 1992 teachers had their Teachers' Association, which brought teachers together, organised some forms of professional development (lectures, promotion of new text books etc) and had two publications: *'Educational Magazine'* and *'Our School'*. Both magazines continued their activities but the activities of the Association all but died out in the years after the war.

### 3 National System of Pre-service Teacher Education and Training

#### 3.1 Institutions of pre-service teacher education in BH

Initial teacher education in Bosnia and Herzegovina is considerably more varied and more complex than in other European countries. The present situation is characterised by wide variety of institutions, years of studies, as well as the structure and organisation of institutions. At the moment, there are 8 public universities within which there are 26 higher education institutions for education of future teachers. These institutions have different names: Faculty of Philosophy, Natural Sciences and Mathematical Faculty, Faculty of Pedagogy, Academy of Pedagogy, Academy of Music, Academy of Arts, Teachers' Faculty, Faculty for Physical Education, amongst others. The length of studies varies as well. The graduates of two-year studies receive the title of teacher, while the graduates of four year studies are called a professor.

Private universities and faculties that recently opened (Sarajevo, Bijeljina, and Prijedor) do not cover teachers' education for the moment. Studies at faculties of philosophy in BH last four years for all programmes. This is the case with all other teachers' faculties, except for:

- the Natural Sciences and Mathematical Faculty in Sarajevo covers future teachers (two-year studies) and lecturers (four-year studies);
- the Faculty of Philosophy in Tuzla (pre-school teacher's education, classroom teacher's education, Technical Education studies and Information Technology studies lasting two years);
- the Faculty of Pedagogy in Mostar (pre-school and classroom teachers' studies lasting two years); and
- the Teachers' Faculty in Mostar (pre-school teachers' studies and classroom teachers' studies lasting two years).

The majority of higher education institutions mostly organise postgraduate studies in specific scientific areas. Postgraduate studies strictly oriented to the needs of education and teaching practice have been rare. The teacher Training College in Bijeljina organises studies in the Methodology of Classroom Teaching, while the Faculty of Philosophy in Sarajevo recently organised within the programme of co-operation with the Finnish government in BH master's studies on 'Individualisation and Inclusion in Education'. As a continuation of that co-operation, postgraduate studies (i.e. specialist studies for teacher-practitioners) are in progress at the moment in Banja Luka and Mostar, while activities for opening up studies in didactics for specific subjects are in progress at the Natural Sciences and Mathematical Faculties and the faculties of pedagogy.



The education of teaching personnel for the lower grades of primary schools (from first to fourth grade) is performed at the academies of pedagogy and the pedagogical and teachers' faculties, lasting for four years. The education of teaching personnel for the higher grades of primary schools (from fifth to eight grade) is mainly realised at teachers' faculties lasting two or four years. General Education subjects in secondary schools are taught by teachers with degrees from the teachers' faculties, such as Philosophy, Natural Sciences and Mathematics, Pedagogy, Faculties of Sports, Political Sciences, Academy of Music, Academy of Art. Vocational education subjects are taught by personnel with a corresponding higher education who took the training and got a certificate in Pedagogy, Psychology, Didactics, Methodology of Teaching or Methodological Practice from one of the higher education institutions for teachers' education. Teaching staff for working with children with special needs receive their education at the Faculty for Special Education. Religion teachers are formed and prepared for school teaching at special higher education institutions.

**Table 3.** List of pre-service teachers' education institutions in BH

<b>Name of the Institution</b>	<b>Years of study</b>
University of Banja Luka, Faculty of Philosophy	4
University of Banja Luka, Faculty of Natural Sciences and Mathematics	4
University of Sarajevo, Faculty of Philosophy	4
University of Sarajevo, Pedagogical Academy	4
University of Sarajevo, Faculty of Natural Sciences and Mathematics	2 and 4
University of East Sarajevo, Faculty of Philosophy	4
University of Tuzla, Faculty of Philosophy	4
University of Tuzla, Faculty of Education and Rehabilitation	4
University of Tuzla, Faculty of Natural Sciences and Mathematics	4
University of Zenica, Faculty of Pedagogy	2 and 4
University of Zenica, Islamic Pedagogical Academy	2
University of Bihac, Faculty of Pedagogy	2 and 4
University of Bihac, Islamic Pedagogic Academy	2
University «Dzermal Bijedic» Mostar, Pedagogic Academy	2
University of Mostar, Faculty of Pedagogy	4
Teacher Training College Bijeljina	4

### 3.2 Brief description of teaching qualifications

Teachers employed in pre-school and primary school education institutions have at least a two-year education received at a higher education institution or faculty. Teaching staff who have completed four years of study dominate in secondary schools.

As far as the higher education institutions' teachers are concerned, as a rule they must have a doctorate. Up until a few years ago it was possible for teachers to independently teach and manage a subject with a master's title at the academies of pedagogy. The lack of adequately qualified teaching personnel is still felt at the teachers' faculties and academies of pedagogy in BH. Many lecturers work at more than one higher education institution in order to fill in the gaps that exist because of the lack of personnel.

### 3.3 Characteristics of the existing curricula

Pre-service teacher education is primarily focused on theoretical knowledge which reflects the curricula. The contents of general education and vocational (i.e. academic) education take up considerably more teaching lessons and teaching contents than Pedagogical-Psychological and Didactical-Methodological contents, which contribute to education for the professional profiling of teachers. There is only a minimum of practical lessons left for teachers, although attitudes to the practical work of students varies from study to study.

The parallel model still dominates at teachers' faculties of all universities in Bosnia and Herzegovina, where students acquire knowledge in narrowly specialised subjects and general education subjects in PP and DM in parallel, without trying to master knowledge and skills on how to transfer their specialised education to pupils in a way that meets the needs of young people and society as a whole. They most often complete their formal education without knowing how to combine the two elements. The old attitude still dominates, namely that a good expert in their field does not require additional PP and DM education.

The curricula in Bosnia and Herzegovina are characterised by a large number of lectures and exercises – mainly in classrooms – which cannot maintain the active attention or interest of students with difficulties. In the last couple of years, students have increasingly given their teachers the message that the teaching is far removed from real life, well behind the latest achievements in specific areas and overloaded with unnecessary facts, definitions and phrases. This situation has a demotivating effect on students and the results they achieve. The poor results reflect the inefficiency of the higher education system which is, according to World Bank data, a very expensive form of education relative to the country's gross domestic income per capita.

Recently, the number of direct teaching lessons was reduced to 20-25 a week according to the Bologna process in order to free up as much space as possible for students' independent work, while curricula are being revised to eliminate, where possible, unnecessary historical introductions or overly broad theorising, especially where the main objective of teaching is the practical training of students. The issue of the ratio between the main subject of study and the general educational contents (PP DM) remains open. This issue will be resolved when the prevailing perception of a teacher of history or foreign language is not one of an expert in history or linguistics, but primarily belongs to the teacher profession *per se*.

### **3.3.1 Methods of teaching, learning and assessment**

Teaching methods were mostly evaluated as being dated and inefficient. Lecturers at the teachers' faculties mainly use verbal methods when teaching with very little practical demonstration and the use of appropriate equipment. Students are rarely offered a chance to ask, suggest or create teaching work themselves. It is necessary to encourage students much more than currently during the teaching process itself, while interactive methods also have to be introduced to teaching and there must be a proportional increase in seminar-like activities. Practical work outside the university or faculty remains an issue because it has to be systemically resolved between faculties and the institutions where students can gain their practical education. In regard to teaching, learning and assessment, the existing model leaves much space for students to not work regularly and encourages them to simply cram for large-volume exams after the two-semester lecture series.

The lecturer-student relationship at all universities is still traditional and hierarchical so that students, apart from having little opportunity to become involved in the teaching process itself, do not have the opportunity to fight for a higher quality teaching level nor to evaluate the lecturers. At Sarajevo University two surveys have been carried out on the quality of teaching. It simply resulted in the 'declaration' of good or bad lecturers without any further steps being taken to improve the quality of teaching. A separate issue is just how methodologically well-founded and expertly carried out these surveys were.

At most faculties knowledge tests are organised only after the entire body of lectures is completed (mainly over two semesters). There is no permanent knowledge testing and only a small number of lecturers provide the opportunity for a student to take exams in part, to do a preliminary exam or to have some other form of testing during the academic year. Exams are extensive, there is not enough expert material for all who wish to take an exam in the same term and, what is especially draining during exam terms for both lecturers and students, are oral exams. In fact, exams most often consist of a written part, a knowledge test or a few essay-type questions based on which a certain selection of students who qualify for the oral part of the exam is made. Then the exam is continued in the oral

form where lecturers and teachers establish a form of communication which, in most cases, is unpleasant. Many discussions are being held at the moment about ECTS, yet a very small number of institutions have started implementing the system of awarding points for teaching subjects and the level of results achieved by students. The majority of institutions surveyed responded that they still do not have the ECTS system but are planning its introduction in the future. However, in response to question 3.16 'which forms of evaluating certain competencies would you choose', all respondents said they would keep: 'traditional tests; (written and oral) exam'. They chose other forms of evaluation as well, such as seminar papers, essays, projects, practical problems etc., but it seems they are still not ready to relinquish the oral component of exams.

### **3.3.2 The position of subject teaching in the curricula**

Subject teaching at universities in Bosnia and Herzegovina are not always logically linked together so that a curriculum can guarantee the professional development and maturity of students for work in a certain profession. The situation at the teachers' faculties is not different. The proportion of general education, general vocation and narrowly specialised subjects is unbalanced, i.e. the optimal proportion of these contents has not been determined through research carried out amongst graduate students. The position and volume of subject teaching is often determined according to the lecturers and their particular authority or reputation. Sometimes the political standing of a lecturer is more important than their academic criteria.

The representation of pedagogical groups of subjects (Pedagogy, Psychology, Didactics and Methodics) at teachers' faculties is unsatisfactory at the moment.

What especially determines the quality of teachers' training at every level of education and age is: the number of lessons in an academic year, the number of subjects and their relevance to the professional profile of the teacher, the proportion between the contents of the major subject of study, the general vocational contents (PP and DM), and general education contents, the type and quality of practical work in teaching process, the length of the practical work itself, the quality of the teaching process, the quality of exercises, textbooks, manuals, the possibility of constant innovation of the teaching process for training teachers etc.

Both the new institutions and those established earlier are characterised by a great difference in understanding of the meaning of the programme of teachers' education. The advocates of one approach still prefer the contents of the teaching subject and neglect the Pedagogical-Psychological and Didactical-Methodical dimension of the teaching process, whilst others view both elements as mutually

related. At a certain number of faculties the practical form of education is completely neglected.<sup>3</sup>

The above statement can easily be confirmed by comparing the curricula of different study groups at the Faculty of Philosophy in Sarajevo.

### 3.3.3 The position of educational sciences in curricula

The imbalance between narrowly specialised education and general education on one side and Pedagogical-Psychological and Didactical-Methodical education on the other shows that the actual preparation of teachers for teaching work is receiving unacceptably insufficient care and attention. Teaching and preparing the future expert to be a successful teacher at the same time has been pushed aside and has the tendency of a constant gradual retreat, although feedback is there from the schools regarding inadequate preparation for direct work in the teaching process, work with pupils, team work with other teachers, for permanent professional improvement and professional development as pedagogues, and not only as experts in History, Foreign Language, Mathematics etc.

**Table 4.** Representation of the pedagogical group of subjects during study

Study Groups at the Faculty of Philosophy in Sarajevo	Total number of lectures in the course of studies	Total number of lectures in PP <sup>4</sup>	Total number of lectures in DM <sup>5</sup>	PP and DM %
Philosophy and Sociology Department	3,480	60	180	6.90%
History Department	3,630	60	60	3.31%
BH Literature Department	3,420	60	180	7.02%
Oriental Studies	3,240	90	90	5.56%
English Department	3,420	90	300	11.4%
German Department	3,450	60	240	8.7%
Romance Languages Department	3,630	60	120	4.96%

<sup>3</sup> Srebren Dizdar, *Development and Prospects of Teachers' Education in Bosnia and Herzegovina*, (Federal Ministry for Education, Science, Culture and Sport, Sarajevo, 1998), 89.

<sup>4</sup> Pedagogy-Psychology

<sup>5</sup> Didactic-Methodology

Examined in this way, the Pedagogical-Psychological and Didactical-Methodological university training of future secondary school teachers at the university reveals an extremely unfavourable situation considering how little room is left in the curricula for creating teaching personnel. Although variations exist between individual teachers' faculties, the treatment of PP and DM training is unsatisfactory everywhere and at a degrading level.

At the Natural Sciences and Mathematical Faculty, of the total number of lectures in the course of studies just 4-7% is left for Pedagogical-Psychological and Didactical-Methodological training.

At the Faculty for Sports this proportion is somewhat more favourable for PP and DM training and stands at 11%; at the Academy of Arts, PP and DM takes up 10% of the total number of lessons, and at the Academy of Music only around 2%. At the Faculty of Applied Sciences this general professional component makes up around 8% of the lessons.

The situation at the academies and faculties of pedagogy is somewhat better, with up to 20% of total lessons being assigned to PP and DM training. The Methodology of Teaching subject comprises lectures by professors, demonstration classes and practice work. Depending on the nature of a subject, the Methodology of Teaching practicum is available which mostly accommodates demonstrational experiment and laboratory work, necessary for teaching a given subject in primary or/and secondary schools.

The number of demonstration lessons and practice work in the Methodology of Teaching varies, with a minimum of 10 lessons in total. Most faculties do not have full professors/qualified lecturers, nor do they have the necessary assistant lecturers for teaching the Methodology of the Teaching Process. The Methodology of the Teaching Process is also taught by full professors who use this subject to fill their work quota.

The poor situation with human resources and inadequate material conditions do not allow the implementation of modern teaching technology and modern teaching equipment. Here, we need to add that contents concerning professional skills for managing the classroom and school, for adjusting instructions according to students' needs, for the curricular programming of educational work etc., are not represented in the education of future teachers.

#### **3.3.4 The position of educational (teaching) practice in curricula**

There are certain misunderstandings at BH teachers' faculties concerning the Didactics-Methodics practice in schools and the manner in which it is to be realised. At the majority of teachers' faculties the prevailing understanding is that the Didactics-Methodics practice should only be used in demonstration lessons. From almost the inception of certain teachers' faculties until today the obligations

of students in this regard have not changed. Each student is obliged to attend 10 demonstration lessons in a secondary or primary school and hold one lesson independently. The practice work at the higher education institutions which prepare teaching personnel proportionally reduces with the age of the students the teacher is preparing for. The older their future students are, the more the practice work of future teachers is proportionally reduced.

At the majority of teachers' faculties in Europe care is taken that, in the course of their studies, a student acquires not only a sufficient amount of practical knowledge and experience but is also able to do it in as many varied situations and institutions as possible, as required by modern life and education. In Bosnia and Herzegovina the numbers of practical lessons as well as the different types of institutions where these can be realised are not changing. Practical work is mostly carried out in kindergartens, primary and secondary schools. Although the future teachers in pre-school institutions and primary schools have a somewhat larger number of lessons planned for their practical work, the future secondary school teacher spends only 11 lessons on practical work without providing the opportunity to discuss the lessons, to critically consider them or analyse them. Such an attitude to teaching practice has lasted for decades now. Unfortunately, the representatives of higher education institutions for teachers' training still do not see the problem of this serious imbalance between 'theory' and practice, and only one representative of a higher education institution (out of the 10 covered in the survey) thought that the existing studies programmes are outdated and there is an urgent need for a radical curricular reform.

Several representatives of higher education institutions think the programmes are good, that they need to be continually improved and that there is no need for any radical reform. Others, on the other hand, think that they are continually improving them but that they must have more insight into European and international trends.

In responding to question 2.11 in Questionnaire B 'What do you think of the system of initial/basic education and training for teachers in your country', over 50% of teachers replied that 'a stronger emphasis should be placed on the practical experience regarding the theoretical contents' (27.97%) or to 'ensure acquiring key teaching competencies through the studies programme' (25.87).

Schools are not ready to organise, together with a higher education institution, quality practice work nor are they stimulated by the ministries for education or by pedagogical institutes, which should support forms allowing the best possible professional training of future teachers.

However, in response to question 2.9 in Questionnaire B, 'Would you, as a teacher, be prepared to work with students of higher education institutions who come for practical work to your school (mentor work)?', the lion's share of teachers, 60.84%, replied positively saying that 'practice in teaching is an important part of basic education and teacher training and I think it is important to pass my

experience onto less experienced colleagues'. Another significant percentage of teachers, (18.18%) think it necessary that the 'student helps/assists their work'. Therefore, almost 80% of teachers who were involved in the survey are ready for co-operation with higher education institutions and are prepared to offer their support to young teachers in practice, whilst 20% think it is not their job, that it should be paid for or that they should get a career advancement as a result.

### **3.3.5 Other elements of curricula**

For a long time, the prevailing attitude in BH was that a teacher does not have to have further formal professional development. This meant that, up until recently, they were prevented from carrying out scientific research work, to take master's or doctoral degrees. In accordance with this, teachers did not have a quality education in scientific-research methodology nor were they taught how to research their own practical work, to monitor and improve it. This situation is changing slowly and, although many teachers' faculties can now organise postgraduate education, they still do not have a fully-formed basis on which to build.

The curriculum reform has been initiated in many higher education institutions recently in accordance with the Bologna process, which is confirmed by the information gathered through the survey. Eight higher education institutions out of the 10 included in the survey responded that curriculum reform has already been initiated in all departments and all studies programmes. In only two institutions has such a process not been instigated but this planned for the near future.

Over 75% of the teachers replied positively to question 2.10 of Questionnaire B: 'Would you, as a teacher, be prepared to work with lecturers (researchers) from higher education institutions who come to your school for the purpose of research in the field of teaching process/education etc.?' Further, they expressed their readiness to be involved in scientific-research projects because they would in that way the 'improve co-operation between higher education institutions and strengthen innovation in education' (52.45%) or 'improve their professional development' (23.78%).

All of this supports the development of other elements of curricula as well that would train future teachers not only for professional growth and development but also for scientific-research work, which is currently being done formally, superficially and insufficiently.



### 3.4 Interaction between institutions for teachers' education and schools

Although a lot has recently been achieved on improving the links between universities and schools, the interaction between these institutions is still poor. This is especially noticeable with regard to the methodological practice of students, the monitoring of work experience of new teachers and in taking the professional exam of teachers for independent work in teaching.

It is necessary to emphasise the fact that schools are increasingly asking higher education institutions for help and co-operation in developing and implementing projects whose objective is the improvement of teaching and school practice. In addition, the international community has initiated several projects which are attempting to bridge the gap between universities and school<sup>6</sup>.

Pedagogical institutes engage some university lecturers as lecturers at seminars for teachers, but this is co-operation 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 co-operation at the institutional level.

### 3.5 Reflection on results from questionnaire A

Out of the 16 planned higher education institutions for pre-service teacher training, 10 of them completed Questionnaire A. On behalf of the higher education institutions the questionnaires were completed by Deans (6), Heads of Department (3) and one lecturer authorised by the Dean. The same questionnaire was completed by representatives of institutions that organise in-service training (a total of 8), 6 managers, 1 authorised representative and 1 NGO executive manager. The respondents comprise those with four-year faculty degrees (4), master' degrees (4) and doctoral degrees (10). Gender-wise, there were 9 female and 9 male respondents. All respondents had between 10 and 25 years of work experience.

The majority of these institutions co-operate with both primary and secondary schools and educational institutions for teachers' education and training in the course of studies and at work. Sixteen of them have established formal and informal co-operation with schools/educational institutions. The other 2 institutions have only developed informal co-operation with these institutions. Co-operation is very varied and ranges from:

- giving lectures in schools to students;
- providing practical work for students;

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<sup>6</sup> Finnish Programme for Co-operation in Education Sector in Bosnia and Herzegovina, 2001-2003, CES project, 2004-2006; UNICEF: CAS project, 2000

- creating opportunities for employing students;
- presenting seminars/training programmes while working at schools and attracting teachers to start seminars/programmes; and
- creating an institutional framework for research and development projects and attracting teachers to get involved in those activities.

Half of the higher education institutions surveyed organise and carry out the second level (master's degree) in the field of education and teacher training, while the other half of institutions organise and carry out both the second and third levels (doctoral degree) in the wider field of education and teacher training. A relatively small number of institutions regularly carry out research and development projects (in education and teachers' education), while the remaining institutions only carry out research work occasionally or just in exceptional situations.

It is a similar situation with publishing activities. The majority of these institutions carry out publishing activities only occasionally in order to support the professional development of teachers and other educators.

Most of the surveyed institutions have only started applying Information Technology, but plans exist to increase its use as much as possible. However, there are institutions where the use of IT is very limited mainly due to a lack of resources.

Half of the surveyed institutions think the existing study programmes for students' training and teaching at their institutions are: 'modern to a large degree, of a high quality and corresponding to the needs of the society and that there is no need for a radical reform, but that they have to be continuously improved' (5). Others state that they have quite good results due to continued improvements but work on their compatibility and similarity with European/international trends needs to be continued (4).

As regards the reform changes in accordance with the Bologna process the majority of the surveyed institutions think they are sufficiently familiar with its requirements, with a few less of those who are very familiar with them. Only one surveyed institution is not overly familiar with the requirements of the Bologna process.

All the institutions state they have a broad plan for implementation of the Bologna process in the area of teachers' training and education. They described the following basic elements of implementation of the Bologna process:

- harmonisation of the existing studies programmes in order for them to fit into the two-cycle system of studying (3+2 or 4+1 schemes) without significant changes in the approach to teaching, learning and assessment (3);
- implementation of new structures and tools (two-cycle system, ECTS – European Credits Transfer System, Supplemental Diploma, etc.) without significant changes in approach to teaching, learning and assessment (3); and

- implementation of new structures and tools (two-cycle system, ECTS, Supplemental Diploma etc.) accompanied by comprehensive modernisation of the approach to teaching, learning, and assessment (4).

The majority of the surveyed institutions have initiated curriculum reform with regard to the Bologna process:

- in all departments/studies programmes (8); or
- not yet, but it is planned for the near future (2).

In response to the question ‘Which structure model of the two-cycle degree do you plan to follow at your institution?’ 7 respondents said:

- 4 years in the first cycle (diploma/bachelor) followed by one year in the second cycle (master’s degree) (2);
- 3 years in the first cycle (diploma/bachelor) followed by two years in the second cycle (master’s degree) (4); and
- they are considering both options (a and b) (1).

There is seemingly no explicit willingness to provide teachers with qualifications other than traditional ones. Whilst half of the surveyed institutions is ready to offer broader qualifications that would lead to employment or the continuation of studies, the other half remains determined to offer traditional qualifications to teachers as is the case now. The Heads of Departments, leading experts in the education field, administrators in the education sector etc are involved in the process of designing or restructuring the curricula at the majority of the surveyed institutions (8).

There is no firm commitment to planning a new results/competencies-based curriculum either. There are certain attempts in this regard, but only at half of the surveyed institutions. If, however they do engage in the planning of competencies they define them mainly as:

- basic knowledge regarding the teaching vocation (4);
- the ability to apply the acquired knowledge in practice (4); and
- professional ethics (2).

There are still those who say they are unfamiliar with the methodology of the development of a results/competencies-based curriculum (2).

In response to the question of whether the international mobility of students and teaching personnel at the individual institutions has increased in the last three years, half of the representatives of the surveyed institutions responded negatively, whilst the rest thought that it has happened to a smaller extent. Only a few of them thought that such mobility had increased significantly, although all of them thought that mobility is very important for the purpose of improving teachers’ education and training.

It seems, however, that the mobility of teachers and students receives more verbal support than actual support because the surveyed institutions are willing to recognise only parts of the formal studies programmes (programmes, course, etc.) from other higher education institutions in the country and from established institutions abroad.

The main obstacles to the reform/modernisation of teachers' education and training and the training of teachers in the pre-service institutions were indicated to be:

- the lack of financial support for specific equipment;
- outdated/inadequate legislation;
- the lack of adequate examples of good practice in the country and abroad;
- the absence of opportunities for international co-operation in the development of curricula; and
- the lack of human resources; the lack of adequate skills/abilities and motivation amongst academic and non-academic personnel.

From the entire pool of answers it can be concluded that the reform processes in accordance with the requirements of the Bologna Declaration have only started superficially. There is still resistance to changes, attempts to hold onto old positions and attempts to preserve the traditional forms of work which ensure the domination of teachers. All of this is further intensified by the lack of financial resources and inadequate legislation. Much stronger and decisive steps are needed in the education of educators for the contemporary needs of education and teaching at all levels to be fulfilled, as well as the much faster establishment of adequate mechanisms for evaluating the quality of work.

## **4 National System of In-service Teacher Education and Training**

### **4.1 Current system of in-service teacher education in BH**

In the past decade, the education system in Bosnia and Herzegovina was characterised by a constant struggle for revitalisation and survival, political turmoil and, in the last five years, considerable reform changes. The transition to the compulsory nine-year education, the inclusion of children with special needs in mainstream education, introducing of new subjects and a review of the existing curricula are only some of the changes which have brought along with them a multitude of new challenges for teachers and as such increased the requirements concerning their initial and continued education and training.

Paradoxically, these changes have not been accompanied by a significant change in the system of the professional training of teachers or by the intensified training and preparation of teachers to face these challenges. The reason for this can be sought in the fact that the changes were mainly instigated by the international community

and that they were realised at the legislative level, without any real change in the contexts in which the change would take place and without adequate preparations in practice.

The complex political and economic situation and lack of resources and co-ordination mean that the principle of lifelong learning in the education system in BH is still being overlooked in favour of short-term goals, looking at the past, fast solutions and plans aimed at simply 'putting out the fire'.

The debates and researches into the state and needs of the education and professional development of teachers carried out in recent years clearly indicate that the existing teacher training and professional development system does not correspond with their real needs and the processes in education seen in Europe and the world. Although the ongoing professional development of teachers and their professional advancement are regulated by a set of laws and by-laws with a decades-long tradition, in practice it is insufficiently efficient and realised according to stereotype formulae which reflect the former, centralised education system. However, it is important to emphasise that this issue has been intensified in the past few years and activities for changing the existing rulebooks and modernising the system of professional development have already begun.

The professional development of teachers and professional advancement are regulated by a set of legislations and regulations at the entity level in the Republika Srpska and the cantonal level in the Federation BH. The Brcko District has its own legislation. Although the legislative is quite uniform, decisions concerning the professional development of teachers are issued at the level of each entity, i.e. canton and district, without there being common recommendations, priorities, nor standards of quality to serve as a framework for the system of professional development. Decisions concerning professional development are issued in a centralised manner, at the ministries' level, i.e., the pedagogical institutes' level, which form, where they exist, part of them. Apart from the pedagogical institutes there are no specialised institutions for the professional development of teachers nor active teachers' associations at the entity or state levels.

Almost all regulations and by-laws prescribe the pedagogical institutes, schools and high education institutions as the bearers of professional development. Although it is clearly stated that the professional development of teachers is compulsory, the responsibilities of these institutions are not well defined, nor is there a systemic solution for ensuring the conditions for realising the professional development of teachers. In addition, the procedures and method for determining the content and form of development are also not clearly defined, nor is monitoring of the impact and end results. The majority of rulebooks do not define the obligations concerning the professional development of school principals, pedagogues, mentors, inspectors, counsellors and other expert personnel.

Teachers are obliged to develop professionally through the 'collective/group' and/or 'individual' forms of professional development. Collective/group development includes: attending exemplary or experimental lessons; involvement in the activities of expert school bodies; attending consultations, seminars, conferences etc. Individual professional development includes: reading professional publications and magazines, consultations and exchanges of ideas with colleagues, carrying out experimental/pilot lessons etc. In practice, the most frequent and most accessible professional development is realised at the level of teachers' councils, professional sections or other groups within a school itself. A certain number of teachers attend compulsory training programmes organised by ministries (i.e. pedagogical institutes) during their summer or winter holidays.

On the other hand, a considerable number of teachers is included in different forms of professional development organised, financed and carried out by the international community and non-governmental sector. The ministries are familiar with and approved each of the projects and training programmes, but there is no detailed database as yet, nor a clear strategy for their monitoring, evaluation or for using the results and impacts and human resources created through them. In addition, it is necessary to develop a plan to amend the legislation in order to 'legalise' or 'codify' the work of these organisations and to open up the market for different training programmes.

The international community also does not have precise information on the existing training programmes, which sometimes leads to an overlapping of programmes. Such uncoordinated acting and insufficient methods of monitoring and evaluating results in practice with a gradual loss of the achieved results. Trained teachers are, upon the completion of a project, usually left to their own devices and the lack of professional associations and other forms of formal exchange or networks, even within schools, makes teachers involved in a certain project isolated and they often have only each other to turn to.

The legal framework does not envisage the development of a specific budget estimate for training education staff. The financing of professional development at the school level is an integral part of the monthly grant for schools assigned for salaries and is not shown as a separate item. The taking of professional exams is financed by an institution or a school or, in some cases, by the teachers themselves. Collective professional training organised by pedagogical institutes is financed through the total funds received by the institutes.

Although intensive measures have been taken to establish a common Agency for Standards and Assessment, monitoring and evaluation represent one of the weakest points of our education system. Difficulties are caused by the lack of harmonised standards and developed procedures and instruments for qualitative analysis, needs assessment and, accordingly, professional development plans. The results and impacts of the different training programmes and professional development are not

followed up in practice, with the exception of certain international projects and programmes. The monitoring and assessment of teachers, still carried out by counsellors/inspectors, is in a transitional phase. Work is also being done on the development of uniform standards for teachers.

Trainee work experience<sup>7</sup> and the method of taking the professional exam for trainee teachers are regulated by special regulations within the framework of the professional development of teachers. The regulations on taking the professional exam, as well as the programmes for the training of trainees, are regulated at the level of the Republika Srpska and Brcko District, as well as in each of the cantons of the Federation BH. Professional exams are carried out by education ministries with the assistance of pedagogical institutes. There is no complete and precise information on the method of carrying out professional exams or about the programmes for these exams in BH. The current situation and existing rulebooks have not brought significant changes compared to the traditional approach to the trainee work experience of teachers and mainly treat the trainee work experience in the same way. Similarly to other countries, a teacher has to have a minimum of one year of work experience before being able to take the professional exam. The main objection to the existing process is its inefficiency and formalism. The support from a mentor assigned by the school/principle, which implies at least 10 of the mentor's lessons being attended by the trainee and 10 independent lessons being supervised by the mentor, is mostly insufficient. The mentor determines the form and dynamics of work with the protégé at their own discretion and is rarely obliged to regularly report on the trainee's progress. Documentation is formal and superficial and there are no clearly defined standards that could serve as a benchmark for either the trainee teachers and mentors or the professional exam commission.

#### 4.2 In-service teachers' training institutions in BH

The professional development of teachers in Bosnia and Herzegovina is almost entirely governed by pedagogical institutes. Pedagogical institutes are institutions formed within ministries for education dealing with the quality control (inspectors) and assessment of teachers; the organisation of professional exams for trainee teachers; the approving and publication of textbooks; dealing with curricula issues for all levels of education and teaching subjects as well as with issues of the professional development of teachers.

There are seven pedagogical institutes in Bosnia and Herzegovina situated in the Republika Srpska and the larger cantons (Sarajevo, Zenica–Doboj, Tuzla,

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<sup>7</sup> A trainee is considered to be any educator/teacher with less than a year of work experience in education and who has not taken the professional exam.

Herzegovina-Neretva, Una-Sana). The Bosnian Podrinje canton is within the Sarajevo canton, whilst the cantons with mostly a Croat population (West Herzegovina, Canton 10, Posavina and part of Herzegovina-Neretva) have a joint pedagogical institute in Mostar. Because of the lack of human resources and the extensive mandates and obligations of the pedagogical institutes, certain activities are taken over by the Federal Ministry of Education. Pedagogical institutes' projects, including the professional development of teachers, are financed by ministries. These funds are mostly assigned for the organisation of seminars for a larger number of teachers carried out during holidays when teachers are presented with current changes in the curricula.

As already mentioned, a significant number of teachers is covered by the training and professional development carried out by local and international non-governmental organisations. These organisations are mostly self-financed, through various donations and other types of internal revenues. It is rare for the ministries themselves to be involved in financing or co-financing the individual training programmes. However, if they do, in most cases it is done through covering the expenses of training or transferring funds to schools rather than entering into contracts with non-governmental organisations. In addition, there are examples of teachers who cover their own expenses of professional development or schools that set aside their own funds. Pedagogical institutes sometimes engage teacher-trainers and other experts employed in non-governmental organisations, however, in most cases this is done on a contract basis with individuals. We emphasise these examples because of the tendency for these training programmes and organisations not to be treated as part of the system, preventing their development and sustainability. Neither the training programmes nor the organisations are accredited and they are not included in any of the official lists despite the fact that some organisations have significant capacities for training, certified trainers and training centres in model schools<sup>8</sup>.

The higher education institutions (Faculty of Philosophy in Sarajevo, Pedagogy Department, and some others) carry out training programmes for subject teachers and/or for those experts who are obliged to complete the so-called 'pedagogical group of subjects' in order to gain permission to work as teachers. Such training is mostly financed by the teachers themselves.

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<sup>8</sup> For example, the Centre for Educational Initiatives Step by Step has developed six comprehensive training programmes and over 60 certified trainers and training centres in all cantons and Republika Srpska.



### 4.3 Characteristic of existing in-service teacher education and training curricula

Professional development can be understood as *'the sum of all formal and informal experiences and studying during a teacher's career, from graduating to retirement'*<sup>9</sup> i.e. all the formal and informal experiences that help a teacher develop new qualities in understanding pedagogy and their own practical work with the aim of expanding their knowledge base.

As opposed to this approach, the professional development of teachers in Bosnia and Herzegovina has kept, for the most part, the traditional division into 'collective' and 'individual' professional development. In practice, we can speak almost exclusively of lectures organised by ministries (i.e. pedagogical institutes, where they exist), which were carried out by university lecturers or advisors employed in pedagogical institutes; the experimental/pilot lessons teachers were obliged to carry out every two years in schools, and written reports based on reading materials. Thanks to the experience gained through different international projects and the creating of human resources and other experts who, for years now, have been going through different training programmes, the situation in this field is changing significantly. New workshop models of teaching are being introduced, teaching is becoming learner-centred and schools are using their internal professional resources more and more.

The planning of professional development is mainly carried out within the development of the annual work programme of an education institution. The plan consists of a list of topics that need or have to be realised. However, there is no clear procedure or written instructions given for planning to take into account the real needs and interests of teachers, to monitor the impact of the training programmes carried out by international organisations and non-governmental sector in this field, or the results of the evaluation of the work of education institutes and institutions.

Topics most frequently relate to the contents of certain teaching subjects, possible changes in the curricula as well as certain issues in the field of pedagogical theory. Since there is no systematic quality or uniformity in this field, it is very hard to determine the percentage of representation of a certain field. Topics are most frequently determined according to the target group so that with subject teachers topics relating to teaching subjects prevail, and possibly topics relating to teaching methodology. The situation is somewhat better in the area of pre-school or classroom teaching where topics are most often related to the educational sciences. Learning through practice is more common at the school level. The professional development of teachers organised by non-governmental organisations, either in co-operation with schools, ministries or the institutions for higher education,

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<sup>9</sup> Michael Fullan; 'Leading the Culture of Change', 2001

mostly cover topics related to education in the widest possible sense, such as building self-confidence and self-respect in children, non-violent communication, the work of parents' and pupils' councils, school management, the use of art (drama, painting, music) for different purposes. There are few organisations that deal with the methodical training and preparation of teachers for the impending reform changes.

Programmes for the training and professional development of school principals and school administration have recently come into existence<sup>10</sup>, although the rulebooks regulating this area do not entail the obligation of management to undertake constant professional development as yet. Programmes for trainers are very rare and mainly carried out by international organisations. The lack of a common database of teachers who have completed the training and acquired the title of a trainer in certain areas for the purpose of using their knowledge and skills for the professional development of other teachers represents a problem. Changes in education inevitably lead to redundancies and programmes for retraining or additional training are rare<sup>11</sup> and non-systematic.

#### 4.4 Co-operation with higher education institutions

The role of institutions for pre-service training of teachers most often ends with the act of issuing a diploma to young trainees. The employment, career and advancement of teachers are mostly followed up only informally and, apart from postgraduate studies (not available to most teachers who completed two or three years of education) and obligatory pedagogical education for experts in different areas who wish to start a career in education, there are no formally organised courses for teacher training. Recently, on the other hand, there has been a multitude of examples of organising various international projects at faculties encompassing teacher training and the inclusion of schools as well. The participation of higher education lecturers in training programmes has been initiated most often by ministries (i.e. pedagogical institutes which form part of them), schools and/or non-governmental organisations (NGOs) based on contracts with individuals, with fewer instances of faculties being the bearers of the training programmes.

An illustrating fact is that, in the process of professional development, pedagogical institutes and other training providers engage trained and established practitioners with increasing frequency, reproaching university lecturers for the still overwhelming orientation to the theoretical rationale and for using lectures as the

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<sup>10</sup> Open Society Fund BH – Training of School Principals in the Tuzla Canton; CES Project for Building Democratic Schools; School Improvement COI Step by Step

<sup>11</sup> Introducing the subject of 'Basics of Democracy' required the retraining of teachers of National Defence, which is realised through the organisation and financial support of CIVITAS.

most frequent form of work. Teachers who have experienced active learning, work in workshops and significant contact with practice find it harder and harder to come to terms with and accept a passive role. In recent years it is noticeable that changes in practice happen at a quicker pace than at the faculties and that more intensive collaboration and co-operation is necessary at several levels. This is true the most with regard to the realisation of teaching practice and the more intensive preparation of future teachers (especially for subject teaching) for the application of modern methods of work, inclusive education, using IT in teaching and similar. On the other hand, teachers are interested in the continuation of education at institutions for higher education but not necessarily in postgraduate studies, but more in different training programmes adjusted to the needs of teachers and other experts in education today.

The professional development of teachers is inseparable from schools which, in order to become more efficient and give all children the opportunity to develop their full potential, have to be ever more a 'professional community of learners'. Exposed to constant changes and forced to face them on their own, schools have gained valuable experiences and developed significant internal resources which are still not used systematically. In anticipation of redefining and changing the role of pedagogical institutes it is to be expected that professional development will become more and more focused on the school itself, while the introducing of new training programmes by the international community and NGOs which are oriented to enabling schools to take over the role of monitoring and improving quality is noticeable. At the moment, schools are obliged to adopt their professional development programmes and to carry out the compulsory programmes prescribed by a pedagogical institute, mainly without a needs analysis or evaluation of the impacts of specific forms of professional development.

#### 4.5 Reflection on the results from Questionnaire B

In Bosnia and Herzegovina, 141 teachers from pre-school to secondary school, a certain number of school principals, pedagogues and other educators completed Questionnaire B. In accordance with the situation in BH education, the majority of respondents were women (75%), mostly from bigger and smaller cities in Bosnia and Herzegovina, with a higher or high education (over 90%). Around 70% of the respondents have less than 20 years of work experience, of whom 48% have less than 10 years of work experience.

32% of teachers thought their education was adequate and there is no need for further training and education, 53% thought the knowledge they have they gained by learning through practice in the school itself after they completed their education was adequate, whilst 13% thought their initial education was inadequate

and emphasise the need for professional development and relying on their own practical experience.

On the whole, the existing system of professional development does not satisfy the needs of teachers or the needs of institutions for education of teachers. 92% of teachers thought that certain changes are needed and 100% of the representatives of high education institutions and pedagogical institutions thought the same. However, opinions on the level of changes differ. While a number (23%) of teachers thought it would be enough to add a certain number of topics to the existing system and improve the financial support, a similar opinion was held by as many as 70% of the representatives of higher education institutions but only 25% of the representatives of pedagogical institutes. 33.7% of teachers, 10% of lecturers and 25% of the representatives of pedagogical institutes thought the changes should be considerable. More than 36% of teachers thought that an efficient system does not exist and that it is necessary to establish one urgently. It is significant that 50% of the representatives of pedagogical institutes, institutions dealing most directly with the professional development of teacher thought the same, while 20% of the representatives of universities shared their opinion. According to responses from this target group the majority of them (around 88%) had participated in some form of professional development last year. The same percentage of teachers (11%) did not attend any form of professional development as those who did not attend more than 10 seminars and other forms of professional development. This variety and difference in responses is perhaps contributed to by different understandings of professional development.

In analysing the providers of professional development in more detail, we can conclude that the majority of teachers attended professional trainings organised by ministries and pedagogical institutes, non-governmental organisations and schools. According to the percentages, the ranking appears as follows:

- 59% of respondents had attended seminars organised by specialised non-governmental organisations;
- 54% of respondents had attended seminars organised by ministries and/or their institutions;
- 41% of respondents had attended seminars organised by schools;
- 22% of respondents had attended seminars organised by public institutions for the professional development of teachers;
- 12% of respondents had attended seminars organised by higher education institutions; and
- 8% of respondents had attended seminars organised by specialised institutions in other countries.

The majority of teachers thought that the training provided had considerably (41%) or partially (27%) improved their knowledge and skills needed for classroom work

and 17% thought that it had an effect on their general knowledge but was difficult to apply in practice and 6% was not satisfied with the training.

The responses to the question about specific forms of training in relation to different providers support the analysis of the existing system (taking into account the first and second places on the list) with 57% of teachers giving priority to the seminars and other forms of professional training organised by specialised non-governmental organisations, while active participation in conferences/seminars organised by expert associations are in second place and reading professional materials and work in schools are in third place. Courses/workshops organised by higher education institutions and involvement in school networks have almost identical scores. The formal forms of professional development (BA, master's degree and others) are in a similar place to participation in research projects and training organised by specialised public institutions for teacher training. Teachers assigned the least importance to private institutions for teacher training, although since the existence of such institutions is not envisaged in the existing laws in Bosnia and Herzegovina they were therefore probably referring to the non-governmental sector.

Topics ranked by importance:

1. Contents concerning teaching methodology, learning and assessing.
2. A similar ranking is held by topics covering specific subject areas (with respondents from high schools, but also subject teachers in primary schools probably being predominant) and the very relevant topic of inclusive education, as well as co-operation with parents and the community.
3. At the next level are topics that, at present, are gaining in importance such as topics concerning inter-cultural education and education in human rights, the use of IT and developing communication skills.
4. Learning foreign languages is falling behind somewhat and, as expected, training in the management area is in last place.

Experiences in accessibility to the topics they are interested in differ. 47% of teachers came across them often or always, 40% sometimes, while 11% of the respondents said this was not provided in their school and they did not have any experience with it.

Teachers showed an exceptional readiness for co-operation with colleagues from other countries. 45% of them would co-operate with teachers from any country in the world, and only 8% of respondents would not agree on co-operation or are disinterested in it.

The future should cut down the boundaries between the initial and permanent professional development of teachers. Practice is the best benchmark and corrective vehicle for universities, and universities have to represent the guidance

and support in the area of modernising and improving the quality of educational work, scientific research and similar.

More than 50% of respondents thought that work on professional projects would improve co-operation with the higher education institutions and strengthen innovations in teaching, and 23% thought it would influence their professional development.

Teachers are interested in the continuation of their education (especially taking into account the average age of the respondents). 49% of them would enrol in master's studies in their subject area or another teaching subject (6%), while 10% of the respondents would enrol in basic studies in another subject.

Regarding co-operation related to mentoring work with students, 79% of teachers have a positive attitude as to whether they thought that conveying knowledge is important (61%) or that students could help in their work and thus improve their skills (18%).

## 5 Recent Development and Plans in Teacher Education and Training

There is no uniform development strategy for teacher education and training in Bosnia and Herzegovina. The Message to the People of Bosnia and Herzegovina – Education Reform talks about the development of higher education in pledge number 4, which reads as follows:

We will raise the quality of higher education and research in Bosnia and Herzegovina, significantly increase the number of people with access to higher education and ensure the full participation of the universities of Bosnia and Herzegovina in the European Higher Education Area<sup>12</sup>.

Another document talking of the development of higher education and, in that context, the education and professional development of teachers, is the Development Strategy of Bosnia and Herzegovina (PRSP), which defines the following as priorities in the education sector:

- speed up the process of adopting the Framework Law on Higher Education in Bosnia and Herzegovina and its harmonisation with the laws on higher education at the entity and cantonal levels;
- integrate universities so that only the university as a whole, which will include all higher education institutions, has the status of a legal entity;

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<sup>12</sup> Education Reform: A Message to the People of BH, 2003

- speed up the processes of introducing European-style credits and modernising curricula and carrying out teacher training for using and implementing modern methods of teaching and learning;
- establish the Centre for Information, Recognition and Quality Assurance;
- increase the proportion of students who successfully complete their studies within the given timeframe;
- create the pre-conditions for the development of scientific research work at universities;
- develop an information system in education and re-activate the academic scientific research network; and
- establish a system of professional development and a network of institutions for teacher training.

### 5.1 Activities associated with promoting the Bologna process

The reform of higher education institutions started with the signing of the Lisbon Convention in 2002 and the accession of Bosnia and Herzegovina to the Bologna process in September 2003. With this, BH accepted the obligation to work, together with other countries, on creating the European Area of Higher Education by 2010.

Immediately after accession to the Bologna process work started on promoting its documents and activities. The World University Centre (WUS) and the Students' Resource Centre (SRCe) produced a manual leading towards this effect. In June 2005, WUS BH in co-operation with WUS Austria and Georg-August-Universität Göttingen organised a seminar within the Tempus Project called 'Raising Awareness of the Bologna Process in Bosnia and Herzegovina'.

A work group was formed for higher education in Bosnia and Herzegovina comprised of the representatives of all universities, state representatives and representatives of both entities' ministries with competencies for higher education, representatives of student organisations and other NGOs dealing with higher education, as well as representatives of international organisations such as the OSCE, OHR, EC, and others. The Rectors' Conference of Bosnia and Herzegovina (an association of universities which will ascertain and represent the common interests of BH universities) was established on 8 February 2005. The Conference will also work at an intense pace on implementation of the Bologna process.

All universities in Bosnia and Herzegovina have started the process of adjusting to the European standards in tertiary education. The basic initial document 'Plan for the Institutional Development of Universities for the period between 2003 and 2010' has been produced. The document envisages the new-look organisation of

higher education institutions within the university which should become the only legal entity.

Different levels of development of the universities and the specific position of higher education in the Federation BH entails different dynamics and priorities in implementation of the plan for higher education reform. In evaluating their own academic communities and level of development, each university has produced its own reform implementation plan. The European University Association (EUA) carried out an external evaluation/institutional evaluation of each university, which may be useful in planning and implementing future stages of the development of universities, with the conclusion that the higher education in Bosnia and Herzegovina is largely limited by the legal situation which does not offer the appropriate framework for dealing with the present and future challenges universities are facing.

## 5.2 Reform documents and legislation

In November 2002 all ministers for education in Bosnia and Herzegovina signed the document 'Education Reform in Bosnia and Herzegovina'. It contains five pledges with reference to 'ensuring equal access and non-discrimination in education; improving the quality and modernisation of pre-school, primary and general secondary education; improving the quality and modernisation of vocational education; improving the quality of higher education, ensuring the mobility of students and academic personnel in BH and abroad and promoting scientific research; finance reform, management reform and legislation reform in the education sector'.

One of the main objectives of the reform relates to education in pre-school, primary and general secondary education (Pledge 2 of the abovementioned document) and is stated as follows:

We will provide basic education of good quality at the pre-school, primary and general secondary school levels, with a modern curriculum and a modern system of assessment and certification for students and teachers. We will ensure that students are taught by well-trained teachers, in properly equipped and efficiently managed schools.

As far as teachers are concerned, this means:

- ensuring that all teachers receive training in modern teaching methodologies within four years (2003 – 2006);
- developing standards and procedures for licensing and certifying pre-school and primary school teachers (2004) and secondary school teachers (2007);
- establishing a network of in-service training centres and implementing a system of in-service training including accredited programmes for the



- professional development of pre- and primary school teachers (2003) and secondary school teachers (2004);
- implementing revised courses and systems for pre-service primary and general teacher training, including significant practice training (2003-2004); and
  - developing and implementing a programme of pre- and in-service teacher training for work with children with special needs at all levels of education (2003 – 2004).

Article 21 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina<sup>13</sup> states:

With the aim of acquiring new knowledge, improvement and professional development, teaching personnel, pedagogues, teachers in special needs education, speech pathologists, and school headmasters shall be included in obligatory programmes of training, improvement and testing. Such programmes shall be established by the education authorities in the entities, cantons and Brcko District of Bosnia and Herzegovina in accordance with the principles and standards defined by this law.

The aforementioned law also regulates the standards of education which ensure the consistent and efficient implementation of Common Core Curricula in all schools in Bosnia and Herzegovina.

In mid-2004, with the assistance of the international community a Draft Framework Law on Higher Education in Bosnia and Herzegovina was prepared. The law, however, has not been adopted in the parliamentary procedure and work is still being done on reconciling the wording of the law so as to make it acceptable to all the constitutive peoples of Bosnia and Herzegovina. The Ministry for Civil Affairs of Bosnia and Herzegovina has prepared the new text of the draft law and will soon refer it to the parliamentary procedure.

The Framework Law on Higher Education in Bosnia and Herzegovina lays down foundations for a set of reforms to bring the area of higher education in Bosnia and Herzegovina into line with modern education and acquiring degrees that will be accepted in the whole of Europe. It reflects the principles of the Bologna Declaration and the Lisbon Convention on the recognition of degrees. The law grants independence to universities, academic freedom, the participation of students and lecturers in the decision-making process, quality assurance, the fair recognition of degrees and constant professional development. The law envisages the establishment of the Centre for Information, Recognition and Quality Assurance (CIRQA) guided by the universal principles on non-discrimination and

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<sup>13</sup> Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (Official Gazette of Bosnia and Herzegovina, issue 18/2003)

the right to education, the draft framework law regulates the principles of the autonomy of universities, integration of universities, mobility of students and teachers, the establishing of nationwide information points and others.

The two-cycle degree system has not yet been introduced to universities in Bosnia and Herzegovina. There have been some attempts but the whole process is still in an experimental stage. The current graduate/postgraduate system exists only at some faculties/departments and it differs considerably from the system envisaged in the Bologna reforms. The third cycle (doctoral studies) has yet not been organised in Bosnia and Herzegovina according to the Bologna principles. The old system of doctoral dissertations/thesis as an independent research work at a high level is still in operation. All that is expected of it is independent research work which will result in an individual contribution to scientific results in the given discipline. A programme of doctoral studies has not yet been organised. The precondition for a doctoral degree is to have completed the third level of studies and a master's degree.

### 5.3 Examples of good practice

According to the findings of the Commission of European Universities, the University in Mostar is in the lead amongst the eight universities in Bosnia and Herzegovina in terms of the implementation of the Bologna process, but the failure to adopt an appropriate law on higher education is an obstacle to the further continuation of activities leading towards implementation.

The University of Sarajevo has produced final versions of guidelines regarding:

- organising an integrated University of Sarajevo;
- establishing a quality assurance system at the University of Sarajevo; and
- the development of Information Technology ([www.unsa.ba/dokumenti.php](http://www.unsa.ba/dokumenti.php)).

New curricula in accordance with the Bologna process have been developed for the first year of studies in the 2005/2006 academic year. Three-year studies have been introduced to almost all faculties. The basic three-year studies in teaching will be carried out at the Faculty of Philosophy and in part at the Natural Sciences and Mathematics Faculty.

The University of Tuzla has completed part of a reform concerning the organisation of universities and is the only integrated university in Bosnia and Herzegovina. ECTS was introduced in all departments in the 2003/2004 academic year. The introduction of ECTS was accompanied by new curricula offering students the opportunity to select their subjects.

## 6 International Co-operation in Teacher Education and Training

Teacher education and training are subjects of several programmes/projects and form an integral part of a large number of programmes/projects carried out by the international community as part of assistance in the education reform in Bosnia and Herzegovina. The activities are carried out within the agreement on bilateral co-operation in the education sector with Turkey, Luxembourg, Austria, Norway, Slovenia, Finland, Japan and other countries, and also within co-operation with various international institutions and organisations (WB, EU, UNESCO, UNICEF, EFT Stability Pact for South-eastern Europe, and others) including the non-governmental sector as well. The majority of projects/programmes involve teacher training, especially in the area of education in democratic citizenship, work with children with special needs, the development of curricula, application of methodology of active learning etc. Lately, training in the area of educational management has been intensified.

A list of teacher education and training projects in chronological order follows:

In co-operation with the Institute for International Co-operation of the University of Pittsburgh, USA, the project '*Renewal of Teacher Education in Bosnia and Herzegovina*' was carried out during 1997 resulting in the paper '*Development and Prospects of Teacher Education in Bosnia and Herzegovina*'.

With the support of the UNDP and the participation of UNESCO, the project '*Improving Management Capacities in Education Sector in Bosnia and Herzegovina*' was carried out from mid-1998 to mid-1999.

Within the project '*Creating Active Schools*', which was carried out during 2000 in co-operation with UNICEF and with the support of UK experts, the first teacher training for implementation of the methodology of active learning in primary schools was carried out and guidelines for the policy of the professional development of teachers were established.

The Education Development Project (2000-2004), financed by a World Bank loan, was realised through four components:

- *The Quality Fund* (pedagogical institutes/Institute for Education, teachers' faculties and pedagogical academies were financially stimulated to improve the quality and professional development of teachers;
- *Agency for Standards and Assessment*: the first external evaluations have been carried out and standards for the mother tongue and mathematics in primary schools have been set;
- *Co-ordination Committee for Quality Improvement in Higher Education*; and.
- *Education Management Information System (EMIS)*: a database created on students, employees, school premises and inventories, on school and teaching organisation and the financing of education at the entity and state levels.

The European Council Projects pertain to implementation of the Framework Programme of Co-operation in the areas of: living languages, education of the Roma, learning and teaching History, education for democratic citizenship and the professional development of educational personnel.

European Union Projects:

- *Assistance to the General Education Reform, 2000-2003*. The White Paper for primary and general secondary school reform was produced within this project. The new EU project for assistance to the general education reform in Bosnia and Herzegovina, including its component *Development of Framework Curriculum for General Education*, is in progress at the moment.
- *Vocational Education Reform* (Phare –VET project, 1998-2000 and EU-VET project, underway since 2000. The new EU-VET programme (2004 -2006) is oriented to a rationalisation of the number of vocations, developing modular curricula and the training of teachers who will implement those programmes, as well as to linking vocational education with the labour market. At the same time, modules for vocational adult education will be developed.

From mid-2003 to mid-2004 the project '*Creating Curricula for Primary and General Secondary Education*' was carried out in co-operation with UNESCO-IBE.

*The Finnish Co-operation in Education Sector in Bosnia and Herzegovina Programme* is being carried out in two phases. The first phase '*Education and Professional Development of Teachers*' was realised in the period from 2002 until the end of 2004. The objectives of the project were: (1) strengthening the capacities of education institutions for the introduction and implementation of inclusive education; and (2) the programme of master's studies in the area of '*Individualisation and Inclusion in Education*'.

The second phase, whose realisation is in progress (2004-2006), has as its objective the strengthening of capacities for: (1) developing educational policy; (2) educational administration; (3) school management; and (4) inclusive education. The activities of professional development encompass institutions and employees at all levels of educational authorities and the school management teams in the whole of Bosnia and Herzegovina and are carried out by experts from Finland, Slovenia and UNESCO-IBE from Geneva. Within the component '*Education Policy, Administration and Planning*', a needs analysis for training was produced and training was organised for the employees of the ministries and pedagogical institutes. In 2005 and 2006 training for school principals and primary school management teams will be carried out.

Within the component Inclusive Education, postgraduate study has been organised at the universities in Banja Luka and Mostar in the area of inclusion and

individualisation in teaching for 40 practice-oriented teachers from the whole of Bosnia and Herzegovina.

With the support of the Open Society Fund BH, the project *'Model for System Changes in Secondary Education'* was being carried out in the Tuzla canton from 2001 to 2005. Within the programme, a needs analysis was produced on the professional development of teachers and the *Centre for Training, Information, Development and Documentation* was established in 2002. The Centre works on resource-development, instituting development issues in education reform, scientific-development work and project development, linking with schools, university, economic agents and other institutions and organisations, and on organising and realising various trainings and publishing didactic materials.

The needs analysis in the area of School Organisation and Management indicated the requirement to introduce new forms of work organisation, co-operation and distribution of responsibilities within schools and with its environment, strengthening the capacities for self-regulation, as well as increasing flexibility and the innovation-capability of schools. For this reason, the Open Society Fund BH, in co-operation with the Management School from Ljubljana, initiated a project *'Capacity Building in the Area of Education Management in the Tuzla Canton'* in 2002. The project consisted of two phases. Within the first phase the subprojects *'School for Principals'* and *'Postgraduate Studies in Education Management'* whose objective is capacity enhancement for education management in the Tuzla canton were initiated in January 2002. The project encompassed 17 attendees from primary and secondary schools, the Pedagogical Institute and Ministry for Education. The second phase of the project envisages opening a Centre for Education Management in Bosnia and Herzegovina and beyond.

With the support of Co-operation Programme with South-eastern Europe and the University in Oslo, the Pedagogical Academy in Sarajevo and the Educational-Rehabilitation faculty in Tuzla realised the project *'Social and Emotional Growth and Development of Learning Strategies'* in the period from 2002-2004. The project's objective was to contribute to the introduction of inclusive education in regular schools.

## 7 Conclusions and Recommendations

Teachers play an important role in preparing young people to face the challenges of modern times and events in their future with responsibility and self-confidence. Their role in imparting information and knowledge, influencing the development of students' full potential, in encouraging their curiosity and open-mindedness, encouraging understanding and tolerance, as well as developing a love for learning will grow in importance every day. In order to fulfil these complex tasks and help their students to *learn and know*, to learn to *do and act*, to *learn how to live with*

*others* and how to simply *be*, teachers have to be recruited from amongst the best human resources which will confirm that they are motivated and responsible for such responsible and complex tasks.

It is more than obvious today that the system for teacher education in Bosnia and Herzegovina, both pre-service and in-service, is outdated and unsuitable for contemporary needs, not only of the young people and their education but also the needs of the community as a whole, and is not in accordance with the norms and standards which are increasingly required from education. The attitude that favours the acquiring of knowledge in the subjects a teacher will teach at school still prevails. Much less attention is given to the way knowledge will be imparted to pupils and how the teacher will gradually substitute their role as the main source of information with the role of active helper and a guide in the process of learning and discovering new knowledge. In order for teachers to be able to address all the challenges of modern social, scientific and technological development, and to be able to meet the needs of the students themselves, it is necessary to include much more pedagogical-psychological and didactical-methodical education as well as practical work in schools in their postgraduate education. In addition, co-operation with experienced, resourceful teachers will help them to develop into successful teachers of a high calibre.

As far as further professional development is concerned, this is emerging within the requirements for lifelong learning as an inevitability of the 21st century. Teachers' faculties and personnel with higher education who teach future teachers will not see postgraduate education as their sole role any longer.

They should, even more than now, be included in the professional development of educators; especially the Faculty of Philosophy and the Pedagogy Department. That kind of engagement should be solved systemically so that those who do not professionally develop themselves cannot be the educators of educators. The Pedagogy Department, together with pedagogy academies and other teachers' faculties, should be one of the leading institutions in a string of other institutions responsible for the professional development of teachers. Although there cannot be the professional development of teachers without individual work and personal engagement on continued professional development, it is impossible to exclude the institutional forms of that development. We propose here one of the possible forms of 'forming networks' of institutions which should, either directly or indirectly, be involved in the professional development of teachers.

At a round table organised with education stakeholders in BH to discuss the findings of this report, the professional network of teachers was especially underlined. NGO representatives suggested building an informal coalition of service providers in order to improve the co-ordination and utilisation of existing resources, as well as to develop new programmes of professional development. The non-governmental sector is especially interested in advocacy for quality in

education, for a definition of education standards and be drafting of legislation that would enable different providers to offer accredited programmes of instruction. Therefore, the system of professional development should be decentralised and aligned with the true needs of schools.

The participants agreed with the findings of the national report, including the recommendation for a career development scheme for teachers which should be both motivating and encouraging. Namely, there are currently no considerable differences between those teachers who perform quality and contemporary education practice and those who have not changed or improved their educational practices. Equally, although professional development is defined as mandatory in the framework law, the by-laws do not specify teachers' responsibilities nor any sanctions in case these obligations are not met.

Moreover, the education system in Bosnia and Herzegovina should at all levels be dedicated to creating a climate of quality education importance and, accordingly, to leverage continuous lifelong teacher development to eventually establish professional learning communities.

The conclusions and recommendations from the round table may be summarised as follows:

- to assess the needs in teacher training across BH;
- to clearly define teachers' competencies regarding development of the necessary knowledge and skills in the processes of the education reform and EU integration;
- to decentralise the system of professional development and enable competent service providers to implement teacher training programmes;
- to develop the standards for quality teacher development as well as an evaluation system for the diverse teacher development programmes;
- to develop catalogues of accredited training programmes;
- to train the mentors and trainers to enable them to undertake more efficient work with students and teachers;
- to encourage co-operation between teacher training colleges and universities in order to improve the curriculum;
- to encourage research into education at all levels;
- to develop adequate legislation to regulate teachers' duties, the system of career advancement, and the quality control system;
- to create a climate within schools that promotes quality improvement and teacher development; and
- to create the framework for the lifelong teacher development concept.

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# NATIONAL REPORT – BULGARIA

*Rumjana Kusheva, Zahari Zahariev, Deyan Pilev, Penka Krumova*

## 1 Setting the Scene: the National Education System

The Bulgarian education system continues to follow several core principles that were established during democratic times, such as: the right to an education and the right of access to education for all children, the right to permanent education and professional qualification, and the right to free education. Other fundamental principles are a compulsory and free of charge school education for children up to 16 years of age and equal access to education and professional qualification. Moreover, there are no limitations and privileges based on race, nationality, sex, ethnicity, social origin, religion and social status. The Constitution of the Republic of Bulgaria adopted in 1991 is a guarantee that the national education system adheres to these fundamental principles.

The structure of the Bulgarian education system includes: pre-primary education, basic education, secondary education and higher education.

Pre-primary education is carried out at kindergartens where children who are 3 years of age can be enrolled on a *voluntary* basis. One year before children enter the first grade it is *compulsory* that they go to a preparation group or class either at kindergarten or a school where they are being prepared for schooling.

The institutional network of Bulgaria's general education system covers eleven school types according to educational degree and profile: primary schools, lower secondary schools, basic schools, high schools, specialised high schools, secondary general schools, vocational high schools, vocational schools, vocational colleges, sports schools, art schools and special schools. There are seven educational forms in the general education system: the day form (the main and most widespread one), the evening form, along with part-time, correspondent, individual, independent and distant forms.

Basic education is divided into two stages:

- basic education, first stage, four years' duration (grades 1-4); and
- basic education, second stage, four years' duration (grades 5-8).

Pupils who have completed the first stage of basic education (primary education) receive a certificate for completing the 4<sup>th</sup> grade and those having completed the second stage of basic education (low-secondary education) receive a certificate for

basic education that entitles them to continue their education at a higher level or in a vocational training institution.

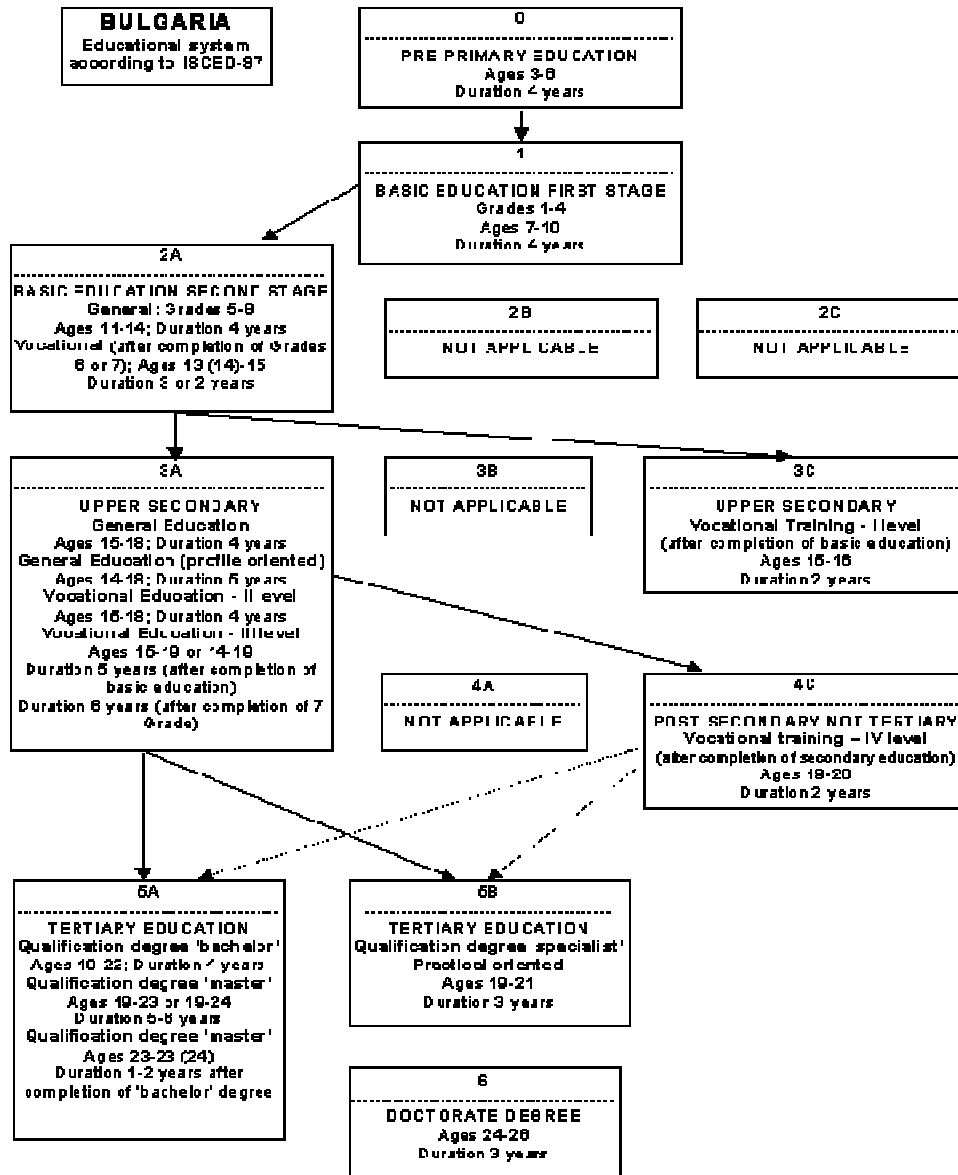
Secondary education (grades 9-12) includes: general, profile-oriented and vocational education. General secondary education is offered at general schools and lasts four years. Secondary profile-oriented education is offered by specialised high schools (language, art, mathematics etc.). It lasts five years after the completion of 7<sup>th</sup> grade.

Both vocational high schools and vocational colleges offer vocational education and training. At the high schools it lasts for four years after the completion of basic education and at the colleges it lasts for two years after the completion of secondary education.

Secondary education is completed when pupils have successfully passed the twelfth grade and matriculation exams in the subjects taken during their course of study. It is certified by a secondary education diploma. This document entitles pupils to continue their education or vocational training at a higher level.

Higher education can be pursued at three types of higher education institutions: colleges, specialised higher education institutions and universities. Colleges implement practically-oriented higher education leading to an education/qualification degree of 'Specialist in...' which lasts three years.

Universities and specialised higher education institutions offer education leading to education/qualification degrees of 'Bachelor' and 'Master' and to educational and research degree of 'Doctor'. The duration of training is 4+1.5+3 years. If students successfully pass one degree they can continue their education at the next one. Higher education institutions offer three forms of education: full-time, part-time and distant learning.



*Figure 1:* Bulgarian education system according to ISCED-97.

The governing structure of Bulgarian education includes three main vertical administrative units: Ministry of Education and Science (MES), the Regional Inspectorate of Education and the schools themselves. The functions of each administrative unit are determined by the Education Act and its amendments and supplements. The MES is in charge of implementing the overall state policy in the

education field. For that purpose the MES elaborates state educational requirements (standards), thus giving the regional and local units greater independence in their decision-making. This independence is related to the functioning of the education units that define general standards for the completion of different education levels and to other important education issues. Basic methods for control used by the Regional Inspectorates are the direct observation of teachers' work; acquaintance with the documentation recording pupils' results, the work of teachers, activities of tutors and management of the directors; and assessment of the structure and efficiency of the school network. The control is carried out through general, thematic and current check-ups. An order of the Head of the Regional Inspectorate is issued in advance for each of them. The control activity of experts from the Regional Inspectorates is documented through revision acts following an established pattern and a copy of these acts is kept at the school. The main problems in the activities of the Inspectorates stem from the lack of sufficient and reliable pedagogical tools (tests, questionnaires, assessment scales) through which the experts can achieve greater objectivity in the assessment of the educational outcomes.

## 2 Teachers at a Glance

At present, teacher training at both educational/qualification degrees 'Master' and 'Bachelor' is conducted at all accredited higher education institutions that have pedagogical departments within their structure. Training for the educational/qualification degree 'Specialist' is conducted in pedagogical colleges. Higher education institutions also organise qualification courses for in-service teacher training and for broadening or changing an acquired profile. These courses are designed according to certain curricula and syllabi that are to be approved either by the relevant faculty or by the Ministry of Education and Science, or by both. Three departments of information and in-service teacher training organise in-service teacher education and training and are entitled to award professional/qualification degrees.

Teacher training and the acquisition of a teacher's certificate traditionally is organised by higher education institutions. It is regulated in the curricula of the specialties on the basis of different legal acts.

The national policy in the field of initial teacher training is carried out on the basis of regulations and secondary legislation applicable to the whole country. According to these regulations, a teacher in Bulgaria can be someone who has completed their higher education and obtained a teacher certificate with a recognised professional teacher qualification. A teacher's qualification can be obtained simultaneously with the main subject training in the education/professional degree or, additionally, after the completion of higher

education. A separate provision entitles teachers in vocational training to teach only after the completion of higher education in the relevant area.

A special legislative document of the Minister of Education and Science defining the requirements for holding a teacher's position was adopted in Bulgaria (Ordinance No. 2 on the requirements for holding the position of 'teacher' or 'supervisor' according to the education obtained, professional qualification and teacher's certificate). According to its provisions, graduates with a teacher certificate and holding educational/qualification degrees of 'Master', 'Bachelor' or 'Specialist' in the professional area defined by the Classifier of the higher education and vocational areas (approved by the Council of Minister's decree in 2002) are entitled to hold the position of a 'teacher'. Other requirements depending on the teaching level and the subject taught are also to be met by the teachers. For instance, at the pre-school level one can be appointed a teacher if they have a higher education in one of the specialties from the professional area 'Pedagogy' or in a specialty from another professional area with a recognised teacher professional qualification and holding an additional professional qualification of 'pre-primary school teacher'.

At the first stage of general education (grades 1-4) graduates holding the professional qualification of 'educator' and/or 'primary school teacher', 'pre-primary and primary school teacher', and 'primary school teacher with a foreign language' are given the right to work as teachers. The position of 'teacher' in a school subject (school subjects) as part of general training can be held by people having educational/qualification degrees 'Master', 'Bachelor' and 'Specialist' in one of the following:

- specialty from a professional area corresponding to the school subject (school subjects) with the obtained professional qualification of a 'teacher'; and
- specialty from another professional area and an additionally obtained professional qualification of a 'teacher' in a school subject (school subjects).

On the national level, the official statistical data show that as far as quantity is concerned the Bulgarian education system is well secured with trained and qualified teaching staff for all teaching levels (Table 1).

The decrease seen in the last few years by approximately 5,547 teachers is mainly due to some demographic processes (a decrease in both the birth rate and number of pupils, migration of the population etc.), as well as optimisation of the school network which is related to the closing down of schools in both small towns and villages. According to the different kinds of schools on offer, the number of teachers in percentage figures is as follows: general schools – 74.46%; schools for pupils with special needs – 2.75% and vocational schools – 22.79%.

**Table 1.** Teaching staff in general schools by teaching level and gender (incl. teachers, directors and teaching deputy directors; excl. supervisors)

	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004
<b>Total</b>	<b>65,885</b>	<b>63,752</b>	<b>63,261</b>	<b>61,354</b>	<b>60,338</b>
Primary	22,808	21,459	21,223	18,938	18,317
Lower secondary	31,072	29,710	28,894	27,720	27,108
Upper secondary	12,005	12,583	13,144	14,696	14,913
<b>Male</b>	<b>11,537</b>	<b>11,028</b>	<b>10,777</b>	<b>10,449</b>	<b>10,123</b>
Primary	2,168	2,163	2,012	1,501	1,398
Lower secondary	6,946	6,374	6,086	5,954	5,718
Upper secondary	2,423	2,491	2,679	2,994	3,007
<b>Female</b>	<b>54,348</b>	<b>52,724</b>	<b>52,484</b>	<b>50,905</b>	<b>50,215</b>
Primary	20,640	19,296	19,211	17,437	16,919
Lower secondary	24,126	23,336	22,808	21,766	21,390
Upper secondary	9,582	10,092	10,465	11,702	11,906

Source: National Statistical Institute: Education in the Republic of Bulgaria (2004).

The trends are not so positive as far as the male-female proportion in the education system is concerned (see Table 1). Most teachers are women – 50,215. Men number 10,123 but they mainly work in basic and secondary schools, in vocational and special schools. Hence, their number is small at the primary schools where female teachers- represent about 89.63%. A tendency of a further decrease in the number of male teachers is being observed. The data show that in the 1990/1991 school year the proportion between males and females was 1:6.29. In the 1997/1998 school year the proportion changed to 1:8.65. These figures indicate the high feminisation level of the teaching staff. This trend is continuing. Having in mind the role of both genders for the education, training and development of pupils, we consider this trend to be negative. It is most strongly expressed in the primary education. The proportion at higher levels shows better results 1:3 in basic schools; 1:4 – in specialised secondary schools, 1:4.5 in general schools; 1:2 – in technical and other vocational schools, where in some places men represent 89%. However, feminisation of the teaching profession is a typical trend in Europe and we do not consider it to be a specific national issue.

The processes of the optimisation of education changed the qualification structure of employees in the system in favour of higher academic and professional qualifications. For the 1999-2004 period, the relative share of teachers with a bachelor's degree (4-year study) and a master's degree (5-year study or a minimum 1 year after the completion of bachelor's training) in general schools increased in comparison to the total number of teaching staff. Similarly, there is a decrease in the number of teachers with the educational degree 'specialist' and with a secondary education diploma as seen in Table 2.

**Table 2.** Teaching staff in general schools by education level attained (incl. teachers, directors and deputy directors with teacher work; excl. educators)

	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004
<b>Total</b>	<b>65,885</b>	<b>63,752</b>	<b>63,261</b>	<b>61,354</b>	<b>60,338</b>
Tertiary – bachelor and master	47,999	49,175	50,176	50,233	50,326
Tertiary – specialist	16,422	13,482	12,144	10,385	9,367
Upper secondary	1,464	1,095	941	736	645

Source: National Statistical Institute: Education in the Republic of Bulgaria (2004).

Those teachers with the higher university degree represented about 90% for the 2003/2004 school year, which means that the share of highly educated teachers with a university education is too large, 82% of whom hold a master's or bachelor's degree. There is a tendency for their number to increase rapidly: it was 61.24% in the 1998/99 school year, i.e. the increase has been about 19% in the last five years. This tendency is very dynamic for teachers at the primary level where in the 1990/1991 school year teachers with a higher education degree represented 17.40% of the total and 11 years later, in the 2001/2002 school year, the figure was 60.80%. The data for the 2002/2003 school year show a new significant increase – 72.60%. Teachers with a higher education degree 'Specialist' (i.e. college education) represented 16.52% in the 2002/2003 school year and those with a secondary diploma – 1.26%. The trend for the last five years shows that their number is decreasing to a great extent. All that shows a significant improvement in the quality of teaching staff in primary education, where the basis of training and developing of young pupils is laid as well as for the other education levels and phases. It should be noted that this tendency is developing in a very intensive way. This increase is also due to the fact that the working positions of retired teachers, some of whom had semi-higher education diplomas, are being occupied mainly or even entirely by teachers with a higher university degree.



The age structure of teachers in the 2003/2004 school year shows a favourable proportion between young teachers and those with long experience and professional life (Table 3). According to the data, teachers aged up to 30 years represent 12.16% and the share of teachers aged 30-50 is by about 67% of the total. The latter are good and experienced professionals and it could be said that they are the basis of the pedagogical staff with which young teachers are being included. The number of teachers aged 50-59 is 12,635 or 21% of the total number, with most being aged 50-55. The proportion between young and experienced teachers as well as elderly teachers is good with a significant majority of experienced professionals, which is an important positive condition for continuity, co-operation and partnership between them in the professional bodies.

**Table 3.** Teaching staff in general schools by age (incl. teachers, directors and deputy directors with teacher work, excl. educators)

	1999/2000	2000/2001	20001/2002	2002/2003	2003/2004
<b>Total</b>	<b>65,885</b>	<b>63,752</b>	<b>63,261</b>	<b>61,354</b>	<b>60,338</b>
Under 25	2,045	1,658	1,657	1,318	1,143
25-29	7,310	6,590	6,255	5,730	5,172
30-34	10,139	9,761	9,499	8,801	81,178
35-39	11,762	11,046	10,626	10,207	9,904
40-44	12,002	12,229	11,848	11,551	11,261
45-49	10,350	10,571	10,960	10,988	11,080
50-54	7,745	7,531	7,780	8,270	8,714
55-59	3,913	3,744	3,900	3,650	3,921
60 and over	619	622	736	839	965

Source: National Statistical Institute: Education in the Republic of Bulgaria (2004).

We should note, however, that the system experiences teacher shortages in certain subjects such as foreign language teaching, information and communication technologies (ICT), mother tongue teaching for minority representatives etc.

### 3 National System of Pre-service Teacher Education and Training

#### Basic Pedagogical Teacher Training

The professional qualification of 'teacher' can be obtained after four years of study for a bachelor's educational/qualification degree and after one year of study for a master's educational/qualification degree. On rare occasions an additional qualification of 'teacher' may be obtained. This form is used when people decide to work as teachers after having graduated in another specialty. Higher education

institutions that receive a positive evaluation after the accreditation procedure can realise these education and training forms.

Teacher training in certain school subjects (Physics, Biology, Chemistry, History, foreign languages, Theology, Sports, Music etc.) combines fundamental research with basic pedagogical training (in pedagogical and psychological disciplines and in subject training methods). This model is based on very strong traditions and supposes an in-depth mastering of basic knowledge in certain research areas as well as of teaching methods so that pupils can also acquire this knowledge. This process is regulated by a secondary legislation document that is compulsory for all higher education institutions offering teacher training. It includes a mandatory minimum of both theoretical and practical training (Council of Minister's Decree 162/1997 on the acquisition of teachers' professional qualifications).

Students who study equally two specialties from the professional area 'Pedagogy of the training in...' (Chemistry and Physics, Mathematics and Informatics, Chemistry and Informatics, Bulgarian language and History, Geography and History, Pre-primary School Pedagogy and foreign language etc.) obtain a teacher's certificate in both subjects. Thus, they have better chances of employment and professional stability amidst the conditions of negative demographic trends. Another advantage of this kind of qualification, if they have the chance to work in both specialties, is the application of different interdisciplinary approaches in their practice. After the fourth term, students can choose a second specialty (minor) that is fully equivalent to their first specialty under certain conditions.

Two types of higher school departments offer teacher's qualifications.

#### **A. Departments offering fundamental pedagogical training**

The Pedagogical Department at Sofia University, the first such department in Bulgaria, has the strongest tradition. We should mention here that higher education in Bulgaria begins with specialised pedagogical training. The Pre-school and Primary School Pedagogy Department at Sofia University also offers training in specialties from the professional area 'Pedagogy' and also attracts not only Bulgarian students but foreign undergraduate and graduate students. Specialised pedagogical departments also exist in the universities of Veliko Tarnovo, Blagoevgrad, Shoumen, Stara Zagora, Plovdiv and Silistra. Teacher training leading to a teaching qualification is carried out at the Technical University – Sofia, National Sports Academy, and the National Academy of Fine Arts. In the private sector, the Bourgas Free University and the Varna Free University also attract students seeking certain pedagogical specialties (Music, Logopedics and Primary School Pedagogy).

Students graduating from pedagogical departments are entitled to conduct basic pedagogical activities (teaching, supervising, organisational and managerial) at all kinds of education institutions in Bulgaria. At the departments they also study school management and social activities, while they obtain certain skills for working with adults. The accent in the curricula is put on fundamental psychological, sociological, ethical, legal, medical, hygienic, social and managerial instruction in view of both the specialisation and its application.

Pedagogical Departments also prepare teaching staff for both pre-school and primary school levels. In addition, they instruct specialists working with children with special education needs: hearing and speech rehabilitation, work with children with visual problems, children with intellectual disturbances etc.

### **B. Departments offering subject training**

All other subject teachers at low secondary and upper secondary levels are trained at departments offering subject training (Departments of Chemistry, Physics, Mathematics, Biology, History etc.). Methodic Chairs and a body of professors teaching methodic disciplines function as part of these departments.

The instruction of all future teachers in basic pedagogical and psychological disciplines is carried out by professors from the Pedagogical Departments. Specialists in methods train students in subject training theoretical and practical skills. In this way co-operation is established between the professors in pedagogical sciences and their colleagues teaching methods from other departments.

Prior to the adoption of the three-level structure of the higher institutions according to the Bologna process, teachers used to be trained for four years. The diplomas of the graduates before 1995 with a qualification of a teacher have been made equal as a master's degree. In the distant past is the practice when after two years of study one could obtain a semi-higher education and a right to teach at low secondary level (grades 5-8).

The main reasons for the 'oversupply' of teachers in the Bulgarian labour market are the following: demographic problems in the country (low birth rates and high mortality rates); the age characteristics of employed teachers (12.16% are in the age group under 30, 65.65% are in the age up to 50 and 22.19% are aged 50 to 59), the trend towards optimisation of the school network and the great number of pedagogical departments.

Gradually, educational documentation and the organisation of the education process in all specialties in the higher education institutions, including pedagogical ones, are being harmonised with the European requirements.

As a continuation of the strategy to support student mobility, curricula consist of mandatory, non-mandatory and optional disciplines to come closer to students' individual interests.

Master's programmes last for two or three terms and are offered in both part- and full-time forms, with the latter prevailing over the former. The curricula according to which students are trained conform to the Ordinance on state requirements for acquiring a higher education at the three educational/qualification degrees 'Bachelor', 'Master' and 'Doctor.'

Pedagogical specialties are to be accredited for each degree. Pedagogical departments at Sofia University, Plovdiv University and South-West University have also received accreditation for doctoral programmes.

During the last ten years initial teacher education has been modernised. This process concerns the philosophy of the new curricula and syllabi, focused on educational models in which the centre is the student. As a result of this change, the training of future teachers in higher education institutions became more interactive and affirms as a quality indicator of instruction the active involvement of students in the overall study process, lectures and practical training. In some university courses a student portfolio has been introduced.

The National Accreditation and Evaluation Agency requires universities to work out strategies for introducing a system for the permanent evaluation of training quality according to European practices and procedures for all pedagogical specialties. In line with this requirement, besides the traditional examination forms (oral and written examinations) curricula involve the defence of a thesis as well.

As far as modernisation of the teaching process is concerned, there are no great differences between the departments and universities. The obstacles and difficulties in this direction are connected with the limited labour market, the unclear prospects of a professional career, the weak motivation of students to receive high quality training, and with the impossibility that the material training equipment of the higher education institutions can be modernised quickly enough.

Since 2004 Bulgarian legislation has given universities the right to organise *distance learning*. The Ordinance adopted in fact regulates already existing forms of distance learning that, however, needed a legal regulation. Distance learning is an opportunity for broadening higher pedagogical education access and there is a chance for students to access the higher school/s that offer such education at the highest quality. At present, there is no distance learning for acquiring initial teacher training but the curricula have been designed. This kind of learning is extremely important for foreign doctoral students.

The *application of ECTS* should be also added to the new elements of higher education institutions' educational practices. The step-by-step introduction of ECTS into initial teacher training (Sofia University 'St. Kliment Ohridski', Veliko Tynovo University 'St.st. Cyril and Methodius', Shoumen University 'Episkop Konstantin Preslavski', South-West Neophit Rilski University) gives students the opportunity to independently compose individual syllabi through a combination of

preferred non-compulsory disciplines and the right to take advantage of the still only theoretical prospects of inter-university mobility.

The Ordinance on uniform state requirements for obtaining a higher education in specialties from the 'Pedagogy' professional area for the educational/qualification degrees 'Bachelor' and 'Master' with a professional qualification 'educator' issued in State Gazette 63/06.08.1997 presents the state legal framework for the basic training of future teachers.

State policy regarding initial teacher training introduces more general requirements, for instance, the scope and correlation between the compulsory theoretical disciplines and practical instruction connected to it, as well as of optional disciplines. 40% of these disciplines should be covered by part-time students.

Educational documentation envisages mandatory courses (Theory of Education and Didactics, General, Age and Pedagogical Psychology) that provide students with fundamental pedagogic-psychological and methodological training. The course load is 60 and 45 academic hours, respectively, while the course load in Methodology instruction is at least 60 academic hours. The relative share of disciplines for ICT application by students is still very low, but the course load in this field varies from between 60 and 15 academic hours at the different universities. There are more of these courses at Sofia University and South-West University than at the other universities. Such differences are relative, however, because some professors include these technologies immediately in their study programmes in certain pedagogic or methods disciplines. Lecturers holding the academic rank in the relevant research area lead the lectures.

Pedagogical Departments are very dynamically upgrading the spectrum of *optional disciplines*. It should be noted that their variety is a basic indicator of the modernisation of new curricula and syllabi. For instance, the list of optional disciplines at Sofia University includes the following subjects: *Training of talented children, Work with children at risk, Pedagogical research methods, Application of didactic tests in a specific subject, Diagnostic research at school, IT application in subject training, School ethnography, Education of adults with different ethnic origins, Distance learning and self-learning for adults, Education and training of prisoners, Evaluation of the achievement and expertise of courses for adult education, Human and children's rights, Culture, media and education of adults.*

In this scheme, the differences between universities or between departments of the universities refer to the course load, the optional disciplines offered to students and the contents of the syllabi in one and the same methodic discipline. This variety is quite significant sometimes and reflects the differing correlation between tradition and the upgrading of the training of future teachers. In the coming years, the interest of future pedagogical students will particularly focus on these programmes.

Considerable stress is put on the development of practical skills by future teachers. Practical training is considered a main indicator for the qualification level of teachers. Surveys show that over 80% of teachers would like to help and be personally involved as mediators/instructors in this process. One of the most important arguments is mutual professional enrichment. Traditionally, practical training is carried out within the secondary education system: kindergartens, schools and service units.

There are three 'classic' forms of pedagogical training that are still applicable: 'hospitirane'<sup>1</sup> (at least 30 academic hours), running of school practice (45 academic hours in total), pre-diploma pedagogical practice (60 academic hours). Each student gradually moves from the mere observation and delivering of probation lessons towards independent work in real conditions. At the end of this practice training, students are required to pass a state exam, with the results being entered on the student's diploma along with the results of the theoretical courses.

As far as practice training is concerned, it is very important for students to cooperate with the teachers from so-called *schools-bases*<sup>2</sup> in real school conditions. These teachers observe students' pedagogical practice, analyse lesson units and pre-diploma practice training. They must be very responsible in this activity. However, university professors are faced with the problem of improving the competencies of those teachers in such a way that motivates them for further professional development. In this respect the practices of the universities also vary. This variety concerns the model of seminar organisation and the documentation that students create for their practical assignments.

In order to paint a full picture of the national system of pre-service teacher training it is important not only to know the current status of the system but also to understand which evaluations teachers with a substantial length of service give. The survey covers 166 teachers who defined their basic teacher training from the position of already experienced professionals. In their work they have had to resolve numerous and various pedagogical cases.

The survey data show that teachers are greatly satisfied with the university teacher training they have acquired. Approximately 40% of them declare that university pedagogical training assured them such a start in their careers that they had no need to expand it. Another 56% affirm their satisfaction with the adequacy of pedagogical training but also point out the need for additional practical experience and in-service teacher training at the beginning of their careers.

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<sup>1</sup> The term *hospitirane* originates from the Latin noun *hospes, itis, m* – 'a guest, a visitor'. The idea is that during the probation period students are 'guest teachers', 'visiting lecturers'. They teach for a certain period of time that is called a '*hospitirane* period'.

<sup>2</sup> In Bulgaria the so-called *schools-bases* are those schools where students conduct their pedagogical practice. These schools are considered to be the best ones; therefore their teachers usually observe the work of students and advise them.

Both positions, very close to one another, have some nuances that require an additional interpretation. In the first case we can presume that this categorical answer means a rejection of any in-service activities. The motive would be that the teacher is capable of resolving school problems without any external qualification assistance.

High-level professionalism as an element of the Bulgarian teacher's profile depends on the level of education obtained by the teachers. 86% of the participants in the survey have such a level of education that corresponds to a master's degree, 11% have a bachelor's degree and only 2.4% have a college education. Keeping in mind that 76% have a length of service exceeding ten years, we may claim that we still cannot observe the results of the changes in pre-service teacher training offered by the new curricula and syllabi of higher education institutions.

The survey also answers the question of to what extent teachers are ready to maintain and improve their basic competencies. The distribution of responses reveals a very interesting picture. In general, more teachers have a positive attitude as far as their professional development is concerned. More than half of them pointed out they would continue their education in one of the university cycles. Certainly, they would choose master's programmes in either their subject area or in another subject area but not outside the pedagogical area in general. The same trend is also demonstrated by the answers of 26% who said they are interested in continuing their education at the doctoral level. Bearing in mind the proposed variants for professional development, 22% asserted that they see their careers as involving an improvement in their pedagogical qualification without any additional educational degree.

Of great significance for the co-operation between higher education institutions and secondary schools as far as the training of future teachers is concerned is the readiness of teachers to take part in student training. 51% of them say that their motive is the opportunity to transfer their experience, which they obviously consider to be good enough. We should also add to this group 17% who would also agree to assist students in another way. In both cases, the idea is that this activity is important and there is a will for co-operation.

The general view of the people who took part in the survey is that basic pedagogical education is on a very good level. Recommendations follow the same directions in which higher education institutions see their modernisation: a higher level of practical orientation and deeper specialisation in certain areas (56% of the responses).

In order to give a truly full picture of basic teacher training we should consider the data collected from the responses of governing bodies' representatives. That questionnaire outlines the stages the different departments go through in order to modernise basic teacher training in accordance with the Bologna process. It should

be noted that the changes are a requirement for accreditation; therefore both internal and external factors influence their implementation.

Systematically, they refer to the school documentation – curricula and syllabi. In that respect only two answers have variations: 1) that changes or improvements have already been made; and 2) that such improvements are about to finish and are in line with European tendencies.

All representatives of teacher education and training institutions point out that they are aware of the Bologna process. The situation seems to be identical for all higher education institutions. We have to take into consideration the fact that the second process of the accreditation of higher education institutions is currently in force and they are really very well informed because the National Evaluation and Accreditation Agency (NEAA) sets very high requirements. The lack of a common document requiring these changes is the reason for the discrepancy seen in some answers concerning the availability of a national programme at the national level. These changes, however, are pointed out in the Higher Education Act and in the requirements of the NEAA. Higher education institutions introduce them in the process of accreditation.

The representatives of higher education institutions point out the process of building of new structures and instruments (two-level-system, European Credit Transfer System etc.). At the same time they underscore the fact that the transition towards deep changes in teaching, learning and evaluation methods is proceeding slowly. This position is confirmed by answers to the question of whether their institution has recently initiated curricula reform in line with the Bologna process. Two choices were checked: ‘yes, in all programmes’ and ‘in some programmes.’ The validity of the second answer can be revised because two months after the survey new accreditation procedures started accompanied by new changes to the curricula. The purpose of all of them is to achieve broad, specialised training leading to employment and/or further education.

The surveys confirm another general trend. In line with the Higher Education Act, all universities have introduced both cycles (bachelor’s and master’s), but not all of them offer master’s programmes.

As far as student participation in the master’s programmes is concerned, there are two equal options: 1) students leave after the first-cycle degree and start working; and 2) students continue in the next cycle.

The answers reveal the following tendency: it is impossible to pursue a policy to take care of the employment opportunities of students graduating from the pedagogical departments. Attracting other institutional representatives for curricula restructuring is shown to be very occasional.

The situation is similar with answers concerning curricula planning on the basis of the results of training/competencies. Several options are pointed out here: skills to



apply the knowledge, the ability to evaluate the learning results and achievements of the trainees, professional ethics. Less frequent is the ability to work in an interdisciplinary team.

Answers to the questionnaire also paint a picture of how the credit system is being applied. As far as this question is concerned, we found affirmative answers or specific ones like 'Yes, but not ESTC' or 'Not yet, but we intend to do it in the near future.'

The main principle on whose basis the credit system is applied is linking student attendance with a certain coefficient for the different subjects (which means more credits for seminars, less for lectures). The curricula, however, include optional credits to be given for individual work, work on projects, examinations etc.

Tests and written or oral examinations predominate in the assessment system. As far as pedagogical specialties are concerned, both student and professor mobility is extremely low.

The answers also reveal that the quality monitoring is still in its first stage, but there are indications that serious efforts are being made in that direction. The expectations are that students will also be involved in evaluations of educational quality.

We can draw the following conclusions: the basic teacher education and training system is being modernised in line with the requirements of the Bologna process. Future efforts should focus on the evaluation system, quality monitoring and the opportunities for student and professor mobility.

## 4 National System of In-service Teacher Education and Training

### **Main Subjects in Teacher Continuing Education**

In Bulgaria, different subjects that partially or fully cover teachers' needs for qualifications are offered within teachers' continuing education. These subjects are incomparable in terms of scale, influence, state financial support, highly qualified expert teams, international co-operation and horizontal communication with other qualification units.

They are expected to introduce in advance patterns of good practice based on conceptual ideas concerning work techniques at school and problem-solving. These ideas are meant to help teachers quickly change their attitudes when reacting to new goals and challenges; to offer mobile and various programmes and to improve them on the basis of both internal and external quality monitoring.

The qualification area is very diverse. It includes the structured units of universities, the Ministry of Education and Science, private companies offering

educational services, non-governmental organisations and temporary project teams. It is because of this variety and the appointment of the same instructors by different organisations that teachers cannot always identify the actual body implementing a certain training programme.

Departments for in-service teacher training of Sofia University, Trakia University and Shoumen University are the main units offering qualification programmes for the greatest number of teachers. These departments hold institutional accreditation by the National Evaluation and Accreditation Agency as part of the procedure for the relevant higher education institutions.

Besides these departments, in 2005 a special National Pedagogical Centre started to function.<sup>3</sup> The Centre has regional structures and one of its main functions is to organise large-scale qualification activities at the regional (local) level in co-operation with the Regional Inspectorates of Education at the Ministry with the strong financial support of the local authorities (municipalities) and the state.

Departments for in-service teacher training have a fifty-year-tradition in promoting practical innovations among the teaching body. They support the gradual introduction of priorities in the education policy of the Ministry of Education and Science.

Departments' training programmes are oriented to different target groups:

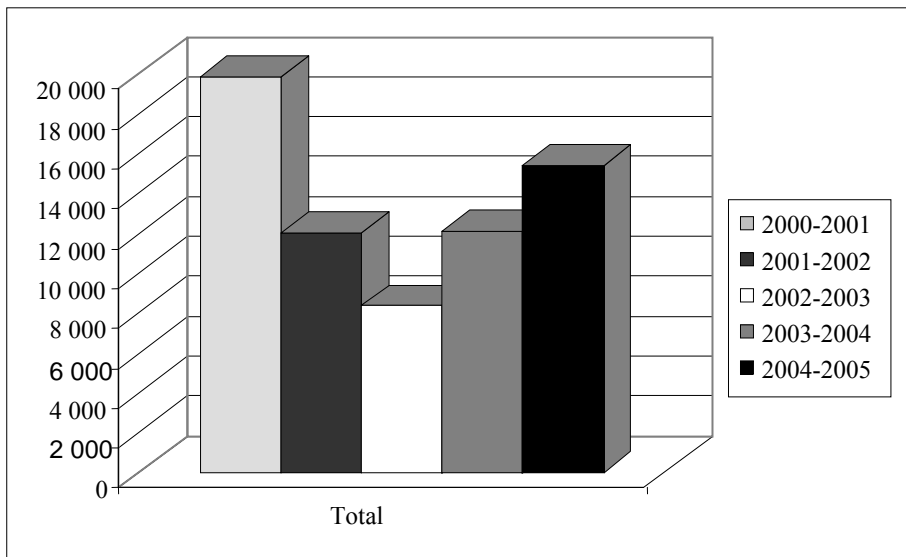
- teachers from all types and levels of secondary schools, including teachers working in the field of pre-school education and vocational educational and training;
- teachers from schools and other institutions working with children with special educational needs (children with intellectual disturbances, communicative problems, behavioural and emotional disorders, multiple disturbances, motor problems);
- supervisors, pedagogical advisers/counsellors, school psychologists;
- school Directors and Assistant Directors; and
- experts from the Regional Inspectorates of Education, as well as municipal experts.

As far as the scope of teacher numbers are concerned, the relative share of the departments varies. In 2004, over 9,500 teachers were trained at the Department of Information and In-service Teacher Training of Sofia University; approximately 1,000 teachers were trained at the Department of Information and In-service Teacher Training of Trakia University and 500 teachers attended courses organised by the Department of Information and In-service Teacher Training of Shoumen University.

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<sup>3</sup> Regulation Rules of the National Pedagogical Centre, State Gazette, 17/22.02.2005.

These departments have a relatively big share as far as the qualification market is concerned. They annually offer between 550 and 600 training programmes and, during the last four years, more than 50,000 participants have attended them.



**Figure 2.** Number of teachers participating in training programmes of the Departments for In-service Teacher Education and Training in the 2000-2005 period.

There are several reasons for the variations seen in the numbers of teachers who have attended the qualification programmes: the introduction of a new system of career development for teaching staff<sup>4</sup>; the significant political and socio-economic transformations in the country; and the withdrawal of the state from financing the training activity of these units. In earlier periods it was the state that paid the expenses of training and allowances for the trainees.

As far as organisation is concerned, continuing education in the departments is broken into long-term and short-term qualification forms. The latter lasts from one to three days. There are short-term one-phase and multi-phase programmes. The latter guarantee sustainable results and the development of the professional skills acquired. Long-term training lasts one week. Of longest duration are specialisations with a pedagogical-psychological and methods orientation. Ordinance no. 5 requires a course load of at least 200 hours. This kind of training is organised in several modules, one of which lasts ten days during the holidays. This organisation does not allow a teacher to lose touch with their school work.

<sup>4</sup> Ordinance no. 5/1996. State Gazette, 6/21.01.1997.

The training programmes' frequency has two dimensions: frequency that refers to the trainees and frequency that refers to the trainers. The databases collected by specialists working at the Department of Information and In-service Teacher Training (Sofia University) show that the range of teachers is quite wide: there are teachers who attend such courses every year because they need an environment in which to constantly maintain their teaching level; on the other hand, there are teachers who only accidentally attend training programmes.

As far as the trainers are concerned, the intensity of programmes is of great significance because they work with more people without any financial compensation.

Within the qualification programmes instruction is implemented as training sessions whose participants work either independently or in teams. For that purpose instructors prepare sets of working materials that are distributed to each participant.

Of particular significance is the strategy for regional implementation of the qualification programmes in the region where teachers live and work. Between 40% and 60% of qualification activities have been moved out to the regions in response to demand. Training in the administrative centres has some advantages, with one of the most important being the exchange of experience at the national level. However, decentralisation in allocation of funds for qualification activities according to municipalities, schools and regional inspectorates gives priority to *close-to-home education*. Thus, users are given the opportunity to choose their own instructors.

A very important feature of the qualification activities of the departments is the education and individual tutorials in support of *teacher career development*. On the basis of the abovementioned Ordinance, teachers in Bulgaria can pursue a positive professional career on the basis of five-degree scale. The first two degrees suppose an orientation to certain contents and technology-related innovations and a presentation of their own good pedagogical practices. The next three degrees ensure step-by-step progress towards activities connected with the application in practice of novelties as well as the creating and testing of own innovations. For the first (highest) professional/qualification degree that also means the popularisation of own innovations through publications.

Universities offering teacher training can also organise pedagogical specialisations that are valid for the procedure leading to the acquisition of III PQD. Some faculties offer courses for additional basic training or for a change in the profile of a teacher's specialty. These courses last 1.5 – 2 years and entitle their graduates to teach in school subjects for which there are teacher shortages, for instance, foreign languages, informatics and information technologies, integral school subjects etc. This is an alternative form of the mobility and employment of unemployed teachers.

As far as career development is concerned, special training programmes are organised to support the instruction of teachers from different educational stages and specialties. These programmes include a description of new practices, an evaluation of their application, preparations for the publication of those descriptions in both hard-copy and electronic journals of the Department of Information and In-service Teacher Training of Sofia University and other departments as well. These good practices are shared not only with Bulgarian teachers but also quite often with teachers from other countries as well as at seminars, conferences and national competitions for working out teaching products. Such a strategy aims at involving many of these teachers in the implementation and evaluation of curricula and in the writing or assessing of new textbooks.

Thus, teachers' continuing education is mainly oriented to a 'production' of own ideas, their practical realisation and popularisation among teaching staff at the national level. This peculiarity of professional development presents us with another challenge: the promotion of a broad partnership with other Bulgarian and international instructors and the participation of our instructors in various expert and teaching activities in international training programmes.

In general, the in-service teacher education and training system is based on the principle of *self-initiative and voluntary participation*. Teachers can join different training programmes according to their own will or upon the recommendation of their employer (school headmaster) or regional inspectorate of education.

It should be outlined that as far as the promotion of qualification levels is concerned there are no legislative or administrative mechanisms obliging teachers and directors to participate in training programmes or to go through the different qualification and professional degrees. Subsequently, instructors should offer practically-oriented training of a high level in order to attract pedagogical staff to take part in qualification programmes.

In these conditions during the last four years the number of teachers who have voluntarily attended in-service training courses and successfully obtained a qualification degree and corresponding certificate has been growing by 2,000 per year. Data show that about 40% of teachers have different qualification degrees.

Educational planning and defining the thematic directions of training are the core elements of the departmental strategies. In order to identify demand, every year an independent survey is conducted and teachers, directors and representatives of the regional inspectorates of education make their own proposals taking into account the priorities set by the Ministry of Education and Science. Data are collected, systematised and included in the curricula and syllabi.

This mechanism is being kept and the cycle of the partial or full renovation of curricula is annual.

*Contents-related* priorities offered by the departments after a study of what is needed include the following features:

- acquisition of digital literacy and informational subculture as an integral element of the professional pedagogical culture, professional competencies;
- acquisition of interactive training skills and competencies;
- development of teachers' competencies in early foreign language teaching in order to stimulate the bilingual skills of pupils;
- development of teachers' competencies in taking up and applying new educational decisions, including decisions regarding the evaluation of educational achievements, making use of the European experience on the basis of good educational practices in the country;
- support for school managers, their work and promotion of school enterprising in a competitive environment;
- development of skills and competencies for the integration of children with special educational needs and children with an unequal social status and for work in a multicultural milieu; and
- mastering pedagogical skills to support every student's personal development, both pupils at risk and talented pupils.

Special *documentation including offers, curricula and syllabi* is being prepared for the 'users' of these qualification services. The offers are published in hard copy that is later distributed to both the inspectorates of education and the schools and is installed on universities' websites. Offers include information concerning the target group and thematic areas. The documentation of the departments should also include information concerning the result of the training, the dates of the course, the name of the instructor, the number of regular and distant learning hours and the number of credits corresponding to the training.

As a rule, in both curricula and syllabi special attention is given to the teaching techniques and updated knowledge about content-related innovations. This division is formal because the instructors from the departments are professors who have an academic rank or assistants with doctoral theses and they are people with long professional experience. Many of them are authors of textbooks and curricula which allows them to combine research novelties with those of the technique. It is because of these qualities that these instructors are attracted by other in-service teacher training units too.

Concerning the role of practice in the curricula, we can indirectly judge this by the fact that each training programme is designed to end with a practical product that has already been announced in the training offer. In that respect, the qualification is oriented towards the creation of products according to models, but it is organised on the basis of clearly defined conceptual ideas.

A significant element of the departments' strategy is the co-operation with schools, regional inspectorates and non-governmental organisations. The overall activity of the departments is designed on the principle of partnership. One aspect of this co-operation is the implementation of joint training programmes with representatives of such organisations. During the last year the forms of such joint activities have increased three-fold.

A new feature of the qualification activity of the National Pedagogical Centre is the realisation of a large-scale qualification programme approved by the Ministry of Education and Science. The idea is for all teachers to be able to participate in the courses offered by the Centre. Courses are supposed to cover all subject areas for all education levels. Simultaneously, the Ministry of Education and Science is implementing another three-stage mega-programme aiming at qualifying all Bulgarian teachers in ICT application at secondary school. This programme is based on the principle that a certain number of instructors will be trained who will then train their colleagues at a local level in the relevant professional area (cascade training). In both cases, the state provides financial support for these planned trainings.

One of the most important factors in the promotion of teachers' participation in qualification activities is the fact that *experts from the regional inspectorates* undertake certain initiatives for the organisation of training programmes together with the departments, higher education institutions representatives and occasionally with NGOs. These activities are not part of their expert duties and express their personal commitment to the problems of the teachers' body that they know very well.

In order to receive a full picture of the national system of in-service teacher education and training we should take into consideration the points of view, impressions and evaluations of two other groups: the users and organisers of the qualification activity.

Teachers and representatives of the institutions offering in-service teacher training filled out two separate questionnaires that give a general idea of how both participants and institutions perceive this process.

Preliminary attitudes of the 166 teachers surveyed to qualification programmes were also interpreted in the previous chapter. The users had no information about the contents of the training programmes when these attitudes were formed. The will of teachers for improving their already acquired basic training in a higher education institution in concrete subject area prevails in comparison to the desire for improvement through qualification programmes. As far as the question of which choice they would make to continue their qualification skills, the predominant part of the respondents pointed out master's programmes in their own or a close subject area, as well as doctoral programmes (over 52%). This

perspective of professional upgrading could also be viewed in the context of the insufficient up-to-date innovation training of their colleagues with a long length of service, for instance, over ten years, who make up 70% approximately of the respondents.

The questionnaire requires an alternative choice, that is why those 22% of the respondents who chose the answer that they would prefer qualification forms than master's or doctoral programmes could be perceived as the core of teachers who render an account of the influence of educational technologies and novelties on the results of their work. In both cases, however, we can draw the conclusion that the teaching body is quite motivated for the professional development and maintenance of high quality competence. This conclusion is confirmed by answers to the question of whether teachers would participate in surveys concerning teaching/learning. Only 8% of those surveyed expressed a negative attitude to such an idea. 40% connected their wish with the motive that there is a need for innovations in education and co-operation between institutions. Another 31% preferred that choice because of the related opportunities for personal professional development. To these two groups within overall positive attitudes we should add another 15% who very sincerely pointed out that such an obligation hold some interest for them mostly because of the better payment opportunities.

In general, the answers to both questions lead to the following conclusion: the attitude to the improvement of professional development and activity presume an adequate supply of qualification programmes. Teachers need more informational 'channels' to get information about the availability of such programmes and courses.

If we take into consideration the number of qualification seminars teachers have attended (47% had visited one or two seminars, another 31% said three to five) we can affirm that teachers have regular access to different training forms. This survey does not pay attention to the thematic fields of those qualification events, nor their forms.

In order to present the real situation it is important to also mention the way teachers can take part in qualification activities and what their expectations are concerning the usefulness of such events. 66% of those surveyed unanimously said that such trainings are very useful for their professional development. Another 14% expect that such programmes will have an impact on their promotion or will guarantee their employment. Approximately 4% of the teachers find such programmes boring.

A comparison of these answers to the abovementioned attitudes alters the initial impression that teachers have become somehow alienated from continuing education; an impression arising from putting the question as an alternative between qualification and improvement in a concrete subject area.



The very strong attendance of such training programmes is the reason why we will not comment on those answers stating that no seminar, workshop or another form of qualification was attended. We should mention here that the answers of the participants include each gathering and professional meeting (from meetings organised by experts of the regional inspectorates to trainings and courses organised by different institutions and units).

In filling out the survey the teachers experienced certain difficulties in distinguishing different institutions or units that organise qualification programmes. There may be several reasons for this: 1) different units were included in the answers; 2) the co-ordinating role of representatives of the Ministry of Education and Science in trainings organised by other institutions; and 3) the very close co-operation between regional inspectorates of education, specialised in-service units and universities. Therefore, we have an equal distribution of answers concerning the role of the Ministry and of the specialised units (all part of the university structure).

As far as the effectiveness of the trainings is concerned, important conclusions can be drawn from the questionnaire filled out by teachers. 41% of them declared that the trainings were very useful and to a great extent contributed to their successful work at school. For another 31% this contribution is real but partial (it is not clear whether this position is a result of the high entrance level of the teacher involved in the programme or because there are no conditions in which apply the knowledge in practice). For 17% of the participants the effectiveness of the training programmes is related to their personal and professional future. They acknowledge, however, that considerable stress should be laid on a practical orientation.

Based on these answers we can assert that the general evaluation of the qualification is positive. This estimate comes from the experience and participation of the teachers in different programmes organised by the different institutions. The immediate answer to this question fixes their positions in the following succession (without mentioning specific institutions or parameters of the system).

First place goes to the expectation that public resources support should increase considerably as far as the supply and quality of in-service teacher education and training is concerned – 35.54%.

In second place come the expectations for an expansion of the thematic range with themes that are not represented today; this should also be supported by public resources – 27.71%.

Third place is for the view that the system of in-service teacher education and training is ineffective. Such a system should be created urgently that gives each teacher a real opportunity for professional development – 20%. Another 12% hold the position that the system is quite good and no serious changes are necessary.

If we compare these questions to the attitudes for professional development and career and the availability of the many different institutions offering training programmes, we may draw the conclusion that we should clarify the contribution of each instructor in the whole process. We should also take into consideration the results of the training not only for teachers' professional development, but also for the qualification concerning real problems.

The opinions of the representatives of the higher education institutions concerning the same attitude can also be divided between the desire for wider support on the part of the state and renovation of the thematic spectrum. Alongside this, some views concerning the necessity for radical change are also expressed.

In general, three problems are outlined: 1) information concerning the training programmes; 2) the thematic spectrum and mechanism for defining the themes; and 3) organisation of the programmes by different institutions. In this regard, some good practices were identified and described. The expectations are that the realisation of policies for large-scale training that has already started, fully financially guaranteed by the state, would change some of the positions indicated in the survey.

## 5 Recent Developments and Plans in Teacher Education and Training

The quality of continuing teacher education is a key word through which we can receive feedback concerning the qualification activity implemented at the national level comparable to the European dimensions.

Quality has different dimensions for the different subjects in that process. The main thing, however, that unites them is the information from the surveys concerning to what extent the expectations of the training programmes are being met.

Certain institutions implementing qualification activity set themselves the goal of achieving quality management.

At the Ministry of Education and Science these questions are related to the implementation of a new legislative document of the Council of Ministers, namely a state educational requirement for a teacher certificate and qualification. This requirement sets the key professional competencies of both current and future teachers and defines the teaching profession as a 'regulated one', taking into account European requirements in that field. It also determines the training (initial teacher qualification) that should ensure mobility and flexibility in a dynamic and changing professional milieu. Teachers are expected to work in teams and to co-operate with every student, as well as with parents, local authorities and other

organisations. Compulsory and constant training in the course of teacher professional activity is also indicated as a requirement.

The reform in the field of initial and in-service teacher training can be understood as the implementation of the necessary legislative changes. The preparation of high quality teaching staff for the education system will guarantee stability and economic growth. Insofar as professional teaching practice is concerned a positive change would be the opportunity for a change of teacher qualifications on the basis of previously acquired higher education, which would update their professional competence according to the new needs. The realisation of these tasks puts greater burdens on modern teachers. The new legislation will meet European standards in the field of initial and in-service teacher training.

Teachers' professional development requires constant in-service training so that teachers can acquire new knowledge and professional skills, to learn how to communicate with different cultures, and to master new interactive training methods to change the teacher-pupil relationship.

The implementation of the National System of In-service Training and Continuing Education of the Teaching Staff taking into account both the evaluation and remuneration of teachers' work aims at creating incentives for teachers to take part in the process of reforming and modernising education, updating the knowledge and skills acquired, encouraging their creativeness and offering opportunities for them to work on projects and programmes at all levels. One of the main goals of the National System is for teachers to make full use of the *AdminM* education information system that is now being introduced in schools, kindergartens and service units. It should be noted here that through this system in the *AdminL* module, the Teaching Staff Data section has started the process of collecting information about the qualification courses teachers have passed. In files called 'Professional-qualification degree' and 'Qualification courses' a teacher's profile is updated by data on qualification courses visited, computer skills and foreign language proficiency according to the Common European Framework of Reference for Languages. Having these data at our disposal will make it easier for us to better plan teachers' needs for in-service training, as well as to make full use of school computer equipment.

Experts in the regional structures of the Ministry of Education and Science – inspectorates of education, are also preparing plans of qualification activities relevant to the needs of each region that would allow them to co-operate with academic staff, departmental representatives and participants in projects. Following certain practices and introducing course patterns and ideas, experts will draw conclusions and make proposals concerning the quality of training activities and make recommendations concerning basic teacher training.

The National Pedagogical Centre and its local units that implement the first cycle of their plan for qualification activity will also focus their efforts on an analysis of the training quality and to what extent it is effective for the participants.

It should be particularly mentioned that project instructors must use questionnaires at the end of the training and analyse its usefulness.

A set of mechanisms for quality training (shown below) is being used at the Department of Information and In-service Teacher Training at Sofia University and in other departments.

*Accreditation* of the institution regarding the general criteria for higher education institution: for educational and research activities and for popularisation of the achievements at national and international forums.

*Attestation* of the academic staff according to criteria related to their teaching and research activities and participation in international events. Teaching portfolio and the evaluation of participants in training programmes are mandatory elements of the attestation.

*Internal monitoring* – each participant in a training programme fills out a questionnaire on the basis of which a picture of their own progress can be made. Teachers who have never participated in such programmes are also interviewed. This information is further used to improve the programmes or working materials. Data reveal negative attitudes to qualification activity in general or to subjects carrying out such an activity within the group of non-trained.

Based on their *internal rules* the Department of Information and In-service Teacher Training at Sofia University and other departments implement elements of *institutional strategy*, directed at maintaining training programmes of high quality.

The goal is to promote and develop competencies that will guarantee high quality education in secondary schools.

*A basic element of the institutional quality strategy is a reconsideration of both the mission and tasks of the qualification activity* among teachers. The goal is to bring Bulgaria closer to the European social model through the achievement and maintenance of high quality training in secondary school.

One of the indicators for this orientation towards a new quality of qualification activity is the understanding that in its core this activity should be an ongoing process, i.e. it is in line with the concept of lifelong learning. In this relation, the term ‘continuing education of the pedagogical staff’ was adopted and approved in Bulgaria. Therefore, activities should be oriented to the planning of training based on a *constant reconsideration and renovation of both contents and methods*.

The main feature of this process is a descriptor of the qualification programmes that includes what are the *expected results*. Its description leads to a certain change

of the training activities and outlines the set of working materials offered by the instructor. As far as the results of training are concerned, the teacher's *portfolio* was introduced by the Department of Information and In-service Teacher Training three years ago. It is most frequently used in foreign languages in-service programmes (German, English) and in the programmes of specialists in Pedagogy, Psychology, History, Primary School Training, and Civic Education.

During the last few years some departments have offered mixed *attending of distant forms of education*. For instance, in 2005 the Sofia University Department of Information and In-service Teacher Training offered thirty such programmes with attending and distant training modules. According to their surveys, approximately 48% of the users say they prefer this form of qualification. We should perceive, however, such attitudes as equivocal because the participants have no experience in distant learning. Many of them still do not communicate via the Internet, do not have a personal computer at their disposal and have no regular access to such equipment at school. Distant forms stimulate teachers to send e-mails, for instance. In these training forms the products are mixed: from the implementation of working lists or packages that will be later used in class to descriptions of good practices and innovations. The great potential of this new type of training programme is to be developed in future together with programmes related to the application of information technologies.

The introduction of the new type of documents proving the contents and duration of the qualification programme attended and *the number of credits corresponding to the training* are also an element of the strategy for quality management. During the last three years it was experimentally introduced at the department of Sofia University and is already adopted as a regular practice. In this way, the qualification model is synchronised with basic training in the higher education institution and becomes a prerequisite for the stronger personal motivation of the participants. On the other hand, it requires the creation of improved databases of the qualification programmes and the teachers who attended them. The implementation of such databases is currently in process in this department and will allow individually-oriented programmes to be offered in the future.

A special policy area of some departments offering in-service teacher training are the programmes for development of the school as a *Laboratory for new practices*. By means of these programmes good pedagogical ideas and innovations have been supported, stimulated and popularised on the national level.

A very important aspect of modernisation in the field of qualification that influences the quality of training in the training programmes is the co-operation between the departments with other state institutions and non-governmental organisations dealing with projects in the field of education. The latter is a stable tendency.

On the basis of this co-operation one can get a very clear idea of the quality of the training programmes in those two sectors (state and private) and of the competitiveness between the units offering educational services. The positive effect of this professional rivalry is the maintenance of the high quality of both contents and organisation of the training programmes. In an indirect way, it also influences the *identification of new needs and priorities in this direction*.

Needs are identified by annual surveys in which all responsible institutions and teachers take part. The result is the proposing of new educational offers. Data analysis shows that the main arguments for teachers to participate in the continuing postgraduate education at Sofia University's Department of Information and In-Service Teacher Training are the following: promotion of their professional qualification (67%); scholarly aspect of the themes (21%); personal contacts with other participants and instructors (12%).

For the process of modernisation of the qualification activity in Bulgaria as well as for the promotion of its effectiveness two factors are very important: the 'internal' impact in the institutions implementing such trainings and the 'external' impact of both users and competitive instructors. Questionnaires offer rich information on both phenomena. The initial tendency of higher education institutions to organise training in information and communication technologies' use in education can be outlined. This process has no immediate reflection in the school yet, but in the near future it will certainly have an impact on the contents of teacher training programmes in this field.

Institutions engaged particularly in qualification activity point out in their answers that, although not to a desired degree, they attract teachers to work together on different projects. Based on the questionnaires, we can note the tendency of teachers to be introduced to didactic methods for how to apply ICT in education and the tendency programmes for their qualification to be modernised. This is done according to teachers' needs with an accent on their practical competencies and the opportunity to use modern teaching methods. Data show that the upgrading is at different stages, but there are no significant differences concerning the policy accents for quality improvement.

From the answers of the surveyed teachers, different aspects of their concept of the quality of the qualification activity can be outlined.

89% of those surveyed prefer special qualification courses/seminars, workshops organised by university structures, including Departments for In-Service Training. 78% would take part in events organised by the Ministry of Education and Science (we should take into consideration here the existing practice of co-operation with the aforementioned units). Approximately 28% prefer training courses organised by non-governmental organisations, and 20% by private organisations, specialised in the field of teacher training. These results give a relatively clear idea of their expectations concerning education that will satisfy their needs. 26% of those

surveyed express their desire for training within local communities, thus referring to another aspect of the qualification system: the necessity of the internal exchange of good practices between teachers themselves.

Another possible direction in which we can look for organisational forms leading to a quality improvement of the qualification activity is outlined by the following data: 67% of the teachers prefer to participate at conferences and seminars, 58% to work in school networks, and 45% to take part in project implementation. These attitudes reaffirm the good practices established by history teachers who combine all these elements.

Important quality parameters are preferred thematic fields of qualification. A set of questions from the questionnaire refers particularly to that matter. These answers give certain orientation points concerning the improvement of contents in that field. In this regard, some practices were established in the in-service units that improve the ways of making inquiries among users.

If we arrange them according to their preferences, their answers also show some areas of shortages that could be covered by basic teacher training, as well as the dynamics of educational priorities in secondary education. Based on the 166 teachers surveyed, we can arrange them in the following way: 80% prefer to improve their qualification in their subject area mainly; 80% also prefer teaching methods; 65% choose the development of skills for ICT use; 58% prefer the learning of a foreign language; 56% the development of basic communication skills, rhetoric etc.; 47% prefer education, human rights education; 29% the social and cultural aspects of education; 26% work with children with special needs; and 23% prefer school/educational management.

Teachers did not make any other suggestions besides the thematic fields given. This fact may be interpreted in two ways: 1) the thematic fields included in the questionnaire were exhaustive enough; or 2) teachers experience some difficulties in formulating their own needs.

If we compare these answers to data from the question 'How often do you find your most preferred/important themes in actual in-service education and training' we will establish an interesting feature. The number of positive answers (53% approximately) is great, but the share of answers stating this is a rare occasion is also relatively big (39%).

The interpretation of these data is not very simple because we should take several factors into consideration: different qualification levels of the instructors, different competence levels of the trainees, diverse professional interests, new interactive methods, availability of certain attitudes and stereotypes in both trainers and trainees. On the other hand, it is necessary to additionally inquire into the needs of both satisfied/dissatisfied people in order to make corrections to study programmes and training methods. In this regard the experience of departments and non-

governmental organisations is very important, where both control and feedback from the training is mandatory. That gives an orientation about the quality of the programmes in particular and in general as to what should be the model of training.

A new feature in searching for new ideas for the modernisation of the qualification activity is teachers' readiness to participate in the implementation of educational projects. For 40% the main motive is the introduction of innovations, for another 31% their career is in the lead. Nevertheless, the aspiration for such participation is common and conscious. Such an aspiration points to the combination between qualification programmes and projects and sets higher requirements for the people involved in those projects: results should be sustainable and can be achieved by appropriate training.

One of the quality indicators for the qualification activity is its comparability with other European countries in view of both contents and format. The teachers' answers reveal their readiness to co-operate in such activities with international partners. This is very important for the integration of this system in the European qualification schemes.

43% of the teachers prefer all European Union member states, 24% all European countries, and 17% one or more neighbours: it is obvious that the will for such co-operation exists and can be well included in training programmes of this type. Single practices of this type, for instance, research of everyday life in Albania, Bulgaria and Macedonia in the 1945-2000 period conducted by the Department of Information and In-Service Teacher Training reaffirm the fact that there are many possibilities in this direction.

## 6 International Co-operation in Teacher Education and Training

International co-operation in teacher education and training has always played a significant role as far as the development of teacher competencies and the acquisition of new educational technologies and good practices are concerned. In that field, Bulgaria develops both bilateral and multilateral relations that help the modernisation of the national education system with teachers in certain subjects, enhancing educational quality.

International co-operation in the pedagogical field is carried out through several ways and covers a wide spectrum of institutions. Activities connected with bilateral and multilateral agreements, in which Bulgaria is a signatory party, are implemented at the governmental level.

Bilateral co-operation is carried out on the basis of intergovernmental agreements and programmes for co-operation in the field of education and science. Programmes are being concluded every three years. The most common forms of



co-operation are the educational exchange and internship of teachers in the partner-country abiding by the principal of reciprocity.

Countries announce the possibilities of Bulgarian teachers going on a visit or participating in an exchange programme and the Ministry of Education and Science selects and nominates Bulgarian candidates. This kind of co-operation is of extreme importance for Bulgaria because it particularly supports foreign language teaching, an area where Bulgaria experiences serious shortages of highly qualified teachers. In 2005 such agreements between Bulgaria and almost all European countries were in force as well as with the USA, Japan, and the Russian Federation. With other countries, such agreements are in the process of negotiations.

Another form of bilateral co-operation is the international government programmes that support the reform of the Bulgarian education system. These programmes started immediately after the democratic changes in the country at the beginning of the 1990s and are continuing. Such programmes offer invaluable support in securing pedagogical and managerial staff for Bulgarian education. As an example, one should note the *Teachers Exchange Programme* offered by the USA and the different projects of the British Council, Goethe Institute, French Cultural Institute etc.

The Teachers Exchange Programme has functioned for more than ten years in Bulgaria and is run by the Bulgarian-American Commission for Educational and Culture Exchange (Fulbright Commission). The programme is particularly oriented to Directors and Deputy Directors who go for a specialisation to the USA and get acquainted with the administration of American schools. The Fulbright Commission selects the candidates.

The activity of the British Council in Bulgaria as well as of the governmental programmes of other countries is mainly concentrated on enhancing the quality of foreign language teaching. Two projects are to be noted as good practices, with both being run by the British Council. Several Bulgarian education institutions take part in them. The 'Quality in Foreign Language Teaching' project is implemented in co-operation with a team representing several Bulgarian universities, language schools and regional inspectorates of education. Launched in 2002, the project is actually a follow-up to the Baseline Survey of Pre-Service Teacher Education in Bulgaria. The goal of the project is to create uniform criteria for the assessment of foreign language teaching in classrooms.

Another project run by the British Council in Bulgaria is called 'Creation of Activities for English Language Teaching Using Informational Technologies.' Plovdiv University is the Bulgarian partner organisation. The project sets the following goals: implementation and usage of Internet-based materials for English language teaching and learning and presenting different self-training methods for both teachers and students.

Extremely valuable for the development of foreign language teaching on the regional level is the activity of the American government organisation Peace Corps. It supports the Bulgarian education system with well-trained and qualified English language teachers. The contribution of the volunteers for enhancing the language skills of Bulgarian students and teachers is inestimable. The results achieved are really impressive: in 2004 volunteers from the Education Programme trained 8,700 pupils in 70 basic and secondary schools.

Alongside the bilateral co-operation, multilateral agreements also play an important role in the improvement of the professional competencies of Bulgarian teachers and university professors in the field of teacher education and training. At present, Bulgaria participates in the following programmes: In-Service Training Programme for Educational Staff (Council of Europe), and the Centre of Living Languages in Graz. The European Integration and Bilateral Co-operation Department at the Ministry of Education and Science co-ordinates these programmes.

Bulgaria takes an active part in the In-Service Training Programme for Educational Staff organised by the Council of Europe. In 2004 Bulgarian teachers participated in sixteen seminars organised as part of the programme in different European countries. In 2005 Bulgaria participated in nineteen qualification seminars as part of the Solon teacher training programme of the Council of Europe.

Within the National Action Plan related to the European Year for Democratic Citizenship through Education (2005) several training courses were organised, including civic education experts from regional educational inspectorates of the Ministry of Education and Science. The Council of Europe provided not only the financial resources but also training materials developed by international experts. Thematically, courses were related to intercultural education and education in European citizenship. These training courses to a great extent helped experts to prepare regional plans including different initiatives to celebrate the European Year for Democratic Citizenship through Education. They shared their experience with other teachers too.

Bulgarian teachers and educational experts in the field of teacher education and training actively take part in the second midterm programme of the European centre for contemporary languages in Graz. Most participants in the forthcoming seminars were already defined, for other seminars competitions were announced.<sup>5</sup>

Bulgarian institutions also participate in European Commission programmes. In the last few years Bulgarian participation has been broadening. In the field of teacher training, however, interest in the opportunities offered by the EU is not very strong. For instance, in the 2003/2004 academic year student mobility within the ERASMUS programme in the 'Teacher Education and Training' field was only 2%

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<sup>5</sup> The national team appreciates the help of the *European Integration and Bilateral Co-operation Department* (Ministry of Education and Science) for the information provided.

of the total scope of student mobility in Bulgaria while teacher mobility was 4% of the total scope. Nevertheless, some Bulgarian higher education institutions have successfully developed bilateral and multilateral relations and become involved in European programmes and initiatives. As a good example here one should note the Basic and Pre-primary School Pedagogy Department at Sofia University 'St. Kliment Ohridski'. This department develops serious international activity based on both bilateral agreements and participation in European programmes and projects. As good examples two projects in which the department is involved can be mentioned: the 'European Academic Network' and 'Special Educator Training in the Process of European Integration: Bulgarian-Romanian Perspective.'

The New Bulgarian University also participates on the Bulgarian side in the 'European Academic Network' project. The project itself was proposed as part of the SOCRATES/ERASMUS III Programme. It is run by the Centre for Learning and Teaching, Southampton University, United Kingdom. 52 institutions from 31 countries are involved in this project. The main thematic area of the project is connected with the education and training needs of academic staff not only when entering the teaching profession, but also as far as continuing professional development is concerned.

The 'Special Educator Training in the Process of European Integration: Bulgarian-Romanian Perspective' project is run by the Centre for European Studies on Special Pedagogy at the Basic and Pre-primary School Pedagogy Department, Sofia University 'St. Kliment Ohridski.' It is designed to establish and develop academic co-operation in the field of special educators' training between Sofia University and Babes-Bolyai University, the Faculty of Psychology and Sciences of Education, Special Education Department, Cluj Napoca, Romania. The project is supported as part of the competition 'Strategic Partnership in the Field of Higher Education in the Balkans and South-European Region' announced by Open Society Institute – Sofia. The project started in 2004 and its main goal is the establishment of strategic inter-university co-operation in the field of higher education problems of students in Special Pedagogy focused on European standards and a cross-cultural perspective. The project's activities include meetings, discussions, working out and approbation of lecture courses, publications etc.

The Information and In-Service Teacher Training Department at Sofia University has also established good international relations and co-operation in the 'teach the teacher' field. Among the most significant activities of the Department here are the following: joint implementation of new schemes for teacher continuing education on the basis of informational technologies, offering good resources and software for teachers (together with partners from France and Spain); establishment of the Centre for Intercultural Dialogue, and participation in the 'Teachers for the Future: Meeting Teacher Shortages to Achieve Education for All' programme run by the International Labour Office. The Department is the Bulgarian national co-ordinator of this programme and is in charge of preparing a national report that was to be

finalised until the end of 2005. The concrete results of this initiative would be recommendations for changes in pre- and in-service teacher education and training systems. The recommendations will be made on the political level by organising a National Forum for Political Dialogue to be held at the end of 2005. During this forum the national report will be presented.

As part of the project a national steering group was established consisting of representatives of the Ministry of Education and Science, the Ministry of Labour and Social Policy, teachers' unions, private employers in the system of education, professors from pedagogical departments and other educational experts. The national steering group convenes at regular meetings and all decisions are to be taken with the consensus of all members.

During the last few years Bulgarian schools have taken a more active part in different international initiatives and projects. The lack of both sufficient equipment and Internet access were the main obstacles to equitably making use of contemporary information and communication technologies. Nevertheless, in the last year the Bulgarian government launched an extremely important initiative aiming at providing all Bulgarian schools with computer equipment. As a consequence, schools enjoy much better opportunities for involvement in different international school networks.

From 1996 onwards in some Bulgarian schools attempts were made for work in international networks through Internet communication. In 1996 Bulgaria became involved in the international network for educational resources and telecommunication iEARN through the following representatives: 91<sup>st</sup> German Language School 'Prof. Konstantin Galabov', American College in Sofia and Fifth Language School in Varna. Since 1998 Bulgaria has participated in the large-scale network 'Critical Thinking Development through Reading and Writing' where some projects require online work. The third international network involving successful Bulgarian participation was established in 2000, the MyEUROPE programme, part of the European school network. The MyEUROPE programme includes approximately 2,000 European schools.

During the last few years Bulgarian schools have expanded their participation in the Comenius programme of the European Commission. As an example of good practice we should note here the 'Training Quality Improvement through European Practice' project. The 'St. Kliment Ohridski' secondary general school with foreign language teaching in Blagoevgrad is a school-co-ordinator of this project implemented within the Comenius/Activity 1 programme. The project started in October 2004 and the Linde College (Wolvege, Netherlands) and Školský centre (Ljubljana, Slovenia) are partner institutions. This school development project is oriented to joint activities connected with pedagogical approaches and holds certain practical importance for improving training quality in the participating schools. As part of the project different ideas on questions related to Didactics, Methods and

Pedagogy are exchanged, thus enhancing the learning conditions and application of new evaluation and self-evaluation approaches.

Another example of a successful interschool partnership is the activity of the 163 'Chernorizec Hrabar', basic schools in Sofia. From 2003 to 2005 pupils and teachers worked on an European education project 'Making a newspaper in order to better communicate and understand each other'. Other schools involved in the project are the St Josef College (co-ordinator, France, Loire Department), the basic school from the city of Sibiu, Romania, and a basic school from the city of Podcertek, Slovenia.

Articles in the fields of history, tourism, the environment, arts and crafts were published in the newspaper. Each country prepares one page, with all the articles being written in English. 75 pupils from the 163 schools worked on the project.

Since the very beginning of democratic changes in the country the Open Society Foundation has strengthened its position as the biggest non-governmental organisation supporting the development of civic society in Bulgaria. During the last fifteen years, in line with its mission the national foundation supported educational projects and initiatives whose goal was the reformation and modernisation of Bulgarian education.

According to the 'International Contribution to the Development of Bulgarian Education' survey conducted by the National Institute of Education in 2002-2003 a number of programmes of the Foundation such as 'Library', 'Publishing Programme', 'Scholarships' etc are considered to be a constant investment. The survey reveals that the Open Society Foundation has invested USD 8,456,697 in education so far. Table 7 shows the annual distribution of resources in the field of general education.

Year	USD
1992	17,649
1993	47,670
1994	106,917
1995	88,161
1996	90,189
1997	76,882
1998	89,878
1999	166,534
2000	40,556
2001	200,165
<b>Total:</b>	<b>924,601</b>

**Table 7.** Annual distribution of financial resources granted by the Open Society Foundation for the general education in Bulgaria in 1992-2001.

Source: International Contribution to the Development of Bulgarian Education. National Institute of Education, Sofia, 2003

Since 2002 the 'Education Policies' programme has particularly supported the reform of Bulgarian education by supporting processes leading to the improved quality of education, guaranteeing equal access to education and bringing Bulgarian education closer to European education standards, while taking the social and economic conditions in the country into consideration.<sup>6</sup>

Thanks to this programme, during the last two years the national foundation supported the implementation of several key activities for the development of Bulgarian education projects, such as 'Prognosis and Perspectives for the Development of Bulgarian Education Market', 'Analysis and Evaluation of Implemented Activities under the Education Modernisation Project', 'Strategy for External Evaluation of the State Educational Requirements at the End of Fourth Grade' etc.

In the field of teacher pre- and in-service education and training the Foundation supports projects targeted at achieving higher teaching and learning quality. During the last few years a number of projects aimed at meeting education priorities were realised with the help of the Open Society Foundation. Two projects can be mentioned as examples of good practices: 'Modern Bulgarian Education. Quality through Partnership' and 'European Lessons' carried out by the Paideia Foundation and financed by the OSF.

As part of the first project, a teacher's manual named 'How to achieve the education content standards in civic education: the role of the teacher.' was elaborated. Some good practices of educational process improvement are presented as a contribution to Bulgaria's participation in the '2005 European Year of Democratic Citizenship through Education' campaign.

In the 'European Lessons' project primary and low secondary school teachers working on 'European Lessons' programmes were trained and a certain optimisation of the work was achieved. In 2005 the 'European Lessons' network covered 750 schools in all 28 regions of the country.

## 7 Conclusions and Recommendations

Bulgarian education is in the process of reform; a process determined by the overall transformation of society oriented to the democratisation of social relations, a market economy and European integration. Modernisation of the education system combines on one hand the trend towards harmonisation with a number of requirements already acquired by international EU forums in the field of education (quality improvement, labour market orientation, lifelong learning etc.) and, on the

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<sup>6</sup> <http://www.osf.bg>

other hand, it tries to retain national traditions. There are several main problems facing the national education system:

- development of pre-school education and including of all children between 3 and 6 years old in kindergartens;
- definition of the duration of education in basic schools (up until 7<sup>th</sup> or 8<sup>th</sup> grade) and the ways of passing to the next education level: through the existing examinations in the Bulgarian language and Literature/Mathematics or through a test;
- clarifying the role of the state matriculation exams after 12<sup>th</sup> grade for both receiving a diploma for secondary education and entrance to higher education institutions;
- development of higher education so that it can guarantee mobility, documentary validation and competitiveness in the European market for graduates; and
- implementation of a national strategy for lifelong learning and its gradual introduction in practice.

In general, the Bulgarian education system is well secured with teaching staff. In quantitative terms, the number of teachers has been decreasing during the last few years because of the demographic crisis in the country leading to a falling number of children in the schools. This is the reason for the restructuring of the education system and the optimisation of the school network. In other words, the number of classes is going down, schools are being closed and as a result teachers are being discharged.

At the same time, as far as quality aspects are concerned, there has been an improvement: the number of teachers with a higher education is rising (approximately 90%), while those with a bachelor's or master's degree represent 82%.

Teachers are proportionally distributed as far as their age is concerned. According to data provided by the National Statistical Institute, young teachers at the age of up to 30 comprise 12.16%, those at the age between 30 and 50 67%. Aged over 50 are 21% of the teachers. The survey indirectly confirms this picture: teachers with professional experience with less than 5 years comprise 9.64%; teachers with a length of service between 5 and 20 years make up 51.21%. This means that there is a continuity of generations in the education system. This continuity allows the exchange of professional experience and influx of young people into the system. Feminisation of the teacher profession, a characteristic shared by most countries, is a common feature for Bulgaria too, especially in pre-school and primary school education.

The Bulgarian education system experiences shortages in two priority fields: early foreign language teaching and ICT. Certain problems exist as far as the usage of

new technologies by most teachers is concerned. They experience some differences in applying them in their subject. Serious problems also arise from the low payment levels of the teachers and their low social status.

The training of Bulgarian teachers is directed to the achievement of high quality that should correspond to the current challenges facing education. Teachers' basic training is conducted in higher education institutions in two ways:

- 1) In faculties offering basic pedagogical instruction, i.e., pedagogical departments of the higher education institutions offering specialised training in Pedagogy. These departments prepare specialists in pre-school and primary education and for work with children with disturbances. There are also specialties in educational management, general and special psychology, social activities etc.
- 2) Another way to receive teacher training is at other faculty in a concrete specialty. There are special bodies within these departments where students are trained in pedagogical sciences. Professors from pedagogical departments conduct the training here.

Future teacher training is being carried out on the basis of curricula established in line with the Ordinance on state requirements concerning the acquisition of three educational-qualification degrees: Bachelor, Master's and Doctor. All pedagogical specialties within the relevant higher education institution are to be accredited by the National Evaluation and Accreditation Agency.

Basic teacher training is in the process of being modernised. An element of this modernisation is the renewal of both curricula and syllabi that now offer more opportunities for combinations between mandatory and optional disciplines. In this way students are given a chance to develop independence and various professional skills and competencies. The Ordinance on uniform state requirements for higher education in the specialties from the professional area 'Pedagogy' contains the main parameters for future basic teacher training.

Of great importance is the documentary validation within the European Community of teacher certificates obtained from Bulgarian universities. This is reflected in the Council of Ministers' Ordinance from 2004 on state requirements concerning the contents of basic documents issued by the higher education institutions. An integral part of them is the Diploma Supplement. Thus, Bulgarian teachers are given a chance for professional realisation not only in Bulgaria, but also in EU countries.

In-service teacher training is examined in the context of ideas for lifelong learning and career development. The needs for educational reform are found at the bottom. This activity is, among the priorities of the state education policy, evidence that led to the establishment of a special 'Qualification of Teachers' directorate at the Ministry of Education and Science. In the lead is the role of the departments of



information and in-service teacher training functioning within three universities (Sofia University, Trakia University and Shoumen University).

A key problem in the current situation of qualification activity and its future development is a quality improvement of training programmes and courses. It lies in the core of the attention of the main subjects responsible for teachers' qualifications: Ministry of Education and Science, regional inspectorates of education, higher education institutions and departments. Further proof of this is the forthcoming adoption of new state educational requirements for the teacher's certificate and qualification that are to be prepared by the Ministry of Education and Science together with the main social partners (professional unions, employers) and representatives of the academic community.

The main principles of state policy are as follows: flexibility corresponding to the needs of the market of educational services; continuing education for teaching staff; identification of new needs among the teaching body and renovation of the themes of the training programmes and courses; inter-institutional co-operation; synchronisation with European models for the quality of teacher qualifications and partnerships with other European institutions.

The current mechanisms for the control and evaluation of teacher qualification quality are: accreditation of higher education institutions and departments; attestation of professors dealing with qualification activity; and introduction of internal monitoring in the higher education institutions. We can also add here the creation of a new type of documentation (certificates) certifying the qualification, the introduction of a credit system in teacher education and training and distant learning recognition.

International co-operation in the field of education is considered a favourable factor stimulating the national education reform. In this way our education system can be compared to the education systems of other European countries. Co-operation in the field of teacher training is manifold. In general, it takes two main directions:

- 1) Through bilateral agreements on the basis of which teachers, directors and experts are being exchanged in partner states; several governmental programmes offering opportunities for teaching staff training support the Bulgarian education reform.
- 2) Through multilateral agreements: Bulgaria is included in a number of qualification programmes and networks of the Council of Europe, European Commission, UNESCO, UNDP, Open Society Institute etc. Of great importance is the participation of both teachers and university professors in the following programmes: Socrates/Erasmus, Grundvig, Comenius and Lingua. Schools and universities are also developing international partnerships.

*Teachers' career development* should be introduced and the existing in-service teacher training system and acquisition of a teacher's certificate should be made more efficient. The number of qualification degrees (five) could be preserved; it is necessary, however, to clearly define the competencies corresponding to each qualification degree. There should also be a very close connection between the qualification degree and the remuneration of teachers. It is very important to guarantee equal access to the in-service teacher training system.

In order to carry out more a successful policy in the field of a teacher's career, it is necessary to establish an appropriate and easily accessible database that covers a sufficient number of components, such as: age and gender, graduates, number of teachers, number of teachers leaving the service, retired teachers, qualifications, geographical distribution, trends in teachers retiring, discharged teachers, demographic structure, school infrastructure, employment structure etc. The database should support a strategic policy ensuring high quality human resources for the education system in the process of reform.

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# NATIONAL REPORT – CROATIA

*Tea Pavin, Vlasta Vizek Vidović, Renata Miljević-Riđički*

## 1 Setting the scene: the national education system

The education system in Croatia comprises approximately 815,000 children and youth enrolled at all education levels: from kindergarten to higher education. In general, there are four levels of education: pre-primary education, primary education, secondary education and tertiary education.

*Pre-primary education* (which includes nursery, kindergarten and ‘little school’) starts from the age of one year and lasts up until the entering primary school at the age 6 or 7. The last year of pre-primary education (pre-school education; ‘little school’) comprises a preparatory year for entrance to primary school. Pre-primary education is not obligatory and the number of children attending pre-primary education institutions in 2004/2005 is 88,930, which means that about 39% of pre-school children are enrolled in some form of pre-primary education. There are 290 state-run kindergartens plus 28 primary schools with a pre-school programme, 100 privately-run kindergartens and 49 kindergartens run by various religious organisations<sup>1</sup>. All pre-primary education programmes are verified and approved by the Croatian Ministry of Science, Education and Sports (hereinafter: the Ministry).

Children enrol in *primary/elementary education* at the age of 6 (7). Primary education is compulsory, lasting for eight years (8 grades). It is divided into two levels: lower primary school (grades one to four) with classroom teachers; and upper primary school (grades five to eight) with subject teachers. There are 391,744 children enrolled in primary schools. The national curriculum for primary education is unique for the whole country.

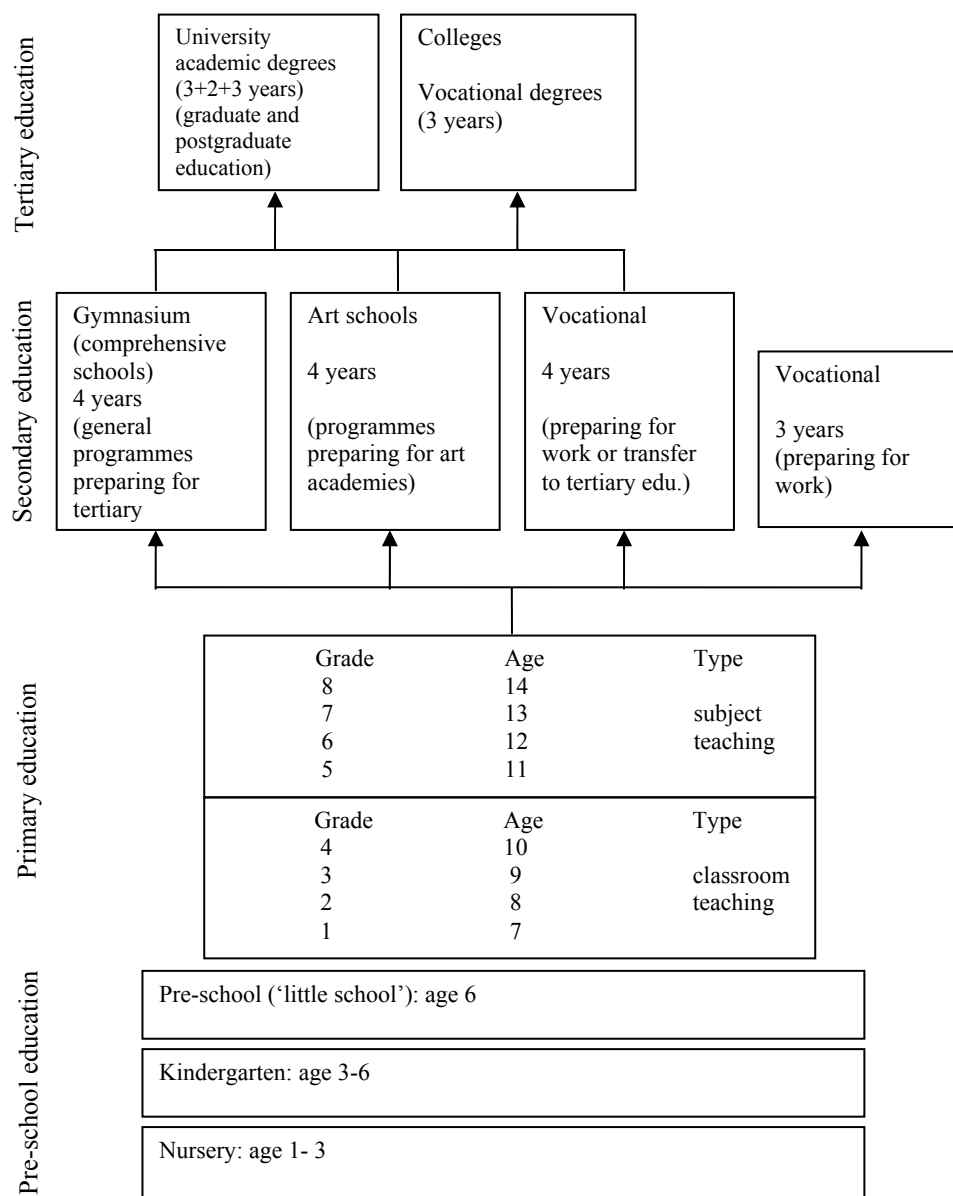
After finishing elementary education, pupils can continue their education at the *secondary level*. The total number of pupils enrolled in some form of secondary education is 192,076, which is about 95% of young children between the ages of 15 and 18. There are four main categories of secondary schools, which differ in their educational goals and in the duration of schooling. Comprehensive secondary schools (gymnasiums) last for four years and prepare pupils for further education at the tertiary level (at universities or colleges). 26.62% of the total number of secondary school pupils attends comprehensive secondary schools. There are some

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<sup>1</sup> Source of statistical data: ‘Statistical Yearbook 2005’ published by the Croatian Central Bureau of Statistics.

mild differences between these schools e.g. some give more emphasis to modern or classic languages and social sciences while others give more emphasis to mathematics and natural sciences, and there are others that have a balanced curriculum of these subjects. The vocational secondary school (for polytechnic, economics and business, medical, tourism, applied arts etc.) also last for four years and comprise about 46.5% of the secondary school population. These schools prepare pupils either for work or for further education at the tertiary level. There are also three-year vocational schools (craft schools and industrial schools) which prepare pupils for various handicrafts.

*Tertiary education* takes place at higher education institutions (six universities, six polytechnics and 12 vocational colleges) and the total number of enrolled student is 126,322. Up until this academic year (2005/2006), the majority of higher education institutions had a four-year study programme while, from this year onwards, through the implementation of the Bologna process at Croatian universities study programmes will have a two-cycle structure: a BA degree (mainly a three- or four-year study programme ending with a *diploma*) and an MA degree (mainly one or two years after the first cycle). After obtaining an MA degree, students can continue their education at the doctoral level (three years) or at the professional (advanced) master's level.



**Figure 1.** The Education system in Croatia

## 2 Teachers at a glance

### 2.1 Historical overview of the teaching profession

The history of institutionalised teacher training in Croatia can be traced back to the second half of the 18<sup>th</sup> century (Vizek Vidović, Vlahović-Štetić, 2003). The first preparatory courses for teachers started in 1775 in the northern Croatian town of Bjelovar and in the next year (1776) the first public school was established in Zagreb, admitting several students to be specially trained for teaching vocation. The first fully specialised institution for teacher education ‘The Teacher’ Training School’ was established in Zagreb in 1849 and had a two-year programme. The subject teachers who taught at the high school level (gymnasium) were educated at the University of Zagreb, Faculty of Philosophy, established in 1874. In the same year new legislation on elementary education was also declared, proclaiming the four-year elementary school as obligatory.

At the beginning of the 20<sup>th</sup> century teacher education was extended and the teachers’ schools became four-year institutions. By 1920 there were 7 teachers’ secondary schools altogether; four of them enrolling only male students and three only female students. In 1929, the teachers’ school was prolonged from four to five years, while in 1936 teacher education was raised to a higher level when a two-year Teachers’ College was established in Zagreb. This college only admitted teachers who had graduated with an ‘A’ or ‘B’ from the teachers’ secondary schools and had at least three years of teaching practice.

By the end of 1946 there were 17 teachers’ schools in Croatia, but the duration of teacher education was again shortened to four years. In the same year, the seven-grade elementary school was proclaimed as obligatory which resulted in a great shortage of elementary school teachers and, due to that, shortened one-year training for teachers was provided for those who had secondary school diplomas.

In 1952 teachers’ schools were again extended to a five-year programme, while in 1955 the obligatory elementary school was prolonged to eight years. The need for better-educated subject teachers was constantly increasing which led to the widening of the pedagogical group of subjects at the teachers’ colleges, as well as at the faculties for subject teachers at the University of Zagreb (Faculty of Philosophy and Faculty of Natural Sciences and Mathematics). In 1956 a new programme was proposed – a programme that included courses in developmental and educational psychology, general pedagogy with didactics, the sociology of education and special methodologies of two subjects. One-year postgraduate practice under the supervision of a mentor was also introduced and it ended with a state exam and final certification for teaching (Franjković, 1958).

The establishment of the Republic of Croatia as an independent state in 1991 brought about the need for a wide range of legislative changes in all parts of the

social system, including education. During the last decade the main legal documents concerning the education system (from pre-school to higher education) have been adopted. The big change concerning teachers' pre-service education came in 1992 when teachers' colleges preparing classroom teachers were incorporated within the system of higher education and this change brought about the extension of studies for future classroom teachers from 2 to 4 years. Another major change is taking place at this moment with the ECTS system being implemented in the Croatian higher education system, which also includes pre-service teacher education.

The last decade has also been characterised by a high level of centralism in the decision-making split between two ministries – the Ministry of Education and Sports (in charge of pre-school, primary and secondary education) and the Ministry of Science and Technology (in charge of higher education). In 2003 these ministries merged into one – the Ministry of Science, Education and Sports.

A recent tendency in the Croatian education system is the enhancement of pluralism through the possibility of establishing acknowledged and accredited private education institutions from kindergarten to higher education. Multiculturalism is also recognised as an important issue and is continuously supported at pre-primary, primary and secondary school levels.

Social discourse, especially with regard to primary and secondary education, still continues with some disagreements concerning the basis for necessary changes. The higher education area, including teacher education, is undergoing major changes in order to improve its quality and accomplish harmonisation with the European higher education area since in 2001 Croatia obliged itself to introduce the Bologna process in its higher education system. The recent law on scientific activity and higher education (*Zakon o znanstvenoj djelatnosti i visokom obrazovanju*) from July 2003 recognises the need to include Croatian science and education in the European research and higher education area and incorporates the main legal presumptions for a transformation according to the Bologna process. Teachers' colleges and faculties are faced with a comprehensive transformation of study programmes which implies deep structural and conceptual changes in order to educate competent and reflective professionals. In this area, the emphasis should certainly be on teaching competencies i.e. on appropriate learning outcomes regardless of the structure of the study.



## 2.2 National regulations on teachers' qualifications

Teachers in Croatia are employed in public institutions and their qualifications and professional development are regulated by several legislative documents and regulations acquired at the national level. The main legislative acts on teachers' qualifications and professional requirements are the Primary Education Act (*Zakon o osnovnom školstvu*, Narodne novine, 2003) and the Secondary Education Act (*Zakon o srednjem školstvu*, Narodne novine, 2003).

As mentioned, the Croatian system of pre-service teacher education is currently undergoing significant changes (according to the Bologna process). Therefore, we will present a parallel overview of the 'old' (pre-Bologna) and new systems since the first generation of 'Bologna students' is enrolled in this academic year (2005/2006) and the majority of students currently enrolled in pre-service teacher education institutions are to graduate after having completed a pre-Bologna study programme.

According to the pre-Bologna system of pre-service teacher education, the qualification required from teachers employed in pre-school education is the *Diploma for a pre-primary teacher* (after two years of study). Classroom teachers in lower primary school (grades 1-4) must have a *Diploma of a primary school classroom teacher*, obtained after four years of study. Upper primary and secondary subject teachers (in academic disciplines) are educated at the different faculties depending on their subject area. After completing the study programme, students obtained a graduate diploma with the title *Professor<sup>2</sup> of a particular subject* and, where educational sciences and teaching methodologies (*metodika*) were not part of their study programme, they had to obtain additional education and training at a teachers' college. Teachers at secondary vocational schools (for polytechnic, medical and economic education) were upon their graduation from the respective faculties awarded a BSc diploma and had to obtain additional education in the educational sciences and teaching methodologies in order to become a teacher. The same applied for teachers in a vocational secondary school for industrial subjects and crafts, with the exception that those teachers did not have to hold a higher education degree if such a degree does not exist in their field i.e. they have to hold at least a secondary school certificate from the respective type of school. Special education teachers are educated at the Faculty of Educational and Rehabilitation Sciences and their main orientation is not strict teaching but clinical and rehabilitation work with pupils.

There are no requirements for teachers to continue education at the postgraduate level (for a more detailed analysis, see Chapter 4).

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<sup>2</sup> The title *Professor* is obtained after completing subject teacher education (e.g. Professor of Mathematics, Professor of Biology, Professor of History etc.) and it is not equivalent to the title held by professors at the universities.

Besides the mentioned qualifications (diplomas/degrees), after completing studies all novice teachers are also obliged to undergo a one-year induction period supervised by a teacher-mentor and regulated by the Ministry. This induction period is followed by the evaluation of a beginner teacher and, if the commission's evaluation is positive, the beginner teacher takes the State Certification Exam before Ministry's commission in order to become a fully qualified and certified teacher.

After becoming a certified teacher, there are two more advancement levels: teacher-mentor and teacher-counsellor. Requirements for the promotion of teachers are defined at the national level by the *Regulatory Act on the Promotion of Teachers in Primary and Secondary Schools (Pravilnik o napredovanju učitelja i nastavnika u osnovnom i srednjem školstvu, 1995)* and the elements taken into consideration for advancement are an evaluation of teaching quality and the enhancement of learning displayed by candidates, involvement in extracurricular activities and continuous professional development (for a more detailed analysis of advancement levels, see Chapter 4.2).

The evaluation of teaching quality and a teacher's as well as a school's work in general falls within the domain of the School Inspectorate (*prosvjetna inspekcija*) which is an autonomous unit within the Ministry of Science, Education and Sports regulated by the School Inspectorate Act (*Zakon o prosvjetnoj inspekciji*). This inspectorate is responsible for monitoring implementation of the laws in preschool institutions, primary schools and secondary schools. The inspection is based on the school's action plan for the current year. All citizens directly or indirectly involved in the education system are free to submit their complaints to School Inspectorate regarding any irregularities in an individual's or school's work. Inspectors are obliged to monitor education work on a regular basis and to promptly react to every complaint. In the context of teachers, inspectors monitor whether they are acting within required educational and professional standards by focusing on the documentation provided by the teacher or school principal.

### 2.3 Main statistical data on teachers

The total number of teachers employed at pre-primary, primary and secondary school levels in 2004/2005 was 82,120. More detailed information is provided in Table 1.

**Table 1.** Teachers in service by type of school and gender (2002/2003)

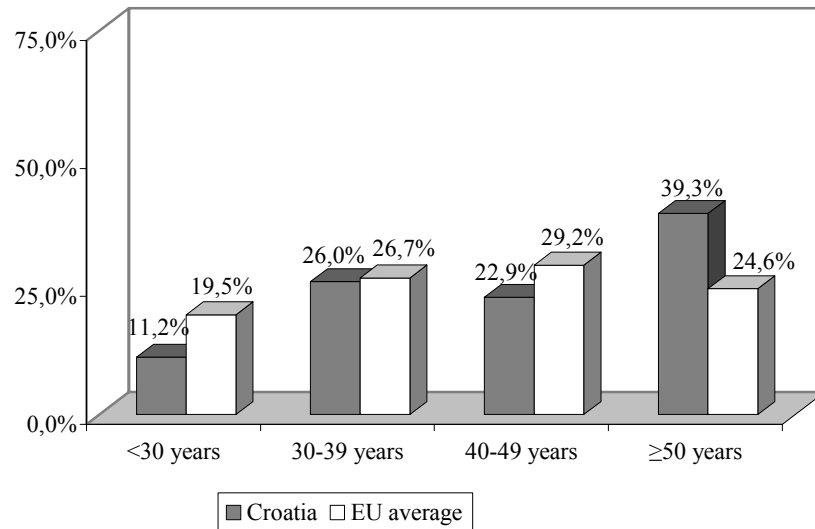
Types of schools	Women (%)	Men (%)	Total
Pre-school institutions	12,298 (96,3%)	470 (3,7%)	12,768
Elementary schools	21,897 (77,9%)	6,228 (22,1%)	28,125
Special elementary schools	597 (82,9%)	123 (17,1%)	720
Secondary schools	13,041 (64,9%)	7,058 (35,1%)	20,099
Gymnasium	3,288 (71,5%)	1,312 (28,5%)	4,600
Vocational (4 years)	5,398 (65,5%)	2,843 (34,5%)	8,241
Vocational (3 years)	3,490 (58,5%)	2,477 (41,5%)	5,967
Art schools	865 (67,0%)	426 (33,0%)	1,291
Special secondary schools	187 (60,5%)	122 (39,5%)	309
<b>Total</b>	<b>61,061 (74,4%)</b>	<b>21,059 (25,6%)</b>	<b>82,120</b>

\* Source: Statistical Yearbook of the Central Bureau of Statistics – Republic of Croatia (2005).

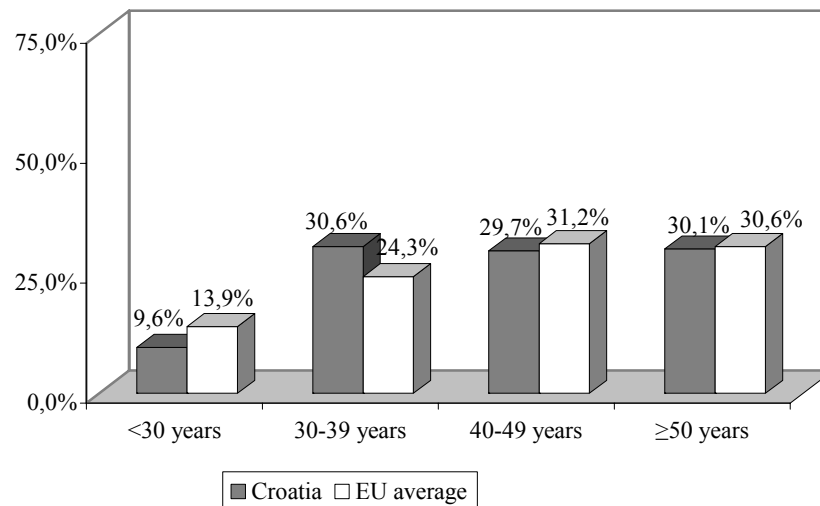
The figures presented in the previous table indicate that women outnumber men in both primary and secondary education i.e. like in all European countries, women account for the majority of teachers in Croatia as well.

The distribution of teachers by age groups in Croatian and European primary and secondary education is provided in Figures 2 and 3<sup>3</sup>.

<sup>3</sup> The source of the EU data is Eurydice. *Key Data on Education in Europe*. Section II – Teachers. Brussels: Eurydice, 2005. Croatian averages are based on data collected within the research project *Development of lifelong education model for teachers* sponsored by the Croatian Ministry of Science, Education and Sports and The Open Society Institute – Croatia. The research was conducted in 2003 on a representative sample of 10% of Croatian primary and secondary education teachers.



**Figure 2.** Primary school teachers by age groups – Croatian and EU averages



**Figure 3.** Secondary school teachers by age groups – Croatian and EU averages

Primary school teachers in Croatia, compared with their European colleagues, are somewhat older (Figure 2.). The main difference between Croatian and European primary school teachers can be observed in the last two age categories – in most European countries the largest proportion of European primary school teachers (29.2%) fall into the age group ‘40-49’, while the largest proportion of Croatian teachers (39.3%) are in the ‘50 or above’ age group.

On the other side, the situation at the secondary education level is somewhat different (Figure 3.). While in most EU countries secondary school teachers are, on average, older than those in primary schools, in Croatia the opposite applies i.e. the population of secondary school teachers is younger than the population of those working at primary schools. The main difference between Croatian and European teachers is in the age group '30-39', where the average EU proportion is 24.3% whereas the average proportion of Croatian secondary school teachers who fall into the same age group is 30.6%.

Like in most EU countries, the upper age limit for the official retirement of teachers in Croatia is 65 years of age. One can also retire before the age of 65 i.e. after 30 years of service one can retire earlier, and the minimum number of years of service to fulfil the formal requirements for retirement is 15. Having in mind the average age of teachers in primary schools, there is a possibility that in the near future Croatia could be faced with a lack of primary school teachers since a large proportion of them is close to retirement age.

Teachers' salaries depend upon their experience and status. The lowest salary in education is, on average, EUR 550 for novice teachers while the highest salary, for a teacher-counsellor, is on average EUR 720. It should be noted that the lack of financial resources has led to the very poor material status of schools and teachers, especially experienced ones, which is evident in a comparison with some other groups of employees in other public institutions e.g. professionals in health or justice departments.

Besides the mentioned material issues, there are also some issues regarding the social status of the teaching profession. Namely, the teaching profession used to be very respectable and privileged in the past, but these days it is no longer perceived that way, and it seems that this problem exists in some other European countries as well. Croatian teachers often feel unsatisfied and unprotected and they expect the authorities (especially the Ministry) to make some efforts in order to emphasise the importance of their profession and their role in society since they perceive that there is no balance between their status and the increasing complexity of their relatively demanding profession.

### **3 National system of pre-service teacher education and training**

As mentioned, teacher education in Croatia is undergoing significant changes with the Bologna process being implemented at higher education institutions beginning with this academic year (2005/2006), and at this moment we are in a certain 'gap' between the 'new' and 'old' teacher education systems. Due to that, we will offer a parallel overview of the main characteristics of present and past study programmes for pre-service teacher education, and one should keep in mind that the current teacher population was educated in the 'old' (pre-Bologna) teacher education

system. Students enrolled in the first year of study this academic year will be educated according to the new programmes and we can expect the 'new generation' of teachers to enter schools in about five years.

The pre-service education of teachers differs with regard to education level (pre-primary, lower and upper primary and secondary), but all institutions for pre-service teacher education have similar admission procedure. It should be noted that the number of first-year students enrolled at all higher education institutions of pre-service teacher education is limited by the Ministry's quotas. Due to that, students are (after twelve years of schooling) enrolled on the basis of admission scores which are usually composed of entrance exam scores and secondary school grades in relevant subjects.

### 3.1 Institutions for pre-service teacher education in Croatia

There are two main providers of pre-service teacher education: teachers' colleges (including Teacher Education Academy at the University of Zagreb, which in January 2006 became a faculty and is currently in the process of changing its name to the Teachers' Faculty) and various faculties which provide the opportunity to take courses in basic educational sciences and teaching methodologies in order to become a subject teacher (in e.g. chemistry, biology, foreign languages etc.). These faculties are more focused on basic academic disciplines (subject areas) and less attention is devoted to educational sciences compared to teachers' colleges, and only a minority of these students are prospective teachers.

The Teacher Education Academy and teachers' colleges educate pre-primary teachers and lower primary school teachers (classroom teachers), while teachers' faculties educate subject teachers for upper primary and secondary schools, as well as special education teachers. In Croatia there are 9 teachers' colleges (7 of which are within universities) and teaching staff consists of 162 teachers. Teaching staff members are not required to hold advanced degrees except for full professors, who must hold a Doctorate. The total number of students enrolled in teachers' colleges in 2004 was 4,038.

The number of faculties for pre-service teacher education at the university level is 13 and it should be noted that these faculties also provide the education of experts in other academic disciplines as well. There are 1,423 members of teaching staff and they are expected to advance in academic degree and to develop as researchers and scientists in their discipline. In 2004, the total number of enrolments in these faculties was 15,647.

The total number of students enrolled at the Teacher Education Academy and teachers' colleges in the 2004/2005 school year was 4,950 which is 5.7% of all students enrolled in the overall higher education system. It should be noted that this

percentage *only* refers to students enrolled in pre-school teacher education or classroom teacher education (lower primary school). Regarding the number of students-prospective subject teachers (at primary or secondary levels), the situation is somewhat more complicated. Namely, these students are enrolled at one of the faculties which provide education in a basic academic discipline (e.g. sciences, foreign languages, history etc.) as well as basic teacher education (a more detailed description is provided in Chapters 3.4. and 3.5.). Further, each student can decide for themselves whether they are going to take courses in basic teacher education or only courses in their academic discipline which makes any attempt to estimate the number of enrolled prospective subject teachers very difficult (and practically impossible). In order to avoid any incorrect estimates, in the next table we will only provide statistical data for students enrolled at the Teacher Education Academy and teachers' colleges i.e. for pre-service and classroom teacher education.

**Table 2.** Total number of enrolled and graduated students at the Teacher Education Academy and teachers' colleges by gender (2004/2005 school year)

Institution	Total enrolment of students			Graduated students ( <i>Diploma</i> )		
	Total	Women (%)	Men (%)	Total	Women (%)	Men (%)
Teachers' Academy	1,582	1,490 (94,2%)	92 (5,8%)	520	507 (97,5%)	13 (2,5%)
Teachers colleges	3,368	3,139 (93,2%)	229 (6,8%)	836	762 (91,1%)	74 (8,9%)
Total	4,950	4,629 (93,5%)	321 (6,5%)	1,356	1 269 (93,6%)	87 (6,4%)

\* Source: Statistical Yearbook of the Central Bureau of Statistics – Republic of Croatia (2005).

### 3.2 Pre-primary teacher education

The education of pre-primary teachers is organised at the Teacher Education Academy (Teachers' Faculty) and teachers' colleges within a separate department and lasts for two years. Academic disciplines are represented in the curriculum by a 25% share, educational sciences by 30%, teaching methodology (*metodika*) by 30% and teaching practice by 10%. There are also some optional classes. Teaching practice is performed in didactics classes as a practicum at college premises and in weekly block practice in kindergartens (observation and microteaching). The main types of students' assessment are written and oral exams in academic disciplines and educational sciences, while in the subject methodology a student is required to

plan and perform a classroom lesson followed by an oral exam. After completing all exams (ten to twelve per year) students write a final thesis and obtain the certificate *Diploma for a Pre-primary Teacher*.

Starting this academic year (2005/2006) studies for pre-primary teachers are becoming a three-year study ending with a BA degree (the number of ECTS accumulated is 180). Special emphasis in the new curriculum is placed on a more student-oriented approach to teaching and project work. The proportion of specific disciplines in the syllabus for pre-primary teachers is shown in the following table.

**Table 3.** Number of hours and proportion of specific groups of courses in the syllabus for pre-primary teachers (three-year study programme)

Group of courses	hours	%
Academic disciplines	660	28%
Educational sciences	630	27%
Subject methodology	750	32%
Optional courses	300	13%
Total	2,340	100%

Unlike before, pre-primary teachers will also have the opportunity to continue their education if they wish to teach in lower primary schools. Students can also enrol in an additional education in several modules (e.g. teaching foreign languages at pre-primary level).

### 3.3 Classroom teacher education – lower primary school

Pre-service education and training of lower primary teachers (classroom teachers grades 1 to 4) takes place at the Teacher Education Academy and teachers' colleges (most of which are within the universities). Until recently, education for classroom teachers lasted 4 years and, beginning with this academic year (2005/2006), most institutions have acquired 4+1 or are considering implementing a 5+0 model with special emphasis on the research component of teacher education and partnerships between universities and schools where students have teaching practice. According to an integrative approach in the lower primary school, students are taught in six main teaching disciplines: language and literature, mathematics, the social and natural sciences, music, arts and physical education. Their proportion in the overall syllabus for classroom teachers is shown in the following table.



**Table 4.** Number of hours and proportion of specific courses groups in the syllabus for classroom teachers (five-year study programme)

Group of courses	hours	%
Academic disciplines	1,050	30%
Educational sciences	615	18%
Subject methodology	825	23%
School practice	252	7%
Optional courses	780	22%
Total	3,522	100%

After fulfilling the course requirements and passing all exams, students have a final exam (written thesis and an oral examination) and receive a *Diploma of a Primary School Teacher*. Students who accumulate 240 ECTS and write a thesis can become a BA (undergraduate level) and can work as assistants in education. Students who accumulate 300 ECTS and write a thesis (graduate level) receive an MA in primary education.

The importance of lifelong learning and professional development of teachers is also recognised and, accordingly, the postgraduate education of teachers will also play an important role. The new study curriculum for classroom teachers defines teaching goals in terms of students' competencies and much more emphasis is placed on educational subjects (e.g. work with gifted children and with children with learning and behavioural difficulties, communication skills, research methods in education).

It should be noted that up until the previous academic year classroom teachers did not have the opportunity to continue their education at the postgraduate level within their institutions. They could only enrol in postgraduate studies (MA and PhD degrees) at the Department of Pedagogy of the Faculty of Philosophy in Zagreb, but they had no opportunity to continue postgraduate education at the institutions of their basic pre-service teacher education. In the 2004/2005 academic year, the Teacher Education Academy introduced postgraduate studies (*Towards the Modern School*) and the number of interested applicants was much greater than the number of places available, implying there is substantial interest among teachers for further education at the postgraduate level.

### 3.4 Subject teacher education – upper primary and secondary schools (in academic disciplines)

Subject teachers at both levels (upper primary and secondary level) are educated at different university faculties depending on their subject area (e.g. subject teachers in mathematics or physics are educated at several science faculties, history teachers are educated at several faculties of philosophy etc.).

Up until this academic year pre-service education for subject teachers lasted four years and the study programme was usually a combination of two academic subjects ('two majors'). The percentage of study time devoted to academic disciplines is 70-80%, while 3-7% is devoted to educational sciences. For each academic discipline (subject) the curriculum includes subject didactics and teaching practice (7-12%). Students could enrol in the higher year of study if they had fulfilled all courses requirements and passed all required exams (ten to twelve per year).

The simultaneous model of study has now been replaced by a successive model, according to the 3+2 scheme. At undergraduate level, students have to accumulate 180 ECTS (BA) and at graduate level 120 (M.Ed. in a respective subject). At undergraduate level students are only educated in an academic discipline, and subjects in educational sciences and subject didactics form part of graduate studies i.e. they are introduced in the seventh semester (a minimum 60 ECTS are obtained for contents in educational sciences and methodologies). The organisation of courses and teaching methods are more flexible, there are more optional courses and project work and teaching goals are defined in terms of student competencies.

### 3.5 Vocational secondary schools for polytechnic, medical and economics education

Pre-service education for teachers in vocational courses takes place at the respective faculties. Studies in a professional discipline lasted four years while the future study programme is organised according to the 3+2 scheme. Initial education at these faculties does not include courses in educational sciences and didactics since they are responsible for the education of professionals in other fields. Upon obtaining a BSc degree, candidates can be admitted to further educational studies at teachers' colleges if they wish to apply for teachers' positions. The additional educational studies include courses in educational sciences (educational psychology, pedagogy, didactics) and teaching methodologies. In the future, these courses will also be included in the ECTS system and will be taken after the MA level.

### 3.6 Vocational secondary schools for industrial subjects and crafts

Vocational school teachers for industrial subjects and crafts, unlike other teachers, do not have to hold a higher education degree if no higher form of education exists in their field. In that case, they have to hold at least a secondary school certificate from the respective type of secondary school. Upon completing the required secondary (or higher) education, they have to obtain additional education, the same as for vocational teachers for polytechnic, medical and economics education (see Chapter 3.4).

### 3.7 Special education teachers

Teachers working with children with difficulties are educated at the Faculty of Education and Rehabilitation Sciences. According to the old scheme (four years) as well as the new one (3+2), first-year students can choose between three professional profiles: logopaedics, behavioural disorders and rehabilitation. Students from other social or humanistic faculties can also continue their education at graduate level (after completing the required additional exams) in order to become special education teachers.

### 3.8 Partnerships with schools

Partnerships of pre-service teacher education institutions and schools (and kindergartens) are regulated on the basis of formal agreements and aim to provide teaching practice for prospective teachers. There are two types of partnership: partnership at the pre-service education level, and partnership at the in-service education level.

During pre-service education, students spend the required number of hours in teaching practice (usually represented by 7-12% of a total study programme) and each partner-school has mentors assigned to students.

After graduation (in-service education), each novice teacher also has a mentor who monitors their development during a one-year induction period. With regard to co-operation between schools and universities it should be noted that these partnerships are now being strengthened through co-operation with a larger number of schools in order to provide better quality and more mentors for students since the current mentors-students ratio seems to be insufficient i.e. there are too many students assigned to one mentor which certainly affects the quality of the induction period.

Another important issue should also be taken into consideration, namely the quality of teachers who are assigned to be mentors. It is very important that they are motivated for this responsible role and, besides that, they should also have the opportunity to obtain additional education i.e. special training in order to improve their mentoring skills.

All institutions of pre-service teacher education who participated in the research project '*Enhancing Professional Development of Education Practitioners and Teaching/Learning Practices in CEE Countries*' (10 institutions) have established formal co-operation with schools based on agreements, which is as expected since the institutions for pre-service teacher education are obliged to provide a base for the practical placement of their students during their initial education. According to the majority of institutions (7), that co-operation is mainly intended to achieve two main goals. One is to provide opportunities for the school-based teaching of their students and another reason is to provide opportunities for the practical placement of students. Two institutions mentioned opportunities for the employment of their graduates, while two other institutions pointed out the importance of attracting school teachers to enrol in various in-service courses and programmes.

### **3.9 Teachers' and institutions' opinions on pre-service teacher education – reflections on the questionnaire results**

The sample of teachers who filled in the questionnaire within this research comprised 205 teachers from pre-primary, primary and secondary education. For 84.4% of surveyed teachers, pre-service education included initial teacher education parallel to an academic discipline. On a more specific level, initial teacher education was included in a study programme for 85.7% of pre-primary teachers, 93.7% of classroom teachers, 89.4% of upper primary subject teachers and 97.5% of gymnasium teachers. As expected, 73.3% of secondary school teachers in vocational subjects did not have initial teacher education during their pre-service education and they thus had to attend additional courses in educational sciences and teaching methodology to become certified teachers.

Regarding teachers' general opinions about the system of pre-service education and training in Croatia, 35.3% of teachers see it as not so bad but they think that the study programmes should put more emphasis on specialised education competencies (e.g. teaching, learning and assessment methods and communication skills). 27.5% of teachers think that the study programmes should focus more on practical experiences in relation to theoretical contents and 26.5% of teachers think that the Croatian system of pre-service education should be radically reformed in order to provide all key competencies for teachers. Only 5.4% of the surveyed teachers think that the emphasis should be on subject contents, while 3.4% of the surveyed teachers think that no major changes are needed.

Teachers' perceptions of pre-service teacher education in the context of acquired knowledge, skills and competencies at the beginning of their professional career indicates that the majority of teachers (59%) considers that their pre-service education was adequate, but they needed lots of practical experience at the beginning. 21.5% of teachers perceive their pre-service teacher education as adequate in terms of the demands of their profession, while 16.6% of surveyed teachers think that their education was inadequate in the context of professional demands.

Regarding the existing system of pre-service teacher education in Croatia, five out of ten institutions of pre-service teacher education say that they continuously improve their study programmes but there is still a need to make them more comparable and compatible with European trends. Three institutions believe their study programmes have proven themselves in quality and efficiency terms, but it is time for a gradual comprehensive curricular reform to achieve compatibility with European trends. Only one institution states there is no need for radical reform while, in the opinion of one institution, the existing study programmes are obsolete and there is an urgent need for a radical reform. As the main obstacles to reforming and modernising pre-service teacher education the majority of institutions mention the lack of financial support, in particular for equipment and facilities, and the obsolete or inadequate national regulations. Some 'practical' problems such as a lack of facilities and academic staff have become an everyday issue in Croatian public discourse since the new study programmes also demand the new organisation of courses and more individual work with students in smaller groups. Due to this, the Ministry has approved finances for new teaching staff at higher education institutions. But the problem with equipment and facilities still needs to be resolved in order to provide the required quality of higher education. More detailed analysis of these results is provided in Chapter 5 which discusses recent developments and plans in teacher education and training.

In conclusion we may say that the participants in this study are quite aware of the importance of continuous changes to pre-service teacher education and training. It should also be noted that all surveyed teachers had obtained their pre-service education according to the 'old' study programmes and their objections about the lack of training in specific competencies, besides the subject contents, relate to these old study programmes. The new programmes include many more courses in educational sciences as well as in specific topics covering all aspects of the teaching profession, but the effect of changes on students' competencies will be seen in several years' time.

## 4 National system of in-service teacher education and training

### 4.1 Institutions of in-service teacher education and training

In-service teacher education in Croatia is mainly organised and structured by the Institute for Education, a state-run institution which functioned within the Ministry of Science, Education and Sports until January 2005 when it became an autonomous institution. At the beginning of each school year the Institute for Education offers teachers a catalogue of thematic courses usually defined through co-operation between the Institute's counsellors and field experts from the universities. The main themes included in the catalogue programmes relate to academic disciplines and educational sciences.

Higher education institutions for pre-service teacher education also organise in-service teacher education and training and that is the case for 6 of the 10 institutions surveyed within this research project.

Besides the Institute for Education which is state-run and the higher education institutions, several non-governmental organisations (NGOs) provide various forms of in-service teacher training e.g. Forum for Freedom in Education (*Forum za slobodu odgoja*), Step by step (*Korak po korak*), Society for Psychological Assistance (*Društvo za psihološku pomoć*) and others covering different aspects of in-service teacher education and training.

The *Forum for Freedom in Education* is an NGO that has been active since 1992 and its members are teachers, education experts, parents and students. The main goal of the Forum is to improve the quality of education in Croatia and to make it compatible with the education standards of modern democratic societies. One of the Forum's most prominent projects for teachers is certainly *Reading and Writing for Critical Thinking* developed in collaboration with the International Reading Association (IRA). This project aims to introduce new, student-centred teaching methods in order to encourage students' active learning, classroom interactions and critical thinking. These methods are applicable at all education levels.

*Step by Step* is an NGO that has been active since 2000 and is a member of the International Step by Step Association. Its main activity is to promote quality in the education system through the in-service training of teachers at pre-primary and primary levels with a special emphasis on partnerships between schools and parents/families. On a regular basis Step by Step publishes two journals: 'Child, kindergarten, family' intended for educators and other experts in pre-primary education, and 'Child, school, family' intended for educators and other experts in lower primary education.

The *Society for Psychological Assistance* is an NGO that has been active since March 1993. It is specialised in issues regarding mental health and the training of

professional and non-professional mental health care providers. Some of their seminars include the training of teachers (at all education levels) with an emphasis on the role of the school context in preventing behavioural disorders and providing support and consultation for teachers and schools concerning students' psychosocial competencies and well-being.

In-service teacher education and training also takes place at so-called 'teachers' activity groups' which are organised by teachers from within the same educational field, e.g. the activity group of science teachers, foreign language teachers, classroom teachers etc. At these seminars and meetings teachers have the opportunity to co-operate and exchange experiences and examples of good practice in their work with students.

The quality of various types of in-service teacher education and training (especially those prescribed as obligatory) is often criticised by teachers. Namely, teachers frequently complain that these lectures and seminars do not meet their needs and are too theoretical. Teachers also complain that there is too much curriculum and subject-oriented in-service training, instead of which they would rather have more seminars on issues regarding some other aspects of their complex profession, e.g. working with children with learning and behavioural difficulties, working with gifted children, classroom management, communication skills and the use of new technologies.

Another problem concerning in-service education and training is the lack of financial resources since the school budget cannot provide enough resources for all in-service courses that teachers are interested in. Most of the school budget assigned to in-service teacher education is provided through local community resources i.e. by the local government education department, while the teachers' activity groups are sponsored by the Ministry. There are many teachers who have the desire to continuously work on their professional development but they are often limited by the lack of finances. There are only a few teachers who can afford to pay for additional in-service education by themselves and the head teachers also complain that the school budget limits the professional development of teaching staff since there is not enough money to pay fees for all interested teachers.

Regarding postgraduate teacher education as a form of in-service education, there is still no real opportunity for Croatian teachers to obtain postgraduate education in educational sciences since there is no such postgraduate programme for all teachers (as already mentioned in Chapter 3.3).

Pre-primary teachers who graduated after two years of study cannot enrol in postgraduate studies but in the future these students will have the opportunity to continue their education at the graduate and postgraduate levels at the Teacher Education Academy.

Lower primary school teachers (classroom teachers) who graduated from the Teacher Education Academy and teachers' colleges could (up until last year) only enrol in postgraduate education at the Department of Pedagogy of the Faculty of Philosophy at the University of Zagreb. Starting with the previous academic year (2004/2005), classroom teachers as well as subject teachers have the opportunity to continue their education at the postgraduate level at the Teacher Education Academy (University of Zagreb).

Upper primary and secondary school teachers may continue postgraduate education in their academic disciplines (MA and PhD) which does not include any educational sciences, and there is also no opportunity for them to obtain postgraduate education in that field (with some exceptions in the case of foreign language teachers whose postgraduate studies at the Faculty of Philosophy, University of Zagreb, include teaching aspects of their subject).

#### 4.2 Professional promotion of teachers through their continuous in-service education

Teachers are obliged to attend continuous professional education (in academic discipline, teaching methods and pedagogical skills), while the requirements regarding the programmes and organisation of in-service education and training for each educational level are regulated by the Ministry.

The teachers' advancement system is regulated and defined by the Ministry's *Regulatory Act on the Promotion of Teachers in Primary and Secondary Schools*. After becoming a certified teacher, one can advance to two more levels: teacher-mentor and teacher-counsellor. Teachers' advancement is based on an evaluation of their performance in three areas:

- work with students, e.g. creativity in teaching methods, accomplished educational goals, the promotion of human rights and co-operation with other teachers, as well as other participants directly or indirectly involved in the school context;
- extracurricular professional activities – e.g. active participation in professional seminars and conferences, organisation of students' extracurricular activities, mentorship for novice-teachers and participation in educational research; and
- continuous in-service education and training in programmes prescribed by the Ministry and organised by the Institute for Education, as well as by other providers.

The promotion procedure requires that teachers collect all required written documentation (e.g. certification of attendance at in-service education and training programmes or conferences, published articles etc.) and their work is evaluated by



the teachers' council and the school's head teacher, as well as a supervisor from the Ministry.

In order to apply to become a teacher-mentor, besides fulfilling the requirements described above, one has to have a minimum of 6 years of teaching experience, while in order to apply to become a teacher-counsellor, one has to have a minimum of 11 years of teaching experience.

### 4.3 Reflection on the questionnaire results

As expected (and already mentioned in the previous chapter), most of the surveyed teachers (59%) consider that their pre-service education was adequate to start working at school but, at least at the beginning, they needed a lot of practical teaching experience and in-service education and training. 21.5% of teachers regard their pre-service education as quite satisfactory and adequate to meet the demands of their working position, whereas 16.6% of them consider their education as inadequate.

More than 82% of teachers who responded to the questionnaire had participated in at least three different forms of in-service education and training during the last year, which is no surprise since in-service teacher education in Croatia is obligatory. More specifically, most of them had participated in three to five seminars (39.2%) and 28.4% of teachers had attended six to ten seminars. The proportion of teachers who had attended more than ten seminars is the same as the proportion of teachers who had attended only one or two seminars (15.2%). Only 2% of teachers had not attended any form of in-service teacher education during the last year.

Regarding teachers' motivation to attend various forms of in-service teacher education and training, most of them (81.3%) said they think it is very important for their professional development. 9.6% of them were motivated by a possible promotion, and 6.1% of them stated that it is relatively boring but obligatory.

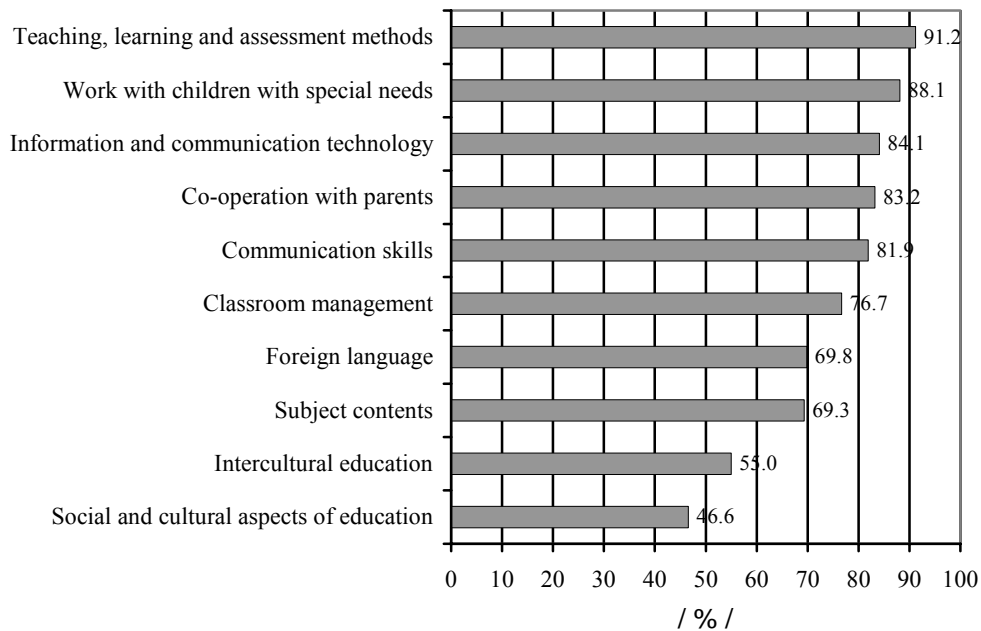
Different in-service education and training programmes were in most cases organised by the Ministry of Education and the Institute for Education (59%) and schools themselves (31.8%). Other providers of in-service education and training are less frequently mentioned (non-governmental institutions – 16.7%, higher education institutions – 13.5%, specialised private institutions – 3.2% and specialised organisations in other countries – 0.8%).

Regarding the contribution of in-service education and training courses to their professional development, 50.5% of teachers consider that they partly contributed to their knowledge and skills. 28.7% of participants estimated the contribution of in-service seminars as significant, while 15.8% of teachers say that the knowledge acquired at these seminars cannot be transferred into the classroom. Only 3.5% of

teachers state that in-service seminars have not contributed to their professional development at all.

More than 60% of teachers find it most important or important to participate in school networks (teachers' activity groups), specialised conferences and courses organised by the Ministry and the Institute for Education, non-governmental organisations and schools. The individual study of professional literature is considered by 81.3% of teachers as being very important or important.

The importance of the topics offered by the in-service education and training programmes is shown in Figure 4.



**Figure 4.** Percentage of teachers who rated particular topics as very important and important.

We could say that the teachers who participated in this research consider all of the abovementioned topics as relatively important. As Figure 4 indicates, most teachers consider topics covering teaching, learning and assessment methods as very important or important for their professional development. Working with children with special needs, the use of ICT, co-operation with parents and the development of communication skills are also highly rated by the teachers. These results reflect the mentioned need of Croatian teachers to learn more about some other aspects of their profession besides issues regarding their subject area. In this context, we could say that although the sample in this research was quite small, these results certainly reflect the opinion of the majority of Croatian teachers since the same

results were found within the already mentioned research project *Development of lifelong education model for teachers* which included a representative sample of 10% of primary and secondary school teachers in Croatia.

On the other side, more than half the participants (53.9%) say that the topics they are interested in are only sometimes or rarely offered by in-service education and training programmes. 38.7% of teachers often find programmes to be adequate. There are only 1.5% of teachers who say that they are always offered programmes they are interested in. It seems that the in-service education and training programmes on offer do not meet the needs of a considerable number of teachers and that there should be many more in-service courses covering all aspects of the teaching profession.

It seems that Croatian teachers are very aware of the importance of continuous professional development since only 10.4% of surveyed teachers are quite satisfied with their current education. 35.6% of teachers would prefer to have more in-service education and training courses instead of a higher degree. Although there is no formal opportunity in the Croatian school system for teachers' promotion after obtaining a degree at the postgraduate level, 21.3% of Croatian teachers would like to enrol in postgraduate MA education in educational sciences and 9.9% of them would like to attend doctoral studies in educational sciences. 11.9% of them would continue their postgraduate education outside of teaching to broaden their employment opportunities.

The majority of surveyed teachers (57.1%) are willing to be mentors for students-prospective teachers during their teaching practice because they consider that teaching practice is an important part of initial teacher education and they find it important to transfer their experience to their younger colleagues. 16.7% of surveyed teachers would be mentors for students if it gave them possibilities for promotion at work or if it is paid and 11.3% of teachers would only do so if the school leadership demanded that they be mentors.

Regarding teachers' willingness to co-operate with researchers from higher education institutions, 36.9% of those who answered this question say they would participate in research projects because it could enhance co-operation between higher education institutions and schools and strengthen innovation in education. 27.1% of teachers would do so because it could enhance their professional development and 16.3% of teachers are interested in such form of co-operation if it would provide them with opportunities for career promotion or if it is paid. 12.8% of teachers would co-operate with researchers only if the school leadership would demand that they do so. Most of the surveyed institutions also consider that (whenever possible) school teachers should be included in the research and development projects of university professors. The main reasons for this are the enhancement of co-operation between higher education institutions and schools and strengthening innovation in education.

Finally, we can say that there is certainly a need for an improvement to the in-service teacher education and training system. Only 1.5% of the surveyed teachers are satisfied with the current system. 25% of teachers consider that the offer should be expanded. According to 43.1% of teachers, the range and quality of in-service education and training should be substantially increased and supported with public sources. 28.4% of the surveyed teachers are even more critical and consider that there is no effective system of in-service teacher education and training in Croatia and that one should be established as soon as possible in order to provide real opportunities for the professional development of every teacher.

The surveyed institutions of pre-service and in-service education mainly agree with the teachers. Most of them consider that the offer and quality of in-service teacher education should be substantially increased and supported much better with public sources. Some of them think there is no effective system of in-service education and training and it is most urgent to establish one. Higher education institutions that also provide in-service teacher education were also very critical of their own in-service teacher training programmes since they consider them to be quite obsolete. They also express the need to develop an overall lifelong learning strategy.

One of the main aims of the reform agenda in the area of in-service teacher education for most institutions is modernisation of the existing provision accompanied by modern approaches to teaching, learning and assessment. Learning outcomes from in-service education and training will be credited and recognised as parts of degree study programmes where a learner decides to continue their studies. The improved in-service education and training programmes should, according to the surveyed institutions, aim at enhancing the practical competencies of teachers, renewing their educational knowledge and supporting them to implement new curricula and use new teaching methods. Only four institutions consult teachers about their needs in in-service education and training which certainly can lead to some problems i.e. the offer does not always meet the needs. The involvement of teachers could significantly contribute to the improvement of in-service training programmes and all providers of such programmes should consider the possibility of consulting teachers on a regular basis.

As the main obstacles to reforming and modernising in-service teacher education and training, most surveyed institutions mention the lack of financial support (in particular equipment and facilities), obsolete and inadequate national regulations and the shortfall of human resources (lack of adequate skills and motivation within academic and non-academic staff).

## 5 Recent developments and plans in teacher education and training

As already described, the system of pre-service teacher education is currently undergoing significant changes, some of which have already been implemented while others are in the implementation process. Quality assurance in higher education is also recognised as an important issue and is regulated on the national level by the *Law on Scientific Activity and Higher Education* (2003) through the establishment of the *Agency for Science and Higher Education* responsible for evaluating research and educational activities at all higher education institutions. Some of the institutions also have internal mechanisms for monitoring the quality of education, which is the case for half of the institutions which participated in this research as well. Some forms of quality assessment include students' evaluation (usually a questionnaire for students) and students are invited to formally express their opinions through student organisations.

In Croatia there is a wider agenda aimed at implementation of the Bologna process in all areas of higher education at the national level set up by the Ministry and by the universities. Therefore, at the moment one of the most important steps in the reform of higher education system in Croatia is implementation of the ECTS system whose wider implementation at Croatian universities started this academic year (2005/2006). A two-cycle system of BA and MA is being introduced in pre-service teacher education study programmes.

According to the recent developments, we could say that there is a trend of universitation at the Teacher Education Academy and the teachers' colleges i.e. vocational programmes for classroom teachers are transforming into academic study programmes, leaving the study programme for pre-school teachers as the only vocational programme. That also implies that teaching staff at the teachers' colleges have to be adequately trained in the field of scientific research.

As mentioned, the new pre-service teacher education curriculum is turning towards a competence-based curriculum with much more emphasis placed on a student-oriented approach to teaching and learning. Courses are more problem-based and the curriculum includes more research methods in educational sciences as well as the use of ICT, which could still be enhanced. The basis of the recent developments concerning the competencies and qualifications of teachers also involves the European Commission's *Common European Principles for Teacher Competencies and Qualifications* which stresses the importance of teachers in every educational reform, as well as in society in general. Therefore, the reform of teacher education should provide teachers with the opportunity to become competent professionals in the following main areas: a) working with information, technology and knowledge; b) working with people – students, trainees, adults, colleagues and other partners included in the education system; and c) working with and within society on local,

regional, national, European and global levels. The discourse of the main stakeholders in educational policy also includes the following common European principles:

- a) teachers have to hold an appropriate higher education degree which includes an interdisciplinary approach to teacher education;
- b) teacher education and continuous professional development should be placed within the context of lifelong learning (including in-service teacher education as well as their postgraduate education);
- c) the teaching profession should provide mobility (within the different educational levels as well as within different European countries); and
- d) the teaching profession should be based on partnerships between schools, higher education institutions and institutions for in-service teacher training.

Educational experts and policy-makers in Croatia realise the importance of the mentioned European principles at least on a declarative basis, but one can hardly avoid the impression that the changes necessary for accomplishing these principles are moving very slowly and that there is a need for a more powerful initiative regarding lifelong teacher education and the teaching profession in general.

Regarding recent developments, we should also mention that the University of Zagreb, Croatia has also been from 2005 a member of the team gathered around the project *Tuning Educational Structures in Europe* (that started in 2000), whose main aim is to contribute significantly to the elaboration of a framework of comparable and compatible qualifications in each of the (potential) signatory countries of the Bologna process. One of the subject areas that *Tuning* has been working with is education, and the key goal within this curriculum area is to provide a description of qualifications in terms of workload, level, learning outcomes, competencies and profiles for specific areas of the educational sciences.

Another recent development includes negotiations on the establishment of a centre within the university which is planned to be an interdisciplinary lifelong learning centre for providing teacher education at several levels:

- a) pre-service teacher education in basic educational sciences and teaching methodologies;
- b) additional education in basic educational sciences and teaching methodologies for vocational subject teachers and those who did not have educational sciences as an integral part of their studies;
- c) special courses for trainees as well as for university assistants at the beginning of their teaching careers;
- d) in-service teacher education programmes at the university level;
- e) programmes at the postgraduate level which would allow candidates to obtain a doctoral degree in educational sciences and teaching methodologies as well as different specialisations (e.g. school management, curriculum development); and

f) educational research.

Related to the above, on a more general level future plans in the area of education also include the introduction of a new scientific field – educational sciences as an interdisciplinary scientific field which would provide the integration of educational research from different social sciences (e.g. educational psychology, educational sociology, didactics, pedagogy, educational rehabilitation). Such interdisciplinary integration is also important from the formal aspect. Namely, it gives researchers the opportunity for formal advancement in the field of educational sciences. So far, their advancement can only be realised within their basic discipline which can lead to some difficulties regarding the evaluation of interdisciplinary-based research.

### 5.1 Reflection on the questionnaire results on recent developments and plans in teacher education and training

Regarding the existing pre-service teacher education and training study programmes, most (5) of the surveyed higher education institutions say that they are improving their programme constantly, but there is a need to make those programmes more comparable and compatible with European and international trends. Three institutions consider that their programmes have been proven as to quality and efficiency, but still it is time to prepare a comprehensive but gradual curricular reform in order to modernise the national education system and make it compatible with European and international trends. Only one surveyed institution stated that its existing study programme is relatively modern, good quality and related to social needs while, on the other side, one institution considers its programme to be obsolete and calls for an urgent, radical curricular reform. In general terms, we may conclude that most of the institutions recognised the need for the continuous improvement of the existing pre-service teacher education and training study programmes.

Eight of the ten institutions surveyed consider themselves as being very aware with regard to the Bologna process while two institutions state that they are reasonably aware. When it comes to a comparison with other higher education institutions, 7 of them think they are equally aware as most other higher education institutions in Croatia, while two institutions consider themselves to be significantly better informed. For 6 of the surveyed institutions the main elements of their reform agenda involve the implementation of new learning structures and tools (a two-tier system, ECTS, diploma supplement and the recognition of previous learning) accompanied with a comprehensive modernisation of approaches to teaching, learning and assessment. Four institutions will primarily focus on the implementation of new learning structures and tools without profound changes in approaches to teaching, learning and assessment. The involvement of other professionals (e.g. representatives of the Ministry, head teachers and professional

associations of teachers) in the designing and restructuring of the curricula is relatively rare.

All of the departments within the surveyed institutions, except one, have recently initiated a reform of the curricula related to the Bologna process which is shown by the new study programmes (with more or less successfully) introduced this academic year. The main aim with the new first-cycle degrees (BA) for most institutions is to provide broad qualifications which lead to employment and/or further study, whereas a smaller number of institutions aims to provide new basic teacher qualifications. Regarding the new second cycle (MA), most institutions aim at providing an advanced qualification for all interested teachers and some of them plan to attract graduate students from other suitable study fields. Half of the surveyed institutions consider that the majority of students will continue education at the second-cycle level following the first-cycle degree.

Regarding the two-cycle degree structure, three of the surveyed institutions are still considering the two options (3+2 or 4+1). The same number of institutions answered that they plan to follow an integral 5+0 model (with one of them starting to implement that model in 2010). Two institutions plan to follow the 3+2 model, while one institution will follow the 4+1 model.

Most (8) of the surveyed institutions with the new first-cycle degrees aim at providing broad qualifications which lead to labour and/or further study. One institution aims to provide new basic teacher qualifications.

The main aims regarding the new second-cycle degrees for five surveyed institutions are to provide an advanced qualification for all teachers who want that. Two institutions aim at providing research qualifications for teachers and/or to train the teachers of teachers, while for two other institutions the second cycle is included in a regular study programme since they follow the 5+0 integral model. One institution stated it aims to attract first-cycle graduates from other appropriate study fields. Regarding expectations related to the continuation of education in the second cycle, five of the surveyed institutions consider that the majority of first-cycle graduates will continue their education at the second level (at the same or a different institution), while two institutions consider that some of them will get a job while others will continue their studies. One institution said that they cannot answer this question yet.

The employability of graduates is important for six of the surveyed institutions, for two of them it is very important, while two other institutions consider it as not very important. There is a possibility that some higher education institutions consider the issue of employability as something that is beyond their reach and influence i.e. it is a problem in the domain of other institutions and the government. Further, four of the institutional respondents do not (or very rarely) involve employers and/or professional associations in the designing and restructuring of their curricula. Six institutions stated they involve one or more partners in the designing process



(representatives of the Ministry and related institutions, leaders of educational establishments, professional and academic associations).

Considering the structure of the new curricula, most of the institutions say that their new curricula will be competence-based and defined in terms of students' learning outcomes. The frequently mentioned learning outcomes in terms of general competencies are basic knowledge of the teaching profession and a capacity for applying knowledge in practice. Subject-specific competencies are mainly defined through knowledge of the subject to be taught and awareness of the different contexts in which learning takes place. The allocation of ECTS credits to courses is based on the student's overall workload (one ECTS credit approximately represents 25 working hours). Regarding the forms of student assessment, traditional tests (written and oral exams) and seminar papers and essays are the dominant forms of students' evaluation, followed by project work. Practical assignments, portfolios and research papers are represented less.

As mentioned, the main obstacles to reforming and modernising pre-service teacher education according to the majority of institutions are the lack of financial support, in particular equipment and facilities, as well as the obsolete or inadequate national regulations.

## 6 International co-operation in teacher education and training

International co-operation is one of the important aspects of pre-service and in-service teacher education and training and plays a significant role in exchanging examples of good practice and introducing new ideas in the area of teacher education (and education in general). According to the questionnaire's respondents, the international mobility of students and teaching staff within pre-service teacher education system has only slightly increased during the last three years and most institutions consider it important but not the decisive factor for enhancing pre-service teacher education. We could say that, in the case of Croatia, activities based on international co-operation in pre-service teacher education are in the process of developing and strengthening.

International co-operation is established within all areas of higher education and since 1995 Croatia has been a member of the CEEPUS (the Central European Exchange Programme for University Studies) international network. The Croatian Ministry of Education, Science and Sports promotes bilateral and multilateral formal agreements. In view of globalisation processes the practice of making contracts at the government level is being abandoned in favour of the direct co-operation of the higher education institutions.

Croatia, together with 47 signatory states of the European Cultural Convention, is a member of the In-service Training Programme for Education Professionals

established within the Council of Europe that is aimed at sharing information, ideas and experiences with colleagues from other countries.

As mentioned in Chapter 5, in 2005 the University of Zagreb became a member of the work group for educational sciences of the international Tuning project within the EU's SOCRATES programme.

As far as pre-service teacher education is concerned, it should be noted that the main actors in this area are the Teacher Education Academy and the teachers' colleges since the education and training of teachers is their exclusive activity i.e. they do not train other profiles. Namely, teachers' faculties also train other profiles and their international co-operation programmes are mainly based on the academic discipline and usually do not include the teaching aspects of the subject.

The Teacher Education Academy at the University of Zagreb has established international co-operation through formal bilateral agreements with Slovenia, Macedonia and Germany. Their co-operation is based on the exchange of students and teachers, joint TEMPUS projects, the organisation of summer schools for students and international conferences. Last year students from Hungary, France and Belgium visited the Teacher Education Academy and several primary schools and kindergartens. The Teacher Education Academy also regularly publishes two journals with an international editorial board (*Metodika* and *Zbornik radova Učiteljske akademije u Zagrebu*) and the Academy's teaching staff is also participating in the Council of Europe. In co-operation with the University of Münster, the Teacher Education Academy plans to introduce a postgraduate programme for teachers.

The Teachers' College in Osijek is also active in the area of international co-operation. Together with partner institutions from France and Great Britain it participates in the TEMPUS project (*Foreign languages at primary level: training of teachers*). Students can also participate in exchange programmes: last year students visited the Pädagogische Akademie in Graz, Austria (where they attended lectures on children's literature) and the Faculty of Education in Szekszard (University of Pécs, Hungary) where they attended courses on arts education at the primary school level.

At the Teachers' College in Split formal international co-operation has been established with the University of Maribor (Slovenia), University Paris-Nord (France), the European Institute for the Development of All Children's Potential (IEDPE) in Paris (France) and the Society for the Development and Creative Occupation of Children (SEDCE) in Athens (Greece).

International co-operation among subject teachers education is well established for foreign language teachers. They participate in the Council of Europe programmes (*Language Learning for European Citizenship*, workshops on teaching young learners and on the initial training of modern language teachers). International co-

operation of English (as a foreign language) teachers is often sponsored by the British Council. During the last few years the British Council has sponsored several exchanges among university teachers in the field of pre-service teacher education (visits to Poland, visits of Hungarian novice teachers to the University of Zagreb and several primary schools). Several foreign language departments at the Faculty of Philosophy, University of Zagreb, have also made formal international agreements with the University of Pécs (Hungary), Lock Haven University (USA), Hope University Liverpool (Great Britain) and Postdam Universität (Germany). This co-operation is based on the exchange of students, teachers and the joint TEMPUS project (*Early foreign language learning: teacher education*). The international co-operation of foreign language teacher educators is also sponsored by the Open Society Institute (international mentoring courses). Language teacher educators regularly attend international conferences on teacher education in the field of teaching foreign languages.

International co-operation in teacher education and training is well developed at the level of in-service education and training. Namely, non-governmental organisations which are active in this area have been implemented as part of international programmes e.g. Step by Step Croatia and the Forum for Freedom in Education (described in Chapter 4.1.).

Step by Step Croatia is part of the International Step by Step Association and the regional office in Croatia offers internationally approved in-service training programmes. Teachers who attend these programmes obtain the internationally acknowledged ISSA Certificate of Excellence based on international pedagogical standards.

The Forum for Freedom in Education is also part of an international organisation – the European Forum for Freedom in Education. Some of the Forum's projects are based on international and regional co-operation – e. g. the seminar for teachers *Reading and Writing for Critical Thinking* is successfully presented in more than 30 countries and, within that project, Active Learning and Critical Thinking in Higher Education, an international project aimed at university teachers, is also being developed. The Forum also actively participates in the international project of a secondary school exchange programme for students (in the USA and the UK).

Participation in international projects is also established at the primary and secondary school levels. In 1998 the Ministry for Education joined the 'Ecological school' programme (established in 1981 by the Foundation for Environmental Education in Europe) and 150 primary and secondary schools in Croatia are already certified as an Ecological School. The international co-operation of schools is also established within the area of citizenship education, ICT, human rights and school management. It should be noted that study visits are a rare practice among Croatian school teachers primarily due to the lack of resources and, according to

the results obtained within this project, 89% of surveyed teachers are interested in co-operation with teachers from other countries all over the world.

Although international co-operation in the field of higher education is generally well developed, at the moment there is certainly a need to strengthen international co-operation, especially within the area of the subject teachers' education. There is some progress in the field of foreign languages teacher education but most international co-operation programmes within particular academic disciplines are primarily academic-oriented and lack teaching-oriented contents in these disciplines.

## 7 Conclusions and recommendations

After the brief overview of the system of pre-service and in-service teacher education in Croatia and our analysis of the results obtained from this project, we will try to provide a compiled summary of the current situation with an emphasis on recommendations for the further development of teacher education in Croatia.

The education system in Croatia consists of four levels – pre-primary education, primary education (which is also compulsory), secondary education and tertiary education. Teachers are educated according to these education levels. There are two main providers of pre-service teacher education: teachers' colleges (together with the Teachers' Faculty, up until recently known as the Teacher Education Academy) which educate teachers for pre-primary and lower primary levels, and teachers' faculties which educate subject teachers in academic disciplines. After graduating, all Croatian teachers have to pass a one-year induction period under the supervision of a mentor and after taking a state exam they become certified teachers.

At the moment, there are enough teaching staff at all school levels but in the near future Croatia could experience a lack of teachers since many teachers are close to retirement age, especially primary school teachers.

The teaching profession in Croatia is often mentioned in the context of its low material and social status in society compared with other employees in public institutions and teachers feel they have to constantly 'prove' the relevance of their profession to the public as well as to the authorities in order to be recognised as one of the main stakeholders of the education system, especially in the context of the current discussions on the importance of the teaching profession within the Common European Principles for Teacher Competencies and Qualifications.

With regard to pre-service teacher education, Croatian teachers generally believe that the study programmes should be improved and more focused on specific teaching competencies and practical experiences in order to provide all key competencies for prospective teachers. The institutions of pre-service teacher

education agree with the teachers and they continuously improve their study programmes, but they also realise that there is still a lot to be done in order to make these programmes comparable and compatible with the European higher education area. We could certainly say that there have been some improvements in the field of pre-service teacher education. The institutions of pre-service teacher education, as mentioned, have started to implement new study programmes designed according to the Bologna process. The majority of elements that teachers have often complained about have been recognised in the preparation of the new study programmes, which is clearly encouraging. On the other hand, there are some practical issues regarding the transformation of pre-service teacher education, primarily related to the lack of material resources which leads to some everyday practical problems, e.g. the lack of teaching staff and facilities in order to accomplish the teaching and learning goals proposed by the Bologna Declaration.

Regarding pre-service teacher education, one education experts included in the discussion expressed the need for the urgent establishment of a national strategy for developing the teacher education system. According to this participant, all attempts to establish such a strategy at the national level have so far failed, primarily due to the inconsistency caused by the fact that every new ministry (formed after each election) begins practically 'from scratch' without having any real insight into what has been done so far and by rejecting most of the previous ideas for being unacceptable.

Another topic which arose in the discussion about pre-service teacher education is the need for a partnership of the various higher education institutions included in teacher education. Namely, educational experts included in this discussion emphasised the need to establish partnerships within these institutions, mainly based on the importance of an interdisciplinary approach to teacher education and on the awareness that each institution has its strengths and weaknesses. Due to that, they consider that each institution can offer its expertise in some educational area, whereby this partnership is considered to be especially important in the field of basic educational sciences and in the area of educational research. In addition, the establishment of partnerships between higher education institutions, in-service teacher education institutions and research institutions plays an important role in linking educational research and practice. Experts in the field of education also consider that equal attention should be paid to the education of pre-school teachers as well since it seems that the discourse on their education and study curricula is still overshadowed by issues regarding the education of school teachers. The importance of an interdisciplinary approach also implies the need to establish educational sciences as an academic field involving all basic educational sciences and methodologies.

Regarding partnerships of the institutions included in teacher education, the participants also express the need to strengthen partnerships between higher education universities and schools, especially during pre-service teacher education

when students have obligatory school practice. To expand on this, a few participants also pointed out that special attention should be given to teacher-mentors who work with novice teachers during their induction period. This mainly refers to the establishment of in-service education for teacher-mentors based on the principles of lifelong learning.

Another important issue regarding pre-service and in-service teacher education involves the efforts to establish a university centre, that is planned to be an interdisciplinary lifelong learning centre for providing teacher education at several levels. Participants in the discussion on this issue recognise the need for such a centre, whereby as the main reason they state the need to provide 'services' for various faculties that educate subject teachers i.e. faculties would provide education in a basic academic discipline, and the centre would provide education in basic educational sciences and teaching methodologies. Some participants consider that this centre would provide education on a more general basis i.e. general issues in educational psychology, pedagogy and didactics, while subject teaching methodologies should be taught within the faculties. The discussion also revealed there is a need that this centre should also provide different courses and programmes for in-service teacher education which is, in accordance with some university professors' opinions that higher education institutions should be the most important creators and providers of programmes for in-service teacher education.

Both the institutions and individuals surveyed within this research emphasise that the curricula should be competence-based and defined in terms of students' learning outcomes (general as well as subject-specific). Some participants also point out the development of psychosocial and communication skills and another important issue which should also be taken into consideration is the motivation to teach, especially in the subject teaching area. Regarding recent developments initiated by the Bologna process, we could say that a prospective subject teacher's motivation to teach is partially taken into consideration by the new two-tier system where courses in educational sciences and teaching methodologies are part of the second cycle i.e. the main presumption is that only those students who are motivated to teach will in the second cycle decide to take these courses in order to become subject teachers.

The surveyed teachers as well as educational experts who participated in the discussion agree on the importance of some specific topics in pre-service teacher education – e.g. teaching, learning and assessment methods, work with children with special needs and communication skills, while the interviewed university professors from various faculties consider these topics to be underrepresented in the pre-Bologna teacher education study programme.

In the field of in-service teacher education and training, some efforts should also be made in order to improve its quality which also includes changes in legislative

regulations of in-service teacher education. Teachers as well as the institutions of pre-service and in-service education and training agree on the need for a substantially increased offer and the quality of in-service teacher training with a special emphasis on broadening the offer with some contents which are underrepresented or not represented at all at the moment. In the focus of teachers' interest are topics regarding teaching learning and assessment methods, work with children with special needs, ICT, co-operation with parents, communication skills and classroom management. It is worth noting that most of these topics will already be available at the initial education level since the new study programmes for teachers offer (or plan to offer) optional courses in the mentioned areas of teachers' interest. Participants in this research also point out that greater effort should certainly be invested in resolving the problem of financing in-service teacher education, which requires the co-operation of government and local authorities. One participant concluded that the biggest problem regarding financing education in general is a distorted perception – financing education is often seen as an expenditure instead as an investment in the future. Further, all institutions included in in-service teacher education should be better co-ordinated, whereby their co-ordination and the quality assurance of programmes and courses offered should be one of the main roles undertaken by the Ministry of Science, Education and Sports.

Another important issue concerning the continuous professional development of teachers includes the opportunity to obtain postgraduate education in educational sciences (e.g. doctoral studies and specialisations in different educational areas). This is also emphasised by the interviewed university professors who propose that school teachers could specialise in certain areas of their interest i.e. in educational psychology, pedagogy, rehabilitation and social work.

Institutions of pre-service and in-service teacher education should also be encouraged to join international co-operation and establish partnerships with similar institutions in other countries with a special emphasis on the exchange of good practices. The interviewed participants are very much aware that examples of good practices can be very useful when planning curricula for pre-service teacher education as well as in-service education programmes, while they also pointed out there must be an ability to recognise which examples can and which cannot function within the specific Croatian context.

At the moment, we are at a turning point in the Croatian higher education system since the students who enrolled in the first year of their study this academic year have new study programmes according to the ECTS system. In order to follow the right direction, the effects of the changes implemented in the system of teacher education and training should be under constant supervision with an emphasis on internal and external quality assurance mechanisms. Universities should become involved more directly in the lifelong learning strategy by offering courses and specialisations as well as advanced master's and doctoral programmes in education.

Finally, we could say that the current reform of the teacher education system seems to be going in the right direction (or at least it is trying to) since the majority of previous problems have been recognised and taken into consideration. The questions that remain are whether these changes will be realised as planned and how they will influence the teaching competencies and professional development of teachers. It is therefore crucial to provide adequate financial and other resources for implementation of the planned changes as well as to establish effective quality assurance system to monitor whether the planned reform objectives are being achieved and which improvements are needed.

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# NATIONAL REPORT – KOSOVO

*Melinda Mula, Osman Buleshkaj, Remzi Salihu, Demë Hoti*

## 1 Setting the scene: the national education system

The education system in Kosovo experienced many challenges to its survival in the last decade of the 20<sup>th</sup> century. Due to the well-known political circumstances, the people of Kosovo struggled to organise their education system in extremely difficult circumstances with the goal of establishing the basic conditions for educating many generations of students. After having faced significant challenges at the end of the 20<sup>th</sup> century, the education system has entered a new era by trying to overcome consequences of the war and by reforming that system. This ambitious initiative is a result of the United Nations Interim Mission in Kosovo (UNMIK) presence. The UNMIK has made successful efforts to stabilise the education system, rebuilding destroyed facilities and setting the stage for reform in education by mobilising the international donor community to support this process. A number of international, inter-governmental, governmental and non-governmental agencies have contributed their expertise to help the Kosovo people improve their education system. Innovations related to integrated curricula, new methodologies in teaching and learning and alternative assessment have been welcomed by Kosovo teachers who have expressed a willingness to experience new teaching approaches that influence students' effective learning.

In 2001, the UNMIK Department of Education and Science (DES) defined a two-layered system (at central and municipal levels) for education and training, with one central autonomous system of higher education. At the municipal level, the DES decided that two lines of education administration are necessary to ensure the right to quality education for all school-aged children in Kosovo. In addition to the already existing Municipal Education Directorates (MED) that came out of local municipal elections, the DES established Education Development Offices (EDOs) within the municipalities to represent the DES at the municipal level and ensure the implementation of education policies. In 2002, the newly appointed Ministry of Education, Science and Technology (MEST) took over responsibility for leading the education system in Kosovo.

The Ministry of Education, Science and Technology is responsible for developing policies on all substantial aspects of education including curricula, teaching standards, professional qualifications and the assessment system. It sets basic education standards for municipalities which are monitored regularly and assist in

developing future policies. Moreover, the Ministry sets out the legal framework for governing administration and education at all levels of the system. It reviews the overall education budget and decides on budget allocations to municipalities according to pre-determined criteria.

The Ministry merged municipal education development offices and created seven regional education development offices in seven regional centres staffed with 7-9 people, but their responsibilities have not substantially changed in comparison to the previous EDOs. So they are responsible for implementation of the MEST's policies regarding curricula, the professional development of teachers and educational administrators as well as the assessment of the learning outcomes in pre-tertiary education<sup>1</sup>. There is also one school inspector attached to the EDO who is responsible for supervision, control and legislative implementation of administrative instructions in the schools within a region. Although the inspector is attached to an EDO, they report to the MEST's inspection office.

Municipal Education Directorates ensure the provision of an efficient education infrastructure. This includes the maintenance of school buildings and equipment, the provision of school transport, the management of education funds and education staff as well as school security<sup>2</sup>. Moreover, they administer municipal education budgets, employ education staff and oversee the management of individual schools in the municipality. They also provide advice and support to schools in all administrative and technical matters.

Kosovar society is in the initial phase of developing a civil society that is going to be responsible for ensuring a qualitative and democratic service for all Kosovar citizens. In this respect, there is Administrative Instruction 36/ 2001 for civil servants in Kosovo that applies to the MEST and employees at all levels of education.

Even though significant efforts have been made to create a unified education system in Kosovo, this has not been achieved yet. In fact there are two parallel education systems in Kosovo: the Kosovo education system, which recognises the authority of the Government of Kosovo and covers education in Albanian, Bosnian and Turkish language streams, and the Serbian education system, which recognises the authority of the Government of Serbia and covers education in the Serbian language stream. Although there are some good examples of an integrative approach, unification of the education system seems to depend upon political developments.

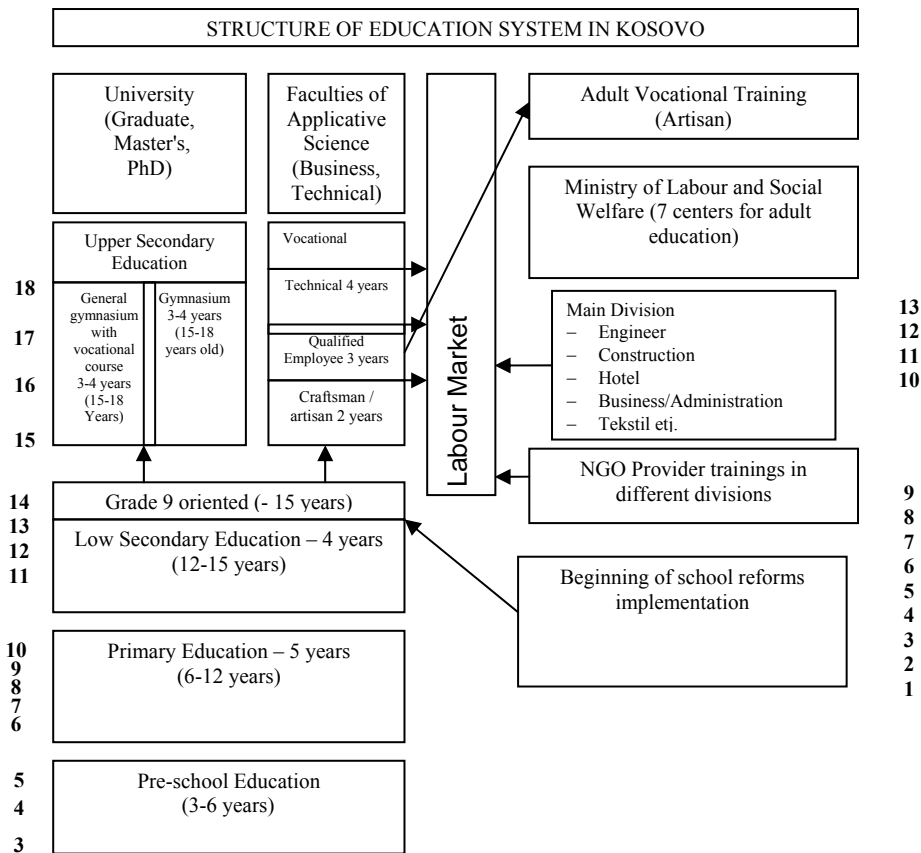
The new Law on Primary and Secondary Education has introduced a new structure of compulsory education consisting of 5 years of primary and 4 years of low secondary education. According to this Law, the MEST has included the ninth

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<sup>1</sup> MEST Administrative Instruction 05/2003. Education Development Office (EDO)

<sup>2</sup> MEST Handbook on Municipal Education Governance, 2002

grade as an oriental year for all students starting from 2002/03. The Serbian education system still follows the old structure of 4 + 4 years of compulsory education. Upper secondary education lasts 3-4 years, depending on the type of school.



**Figure 1.** The new structure of the education system in Kosovo

*Pre-school education* consisting of kindergartens and pre-primary classes is the least developed level of the education system in Kosovo. Despite the fact that pre-school education in Kosovo is organised in public and private institutions, according to the statistics it is still the lowest ranking country in the Balkans regarding this phase of education. Statistical data for the 1999/2000 academic year show that only 24.5% of children of this age who enrol in the first grade have participated in some form of pre-school education<sup>3</sup>.

<sup>3</sup> Pupovci Dukagjin et al., Education in Kosova 2000/01, KEC, Prishtina, 2002

*Primary education* (ISCED 1) consists of 5 years of compulsory education. It is the most organised level of the system of education, which is attended by children aged from 6-11. One teacher teaches all subjects including skills such as Physical Education, Art and Music. An exception in this level is that the English Language Teacher teaches the subject of the English Language.

*Low secondary education* (ISCED 2A) consists of 4 years of compulsory education. This kind of education is based on subject teaching and is attended by children aged 12-15. After completing the 9th grade students must take the national test. Success in primary and lower secondary education, together with the results of the national test, determines the enrolment of students in upper secondary education.

*Upper secondary education* in Kosovo is organised in three types of schools

- Secondary general education school (grammar schools) – ISCED 3A
- Secondary vocational schools – ISCED 3B, 3C
- Secondary artistic schools – ISCED 3B.

Besides these three types, there are also secondary schools for impaired students (special schools) and religious ones.

Although Kosovo is not formally one of the signatories of the Bologna Declaration, the principles of the Bologna Process have still been widely adopted. The new Law on Higher Education, which was promulgated in mid-2003, has set the stage for organising study programmes in accordance with the Bologna Declaration even though at the University of Prishtina this process started even earlier. On the other hand, the University in Mitrovica, which offers teaching in the Serbian language, continues to recognise the authority of the Government of Serbia and works in accordance with Serb legislation. In the last couple of years, more than 15 providers of higher education have been licensed by the MEST to offer academic, artistic and vocational training programmes<sup>4</sup>.

## 2 Teachers at a glance

After World War II, most teachers in Kosovo schools were either unqualified or qualified by short courses organised by the authorities of the time. A small number of teachers who were educated in Albania before or during the war initiated the opening of several so-called normal schools – secondary schools offering pre-service programmes for general (lower cycle) teachers. Due to the lack of tertiary education institutions in Kosovo, teaching staff in most secondary schools remained unqualified for years. Post-secondary teacher education only started in

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<sup>4</sup> MEST Review on Statistic of Higher Education in Kosovo, 2004/05

Kosovo in 1958 when the Higher Pedagogical School (HPS) in Prishtina was established. Although the first higher education institutions in Kosovo were founded between 1958 and 1969, in this period they functioned either independently or within the University of Belgrade. The University of Prishtina (UP) was founded on 15 February 1970. In the beginning, the university consisted of four existing faculties: the Faculty of Philosophy, the Faculty of Law and Economics, the Technical Faculty and the Faculty of Medicine. From 1970-1990 the number of faculties and HPSs increased to 13, respectively 7, as a result of a pivotal period in the development of the university. Several faculties emerged from the existing one, but there were also newly founded faculties. In this period teaching was organised in two languages: Albanian and Serbian. Governing bodies were common for both language streams as well as study programmes. As a result of opposition to the political discrimination of the totalitarian regime in the 1990s, university teachers were suspended and not allowed to use the university premises. Being aware of the importance of education for the new generation of students they organised studies in parallel structures in very difficult circumstances in private houses. The reinstatement of the UP within its institutional buildings happened in 1999 after the UN administration was set up in Kosovo.

The University of Prishtina, being the only higher education institution for pre-service teacher education, has played a crucial role in increasing the number of qualified teachers. Having fourteen university programmes for pre-service teacher education and four Higher Pedagogical Schools (HPS) within its umbrella, the UP has in a way fulfilled the demand for teachers in the education system.

Faculties for pre-service teacher education offered 4-year study programmes (8 semesters) leading to the degree of secondary school teacher, while HPSs offered 2-year study programmes (4 semesters) leading to the degree of pre-primary and primary school teacher. The curricula for pre-service teacher education were profoundly subject-based in all high educational institutions, although the academic level in HPSs has not been as high as in the faculties. The average workload of academic work and teaching practice in HPSs was around 27 hours a week, among which the upper limit of the practice hours represented 14.3% of the total workload. Apart from the Faculty of Teaching and the Faculty of Pedagogy that contained almost the same percentage of teaching practice as in the HPSs, other faculties for pre-service education were highly academic and offered a maximum of 30 hours for teaching practice, which was less than 1% of the students' workload (equivalent to one week of student's workload during 4 years of studies)<sup>5</sup>. The new trends in higher education have also influenced the concept of pre-service teacher training. HPSs and the Faculty of Teaching ceased the enrolment of new students and their responsibilities were transferred to the newly established Faculty of Education. Although this faculty is still in the consolidation phase, it has become

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<sup>5</sup> Pupovci Dukagjin. Teacher Education System in Kosovo, 2002

the main HE institution in pre-primary, primary and lower secondary school teachers' education. The Faculty of Education is also offering courses for the professional development of HPSs' graduates to enable them to obtain a bachelor's degree and meet the minimum requirements for qualification according to the Bologna Declaration.

There are 6 faculties within the UP for pre-service teacher education in Kosovo: the Faculty of Education, the Faculty of Philosophy, the Faculty of Mathematics and Natural Sciences, the Faculty of Philology, the Faculty of Fine Arts and the Faculty of Physical Education. The MEST's Administrative Instruction<sup>6</sup> determines that pre-service programmes leading to a bachelor's degree in teaching have to last 4 years with a strong practicum teaching component (up to 22 weeks of practice teaching). According to this Administrative Instruction and the Law on Primary and Secondary Education, the formal requirements for the employment of teachers are:

- Teachers of pre-primary and primary levels have to hold a bachelor's degree from the Faculty of Education or an equivalent.
- Teachers of lower secondary school have to hold a bachelor's degree from the Faculty of Education or other faculties for pre-service teacher education.
- Teachers for upper secondary school have to hold a master's degree from one of the pre-service teacher education institutions.

There are approximately 23,000 teachers in the education system in Kosovo. Based on the MEST's statistics from the 2004/05 academic year, the number of schools, teacher engagement and number of students at different levels of education (without university and private schools) are:

Level of education	Number of schools	Total number of teachers	Number of students	Teacher/student ratio
Preschool	32	573	7,076	12.4
Primary & Low secondary	944	17,009	327,207	19.24
Upper secondary	103	4,314	69,760	16.20
Special school	7	106	519	4.9
Total	786	22,002	404,562	13.2

<sup>6</sup> MEST Administrative Instruction 15/2005. Standards for Pre-service Programming for initial teacher education

There are 32 preschool institutions in Kosovo, mainly located in urban areas, with 7,076 children, where 3,432 of them (48.50%) are female and 3,644 (51.50%) are male. The small number of children included in preschool classes is a consequence of many factors: there is no tradition among the Kosovar population to send their children to pre-primary schools; the low scale of economic development; very high rates of unemployment; lack of facilities for kindergartens as well as budget limitations for supporting this kind of education.

Among the total number of primary and lower secondary schools 500 of them are central schools and 444 are satellite schools. Primary and lower secondary education is compulsory under the new 5 + 4 years education structure which became as of the 2004/2005 academic year. As stated earlier, in the 2002/03 school year the MEST included the ninth grade as an orientation year and this resulted in the introduction of a new education system for upper secondary grades starting from 2003/04. Based on this new structure, the duration of upper secondary schools is 3 or 4 years according to type of school. Of 103 upper secondary schools, 77 are central schools and 26 are satellite schools. The education process is organised in Albanian, Serbian, Bosnian and Turkish languages. The dropout rate is quite significant at all levels of education. In compulsory education the dropout rate is estimated at 12-13% and in secondary education at about 28%<sup>7</sup>. The high percentage of dropouts in compulsory education is mainly concentrated around grades 8 and 9. The newly introduced 9<sup>th</sup> grade classes are often not held within the premises of the lower secondary school but are attached to an upper secondary school in a distant location causing 30% of students, mainly females, to leave school after 8<sup>th</sup> grade.

There are 7 special schools and 60 special classrooms attached to mainstream schools in Kosovo, meaning that in each municipality there is at least one attached classroom for children with special needs. The number of these classrooms is constantly increasing as a result of the awareness raised among the school community. Inclusive education is a new approach in Kosovo and it is promoting the integration of students with special needs in regular classes. Teachers have attended workshops regarding children with special needs and started the integration of children with low levels of impairment into their regular classes.

The private education sector in Kosovo is still underdeveloped and comprises a symbolic number of students, but the number of private education institutions is growing every year. Thus, there were 15 licensed private education institutions in the 2004/05 academic year offering primary and secondary programmes.

The teacher/student ratio is not the same in all regions of Kosovo. In the post-war period, there was an enormous migration from villages to towns. This increased the

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<sup>7</sup> Gefferth E., Zylfiu H. Study on the primary and secondary education in Kosovo, EAR, Prishtina, 2004.



number of students in classrooms in towns, which are overcrowded, whereas the classes in villages sometimes only have a few students. In some villages, there are combined classes because of the small number of pupils in a class.

The structure of educational personnel is shown below<sup>8</sup>:

Levels of Education	Personnel		Teachers		Pers. administ		Pers. assistant	
	Total	Female	Total	Female	Total	Female	Total	Female
Pre-school	1,018	791	573	563	123	52	322	174
Primary & Low second.	20,812	7,003	17,009	6,674	951	142	2,852	187
Upper second. School	5,353	1,342	4,314	1,220	275	53	764	69
Special education	154	101	106	78	13	8	35	15
Total	27,337	9,237	22,002	8,535	1,326	255	3,973	445

It is obvious from the above table that 38.8% of all pre-tertiary teachers in Kosovo are females. This percentage is a result of the gradually increased number of females who studied in HE institutions mainly since the 1970s when the UP was established. The majority of females are concentrated in pre-primary and primary schools (almost 42%) compared to upper secondary school female teachers who comprise only 28.8% of the total number of teachers in this kind of education. As we go higher up in the education system, the percentage of female participation gets lower and hence the lowest numbers can be found in decision-making positions.

Even though the University of Prishtina is new, the commitment of the professors working there and an enormous growth of the interest of students to study has resulted in a higher percentage of qualified teachers working in-service. Teaching staff according to their qualifications are presented below<sup>9</sup>.

Level of education	Qualified	Unqualified
Pre-school	67%	33%
General teachers	85%	15%
Subject teachers	72%	28%
Upper secondary school	76,25%	23,72%

The percentage of unqualified teachers in preschool institutions is a consequence of the employment of nurses and teachers of different profiles. This came as a result of the lack of educators graduating from HPSs or the Faculty of Pedagogy as well

<sup>8</sup> MEST Review on Statistic of Education in Kosovo, 2004/05

<sup>9</sup> MEST Review on Statistic of Education in Kosovo, 2004/05

as uncompleted study circle of the first generation of pre-primary student teachers at the Faculty of Education (the first generation of students in this faculty will graduate in 2006).

The majority of unqualified subject teachers are teachers of mathematics, physics, fine arts, music and the English language. Very high expectations of academic knowledge at the HE institutions responsible for teacher preparation in the respective areas have resulted in a lower number of graduates of mathematics and physics. The lack of qualified teachers of fine arts and music is a consequence of HE institution policies for enrolling a small number of students in these faculties. The situation with unqualified English language teachers differs from the previous ones. The presence of many international NGOs in Kosovo after 1999, their huge need for English-speaking personnel and the salaries they offered caused many English language teachers to leave their work positions at schools. Since the international community is transferring competencies to the Kosovar authorities and many international NGOs are in the process of withdrawal, the situation regarding English language teachers is improving. In terms of unqualified teachers, it is important to mention that the majority of these teachers work in rural areas and places where the school leadership will have to hire teachers even though they are not qualified for a teaching position.

Regarding work experience, 84% of teachers of primary and low secondary schools and nearly the same percentage (76%) of upper secondary school teachers are less than 50 years old. This is a consequence of the different regulations for retirement that existed before 1999, when women retired at 55 years and men at 60 years. After the war, the age for receiving a pension is 65 for all employees. The new generation of teachers offers an advantage because they can easily adjust to new approaches in education through training programmes. This fact indicates the huge need for in-service teacher- training programmes, especially if we take into consideration graduation from highly academic institutions and the long road to their pension entitlement (65 years).

Working experience	1-5 years	6-10 years	11-20 years	21-30 years	31-35 years	Over 35 years
Primary & Low secondary school	9%	23%	24%	28%	13%	3%
Upper secondary school	12%	37%	27%	18%	5%	1%

In spite of the very difficult circumstances the education system went through, teachers in Kosovo have played an important role in keeping it alive. Highly motivated by the idea of contributing to the national interest they agreed to work without being paid or for modest salaries. Their devoted work in the 1990s towards completing their professional mission for educating the new generation of students,

even in parallel structures under a very repressive regime, was admired by Kosovar people as well as the international community.

### 3 National system of pre-service teacher education and training

1999 was the initial milestone for the Kosovo higher education system, which was then re-established and in full operation. The Department of Education and Science was established with two Heads, one a local and the other an international. This Department took on a comprehensive reform of the Kosovo higher education system with the mid-term focus being on implementation of the Bologna Declaration.

The preamble to the Law on Higher Education 14/2003, drafted under close supervision and with the help of the Council of Europe (adopted by the Kosovo Assembly in May 2003) makes explicit reference to the Bologna Declaration and its principles. This tendency is obvious in other legal acts of the government and the higher education institutions. Apart from these, a number of administrative instructions have been issued for the purpose of regulating relevant areas of higher education, such as:

- a) Quality Assurance and Accreditation
- b) Recognition and equalisation of diplomas and other documents obtained abroad.
- c) Format of diplomas issued by the local providers of higher education (including provisions on the Diploma Supplement).
- d) Student participation in study fees.
- e) Scholarship schemes for students.
- f) Licensing of Private Providers in Higher Education etc.

Other laws (on Adult Education - Lifelong Learning, Private Education and on the Financing of Higher Education and Research 2005 - 2015) have been approved as legal initiatives and are being prepared for adoption by the Kosovo Assembly. As a result, key principles and objectives of the Bologna Process are being provided for in the provisions of these documents.

There are two public universities in Kosovo<sup>10</sup>:

1. The University of Prishtina (with 25,125 students and 1,468 teaching staff).
2. The University of Mitrovica functioning within the Serb parallel system in education. No current student figures are available; the only estimates available from different sources suggest approximately 4,000 to 6,000 students.

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<sup>10</sup> MEST Review on Statistic of Higher Education in Kosovo, 2004/05

There are also more than 15 private providers of higher education (most of them since the 2004/2005 academic year) with more than 1,755 students registered in the study programmes.

Due to the dramatic limits on the regular operation of the Kosovo Albanian higher education system until 1999, a quality assurance system has only been established in recent years after the related regulations of the Higher Education Law were adopted. In accordance with the Law on Higher Education, the Ministry 'shall by Administrative Instruction provide for the establishment of the Kosovo Accreditation Agency (KAA) charged with promoting the quality of higher education in Kosovo'.

This Agency was established through Administrative Instruction 11/2004 and has not yet started operations. It is planned to have its Board for Quality Assurance (nine members, three of whom are international experts) and of its permanent administrative structure. In principle, the MEST will be responsible for discharging licensing duties, whereas the KAA will be primarily involved in evaluation (of courses and study programmes) and (re) accreditation, including the power to award degrees and diplomas. Since the KAA is not yet fully operational (due to difficulties in recruiting qualified permanent staff) 'Pending the establishment of the KAA, all functions of that Agency shall be discharged by the Ministry'.

One of key principles of the Bologna Declaration is the establishment of the European Credit Transfer System (ECTS) within higher education institutions. Therefore, all faculties of the University of Prishtina and private providers of higher education (except the American University in Kosovo) have organised the university course curriculum according to the ECTS credit system. Following the ECTS, 60 credits represent the workload of one academic year of study and one credit refers to 20 hours of work, including academic hours and other forms of instruction as well as independent student work. Although there is a common consensus to apply this rule in all university courses within the UP, there are cases where different strategies are used to determine the ECTS credits/course. This diversity in awarding ECTS credits exists not only within faculties but also among courses of the same faculty. In some faculties, all university courses have the same credits/course irrespective of the academic contact hours and/or individual work of students. The authorities within a certain faculty have decided that elective courses have the double amount of credits than compulsory ones etc. Irregularities in determining ECTS credits have been identified by one of the research respondents from pre-service teacher education, who accepted that sometimes a university professor's reputation influences the ECTS credits for different courses. These examples show the indirect damage caused to the quality of studying and calls for the immediate need to have the KAA operate and work on reviewing the ECTS system for determining credits and to harmonise them with the European standards.

At present, the quality of higher education in Kosovo has been heavily criticised. It is therefore recommended that the quality of higher education be externally evaluated. Further measures to improve quality and develop the structure of higher education should be based on the recommendations of the evaluation(s).

### 3.1 Programmes for pre-primary, primary and low secondary teacher education

The only institution specialised for pre-primary, primary and lower secondary teacher education is the Faculty of Education that was established in 2002. With its 4 branches in Prishtina, Gjakova, Prizren and Gjilan and a total number of 920 students/year it is the biggest institution for pre-service teacher education in Kosovo. This faculty has separate departments for pre-primary teacher (80 students/year), primary teacher (160 students/year) and 8 departments for lower secondary school teachers (680 students/year)<sup>11</sup>. The departments for lower secondary school teachers (LSS) are Albanian language and literature, English language and literature, Physics and Chemistry, Biology and Chemistry, History and Civic Education, Geography and Civic Education, Mathematics and Informatics, Technology and Informatics. The organisational structure of these departments is almost the same. There are obligatory and elective courses in each year of study. Students in all departments have to choose at least 2 elective courses per semester in order to obtain 30 credits/ semester. It is characteristic that the Faculty of Education is offering two-subjects study programmes for LSS teachers enabling them to become qualified in two subjects and have better chances of employment. Although students of these departments receive the same compulsory courses for both subjects, for example in Physics and Chemistry, they have to decide which one is going to be their primary qualification by selecting elective courses. So, if a student chooses Chemistry as their primary qualification they have to select one course from two elective courses/semesters from Chemistry and earn the title Bachelor in Chemistry-Physics, while if they decides on Physics for their prime qualification then they have to select one of the two elective courses/semesters from Physics and earn the title Bachelor in Physics-Chemistry.

The students' workload and practice in departments of pre-primary and primary education is shown below.

	Obligatory courses, hours per week	Elective courses, hours per week	Practice weeks
First year	15.5	4	3
Second year	15.5	4	5
Third year	15.5	4	6
Fourth year	15.5	4	8th semester

<sup>11</sup> University of Prishtina. Review on Statistic for Faculty of Education 2002/03

Almost the same situation is found in the LSS departments. The academic hours for obligatory courses vary from 13.5 to 15 in different departments and in different years of study, but the elective courses have the same amount of 6 hrs a course. There are approximately 20 academic hours/week in all departments.

It is worth mentioning that the former teacher education programmes did not pay enough attention to students' practice (14.3% of the total workload). Knowing the importance that practice plays in preparing quality teachers, this faculty has included practice for all students from the first year of study. The last semester (8<sup>th</sup> semester) is left solely for professional practice, for preparing a portfolio and the final exam. Educational sciences cover 30% of the curriculum from the first to the third year of study in the pre-primary and primary teacher education programmes; whereas in programmes for LSS the educational sciences cover 30% to 50% of the programme depending on the year of study and the elective courses students take.

The Department for Pre-primary Education only operates in Gjilan and admits a limited number of students. This limited number does not fulfil the need for educators in pre-primary education. Therefore, graduates from the Department of Pedagogy within the Faculty of Philosophy work as pre-primary teachers. The students' workload and practice in this department is presented below.

	Obligatory courses, hours per week	Elective courses, hours per week	Practice weeks	Educat. Sciences
First year	14	6	-	-
Second year	14	6	-	30%
Third year	14	6	4	20%

It is interesting that elective courses in this department have almost double the amount of ECTS credits than the obligatory ones in spite of the fewer academic hours involved. Practice teaching is part of the last semester and is organised for 2 weeks at the beginning of the 6th semester and for 2 weeks at the end of it. Master's studies are being offered this year at the Faculty of Pedagogy with a length of 2 years (3 semesters are course-based while the fourth semester is left for preparing the master's thesis).

### 3.2 Programmes for upper secondary teacher education

Since the start of implementing the Bologna Declaration in 2001/02, many changes have happened in the organisational structure of faculties for upper secondary teacher education. Existing faculties for pre-service teacher education started to implement different models of studying, namely, 3 + 2 + 3 or 4 + 1 + 3. Our questionnaire results show that 1/3 of the respondents from pre-service teacher education agreed that they provide studies in both models, 3 + 2 and/or 4+1. This

situation occurred due to the lack of MEST policy for setting standards for pre-service teacher education in Kosovo. Therefore, up until the 2005/06 academic year there was not a unified approach in the organisational structure of studying not only among different faculties for pre-service teacher education, but also within the same faculty. For example, the Educational Division (ED) of the Department of Mathematics within the Faculty of Mathematics and Natural Sciences has offered a 4-year study programme, while EDs in other departments of the same Faculty (physics, chemistry, biology and geography) have offered 3-year study programmes. The same situation occurred in the Faculty of Philology where the ED for the Albanian Language offered 4 years of studying, whereas other departments of English, French and German languages offered 3 years of studying. The MEST's administrative instruction on Standards for Pre-Service Programming provided some guidance for the 2005/06 academic year, whereby all pre-service teacher education faculties must now organise 4-year programmes of study that lead to a bachelor's degree. This fact implies the reconstruction of EDs within different faculties.

Since the ED of Mathematics offers a 4-year study programme, its structure is going to be a reference point in analysing the study programmes of other faculties involved in preparing upper secondary school teachers.

Students who graduate from the ED of Mathematics receive a bachelor's degree of a teacher of mathematics. This title enables them to work in LSS or they need to finish master's studies in order to work in upper secondary schools.

The students' workload and practice in this department is revealed below.

	Obligatory courses, hours per week	Elective courses hours per week	Practice hours/ weeks	Educat. Sciences
First year	15	5 - 8	-	-
Second year	14	5 - 8	-	-
Third year	16	5 - 8	-	-
Fourth year	15	8 - 9	2	66%

It is evident that the focus in the first three years is on academic disciplines, whereas in the final year it shifts to the education area. The fact that educational sciences are not present in the first years of study is a consequence of the traditional academic approach and the marginalisation of teaching. The majority of university professors still think that content and academic knowledge is more important than methodology and teaching. The presence of educational sciences with 66% of the content in the fourth year (before that it was only 15%) promises better mathematics teachers in the future.

The study programmes of the EDs of Biology, Geography, Chemistry and Physics within the Faculty of Mathematics and Natural Sciences last 3 years and are concentrated on teaching professional courses. Educational sciences in these departments are only included in the third year with a minimum presence of 12% in Biology and a maximum presence of 28.5% in Geography. To support this academic approach, 25% of respondents from pre-service education accepted that their aim with the first cycle is to provide traditional teacher qualification like they did before. All these departments need to change their study programmes according to the new law that requires 4 years of study for pre-service teacher education faculties.

All faculties for pre-service teacher education are in the process of preparing their curriculum for master's studies (MA). Based on their programmes of study prepared so far, MA studies will last 2 years (3 semesters are course-based and the fourth one is for preparing the MA thesis). It is interesting that all courses for MA studies are content-oriented and there are no educational-science-oriented courses.

Having in mind that teachers need not only knowledge but also skills in organising their professional work, the fact there is no educational-science-oriented course should mobilise the Senate of the university to review the BA/ MA study programmes. The Senate of the University of Prishtina, which is responsible for the university curriculum, should do more to ensure that teacher education curricula are learning-outcomes-based and more present in the faculties for pre-service teacher education. This could contribute to preparing more skilful teachers in applying new approaches in education that support the constructivism of knowledge, creativity and critical thinking and promote lifelong learning. The best evidence that urgent steps have to be taken in order to change the situation in favour to educational sciences is that 54.4% of the respondents considered their qualification as appropriate only for the start of their work and later on they needed to attend various in-service teacher-training programmes. A total 16% of the respondents to the questionnaire think that their qualifications do not correspond with the requirements of their work place. 67.2% of teacher respondents thought that pre-service teacher education should have more courses regarding educational sciences, and among them 17% accept that faculties need a radical change to transform them towards more courses for new methodologies and teaching practice. Improvements in this regard contribute to better teacher preparation programmes during the pre-service studies and therefore result in more skilful and creative teachers.

Concerning pre-service teacher education, 75% of the respondents accepted that it is time to prepare a gradual curricular reform for adapting the national system of education in line with European trends. All respondents accepted that pre-service teacher education faculties mainly use traditional tests, written and oral exams as well as seminar papers in their evaluation process. Some have started to use new



ways of evaluation such as project work, portfolios etc. that promote co-operative work and a student-initiated learning approach.

#### 4 National system of in-service teacher education and training

The Kosovar system of education has inherited an academic style of learning based on the teacher-centred methodologies. The late shift towards learner-centred methodologies in comparison to other countries in the region came as a consequence of the isolation the Kosovar education system suffered in the 1990s. In that period, the education system faced many problems including the limited exposure of teachers to new approaches in education.

In the post-war period, an immediate need for reforming the education system was recognised by both Kosovars and international observers. The system of education was not appropriate enough to prepare new generations of students for the knowledge and life-skills required for the 21<sup>st</sup> century, primarily in terms of learning methodologies and strategies. Teacher training was seen as a way to overcome this problem and to empower teachers to facilitate learning rather than the transfer of knowledge. Teacher training was implemented through programmes carried out by international and local agencies established in the meantime. Although most of those programmes were well structured, there was a lack of co-ordination within the education authorities. This was a key factor in establishing the Teacher Training Review Board (TTRB), an advisory body to the Ministry of Education that develops and suggests policies and regulations related to standards in teacher education and education practices.

Since the innovation of in-service teacher training programmes could be successfully implemented in Kosovar conditions within the existing curricula, teachers showed great interest in attending them. At least 50% of 23,000 Kosovar teachers had participated in one of these programmes by the end of 2004<sup>12</sup>. Trainees created a friendlier environment within their classes by using different strategies and techniques that enabled students' participation in discussions on the topic. This philosophy of teaching and learning based on active inquiry, co-operative learning, critical and creative thinking as well as problem-solving brought an innovation to students' approach to effective learning. This reflected the engagement of students during the teaching and learning processes and resulted in better-achieved knowledge. Teachers who applied the new methodology have been satisfied with students' results and are the best advocates for delivering the in-service teacher training programmes in Kosovo. Even though it has not been clear whether there are going to be any financial benefits for attending the various training programmes, teachers have been interested in participating in them. They

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<sup>12</sup> MEST. Annual Reprot. 2004

wanted to try something new that would motivate students' learning. In response to the question of whether the trainings contributed to the knowledge and skills of the respondents more than 84% of them answered positively. Among them, 46% consider the trainings necessary for successful work at school. It is interesting to mention that 56% of respondents always or in most cases have found topics of their interest in the trainings.

One other aspect that influenced the increased number of teachers who attended the trainings was the education reform the MEST initiated in 2002 for implementing a new curriculum that required a new methodology for teaching and learning. All this contributed to enhancing the role of the teacher training programmes. Trainings are welcomed by 30% of teachers who participated in the research because they believed their qualification does not include professional development. More than half the respondents considered their qualification to be proper just for the start of their in-service work. Teachers attended trainings that were organised by the MEST (79.5%), specialised NGOs (62.5%) and international specialised institutions (35.5%).

The institutions and agencies that have significantly contributed most to in-service teacher training are: the MEST, the World Bank, UNICEF, EAR, Save the Children, KEDP, KEC, KFOS, GTZ etc. The presence of experienced international education agencies in Kosovo and some local NGOs capable of getting funds and implementing qualitative programmes has allowed the possibility of incorporating a huge number of teachers in the trainings. At the beginning, the providers of the trainings covered all expenses but nowadays the MEST in co-operation with the local and international providers of training materially supports the training of teachers. Due to the limited funds available for in-service teacher training, there are cases where teachers participate fully by themselves in covering the seminar operating costs. The courses in greatest demand are general teacher-training courses that promote a learner-centred approach in teaching and learning. Since 2004 when the MEST approved a regulation that requires teachers to participate in at least 84 training hours up until 2010 to obtain a licence, the demand from teachers to participate in trainings has increased enormously. Today, teachers are interested in taking as many courses as they can. They understand that Kosovo has limited funds to train teachers all at the same time so they are making efforts to use the presence of some agencies that still cover the training programmes in order to achieve the required amount.

195 teachers and school administrators participated in the research. Almost 50% of them had attended more than 3 days of training within the last year. A great percentage of them (17.5%) had participated in more than 10 days of training in the last year and only 11.8% had not participated in any training. Among those who had not participated in trainings, 8.7% thought that they did not have any chance to participate in them. This is the best evidence of the mass scale of teachers in participating in the training programmes. The majority of teachers thought the

trainings help their professional development (63%), besides the fact that 32.3% of participants in the study have more than 21 years' experience.

Training providers have organised trainings and certified participants based on their standards, whereas the Teacher Training Review Board (TTRB) has been working on designing and preparing many draft policies for regulating the professional development for teachers.

One of the most important policies drafted by the TTRB and approved by the MEST, that regulates the categorisation of teachers and education administrators based on their diploma and certificates for professional development, is the administrative instruction on the Standards for Teacher and Administrator Licensing.

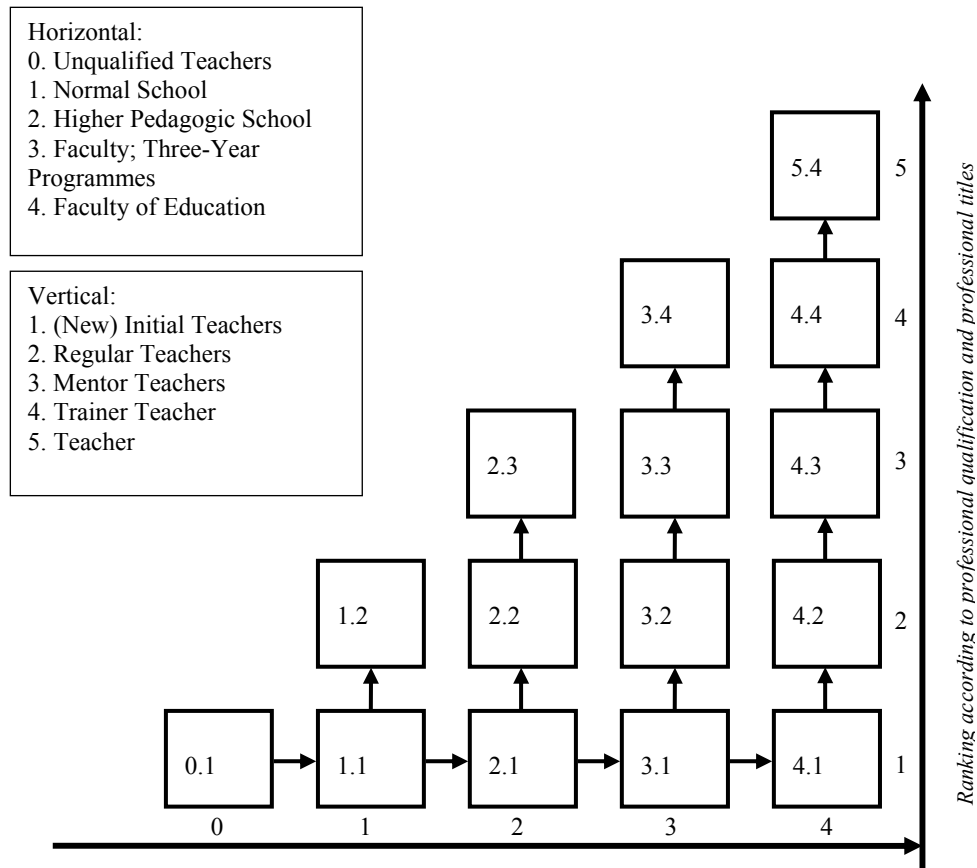
This instruction sets quality standards for teachers and education administrators' licensing. Based on this instruction, there are two main categories of licensing:

- a) Licences for teachers.
- b) Licences for education administrators.

#### 4.1 Licences for teachers

The system of teacher licensing is presented in two frames to simplify its understanding.

- a) The horizontal axis presents the levels of qualification in an accredited institution for teacher qualification (positions 0 to 4).
- b) The vertical axis implies advancing from a temporary licence, the regular licence through to the corresponding sub-categories of professional titles until the title 'teacher' (positions 1 to 5).



Regarding licences for teachers there are three main categories:

- Probation licence.
- Temporary licence.
- Regular licence.

The probation licence can be obtained by someone who does not have a corresponding qualification to teach in the context of a lack of a corresponding qualified staff (position 0.1) as well as someone who has a university degree in any academic or professional field (like Medicine, Law, Engineering) but in the study programme does not have a professional pedagogical and psychological qualification for teaching.

A temporary licence is obtained by junior qualified teachers (title – ‘New teacher’), in positions 1.1, 2.1, 3.1, and 4.1 (see the horizontal axis in the diagram).

A regular licence is obtained by teachers who possess the temporary licence and have fulfilled standards for advancing in specific categories according to their qualification and professional levels. The regular licence has four sub-categories:

- Regular licence - Regular teacher (instructor) - (positions 1.2, 2.2, 3.2, 4.2).
- Regular licence - Mentor teacher (positions 2.3, 3.3, 4.3).
- Regular licence - Teacher trainer (positions 3.4, 4.4).
- Regular licence - Teacher (position 5.4).

*Positions according to education qualification* (on the horizontal axis - positions 0 – 4) are<sup>13</sup>:

- Unqualified teachers who possess a probation licence are in position 0.
- Class teachers who hold diplomas from normal schools in Kosovo and a temporary licence are in position 1.
- Teachers of primary and lower secondary education who possess diplomas from a higher pedagogical school and teachers who have a degree from university, respectively the academic faculties (Engineer, Economist, Doctor etc) and a temporary licence are in position 2.
- Teachers who have a degree from the University of Prishtina in the corresponding faculties that prepare teachers or any equivalent university and teachers who have a three-year diploma (since September 2004) from a Higher Pedagogical School and a temporary licence are in position 3.
- Teachers who have a diploma from the Faculty of Education or other faculties for teacher training in the University of Prishtina, who have completed their professional studies and professional practice teaching, and who have a temporary licence are in position 4.

### **Appointments regarding professional development**

The same instruction regulates the promotion of teachers based on the trainings they have attended. According to the sub-categories, promotion from one category to another requires 20 to 30 credits of credited training programmes and 10 to 15 credits of non-credited programmes.

The credited in-service training programme should have at least 25 academic contact hours between the attendee and the trainer, while the non-credited programmes are those that do not require the monitoring or assessment of a participant's performance and contains 24 or less academic hours of training. In order to renew the licence and to be promoted, teachers should have at least 84 academic hours of training within a period of up to 5 years.

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<sup>13</sup> MEST Administrative Instruction 18/2204. Standards for Teacher and Administrator Licensing

## 4.2 Licences for education administrators

There are two categories of licences for administrators:

- a) Temporary Licence-Educational Administrator.
- b) Regular Licence-Professional Education Administrator.

In order to be appointed to the position of school director or regional education officer, a person should have their teaching licence in positions 3-5. In addition, the person should have successfully completed the beginner course in educational administration approved by the MEST. For a Director of a School or Regional Education Officer to keep their position they should get the regular licence of Professional Education Administrator by successfully completing the advanced course for educational administrators approved by the MEST, based on Section 28 of the Law on Primary and Secondary Education. Educational Administrators have the temporary licence available for three years in order to get the Regular Professional Licence.

The system of Teacher and Administrator Licensing is still in the process of planning of implementation due to the non-fixed system of regular payments for education employees. For the moment, there is a linear system of paying that means all teachers at the same level of school receive the same amount of money, irrespective of their qualification and experience. According to the latest developments, a new salary scheme was to be implemented starting from January 2006.

The main providers for in-service teacher training programmes in Kosovo recognised by the MEST are KEC, KEDP, GTZ and EAR.

*The Kosova Education Centre (KEC)* is an educational NGO founded by KFOS in 2000 in order to address the issue of in-service teacher training and education research. In the five years of its successful operation, the KEC has implemented different in-service teacher training programmes such as: Quality Education, Step by step (SbS), Reading and Writing for Critical Thinking (RWCT), Interactive Learning (IL), School Administration, and so on. KEC teacher training programmes are focused on methodology and aim at creating a learner-centred environment in schools. The SbS programme is typical for pre-primary and primary schools; the others are mainly characteristic of primary and low secondary schools but some of them like the RWCT can be implemented at all levels of the education system. The SbS and RWCT programmes have become obligatory or elective courses in some faculties for pre-service education.

The Kosovo Foundation for the Open Society, the World Bank, KulturKontakt-AUSTRIA, UNICEF, CIDA, Save the Children (UK), Development Co-operation Ireland etc provided the main income sources for the trainings.

*The Kosovo Educator Development Project (KEDP)*, financed by the Canadian International Development Agency, has operated in Kosovo since 2001. The KEDP training programmes relating to teacher and administrators are: Learner-Centred Instruction (LCI), Leadership skills for school administrators, Gender in education, the Senior Leadership Development Programme (SLDP) etc. The LCI and Gender in education are programmes aimed exclusively for primary and low secondary schools, while the SLDP is a programme that contributes to building the capacities of MEST officials and senior leadership educators in Kosovo. The Leadership programme is the highest quality one for training school administrators.

The role of the KEDP was significant in establishing the TTRB and the Faculty of Education. With the help of Calgary University from Canada, the Faculty of Education has constructed its system of pre-service teacher education by incorporating a student-learning approach and the development and implementation of a practice teaching and mentoring programme for new student teachers.

*The German Development Co-operation (GTZ)* promoted the development of modern basic and advanced vocational training and non-formal education. The GTZ has directly supported the MEST Vocational Education Section to develop a group of local trainers to provide teacher training for vocational education teachers. Another aspect of involvement was the vocational education curriculum development process.

*The European Agency for Reconstruction* supported by providing technical assistance to vocational education and training (VET) in Kosovo. This is an EU-funded project implemented by KOSVET. Trainings involving teachers of vocational schools have included: Development of curriculum, Implementation of modular curriculum, Development of assessment instruments as well as new methodology in teaching and learning.

All respondents from in-service teacher education agreed that the courses most frequently offered were about methodology. Although there was some training organised within a subject, for example with mathematics and biology teachers, the emphasis has been on methodology and not the teaching subject. The KEC and KOSVET have organised some courses regarding assessment methods, but in most cases assessment is part of an in-service teacher training programme such as in the SbS, RWCT, IL and LCI programmes. As something new these programmes have introduced concerning the assessment is the portfolio. In order to get a certificate in some training programmes teachers must present their portfolio. Among other things in a teacher's portfolio, there is also a student portfolio which shows that teachers have started to apply this kind of assessment in their classes.

Teachers have attended different in-service training programmes, but there is still no institutional mechanism for monitoring the performance of teachers while implementing the knowledge gained in the classroom. Some of the programmes,

such as the SbS and RWCT, have teacher performance monitoring as a component of their training programme, but this happens only during the training period or for certification purposes. Support for those teachers who completed training must be an issue that the MEST should pay attention to. There is a huge number of teachers who participated in trainings, almost 50% of 23,000, but there is no appropriate evidence of how many of them are actually applying the new methodology of teaching and learning in their classrooms. The MEST should develop quality assurance systems/procedures that engage more EDO officials in the monitoring process and use their reports in order to promote teacher advancement and not make decisions based only on certificates received.

All respondents from pre-service teacher education and in-service teacher education in the research agreed they have established formal and informal co-operation with schools and education institutions. All pre-service teacher education respondents acknowledged close co-operation among faculties for pre-service teacher education and schools due to the fact that schools provide opportunities for the school-based teaching of their students, practical placements for them and an institutional environment for research. But the professional collaboration of teachers and university professors was enhanced through an MEST initiative for curriculum development in 2002. University professors trying to prepare textbooks for different levels of education according to new methodologies have started to work closely with teachers who attended different in-service teacher training programmes.

On the other hand, all in-service teacher education respondents accepted the close co-operation with schools in order to attract teachers in their programmes and provide an institutional environment and teacher participation in their research. Mutual understanding exists among agencies and schools due to the fact that teachers are the clients of in-service teacher training providers. In most cases, this co-operation is informal but there are also cases when a memorandum of understanding has been signed. Some schools have asked some agencies to organise trainings for their teachers. There are many cases where schools have organised trainings upon their request and with the participants' payment.

There is some diversity in pre-service and in-service teacher education respondents' opinions regarding the quality of in-service teacher training programmes. 66% of pre-service respondents thought that in-service education and training should be broadened with some topics which are not represented today. On the other side, 33% of respondents thought there is no effective system of in-service education. All in-service providers responded that the quality of in-service education and training should be substantially increased and financially supported from public sources. Based on this, it can be concluded that more than 2/3 of pre-service teacher education institutions and in-service providers in Kosovo think that in-service teacher training programmes need to be continuously improved in order to make them compatible with European trends. The respondents (70% of them)



thought that the lack of financial support is the major obstacle to accomplishing this.

Almost all respondents in the research showed a willingness to advance their careers by studying for a higher degree or attending different teacher training programmes. Only 8.2% of all the respondents are ready to leave the school and teaching. Such teacher commitment to their work should motivate the MEST and other educational NGOs to offer opportunities for teachers to improve their work and achieve better results. The MEST and educational NGOs should keep the good feeling teachers have towards in-service teacher training by offering various topics related to teacher development. All in-service teacher programmes in Kosovo should focus on enabling student participation during the teaching and learning process. The voice of students needs to be heard because in this way we can accomplish the world leaders' commitment 'to change the world for and with children', that was made at the closing of the UN General Assembly's Special Session on Children in May 2002.

## 5 Recent developments and plans in teacher education and training

The exposure to new approaches which followed a decade of total isolation from outside influence has encouraged Kosovars to reflect on their education system and to look for the best ways to adjust it to new education trends. Conceptions of what constitutes a 'good school' in general and 'excellent teaching' in particular are being reconsidered. The academic style of teaching and learning, that treats students like a disposable memory chip, was proved insufficient in preparing students capable of facing the challenges of advances in science and technology. The promoters of this new approach are the Faculty of Education and the in-service teacher training providers. The Faculty of Education has introduced new competence and skill-based curricula with an emphasis on 'practice teaching', starting already in the first term. In-service teacher training providers have implemented training programmes focusing on new methodologies encouraging co-operative work among students, the active engagement of students in understanding concepts, active listening and constructive discussion as well as teamwork.

Ever since the Department of Education and Science was established, the University of Prishtina has focussed on the mid-term implementation of the two cycles (undergraduate and graduate) system of studies. This structure is now also provided for in the Law on Higher Education and the new Statute of the University of Prishtina.

With the exception of the private American University of Kosova, all higher education institutions in Kosovo will apply the two cycles (undergraduate and graduate) system of studies in full scale in the short term. The first cohort of over 500 students acquiring BA degrees at the University of Prishtina graduated during the 2003/2004 academic year.

Developed by the Ministry of Education, the higher education strategy for Kosovo for 2005-2015 does not make any specific reference to pre-service teacher training but sets objectives that apply to the whole higher education system. The document proposes the reform, transformation and development of higher education in general terms, but leaves free space to universities to plan their strategies and activities for meeting the higher education strategy objectives. The higher education strategy pays particular attention to quality assurance issues. All institutions of higher education will be required to establish offices, which will be involved in assuring quality in the operation of these institutions. Their mission will be to plan, implement and make public activities of internal evaluation at the institutional level in order to assure the required level of quality. These offices will be responsible to make quality assurance an integral part of the routine management of the teaching and learning process taking place in the institution. They will also harmonise, to the extent possible, their internal methods for quality assurance with the methods and criteria applied in higher-level institutions (for example, the department with the faculty, the faculty with the university etc.). Funds will be allocated to support the capacity-building of these offices and the experiences and best practices of academic institutions of developed countries will be used to improve their performance.

The preparation of HE documents in line with the Bologna Declaration was not so easy yet implementation is going to require very strenuous efforts. International experts have contributed to designing those documents, but their implementation requires the synergy of many stakeholders which should be oriented to overcoming the three groups of challenges the MEST has identified<sup>14</sup>.

The first group of challenges in the field of higher education is related to the inherited state of affairs. The decade of isolation of the HE in Kosovo has evidently influenced the quality of education and the comparability of higher education results in relation to countries in the region. HE has been mainly identified with the University of Prishtina. Taking into consideration the issue of survival of the Kosovar HE system in Albania, teaching was moved into the centre of attention while other aspects such as quality, scientific research, social services, links with the economy, staff development etc remained marginal.

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<sup>14</sup> MEST. Strategy for Development of Higher Education in Kosova 2005-2015, Prishtina 2004.

The second group of challenges is related to the present reality of the transition phase. One of the main challenges of the transition period is the economic growth of the country. The development of human resources is fundamental for sustainable and rapid economic development considering that the human resources of the Kosovar population are the most significant asset of this country. As in other countries, ensuring that the Kosovo education system provides young people with the key competencies demanded in the labour market is an essential element of future economic development. Hence, unrestricted and open access to a modern education system is also an important factor in the promotion of contemporary economic development as well as a condition for the common social well-being and the welfare of minorities and other marginalised groups in particular. In Kosova, at the individual level one's education background is an essential factor for employability and for economic well-being. The intensity of achievements in education stimulates innovation, self-employability and entrepreneurship and especially enhances the knowledge transfer process. Consequently, all expenditures in education should be considered as investments with the ultimate effect of rapid economic development.

The third group of challenges is related to the means of integrating within the European Area of Higher Education. The most complex challenge is the aspiration to integrate the country within the European Community. From this perspective, higher education should be integrated within the European Higher Education Area. The Law on Higher Education drafted in line with the latest developments of European higher education systems points out the need to reform the Kosovar higher education system towards the objectives set by the Bologna Process. The progress of reforms within higher education is slow. The private sector in higher education has been initiated, encouraging a new attitude to teaching and learning processes.

Overall, faculties involved in teacher education and training are primarily focused on the provision of academic content rather than the professional development aspect. In this regard, there is a shift of focus in comparison with the latest European trends and standards on teacher preparation. Based on different analyses and data mentioned earlier in this report, there is a lack of educational science courses in BA and MA study programmes. 67.2% of teacher respondents said there is a need for further professional development after the initial pre-service teacher education programme is finished in the respective faculties/HE institutions. On the other side, 75% of respondents from the HE institutions admitted that it is the time to prepare the comprehensive and gradual curricular reform to help modernise the national system of education. Although this has been identified as an area for improvement, to date there have been no constructive initiatives from pre-service teacher education institutions. This may result from the fact that 50% of respondents admitted that their awareness of the Bologna requirements is below average and there is not enough information available here.

Considering the current situation there are initiatives to advocate the importance of including some successful in-service teacher training programmes at least in elective courses in the pre-service teacher education institutions. The active in-service providers that operate in Kosovo are currently supporting these initiatives.

## 6 International co-operation in teacher education and training

In June 1999, when the UN International Administration was installed in Kosovo the Department of Education and Science administered the education system until the establishment of the Ministry of the Education Science and Technology. The fact that the international community managed education contributed to attraction of the international community and the openness for the local community to work together with it. Under the UN International Administration and through the Department of Education and Science, which was co-chaired by locals, it was decided that donors should get together and align their programmes and investments to meet the needs of education in Kosovo.

Forms of co-operation, agreements and other ways of co-operation that the different institutions of teacher education and training were engaged in with the international community inside and outside Kosovo were of a different nature. While UNICEF GTZ KEDP FSDEK acted as Lead Agencies (LA) for different education reform aspects, on the other side there was a huge number of international and local NGOs active in different aspects of education and training. The Lead Agencies had an institutional agreement with the UN DES and also signed an agreement with the MEST while other NGOs were to act under special agreements with the MEST and/or different donor agencies inside or outside Kosovo.

Depending on the field of interest, area of expertise and funding possibilities, different donors had different aims, scope and frequency. One thing in common for all these forms of co-operation was that the international and cross-border support was directed to the implementation of the new Curriculum Reform including the design of new curriculums, in-service teacher training, textbook development and school infrastructural improvement.

The Lead Agency model was very efficient as it allowed the possibility for one leading donor to co-ordinate work with other donors on the ground and report to the UN-DES in the beginning and later on to the MEST structures. The Lead Agencies (LA) were:

- UNICEF – LA for Curriculum Development.
- CIDA/KEDP – LA for Teacher Training.
- FSDEK – LA for Special Needs Education.
- GTZ – LA for Vocational Education.

All these donors are still on the ground but with a reduced international presence on the ground and the enhanced engagement of the local capacity to plan, manage and deliver the respective ongoing activities.

Since the international LAs offered support concerning the education reform of pre-tertiary education, the University of Prishtina has established its International Relations Office (IRO) in order to serve its university at all levels of international issues. The IRO promotes internationalisation within the university by enhancing the university's national and international reputation, supporting joint projects within universities, facilitating programmes of research and mobility as well as informing students and academic staff about grants, scholarship and the possibility of studying abroad. As a result of the IRO's efforts and university staff now the University of Prishtina has signed bilateral agreements and co-operation agreements related to TEMPUS and other projects with 91 universities and institutions related to education<sup>15</sup>. Being a member of the European University Association helps the University of Prishtina participate in different international conferences and broaden its international communication. On the other hand, some bilateral co-operation is successfully driven by international and local NGOs such as the World University Service (WUS) and KEC that support the mobility of university staff to come to Kosovo and help with the co-operation among university representatives. It is important that the WUS is implementing a programme called 'Brain Gain' for supporting Kosovar professors working in universities abroad to come for an internship period in Kosovo to exchange their experience with their colleagues and offer attractive programmes for university students in Kosovo.

There are only a few schools in Kosovo that are twins with international schools. These are particular cases when an international representative who worked in Kosovo could make such connections or the director of the school could find a way to co-operate with an international school. It is well known that a representative of the UN military force in Kosovo (KFOR) succeeded in its initiative of engaging students of a German school to collect money to help the finalisation of the elementary school 'Thimi Mitko' in Gjilan, which was under construction before the war.

It is certainly evident that cross-border and international co-operation has helped and is still supporting the professional development of education practitioners and does contribute to good practices for teaching and learning. The higher institutional support and support from donor agencies has had a direct impact on improving these cross-border connections and professional exchanges. There are many cases we could highlight in this regard and that can represent all other individual cases of such success.

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<sup>15</sup> <http://www.uni-pr.edu>

The University of Prishtina, in co-operation with the Academic Training Association (ATA), has four times organised the Prishtina Summer University (PSU). The main goal of the PSU during 2001-2005 was the internationalisation of the University of Prishtina by offering more than 30 university courses a year that were co-taught by international and Kosovar university professors and attended by international and Kosovar students. The international professors who participated in the PSU were volunteers ready to help their Kosovar colleagues and students update their knowledge in line with new developments. Bringing students and academics together from the region and around the world in interactive sessions helped foster personal contacts and stimulated academic co-operation across borders.

The Kosovo Education Centre, a local Kosovar NGO, through its Reading and Writing for Critical Thinking Programme (RWCT), is a member of the RWCT International Consortium and has established an cross-Kosovo network of Quality Schools that work based on the RWCT approach. The Step-by-Step programme is another example of linking educators from Kosovo with their counterparts in the region and beyond. The impact of this particular programme in teaching lower grade children using the SbS approach proved to be a great success for pre-primary and primary school teachers. SbS programme trainers had many opportunities to meet and share their best practices in implementing this programme.

Similar to this, UNICEF has been working on developing the network of Child Friendly Schools, a network that was being piloted in a number of municipalities and has been later expanded to include schools from all education regions in Kosovo. This is a similar initiative that UNICEF ran in other countries of the region and beyond.

The Council of Europe (COE) supported and is still supporting the development of education in Kosovo through its programme on Education for Democratic Citizenship (EDC) and Access to Education. Educators from Kosovo have had the chance to meet their colleagues from the region and broader and, as a result, the COE initiated a project with the MEST. The project will focus on teaching Civic Education at Kosovo schools. Through a number of conferences, workshops and seminars, the COE managed to bring together education representatives from different countries and gave them the opportunity to share their experiences, best practices and challenges on this particular theme of the EDC.

Swiss Contact and the GTZ implemented their pilot project on the 10 vocational education schools. They not only equipped the schools with the necessary teaching tools and equipment but also provided teacher training courses to prepare the teaching staff for using the tools available at these schools. During this phase, the participating schools had a chance to learn from their colleagues in the region and beyond by visiting their colleagues in different countries. The MEST's Vocational

Education Section has been invited to a number of international conferences to share experience in this aspect.

Initiated by ADRA Denmark and supported by CIDA/KEDP, there is an ongoing initiative to establish a Kosovo-wide trainer's network. In the last couple of years, ADRA and KEDP organised three seminars/workshops with all teacher trainers from Kosovo and brought in a number of international trainers as guest speakers. The aim of this initiative is to provide the possibility to share best practices amongst teacher trainers from Kosovo but to also bring in and liaise with international teacher trainers and establish networks and strengthen networking in this respect. The British Council, for example, helped establish the Kosovo English Teachers Association that is active in Kosovo and works together with other associations all over the world.

In order to further strengthen this co-operation and bring in institutional support for these initiatives, the MEST has made contacts and established direct co-operation with a number of countries in the region and elsewhere in the world. The very fact that we have had a huge international presence in Kosovo helped establish these institutional relations and contacts and supported the educators in general to meet and learn from their international counterparts. These partnerships should be maintained in the future and serve as best sources for new ones, mainly for preparing a new generation of MA/PhD students for the Faculty of Education as well as for other faculties for pre-service teacher education, especially for educational science which is what we lack the most. Also, the international co-operation should be used to increase the number of researches in the field of education as well as the quality of researches and publications.

Education is considered as one of the ways to connect countries in the region and contribute to peace-building and democracy. Having said this and looking back at the past, one might ask if there have been many opportunities given to people in the region and beyond to connect with each other and work together. Therefore, the countries of SEE should develop a joint strategy and plan for regional events. It will always remain a challenge for SEE countries to find the best timing and environments for these joint events but they should not lose the momentum created as a result of different regional events. One of the most successful ways in the last couple of years was to identify topics of interest for many countries, especially those in the infancy phases of education reform at different levels. The education reform is an ongoing process and it needs continuous monitoring, evaluating, revising and refocusing of the reform path. Therefore, more opportunities should be provided for countries in the region and beyond to meet and share their experiences, including best practices and lessons learned.

## 7 Conclusions and Recommendations

Kosovo has taken several important steps in education and training in the post-war period. Reinstatement to within school buildings contributed to stabilisation of the education system and a growing number of students being enrolled at all levels of education. The Ministry of Education, Science and Technology is established and has taken on all responsibilities regarding the education system in Kosovo. Laws on primary and secondary education and on higher education have been adopted by the Assembly and promulgated by the UNMIK. A decentralised system of administration and financial governance is being established aiming to shift the responsibilities of pre-tertiary education to municipalities and schools. Supported by UNICEF, a comprehensive curriculum framework is being prepared and respective subject curriculums have been developed. There is increased awareness of the importance of the in-service teacher training programmes provided by international and local NGOs and supported by the MEST. Higher education institutions are working towards alignment with the requirements of the European Higher Education Area. All these efforts have been oriented to preparing better conditions and a more suitable environment for further development of the education system and to improve the quality of teaching and learning practices. At the same time, in Kosovo this year there is a huge effort underway to prepare programmes for MA and PhD studies according to the Bologna Declaration.

The biggest success in the reform of education has happened in the in-service teacher training area and the development of a new curriculum. The lack of the practice teaching component in pre-service institutions and the tradition of continuous professional development has resulted in the huge interest of teachers to attend different professional development programmes. In the last 4-5 years, in-service teachers had the opportunity to attend training programmes of different providers that brought new ideas and perspectives for in-service teachers. Although these courses were focused on a general teaching methodology, it served as the first opportunity for the majority of participants to learn and experience the latest innovations regarding new approaches to education that promote active learning, creativity, problem-solving and child-centred approaches. Due to difficult economic situation, different in-service providers have covered all the costs related to these courses and this has resulted in teachers' high interest in participating.

It is important to mention that even more experienced teachers have been interested in participating in the training programmes. The best evidence of this is the result of questionnaire, which shows that up to 32.3% of the respondents who participated in various trainings had more than 21 years of experience. This high interest level, irrespective of years of experience, based on the questionnaire findings is also related to the belief that the initial teacher preparation programmes do not provide sufficient knowledge and skills in terms of classroom experience. This should motivate higher education institutions to review their study



programmes and co-operate with in-service professional education institutions in order to respond to these needs.

Another interesting finding is that 88.2% of all respondents had participated in various training programmes during the last year. There is an assumption that the respondents in our questionnaire were mainly trained teachers who are keen to attend all the training programmes available. In this regard, the MEST should develop more inclusive and transparent processes that promote equal opportunities when it comes to the participation of teachers in different in-service training programmes.

The ongoing professional development culture, which supports the tradition of lifelong learning and the momentum that has been created within the teaching community in Kosovo, should be maintained institutionally. The MEST should speed up the process of implementing the approved policies that support and institutionalise the in-service training of teachers. They should also plan for financial support for in-service providers and co-fund different donor initiatives in this area.

It can be said that Kosovo has built a tradition of ongoing professional development. However, training programmes in the future should not only address general teaching methodologies but also focus on subject-specific training programmes and skills development programmes (i.e. communication skills, competency-based skills, ICT, cross-curricular integration, construction of a curriculum-related test etc). Even though there was a very limited number of training programmes for subject-specific areas, about 70% of respondents regarded as most important the trainings offered in their particular subject area and showed a willingness to attend more trainings of this nature.

Although the number of trained teachers throughout Kosovo is high, it is the most crucial time to focus on the quality of training being delivered but, most importantly, on the implementation of the learned knowledge and skills. In this respect, the MEST should develop appropriate mechanisms to monitor implementation at the classroom level. This can be done through the Regional Officers for Education but there should also be other independent institutions and/or groups that are specialised in this area that should play a key role in this field of expertise. One of the most common requests of participants of the trainings is their interest to learn more about evaluation in general. Therefore, there should be tailor-made training programmes for in-service teachers knowing the recent tradition and current practices in assessing and evaluating students' knowledge. These programmes could vary for different grade levels and subject areas.

During the last few years in Kosovo there have been many in-service teacher training programmes available for teachers. Although the MEST has developed and adopted a number of systems and policies to acknowledge and accredit these programmes, to date these policies have not been implemented. As a result,

individual teachers and groups attended different programmes but there is no clear vision of and path towards the licensing and accreditation of these courses. This may cause a lack of clarity and uncertainty amongst the teacher population when it comes to identifying which courses are credited and not credited.

The accreditation of in-service training programmes is also related to the possibility of identifying possible training programmes that can be recognised as the university/faculty credits. Therefore, the MEST should speed up the process of finalising and approving the Standards for In-service Programming that would enable the transfer of credits from In-service to Pre-service programmes at the UP. This is crucial especially for high pedagogical school graduates to get a 3- or 4-year degree in order to meet the MEST's criteria for licensing.

Based on the MEST's standards for Teacher and Administrator Licensing, the highest professional degree will be given to those in-service teachers who have finished the 4 year study programmes in one of the faculties at the UP. As part of the overall education reform it is also required to retrain all teachers by 2010 as postulated by the law. Therefore, there is an urgent need for the MEST to take appropriate measures and start implementing the approved policies but also to develop systems that will help achieve this goal. In order to accelerate the retraining of teachers and given that there is a group of more than 12,500 untrained teachers, more certified local trainers could be involved in this process. These trainers have been trained in different active teaching methods and this capacity could easily be used in a well-coordinated way to reach a larger number of pre-primary and primary school teachers. The provision of school-based trainings for at least 4-5 teachers per school could further intensify the efficiency as these teachers would function as 'school-based multipliers'.

During the last few years, educators from Kosovo have had the chance to organise and attend different regional activities and events. In this regard, Kosovo educators had the opportunity to share knowledge and expertise with their counterparts from the region and beyond. It is important to mention that around 50% of the respondents showed a willingness to co-operate and liaise with their colleagues from the region, EU countries and other parts of the world.

The most challenging initiative for higher educational institutions is the implementation of the Bologna objectives in their study programmes. Their curriculum should be designed based on learning outcomes/competencies and incorporate educational sciences as well as teaching practice as a common standard. Higher education is a key factor of investing knowledge, skills, aptitudes and values in a new generation of people for them to become responsible citizens in terms of the new demands of modern society. In order to achieve this, higher education institutions should apply a new methodology of teaching and learning that enables students' participation. In this way these institutions would support the development of the full potential of students and make it possible for students to

express and craft their own creativity. Professional development of higher education teaching staff should also be linked with adopting the curricula that meet the needs of the labour market. Higher education institutions should prepare students who are ready to fill available jobs in the market place. New study programmes should enable students to be prepared and become ready to work in flexible organisations that will be constantly changing, and so they can continuously learn and grow intellectually throughout their professional lives.

In order to implement the overall reform in education, the responsible institutions should also invest in developing appropriate resources to support the reform process. In this aspect it is important to stress the immediate need for developing and publishing teaching and learning resources that support the new curricula. Books and literature regarding educational science, teaching methodology, assessing student learning and different teacher's manuals and guidebooks would be an important asset for the reform process. This literature would not only be of great benefit for those engaged in professional development but would also support the professional growth of teachers not attending workshops/seminars for different reasons and who are keen to apply new approaches in teaching and learning in their classrooms. The introduction to new teaching and learning approaches would become more sustainable if the participants had access to the appropriate literature and resources.

As the future of Kosovo depends very much on the European developments, the European benchmarks and objectives in the field of education and training are also very relevant for Kosovo. They pose Kosovo very tough challenges to improve quality and effectiveness at all levels of the education and training system, to improve citizens' access to lifelong learning and to open up education and training to working life, research and society in general as well as to improve mobility and expand participation in the context of European co-operation.

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# NATIONAL REPORT – MACEDONIA

*Jasmina Delčeva Dizdarević, Snežana Adamčeska, Lena Damovska*

## 1 The education system in the Republic of Macedonia

After its independence, the Republic of Macedonia inherited the federal system of education with all its characteristics not only in regards to its structure but also in regards to individual components such as the process-performance aspects, educational profiles, teachers and the overall philosophical-ideological basis and mission of the system as a whole. In the period known as transition, education was and still is subject to comprehensive analyses and revisions in order to achieve numerous solutions for adjusting the social requirements and capabilities of education as a system.

With regard to this issue, several strategies have been prepared to direct education's development, taking into account the new strategic priorities of the system and defining the mechanisms for removing the previous ideology so as to provide a functional balance between keeping and developing the positive experience from the system and educational activity applied so far and the creation of conditions for the system's integration with general European and world tendencies and solutions.

The transition period has so far not provided appropriate continuity in development of the education system, while the lack of operationalisation and implementation of the numerous solutions recommended by the strategies have led to the mosaic character of the changes, the absence of consistent action for changes and absence of a unique direction of development that will incorporate the priorities and all segments of the system. A significant improvement in this sense was made by the recent *National Programme for the Development of Education in the Republic of Macedonia (2005-2015)*, which clearly defines the development directions of education in the Republic of Macedonia, its objectives, mission and expectations.

This document is dedicated to the development and improvement of knowledge and strengthening of the culture of living of citizens of the Republic of Macedonia. Its aim is to contribute to the realisation of sustainable development and improvement of society and its affirmation as an equal and respected member of Europe and the world. The *National Programme for the Development of Education* helps in the development of an efficient education system which has mechanisms for preparing both youth and adults for all challenges and changes they are to face in the future.

The National Programme should result in an educational architecture based on values appropriate for the major development courses characteristic of the modern world and sufficiently capable of providing the satisfaction of the significant and urgent needs of society without the simultaneous marginalisation of the obligation to maintain the national culture and tradition. High standards in education should contribute to the development of the freedom of mind, knowledge, innovations and creativity as the foundations of society, its development and the well-being of its members.

*The objectives* of this programme anticipate the long-term needs of the country in the education sphere and show a readiness which guarantees that the vision, ideas and values contained therein may be realised.

In the forthcoming period, the Republic of Macedonia will be faced with the process of finding solutions for many significant issues, such as: strengthening economic development, improving the competencies and procedures of decision-making, strengthening inter-ethnic and cultural co-operation and realisation of the aims related to the political and economic integration processes. The main objective, in this case, is the *improvement of the country's competitiveness as a quality that will provide optimal solutions for these issues and the involvement of youth and adults in the educational and research processes of co-operating with countries from the European Union and other countries.*

In this regard, the Ministry of Education and Science shall undertake responsibility for the realisation of the objectives, principles and recommendations defined by international documents on the development of education in Europe and the world. The UNESCO's *Education for All* Programme, the *Millennium Goals* of the UN, the *Stability Pact* and the *Bologna process* are the reference framework which encompasses most of the objectives the Ministry of Education and Science is striving to realise through the National Programme for the Development of Education in the Republic of Macedonia.

The National Programme for the Development of Education strives to accomplish this mission through its long-term orientation and by identifying efficient activities in the following strategic/key areas:

- education for all / providing equality in education;
- decentralisation of the education system;
- improvement of the culture of living;
- enhancement of social participation;
- enhancement of the educational, cultural and economic competency of Macedonian society;
- strengthening and improving international co-operation; and
- change management.

## 1.1 Current situation

The Republic of Macedonia has a population of 2,022,547, of whom 1,015,377 (50.20%) are male and 1,007,170 (48.80%) are female. The population trend is generally characterised by slight growth. The population growth rate was 9.70% in 1990 and had decreased to 4.80% in 2002. During the last decade, among children the growth rate has dropped. Thus, the number of 34,608 new births in 1989 had declined to 27,761 in 2002.

In 1991, the population aged 65 and over represented 8.15% of the total population, while in 2002 the figure had increased to 10.57%. Their share is expected to be about 14% in 2015.

**Table 1.** Population structure in the Republic of Macedonia

<b>Population – school education</b>	<b>Total</b>	<b>%</b>
<b>Total</b>	<b>1,579,500</b>	<b>100</b>
Without education	607,00	3.85
Incomplete primary education	170,200	10.77
Primary education	549,200	34.77
Three-year secondary education	168,000	10.64
Four-year secondary education	465,100	29.45
Two-year college education	51,200	3.24
University education	114,900	7.28

*Source: Stat. Annual 2004*

## 1.2 Financing

The education budget in 2003, as percentage of GDP, was 3.49%.

In the 1996-2003 period, the education budget as a percentage of GDP saw a decrease of 0.77%.

Out of the total budget for education, 59.15% was allocated to primary education, 22.66% to secondary education, 12.46% to university education, 1.92% for pupils' standards and 3.81% for students' standards.

Almost 80% of the finances approved to the schools are for salaries, while for higher education institutions the figure is over 90%.

(Source: Ministry of Finance, 2004)



### 1.3 Intake and reduction of pupils

Analyses of the education structure of the population of Macedonia show that almost half (49.39%) of the total number of individuals aged above 15 are individuals who do not have any or only have a low level of education (illiterate, with incomplete primary and completed primary education only).

The intake is as follows:

- gross intake of children in pre-school education – 18.67%;
- intake in the first year before starting primary school – 83.23%;
- gross intake in primary education – 97.1%;
- gross intake in secondary education – 69.5%; and
- the number of students per 100,000 inhabitants is 2,212.

(Source: National Statistics Bureau, 2002)

The total decrease in primary and secondary education is 18.32%, which means that the number of individuals with a low education level is permanently growing each year.

Decrease in pupil numbers:

- the decrease in primary education at the annual level is 1.42%;
- the level of drop outs in primary education at the annual level is 0.29%;
- the biggest decrease is noted in the period of transition from primary to secondary education – 16.65%;
- the decrease in secondary education at the annual level is 2.84%;
- the level of drop outs in secondary education at the annual level is 0.88%;
- the smallest decrease in the course of pupils' education is noted for Macedonian pupils while the highest is seen with pupils from the Roma ethnic group; and
- only 88.47% of the generation enrolled in the 1997/98 school year completed their primary education within the prescribed time.

**Table 2.** Comparison of the number of pupils in primary and secondary education according to the language used for instruction<sup>1</sup>

	<b>Macedonian</b>	<b>Albanian</b>	<b>Turkish</b>	<b>Total<sup>2</sup></b>
2000/2001				
Primary education	164,242	75,571	6,061	246,490
Secondary education	74,816	14,902	646	90,990
2001/2002				
Primary education	160,218	76,087	5,874	242,707
Secondary education	74,800	15,844	694	92,068

A comparison of the numbers from the two school years covered between primary and secondary education shows a global decrease in the number of pupils in the transition from primary to secondary education. This decrease is present within all sub-groups (the language of teaching instruction). The summary data indicate that, on average, only slightly over one-third of those pupils who completed eighth grade continue their education. The others, comprising almost two-thirds, remain excluded from the education system. Society has to take serious measures to remedy this worrying situation.

#### 1.4 State of the school network

- The network of primary schools provides almost overall coverage of the population with compulsory primary education.
- The central primary schools have legal status.
- Regional schools (areas with a smaller number of inhabitants) do not have any legal status and are part of a central school.
- Primary schools – 1,010.
- Central primary schools – 342.
- Regional schools – 668.
- In 505 regional schools teaching is organised for pupils of first to fourth grades only.

The state of secondary education is similar to that seen in primary education. For example, the generation that graduated in the 2002/2003 school year represented 89.24% of the pupils who enrolled in secondary education 4 years before, and only

<sup>1</sup> According to Statistical Overview No. 441/2003, National Statistics Bureau, Skopje; page 15 and 37.

<sup>2</sup> The report does not include data on pupils who follow the lectures in Serbian language as it does not provide any comparison (The secondary education does not include lectures in Serbian language)

69.03% of the generation who had enrolled in the first year of primary education 12 years before.

(Source: National Statistics Bureau, 2002/2004)

**Table 3.** Ratio of pupils per teacher

School year	Number of teachers	Number of pupils per teacher
1990/91	12,976	20.6
1991/92	13,044	20.1
1992/93	12,961	20.0
1993/94	13,040	19.9
1994/95	13,191	19.8
1995/96	13,254	19.6
1996/97	13,310	19.5
1997/98	13,376	19.2

This teacher-pupil ratio is the result of conditions seen in rural areas, schools in inhabited areas of diversified types and the teaching process for several languages in parts of the schools.

### 1.5 Education and employment

In the group of those who are employed, individuals aged 15-19 represent 1.6% while in the group of the unemployed individuals of this age represent 5.4%. The position of individuals aged 20-24 is similar. These individuals represent 5.8% of the group of the employed and 19.0% of unemployed people.

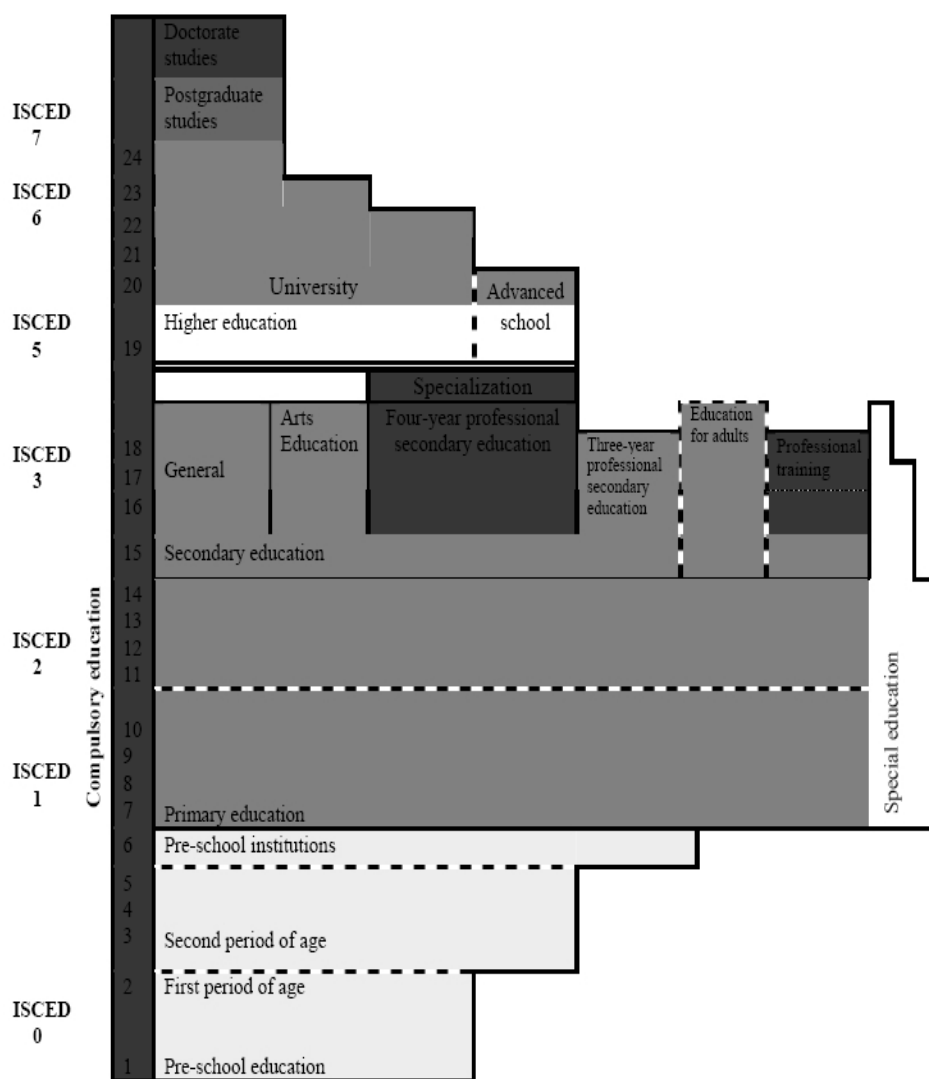
In the Republic of Macedonia there are 148,727 business entities, of which 132,934 or 89.38% are private, 1,911 or 1.28% are in mixed ownership, 1,741 or 1.17% are in collective ownership, 437 or 0.29% are state-owned and 11,704 or 7.87% are state-owned.

The acceleration of the development of small and medium-size enterprises, as well as the increase in employment by expanding the industry and service sector, is a difficult process due to the slow economic development and reduced financial power of the population.

Industry as a sector is still a dominant field for jobs, unlike the service sector and business lines related to services which, although they recently slightly increased, are still insufficiently developed for us to talk about any radical changes in the transfer of labour from one sector to another.

In regard to the length of unemployment, 44.60% of the unemployed with a university education wait for a job for more than 4 years. This period is higher for other groups of educated people and is the highest for those unemployed who did not complete their primary education (72.40%) and those without any education at all (61.16%).

### System structure



Pre-school education covers children from the earliest age (nursery) to the so-called highest group in pre-school institutions and kindergarten groups which exists

within the primary schools. Pre-school education is within the competence of the Ministry of Labour and Social Policy and the Ministry of Education and Science.

In the Republic of Macedonia compulsory education covers primary education, which lasts 8 years. It is divided into two cycles: class teaching and subject teaching which last 4 years each. There is an overlap in terms of the programmes related to subject teaching and secondary education. The completion of compulsory education does not provide any working qualifications to the pupils.

The global tendency of education in the Republic of Macedonia is a continuation of compulsory education. The reasons for this are as follows:

- the unsatisfactory educational structure of the population;
- small intake and high percentage of decreasing in the number of pupils at regular levels of education; and
- the need to strengthen competencies for the work and social inclusion of the population.

Therefore, the country introduced 10 years of compulsory education. This extension was made in a way that the year before starting the first year of primary education is to be included in the system of compulsory education. In terms of structure, that means attending the last year of kindergarten and pre-school is obligatory for all children.

This change in the system already commenced with the start of the 2005/2006 school year. Its implementation is set to be carried out successively, year by year. This means that the complete intake of the first generation according to the new programme will be completed in 2015.

Secondary education is realised in general secondary schools (4 years) and vocational secondary schools for a period of 3-4 years.

The 4-year general education and vocational secondary school education provide a continuation of education at colleges/universities. The 3-year vocational secondary education is considered final as it provides for a direct inclusion in the labour market (it provides professional competencies for those pupils who complete it).

College-level education lasts two years with a possibility of the continuation of studies and completing of four years of university education.

The *National Programme for the Development of Education* in the Republic of Macedonia (2005/2015) provides for primary and post-secondary education whose structure is conditioned by the organisational model of primary education.

In Macedonia there are three state universities: *the Ss. Cyril and Methodius University* in Skopje, *St. Clement of Ohrid* in Bitola and the State University in Tetovo. In addition to the state universities there is also one private university – the Southeast University in Tetovo.

In addition to these four universities the process of establishing private higher education institutions has also started in the Republic of Macedonia. They are mostly established as departments of more developed foreign universities dealing with the production of specialised profiles in the fields of computers, administrative management, classic studies etc.

On 19 September 2003 the Republic of Macedonia became an equal member of the European family of countries which undertook the obligation to follow and realise the recommendations of the Bologna process and the common determination for the creation a unified European area of higher education.

The country's undertaking of the commitments in the Bologna process means higher education is faced with new challenges in its further transformation. In addition to its permanent intentions to improve the quality of studies and their efficiency, higher education encounters the commitments for its own structural, organisational and curricular design which intends to be transparent, competitive, compatible and recognisable in the European market for academic services and beyond. This new situation shall mean consistent adherence to the provisions stipulated by the Bologna Declaration and their implementation:

1. Adoption of a system of easily recognisable and comparable degrees as well as the introduction of diploma supplements in order to provide a flow of employment of European citizens and international competitiveness of the European system of higher education.
2. Adoption of a system based on two main cycles – graduate and postgraduate. Access to the latter cycle depends on the successful completion of the first cycle of studies, which has to take at least three years. The second cycle shall lead towards a master's degree and/or doctorate, as is the case in many European countries.
3. Introduction of a credit system, such as ECTS<sup>3</sup>, as an appropriate means for promotion of the widest possible student exchange. Credits can also be earned outside of higher education, including lifelong learning, provided that the admitting university recognises these credits.
4. The promotion of mobility by overcoming obstacles to free movement, especially for:
  - *students*: providing them with an opportunity to study, allowing them access to studies and relevant services;
  - *teachers, researchers and administrative personnel*: recognising and valuing the time they have spent in Europe on researching, teaching or learning without prejudice to their statutory rights.

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<sup>3</sup> This system already started in the 2004/2005 school year.

5. The promotion of European co-operation in ensuring quality by developing comparable criteria and methodology.
6. The promotion of the required European dimension in higher education, especially in the development of subject curricula, inter-institutional co-operation, mobility schemes and integrated study programmes, training and research.

Diplomas in higher education:

- Graduation studies of 4 to 6 years; diplomas are awarded to those students who have successfully completed their graduation studies.
- Postgraduate studies of 3-4 semesters.
- the title Doctor may be acquired either by doctorate studies and the defence of a doctoral dissertation or by registration and defending a doctoral dissertation.
- graduate studies for professional education of at least 4 years.
- postgraduate professional studies (a specialisation of not less than 9 months).
- doctoral studies, permanent education, studies for improving knowledge.

An analysis of the system so far points out many deficiencies which have to be paid special attention and given directions for their transformation:

- Centralised education
- Overlapping of competencies
- Inappropriate school network
- Insufficient intake of children/teenagers
- Domination of the factographic method in teaching processes
- Minimum information provided
- Amortised buildings
- Permanent lack of finances
- Unmotivated teaching personnel
- Unsatisfactory managing capacities in administration and educational institutions

## 2 Initial education of teachers

### 2.1 Summary

In the development of education seen so far in Macedonia, the issue of the education or training of teaching personnel according to requirements of the system has been resolved in several ways. It is known that in the 1950s the Republic of Macedonia faced serious problems in providing teaching staff for all levels of education. This issue included problems in training teachers for the languages of

the ethnic groups. This lack of personnel lasted until 1953<sup>4</sup> when the country started resolving the problem by establishing the first vocational secondary schools for teachers in Skopje (1944/45), in Bitola (1945/46), in Stip (1946/47) and in Tetovo (1950/51), which was later relocated to Skopje and lectures were carried out in the Albanian and Turkish teaching languages.<sup>5</sup>

The education at these institutions lasted 4 years and they educated future teachers to educate children in the first to fourth grades (class education in primary school). In the following years, there was a need to educate and train teachers for subject education (from fifth to eighth grades) in primary education. For this purpose, two-year colleges of pedagogy (advanced schools) were established, as follows: in Skopje (1947/48), in Stip (1959/60) and in Bitola (1964/65). In the same school year, these education institutions were renamed from advanced pedagogic schools to advanced pedagogic academies.<sup>6</sup>

## 2.2 Primary education

In 1958, the education system underwent thorough changes/reforms after which the vocational secondary schools for teachers ceased to exist. The country established a unique system standard according to which the education of teachers for class education and subject education in primary schools was raised to the level of a two-year college education after completing one's secondary education. This referred to all future teachers who were to educate children in all languages of the ethnic groups in the Republic of Macedonia.

In 1982, the education and training of future teachers for subject education was transferred to the so-called faculties for teachers<sup>7</sup> for a period of 4 years.

The teachers from the ethnic groups, who are educated and trained to carry out lectures in the first 4 years of primary education, acquire their education at the Faculty of Pedagogy in Skopje which incorporates branches where the lectures are carried out in the Albanian and Turkish languages, respectively.

The Law on Primary Education,<sup>8</sup> especially Articles 69 and 70, regulate the basic conditions and criteria for teachers that may carry out class education and subject education in primary education.

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<sup>4</sup> According to *Preschool and Primary Education in the Republic of Macedonia-Development, Conditions and Perspectives*, (Records in redaction of professor dr. Kamberski K.). UKIM/Faculty of Philosophy/ Institute of Pedagogy, Skopje, 2000; page 45.

<sup>5</sup> Ibid.

<sup>6</sup> Ibid.

<sup>7</sup> These were: the Faculty of Philosophy, the Faculty of Philology, the Faculty of Natural Sciences and Mathematics, the Faculty of Fine Arts, the Faculty of Music and the Faculty of Physical Culture.



Among other things, Article 69 prescribes that *a teacher for class education may be a person who has completed appropriate higher or two-year college education*, while a teacher for subject education may be *a person who has completed appropriate one-subject or a two-subject group of education for teachers at a faculty, higher education institution, college-level education institution, academy of arts or academy of music.*<sup>9</sup>

**Table 4.**<sup>10</sup> Education structure of teachers in primary education

School year	University education	Two-years College education	Secondary education	Other education	Total
1994	2,419 17.67%	9,880 72.16%	1,389 10.15%	4 0.03%	13,693
1995	2,509 18.24%	9,951 72.33%	1,298 9.44%	0	13,758
1996	2,679 19.34%	9,943 71.75%	1,220 8.81%	16 0.12%	13,858
1997	2,763 19.83%	10,022 71.91%	1,142 8.20%	10 0.08%	13,937

This indicator of teaching personnel in primary education was taken from another source<sup>11</sup> since the previous source indicated does not include figures for other years.

**Table 4a.** Education structure of teachers in primary education in the 2001/2002 and 2002/2003 school years

School year	University education	Two-years College education	Secondary education	Other education	Total
2001/2002	3,700	9,280	874	10	13,954
2002/2003	4,280	9,057	826	31	14,194

The trend within this structure is towards an increase in the number of teachers of higher education and a decrease of those in secondary education.

<sup>8</sup> Law on Primary Education (revised text). Official Gazette No. 52, Year LVIII, Skopje, 11 July 2002, page 5.

<sup>9</sup> Ibid.

<sup>10</sup> *Education for Everybody (Report -2000)*. Ministry of Education of the Republic of Macedonia, Skopje, 1999, page 62

<sup>11</sup> *Statistical overview No. 440/2003*. National Statistics Bureau, Skopje; page 24, where the official percentage has not been presented.

We would like to point out that here we are talking about of global review of primary education in the Republic of Macedonia for the abovementioned school years, without indicating the language used in the teaching process.<sup>12</sup> Such data were provided for the 1993/94 school year.<sup>13</sup>

**Table 5.** Regular primary schools according to the language used in the teaching process – end of the 1993/94 school year

Teaching language	Number of schools	Number of classes	Number of teachers
Macedonian	807	7,057	9,116
Albanian	282	2,726	3,556
Turkish	54	225	2,630
Serbian	14	55	99
Total	1,048	10,063	13,940

#### 2000/2001

Teaching language	Number of schools	Number of classes	Number of teachers <sup>14</sup>
Macedonian	765	6,803	
Albanian	273	2,932	
Turkish	56	251	
Serbian	14	45	
Total	1,010	10,031	

#### 2001/2002

Teaching language	Number of schools	Number of classes	Number of teachers <sup>15</sup>
Macedonian	780	6,816	
Albanian	275	2,990	
Turkish	55	249	
Serbian	13	39	
Total	1,010	10,094	

<sup>12</sup> We would like to point out that, due to the different approaches in data processing and unavailability of some sources, the data are not always appropriate for comparison.

<sup>13</sup> Taken from *National Education Report in 1994 – 1996*. Ministry of Education and Physical Culture, Skopje, 1995. Attachment No. 3, without page indicated.

<sup>14</sup> The source does not present this statistic indicator.

<sup>15</sup> The source does not present this statistic indicator.

### 2.3 Secondary education

**Table 6.** Regular secondary schools according to the language used in the teaching process – end of the 1993/94 school year<sup>16</sup>

Teaching language	Number of schools	Number of classes	Number of teachers
Macedonian	89	2,151	4,043
Albanian	14	169	355
Turkish	2	8	28
Serbian	-	-	-
Total <sup>17</sup>		2,328	4,426

The same statistical indicator for secondary education was also used in the following 2 school years.<sup>18</sup>

**Table 6a.** 2000/2001 school year

Teaching language	Number of schools	Number of classes	Number of teachers
Macedonian	90	2,417	4,438
Albanian	23	479	856
Turkish	5	22	87
Serbian	-	-	-
Total <sup>19</sup>		2,951	5,467

**Table 6b.** 2001/2002 school year

Teaching language	Number of schools	Number of classes	Number of teachers
Macedonian	90	2,437	4,417
Albanian	24	494	934
Turkish	5	23	102
Serbian	-	-	-
Total <sup>20</sup>		2,989	5,550

<sup>16</sup> According to *National Education Report in 1994 – 1996*. Ministry of Education and Physical Culture, Skopje, 1995. Attachment No. 3, without page indicated.

<sup>17</sup> The number of schools by teaching language does not give the *total* because part of the schools are multilingual

<sup>18</sup> According to *Statistical overview No. 441/2003*. National Statistics Bureau, Skopje; page 37.

<sup>19</sup> The number of schools by teaching language does not give the *total* because part of the schools are multilingual

<sup>20</sup> The number of schools by teaching language does not give the *total* because part of the schools are multilingual.

The situation revealed through the indicators continuously shows that the number of teachers in secondary education is declining as regards the teachers engaged in primary education regardless of the language used in the teaching process. Indirectly, it shows a drop in the number of pupils who continue their education in secondary schools.

Recently there have been schools where the teaching process is carried out in English. These are private secondary schools where the teachers are from different ethnic groups.

Here are the indicators for two statistically processed school years (2000/2001 and 2001/2002).<sup>21</sup>

**Table 6c.**

School year	Number of schools	Number of classes	Number of teachers
2000/2001	5	33	86
2001/2002	5	35	100

## 2.4 University education of teachers

In the Republic of Macedonia future teachers acquire their initial education at universities, institutes and study groups including special programmes for that purpose. Graduates can then practice teaching in the languages of the ethnic groups at both primary and secondary school levels.

Faculty	Professional competences for realization of teaching in:	Note
Faculty of Science and Mathematics	Primary education (subject education) and secondary education	Study groups (major teaching)
Faculty of Philosophy	Primary education (subject education) and secondary education	The Institute of Pedagogy offers 3 educational profiles: school pedagogues in primary and secondary education, pedagogues and teaching staff for class education in primary schools

<sup>21</sup> According to *Statistical overview No. 441/2003*. National Statistics Bureau, Skopje; page 37.

Philological Faculty	Primary education (subject education) and secondary education	Study groups (major teaching)
Faculty of Pedagogy (Skopje)	Pre-school and primary education	Educational process realised in Macedonian, Albanian and Turkish languages
Faculty of Pedagogy (Stip)	Pre-school and primary education	Educational process realised in the Macedonian language
School of Physical Education	Primary education (subject education) and secondary education	
Faculty of Fine Arts	Primary education (subject education) and secondary education	
Faculty of Music	Primary education (subject education) and secondary education	
Faculty of Pedagogy (Bitola)	Pre-school and primary education	Educational process realised in the Macedonian language

The First State University of Skopje has a stimulating policy (an additional quota for enrolment) in initial education for future teachers who will realise teaching in the languages of all ethnic groups in the country.

**Table 7.** Number of candidates who took the entrance examination and number of regularly enrolled students according to their nationality<sup>22</sup>

Nationality	Took the examination	Passed the exams: no./%	Failed: no./%	Total number of enrolled students
Macedonians	8,919	7,704 86.4	1,215 13.6	5,295 68.7
Albanians	1,046	703 67.2	343 32.8	510 72.5
Turks	207	150 72.5	57 27.5	111 74.0
Vlach	193	150 77.7	43 22.3	91 60.7
Roma	107	90 84.1	17 15.9	40 44.4
Serbs	218	163 77.8	55 22.2	102 62.6
Others	183	138 75.4	45 24.6	92 66.7
Total	10,863	9,079 83.6	1,784 16.4	6,251 68.8

The above data show that of the total number of students enrolled at the University 'St. Cyril and Methodius' in Skopje (6,251), 3,135 are students who belong to different ethnic communities in the Republic of Macedonia.

**Table 8.** Number of enrolled students according to the additional quota at the faculties which educated future teaching cadre in the 1997/98; 1998/99; 1999/2000 school years.

Faculty	1997/98	1998/99	1999/2000
Faculty of Natural Sciences and Mathematics	30	46	28
Faculty of Philosophy	61	46	-
Faculty of Philology	165	34	25
Faculty of Pedagogy (Skopje)	37	31	20
Faculty of Pedagogy (Stip)	8	7	14
Faculty of Physical Education	20	16	11
Faculty of Fine Arts	5	6	4
Faculty of Music	4	4	5
Total	330	191	107

<sup>22</sup> *Enrollment Policy of the University, Analysis of enrollment of students at the first year in the school year 1999/2000.* UKIM, Skopje, 1999; page 23.

## 2.5 Curriculum

A series of problems indicates the complexity of this segment of the system. In our education system initial education is the subject of theoretical arguments, but also a motivation for ensuring direct action for making essential changes in this segment leading towards improvements in quality. The last intervention for teachers attending the Faculty of Pedagogy, that of expanding higher education from two to four years, represents a serious step towards the standardisation of this aspect of teachers' education.

It should be pointed out that the analysis of the situation exposed the diversity in the conceptual solutions of the teachers' initial education. The expected action for the creation of a consistent and suitable model of initial training for teachers (national corps, curriculum) was not implemented. Globally, in the curriculum of teaching faculties the following components can be distinguished:

- general-educational disciplines;
- vocational-scientific;
- pedagogic-psychological;
- teaching practice; and
- individual work of students/future teachers.

The changes are motivated by the competition for quality so that teachers are today educated in the same/similar institutions with different teaching syllabuses and programmes and different solutions regarding the theoretical background of the studies and the presentation of applicable disciplines, the discrepancy between the general-educational basis and the professional upgrade in initial education etc.

One reason for this specific pedagogical antagonism is the current disharmony between the basic components of initial education: theoretic dimension, vocational basis and professional establishment of studies for future teachers.

The analysis of the teaching syllabuses and programmes of all higher education institutions for the education of teaching staff reveals a series of inconsistencies that point to the lack of a consensus on the fundamental parameters upon which the concept of the initial training of teachers should be built:

1. It is obvious that there is a discrepancy between the *vocational-scientific* and the *professional-pedagogic* components in the initial training of teachers. This can be seen not only in the number of classes in the curriculum in different faculties, but also from the relation and treatment of the academic disciplines that identify the second component. Usually the disciplines are: *pedagogy, didactics (or pedagogy with didactics), teaching methods of the relevant subject and general psychology, i.e. psychology for teachers*. The curriculum covers these disciplines in the final years of study. According to some analyses, the academic disciplines upon which the professional-pedagogic

education of future teachers is established represented an average of 10% of the total number of classes in the one-subject and 20% in the two-subject studies.

These findings lead to the conclusion that, according to the basic conceptual direction, a future teacher who, for example, prepares for primary school subject education, studies the academic discipline and not the manner by which it should and must transform it into a teaching subject, i.e. contents that should be perceived and overcome by students with the teacher's help. In other words, the future teacher studies the scientific content but does not sufficiently prepare for its modelling and application in the teaching process (they teach physics, but are not a professional who should help students cope with the subject of physics).

The imbalance between the vocational-scientific and professional-pedagogic components in the initial training of teachers is the result of the non-established and inconsistent curriculum for the professional identity of that kind of education. It should be emphasised that although the structure of initial education is clearly defined the traditional understanding for the relation of its components and the predominant idea that the future teacher must know the subject thoroughly still exists. This idea would not be disputed if care for the future teacher included the component of their skills to share the fundamental knowledge with their students within the framework of their understanding and abilities.

The consequences of the discrepancy between the vocational-scientific and professional-pedagogic components of initial education are obvious. The domination of the former forces factographic knowledge and rote learning, method inconsistencies in the teaching process (monomorphic in relation to the forms and methods of work) and psychological obstacles (boredom, resistance, apathy, lack of motivation). The domination of the latter component leads towards mere practising and the teaching process becomes reduced to techniques without scientific support.

Criticism that is often focused on the quality of knowledge acquired by the student indirectly makes serious comments on the teachers' initial education. It can be stated that the so-called factographic knowledge of students is a result of the concept of the initial training of teachers. Knowledge of facts represents a student's priority value since their teacher was also evaluated by the same criteria when they were a student. This manner and style of work is characterised by the transfer of teachers' experiences from the studies in their own teaching practice, and is actually reproduced in the work of their students. This raises the question of whether the efforts to ensure innovations in the teaching practices in the form of project interventions can be productive if they are not directed towards innovations in the initial education of future teachers.



2. There is no appropriate establishment of precise mechanisms for the functioning of the *applied activities* necessary for obtaining professional security for future teaching staff: observation classes, student teaching practices, regular contact with schools, co-operation with teachers – mentors etc.

In our country, the *linkage with practice* is still made at the level of individual agreements between the teacher of teaching methods and the schools. These schools still do not have training treatment: the possibility to choose from a cadre of mentors, priority in the technical equipment, additional resources for innovations in the teaching process etc.

Significant improvement has been made in that field with the introduction of EKTC in high education, which leaves space for the selection of modules and programmes, facultative programmes and the selection of group of modules with which, if adapted, the future teacher could be trained for their future profession.

Within the frame of the professional pedagogic improvement of teachers, it is necessary to define and implement a consistent and suitable body of contents which would involve the application of more methods, techniques and micro strategies in teaching, which in turn represent a condition for the creation of a proactive working atmosphere in the classroom/workshop:

- encouraging individual learning support for students;
- individual and partner work;
- learning by solving problems;
- brainstorming;
- learning from projects;
- group discussions;
- strategies of pro and contra attitudes;
- individual investigation (collecting, processing and data management);
- micro strategies and critical thinking;
- development of skills in using various sources of knowledge;
- project techniques and simulations;
- studying a case;
- student debates;
- preparation of an essay/result/method.
- organising sessions for setting aims;
- visual presentation (visualisation) of facts, relations and interaction;
- sketching ideas and note taking;
- use of art metaphors;
- use of graphic symbols; and
- use of musical concepts.

The offer of this body of contents for the professional pedagogic specialisation of teachers in education represents only one of the conditions for modernisation of the teaching process.

3. The quantitative inferiority of those academic disciplines which mark the *professional-pedagogic component* of initial education leads to their marginalisation. The students-future teachers very often point out that it is difficult for them to manage in practice by merely following the education process.

The results from one short survey with students from a few universities that educate teaching cadre indicate the variety in their professional education and insufficient personal participation in realisation of the teaching process. The most common reasons for this are: a lack of time, a large number of students, refusal by the school's teacher/mentor etc. This confirms the previously stated finding on the negative status of the disciplines that identify the professional education of the future teachers and the lack of consideration for their professional needs. It primarily refers to the question of, for example, first: whether there is enough time for the teaching methods in the curriculum and, second: whether the linkage with practice should only be realised within the framework of teaching methods.

The example from Western experiences should be pointed out (England, France), where the student-future teacher is located in the school from their first year of study, and the time they spend at school increases with each subsequent year. The aim of spending more time at school is for the future teacher to directly experience the school atmosphere, to notice and recognise some of the experiences gained at university in their practice-teaching, to find out the elements of the so called hidden teaching curriculum, and school life (gaining confidence among students, tolerance, skills in leading conversations, team work with the colleagues, the creation of a co-operative atmosphere in the school, keeping records and pedagogical documentation etc.).

In Macedonia, the process of investing in the future teacher is still characterised by partial solutions and the absence of one common, university-level, global platform upon which the models of initial education and standards related to expectations of it will be built.

### 3 Professional development and improvement of teaching staff

The need to meet the standards of compatibility, modernity and efficiency in educational practice actualise the issue of the scientifically considered and global approach in the sphere of professional development and the progress of a teacher's career.

Improving the quality of work, especially the quality of the teaching process and following it, imperatively sets the new directions in which the creation of educational policy in the country should move. In this context, all pedagogic cadres, especially training staff, are in the centre of contemporary efforts to improve the quality and increase the efficiency of pedagogical work. Therefore, the requirements which result from the place and role of the teacher emphasise their qualifications in the first place, i.e. their skill in respecting, knowing and applying modern concepts in the field of pedagogy and educational theory and practice. Considering that the formal certificated education can hardly keep pace with the dynamics of the new requirements and changes, and that knowledge (gained during formal education) swiftly becomes obsolete, the need for a new architecture of the system and that of teachers' specialisation becomes obvious.

In this context, the quality and success of teachers' work is expected to be less of a reflection of their qualification certificate and more a product of their true skilfulness, i.e. qualification and readiness for permanent educational mobility.

In the Republic of Macedonia there is no consistent model for the vocational and professional specialisation of teachers. The *Bureau for the Development of Education* is in charge of the continuing vocational and professional training of teachers in pre-school, primary and secondary education and at the same time it has a consultative-advisory and control role. The education and training of teachers has greatly increased with the enrolment of international foundations and institutions, mainly FIOOM<sup>23</sup> and UNICEF in primary education.

In secondary education this role has been taken over by PHARE, the CARDS programme, USAID and FOSIM. Due to their small scope, a large number of the teachers has not received any additional vocational and pedagogic training.

USAID and FOSIM organise professional training for secondary education teachers in the sphere of information technology.

The analysis shows a series of inconsistencies which hinder efforts at modernisation or slow down initiatives for their creation and are typical of all educational sub-systems. The way educational syllabuses and programmes are set favours encyclopaedic learning and facts and knowledge as opposed to skills. There is a slower realisation of the methods aimed at improving the quality of education in the numerous projects.

The teachers are focused on the aims and goals of the programmes, i.e. their attention is concentrated on realisation of the previously given contents that are transformed into aims and goals. This means that the teacher is turned towards the programme and its contents, and not towards the pupil/student.

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<sup>23</sup> The Foundation Open Society Institute Macedonia.

The teacher's attention is drawn to the way they can realise the teaching unit and not to the way the teaching unit influences the students, or what effects it has on them with regard to the acquisition of knowledge, skills development and attitude building, nor to how students acquire new knowledge and skills or which activities they undertake for their acquisition. Minimal attention is paid to the way in which pupils/students apply the acquired knowledge, skills and attitudes in real-life situations.

The interventions so far have only incidentally or partially created changes in teaching and learning, which is the essence of the teachers' professional development.

The processes of realisation have remained almost unchanged: the domination of lecturing when working with pupils/students, the cultivation and encouragement of memorising instead of learning through understanding and/or learning by problem solving, obedience instead of critical thinking, passivity instead of creativity and activity, teacher-centred work instead of interaction, insufficient use of modern teaching aids, insufficient use of information systems etc.

The lack of a consistent system for the evaluation of the work of teachers and pupils/students is responsible for the above stated situation, which appears in the form of the following results in practice:

- Domination of traditional approaches in the teaching process.
- Favouring factographic and encyclopaedic knowledge.
- Domination of didactic strategies.
- Domination of summary assessment, instead of continuing and analytic monitoring and students' progress.
- Absence of aim-oriented teaching.
- Passive status and position of students in the teaching process.
- Lack of standards for effective school and quality teaching.
- Insufficient sustainability of innovations.
- Insufficient technological support for teaching, and insufficient use of ICT in the teaching and learning processes.
- Unequal conditions for studying. A teacher and his/her work are assessed on the basis of a realised syllabus, and the teacher's success is measured by the pupils'/students' achievements.

Measures are to be taken for the revision of the teaching syllabuses and programmes along with implementation of the Concept of Learning Outcomes based on teachers' standards of competencies, and an investment in the professionalism of their vocation. This would mean the rearrangement of the organs and institutions for the monitoring and professional development of teachers through the creation and redesign of the activities of the:

- State Education Inspectorate (SEI);

- Pedagogic Institute of the RM (current Bureau for the Development of Education - BDE);
- State Examination Centre (SEC); and
- Body for Evaluation and Accreditation (for high education).

### 3.1 Teachers' progress and professional competencies

The aim of the critical analysis of our education system is to perceive its weaknesses and to point out the obstacles and reasons for their existence. Therefore, efforts are evident to make the teaching profession more attractive through the improvement of the socio-economic status of teachers.

Accordingly, *indicators for the successful implementation of teaching will be defined* in the future, i.e. sets of vocational and professional competencies which will form a framework within which the initial training of teachers in pre-school, primary and secondary education and their specialisation will take place. Such standardisation will offer an opportunity for a certification/licence of the teaching vocation carried out by a specialised institution. The licence that every teacher has to have will be a reflection of their competencies. For this purpose, the already mentioned NPRO<sup>24</sup> specified the need for *establishing a wide range of accredited suppliers of educational services which will offer opportunities for the specialisation of teaching staff in primary and secondary education.*

For the purpose of strengthening teachers' motivation in primary and secondary education, the Ministry of Education and Science will introduce *legal changes whereby the system of career development as a systematic solution will be promoted throughout the country.* This system will make a distinction between the three vocational titles that in the future will be acquired by teachers on the bases of the obtained professional credits in their professional progress:

- assistant;
- teacher; and
- mentor.

Implementation of this model is expected to overcome the consequences of the so far linear model of salary allocation, which creates a feeling of indifference to the changes and professional apathy.

Professional teachers' competencies will be identified on the bases of clearly determined indicators contained within the following areas:

- a focus on the student's progress;

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<sup>24</sup> The National Programme for the Development of Education in the Republic of Macedonia (2005-2015).

- design, management and development of the learning area;
- respect of students' individual differences;
- communication in the classroom; lesson planning;
- preparation of learning concepts;
- initiate, lead and support students' learning;
- analytical-development evaluation;
- professional attitude to work; and
- co-operation with parents.

#### 4 Short review of results of the questionnaire for teachers

In this report we include a short general review of the attitudes expressed by the surveyed teachers. A total number of 131 teachers was surveyed in the Republic of Macedonia.

We turn to some problems that we consider characteristic of our education system, although the surveyed sample is not representative.

Several aspects can be noted:

- *Teachers' work experience*

The dominant structure in our schools is 21-30 years (37.88%) of work experience, while the number of young teachers with teaching experience at the 'beginner' level is very small (3.79%). We consider that the category young teachers also includes those with up to 5 years of work experience (15.91%). This cumulative number is not to be ignored as it is almost one-fifth of the total number of surveyed teachers. If this relation is characteristic of the entire population, there is the question of whether this sub-sample can be applied to the necessary critical young mass of young teachers with increased and stressed aspirations.

On the other hand, there are many dilemmas which are specific for our educational and school practice such as the acceptance of and support for young teachers, their treatment in the school collegium etc. (an important question for a successful start in the education process).

- *Educational structure*

The facts speak of the domination of teachers with a university education (56.06%) and still a higher percent of those who have completed an advance school (37.88%), even though the legal solutions impose the obligation and condition: the mandatory university education of teachers in our preschool, primary school and high school education. The minimal but existing 1.52% of teachers with a high school education is a subject of concern. The figure of

3.03% of teachers who continued with their education in postgraduate studies is encouraging.

– *Pedagogical education and initial education*

The structure of the opinions of teachers regarding this question is a reflection of the situation in our education system. The largest number of teachers (74.24%) gained their pedagogical education during their initial education. The (15.91%) share of those teachers who did not have a pedagogical education during their education process and did not attend any courses regarding the former is significant. They achieved the standards through their educational experience and think they are qualified to perform the teaching profession.

– *Acquiring the last degree/diploma*

The results regarding this problem can be connected with the statements under the section *work experience*. It should be noted that teachers wait a longer period time to get a job and that the number of those who acquired their diploma while still working is high.

– *Professional development*

The lion's share of teachers (56.06%) consider that the knowledge they gained is only adequate for the beginning, but they needed practical experience to gain certain competencies in the educational business. The emphasised high number (40.91%) who thought that they gained an adequate education /degree/initial education to perform their profession and that they do not have any need of further education is a subject of concern.

Since this involves subjective categories/opinions, we honestly hope that these opinions do not refer to those teachers who have completed a lower educational degree than the prescribed one and that they are not the teachers with relatively shorter work experience.

– *Number of seminars*

The teachers point out the enhanced aspirations for their professional development, however, in the last year almost more than one-third of them attended one or two seminars or none (17.42% and 15.15%), which coincides with those 40.91% who think that with their education allowed them to gain sufficient adequate competencies for performing their profession (see the section: *Professional development*)

– *Significance of training*

It is obvious that more than half of the surveyed teachers (56.06%) think that the seminars they attended are important for their professional development. 34.09% of them did not answer any of the offered alternatives given in the

instrument, a detail upon which we will not comment in order to avoid speculative assumptions and conclusions.

– *Organisation and contribution of the seminars*

The fact that most seminars were organised by the Ministry of Education and Science (67.42%) is a result of the practice that all teachers' trainings must have approval from the MES. The fact that 14.39% of the teachers had taken part in so-called internal trainings which are organised in schools is a good example of the practice of the animation and care of schools to ensure the professional development of their teaching staff.

The teachers realise the meaning of the seminars and they evaluate it at different levels: 47.73% of them thought the seminars have significantly influenced their knowledge and skills, 25.76% defined the significance as partial, and 18.18% thought that the seminars enabled them to widen their knowledge, but they emphasised the theoretical character which can hardly be implemented in everyday practice.

– *Subjects of training*

Most teachers (44.70%) point out that during the training conducted so far they were *sometimes or never* offered subjects which are their favourite, and 38.64% point out that it happens *often/ or in most cases*. This confirms the already stated findings that in the absence of standards for the expectations and the continuous following of the professional needs of the teachers training/seminars exist which are frequently not motivating and stimulating for their work.

– *Educational aspirations*

The surveyed teachers show educational aspirations for further improvement in their work, even though the motives for these aspirations differ: widening of employment possibilities (19.70%), postgraduate studies in the same subject/area (18.94%), postgraduate studies (13.64%), abandoning the profession (6.06%), PhD studies related to the subject/the area (3.79%). An astounding 22.73% of teachers think they do not need higher education, and 10.61% of them point out they are pretty satisfied with the degree of education they have gained.

– *Co-operation and professional engagement openness*

The surveyed teachers show a high degree of co-operative openness with the universities in the role of mentors of students-future teachers. More than half of them (58.33%) would share their practical experience with their future colleagues, and 18.94% would do that with motivation for this kind of



engagement as a precondition for their promotion or if there is compensation for that.

Their involvement in research/development projects organised by the universities is emphasised with more intensity and greater motives: strengthening innovations in education (40.91%), improving personal professional development (30.30%) and the possibility of promotion and compensation for the engagement (22.73%).

The teachers show a significant professional interest and readiness for co-operation with their male/female colleagues from other countries and the wider region, even though some of them have had bad experience (0.76%) or are not interested in such co-operation (9.09%). The teachers would exchange experiences with any country in the world (31.82%), 21.97% would co-operate with teachers from the European Union, while (23.48%) would co-operate with their colleagues from all neighbouring countries.

– *Evaluation of the training education of teachers*

The structure of the opinions of teachers regarding this question is a reflection of the conditions and remarks stated in this report: 26.52% of the teachers think the system of their education is not so bad but there should be a stronger accent on gaining practical experience in relation to theoretical contents/topics/competencies, which is one of the global remarks of all the analyses in the country. 22,735 teachers point out the need for the larger participation of educative contents (effective realisation of educative process skills), and 18.18% of them think there is a need to emphasise the contents of the exact subject. 17.42% of the teachers are satisfied with the system of their personal education and do not require changes, while only 9.85% are making efforts for radical changes in it.

– *Evaluation of the training system*

The surveyed teachers show a much higher level of criticism regarding the training system conducted in our country. Almost one-third of them (31.06%) think that the offer and quality of the trainings should be significantly increased and supported by public sources, 28.79% of the teachers believe that the offer of trainings should be widened with certain contents/topics, and 15.15% have bigger criticisms and think there is no effective training system in our country. This shows that most teachers are not completely satisfied with the offer of content/topics in the system and their training, and only 18.18% of them think that the training system is good and there is no need for any bigger changes.

## 5 Conclusions and Recommendations

Education in the Republic of Macedonia as a system and process has always been a subject for experts and non-experts. It is the subject of discussion in almost all segments of society, whether it involves a question of following or an analysis of its quality, whether it involves a question of infrastructure, the network, staff solutions and standards or issues from the aspect of availability to all subjects interested in its activities and functioning.

As a subject of expert and scientific observation there have been different general opinions regarding education: from the situation of self satisfaction with the quality, to critical and adverse opinions regarding its mission, values and contribution to the development of the individual and society as a whole. This wide range of opinions is due to the different criteria used in the evaluation of the basic parameters of education as a civilisational gain, and the different conditions and social environment in which it had developed.

Up until more than one decade ago when the Macedonian education system was part of a larger and more complex system, its effects were mostly measured according to political parameters and they had an ideological note. This was a period of the nurturing and development of self-satisfaction, and the reason therefore at the beginning was the small possibility of comparing this education with another system because of its own reticence.

After the independence of the Republic of Macedonia, new conditions for measuring its goals, effects, socio-cultural mission, evaluation system etc. have been identified. This involves a period of revision and setting the grounds for innovated education whose values should and must correspond to the level and values of the education systems which were referred to and are still referred to as developed, European or international.

The critical analysis imposes the need to focus attention on the essential values which can connect and include our system in the network of modern systems which nurture identical criteria for evaluation under all bases.

The preparation of the strategic documents/strategies has turned into a process which is still underway. However, the doors have been wide open for the implementation of innovative processes in the form of projects which give education a new physiognomy especially in terms of relations of the redesign of curriculums, educational performance processes, raising the educational level of teaching staff at all levels of education, the wide and mass inclusion of teachers in different models of professional training etc.

These innovative processes have included all segments of the education system in the conditions of a multicultural civil society. This concept actualises many questions connected to the status, rights and inclusion of children of all ethnic

communities in the system, as well as the professional status and position of the teacher.

The constitutional solutions (1991) and changes have created a wide space and legal framework for the intensive revision of the reasons and obstacles which hinder those rights, create inequality or make the education system inaccessible to all, but also for a solution to the related problems. The promotion of European and international standards in this area was also one of the solutions through which education shall no longer be a privilege but a value and a gain. However declarative this conclusion sounds, it has a good chance of being realised. Still, on the way to its revival many problems and obstacles whose roots do not always stem from the education sphere and activities should be solved.

The reticence of the education system, the ideological prejudices and efforts at building an authentic self-managing education has built up a belief of perfection of the system and the promotion of reforms, which mostly have an exterior character. These reforms did not even try to enter the essence of the problems of the education and did not touch its process-performing components. The teaching process and the teacher have stayed out of the reform activities or, more correctly, they have become a constant in the pedagogical and formal-legal senses. Less critical pedagogues have justified this condition with the need for nurturing the traditions and authentication of the system. Others with hidden sarcasm pointed out that the reforms in the reformed education were only changing the names of the schools. Everything else stays the same since no change in the segment where the activity of the school was performed could be felt, i.e. the place where the knowledge was created - the classroom.

This situation is not accidental. The self-management transformation has meant a transfer from one phase of ideological change to another, and education as an activity has excellently played the role of an instrument of such changes.

The efforts at the democratisation of education in an operative-performing sense in that period were gaining another and different methodical-didactical meaning: *the right of equality in education* for each individual in society, in practice it transforms into a professional obligation of *each individual to be treated in equal manner*, denying the existence of differences in the individual's possibilities and abilities.

Education found the independence of the Republic of Macedonia in a condition of serious revision exactly in *the segment* where the activity of the school was performed. The classroom became the indicator of the changes, not only as an ambient but also as a style of working with everybody and with each individual. The teacher has got greater importance both because of their role and the complex responsibility they have to future citizens of society. In these conditions the commencement of the project of educational processes has meant refreshment.

The connection of the traditional changes with the project processes in both our country and abroad is natural and in accordance with the aspirations to introduce rational and efficient changes to the system that will mean quality. Notwithstanding the development level and traditions of the education systems almost all project operations are focused on several points that reflect changes to the system as a whole:

- gaining quality knowledge;
- acquiring usable and recognisable abilities and skills;
- learning training;
- processes modelling studying with understanding (target-directed teaching process);
- development of strategies and programmes for pointing out the abilities and individuality of the child-pupil;
- programmed range of knowledge which corresponds to the abilities and capabilities of students;
- emphasised individual and group work of pupils;
- quality teaching interactions;
- affirmation of team work in the school;
- openness of the school and the teaching processes to the environment and the social community;
- promotion of models for the active participation of parents in school life and their affirmation as partners in the teaching process and learning;
- development of national and local curriculums;
- nurturing of the traditions, patriotism, ethnic culture, multicultural and general civilisation values and achievements; and
- professionalism and high competency levels of teachers.

The wide spectrum of problems which are subject to the project study can be analysed from a few aspects and identify the special matrix of changes which are currently underway:

*In a didactical sense* these changes mean the nurturing of holistic approaches in the learning and teaching processes, integration planning and realisation of goals, activities and contents, frequent learning feedback and analytical following of the advancement of children. This component of changes is essential to our educational practice. The method which is directed to the realisation of programmes instead of the realisation of goals which encourage the development of the student is the first to be removed from these project operations. The rough didacticism that focused on the teaching and work of the teacher is making way for individual work with the student who should independently gain knowledge.

*In a pedagogical sense* these changes mean the affirmation of the partnership status of the teacher who transforms himself as the dominant source of knowledge to a

skilful planner of real and accomplishable goals, a learning organiser, activities promoter and careful listener and booster or, in other words, in the learning and teaching processes the teacher promotes himself as a partner with greater experience. In that regard, the accent is being put more on the methods and techniques of the learning processes, and the teaching methods involve a significant segment of the professional engagement of the teacher.

*In a methodical sense* these changes mean efficient education which is directly conditioned by the designing of problem-research situations in learning, emphasised independence in learning and gaining knowledge by discovering ways of getting that knowledge. That is why lately the so-called *new reading* of Vigotski, Frene, Ferrier and Djui, whose ideas and theories are becoming more recognised as the need for changes in education, has become more actualised. The contemporary education process which is promoted by the projects is dynamic and polyvalent with the participation of methods and forms which assist the learning processes with segmented values. The classroom has more characteristics of a work place in which the successful ones have the chance to show and prove their values, and the less successful ones feel satisfaction from what they have accomplished. In the school collectives there is an atmosphere of healthy competition in which the accomplishments are understandable and acceptable to everybody.

*In a psychological sense* the changes mean the building of a favourable and flexible psychosocial climate and ambient that motivates study (learning environment), the development of the so-called hidden curriculum, enrichment and analytical focusing on the *black box* of the class as a specific organisational learning and friendship unit. Facts as a segment of knowledge are no longer the only component of the notions of the student, but one of the many elements upon which the personality of the student is valued. The social skills are now developed and valued, the capabilities for communications with others and with sources of knowledge, the ability to present what has been taught, the choice of ways and means of learning, using more sources, co-operation, self organisation and the planning of learning etc.

The development of strategies and programmes for the so-called internal motivation of students emphasises the values of contemporary education, which is more often becoming a necessity and less of a compulsion. Knowing facts is often identified more with the creation and nurturing of a culture of choice, and indirectly that means a culture of personal responsibility regarding one's own needs and accepting the consequences as an answer to a wrong or improper choice.

There are noticeable paradoxes in our country which confirm the marginalisation of the professional pedagogic components in the initial education of teachers:

- a lack of skilfulness in teaching communication with pupils, even where a teacher who had very high grades as a student is involved;

- insufficient acquaintance with the terminology needed for an expert debate related to the classes;
- domination of the frontal performance and verbal methods;
- a lack of creativity in work; and
- uncertainty, lack of self-confidence etc.

The conditions confirmed by the teachers themselves who are at the start of their professional careers did not get the necessary support from the school environments are a subject of concern. Their acceptance in the schools abounds with resistance, reserved behaviour, a lack of teamwork and co-operation with the assigned teacher-mentor. This atmosphere of professional reticence towards the teachers- beginners can be understood as a continuing of the unfavourable status of the professional-pedagogic components in the initial education of teachers who during their studies are insufficiently and inadequately made up, and during their employment they do not address the developing professional categories. This also speaks of the narrowed space for the professional development of a young teacher, i.e. of an insufficiently stimulating atmosphere for expert training in the methodical-performing aspects of their vocation.

The concept of initial education lies in the middle of this problem, which should contain the following elements with a system-continuous setting:

**Initiation** (affirmation of the teacher's vocation, getting acquainted with the professional obligations, responsibilities etc.).

**Designed and comprehensive mechanisms for the admission of students** at the faculties which educate future teaching staff (examination of interest, affinity, ability to communicate with children etc.).

**Realisation-initial education of teachers** (clearly set goals, defined relations between expert-scientist and professional-pedagogical components of education, emphasised applied activity of the future teacher during their studies, more frequent connection with teaching practice, the personal engagement of students in the teaching process and school life and work, developed mechanisms for the initial teaching practice of future teachers etc).

**Initial expert training of young unemployed teachers**, which would enable a painless transition from initial education towards teaching practice and would provide initial continuity in the professional development of the teacher, who in our country usually waits a few years for a job. This means the preparation of global and partial-problematic programmes, realisation of seminar lectures, periodic inclusion in teaching practice, individual preparations of problem-applied projects, case studies, instruments for following and evaluating the progress of students etc.

**Establishing a developed mentor system in schools** for the acceptance and expert-methodical co-operation with young employed teachers (selection of innovative and creative teachers-mentors, preparation of programmes with priorities of the professional needs of each mentored teacher, providing an atmosphere of certainty in the professional start of the teacher-beginner etc.).

**Assertion of the continuous expert training of teachers**, project and other training for building the professional competency of the teacher (detection of the professional needs of teachers, realisation of problem workshops, thematic sessions and expert debates, personal appearances of teachers, expert meetings for experience exchanges etc.).

**Reviving forms for the professional development and advancement of teachers** (organising a centre for pedagogic innovations and innovative workshops, pilot classes and schools, promotion sessions of teachers-innovators, support for teachers-authors of professional works etc.).

**Increased engagement and involvement in the professional development of teachers from the universities** who finished their initial education: faculties, institutes, methodology teachers etc. This last element of the systemic organisation of the initial education of teachers should not only have an organisational-personal character, but should also have an essential meaning for the complementarity and consistency of the strategy itself. Our recent experiences speak of the special professional indifference of the faculties which educate staff for their future professional destiny. The fact of preferring other factors which create the professional development of teachers or, in other words, which are the carriers of the effectuation of the gained initial knowledge (the educational development bureau of the Republic of Macedonia, projection teams of the non-government sector, international teams and experts, project mentors etc.) is often pointed out. This position of the issues should not be totally denied, but the absence of the faculty in all of this process must be noted.

This absence must not bring about fear and rivalry but should be understood as the interest of the entity of society (the faculties) which provided the initial education and its concern about the placement, quality and effect of its activities. In this regard, it is natural for that entity to participate in the processes of revision and also in efforts to bring about the better quality of teachers.

The absence of the faculties from these processes also has multiple consequences for the quality of the initial education of future teachers, which is running without the necessary feedback from practice, as well as for the quality of the professional development of the same teachers. Otherwise, the contacts with students, today's teachers, are priceless and of great importance to the faculties because they enable the mutual informing and discovering of the professional needs of whole generations of teachers, needs which can, in the shape of goals and strategic points, be immediately incorporated in the models of initial education.

In that manner the consequences of academic work in the initial education of teachers will be much more noticeable, and constantly supported and nurtured, opposite to the needs of practice which also requires the greater application and different treatment of the professional-pedagogical components in the initial education of future teachers.

Without any aspirations to promote the stated findings in the positional points of the systemic strategy for innovating and transforming the initial education of teachers, we point out the fact that this segment should be intervened in thoroughly, without partial solutions and with the affirmation of a philosophy whose goals are conceived of in the professional orientation during the first two system levels, intensified with the initial education of the faculties, and furthered by continuing expert training whose goal is to build the professional competency of teachers.

It is evident that the initial education of teachers essentially has a complex structure and its place in the system should, first of all, have a functional interaction with all elements identifying its physiognomy.

The initial education of teachers, in our opinion, must have:

- a vision and professional geneses of its goals;
- a clear and comprehensive organisation of the base components which exist in the programme solutions and concepts;
- increased programme space for applications during studies;
- a positive direction leading towards educational changes;
- nurturing of innovative spirit and creation;
- dynamic redesign of the contents of work with future teachers;
- developed sensibility and projection of the needs of teachers; and
- an acceptance and affirmation of a philosophy according to which human potential involves a process which continuously gains in quality.

The future ways of developing education in the Republic of Macedonia should be directed to the creation of standards in education, i.e. indicators of effective teacher, education institutions, successful teachers; accreditation of the teacher training programmes, guidance and expert staff; licensing of the competencies, activity and vocations of teachers and directors; establishing of the national interest, i.e. establishing of a state curriculum and leaving space available for local curriculums which must be complied with by every education institution.



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# NATIONAL REPORT – MOLDOVA

*Coroi Eugen, Gremalschi Anatol, Vicol Nelu, Cara Angela*

## 1 The Education System in the Republic of Moldova

State policy in the field of education, including higher education, is framed by the Law on Education of the Republic of Moldova no. 547-XIII dated 24 October 1995. The Law on Education regulates the organisation and operation of the education system.

The education system in the Republic of Moldova has several levels and stages:

- I. Pre-school education
- II. Primary education
- III. Secondary education:
  1. Secondary general education:
    - a) gymnasium (basic) education
    - b) lycee (general school) education
  2. Secondary vocational education
  3. Secondary professional education
- IV. Higher education
- V. Postgraduate education
  1. Specialised postgraduate education
  2. Postgraduate education

The education system also includes other forms of education:

- special needs education
- complementary education
- adult education

Preschool education covers children aged from 3 to 6(7) years; primary education lasts 4 years (I–IV grades); gymnasium education has a five-year duration (V–IX grades); lycee education lasts 3 years (X–XII grades). Secondary general schools (studies lasting eleven years) will remain until the end of the period of the transition towards the new structure of the education system.

*Secondary vocational education* provides pre-service training in a trade (profession) as well as lifelong learning and requalification training for skilled workers and the unemployed.

*Secondary professional education* is provided by colleges. Holders of baccalaureate diplomas and school or gymnasium certificates can be enrolled in

colleges as a result of an admission competition. The length of daytime studies is 2 to 3 years. The duration of part-time studies is one year longer.

*Higher education* is delivered by higher education institutions: universities, academies and institutes.

*Specialised postgraduate education* is provided by higher education and research institutions which have available the required conditions for the theoretic and specialised education of researchers and teaching staff.

*Postgraduate education* is implemented by the means of doctorate, post-doctorate and other types of postgraduate courses, as well as professional development courses provided by research and accredited higher education institutions.

Lifelong learning courses are delivered by specialised vocational training institutions and by other types of public or private institutions which are subject to academic accreditation or are licensed to deliver such training according to the legislation in force.

At the central level, the education system is managed by the Ministry of Education, Youth and Sports, at the local level by General Departments for Education, Youth and Sports. From the administrative perspective, such Departments are subordinated to District Councils while, from the teaching and methodological perspectives, they are subordinated to the Ministry of Education, Youth and Sports. In the Republic of Moldova, there is no independent organisation in charge of monitoring and ensuring the quality of education. Such functions are carried out by several units of the Ministry and subdivisions of the General District Departments.

## 2 The Teaching Staff: A Brief Presentation

### 2.1 General Education Teaching Staff

The work of education actors in pre-university education institutions is regulated by the following documents: the Law on Education, the Frame-Status of the Secondary School, the Regulation on Lycee Organisation and Operation, the Regulations on the Evaluation of Teaching and Managerial Staff.

According to the legislation in force, the *teaching staff* of pre-university education institutions includes:

- educators in preschool, primary and special education institutions;
- speech therapists in preschool, primary and special education institutions;
- school psychologists in pre-university education institutions;
- teachers in primary education (I to IV grades);
- teachers in secondary education (gymnasias, lycees, vocational schools); and
- instructors and foremen in secondary vocational education.

*The rights* of teaching staff provide for:

- the respect of the teacher's dignity;
- the freedom of opinion;
- ensuring efficient conditions for work and professional development;
- the freedom of professional initiative in achieving educational goals: selecting teaching techniques, evaluation of a pupil's performance according to their own conscience within a valid evaluation system, using the teaching aids and resources available within the education system, modernising the education process due to innovative ideas, pupils' involvement in research; and
- the right to join national and international professional, cultural associations and organisations, trade unions, as well as legally established political organisations.

The teaching staff have the following *duties, namely to*:

- study syllabi, curricula, manuals and professional literature;
- conduct semestrial planning;
- develop teaching projects or draft-lesson plans;
- deliver lessons;
- ensure the efficiency of the education process;
- encourage the self-education, initiatives and creative skills of pupils;
- ensure the security of pupils' life and health during lessons and extra-curricular activities; organise and hold school competitions;
- take part in the work of chairs and of the teaching council;
- attend, when required, the meetings of the Administration Council and take part in its work;
- organise and hold class-meetings;
- deliver additional lessons and consultations to pupils;
- collaborate with the pupils' families;
- ensure their professional development in the field of the subject they teach, of psycho-pedagogy, of teaching techniques;
- take part in lifelong learning courses held both in school and extra-school; and
- fulfil all professional obligations.

A number of *professional associations of teachers* have been established in the Republic of Moldova. They group together teachers in the same professional fields: the Society of Philological Sciences, the Society of Historians, the Association of Managers, the Association of English Teachers etc. Professional associations encourage scientific and methodological research in the concerned field, enhance the professional development of the teaching staff at all education levels, widely disseminate knowledge both in and out of the school, raise young people's interest in sciences, support the scientific societies of pupils, represent and promote professional, teaching and scientific interests of their members.

## 2.2 National Regulations on the Conferring of Teachers' Degrees

According to the Law on Education, teachers are awarded degrees based on a Regulation issued by the Ministry of Education, Youth and Sports. Over many years, the regulation has been subject to several modifications (1999, 2000, 2001 and 2003 updates) in response to reforms implemented within the education system as well as political interference. Nevertheless, despite the changes imposed by such political interference, the Regulation in force provides for teachers' confirmation and the conferring of degrees based on professional achievements, academic performance, pedagogical and psychological skills.

The *confirmation* of teaching staff is compulsory once every 5 years. Beginners can be confirmed in their posts after a three-year term of teaching.

Applicants for the conferring/confirmation of the first and highest teacher's degree are required to have had publications on teaching issues, as well as participation with reports in teacher conferences and seminars. They are also expected to have a trainer's or tutor's experience as well as work experience in professional partnerships.

*The second teacher's degree* is conferred/confirmed on the basis of:

- a resolution issued by the evaluation board of the education unit, an evaluation portfolio; and
- public presentation of the self-evaluation report.

*The first teacher's degree* is conferred/confirmed on the basis of:

- a resolution of the evaluation board of the education unit, an evaluation portfolio;
- a public presentation of the methodological paper/self-evaluation report in front of the national evaluation board; and
- a performance interview evaluation.

*The highest teacher's degree* is conferred/confirmed on the basis of:

- a resolution of the evaluation board of the education unit, an evaluation portfolio;
- a public presentation of the scientific-methodological paper/self-evaluation report in front of the national evaluation board; and
- a performance interview evaluation.
- The holders of research and teacher's titles/degrees in pedagogy or in the field of the subject they teach are conferred/confirmed with the highest teacher's degree and the holders of master's diplomas are conferred/confirmed the second teacher's degree on the basis of:
  - a resolution of the evaluation board of the education unit, an evaluation portfolio; and
  - title-related documents.

Teaching and managerial staff can apply for teacher's and manager's degrees on their own behalf. Holders of the highest degree have a 50% increase in their salary, holders of the first degree a 40% increase and holders of the second degree a 30% increase.

There are three stages in the process of evaluating teaching and managerial staff: on-the-job evaluation, development and public presentation of teaching projects, performance interview.

The on-the-job evaluation is the full responsibility of the education units. Evaluation boards are set by the resolution of the Teaching Council. District/city education departments and teachers' trade unions monitor the work of the evaluation boards set by education units. Based on the evaluation results and on a resolution of the district evaluation board, the Education Department issues a ordinance concerning the conferment/confirmation of the second teacher's and manager's degrees.

As part of the ongoing education reform in the Republic of Moldova, the system of training/evaluation of teaching staff has changed considerably. The development and approval of the *Concept of Training Pre-university Education Teaching Staff* (Resolution no. 6.1 of the Ministry of Education dated 3 April 2003) is a notable achievement which generated radical changes in the process of lifelong training with a view to decentralising the system and delegating more competencies to education institutions, communities and district Education Departments. The *Concept's* key principle provides that teachers hold the largest share of responsibility for their professional development.

### 2.3 Education Background Required to Become a Teacher in the Education System of the Republic of Moldova

Pre-service teacher education is delivered in the Republic of Moldova by secondary professional institutions – colleges (which train educators for preschool institutions and primary school teachers) and by higher education institutions – universities (which educate all categories of teaching staff).

*College* graduates pass graduation examinations and/(or) defend a graduation paper (project). College education leads to a diploma of specialised studies awarding the qualification of a middle-rank specialist in the respective speciality. College graduates can be employed as educators in preschool institutions or as primary school teachers. They can also continue their studies at higher education institutions. If they follow-up their studies for a speciality related to the one they studied at college, the length of their higher education is one year shorter than otherwise provided.

We should mention the lack of a clear vision of the role of teacher training colleges in training the teaching staff. Many universities consider that the pre-service education of educators and teachers should be an exclusive prerogative of higher education institutions.

Pre-service education of teaching staff for all education institutions is delivered by higher education institutions – universities, academies and institutes. Higher education graduates pass a graduation examination.

The length of full-time higher education is 4 to 5 years, while part-time higher education is one year longer. The length of higher education for those college graduates who continue studying at higher education institutions a speciality related to the one they studied in the college is one year shorter.

Higher education syllabi focus on modules of subjects. Depending on the subject's purpose and its role in professional training, they can be classified as fundamental subjects, humanities, specialised subjects. The syllabi consist of compulsory and optional subjects.

## 2.4 Statistical Data Concerning General Education Teaching Staff

*Table 1* shows statistical data concerning the structure of the teaching staff of secondary general education.

**Table 1.** Teaching Staff of Secondary General Education

<b>Total number of teachers</b>	<b>41,005</b>	<b>100%</b>
Disaggregated by teacher's degree:		
– highest teacher's degree	373	0.91%
– first teacher's degree	2,268	5.53%
– second teacher's degree	16,510	40.26%
– no degree	21,854	53.30%
Disaggregated by stages and levels of education:		
– preschool	676	1.65 %
– I–IV grades	9,268	22.60%
– V–IX grades	15,877	38.72%
– X–XII forms	4,864	11.86%
Teachers of music, arts, sports	4,867	11.87%
School directors	1,494	2.91%
– deputy-directors	1,810	4.41%
– vice-directors in charge of education issues	1,008	2.46%
– teachers in special schools	1,141	2.78%
Disaggregated by levels of pre-service education:		
– higher education	33,222	81.02%
– incomplete higher education	1,295	3.16%
– secondary professional education	6,488	15.82%
Disaggregated by length of service:		
– up to three years of service	3,442	8.39%
– 3 to 8 years of service	3,687	8.99%
– 8 to 13 years of service	3,968	9.68%
– 13 to 18 years of service	5,809	14.17%
– over 18 years of service	24,099	58.77%

Source: Institute for Education Sciences, 2005

The qualitative analysis of teacher training in the Republic of Moldova reveals that most of the teaching staff (81.02%) of pre-university education hold a university



degree. Meanwhile, the share of young teachers in the total number of teaching staff is 8.34%. Most teachers (58.77%) have over 18 years length of service, nevertheless, this 'maturity' of the teaching staff does not necessarily mean the enhancement of teaching skills: the share of holders of the first and highest teacher's degrees is relatively low among them at just 6.64%.

A share of 0.91% of the total number of teaching staff of preschool, primary and secondary general education holds the highest teacher's degree, while 53.30% of them do not hold any degree at all.

The Report's authors explain such a phenomenon by the lack of efficient tools for encouraging the professional promotion of candidates to teacher's degrees, as well as the lack of professional standards intended to combine lifelong learning and teacher evaluation with relevant and measurable performance.

The results of the questionnaires revealed that about 40% of school and lycee teachers graduated from either college or university 20-30 years ago. In rural areas, this share is even higher. It points out the pressing need for professional development courses focused on modern teaching and learning techniques, the broad application of information technologies and computer-assisted learning.

### 3 National System of Pre-Service Teacher Training

#### 3.1 Description of the Present System of Pre-Service Teacher Training

Teacher training in the Republic of Moldova seeks to educate a professional and cultured personality who is able to respond efficiently to the educational and cultural requirements of individuals, the nation, the country and society.

The present system of pre-service teacher education consists of:

- *colleges* (secondary professional education institutions) that train educators for preschool institutions and primary school teachers; and
- *universities* (higher education institutions) that train educators and primary school teachers, teachers and managers for gymnasium, lycee, vocational and post-secondary professional education.

From a historical perspective, all higher education institutions of the Republic of Moldova have been established as teacher training institutions. Throughout the years they have expanded their fields of competence and teacher training has become in many cases 'the second profession'. Because of legal imperfections in the register of specialities, the delimitation between pedagogical and scientific profiles is very vague, a pedagogical identity is now only really visible in preschool and primary teacher education.

As far as pre-school and primary education are concerned, the register of qualifications and the practice of education institutions draw a plain distinction among teacher qualifications: preschool pedagogy, primary education pedagogy, pre-school pedagogy and a foreign language, primary education pedagogy and a modern language, primary education pedagogy and choreography etc.

On the other hand, as far as secondary general education is concerned teacher qualifications are neither explicitly defined in the register of qualifications nor delimited in university practice: mathematics and informatics, physics, chemistry and chemical technologies, biology and soil science, law, letters, foreign languages and literatures etc. As a result, psycho-pedagogical implications and the prospects of a teaching career are pushed into a secondary position.

To improve the situation, the Ministry of Education, Youth and Sports recently developed and the Parliament passed a new 'Register of the fields of professional education and of qualifications to be delivered in higher education institutions (I cycle)'. The register contains a new general field of education – 'Education Sciences'. The new field comprises two sub-fields of professional education: 'Teacher education and training' and 'Education Sciences'. The 'Teacher education and training' field comprises fifteen qualifications which correspond to the subjects included in the secondary education curriculum. The 'Education Sciences' field includes pedagogical, psychological and psycho-pedagogical qualifications.

The register entered into force on 1 September 2005 but it will really only be operational in four years' time.

### 3.2 Pre-Service Teacher Training Institutions

In the Republic of Moldova, pre-service teacher training is delivered by colleges and universities.

The 'Gh. Asachi' Teacher Training College of Lipcani, the Teacher Training College of Călărași, the Teacher Training College of Chișinău, the Teacher Training College of Orhei, the Teacher Training College of Soroca, the Teacher Training College of Bălți, the Teacher Training College of Comrat and the Teacher Training College of Taraclia train educators for preschool and primary school education. Enrolment in colleges is possible after the completion of a gymnasium, secondary school, lycee or vocational school education.

The duration of college education can be either 2 or 4 years depending on the previous educational background and the field of studies: for gymnasium graduates – 4 years, for secondary school or lycee graduates – 2 years. As far as gymnasium graduates are concerned, a special college education curriculum is designed for them: in addition to studying a professional field, they are also provided lycee education and can get a baccalaureate diploma.

After the completion of college education, students either pass graduation examinations or defend a graduation paper (project) and are awarded a post-secondary professional education diploma. Holders of such a diploma get a middle-level qualification in the respective field.

The secondary professional education diploma opens the way to employment as well as higher education. College graduates enrolled in higher education enjoy a one-year reduction of the study duration provided that they choose a field related to their college qualification.

The absolute majority of teaching staff hold a university degree obtained either in distinct subdivisions or at a science faculty. The following universities deliver teacher pre-service education: the State University of Moldova, the 'Ion Creangă' State Pedagogical University, the State University of Tiraspol, the 'Alecă Russo' State University of Bălți, the National Institute of Physical Training and Sports, the 'Bogdan Petriceicu Hașdeu' State University of Cahul, and the State University of Comrat.

Universities in the Republic of Moldova award the following qualifications:

First cycle – *licence (bachelor's) degree*. After having passed two tests as part of the licence examination and defended a licence thesis (project), graduates are awarded the title of licentiate (bachelor) and a licence (bachelor) diploma in the respective field. Graduates who pass two tests as part of the graduation examination without defending a licence thesis (project) are awarded a higher education diploma. Students who fail the licence examination are only given, upon their request, a certificate.

The second cycle – *master's degree*. A master's degree is awarded upon the completion of this cycle. Graduates from the first cycle can get a master's education in a broad area of fields related to teacher training: pedagogy, psychology and pedagogy, theory and methodology of the teaching process (by subjects), special pedagogy, pedagogical psychology, developmental psychology, personality psychology, special psychology, psychical training and sports etc.

The third cycle – *doctor's degree*. The completion of doctoral education is marked by a public defence of the doctoral thesis in front of an accredited specialised scientific council. Practically, all fields of education sciences are covered by universities of the Republic of Moldova when it comes to doctoral education: general pedagogy, theory and methodology of the teaching process (by subjects), special pedagogy, pedagogical psychology, developmental psychology, personality psychology, special psychology, theory and methodology of psychical training and sports, rehabilitation physical training etc.

With a view to responding to the cultural needs of ethnic minorities in the Republic of Moldova, higher education institutions have designed curricula to train teachers

for the country's Russian language, Ukrainian language, Gagauzian language and Bulgarian language schools. All universities implement a Russian-language curricula. The State University of Bălți trains teachers for Ukrainian-language schools, while the University of Comrat provides teacher education in Gagauzian and Bulgarian. A new university recently opened in the town of Taraclia. It will train teachers for Bulgarian-language schools.

We point out that the process of developing and approving the standards for pre-service teacher education in universities is underway. There are three levels of standards: (i) standards for general education in university education; (ii) standards for pre-service education at profiles/specialities/specialisations; and (iii) curriculum standards for each academic subject. The establishment of education standards is considered a requirement for ensuring the quality of education.

The quantitative and qualitative analyses of the survey's results lead to the conclusion that most universities deliver pre-service teacher education parallel to providing qualifications for various fields of science and of the national economy. Three of eight interviewed universities showed that teacher education and training was their exclusive field of activity, while the remaining universities focus on other fields and qualifications.

The capability of pre-service teacher education institutions depends on their geographical situation (whether it is in the capital city or outside it) and historical traditions. In general, the present level of capability of higher education institutions is sufficient for responding to the education system's needs for skilled teaching staff.

The questionnaire's data concerning *the syllabi and curricula in the field of teacher education* show that seven institutions provide doctoral studies (third cycle) in the field of teacher education, six institutions provide master's education (second cycle) in the field of teacher education while four institutions provide pre-service teacher education for specialists from other fields.

*Research activities* are a regular part of the work of six institutions, while two respondents stated that research projects are occasionally included in their development activities. This reveals the potential availability of synergy in the research and teaching activities performed within education institutions.

*Publishing* is the task of publishing units established within the framework of the concerned institution which regularly issues new titles (books, handbooks, manuals, textbooks, magazines etc.) for students and university professors as well as for secondary school teachers.

The use of *Information and Communication Technologies* is limited in pre-service teacher education institutions of the Republic of Moldova. Three of eight interviewed institutions use systematically ICT to support the teaching/learning process, while four institutions have just started to use ICT in several educational

fields and they plan to expand their utilisation. A newly established university stated that the use of ICT is very limited because of its lack of material and human resources.

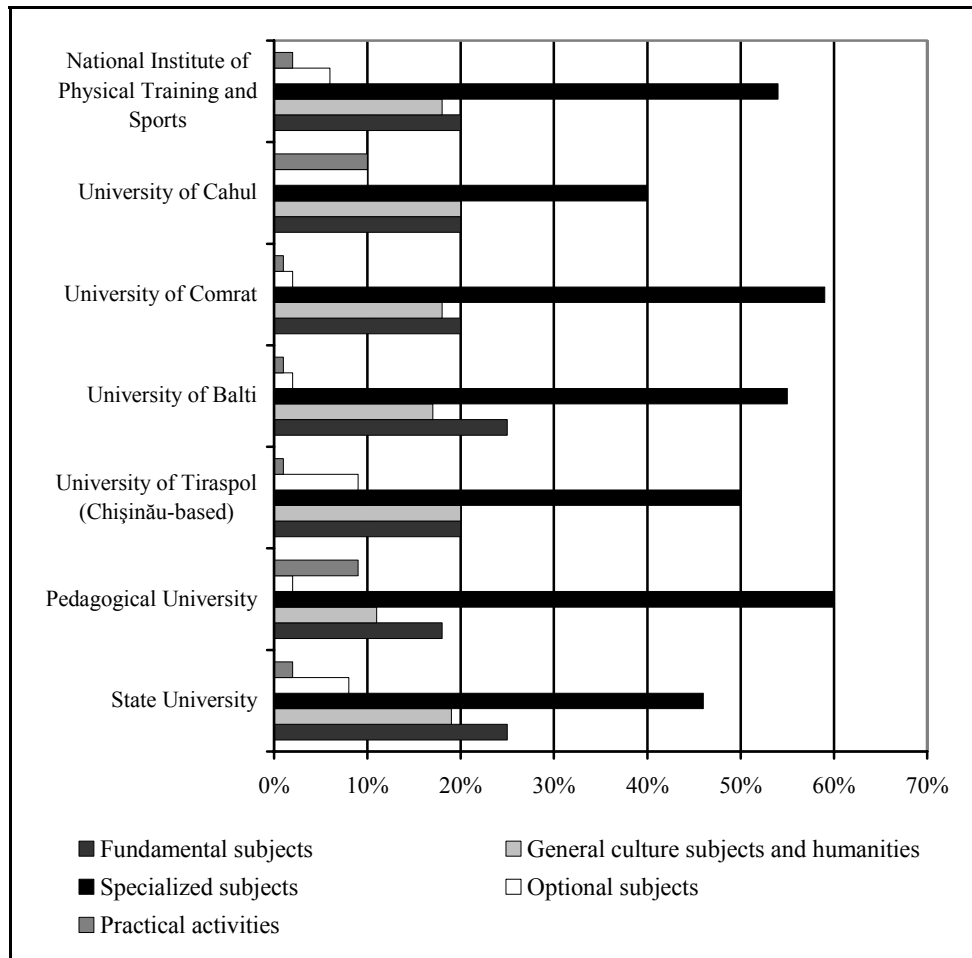
As a whole, the implementation of ICT in the education process is at an early stage, computers are still mainly used in computer classes. There are no efforts to develop electronic manuals and distance-learning sites, while there is no legal framework for computer-assisted learning.

### 3.3 Curriculum Description

*The basic higher education curriculum* in the Republic of Moldova is a regulatory tool for planning, implementing and evaluating the education process. The higher education curriculum seeks to enhance education quality by means of:

- ensuring the coherence of the higher education system;
- developing, implementing and monitoring new curricula;
- setting education and vocational standards for all educational fields and subjects;
- designing and enhancing continuous teaching-learning-research strategies; and
- setting evaluation criteria for different spheres of higher education.

Pre-service teacher education curricula are designed under the Frame-Curriculum of higher education which comprises a cycle of fundamental subjects, a cycle of humanities and a cycle of specialised subjects. *Figure 1* shows the share of each cycle of subjects.



Source: Institute for Education Sciences, 2005

**Figure 1.** Distribution of the Time-Load Allocated to Teacher Education

In general, there are no essential differences among the curricula of teacher education universities. Nevertheless, a number of universities pay more attention to psycho-pedagogical education: the 'Ion Creangă' State University offers the qualification Pedagogy of Primary Education – about 60% of the total time-load, the Comrat State University offers the qualification Primary Education – about 59%, while the National Institute of Physical Training and Sports offers the qualification Teacher of Physical Training – about 54%. According to the higher university curriculum, the *general objectives* of teacher education include: cognition and understanding the fundamentals of education sciences, of psychology, of philosophy and of the legal framework concerning the field of

education, identifying the orientations and trends of education and of education sciences development, setting and foreseeing educational outcomes, designing didactic programmes/projects and other curriculum-related outcomes, efficient implementation of educational activities, identifying adequate contents, developing and implementing teaching techniques in accordance with teaching objectives, identifying evaluation criteria, co-relating curriculum elements (objectives-contents-evaluation activities), and implementing curriculum innovations in education.

*Education sciences* (for pedagogical faculties) included in pre-service teacher education curriculum aim at developing knowledge and skills for designing and implementing the education process, providing students with cognitive and applicative tools for rigorous, objective, exigent and critical approaches to the education process. Syllabi are designed for all subjects. The syllabi set the goals, objectives, role and place of the respective subject in educating the student and describe the subject's basic contents, distribute the time-load for lectures, seminars, practical and laboratory works, and list the recommended literature.

*Teaching/learning strategies* recommended by the curriculum imply general methods (presentation, lecture, conversation, fundamental course), verbal methods (either written or oral), explicative methods focused on memorising and passive listening, participative methods which stimulate a personal exploration of reality, methods focused on reception-based learning (presentation, expositive demonstration), creative methods (self-observation, heuristic exercises, problems solving, brain-storming).

Pre-service teacher training institutions use several *teaching forms*: courses (subject-oriented, integrated, lecture, combined, debates), seminars (introductory, revision and thorough-going, systemising, applied, evaluative, seminar-debate, report-based seminars, exercise-based seminar, seminar-training).

*The contents of education sciences* included in the curriculum are divided into modules and sub-modules and together they build a system of theories, concepts and principles. The contents are systemic, relevant, trans-disciplinary and coherent. Contents are focused on general, reference and operational objectives.

Evaluation within pre-service education courses responds to curriculum requirements related to evaluation forms, methods and tools, as well as theoretical and practical skills. Evaluation can be conducted by means of tests, written papers, projects, annual papers, promotion examinations or a graduation examination.

An evaluation session can include 4–5 tests, 3–4 examinations, one project or annual paper; an average number of 7–9 evaluation items.

*Evaluation* is done at the end of each module and upon the completion of a course. There are several types of evaluation: pre-service evaluation, formative evaluation or a summative/final evaluation.

Students of pre-service education institutions must successfully complete classroom-practices: specialisation classroom-practice and teaching classroom-practice. Classroom-practices are intended to provide students with practical and organisational teaching and pedagogical skills. The curricula of pre-service teacher education set the following classroom-practices:

- *initiation* classroom-practice focused on building the basic skills required for a qualification;
- *teaching* classroom-practice focused on building and strengthening the skills to conduct teaching-research-evaluation in pre-university education institutions; and
- *state* classroom-practice focused on the completion of a licence (bachelor's) thesis.

As a rule, students have two classroom-practices: a classroom-practice of 4–6 weeks during the fourth year and a five-week classroom-practice in the fifth (final) year. The share of classroom-practices in the curriculum ranges from 12% to 18%.

The questionnaires filled in by pre-service teacher training institutions showed that most universities consider their professional development courses need optimisation and more approximation to European and international programmes. On the other hand, two higher education institutions stated that their curricula comply with the needs of the education system in the Republic of Moldova and that there is no need for radical reforms in this sphere.

According to the Report's authors, the diversity of opinions showed by higher education institutions reveal current contradictions within teacher higher education: on one hand, there is a need to train teachers under a unitary professional system and, on the other hand, under the existing system teacher education is dispersed, students follow both courses in the field of education sciences and courses intended to train them for exerting another (non-teaching) profession. Consequently, teacher education must be conducted within an integrated professional module which must be a balanced system of theoretical and practical approaches. As a result, teacher education would have a larger focus on school learning: observation, experiment, introduction to teaching issues. According to the respondents, a comprehensive curriculum reform is required in order to ensure the essential modernisation of the national system of teacher professional development as well as its improved approximation to European educational trends.



### 3.4 Co-operation between Pre-Service Teacher Education Institutions and Schools

There are diverse ways for co-operation between pre-service teacher education institutions and schools:

- teaching classroom-practices for college and university students in pre-university education institutions;
- the participation of teaching staff in designing National Curricula for each subject;
- the participation of teaching staff in preparing and conducting national baccalaureate examinations; and
- the preparing and conducting of competitions and other national contests for school and lycee pupils.

Pre-service teacher education college and university curricula compulsorily include teaching classroom-practices. As a rule, education institutions conclude contracts either with city (district) education departments or with pre-university institutions on the national level. Such contracts set the conditions for conducting teaching classroom-practices, the rights and duties of students-teachers, the role of school teachers as tutors, and the responsibilities of school administration.

The questionnaires revealed that the interaction between schools and pre-service teacher education and teacher professional development institutions is based less on official contracts than on the community of interests in the field of teacher education. The respondents pointed out that co-operation between pre-service teacher education institutions and schools should aim to build practical skills, establish partnerships focused on the implementation of joint research projects in the field of education sciences, enhance exchanges of ideas and pedagogical innovations. The analysis of the questionnaire's data confirms that both college and university leadership and the teaching staff realise the importance of students' perceptions of the correlation between educational theories and practices. In addition, that it complies with the need for modernisation of the concept of theoretic-practical education and training of teaching staff.

Unfortunately, the co-operation between pre-service teacher education institutions and schools does not have a significant impact on the employment of graduates: five of eight interviewed universities emphasised this fact. In addition, the respondents revealed that many serious problems still remain without solution: problems related to education based on school learning requirements (observation, experiments), introduction to the particularities of teaching work (3 respondents), dissemination of information about professional development training courses (3 respondents).

## 4 National System of In-Service Teacher Training

### 4.1 Description of the System of In-Service Teacher Training

In-service education is subject to the *Regulation on In-Service training*, approved by a Government decree dated 9 November 2004.

- *The national system of in-service training* concerns the totality of bodies, organisations, institutions and economic entities whose activities focus on professional development. The government plays the main role in providing in-service training courses and in designing strategies, national programmes and documents in the field of human resources development in compliance with the national sustainable development policy. The development of legal, methodological, organisational and didactic frameworks as well as strategies, programmes, curricula, certification procedures and evaluation indices are under the authority of the central government. All activities in such fields need co-ordination with the Ministry of Education, Youth and Sports, the Ministry of the Economy, the Ministry of Labour and Social Protection and other concerned ministries within their sphere of competence.

There are several types of in-service training:

- *Qualification* – building a totality of the professional skills required for practicing a specific occupation or profession.
- *Professional development* – building new professional skills within the same qualification.
- *Specialisation* – acquiring knowledge and skills in a specific area of an occupation.
- *Getting a supplementary qualification* – acquiring special knowledge and specific skills required to practise a new occupation or a profession related to a previous one.
- *Requalification* – acquiring new competencies required for practicing a new occupation or profession different from a previous one.

In-service training can be achieved by means of:

- training courses organised by employers within their own organisations or in vocational training institutions;
- professional development or requalification courses and programmes;
- traineeship and specialisation courses in different domestic and foreign organisations;
- seminars, conferences, roundtables, workshops;
- distance-learning courses; and
- other types of training courses complying with the legislation in force.

The regularity of the in-service education of employees is established by their organisation, provided that employees take vocational training courses at least once every four years.

In-service training programmes are designed and implemented by professional training institutions based on participative methods, with a special emphasis on multimedia: training by correspondence, distance-learning, video conference, computer-assisted learning etc.

The professional requalification of graduates of higher education and of post-secondary professional education institutions is an individual type of vocational training based on two criteria:

- profile of one's previous educational background; and
- social needs for new qualifications and professional skills.

The professional requalification of graduates of higher education or post-secondary professional education institutions with a view to practising new occupations or professions must comply with the requirements set by the Register of Qualifications for some professions and occupations.

Professional training diplomas and certificates play a role in professional evaluation when conferring degrees and titles as well as qualification grades.

#### 4.2 In-Service Teacher Training Institutions

In-service training of teaching staff of the Republic of Moldova is implemented by *centres of in-service training for teaching and leadership staff*. Teachers and representatives of the school administration are compelled to follow training courses by a written ordinance of the General Direction of Education, Science, Youth and Sports. A fixed number of teachers of all districts every year takes part in training courses funded from the state budget.

In-service teacher training institutions of the Republic of Moldova deliver different types of training courses: out-of-work courses, courses by correspondence, self-training courses, requalification courses, commissioned courses and seminars. A training kit is developed during the training course which is intended to be further used during the teaching process. Directors of the centres of in-service training for teaching and leadership staff are responsible for the quality of the training courses delivered by their centres. The subdivision for the evaluation and professional development of the teaching staff of the Ministry of Education, Youth and Sports co-ordinates and monitors the process of in-service training of the teaching and leadership staff in training centres.

Unlike the pre-service training implemented by a relatively great number of education institutions with great capacity, in-service teacher training courses are

delivered by a small number of institutions with limited capacity. Non-governmental organisations (either public associations or private education institutions) play an important role in teacher professional development.

Some of the most important state institutions which provide in-service training courses for teachers are: the Institute of Education Sciences, the ‘Ion Creanga’ State Pedagogical University, the National Institute of Physical Training and Sports, the ‘Alecu Russo’ State University of Balti, and the Centre for New Information Technologies. The most active non-governmental organisations in this field are the Institute for Lifelong Learning, the Pro Didactica Education Centre, the ‘Pas cu pas’ (‘Step by Step’) Educational Programme, the Independent Society for Education and Human Rights (SIEDO) etc.

The *Institute of Education Sciences* is a national-level research institution in the field of education as well as a postgraduate institution. It has autonomous status under the Ministry of Education, Youth and Sports and is state-funded. The Institute targets the complex, special and in-service professional training of pre-university teaching staff (professional development, requalification). The Institute conducts the nation-wide co-ordination of the teaching staff professional development and collaborates with all other in-service teacher training centres of the Republic of Moldova.

*The ‘Ion Creanga’ State Pedagogical University* provides the following types of in-service training courses:

- specialisation/qualification courses on educational management by means of combining traditional (academic) methods and electronic teaching methods (distance-learning);
- professional development training courses for education leadership;
- professional development training courses for teachers of: Romanian, Romanian as a foreign language, history, preschool education, fine arts, Russian, Russian as a foreign language, psychology, preschool education, speech therapy, special education (primary and gymnasium cycles), Bulgarian, Gagauzian; and
- on-the-job training courses for school directors and teaching staff.

*The ‘Alecu Russo’ State University of Balti* provides training courses for teaching staff on the following subjects: Romanian language and literature, Russian language and literature, Ukrainian language, French language, English language, primary education, educational management, musical education, physics, informatics, mathematics, technological training, and preschool education.

*The National Institute of Physical Training and Sports* provides teacher training courses on: physical training in school, gymnasium, lycee, physical training in college, vocational school, trade school, coaching in sports clubs and sports schools.

*The Centre for New Information Technologies* provides vocational training courses for teachers of informatics.

*The Institute of Lifelong Learning* provides in-service training courses for school and university managers. The Institute provides various forms of traditional courses (using modern teaching techniques) and distance-learning courses.

*The Pro Didactica Education Centre* is a non-profit non-governmental organisation which provides a large package of education services (education, training, consultations, information) under a licence issued by the Licensing Chamber of the Republic of Moldova.

*The 'Pas cu pas' ('Step by Step') Education Programme* focuses on preschool and primary education, and special needs education. It provides a large spectrum of in-service training courses, workshops, seminars, study-visits etc.

*The Independent Society for Education and Human Rights (SIEDO)* is a non-profit non-governmental organisation in the field of civic education. It has broad experience in both in-service teacher training and in developing teaching aids in the field of human rights, civic education, and legal education.

According to the opinions of teaching staff (347 respondents), the training courses/seminars/workshops held by the in-service teacher education institutions had the greatest share of contribution to their professional development (31% of respondents), 25% of respondents appreciate most the training delivered by non-governmental organisations, while 21% of teachers prefer on-the-job training, 20% of them the training courses provided by higher education institutions and 3% of respondents the training services delivered by private education institutions.

The analysis of the questionnaire data reveals contradictory opinions on higher education and in-service teacher training institutions concerning the efficiency of the present system of in-service teacher education. Almost half the respondents consider it as inefficient and obsolete. The respondents call for essential changes: system decentralisation, diversification of training courses, implementation of a credit-based system, expanding the autonomy of in-service teacher education centres, and enhancing the use of participative teaching/learning methods.

In the respondents' opinions, the development of the in-service teacher education system is hindered by obstacles such as excessive and sudden changes of the legal framework concerning the field under consideration, the lack of funding tools for teacher training at both national and local levels, disparities between rural and urban environments, and the inadequate institutional framework.

### 4.3 Curriculum Description

In-service teacher education is conducted within *lifelong training institutions* in accordance with module-based frame-curricula designed in compliance with the requirements of the Ministry of Education, Youth and Sports. Training curricula target the updating of knowledge on the taught subject, as well as teaching and psycho-pedagogical skills, adjusting them to new concepts, curricula, teaching and evaluation techniques. Teacher training programmes tend to ensure a relative balance between one's education background and teacher vocational training. All frame-curricula encourage trainees to define their own training programme, their educational itinerary, depending on their interests and options. It makes training more attractive and more efficient. During the process of curriculum implementation, lifelong training institutions ensure the flexibility of training courses taking the expectations and individual interests of trainees into account.

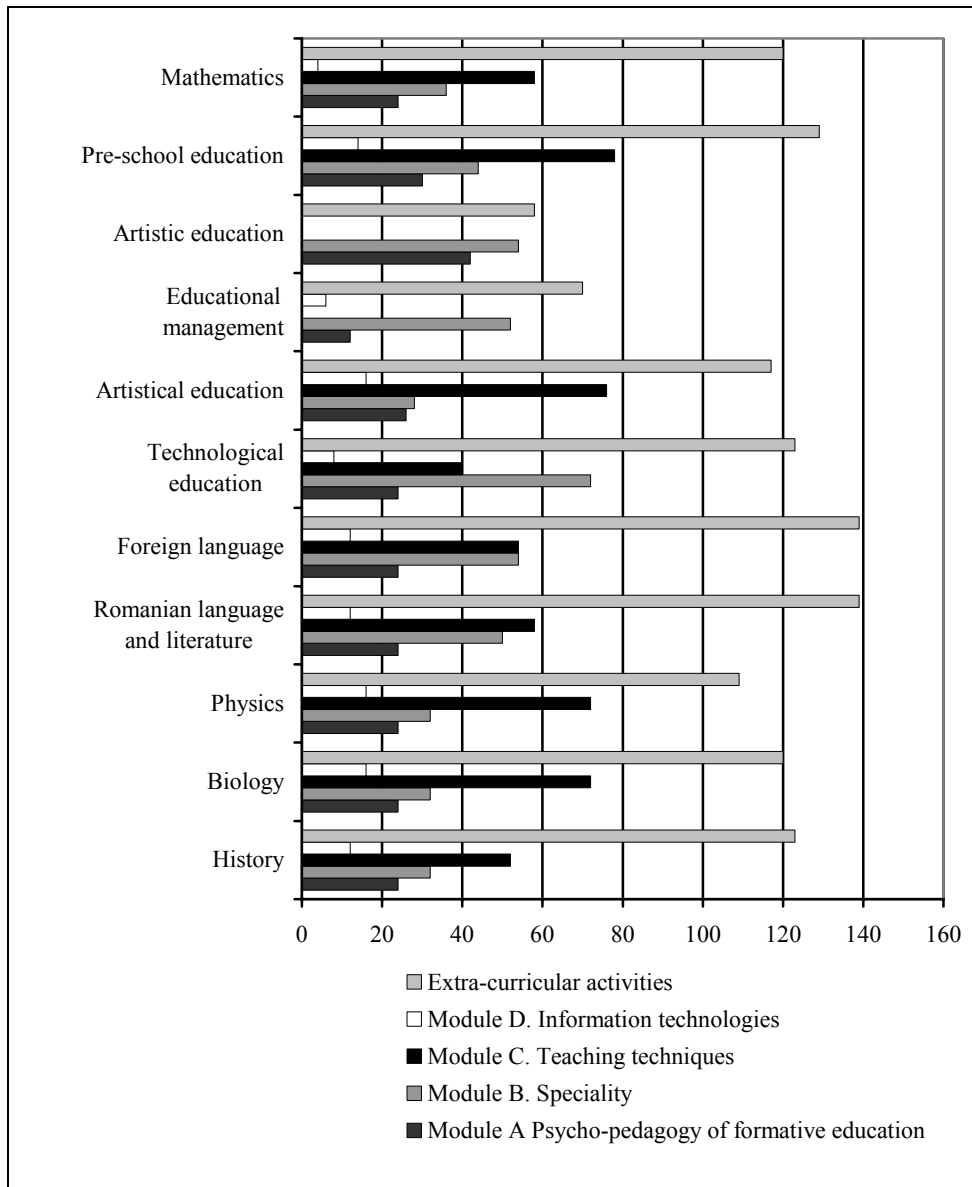
In-service teacher education courses provided by training institutions of the Republic of Moldova aim at the following goals and objectives:

- an adequate focus of psycho-pedagogical skills on the process of modelling the pupil's personality;
- identifying legal regulations complying with a concrete educational project;
- adapting theoretic and practical aspects of teaching strategies to a concrete situation;
- assessing the strengths and weaknesses of ongoing evaluation strategies;
- identifying ways to involve pupils in the evaluation process: self-evaluation, inter-evaluation;
- adapting the algorithm of didactic designing for a specific subject;
- building knowledge/skills required to start community-oriented activities; and
- collaborating with all stakeholders with a view to satisfying the objectives of in-service teacher education.

In-service teacher education is implemented by means of:

- subject-oriented professional development/specialisation courses (up to 72 hours);
- short-term professional development/specialisation courses (72 to 100 hours);
- multidisciplinary professional development/specialisation courses (100 to 500 hours); and
- requalification courses and programmes for the holders of university or college diplomas with a view to further practising a new professional occupation (500 to 1000 hours).

*Figure 2* shows the distribution of teaching loads by courses delivered by the Institute of Education Sciences. As the Institute is the national co-ordinator in the field under consideration, the frame-curricula for all other in-service teacher education institutions have a similar structure.



Source: Institute of Education Sciences, 2005

**Figure 2.** Distribution of Teaching Loads (number of hours) within the Frame-Curriculum of the Institute of Education Sciences

Frame-curricula generally include the following modules: psycho-pedagogy of formative education, speciality (subject), teaching techniques, information

technologies, and extra-curricular activities. As *Fig. 2* shows there is a considerable number of hours assigned to extra-curricular activities, which include career counselling, psycho-pedagogical evaluation, portfolio evaluation etc. The number of hours assigned to the Teaching Techniques Module varies depending on the subject. This module gives the teacher the opportunity to design and implement teaching-learning-evaluation activities. The number of hours assigned to the Speciality (Subject) Module depends on the concrete subject and allows teachers to update the contents of the curricula to include new scientific achievements. In the opinion of the report's authors, there is an insufficient number of hours assigned to the Psycho-Pedagogy of Formative Education and Information Technologies Modules.

In compliance with the present curricula, the education process is implemented by means of participative training methods taking into account the particularities of adult education. Teaching/learning strategies target the trainees' specific expectations. There is a visible trend to pass from passive, theoretic activities to problem-solving, role-playing, and developing teaching projects.

The trainee's evaluation is done at both the beginning (with a view to identifying training needs) and end of the training course (to identify the changes). Evaluation sheets and self-evaluation tests furnish comprehensive information concerning the further enhancement of training methods. Upon completion of the course, trainees pass tests in psycho-pedagogy, school curriculum and information technologies, consultancy and educational management.

A special training curriculum is designed for professional development and requalification training courses for school managers. The curriculum (developed by the State University of Moldova and the Institute for Lifelong Learning) focuses on education managers at national and local levels, the rectors of higher education institutions, colleges, directors of training schools and centres. It comprises the following modules:

- fundamentals of educational management;
- planning and funding within the education system;
- institutional resources management;
- human resources management;
- evaluation and quality management within the education system;
- change management within the education system;
- information and communication technologies management within the education system; and
- the need to reform educational management in the Republic of Moldova.

The curriculum may be adapted to specific trainee groups. Its final version is submitted by the group's tutor. Each module usually lasts a total number of 100-150 hours. Upon the successful completion of each module, trainees are awarded



certificates which support participation in contests for manager's and teacher's degrees. When all modules of the curriculum are successfully studied (over 500 hours), examinations are passed and a diploma paper is defended, the trainee is awarded a diploma of professional qualification – 'Manager in Education'.

The questionnaire data point out that the in-service teacher education curriculum needs substantial improvement. A share of 57.1% of respondents consider that training programmes should be broadened, 27.3% of respondents consider that the offer and quality of training programmes need substantial improvement and only 7.3% of them do not call for radical changes.

#### 4.4 Co-operation between Teacher Training Institutions and Schools

The co-operation between in-service teacher training institutions and schools is implemented by means of the involvement of university and school teachers as trainers in professional development courses, trainees' participation in demonstration-lessons held in education units, and a teacher's participation in the process of evaluation of training courses.

In addition to the abovementioned, co-operation is implemented by means of a teacher's involvement in research projects conducted by training institutions. Within research projects, teachers can combine teaching-learning activities and research, implement new teaching techniques and experiment with new teaching aids.

The co-operation between the Institute of Education Sciences and schools is framed by research projects funded by the government. Such projects mainly focus on the following issues:

- psycho-pedagogical fundamentals of preschool education of children from different types of families;
- the psychology and sociology of education;
- the scientific fundamentals of special education development;
- the psycho-pedagogical aspects of the implementation, evaluation and development of pre-university curriculum in the Republic of Moldova;
- designing of education standards for the Republic of Moldova;
- theoretic-methodological fundamentals for designing, developing and implementing the system of evaluation of pre-university education in the Republic of Moldova; and
- the concept and strategy for the development of in-service teacher education in the Republic of Moldova.

Partnerships between non-governmental institutions and schools are the outcomes of on-the-job training courses and workshops for teachers, awarding various types

of grants to teachers of rural areas. In addition, non-governmental institutions issue journals for preschool, primary school and secondary school teachers and disseminate them in all education units.

Educational web-sites, including web-sites of education institutions and that of the Ministry of Education, Youth and Sports play a considerable role in strengthening the partnerships between teacher lifelong training institutions. *The Pro Didactica* Education Centre and the 'Pas cu Pas' ('Step by Step') Education Programme disseminate, by means of their web-sites, comprehensive information concerning curricula, manuals, teaching aids, educational software, teaching projects, and recent news in the field of education. Due to UNESCO National Commission support a web-site was established which covers all school subjects and contains useful information for both pupils and teachers, including news about teaching projects, training opportunities etc.

Through co-operation projects between in-service teacher education institutions and schools school teachers are directly involved in developing and updating national curricula, organising and conducting national baccalaureate examinations, competitions and other national contests for pupils, modernising teaching classroom practice, conducting research and developing doctoral theses.

## 5 Recent Programmes and Projects of Pre-Service and In-Service Teacher Training

### 5.1 National Strategies for Enhancing the Quality of Pre-Service Teacher Training

National strategies for enhancing the quality of pre-service teacher training are framed by the general plan of actions focused on building a unique European education space. The Republic of Moldova officially joined the Bologna process on May 19–20 2005 at the Conference of European Ministers of Education held in Bergen. Accession to Bologna process implies changes in the both legal framework and contents of higher education. Certainly, the reforms imposed by the country's accession to the Bologna process started long before 2005 and generated rapid modernisation of the legal framework and prepared the field for the restructuring of higher university curricula. Since the 2005–2006 academic year, higher education in the Republic of Moldova has been organised in two cycles: licence (bachelor) higher education (3–4 years) and master's higher education (1–2years).

The questionnaires filled in by higher education and teacher professional development institutions showed that both academic administrations and the teaching staff are very well informed about the Bologna process. Only one in seven interviewed universities stated it was not well enough informed about all aspects of

the Bologna process. All respondents consider that the Ministry of Education, Youth and Sports should play the central role in reforming the education system according to Bologna process requirements. Meanwhile, three institutions stated they do not have a distinct programme for reorganising the training process.

In this context, while answering a multiple choice question all respondents pointed out the availability of a national action plan and of a programme for implementation of the Bologna process requirements in the field of pre-service teacher education and all other required documents have already been developed. Unfortunately, only two of seven universities agreed that there is such a programme at the institutional level, too.

The respondents had contradictory opinions concerning the restructuring of the system of pre-service teacher education. First, some pre-service teacher education institutions (4 respondents) considered insufficient the duration of three years of the first cycle of higher education. Second, two of seven institutions stated that the existing system of pre-service teacher education is good, it was developed over many years and does not need substantial changes.

As far as the duration of the educational cycles is concerned, most respondents called for a four-year duration of the first cycle of pre-service teacher education (licence) and a one-year duration of the second cycle (master) and disagreed with the three-year duration of the first cycle. *Law no. 142 on the Approval of the Register of Fields of Professional Training and of Qualifications Delivered by Higher Education Institutions, first cycle* (passed by the Parliament of the Republic of Moldova on 7 July 2005 and which entered into force on 1 September 2005), provides for a total of 180-240 credits for the first cycle of initial education (licence higher education). As a result, universities can implement a flexible structure of the education process.

One of the most important achievements of pre-service teacher training is its strict delimitation from other fields such as sciences (exact sciences, humanities, political science, economics, natural sciences), technologies, engineering etc. The abovementioned *Law no. 142* provides that 'graduates of higher education institutions, except graduates of the 'Education Sciences' field, can teach in pre-university education institutions after the compulsory completion of a supplementary module of psycho-pedagogical theoretic (30 credits) and practical (30 credits) education (a total of 60 credits,) leading to the qualification of a 'teacher in pre-university education'.

It is well known that the teachers of rural areas work in more difficult conditions than the teachers of urban areas. In village schools, there is usually a limited number of hours for each subject insufficient to make up a normal teaching load. Consequently, pre-service education should prepare teachers for teaching at least two related subjects. To ensure such an education without lowering its quality, *Law no. 142* provides that 'in the general field of 'Education Sciences', students can be

trained in parallel for two related qualifications, with the consent of the Ministry of Education, Youth and Sports'. The abovementioned provision explains the expansion of the first-cycle length from three (180 credits) to four years (240 credits).

According to the questionnaire data, all initial teacher training institutions have launched curriculum reform projects at both institutional and faculty levels. In four universities, curriculum objectives of the first educational cycle (licence) mainly focus on basic teacher training, while in three other universities such objectives focus on a wider sphere of training useful for employment and/or further studies.

As far as the objectives of the second educational cycle (master) are concerned, four respondents stated that they target advanced education for all interested teachers and professors, while one respondent stated that such objectives focus on research in the field of education and two universities did not answer the respective question because they do not provide master's courses

The questionnaire data show that pre-service teacher education institutions of the Republic of Moldova are well informed about the Bologna process and are willing to modernise curricula and teaching techniques. Nevertheless, most curriculum modernisation processes are launched and promoted by the Ministry of Education, Youth and Sports as well as by academic administrations, and less so by associations of teachers or academic associations.

Pre-service teacher education institutions have their own internal tools for monitoring the quality of education aimed at teaching/learning activities, research, administration, and student conciliation. Institutions use different means to involve students in the evaluation of the education process: surveys on the opinions of student organisations, including representatives of students in quality committees of the education institutions, analysing the data of evaluation questionnaires filled in by the students.

A number of obstacles to the modernisation of the education process which can hardly be overcome by pre-service teacher education institutions have been pointed out: insufficient funding, the lack of adequate facilities and equipment, the lack of human resources, the low motivation of academics and of technical personnel.

## 5.2 National Strategies for Enhancing the Quality of In-Service Teacher Training

The modernisation of the system of teacher professional development is an efficient tool for changes in the context of the education reform implemented in the Republic of Moldova. Taking into account the role and importance of this system in the reform process, in 2004 the Ministry of Education, Youth and Sports developed the *Concept on In-service teacher education of the Teaching and*

*Managerial Staff of Pre-University Education* and submitted it for public debate. The concept targets the following objectives:

- modernisation of the system of teaching and managerial staff in-service teacher training in compliance with modern requirements;
- integration of teaching and managerial staff lifelong learning into an unitary education system;
- integration of teaching and managerial staff lifelong learning into the context of education reform implemented in the Republic of Moldova;
- professionalisation of teaching careers in the Republic of Moldova;
- developing the ‘market of lifelong learning programmes’, based on the principles of a loyal competition system, intended to provide teachers with a diversified offer of lifelong training courses;
- correlating the structures and stages of one’s teaching career with education standards and ensuring professional dynamics by means of a system of transferable credits;
- developing a modern institutional framework aimed at optimising teachers’ lifelong learning: the Office for Lifelong Learning of Pre-University Teaching and Managerial Staff;
- implementing the management of change by means of teachers’ lifelong learning; and
- ensuring the continuity of pre-service education, in-service teacher education and professional requalification of teaching staff.

The draft concept focuses on the following issues:

1. Authorising a larger spectrum of education institutions to provide in-service teacher training: universities, in-service teacher education centres, non-governmental organisations in the field of education, professional associations of teachers.
2. Diversification of in-service teacher training, developing new training programmes intended to give more training opportunities: from enrolment in lifelong learning programmes at university level to participation in seminars, workshops, conferences, study-visits abroad, exchanges of experience etc.
3. Setting up a National Agency (or Centre) in charge of the management of in-service teacher training, the development of training policies, the accreditation of training courses, quality monitoring and evaluation.
4. Establishing an education system which includes four basic components of in-service teacher training – learning to know, learning to do, learning to live together with other people and learning to be – based on democratisation and decentralisation principles.
5. Defining the professional skills corresponding to all four components, making the inventory of teaching skills required by international practice taking the situation in the Republic of Moldova into consideration.

6. Establishing tools for development and accreditation of in-service teacher training programmes focused on enhancing the quality of teacher professional development in a decentralised and liberalised environment with autonomous providers of teachers' lifelong learning.
7. Supporting the development of training programmes aimed at enhancing the professional skills of teachers.
8. Monitoring permanently and systematically the quality of teacher in-service training with a special emphasis on its impact on the enhancement of basic aspects of teaching work.

To increase the efficiency of the system of in-service teacher training, new education policies should focus on motivating teachers to participate in in-service teacher training courses and to apply the acquired skills and knowledge in their practical work.

It is also necessary to set a tool for the sustainable funding of the system of in-service teacher training. At present, 0.4% of the total budget of the education system is allocated to in-service teacher training, while in developed countries this index varies from 1% to 2%.

According to the concept, the funding of in-service teacher training institutions will be decentralised. Budgetary and extra-budgetary sources will be used to fund training activities. Trainers will be remunerated based on the remuneration scale of higher education. Moreover, teachers' lifelong learning will become one of the fundamental fields of activities of the teacher training universities (departments, faculties).

The accession of the Republic of Moldova to the Bologna process will lead to quantitative and qualitative changes in the strategy for in-service teacher training; including – broadening international co-operation in the field of teachers' lifelong learning, flexibilisation and individualisation of educational itineraries, curricula modularis, multidimensional education as a result of the expansion of multidisciplinary profiles.

As the questionnaires show, teachers consider that the concept developed by the Ministry of Education, Youth and Sports complies with the requirements and the expectations of practitioner-teachers. Teachers have made a number of proposals concerning enhancement of the system of in-service teacher education. Here their proposals are listed in the order proposed by the practitioner-teachers:

1. Training methods should focus on practical activities, use modern teaching-learning-evaluation techniques, combine theory and educational practice. Training sessions should be provided by practitioner-teachers.
2. Training courses should be funded both by central and local public authorities, as well as by teachers' organisations and public associations.

3. Teachers should take professional development training courses at least once every 3-5 years. As far as retired teachers are concerned, these time periods should be reduced.
4. There should be centralised provision with teaching aids for each school subject as required by the teaching-learning-evaluation process.
5. Facilitating exchanges of experience, visiting schools, especially urban ones and those with a well-known reputation, assisting in demonstration-lessons held by skilled teachers, expanding the length of classroom practice, combining lectures with practical sessions in schools.
6. Supporting alternative teacher training programmes, collaboration of non-governmental organisations in providing training courses, ensuring trainees the possibility to select training institutions as well as training modules, recognition of all training courses taken by teachers.
7. Decentralisation of the system of education, encouraging motivation for lifelong learning, financial support for innovations, promoting modern training techniques based on active learning.
8. Broadening practical activities, encouraging exchanges of experience, supporting study-visits abroad.
9. Holding meetings with the authors of manuals, the holders of a doctor's degree, practitioners.
10. Promoting active collaboration between in-service teacher training institutions, disseminating best teacher practices by means of video records, holding methodological-practical meetings at the local and national levels, holding seminars, a reduction of the teaching load.
11. Holding on-the-job training courses, especially in district schools.
12. Broadening training activities conducted by the 'Pas cu Pas' ('Step by Step') and 'Pro Didactica' Education Programmes, as well as by French Alliance.
13. Ensuring the possibility to take medical treatment parallel to the training courses, improving living conditions in the campus of teachers' lifelong training institutions.
14. Conferring teachers' degrees for life.
15. Delivering distance-learning courses.
16. Simplifying the curriculum per subject.

The proposals made by practitioner-teachers are very useful for improving the *Concept on In-service teacher education of the Teaching and Managerial Staff of Pre-University Education* and are crucial points in the concept's practical implementation.

## 6 International Co-operation in the Field of Pre-service and In-Service Teacher Training

### 6.1 International and Cross-Border Co-operation between Teacher Training Institutions

The activities conducted under the *Agreement of Collaboration between 'Ion Creanga' State Pedagogical University and State University of Montana (USA) in the Field of Educational Management* have had a significant impact on professional development of school directors. Projects implemented within 2001–2003 mainly focused on building a democratic participative leadership model in the education sphere as a result of changing the managers' way of thinking and acting in the context of new trends and realities aimed at reforming education.

Participants in training courses on educational management (about 100 school directors) and in on-the-job training activities (about 650 school directors) have studied a new type of management – the transnational management of human resources – which focuses on building new skills of co-operation in heterogeneous open and complex cultural environments which require permanent development and self-organisation.

In 2001, 14 professors from the 'Ion Creangă' State Pedagogical University and 8 school directors and in 2002 – 50 school directors passed one-month training courses in educational management at Montana State University within the abovementioned project. In addition, the directors of all pre-university education units took part in training courses aimed at building new managerial skills, adequate to meet new trends and realities, for implementing a democratic leadership model.

The outcome of the project was a new scientific approach of educational management that developed as a result of thorough studies of works by American experts as well as of the experience of outstanding education institutions of the Republic of Moldova. The project's outcomes have been widely disseminated by various means, including the 'Informative Bulletin on Educational Management'.

The State University of Moldova and the Institute of Lifelong Learning in co-operation with Alicante University (Spain), the Royal Institute of Technologies (Sweden) and the Centrinity company (Sweden) are implementing a project called '*The National Centre of Educational Management*', funded under the TEMPUS Programme. The project's major goal is enhancing school management. Both traditional computer-assisted courses and distance-learning courses for school managers have been delivered under the abovementioned project.



The education programmes funded by the SOROS-Moldova Foundation play a particular role in the process of modernising pre-university education. They are mainly implemented by the Pro Didactica Education Centre, the Institute for Public Policy, the 'Pas cu Pas' ('Step by Step') Education Programme etc. Below are some data concerning the impact of such programmes:

- 250 teachers were trained at 35 methodological centres of the 'Pro Didactica' network of schools in 1996-1998;
- 280 teachers and school psychologists were trained in 1998–1999;
- over 200 hours of individual and group psycho-pedagogical consultancy were provided in 1998–2000;
- 550 school teachers passed professional development training courses in 2000;
- 340 teachers were covered by professional development modules in 2001;
- 465 teachers, including 225 teachers of boarding schools, passed training courses in 2002;
- over 950 teachers from all areas of the country passed training courses on multicultural education, the integration of linguistic minorities, official language courses etc. in 2003–2005; and
- a large number of teachers took part in study visits to centres for teacher professional development of other countries such as: the International Centre of Foreign Languages (Iași, Romania), the Centre for Managerial Development (Cluj, Romania), the International Centre of Pedagogical Studies (Paris, France), the School Leaders Centre of MCGILL University (Montreal, Canada), the Open Society Institute (Budapest, Hungary), the IMATON Centre (Sankt-Petersbourg, Russia), the EIDOS Centre, Centre for Personality Development (Moscow, Russia) etc.

The Independent Society for Education and Human Rights has played an important role in developing a school course on *Civic Education*. It has implemented, in collaboration with the Open Society Institute (New York), the Soros Foundation (Moldova) and Street Law Inc. (Washington), a project aimed at developing the curriculum, textbooks and teachers' manuals for the abovementioned course. The curriculum and manuals have been approved by the Ministry of Education, Youth and Sports and are being implemented in schools. A considerable number of teachers were covered by study-visits and training courses in the field of civic education matters. Trainees have evaluate experimental teaching aids, have practised active teaching methods, have established the tools for an efficient feedback (pupil-teacher, teacher-pupil, teacher-author), and have developed tools for the evaluation of the quality of teaching aids.

The project was an example of a successful partnership between a central public authority (the Ministry of Education, Youth and Sports) and a non-governmental organisation.

## 6.2 International and Cross-Board Co-operation of Schools

Schools of the Republic of Moldova are involved in international and cross-border co-operation within projects funded by international agencies and non-governmental organisations.

According to the Frame-Agreement between the Government of the Republic of Moldova and the UNICEF Office in Moldova, a series of projects are being implemented in the fields of children's health, reducing children mortality, fighting against malnutrition, reforming the health care system, developing children's education courses, conducting sociological surveys on children-related issues. Such projects are implemented under the Primary Medical Care Programme, the Educational Programmes, Planning and Social Statistics Programme etc. Below there is a brief description of educational projects with an international and cross-border co-operation component.

The *Programme of Early Individualised Education* focuses on pre-school education. 45 pilot-kindergartens of all districts of the country with a total number of about 10,000 children benefited from this programme. 700 educators took part in training courses, seminars and workshops lasting 4–5 days. Eight Regional Resource Centres for parents were established to facilitate the communication and collaboration between families and kindergartens, as well as parents' access to information on child care and education.

A National Resource Centre was founded in co-operation with the 'Ion Creanga' Pedagogical State University. The centre provides training courses, develops and disseminates teaching aids for educators and parents as well as educational materials for children. The Centre has also conducted monitoring and co-ordinated the activities of pilot-kindergartens and provided consultancy on early children education. All activities held under this programme involved the establishment and development of partnerships, exchanges of experience with teachers from other countries.

Sustainable relations of international and cross-border co-operation have also been established within programmes and projects implemented by the *United Nations Population Fund* which provides permanent support for promoting health education. Integrated courses for school teachers and psychologists training was developed in collaboration with foreign organisations under the Curriculum of Health Education and Building Skills for Family Life. Upon the completion of three training modules, participants in this project are awarded certificates from the Ministry of Education and have the right to teach health education as well as deliver training courses on this issue.

International and cross-border co-operation was the context of the *National Programme of Life Skills-Based Education*, implemented under the auspices of the Prime Minister of the Republic of Moldova. The Programme was intended to

develop and implement the curriculum of a new compulsory school subject – *Life Skills*. The programme is implemented by the Ministry of Education, Youth and Sports, the Global Fund to Fight AIDS and Tuberculosis and the World Bank. The project aims at developing training courses and teaching aids, training teachers, implementing a pilot-project, integrating the subject into the school curriculum.

A number of school partnerships have been established within this project. There were many discussions concerning the sexual, moral and religious aspects of the *Life Skills-based Education*. So far there have been contradictory opinions concerning the contents of this course, as some parents consider it inopportune for their children.

The 'Pas cu Pas' Education Programme plays an important role in developing international and cross-border co-operation. The programme was licensed in 1994. About 900 educators, 1 400 primary school teachers, 1 300 gymnasium teachers have been trained within this educational programme. The 'Pas cu Pas' programme collaborates with 11 institutions for pre-service education of pre-school and primary school teachers. It provides training courses for teachers and child- and community-centred new educational courses based on interactive teaching/learning methods. The programme puts special emphasis on teacher traineeships held in kindergartens and schools.

International and cross-border co-operation was considerably fostered as a result of the implementation of the 'Street Law/Civic Education' project of Street Law Inc. (Washington), funded by the SOROS-Moldova Foundation. Within this project, education institutions of the Republic of Moldova established a collaborative relationship with partner institutions of 15 post-communist countries (Romania, Hungary, Poland, Uzbekistan, Mongolia etc.).

The analysis of the education legal framework reveals the lack of thorough regulation on international and cross-border co-operation. There is no legal regulation of sustainable funding for such activities, while central and local budgets do not allocate funds for expanding and strengthening school partnerships.

As a result, as the questionnaire's data show, only 4.1% of the interviewed teachers have some experience in international and cross-border co-operation while 7.3% of them are not interested in such co-operation. Nevertheless, most respondents (64%) are willing to co-operate with teachers and pupils of foreign countries.

## 7 Conclusions and Recommendations

1. In general, the structure of the national education system of the Republic of Moldova complies with the European system of education due to:
  - enforcing the universal right to education, to general instruction and vocational training, regardless of gender, race, nationality, religion;
  - the state guarantees compulsory general education lasting 9 years;
  - strict delimitation – from teleological, contents and final evaluation viewpoints – of pre-school, primary, gymnasium, lycee education; secondary professional education, higher education;
  - the openness of each level of education towards the following education levels;
  - availability of a system of in-service teacher education;
  - efficient operation of the national system of professional development of teaching staff and researchers which is experiencing permanent improvement.
2. Most teachers of pre-school and pre-university education hold a university degree. Recent developments reveal the trend of an increase in the number of teachers who hold a university diploma.
3. ‘Ageing’ of the teaching staff and the high fluctuation of teachers are two major features of the present education system. Teachers, especially those at the beginning of their careers, abandon schools because of the low salaries, poor living conditions, particularly in villages, work immigration.
4. The mechanisms and criteria for the professional advancement of candidates to teachers’ degrees focus more on the length of service than on professional performance. There are no professional standards which can explicitly lead training activities and teacher evaluation to relevant, measurable and valid outcomes. To fill in these gaps, the *Concept on In-Service Education of the Teaching Staff* was developed and submitted for public debate. The concept targets modernisation of the system by means of decentralisation, democratisation, the active involvement of pedagogical universities and faculties as well as non-governmental organisations in teacher training and evaluation.
5. In the Republic of Moldova, universities (higher education institutions) implemented the pre-service education of all categories and qualifications of pre-university teaching staff according to the register of qualifications, colleges (secondary professional education institutions) – of all categories of pre-school educators and primary school teachers. Pre-service teacher education in the Republic of Moldova is open to the whole of society.

6. Up to 2005, with some exceptions, teacher higher education was a contradictory system while teachers' lifelong training was an incoherent activity: students studied both courses in the field of education sciences and courses aimed at training for practising a non-pedagogical profession. The situation could improve as a result of the establishment of a unitary system of pre-service teacher education as provided by the *Law on the Approval of the Register of the Fields of Professional Education and of Qualifications to be delivered by higher education institutions of the first cycle*. This Law sets a new general field of education – Education Sciences – which comprises pedagogical, psychological and psycho-pedagogical qualifications.
7. The curriculum is conceived by pre-service education institutions as a normative and regulatory document based on teleological- and contents-related requirements: focusing on the system of taxonomical objectives, defining and integrating the basic components of the educational act (objectives, contents, teaching strategies, evaluation strategies). The available curricula are mainly based on traditional training methods, to the detriment of active learning, computer-assisted learning, and distance-learning. The curricula in force do not offer great possibilities to select subjects and there is a small share of optional courses.
8. The most important tools for collaboration between higher education institutions of the Republic of Moldova and pre-university education institutions are classroom-teaching practices, the participation of teaching staff in developing national curricula on each subject, participation in preparing and holding baccalaureate examinations, competitions and other national contests. Nevertheless, a number of universities and pedagogical faculties do not have affiliated pilot-schools that can host students for classroom-teaching practice and serve as field for experiments in education sciences.
9. The surveys conducted among higher education institutions and teaching staff revealed that the respondents perceive a trend of an increase in the quality of pre-service teacher education as well as in the quality of the education process in education units. The respondents indicated that the following factors contribute to enhancing the quality of pre-service teacher education:
  - co-operation between schools (primary and secondary) and pre-service teacher education and lifelong learning institutions, with a view to ensuring the direct involvement of students in the education process;
  - setting an institutional framework for research and development projects implemented by teachers;
  - aiming research and development projects conducted by universities at resolving school problems, pre-service education institutions performing intense publishing activity; and
  - using Information and Communication Technologies in teacher education.

10. The gaps between theory and educational practice within pre-service education institutions generate contradictions between pre-service education and in-service teacher education. Self-professional development implies both the enhancement of professional skills and an increase in professional efficiency which requires creativity and a special background. In its present form, pre-service education does not, unfortunately, aim at building the skills of self-professional development as a result of initiating students in new contents, orientations, trends, perspectives. On the contrary, higher teacher education is often overrun by new trends in pre-university education.
11. The respondents pointed out the need for establishing in higher education institutions an education environment favourable to training centred on school learning (observations, experiments, introduction to teaching practice). There is also need for a comprehensive curriculum reform by means of modernising the national system of teacher lifelong training and approximating it to European systems.
12. According to some respondents, professional development is now in a regressing stage, there is a break between intellectualistic schemes, spiritual training and educational reality. The share of teachers involved in professional development courses remains relatively low, most training institutions are situated in the capital city. A large number of respondents calls for enhancing the system of in-service teacher education as a result of its reorientation to school reality, the adaptation of training curricula to the professional needs of teaching staff.
13. Based on the proposals made by the interviewed education institutions and teachers, the following *recommendations* can be listed:
  - Follow the recommendations of international organisations concerning school education and education quality: enrolment of the best candidates for pre-service education, providing high-quality pre-service education, developing the professional skills of teachers, increasing teacher motivation, efficient application of the research outcomes in education practice.
  - Promote more active dialogue between local government, education institutions and social partners with a view to enhancing the quality of pre-service teacher education and teachers' lifelong learning, establish a legal framework intended to encourage graduates to get employed in schools, especially in rural areas.
  - Modernise the curricula of pre-service and in-service teacher education courses with a view to ensuring a reasonable balance between theory and practice, professionalisation of the education field. Both pre-service and in-service teacher education curricula should focus on building practical skills.

- Broaden the co-operation between pre-service and in-service teacher education institutions and schools. Develop a legal framework intended to regulate such co-operation and ensure the delimitation of spheres of competence and responsibilities among education institutions and schools.
- Ensure continuity between the system of pre-service teacher education and teachers' lifelong learning. Diversify training methods, enhance the personal responsibility of each teacher for their own professional career.
- Implement a system of the permanent monitoring of the professional career of each teacher and their professional development, implement the system of academic credits in both pre-service education and in the system of teachers' lifelong learning.
- Expand international and cross-border co-operation among in-service teacher education institutions, especially in fields related to teaching subjects with a sound social impact to include multicultural education, ethnic, linguistic and religious tolerance. Ensure the mobility of trainers and teachers, develop common manuals and teaching aids, set up international groups of authors.
- Enhance the synergy of higher education and research, involve school-practitioners in designing teacher training programmes and in implementing research projects. Apply the outcomes of research projects in teachers' lifelong learning as well as in schools with a view to enhancing the education process.
- Make the status of teachers more official, which should explicitly define the professional and social rights and duties of teaching staff, as well as the functions and roles of teachers, the professional skills required to correlate a teaching career with society's needs.
- Motivate teachers to take part in lifelong learning courses, develop performance-based tools for advancement, promotion and financial stimulation.
- Expand, diversify and reorient the funds allocated to pre-service and in-service teacher education in compliance with the trends seen in education development. Establish special items for the in-service education of teaching staff in the budgets of school units and of central and local bodies of the education system's administration.

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# NATIONAL REPORT – MONTENEGRO

*Lidija Vujačić, Jasmina Đorđević, Nataša Mićović*

## 1 The national education system

The education system in the Republic of Montenegro consists of:

- a) pre-primary education (child care up to 3 years of age and pre-primary ages 3-6 or 7);
- b) primary education (primary education first stage: grades 1-4; ages 7-10; primary education second stage: grades 5-8; ages 11-14). The pre-school education of children from the age of 1-3 is carried out in children's nurseries, while from this age until they start attending primary school children continue their education in kindergartens.

Primary education in Montenegro has started implementing the new concept of the nine-year elementary school and it consists of three cycles.

Cycle 1 (Grades 1, 2 and 3) class teaching; ages 6-8

Cycle 2 (Grades 4, 5 and 6) class and subject teaching; ages 9-11

Cycle 3 (Grades 7, 8 and 9) subject teaching; ages 12-14

Primary education is compulsory for all children aged from 6 to 15 and takes nine years. The primary school is founded as a public institution.

- c) Upper secondary (general education - ages 15-18; duration 4 years; vocational education - ages 15-18, duration 4 years; vocational education - ages 15-17, duration 3 years; vocational education – ages 15-16, duration 2 years).

Secondary education consists of a gymnasium (general, with two or more departments and a specialised gymnasium - philology & mathematics, 4-year course), and vocational education (2-, 3- and 4-year courses) and arts, music, ballet schools (4-year course). Beside the lower (2-year) degree and the middle (3- or 4-year) degree, there is also the higher degree of vocational education lasting up to two years that can be acquired in a two-year post-vocational school.<sup>1</sup>

Secondary schools comprise grammar schools, vocational schools and schools of art. The grammar school offers education in the natural sciences and in the social sciences for the sake of the continuation of education. It takes four years.

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<sup>1</sup> Education Legislation, the Ministry of Education and Science, Podgorica 2003.

The grammar school can be founded as a general grammar school or as a grammar school offering possibilities of specialising in two or more courses.

- d) Tertiary education – university (ages 19-22 years of age; duration 4 years; ages 19-23 years of age; duration 5 years; ages 19-24 years of age; duration 6 years); Post-graduate study (specialisation; ages 23 and up; duration 1-2 years); Postgraduate study (ages 23-25/24-26/25-27). There is no course work involved in doctoral studies. After acquiring a Master's of Art or Master's of Science degree students can prepare their doctoral thesis.

In line with Bologna Declaration the two-tier degree system has been introduced, involving undergraduate and postgraduate levels. The duration of studies will be shortened at the undergraduate level to a minimum of three years. Another important aspect here is the introduction of ECTS that will enable student mobility. Instead of modules lasting two and more semesters, the tendency will be to reduce them to single semester courses. The core courses will be earmarked and as such should be obligatory, whereas students will have opportunity to select modules according to their own needs to specialise in fields appropriate to their future careers. Instead of having an examination after two or more semesters, students will have shorter courses but more tests, colloquia, individual written reports and papers, workshops and presentations that will accommodate the principle of a continuous learning process.

The system also comprises: art and music education (primary, upper secondary and tertiary), special education (for all categories of children with special needs), education in minority languages (at all levels), and adult education.

There are 19 pre-school institutions in Montenegro, 161 primary schools with 76,968 students and 44 secondary schools with 30,317 students. There are also 5 institutions specialised for work with children with special needs with 543 students and 7 classes in regular primary schools with 102 students. The maximum number of classes in primary schools is 40 while in secondary schools that number can go up to 35 classes. The number of students in one class varies from 10 in rural regions to 36 (primary schools) or 46 (secondary schools) in urban areas.<sup>2</sup>

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<sup>2</sup> [www.mpin.cg.yu](http://www.mpin.cg.yu) OECD Report, 2002.

## 2 Teachers at a glance

Teachers in 2005<sup>3</sup>:

Number per level	Pre-school	Lower elementary school	Upper elementary school	Secondary school
Male teachers		325	1,122	813
Female teachers	399	1,153	2,114	1,226

Age	>30	>40	>50	>65	<65
Male teachers	120	392	604	1,115	29
Female teachers	524	1,782	1,333	1,249	4

Degree	High school	Short higher education	University
Male teachers	130	1,000	1,130
Female teachers	369	2,208	2,315

Teachers and professional associates carry out teaching and educational work in schools. Teachers organise and deliver the training and educational work, while professional associates perform pedagogical and psychological work.

Grade-teachers who teach in the first cycle (I-III grade) are obliged to have a degree from a two-year post-secondary school or faculty for teacher training. In the reformed elementary school, which has been gradually implemented since 2004, grade-teachers will deliver teaching from I-V grades except for foreign languages which will be delivered by the subject teacher.

IV-VIII grade primary and secondary school teachers are obliged to have a university degree.

Craft teachers at vocational schools may have a high school degree.

Up until 2003 pre-school teachers had a shorter higher education degree (two years' study). After the University of Montenegro joined the Bologna process the length of the study of pre-school teacher-trainees is 3 years.

According to Law on General Education (2002), someone who has started employment at a school for the first time and for the purpose of on-the-job training

<sup>3</sup> Database of the Ministry of Education and Science of Montenegro.

aimed at the independent performance of work within the range of their qualifications is considered a teacher-trainee.

The trainee period of a teacher-trainee with a higher and university degree of qualifications lasts one year. The trainee period is completed according to the established programme of educational work within institutions and under the direct supervision of the authorised teacher (mentor) who has at least the same degree of school qualifications as the teacher-trainee. The principal of the institution appoints the mentor upon the proposal of the professional panel or of a panel of teachers from the institution.

After a period of year and the completion of the trainee period all teacher candidates must pass the teacher professional examination. The professional examination is taken before the competent commission. The examination comprises three parts: didactics of the subject the trainee is teaching, pedagogy and psychology and school legislation.

The law prescribes the obligatory number of lessons. Teachers may be employed in two or more institutions if they do not have the prescribed number of lessons at the one institution.

Teachers have professional freedom in the organisation of their teaching, the application of teaching methods and the selection of forms of work with pupils, as well as in the selection of tasks they give to their students, all within the framework of the established educational curriculum.

Teachers are obliged to deliver within a forty-hour working week:

- 18 lessons in the mother tongue;
- 19 lessons in a foreign language, mathematics and physics; and
- 20 lessons in other subjects.

Professional associates are obliged to carry out 30 lessons of direct work with pupils within a forty-hour working hours, whereas the school statute defines the schedule for remainder of the working hours.

Teachers are obliged to execute two more lessons of direct work with pupils, along with the obligatory number of lessons, for the purpose of achieving better success in meeting the educational curriculum.

### **3 National system of pre-service teacher education and training**

The University of Montenegro is the only state tertiary institution in Montenegro. It is made up of faculties, colleges, and academies of art and research institutions. In the last two years a few private higher education institutions have been established.

The university is legally autonomous but funded largely from the national budget. The faculties have the status of legal sub-entities.

The faculties at which the majority of teacher-trainees study are the Faculty of Philosophy in Niksic, the Faculty of Natural Sciences and Mathematics in Podgorica and the Academy of Fine Arts and the Music Academy in Cetinje. However, all faculty graduates may work in schools if they pass the state teacher examination and if their profile meets the needs of the particular school. As a result, all faculties of the university educate potential teachers, not only those that have teacher training departments.

Subject teachers teaching in senior compulsory primary school (grades IV-VIII, ages 10-14) and secondary school are trained in the same way, according to the same curricula and with the same pedagogical and didactic preparation.

Teachers currently working in Montenegro received their initial training in various ways. Most senior subject teachers graduated at ex-Yugoslav universities and most of the first three grades of elementary school teachers graduated from the Teacher Training College at Niksic. In 1988 the College in Niksic evolved into the Faculty of Philosophy. In the same year, the Institute for Mathematics and Physics in Podgorica evolved into the Faculty of Natural Sciences and Mathematics. The Music Academy was founded in 1980 and the Academy of Fine Arts in 1988.

Although not all faculties have special courses that prepare their trainees for teaching, all university degree holders are entitled to apply for teaching jobs. As a result, the problem of a lack of professional pedagogical skills is especially strong in upper secondary vocational education where teaching staff also comprises doctors, economists, engineers, lawyers, craft specialists etc.

The Faculty of Philosophy in Niksic has the following departments:

- Serbian language and literature;
- English language and literature;
- Italian language and literature;
- Russian language and literature;
- French language and literature;
- German language and literature;
- Philosophy;
- Sociology;
- History;
- Geography;
- Teacher studies (i.e. teacher for the first three grades of elementary school) (4);
- Physical culture;
- Pedagogy; and
- Preschool education.

The Faculty of Natural Sciences and Mathematics has the following departments:

- Mathematics and Computer Science;
- Computer Science and Information Technology;
- Physics; and
- Biology.

The duration of studies up until the last year was 4 years, except for preschool education, which was two years. In 2003 the University of Montenegro joined the Bologna process and in 2004 started its implementation. At the majority of departments of the Faculty of Philosophy the duration of studies is now 3+1 and at the Faculty of Natural Sciences and Mathematics as well as the Academies it is 4 years. So, currently in Montenegro we have teacher-trainees of the 3rd and 4th years of the faculty studying in line with the traditional curriculum and structure, while trainees in the 1st and 2nd years are studying in line with the new curriculum and organisation recommended by the Bologna Declaration.

The newly established undergraduate courses follow the pattern of the Bologna-proclaimed BA concept of three-year duration. Most of the remaining courses have a 3 + 1 + 1 concept but, for the time being, it is more of a formal and perfunctory adaptation of the former 4-year courses.

The Council for Curricula and Research Policy of the University of Montenegro comprises the rector, four vice-rectors and the representatives of all university units, with each also being represented by a teacher from their departments. This is the highest authority for making curricular policy.

Prior to joining the Bologna Declaration each faculty worked on curricula on its own. After 2003, the university issued guidelines for new curricula and organisation in line with the Bologna recommendations and rules. At the majority of faculties new curricula have been made or are in the process of preparation.

Generally speaking, the curriculum at institutions for the pre-service education of teachers consists of academic, pedagogic and didactic subjects. Academic subjects count for 90% of overall courses at the majority of faculties. Usually subject teachers have two semesters of pedagogy and two semesters of didactics. The course on didactics also comprises a few hours of practical training at local schools.

Teacher-trainees for the first 3 grades of elementary schools and the pre-school level have more teaching and specific subjects, usually for two semesters: general pedagogy, andragogy, school and family pedagogy, general psychology, child psychology, development psychology, methodology of pedagogical researches, subject didactics, pre-school pedagogy, and the psychology of pre-school children.

School staff also comprises pedagogues and psychologists. Their curricula mainly include pedagogical and psychological subjects. There are also constant demands

for an increase in practical training during their studies. Their role in pre-school, elementary and secondary school institutions varies from the role of a consultant to an active participant in designing and realising the programme of the institution. However, their work has recently focused on children with special needs included in mainstream schools and dealing with issues concerning conflicts/violence at school.

Special teachers (defectologists) receive their initial training at the Faculty of Special Education at the Belgrade University. This school year an inclusive education course (two semesters) was introduced to the curriculum for students from the departments of pedagogy, preschool teachers and primary grade teachers at the Faculty of Philosophy in Niksic.

It is generally considered that training for practical work is quite insufficient and calls for an increase in the percentage of didactic subjects and practical training have been repeated over many years, especially for the pre-service training of subject teachers. Usually students' practice comprises two parts: monitoring and conducting of classes involving one week in both the first and second years of studies, two weeks after the third year of studies and one month at the end of their studies. Trainees have practice in primary schools according to their own selection.

As in many other countries, pre-service teacher education in Montenegro more or less fails to come to terms with the balance of academic subjects/school subjects. This is a very specific problem for any kind of initial teacher training. After two semesters of theoretical pedagogical studies and two semesters of theoretical didactic studies and, all in all, 2-3 weeks of a sort of practical teaching in schools in real classes under the supervision of a senior teacher, the majority of teacher-trainees are not sufficiently prepared for teaching. Therefore, teacher-trainees should have continuous periods of practical teaching in schools under the supervision of a senior teacher or they should be required to spend a full day in schools on a regular basis throughout the duration of their academic education.

The majority of teaching staff in Montenegro's pre-school and school institutions were trained using outdated pedagogical concepts focusing on teacher-centred teaching and fact-oriented knowledge. The practical training of teachers at all levels of education follows the 'model of imitation' of experienced teachers. They have not received training on evaluation and self-evaluation strategies.

Teachers of upper primary school and secondary school do not have different pedagogical and didactic training courses adapted to the potentials and needs of the ages of the children they teach.

Teachers who graduated from non-teacher training faculties do not have any kind of pedagogical and didactic training before they start teaching.

In order to have teachers who will use active and child-centred teaching methods, initial training courses for teachers should provide an environment that encourages



active and partnership learning. Without this kind of experience it will be difficult for future teachers to create an encouraging and stimulating learning environment in their classes.

Subject teacher-trainees do not have an extensive course in the evaluation of the quality of the education process. They also do not have courses in communication, while teamwork and a constructive relationship with all partners should be introduced into all teacher trainees' studies.

School pedagogues and psychologists do not have adequate training for research work and for an evaluation of the overall work and atmosphere in the school.

The teacher-trainees' curriculum does not include a compulsory or optional course in management in education.

With regard to many common issues in pre-service and in-service teacher training in the countries of Southeast Europe, two questionnaires were designed to gather information on developments in the fields of pre-service and in-service teacher education and training as part of the international research project '*Development of Education Practitioners and Teaching/Learning Practices in SEE Countries*'.

This survey included all professionals in education – preschool teachers, class and subject teachers in primary and secondary schools, leadership staff (school directors and deputy directors) and support staff (counsellors, librarians). Although the survey was performed through two separate questionnaires the information gathered represents the form and level of quality achieved in the education process.

The empirical gathering of data was performed with the aim to conduct an analysis of the current situation, the prospects and possibilities of enhancing the professional development of education practitioners at the level of concrete educational practice in Montenegro. The statistical data from this survey can be used to examine the quality of education at all levels of the education system, but they are also valuable indicators of how similar or different the teaching and learning practices are in the countries of Southeast Europe.

Questionnaire A contains information on curricula and the scope of reform changes in higher education that certain university units have implemented so far. The sample contains five institutions that are represented by their managers and they explain the responsibilities and activities of these institutions in the field of initial education and further professional development of teachers. The questionnaire results (more precisely, it was a closed interview) show that the teachers (as well as graduates of other professional profiles) gain the initial education for their future vocation. At many faculties of the University of Montenegro students can get a higher level of education (Master's Degree and PhD). Many of them participate in projects launched by their faculties and co-ordinated by their teacher-mentor. Teachers from schools are also engaged in some of these projects. University teachers and researchers also work on issuing professional publications whose

founders are often some of the faculties, while primary and secondary school teachers can publish their works. Lately, courses, seminars, workshops have been delivered by the Ministry of Education and Science, some specialised state institutions, NGOs and private institutions, as indicated in Questionnaire B.

The research shows the mentioned institutions have many plans. Special emphasis is put on the complete implementation of the education reform and the gradual adjustments of all participants involved in it. Then, the suggestion is that additional effort should be made for the realisation of different projects independently or in co-operation with other organisations and institutions and in the involvement of state and local authorities to support them financially, in organising public discussions on education reform, in co-operation with teacher associations, schools networks and non-government organisations and, in general, in all activities that will contribute to improving the institutional framework and educational practice and moreover to raising awareness about the importance of the education reform.

Since Questionnaire B included 152 teachers from all regions in Montenegro a high level of objectivity was achieved (with reference to the number of teaching staff in general). Questionnaire B involved subject teachers in primary schools (35.95%), high school teachers (19.61%) and class teachers in primary school (17.65%). One-quarter of the respondents were from the school management or professional support staff – pedagogues, psychologists, librarians etc. If we talk about working age, most of the teachers involved in the survey have 11 to 12 years of work experience (30.72%) and only 2% were the teacher-trainees. The data about the time of graduation are similar. When it comes to the gender structure, there is the significant dominance of women (77, 12%), which is in line with the overall percentage of women in education. The gender structure is very similar in all countries in the region. In SEE countries, 79.7% of teachers are women, while only 20.3% are men, and the feminisation of the teaching profession is more than evident. Half of the teachers examined work in the big city (Podgorica), 38.56% of teachers work in small towns and 11.11% work in rural areas. In line with the employment requirements the majority of teachers have bachelor diplomas obtained in higher education (58.17%) and only 39.22% graduated from a two-year course. According to the national rules for teachers 87.58% of teachers have acquired an education degree which includes initial teacher education. Only a small percentage of them had to attend additional courses as they graduated from faculties that do not have the pedagogical group of subjects.

Almost half of the respondents or 49.02% find their pre-service education adequate and that it corresponds to the demands of their working position. This is pretty much above the average in SEE countries where 34.9% of teachers think there is no need for changes in their initial education. Regarding in-service training, 41.83% of teachers in Montenegro find it necessary, namely slightly below the average for SEE which is 55.9%.

The general opinion on initial teacher training and education is divided. 10.46% of the surveyed teachers find the system good as it is, while 9.80% think no major changes are needed and only some changes must be made to the subject contents. In the opinion of 22.88% of respondents there is a need to make some structural changes in the existing system of pre-service teacher training (e.g. study programmes should put more stress on specialised education contents - assessment, communication). 26.14% of teachers think that study programmes should put a stress on practical experiences in relation to theoretical contents. 18.95% thinks it should be radically reformed. However, at this point an obvious contradiction has to be mentioned that refers to the general attitudes of the surveyed teachers towards the national teacher training system on one hand and their personal formal education and qualifications on the other. Namely, 89% of teachers are of the opinion that some changes are needed in the systems for pre-service and in-service teacher training, but 49.02% thinks their initial education is adequate and corresponds to the demands of their working positions. Similarly, 41.83% find their initial education to be adequate. Only 5.23% think that they do not have the appropriate formal education that corresponds to the professional principles of their vocation. This contradiction can involve several interpretations. First, it may demonstrate that teachers are aware of the need for a systematic education reform but there is not enough motivation for most participants in this process. Second, the initial education may be good but is not adequate for use in everyday school practice. Third, if the knowledge and skills gained at the faculty are not in line with contemporary standards and trends that aim at lifelong learning and a continuous improvement of methodological, didactic and pedagogical principles, then it is neither applicable nor usable.

STUDY PROGRAMME:  
Education of class teachers  
Curriculum for the first year

Term		Subject	Lessons		Exercises	ECTS
			Theory	Practice		
I term	1.	Serbian language (phonetics and phonology)	2		1	5
	2.	Mathematics I	2		2	5
	3.	Sociology of Culture	3		1	5
	4.	Introduction to Pedagogy	2		1	5
	5.	Foundations of Science I (Biology)	2		1	4
	6.	History	3		0	4
	7.	Foreign Language I	2		0	2
		<b>Total:</b>	<b>16</b>		<b>6</b>	<b>30</b>
II term	1.	Serbian language (morphology)	2		1	5
	2.	Mathematics II	2		2	5
	3.	Theory of education	2		1	5
	4.	General Psychology	3		1	5
	5.	Foundations of Science II (physics, chemistry, technics)	3		1	5
	6.	Geography	2		1	3
	7.	Foreign Language II	2		0	2
		<b>Total:</b>	<b>16</b>		<b>7</b>	<b>30</b>

## STUDY PROGRAMME:

Education of class teachers

Curriculum for the second year

Term		Subject	Lectures		Exercises	ECTS
			Theory	Practice		
III term	1.	Serbian language (sentence syntax)	2		1	5
	2.	Mathematics III	2		2	5
	3.	Introduction to Literature	3		3	5
	4.	Introduction to Didactics	3		2	5
	5.	Developmental Psychology I	2		1	4
	6.	Foundations of Informatics I	2		1	4
	7.	Foreign language III	2		0	2
		<b>Total:</b>		<b>16</b>		<b>10</b>
IV term	1.	Serbian language (syntax of cases and verbs)	2		1	5
	2.	Mathematics IV	2		2	5
	3.	Organisation of the Teaching Process	3		2	6
	4.	Developmental Psychology II	2		1	4
	5.	Foundations of Informatics II	2		1	4
	6.	Ecology and Environmental Protection	2		1	4
	7.	Foreign language IV	2		0	2
		<b>Total:</b>		<b>15</b>		<b>8</b>

Note: Most departments at the Faculty of Philosophy have only revised the curricula for the first two academic years.

#### 4 National system of in-service teacher education and training

The main aim of in-service teacher training is the professional development and individual progress of teachers, as well as a quality and efficient education system.<sup>4</sup>

The system of in-service education and training is envisaged as upgrading and deepening pre-service training, development skills of applying the acquired pedagogical knowledge and practice, and the professional development of teachers.

<sup>4</sup> The Official Gazette of the Republic of Montenegro No. 64. The Rule Book on programmes and organisation of the forms for the professional development of teachers, Podgorica 2002.

Upgrading pre-service training means the provision of the theoretical and practical pedagogical knowledge to teachers who in their initial education did not have adequate pedagogical subjects or did not receive enough necessary pedagogical knowledge.

In-service teacher training has several different forms that may be defined as individual, formal or informal.

The individual form of professional development represents all activities that a teacher undertakes according to their his interests and can involve further reading, use of the media and the Internet and the attending of specialised courses.

Formal professional development can be achieved through additional schooling.

Informal professional development can be achieved through the programmes of professional development and these programmes may be ordered or offered programmes of professional development.

The ordered programmes of professional development are the programmes that are to be prepared and delivered by the Ministry of Education and Science on a proposal of the Bureau for Education Services and the Centre for Vocational Education.

The Bureau for Education Services and the Centre for Vocational Education select the offered programmes of professional development through a public announcement. These programmes are included in the catalogue of programmes for the professional development of teachers.<sup>5</sup>

The design of the comprehensive system of training falls within the competency of the Department for Continuous Professional Development of the Bureau for Education Services. The Bureau for Education Services is foreseen as the leading institution of the pre-university education system, which encompasses research, advisory and development functions within the scope of its work. The Bureau is also responsible for issues of general education in secondary vocational schools, in co-operation with its partner institution which is the Centre for Vocational Education Responsible for Vocational Subjects. Having in mind the goals of the education reform in Montenegro, modern knowledge in the field of education as well as the state and needs of pedagogical practice, the main functions of the Bureau are:

- participation in development of the new curriculum;
- in-service training of teachers, headteachers, deputy headteachers and professional associates to implement the new curriculum;

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<sup>5</sup> The Official Gazette of the Republic of Montenegro No. 64. The Rule Book on programmes and organisation of the forms for the professional development of teachers, Podgorica 2002.

- monitoring and evaluation of the curriculum and its implementation;
- research into pedagogical practice and the context in which it takes place; and
- making an assessment of the quality of teaching and school organisation.

In addition to execution of the functions carried out within the framework of the education system, the proposed reform solutions also deal with functions the education system in Montenegro has not executed so far. One of these is the professional development of all professionals in education, which is the responsibility of the Department for CPD.

The aims of the Department for CPD are:

1. to develop and organise programmes for the continuous professional development of teachers, professional associates, headteachers and deputy heads teachers, both for those who implement the new curriculum and those who do not;
2. to develop a system of promoted posts linked with professional development; and
3. to develop co-operation with the initial teacher training institutions.

The training programmes for teachers were designed according to:

- the current situation in initial teacher education;
- the existing programmes and providers of courses for in-service teacher training;
- the principles and aims of the educational reform in Montenegro; and
- a comparison with other education systems in the region (Slovenia).

The development system of promoted posts will include the following actions:

- set standards for all promoted posts;
- design the training for promoted posts according to the activities and responsibilities of the post holders;
- design a system of differential salary levels between each post; and
- design and implement an appraisal/reward system for school staff who support continuous professional development and to link this to a career path.

In order to develop co-operation with the initial teacher training institutions the following should be done:

- further develop networks and co-operation with teacher education providers;
- enable communication between teachers in practice (those who have been granted positions) and the faculties, with the support of the Department for CPD; and

- suggest the exchange of teachers, whereby good teachers from the schools have lectures at the faculty (methodics) and the faculty teachers go back to the schools for a few months or for a term<sup>6</sup>.

The Department for CPD provides the possibility of the professional development of teachers, professional associates, headteachers and deputy headteachers for both those who implement the new curriculum in the reformed nine-year primary school and those who do not.

It also provides various forms of professional development: in the workplace, at seminars and workshops, roundtables, the exchange of experience at different levels, congresses and study visits.

This type of training is a priority and performed according to the ordered programmes in the procedure described in the Rule Book. The Department is planning to publish a catalogue of programmes or courses that will contain all information about existing programmes and providers. Teachers will be able to select the training programmes according to their needs. These are the offered programmes that can be funded by individuals, schools or the local community.

The Department also designs different forms of professional development within schools such as peer observation, interschool staff exchanges etc. and they will be sent to teachers for their comments and recommendations.

The Department will have to design standards for promoted and other posts.

Some improvements have already been made as the working group from the Bureau for Education Services has designed professional standards for the regular teacher and for all promoted posts –teacher mentor, adviser, senior adviser and researcher in education. Standards for the teachers in the promoted posts and their activities and responsibilities are to be sent to faculties for teacher education, to schools and to professional associations of teachers in order to provide a consensus on the skills and knowledge the post holders should have.

The Department for Continuous Professional Development at the Bureau for Education Services organises and delivers all training for teachers who started with the implementation of all the new curricula. It organises trainings for preschool teachers and high school teachers.

The performers of the training programme are teachers from schools and advisers from the BES who participated in designing the curricula for the nine-year primary school and high schools as they were either members of the subject commissions or the commissions for different education levels. Some of them are also trained trainers for innovative educational programmes that have recently been realised in our preschool institutions and schools (*Active teaching/learning, Step by Step,*

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<sup>6</sup> The Action Plan of the Department for CPD, Podgorica 2005.



*Development of critical thinking, Inclusive education, The kindergarten as a family centre, Quality Assurance*).<sup>7</sup>

The NGO called the Pedagogical Centre of Montenegro delivers one segment of the training. The Pedagogical Centre of Montenegro was established as a non-governmental and non-profit professional organisation in November 2000 in partnership with relevant public authorities and other local non-governmental organisations. It has the following aims:

- improving all levels of the education system in Montenegro;
- raising awareness of the need to improve the education system (organisation of national conferences, debates, round tables etc.);
- the promotion of a child-centred approach in the education process and the implementation of programmes based on a child-centred approach;
- the promotion and improvement of children's rights and human rights in general;
- the networking and exchange of information among education institutions in Montenegro at all levels (preschool, elementary and secondary schools and university);
- the networking and exchange of information with education institutions and organisations in the Balkans and beyond; and
- assistance in organising and logistical support for various group: parents, teachers, preschool teachers and others at local and national levels.

For the last five years this institution has been training teachers for realising the Step-by-Step programme whose principles significantly match the basic principles of the education reform – to develop a child-centred teaching process and create a classroom in which the child will play the central role.<sup>8</sup>

All teachers who already attended training for using the Step-by-Step programme do not have to attend these seminars, thereby lessening the cost of the current trainings.

All the seminars are workshops. To some extent, one problem may be that the mentioned performers did not pass the training for trainers, however the seminar evaluations and monitoring by the CPD advisers show that they are successful in realising these workshops.

But this is still limited continuing professional development that is largely focused on delivering national priorities, such as new curriculum methodologies, rather than on tailoring development to match the identified needs of schools and individual staff within the framework of structured school development planning.

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<sup>7</sup> The Bureau for Education Services. *The Strategic Plan of the Bureau for Education Services*. Podgorica, 2005.

<sup>8</sup> [www.pccg.cg.yu](http://www.pccg.cg.yu)

The driving force for a change in the system is the quality and motivation of the staff in the schools, although the present structure for developing and rewarding staff cannot be described as satisfactory. The reason may be the lack of a structured, progressive career path for staff within the education system. That is why one of the priority activities of the Department of CPD is to design and implement an appraisal system for school staff that supports continuous professional development and links this to a career path structure as well as making recommendations for the system's inclusion in the Regulations. The system of differential salary levels between each post will also be one of the motivating features, not so much in terms of money but more in terms of recognition and respect.

Another weakness of the system for teacher education and training is the inadequate induction into schools.

There have been some developments in the process of the induction of novice teachers into schools. The Bureau for Education Services in co-operation with the Department for English Language and Literature at the Faculty of Philosophy and their English assistant provide a training programme for 40 English teachers from primary and secondary schools which equips them with the skills needed for teacher mentors. The programme lasted six months and consisted of 100 hours of training and was envisaged to inform teachers on how to substitute the lack of practice for the students of teacher training faculties. The training programme encompassed lesson preparation, keeping pedagogical documentation and meetings with parents. The programme highlighted the support and not the assessment as the main objective of the mentorship so that the teacher becomes aware of the need to make changes to their work. These English teachers are now the only qualified teacher mentors who can work with teacher students and teacher-trainees.

#### **4.1 Compulsory training programmes for teachers due to implement the new curriculum for the nine-year primary school**

##### **4.1.1 Programmes for the first grade**

1. Introducing the new curricula
2. The classroom ambient and appropriate work organisation
3. Interactive teaching of the mother tongue
4. Interactive teaching of Mathematics
5. Interactive teaching of Nature and Society
6. Planning and descriptive assessment
7. Co-operative learning
8. Inclusive education

#### **4.1.2 Programmes for the second grade**

1. Differentiation in the teaching process
2. Integrated teaching in the first cycle - thematic planning
3. Co-operation between the school and family
4. Interactive teaching of the Arts
5. Modern approach to teaching Mathematics and Mother Tongue and Literature
6. Planning and descriptive assessment – sharing experiences
7. ICT in teaching
8. Inclusive education

#### **4.1.3 Programmes for the sixth grade**

1. Introducing the new curricula (Mother Tongue, Mathematics, English, Geography, History, Biology with Ecology, Physics, Technics and Informatics, Physical education, Music and Art)
2. Active teaching/learning
3. Development of critical thinking
4. Inclusive education
5. ICT in teaching

Modules for particular areas/professions:

6. Civic education
7. How to work with children aged 6 to 9 years (for English teachers)
8. Computer Science (for teachers of Computer Science)

#### **4.1.4 Programmes for the professional associates**

1. Implementation of the new curricula
2. Identifying and improving the quality of education
3. Inclusive education<sup>9</sup>

Seminars, workshops, courses and projects are the most common ways of gaining knowledge, sharing experiences and information, and co-operating with colleagues from abroad. The seminars represent one form of in-service education and training. The number of teachers who attend the seminars varies depending on organisational conditions and personal interests of the participants. During the last twelve months, 42.48% of respondents attended one or two seminars while 41.88% did not attend any. Approximately 10% of teachers attended more than two seminars last year. The main reason is that 51.63% of teachers find it important for their professional development. On the other hand, the key reason some of them did not attend a seminar is the poor co-ordination seen between the school and the provider, or a lack of personal motivation and interest.

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<sup>9</sup> Action Plan of the Department for CPD, the Bureau for Education Services, 2005.

Most seminars – 67.32% – are organised by the Ministry of Education and Science (or its branch institutions or offices). Specialised non-governmental organisations provided 14.38% of trainings. Specialised public institutions for in-service education and training organised 10.46% of the seminars, while 3.22% were organised by higher education institutions offering the in-service education and training of teachers. Most of these seminars (32.03%) partly contributed to teachers' knowledge and skills needed for successful work at school. For 24.34% of teachers these seminars contributed importantly to their knowledge and skills, while 7.84% of them thought that although their knowledge was deepened it is not easy to transfer it to practical work in the classroom. When it comes to the quality of the seminars' organisation, presentation skills and selection of topics most teachers believe that the best ones are organised by specialised public institutions (30.07% of teachers ranked it as 5 and 20.42% ranked it as 4).

The respondents also find the courses organised by higher education institutions very useful for their personal professional development (28.10% scored them with a 5, and 20.92% with a 4). In the middle of the scale are the NGOs and schools as training providers while the specialised private institutions for teacher training are ranked much lower. It may be concluded that the participants were satisfied most with higher education and specialised public institutions as providers. A similar finding is made for other forms of in-service trainings such as the networking of teachers of the same subject area and sharing of experience in school networks, which is ranked with a 5 by 20.26% of the surveyed teachers. It is also emphasised that the individual study of professional literature and participation in a research project are important for the professional development of teachers. Meanwhile, gaining a higher degree in formal education was found to be less attractive, but also difficult to access for many teachers. A significant percentage of the respondents (26.14%) said they would undertake master's studies, if possible, in another teaching subject to improve their employability. 20.92% of the respondents are satisfied with their education. 15.69% would prefer more in-service education and training. 14.38% would undertake master's studies outside of teaching, while 8.95% respondents would like to leave the teaching profession.

The general attitudes to the system of in-service training at the national level are that it has to be changed, improved and enriched with contents, topics and competencies (e.g. teaching, learning, assessment, communication etc.) and they should be supported using public sources.

## 5 Recent developments and plans in teacher education and training

The current pre-service training for teachers does not include a sufficient number of contemporary teaching methods, teaching practice and induction into schools that would be able to meet the requirements set by the new education reform proposals.

Therefore, it is necessary to establish and maintain an efficient and effective system of in-service training for teachers that will enable the timely preparation of teachers to take over new duties and approaches needed as part of the reform school.

The Department of CPD provides the preconditions for the continuous professional development of teachers, professional associates, directors and deputy directors, both those implementing the new curricula at the school level and those who will be doing this in the next few years as the reform progresses. It is planned that in the next stage the Regional Centres of the Department of CPD based in Niksic, Bijelo Polje and Tivat will take on a more active role in order for the system to be spread as much as possible to the regional and school levels due to cost efficiency and the easier logistics.

In the last year these activities were mainly directed toward the preparation of education professionals in participating schools for the concrete changes that are set to take place at the school level.

Still, the entire system should be put in place including both in-service training and the system of promoted posts and training 'offers' related to these components.

It is planned to provide capacity development for the staff of the Department of CPD and to develop a CPD Strategy for Montenegro. The final output should be a Department of CPD that is capable of supporting teachers to make the most of their opportunities and to use all the choices available to them regarding their professional development.

The CPD Strategy that should state all of these opportunities and choices, while the procedures for achieving them should also take into consideration the tasks for 2005 set for the Department of CPD defined in the 'Strategic Plan of the Bureau for Education Services 2005-2007'. These are the following:

- teacher training for the implementation of reform proposals at the school level (for participating schools);
- the delivery of various forms of continuous professional development for teachers who still do not implement reform proposals;
- the development of an in-service system for teachers at the school level on an annual basis (as a component of the appraisal and performance management system);

- a definition of the levels within the system of promoted posts (including standards, training, activities and duties, the system of rewarding promoted posts as well as designing and piloting the entire system);
- intensifying co-operation with initial teacher training institutions in Montenegro; and
- to develop catalogue of training ‘offers’ – professional development programmes for education professionals in Montenegro.

In addition to these the CPD strategy should:

- meet national, school and individual priorities;
- be planned systematically;
- be based on relevant standards;
- be based on current research and evaluation findings;
- help raise the standards of students’ achievements, including those with special needs and those from disadvantaged groups;
- include an effective monitoring and evaluation system; and
- provide advice on building the institutional capacity of the Regional Centres.

The strategy should include:

- planning for professional development;
- general standards for provision (providers);
- the methods of delivery – seminars and advisory sessions, roundtables, sharing of experiences at different levels, congresses and study visits, the publication of handbooks and periodicals with examples of good practice, recommendations of professional and methodological literature;
- methods of evaluation; and
- a detailed plan for the teacher training ‘offers’, timelines and delivery of these for the staff working in participating schools on an annual basis as the reform progresses.

The CPD Strategy should contain detailed plans for further development of the four components that will enable the CPD system to be established at the national level.

At this point it has to be emphasised that establishing of the CPD system must be linked with that of Quality Assurance since they are partners in the evaluation and longer-term development of professionals in education institutions.

As part of the overall reform process in Montenegro, the Ministry of Education and Science and different reform working groups have identified that the old inspection model was not in line with the new practices and that it was not appropriate for meeting the needs of the new, open, reformed school system that Montenegro tends to create.

Therefore, a special working body has been appointed to create and trial a new model for quality assurance in education that will follow international recommendations but at the same time will be tailor-made for Montenegro. With international expert support this working group drafted and trialled the QA model consisting of external and internal evaluations and with a completely different approach directed not at identifying the purpose of taking on negative measures but, on the contrary, at identifying both strengths and weaknesses in order for the school to be provided with all possible support for the purposes of quality assurance and an improvement in the teaching and learning process.

The change of focus in Quality Assurance involves a move away from prime importance being placed on an externally driven evaluation of achievement towards a balance between external and internal evaluations. The latter is achieved through systematic self-evaluation. The core of capacity building in an effective school is its ability to evaluate itself formally and systematically and to then compare the findings with external, objective standards. This analysis becomes operational by transferring the findings to a Developmental Plan, which is formally reviewed.

Since internal and external evaluation processes employ the same education standards and use the same indicators of assessment in order to achieve objective and balanced results, it is necessary for the school to be provided with the capacity building needed to efficiently conduct the process of self-evaluation.

The Bureau for Education Services created the Framework for School Self-evaluation which is going to be piloted. The pilot exercise is designed to test a potential, draft 'model' for school self evaluation and to make recommendations for its implementation at the national level in Montenegro.

Therefore, the pilot is designed to test the:

1. effectiveness of the model for improving the quality of school development planning in a balanced selection of schools;
2. ability of schools to understand and use the model for their self-evaluation; and
3. implications of implementing such a model on the national level.<sup>10</sup>

The inspection in terms of compliance with the legal provisions referring to preschool education, primary and secondary education, higher education, education of people with special needs, adult education and the students and pupils' standard is performed by the Ministry of Education and Science.<sup>11</sup>

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<sup>10</sup> Initial Report on Reform Evaluation, Alan Norley, 2005.

<sup>11</sup> The Official Gazette of the Republic of Montenegro No. 80. *The Law on Educational Inspection*, Podgorica 2004.

### 5.1 Advisory Teacher/Trainer Training

The overall aim is to produce a cohort of advisory teachers and trainers who will work at the regional level to provide and support the ongoing, coherent and systematic professional development for colleagues in education institutions. A secondary aim is the creation and development of an appropriate 'market' for trainer providers/provision in the field of education.

In close co-operation with the staff of the CPD Sector, a training programme for the training and development of advisory teachers and trainers will be devised and implemented which fully meets the requirements of the new standards for these posts.

### 5.2 Promoted Posts

The aim of this component is establish the system of promoted posts. This means to review, analyse and evaluate the operation and effectiveness of the newly adopted system of 'promoted posts' (a teacher can be appointed to a certain post such as teacher mentor, teacher adviser and teacher senior adviser) as foreseen in the reform documents. Recommendations and proposals will be made concerning the newly drafted standards for 'promoted posts' regarding the process for obtaining, appointing and retaining staff in the new posts. This will be linked to Component 3 which focuses on the design and implementation of an appraisal/reward system for education staff in schools. The development of these posts/roles as 'dispersed leaders' to support education reform will be evaluated.

### 5.3 Appraisal System

This is a system of annual professional development that a teacher imposes on himself as a task and most activities that lead to the accomplishment of this task are carried out at school.

It is deemed essential that a system of appraisal which recognises the achievements of teachers and supports their continuous professional development (CPD) links this to a clear career path structure and therefore raises the achievement of all students is introduced.

### 5.4 Non-ICT and ICT Teacher Training

The aim of this component is to further extend the knowledge, skills and competencies of staff, with particular reference to the application and continued



development of modern teaching methods through a phased, regionally-based CPD programme and to introduce various ICT training programmes, covering all aspects of the use of ICT in education.

The development of the CPD strategy should have effects on initial teacher education because there is a large gap between the required standards, pedagogical skills and methodologies for teachers in practice within schools and the level of these currently being provided for by initial teacher education. Therefore, there is a need to share good practices between schools and the faculty with the Department of CPD playing the role of a 'mediator'.

An important part of the plans for teacher education and training is the programme called *Finnish support to the development of the education system sector in Montenegro*. The main aim of this programme is to support the Ministry of Education and Science and the Bureau for Education Services to achieve the goals of reforming the education system in the areas of special needs and inclusive education. The programme will last for two and a half years, namely until February 2008, and is financed by the Ministry for Foreign Affairs of Finland.

The programme's purpose is the enhancement of the institutional basis for the development and implementation of special needs and inclusive education in Montenegro. There will be three components of the programme:

1. policy development in special needs and inclusive education;
2. support for the Faculty of Philosophy at the University of Montenegro in terms of special needs and inclusive education; and
3. support for the Ministry of Education and Science and the Bureau for Education Services with in-service training in the areas of special needs and inclusive education.

Education regarding special needs and inclusive is not a new initiative in Montenegro. The Law for Special Needs Education was approved in 2005. There have been several in-service teacher training programmes in the area of special needs and inclusive education that were funded by international donors. The aim of this programme is to build on the knowledge and experience achieved during the last few years in the development of special needs and inclusive education.

Currently there is no training of special teachers in Montenegro. There is a department of defectology in Belgrade, Serbia, but the approach in the department is a medical one and does not concentrate so much on educational practices.

Even though some in-service teacher training has already been organised among the education reform schools in the areas of special needs and inclusive education, the support teachers receive in their professional development is inadequate in order for them to be able to work in an inclusive setting. Most teachers are still lacking deeper knowledge, skills and competencies to work in inclusive schools and classrooms.

For policy development the programme seeks to support the development of the national strategy and action plan for special needs and inclusive education.

The programme aims to support the Ministry of Education and Science and the Bureau for Education Services in capacity building.

The programme supports the Ministry of Education, the Bureau for Education Services and the University of Montenegro in developing pre-service teacher education and in in-service teacher training in special needs and inclusive education.

The Professional Development programme will provide the participants with knowledge and skills which will enable them to support learners with special education needs in mainstream schools. The PD programme is planned to be worth 60 credits and the duration of training is planned to be 18 months. Studies will be on a part-time basis including contact teaching lasting one week per month. The number of trainees will be 30 (max.). Trainees will be practicing teachers from the education reform schools and other education professionals. 13 trainees will come from schools which have previously participated in a project in the areas of special needs and inclusive education. The tentative curriculum for the PD programme consists of five modules. In the short term, experts will be recruited locally, regionally and internationally. The PD programme will be developed in co-operation with the Department of Special Education at the University of Jyvaskyla, Finland.

The fourth-year specialisation syllabus in special needs and inclusive education could be developed in co-operation with the Department of Special Education at the University of Jyvaskyla.

The programme will support the development of studies being extended to a master's degree programme in special needs and inclusive education.

The programme will support the creating of greater awareness and wider knowledge for special needs and inclusive education among education professionals at the MES and the BES. Supervisors and inspectors are the key focal group at the MES and the BES.<sup>12</sup>

Another project being implemented in Montenegro is the Roma Education Initiative. The project will last for three years from February 2006 to January 2009. Implementing partners of the Project are the Ministry of Education and Science of the Republic of Montenegro and the Pedagogical Centre of Montenegro.

The Roma population represents the largest and most marginalised minority in Montenegro in terms of poverty, discrimination and access to education. The Roma community accounts for about 3.3% of the overall population, yet the percentage of

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<sup>12</sup> Programme document on Finland's support to the development of the education sector in Montenegro, Podgorica, 2006.

children who attend regular schools is very low (about 1% of students in schools are Roma), and the percentage of illiteracy of the Roma population is 76%. Also, the rate of Roma children who are leaving school is extremely high: about 70% of enrolled Roma children do not finish elementary school but drop out of school mostly during the period from sixth to eighth grade. An additional problem is caused by the fact that the majority of the Roma population is refugees and displaced persons, their legal status is not yet defined and most often they do not speak the language in which they are instructed at school – 49% of the total number of Roma children in elementary education are refugees and displaced persons<sup>13</sup>.

This project seeks to systemically support the education of the Roma in Montenegro. The Roma Education Initiative Project is based on the experience gained through implementation of the REI Project that represented our first system-wide and already evaluated attempt to integrate Roma children into formal education on one hand, and on the forthcoming changes to the education system due to become fully functional in both institutional and financial senses by 2010 on the other hand.

The results of an external evaluation of the REI Project indicated<sup>14</sup> positive effects had been achieved in the field of desegregation already in one year, which influenced an increase in the academic results and educational aspirations of the Roma, and was conducive to the introduction of multiculturalism into preschool and elementary school institutions. The evaluation also showed some limitations of the REI Project, the overcoming of which will be targeted in the current project. These are: a lack of the proper informing of Roma parents about the opportunities, forms and contents of the co-operation resulting in a lack of their participation; the need to continue teacher training to create an atmosphere of learning and the provision of teachers with didactic and teaching packages; the need to introduce more multicultural values into the curriculum and teaching as the common task for the whole school; there is a need to include more Roma children in education, and to place them in classes so that they are not a neglected minority (e.g. three such children per class); and the need to overcome the lack of competence in the language of instruction through more thorough education strategies.

Therefore, the main goal of the project is to make the Montenegrin education system more sensitive/attentive to the need to include Roma children and youth and, in line with this, to the need to provide for the highest possible inclusion of Roma children and youth at all levels from kindergarten to university.

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<sup>13</sup> Montenegro allocates 6.2% of GDP to its education sector, meaning that the inclusion of refugees and displaced persons entails an additional financial burden on the GDP which is already quite small.

<sup>14</sup> The integral version of the REI External Evaluation Report is available at: [www.osi.hu/esp/rei](http://www.osi.hu/esp/rei)

The tasks (sub-goals) identified in the project are:

- professional capacity building (RA, pre-school teachers, elementary school teachers, psychologists, pedagogues and school administrators) at selected sites;
- equipping education institutions with the idea of creating a favourable environment in which teaching is carried out in order to improve the quality of the learning process and students' achievements;
- the involvement of newly formed education institutions (Bureau for Education Services and the Examination Centre) with the aim to monitor the quality and quantity of inclusion in the most objective and systemic way possible; and
- networking and linking institutions both by levels of education (kindergartens and schools) and by types of education (formal and informal), where the providers of formal education are institutions and NGOs for non-formal education.

Based on the experiences of the first year of the REI implementation, the current project aims to upgrade the functioning of the already existing three sites and to integrate two more sites for the Roma's inclusion in the education system through: 1. creating an effective partnership between schools and NGOs; 2. motivating education institutions to ensure the Roma's inclusion and to supply them with additional equipment; 3. capacity building in education institutions to ensure teaching in a diverse environment; and 4. engaging Roma assistants in the teaching-learning process.

At the three current sites (Podgorica, Berane, Nikšić), the quality of teaching will be improved through additional capacity building. Two new sites at Bar and Ulcinj will be included in 2006. At each site, an NGO and a school/preschool will make a partnership and a set of trainings will be delivered to teaching staff. The project's partner in establishing the inclusive education practice will be the Pedagogical Centre of Montenegro.

By the end of the project cycle, successful institutions will become model centres that will support the further development of the Roma's integration into the education system. At the same time, Roma NGOs will also become model centres competent for delivering alternative education, with well-developed models of support to parents for preparing children for their inclusion in formal education.

Based on the formal evaluation, additional language instruction will be introduced, work with parents and a school's outreach to Roma parents strengthened, a stronger partnership with the Roma community built, and all efforts made to include all Roma children from the five sites in education at the appropriate age level.

The project has the following specific objectives:

- a) to adjust the school system to the integration of Roma children;
- b) to actively engage the Roma communities in the integration of Roma children into the education system;
- c) to engage state institutions in supporting an improvement in the education of Roma children and youth; and
- d) to develop a model centre for inclusive education and facilitate networking between schools and the centre.

When it comes to the reform of higher education in general the future developments are taking shape since the Senate adopted a document entitled New Legal Framework for Higher Education in Montenegro in December 2002. This document may be interpreted as some kind of mission statement or vision of what will be done in order to reform higher education in Montenegro.

The curricular reform has been sidelined due to the fact that the drafting of the new legislation was given precedence. Another thing was that each faculty has worked on curricula on its own.

The Law on University and the Statute prescribes that the university develops general subject curricula, while faculties develop the curricula of professional and optional subjects with prior approval from the university. The newly developed curricula must be compared with the curricula of at least three universities from the country or elsewhere in the world.

Curricular development has been driven by the need to attract new enrolments as the student-drain has strongly affected the figures and complacency as regards the existing state of affairs. Unlike universities in developed countries, curricular reform at the University of Montenegro has not only been motivated by the Bologna process.

Authorities from the Faculty of Philosophy plan to have so-called contract primary schools for the practical instruction of teacher-trainees. So far, teacher-trainees have been able to choose the school and supervising teacher for their practical work but in reality this usually turned into a most perfunctory activity. It is planned to have contract schools and chosen teachers for supervisors/mentors who will be paid for their work with the trainees.<sup>15</sup>

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<sup>15</sup> Jovanović, Đorđije. *Reforming the study programmes and curricula at the University of Montenegro from the perspective of the provisions of the Bologna Declaration. A Case Study*, 2003.

## 6 International co-operation in teacher education and training

All international programmes which aim at improving the quality of higher education and promoting intercultural understanding are the responsibility of the Department for Higher Education at the Ministry of Education and Science. The state union of Serbia and Montenegro reached a framework agreement with the EU which defines all the programmes to which Serbia and Montenegro has full access as well as the general conditions for participating in them. The Framework agreement includes the following programmes: Tempus, Erasmus Mundus, Framework Programme 6, Youth, Leonardo da Vinci, Socrates, Media Plus, Media Training, E Learning. Serbia and Montenegro also participates as a member in CEEPUS II - Central European Exchange Programme for University Studies and in the Central European Initiative (CEI).

The Central European Initiative (CEI) is composed of 17 member states: Albania, Austria, Belarus, Bosnia and Herzegovina, Bulgaria, Croatia, the Czech Republic, Hungary, Italy, Macedonia, Moldova, Poland, Romania, Serbia and Montenegro, Slovakia, Slovenia and Ukraine. These countries embrace a territory of 2.4 million square kilometres and a population of nearly 260 million. As of 1 May 2004, the CEI had 7 EU and 10 non-EU member countries. There are several funds within the CEI:

**Trust fund** –the Fund was established and contributed to by Italy in 1991 with EUR 27 million and it is used to support **Technical Co-operation (TC)** linked to Investment Projects such as feasibility studies, technical assistance, project supervision and Development Programmes (for promoting favourable economic and institutional environment in the CEI countries). EUR 17 million is allocated for technical support and EUR 10 million for organising trainings, international conferences, forums etc.

**CEI Co-operation Fund** – the CEI Co-operation Fund is to co-finance activities in various areas (agriculture, energy, environmental protection, micro financing projects, tourism, transport, culture, education, human resource development and training, science and technology, youth affairs, civil protection, combating organised crime, information and media, migration and minorities). One of the main roles of the fund is to enable countries with special needs (including Serbia and Montenegro) to participate in the CEI.

This fund provides 50% of resources while the rest should be available from another donor. The priority activities are defined in each area and must be taken into consideration when applying for the projects. Applications in Serbia and Montenegro can be done with the help of a national co-ordinator.

The CEI will support co-operation among higher education institutions by organising seminars, workshops and summer schools.

Further development of the CEI University Network will be the priority objective in the area of education.

CEEPUS provides grants for students regardless of the field of their study, graduate students up to and including doctoral or postgraduate level and university professors who are to be involved in the CEEPUS networks. They can apply for intensive courses, foreign language courses and student excursions.

The main objectives of the CEEPUS programme are to:

- facilitate academic mobility in the country and enhance academic interaction between the countries of Central and Eastern Europe;
- improve the programmes and networks that have already been established;
- emphasise the regional characteristics of the region and thereby to;
- contribute to the creating of the Common Higher Education Space in Europe.

At the 12th meeting of the Joint Committee of Ministers held in Warsaw in March 2004, Serbia and Montenegro expressed its wish to join the Agreement Promoting Co-operation in the Field of Higher Education within the framework of the Central European Exchange Programme for University Studies. Serbia and Montenegro became the tenth member of the programme. It was decided that it could participate with 150 scholarship months. 100 scholarship months were allocated to Serbia and 50 scholarship months were allocated to Montenegro.

For the 2005/06 academic year about 20 scholarships were awarded to students and lecturers from Montenegro to allow a stay at some faculties in the CEEPUS countries.

*Tempus* is a Higher Education Co-operation scheme between EU member states and partner countries. It enables universities from EU member states to co-operate with those in Western Balkans, Eastern Europe and Central Asia, and the Mediterranean partner countries in higher education modernisation projects. It is designed to support the reform of higher education in line with Bologna process priorities identified at the national level. For the fourth year now, universities in Serbia and Montenegro have been successfully participating in the European Community Tempus Programme.

Tempus projects implemented in Montenegro in 2001 include:

1. Developing Quality Assurance in Higher Education – a total of EUR 112,460;
2. Standardisation of Curricula of Electrical Machines Using Multimedia
3. Information and Communication Technologies in Health Care - Total: EUR 121,696;
4. Improvement of Teacher Quality in SEE; and
5. A European Space of Justice.

Tempus projects implemented in 2002:

1. Development of a Model of University Management at the University of Montenegro; and
2. Reform of Curricula for Undergraduate Business Studies in the FRY.

Tempus project implemented in 2003:

1. Strategy of European Integration of CARDS Universities

Tempus project implemented in 2004:

1. Revised and Updated Undergraduate Courses in the Natural Sciences at the University of Montenegro, Faculty of Natural Sciences.

Within the programmes Structural and Complementary measures, and under the specifics of the Bologna process, two projects were implemented:

1. development of the ENIC Centre for Montenegro; and
2. the creation of a Montenegro Team of Bologna Promoters.

Information on the projects approved for 2005 will be available in May 2006.

A very interesting and attractive segment of the Tempus project is the *Individual mobility grants* that can be awarded to university teachers and representatives of student organisations. There are three types of these grants, namely:

1. *preparation for JEP (Joint European Projects)* - up to two weeks;
2. *participation in a specific event* – up to two weeks; and
3. *retraining-study period, collaboration on a specific academic subject, dissemination* – up to eight weeks.

In 2004 and 2005 only three individual grants were awarded to teachers from the teacher training faculties in Montenegro.

*Socrates* is a programme which involves most European countries. Its main objectives are to promote lifelong learning, encourage access to education for everybody, and help people acquire recognised qualifications and skills. In more specific terms, *Socrates* seeks to promote language learning and to encourage mobility and innovation, especially among European universities. It encourages activities that result in teacher professional development and an improvement in curricula that can be achieved through students' and teachers' exchanges and mobility.

*Erasmus Mundus* is the programme which supports courses at the master's level, but there also are grants scholarships for third-country graduate students. The programme grants scholarships for 5,000 graduated students from 'third countries' and for 4,000 students from the EU who want to study in 'third countries'.



The programme will also offer scholarships for research work to more than 1,000 teachers from 'third countries'.

The scholarship for each student is EUR 21,000 for one academic year. The scholarship includes 10 monthly grants of EUR 1,600 and EUR 5,000 for fees, travel expenses etc. For the two-year courses students get EUR 42,000.

The average scholarship for teachers is EUR 13,000 and consists of monthly grants of EUR 4,000 and EUR 1,000 for travel expenses. The students from 'third countries' also have health insurance.

According to existing data from the EU Commission only six students from Serbia and Montenegro were awarded these scholarships, which is at the level of other countries in the region. In the 2005/06 school year only one student from Montenegro got a scholarship.

The *Youth* programme is the EU's mobility and non-formal education programme targeting young people aged between 15 and 25 years. Through the *Youth* programme support is provided for making connections among young people and their organisations and associations.

*Leonardo da Vinci* is a European programme designed to help develop new vocational training approaches.

At the moment, full access is only possible to the Tempus programme as it is not liable to the provisions of the framework agreement and is completely funded from CARDS. For participation in other programmes some additional requests should be satisfied. Countries in the region got the opportunity to participate in these programmes but it is not their obligation or a precondition for integration with the EU.

The Southeast European Era-Net SEE-ERA.NET is a networking project aimed at integrating EU member states and Southeast European countries with the European Research Area by linking research activities within existing national, bilateral and regional RTD programmes.

SEE-ERA.NET is financed by the European Commission and managed by a consortium of 15 institutions from 12 European countries.

The objectives of SEE-ERA.NET are:

- to enhance research co-operation in Europe by fostering the integration of Southeast Europe into the growing European Research Area;
- to add value to the existing bilateral S&T agreements through multilateral co-ordination;
- to improve interregional research co-operation following the principles of the Stabilisation and Association Process in Southeast Europe; and
- to contribute to the EU-Balkan countries Action Plan in Science & Technology adopted at the Thessaloniki Ministerial Conference in 2003.

SEE-ERA.NET is financed by the European Commission and managed by a consortium of 12 countries: Austria, Bosnia and Herzegovina, Bulgaria, Croatia, France, Germany, Greece, Hungary, Macedonia, Montenegro, Romania and Slovenia.<sup>16</sup>

The Faculty of Philosophy also carries out activities on the topic of international co-operation. The most intensive exchange of teachers and students is seen at the departments for foreign languages, and especially at the Department for Italian Language and Literature which has co-operated with the University of Bari since 2001. Lecturers from the Department for Russian Language and Literature have been positioned as language assistants at the universities of St. Petersburg, Moscow and Prague. Since 2003, Women's Studies have been organised in collaboration with lecturers from the University of Oslo. This co-operation is one segment of the research into the social sciences.

Teachers and students from the faculty for class teachers and from the Faculty of Pedagogy participate in the *Erasmus Mundus* exchange courses. In addition, the Faculty of Pedagogy implements the project for student exchanges with the same faculty from Zurich. During the 2005/06 academic year, 25 students from Zurich will pay a study visit to the Faculty of Philosophy and Montenegro in order to share experiences with their colleagues from Montenegro and to know their country as a multicultural community. The faculty for class teachers and the Faculty for Pedagogy are involved in a broader programme of exchanges with the US Government which provides their students, postgraduate students and teachers with a five-month stay at universities in the US.

## 7 Conclusions and recommendations

Reform of the education system up to university level started in 1999 while real implementation of Bologna Declaration started at most faculties in 2003 with the structural changes that gradually led to changes in the contents of curricula. Practically, the process of implementing reforms was the outcome of 'aggregated' needs to make changes and adjustments in different social layers. The proposed innovations were based on both previous experience in our education system and contemporary practices in other European countries with the aim to make the Montenegrin education system part of the wider European society. But given that the Montenegrin education system has just commenced the introduction of European standards, it is obvious that it faces many problems. It is not simple to stop the traditional teaching and learning methods, explain that the 'autonomy' of the university cannot isolate it from the difficulties seen in the broader education system, alter the attitude of all educators to their professional development and

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<sup>16</sup> [www.mpin.cg.yu](http://www.mpin.cg.yu)

introduce them to the concept of lifelong learning. Moreover, it has also been accentuated that something must be done in order to change the weakest point in Montenegrin higher education, namely the efficiency of studying since the average number of years needed to graduate is much higher than formally prescribed (at some faculties the average duration of studies is 10 years). Further, there is another phenomenon, although it is qualitatively contrary to the one mentioned above, which is the attempt to prevent young experts from leaving the country. It is well known that the political and economic circumstances in the country have made young people migrate to other systems where their qualifications and expertise can be adequately rewarded.

All the above matters plus the reasonable attempts to become part of the European community and adopt its standards have been the main catalysts of the higher education reform.

The basic guidelines of the reform of higher education have been directed towards modernisation of the teaching and learning process and establishing of the models for testing students' achievements. Another important aspect is the introduction of ECTS which will enable students' mobility. A similar principle is used for the international ranking of university teachers. One very important novelty is the mutual evaluation of teachers and students as teachers' work is assessed twice in a term, often through questionnaires. But, as is often the case, there are many obstacles to the successful implementation of changes. One of them lies in the relationship between students and teachers as many teachers are unwilling to use the new methods and accept the new rules of educational interaction. Then, there are also many problems that arise from the inadequate technical and financial preconditions necessary for successful work which causes a lack of motivation for both teachers and students. The problems that many faculty units face involve poor working conditions – the size of classrooms does not correspond to the number of students, the teaching aids and materials are obsolete, the libraries lack new editions and the array of existing literature is very limited. The living standard of the majority of students is very low so they cannot overcome some of these insufficiencies by using the Internet or organising study visits to other countries.

In addition, in the complex process of the implementing the reform one significant segment must be analysed and that is the correlation between the university and the quantity and quality of the cadre it produces in terms of labour market requirements. The enrolment policy, the objective needs analyses in accordance with available working posts, and the proper evaluation of candidates were not adequately designed in the higher education system in Montenegro. The consequence is the great number of professionally unrealised practitioners. Likewise, one of the inevitable changes in the process of modernisation and quality enhancement is the appropriate diploma equivalence.

A particularly important aspect of the envisaged reform relates to teacher training and the application of new teaching methods. For the successful implementation of these plans it is necessary to link the practice with international experiences. The Faculty of Philosophy at the University of Montenegro with its 15 study programmes plays the leading role in the education of teachers. In each of these programmes there is the psychology – pedagogy and methodology group of subjects and the fact that the teacher education represents the priority orientation of the Faculty imposes enormous responsibility on its teaching cadre as well as the crucial position to the Faculty itself within the process of the education reform. At the same time, the UNESCO Department for Democracy and Human Rights was established at the Faculty in 2004 which gave the opportunity to provide education to future teachers of Civic Education, a new subject set to be introduced in the revised curricula for primary and secondary schools. ‘The preparation for training of the university civic education teachers is also in progress. Besides, the Faculty of Philosophy has the ambition to support and incorporate itself in all forms of additional and permanent education’.<sup>17</sup>

As the faculties and departments for teacher training have just started changing the curricula in line with the Bologna Declaration, they will try to improve the existing ratio of didactic and academic subjects which is currently 90% of academic and only 10% of didactic subjects. But there is still a need to design a higher degree curricula that respects the principle of professionalisation of the teaching profession.

Moreover, there is a need to improve co-operation between the institutions for pre- and in-service teacher training and with schools, while the international co-operation and exchange of teachers and students should also be intensified.

There is a need to enhance the practical training for students and select and support those schools where teacher training practice will be organised.

The common conclusion might be that it is necessary to enhance the applicability of theoretical knowledge along with an improvement in teachers’ professional knowledge and skills. In order to achieve this, all pre-service and in-service institutions of teacher education should have better co-operation as they are responsible for the development of the education system in general.

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# NATIONAL REPORT – ROMANIA

*Cezar Bîrzea, Ioan Neacșu, Dan Potolea, Mihaela Ionescu, Olimpius Istrate,  
Luciana-Simona Velea*

The present report reflects the state-of-the-art of the initial and continuous teacher training systems in Romania, while indicating directions allowing an improvement of teachers' professional development. The study employs data from significant documents and publications, as well as data from a national survey prepared and conducted in June-July 2005, collecting information from education practitioners (308) and teacher training institutions (41). The conclusions and recommendations are also based on the suggestions made during national roundtables by education practitioners from various levels.

## 1 Setting the scene: the national education system

The national education system follows the guidelines provided by the main legislative regulations. The Romanian Constitution, adopted in 1991, stipulates the right to education, the right to ethnic, linguistic, religious and cultural identity of the national minorities, as well as other fundamental freedoms and rights of citizens.

The Education Law, adopted in 1995 and subsequently completed by Government Emergency Ordinance no. 36/1997, Law no. 151/1999, and Law no. 268/2003 declares education a national priority in Romania. It also sets out the pillars of education policy (Title I, General provisions, Art. 5):

- Romanian citizens have equal rights concerning access to all levels and forms of education, regardless of social and financial conditions, sex, race, nationality, political or religious beliefs.
- The state promotes the principles of democratic education and guarantees the right to a differentiated education, based on educational pluralism, for the benefit of the individual and society.
- The state promotes the principles of lifelong education.

The national education system has an open character and includes public and private education units and institutions. Public compulsory education is free of charge. The pre-university education system also includes related units: logopedic centres; 'Houses of the Teaching Staff' (teacher training centres); and County Centres for Pedagogical and Psychological Assistance.

Starting with the 2003-2004 school year, a new structure of the Romanian education and training system was implemented pursuant to Law no. 268/2003 that amended Education Law no. 84/1995 by:

- extending compulsory education from 8 to 10 grades (school years);
- defining the starting age of compulsory schooling at 6 years instead of 7;
- changing the structure of upper secondary education: the first phase (2 years) became compulsory schooling while the second phase (2-3 years) became non-compulsory; and
- establishing the structures and routes for vocational training by creating the Arts and Crafts Schools (replacing the apprentice schools and the vocational schools).

**Pre-school education** (ISCED level 0) is organised for children aged 3-6, in kindergartens with a standard, extended or weekly programme. Children's participation in pre-school education is optional. The overall participation rate in the 2002-2003 school year was 69.2%, while the participation rate in the last year of kindergarten (school preparatory year) reached more than 90%<sup>1</sup>.

**Compulsory education** is organised in schools as full-time education, lasts 10 grades and includes: primary education (grades 1-4, ISCED level 1) and lower secondary education (ISCED level 2), comprising two phases: gymnasiums (grades 5-8) and the second phase of lower secondary education (grades 9-10, the lower cycle of the lyceum or the Arts and Crafts School).

**Upper secondary education** (grades 11-12/13, ISCED 3) is organised in high schools (4-5 years) or in Arts and Crafts Schools (2-3 years).

**Post-high school education** (1-3 years, ISCED 4) comprises tertiary education at the non-university level organised in post-high school and foreman schools.

**University and post-university education** (ISCED 5 and 6). University education includes: short-cycle university education (3 years, it is organised in colleges) and long-cycle university education (4-6 years, depending on the field of study, organised in universities, institutes, academies). Post-university education includes: advanced studies in the specialisation certified by a diploma (2-3 semesters); master's studies – the integration of several domains of specialisation (2-4 semesters); doctoral studies and post-university courses<sup>2</sup>.

Beginning with 2005, the structure of higher education has been revised within the framework of the Bologna process (these recent changes to the higher education system are described in the 5<sup>th</sup> chapter – *Recent Developments*).

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<sup>1</sup> Ministry of Education and Research. *Quality and Equity in the Romanian Education System. National Report on Education Development*. Bucharest, 2004, p.4.

<sup>2</sup> Ministry of Education and Research. *Quality and Equity in the Romanian Education System. National Report on Education Development*. Bucharest, 2004, p.8.

**Table 1.** Structure of the education system

Age	Grade	ISCED	Educational levels		
>19		6	Post-university education and training		Non compulsory education
		5	University education and training		
		4	Tertiary education, non-university level		
18	XIII	3	2 <sup>nd</sup> cycle of high school	2 <sup>nd</sup> cycle of high school	Upper secondary education
17	XII			Complementary year of study	
16	XI				
15	X	2	1 <sup>st</sup> cycle of high school	Arts and Crafts School (vocational route)	Compulsory education
14	IX				
13	VIII		Gymnasium		
12	VII				
11	VI	1	Primary education		
10	V				
9	IV				
8	III				
7	II				
6	I				
5		0	Pre-school education		Non compulsory
4					
3					



## 2 Teachers at a glance

The legal framework for teaching profession in Romania is provided by two main documents: the Education Law and the Teaching Staff Statute.

### 2.1 Legislative provisions

**The Education Law** (Law 84/1995, revised and completed by Law 268/2003, and Law no. 354/2004) is an organic law regulating the categories of teaching staff and professional support staff and the respective professional training requirements, the selection and recruitment of personnel, in-service training and the institutions authorised to provide it, along with working conditions.

**The Teaching Staff Statute** (Law 128/1997, revised and completed by Law 349/2004) prescribes:

- the positions, competencies, responsibilities, duties and rights of teachers and auxiliary teaching staff (support staff);
- the qualifications required for each teaching position and auxiliary staff, in terms of the education level and professional training of prospective teachers;
- the conditions and modalities of occupying the didactic positions and performing specific functions, as well as the modalities and conditions in which staff can be released from these positions and functions, or can end their activity and retire;
- the in-service training system;
- the evaluation of teachers, the criteria for applying awards, distinctions or sanctions, the terms of appointment, dismissal, leave or retirement, the terms of establishing teachers' salaries and the management and control of school personnel etc.

According to the Teaching Staff Statute (Law 128/1997), **teaching positions** in pre-university education are:

- educator – at the pre-school education level (kindergarten);
- primary school teacher (*învățător*) – for primary education;
- institutor<sup>3</sup> – for pre-school and primary education;
- teacher (*profesor*), foreman-instructor – in secondary education;
- institutor, itinerant teacher, special education teacher, psycho-pedagogue-teacher, school psychologist, logopedic-teacher, foreman-instructor, teacher-

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<sup>3</sup> The difference between educators and primary school teachers, on one side, and institutors, on the other side is the level of graduated courses. Educators and primary school teachers are trained in pedagogical high schools (upper secondary education level), and institutors are trained in short or long-term higher education.

- educator – in special education and for complex evaluation services (for the evaluation and selection of children with special educational needs);
- educator, institutor, foreman-instructor, sports-trainer (coach) – in sports clubs or institutions for extra-school activities;
- logopedic-teacher –in logopedic inter-school centres or logopedic school units;
- school counsellor –in schools and in County Centres for Psycho-Pedagogical Assistance; and
- methodologist-teacher, associate-teacher – in the county centres for in-service teacher training called *Casa Corpului Didactic* (House for Teaching Staff).

The same legislative act identifies the positions of **teaching support staff** for pre-university education: librarian, laboratory assistant, technician, ICT manager, school-pedagogue, instructor for out-of-school education, animator-instructor, social assistant, and music assistant, school secretary, school-mediator. When the evolution of the education system requires new positions for the support staff, the Ministry of Education and Research<sup>4</sup> can establish them in co-operation with the Ministry of Labour.

In Romania, teachers' unions are non-governmental organisations established by the 1991 law on syndicates (trade unions) to defend the economic, social, professional and cultural rights of its members. Teachers' unions have no decision-making responsibilities but have created a wide local institutional network and play a consultative role as regards the administration.

## 2.2 Teaching career paths

The competencies required for a teacher's professional role are mentioned in different legislative acts. The recommended abilities, knowledge and expertise-level include: mastering the specific subject(s) taught in relation to the age of students and to the requirements of the national core curriculum; communication with students, parents, and other teachers; awareness of the characteristics of students and psychopedagogical counselling techniques; the design, management and evaluation of learning activities; the provision of educational services to the community; improvement of the education process and participation in school innovation; and professional self-development.

Teachers' employment for public pre-university education is based on a competition organised by the Ministry of Education and the county school inspectorates. The competition is open to all those satisfying the initial training

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<sup>4</sup> The name of the Ministry of Education varied over time: the Ministry of National Education, the Ministry of Education, Research and Youth, the Ministry of Education and Research (the current title), abbreviated as MER.

requirements and the conditions established by the Teaching Staff Statute (Law 128/1997). The selection and appointment of teachers depends on the education level and type of education institution (private or public). For private accredited or temporarily authorised pre-university educational units, there is an open recruitment process through locally organised competition.

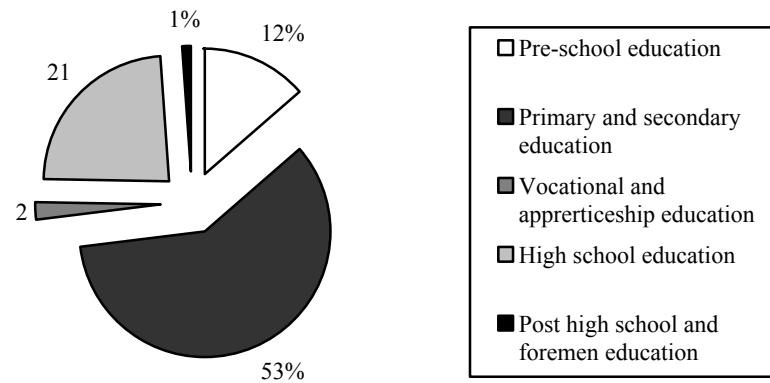
All management, guiding and control positions in pre-university education are appointed based on a competitive examination only open to teachers. In order to be admitted to the competitive examination process, teachers have to comply with specific criteria set by the law and the Ministry of Education and Research (professional degree, seniority, overall performance etc.). Specific salary-incentives are established according to the position held and are added to the salary corresponding to the level of initial training, the professional degree and seniority.

The professional degrees of a teacher's career are the main incentive for evolution in the teaching profession – the higher the professional degree, the higher the esteem and formal recognition within the education system. Advancement in one's teaching career is comprised of two professional levels named 'didactic degrees', which can be obtained after achieving the definitive status as a teacher, under certain conditions:

- the definitive degree ('on-the-job confirmation') certifies every graduate as a teacher after at least two years of teaching practice (it is compulsory for any graduated student who wants to become a teacher); this stage is considered the final stage of the initial training;
- didactic degree II can only be achieved if the definitive degree has been achieved and only after four years of teaching after getting the definitive degree certificate (it can be possible even after three years only if the definitive degree was achieved at the highest level of performance); and
- didactic degree I can only be achieved if degree II has been formerly achieved, and only after four years of teaching after getting the didactic degree II certificate (it can be possible even after three years only if degree II was achieved at the highest level of performance).

### 2.3 Main statistical data on teachers

Over half of the teachers' population works at the compulsory education levels (see Figure 1). In the 2003-2004 school year, pre-school education was delivered in 7,616 kindergartens by 34,585 educators to 636,709 enrolled children. For primary and lower secondary education, there were 150,510 teachers working in 8,714 schools (with 2,122,226 enrolled pupils). This data includes the education of pupils with special needs provided in 141 schools by 6,345 teachers (to 23,533 pupils). high school education comprises 1,397 education institutions, 758,917 pupils and 58,925 teachers.



Source: The National Institute for Statistics, Romania, 2005

**Figure 1.** Distribution of teaching staff by education system levels (2003-2004 school year)

The number of teaching staff has generally decreased in the last few years (*see Table 2*). The fluctuation of the total number of teachers is caused by demographic changes (decreasing birth rates and numbers of pupils, migration etc.) and by the process of restructuring and optimising the school network.

**Table 2.** The flow of teaching staff in public and private education units (1999-2004)

	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004
Pre-school education	35.619	34.023	34.631	34.307	34.585
Primary and secondary education	166.332	162.606	164.920	154.197	150.510
Vocational and apprenticeship education	3.845	4.894	5.576	6.063	5.782
High school education	67.239	64.018	64.729	60.988	58.925
Post-high school and foremen education	1.404	1.438	1.578	1.496	1.333
Tertiary education (including teachers from public and private institutions)	26.977	27.959	28.674	29.619	30.137
<b>TOTAL</b>	<b>301.416</b>	<b>294.938</b>	<b>300.108</b>	<b>286.670</b>	<b>281.272</b>

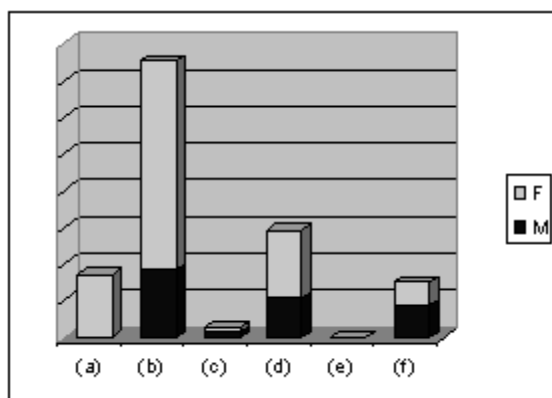
Source: The National Institute for Statistics, Romania, 2005

As in many other countries, the proportion of female teachers is higher than that of male teachers (see Table 3).

**Table 3.** Teaching staff by levels of education and gender (2003-2004)

Level	Male		Female		Total
	Number	%	Number	%	
Pre-school education (a)	69	0.1	34,516	99.9	<b>34,585</b>
Primary and secondary education (b)	36,895	24.5	113,615	75.5	<b>150,510</b>
of which: Special education	1,156	18.2	5,189	81.7	<b>6,345</b>
Vocational and apprenticeship education (c)	2,772	47.9	3,010	52.1	<b>5,782</b>
High-school education (d)	21,176	35.9	37,749	64.1	<b>58,925</b>
Post-high school and foremen education (e)	447	33.5	886	66.5	<b>1,333</b>
of which: Foremen education	12	46.1	14	53.9	<b>26</b>
Tertiary education (f)	17,343	57.5	12,794	42.5	<b>30,137</b>
<b>TOTAL</b>	<b>78,702</b>	<b>27.9</b>	<b>202,570</b>	<b>72.1</b>	<b>281,272</b>

Source: National Institute for Statistics, Romania, 2005.



**Figure 2.** Gender distribution of teaching staff by levels of education

The pre-school level registers the largest gender disproportion (99.9% women). Likewise, in the special education units women teachers represent 81.7%.

A relative equilibrium of teaching staff distribution by gender is seen in vocational schools (52.1% women vs. 47.9% men).

The proportion of male teachers is only higher at the tertiary education level, by 15 percentage points.

The percentage of unqualified personnel has dropped significantly in the last few years (see Table 4). There are certain subjects – like ICT and foreign languages (German, English, Hungarian) – and certain areas (especially isolated rural areas) that are confronting a deficit of qualified teachers.

In special circumstances, and only if there is a short supply of qualified teachers, teaching positions in pre-university education can be occupied for a limited period of time by unqualified staff.

**Table 4.** Qualified teaching staff by education system level (2001-2004)

Education level	1. Total teaching staff			2. Qualified teaching staff					
	2001-2002	2002-2003	2003-2004	2001-2002 %		2002-2003 %		2003-2004 %	
Primary and secondary (grades 1-8)	157,592	147,398	144,165	127,335	80.8	130,159	88.3	133,782	92.8
High school (grades 9-12,13)	64,729	60,988	58,925	59,903	92.5	56,853	93.2	57,681	97.9
Vocational schools	7,154	7,559	7,115	5,835	81.6	6,451	86.5	6,407	90.0

Source: Ministry of Education and Research, “*Quality and Equity in the Romanian Education System. National Report on Education Development*” MER: Bucharest, 2004.

The average age of the teaching staff from pre-university education is about 41 years old, with a slight variation by gender: women teachers’ average age is about 39 and male teachers’ average age is about 44. An explanatory factor could be the retirement age, which is higher for men than for women.

**Table 5.** Average age of teaching staff by education level in the public education system (2003-2004)

Educational level	Average age in main stream education (years old)			Average age in special education		
	Female	Male	Both	Female	Male	Both
Pre-primary	40.55	26.70	40.53	37.11	30.83	37.01
Primary	37.76	42.93	38.43	37.33	42.68	37.85
Lower secondary (grades 5-8)	39.64	44.05	41.05	39.17	43.58	40.18
VET	38.83	45.94	42.53	41.65	47.49	43.98
High school	39.52	44.42	41.29	41.80	46.74	43.26
<b>Average</b>	39.29	44.11	40.48	38.86	44.55	40.07

Source: National Institute of Statistics, Romania, 2004.

## 2.4 Teacher education and training – a priority of the education reform

For more than a decade the education system was subject to important changes. The education reform scanned several significant components: the reform of the legislative framework, the curriculum and textbooks reform, the reform of the evaluation and examination system, the reform of management and funding of education, the reform of the teacher training system etc. An important stage in the reform process was marked by the initiation of the 'Pre-University Education Reform Project' developed by the World Bank and the Romanian Ministry of National Education. New structures and institutions were established in order to effectively implement the reform project and to share the responsibility of implementation with the Ministry of Education (e.g., National Curriculum Council, National Council for the Ratification of School Textbooks, National Service for Evaluation and Examination etc.).

The National Curriculum Council designed a coherent and flexible methodology for planning, developing, implementing and reviewing the new curriculum. In 1998/1999, a new framework curriculum was implemented, bringing an innovative approach: an education plan covering seven curriculum areas of study (humanities, arts, science, physical education and religious education), an attempt to decentralise the curriculum and divide it into a national core curriculum and a school-based curriculum. Alternative textbooks have been produced based on these curriculum via an innovative competitive bidding system financed through the World Bank project.

The National Service for Evaluation and Examination continuously revised the evaluation and examination system in order to ensure an optimal balance between the qualitative and quantitative examination of education results. It has developed new methods and tools for evaluation based on educational standards and national criteria of performance.

In this context, teacher training was often considered a priority for education reform even though the reform of pre-service and in-service teacher training is a step behind other components of the education reform. 'The system of teacher training has registered a slower development, a certain discrepancy in its rhythm and efficiency, as compared with the other elements of reform, particularly the curriculum and instruction, evaluation and management. Recent research (Vlasceanu et al., 2002) shows that the large majority of teachers adheres to the spirit of reform but one-third of them fails to acquire the 'codes' of reform. They are not sufficiently familiar with the concepts and methodological principles of the reform. For this reason, they fail to apply them consistently'<sup>5</sup>.

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<sup>5</sup> Potolea, D., Ciolan, L. *Teacher Education Reform in Romania: A Stage of Transition*, in 'Institutional Approaches to Teacher Education within Higher Education in Europe: Current Models and New Developments', edited by Bob Moon, Lazar Vlasceanu, Leland Conley Barrows. Bucharest: UNESCO-CEPES, 2003, pp.287-288.

### 3 National system of pre-service teacher education and training

As in many European countries, pre-service teacher training in Romania is mainly based on a concurrent model: the theoretical and practical training for the teaching profession is provided at the same time as instruction in a specific field of study or general courses.

The consecutive model is also available for entering the education system as a teacher for secondary, post-secondary or tertiary levels: having graduated in their university studies, applicants may enrol in a teacher training programme (within the Teacher Training Departments at the universities) to obtain the teaching certificate. In this case, candidates have to finance their own pre-service teacher education studies.

#### 3.1 Pre-service teacher training institutions

Teacher training is provided in different education institutions for different teaching positions.

**For primary and pre-primary levels,** there are two different instructional routes for prospective teachers. They may decide to enrol in a pedagogical high school, after the 8<sup>th</sup> grade of general education or they may graduate from any high school and then attend a short-term higher education programme (3 years) at university pedagogical colleges. Their initial training includes both general courses and pedagogical training.

- Pedagogical high schools  
Pedagogical high schools, corresponding to the upper secondary education level, were the traditional institutions for the pre-service training of pre-school and primary school teachers. The duration of these studies varied in time between 4 to 6 years. In 1999, pedagogical high schools (renamed ‘*Scoala Normala*’ in the 1990s) began to be closed and their mission was taken over by university colleges. Two years later, the system of teacher training in pedagogical high schools was restored<sup>6</sup>. The graduates of pedagogical high school may attend higher education in pedagogical colleges or at universities. Many of them apply for further studies because a higher diploma means better chances of holding on to a job in the case of personnel reductions and also

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<sup>6</sup> At that time, many questions were raised concerning the wisdom of this step and its compatibility with practices in the education systems of Western countries in which all future teachers must be graduates of higher education institutions. Anyway, at the time of this report, meaning during the 2005-2006 university year, the system of training teachers for primary education in pedagogical high schools was considered insufficient for the present context and requirements, and that it would definitely be abandoned.



because it brings a higher salary and a better teaching position (institutor, instead of educator or school teacher). University pedagogical colleges deliver a differentiated training programme for the graduates of pedagogical high schools with a duration of 2 years instead of 3, as for the graduates of other high schools.

– Pedagogical University Colleges

After 1995, a new institutional structure for pre-service teacher education and training was established. According to the Education Law (Art. 62), pedagogical university colleges are organised within universities based on a request of the higher institution senate and with the approval of the Ministry of Education and Research (MER). The admission procedures are based on the criteria of entrance to long-term higher education. The minimum criterion is to hold a Baccalaureate degree (graduation from a high school). For several school years, pedagogical colleges also delivered training to teachers entitled to teach in the first phase of lower secondary education (gymnasium, grades 5-8), for subjects like foreign languages, music, arts and sport and physical education.

There are 20 pedagogical university colleges in Romania, with some of them having branches in different towns – all together making up 42 college units.

**Teachers for secondary education**, including vocational education, are trained in higher education institutions. During their university studies, prospective teachers for secondary education (including VET) undertake education and training in a field of study corresponding to the subject(s) they will be entitled to teach. They can be qualified to teach one subject (usually) or a maximum of two subjects. While in pedagogical colleges professional training for teaching is included in compulsory studies for all students, in other higher education institutions this is optional – students may attend the courses delivered by the Teacher Training Department of the respective university (theoretical courses on education sciences, didactics of the subject to be taught and practical activities in schools).

– Teacher Training Departments

Teacher Training Departments are organised within universities, based on a specific regulation and have an independent curriculum. Their curriculum is integrated with the frame-curriculum of the faculties (concurrent training model) and is offered as an optional programme. Once students have taken the option to attend the teacher training programme it becomes compulsory. The graduates of the teacher training programme receive a certificate that entitles them to teach at the pre-university level of the education system. In Romania, 52 universities have Teacher Training Departments.

Foreman-instructors graduate from a foremen school (post-secondary non-tertiary education) and must acquire at least 3 years of experience in the field.

They also have to attend and pass a professional training programme delivered by the Teacher Training Departments. According to the Teaching Staff Statute, the Order of the Ministry of Education, and Research no. 4467/2005, they are required to complete their studies and graduate from a higher education institution by 1 September 2007.

School counsellors are graduates from the Faculty of Psychology and Education Sciences. They provide school counselling, career guidance services for pupils and 'pedagogical and psychological assistance' for pupils, teachers and parents in solving different learning difficulties or educational problems. In schools with a large number of pupils Offices for Pedagogical and Psychological Assistance have been established.

### 3.2 Pre-service teacher training curriculum and certification

The curriculum for initial teacher training depends on the education level and type of institution. The evaluation and certification of the professional training is organised by each institution according to specific procedures and regulations.

The teacher training curriculum in **pedagogical high schools** and **pedagogical university colleges** forms part of the core curriculum that is compulsory for all students. It includes courses on education sciences, the psychology of education, subject-specific didactics and practical activities in schools. Colleges deliver parallel training programmes with a differentiated curriculum: a 2-year programme for the graduates of pedagogical high schools and a 3-year programme for the graduates of other high schools.

As the professional training is integrated with general education and training, those students who pass the graduation exam receive a graduation diploma giving them the right to teach in pre-primary and primary education. For graduates of pedagogical high schools, the professional qualification is certified only if the pupils pass the national baccalaureate exam. Pedagogical colleges studies end with a graduation exam based on criteria established by the MER and on methodology elaborated by the university senate. Graduates may complete their studies in long-term higher education institutions in the same (or a related) field of study on a competitive basis (they can directly attend the 3rd year of university).

The frame-curriculum of the **Teacher Training Departments** is regulated by the MER, through Order no. 3345/1999 and the norms 39076/2001. This order established the compulsory and optional subjects, their time allocation and the number of credits:

- *Compulsory subjects*
  - Fundamental issues of pedagogy; Theory and methodology of curriculum (one semester; 2-hour lecture and 1-hour seminar/week, 4 credits);

- Theory and methodology of instruction; Theory and methodology of assessment (one semester; 2-hour lecture and 1-hour seminar/week, 4 credits);
  - Psychology of education (one semester; 2-hour lecture and 2-hour seminar/week, 5 credits);
  - Didactics of the subject to be taught (one semester for one subject, two semesters for two subjects; 2-hour lecture and 1-hour seminar/week, 4 credits and another 4 for the didactics of the second subject to be taught);
  - Computer-assisted Instruction (initially integrated in Pedagogy and subject-specific didactic courses, and later introduced as a compulsory subject); and
  - Practical work (one semester; 4 hours/week, 8 credits).
- *Optional subjects*
    - *Pack 1*- Psycho-pedagogical optional subjects (one semester; 1-hour lecture, 2-hour seminar/week, 3.5 credits)
      - School counselling
      - Education of gifted children
      - Education of children with special needs
      - Communication in education
      - Techniques for intellectual work
      - Classroom management
      - ICT in education
    - *Pack 2* – Socio-pedagogical optional subjects (one semester; 1-hour lecture, 2-hour seminar/week, 3,5 credits)
      - Education management
      - Sociology of education
      - Pedagogical anthropology
      - Intercultural education
      - Educational policies
      - Adults' education

Students have to choose at least one subject from each pack. This frame-curriculum was designed with direct consultation of representatives of the Teacher Training Departments with the aim to generate a unitary curriculum that can confers a nationwide dimension of teacher training and allows students to move from one higher education institution to another using the ECTS procedures.

Students enrolled in the programme delivered by Teacher Training Departments are assessed at the end of the programme based on a personal portfolio and the mark obtained for practical training. The graduates receive a certificate that, together with the graduation diploma for the attended higher education institution, entitles them to teach in secondary and higher education (so, the issuing of the

professional certificate is conditioned by the graduation from the higher education studies).

### 3.3 Alternative Training Pathways

The Education Law allows the organisation of alternative training pathways in public and private education with the agreement of the Ministry of Education and Research. These alternative routes are evaluated and accredited by the MER, according to specific regulations.

The graduates of higher education institutions who did not attend the professional programme of the Teacher Training Department during their university studies and who later decide to become teachers may accomplish their professional training within a maximum of three years from the time they become employed as teachers. They can attend post-university courses delivered by the Teacher Training Departments to obtain the teaching certificate. In this case, candidates have to finance their own pre-service teacher education studies.

### 3.4 The probation period

The initial teacher training for pre-university education levels is followed by a probation (insertion) period of at least 2 years. The probation period is considered the final stage of initial teacher training. During this phase, *debutant* teachers are employed in similar conditions as 'definitive' teachers, having the same rights and duties. They can benefit from the supervision and assistance provided by the school inspectors and/or by a mentor-teacher.

The probation period ends with a formal evaluation of professional competencies and a certificate – '**on-the-job confirmation**'. This exam must be taken after at least 2 working years. Teachers may try to pass the exam a maximum of 3 times within a period of 5 years. In the case of failure, they can no longer be employed as a qualified teacher.

The evaluation for 'on-the-job confirmation' combines internal and external evaluation procedures consisting of several eliminatory steps: a) an annual individual evaluation of professional performance (the condition for going further is to get at least a 'sufficient' mark each year); and b) an external evaluation. The external evaluation is comprised of: a special eliminatory inspection (minimum passing mark - 7.00), a written examination in the subject-speciality and didactics, oral examination in the subject speciality and subject-specific didactics, a written examination in pedagogy and elements of psychology (minimum passing mark for the oral and written exams - 6.00). The on-the-job confirmation exams are

organised by the higher education institution and passing them is attested to by a formal certificate.

### 3.5 Financing of pre-service teacher training institutions

Public universities, teacher training departments and pedagogical university colleges are financed by the Ministry of Education and Research from the public budget. They can also receive supplementary financial support from different sources.

### 3.6 Co-operation between pre-service teacher training institutions and schools

The practical training of prospective teachers is performed within pre-university educational units under a dual level supervision: by those tutors designated tutors by the institution where the students are enrolled and by mentor-teachers designated from amongst the best performing teachers of the school.

The practical work can be organised as either distinct block-periods or as part of current activities. Students assist in lessons taught by a mentor-teacher, prepare lesson-projects and teach assisted by the mentor-teacher. After each lesson, the tutor and mentor-teacher discuss with the students, evaluate their performances and make recommendations.

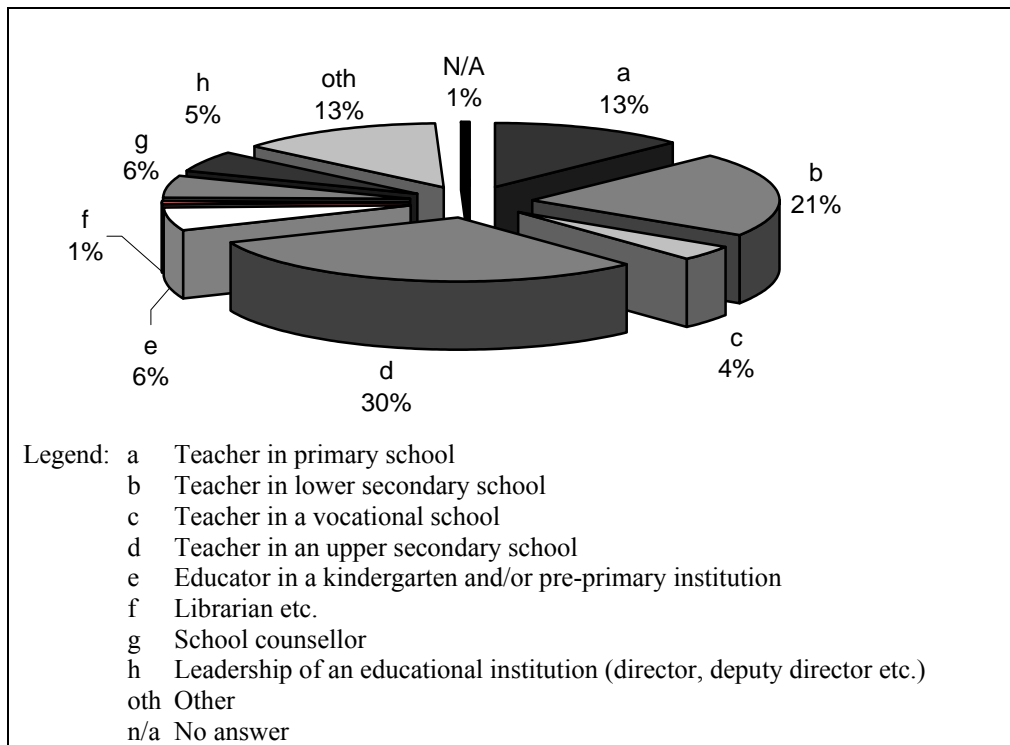
The final assessment of each student is accomplished by the mentor-teacher and the tutor after the practical training period.

### 3.7 A grass-roots perspective

In order to provide a comprehensive view of the national system of teacher training, an online survey was prepared and implemented during June and July 2005. Two different questionnaires collected information from teachers on one side, and teacher training institutions on the other. The online survey has its shortcomings due to limited access to the Internet and, perhaps, the poor ICT and Internet skills of the respondents. In this context, the project team supplemented the online survey with operator-led questionnaires.

In Romania, the survey was administered to 308 teachers at the pre-university level and 41 representatives – deans, rectors, head of departments, and directors – from institutions providing initial and/or in-service teacher training (11 universities and teacher training departments, 25 Houses of Teaching Staff and 5 non-governmental organisations).

The 308 teachers from Romania answered the questionnaire posted on the project's website or filled in the printed questionnaire distributed by the project team. The respondents are distributed across all levels of pre-university education (see Figure 3).



**Figure 3.** Teachers' sample by levels of education

The distribution by gender of teachers sample is proportional with the distribution of the overall teacher population: 76% female and 20% male teachers, compared with 24.4% male and 75.6% female teachers – the gender distribution of teachers from pre-university education in the 2003-2004 school year. The respondents' years of experience in the field of education is shown in Table 6.

**Table 6.** Years of experience in education

	%		%
Up to 1 year	2,60	21 – 30 years	25,97
1 - 5 years	14,94	31 – 35 years	8,77
6 - 10 years	19,48	More than 35 years	3,25
11 – 20 years	23,70	No answer	1,30

### Teachers' opinions about the pre-service teacher training system

A large majority of the teachers involved in this survey received their teacher qualification at the same time as their specialisation in a field of study or general courses (in the case of pedagogical high schools and university colleges):

- for 86.04% of the respondents, their education degree/diploma includes initial teacher education; and
- 10.39% affirmed their education degree/diploma did not include initial teacher education and they got their initial teacher education in separate courses.

Speaking about their personal pre-service education, most teachers saw it as being adequate to start working at school, but they pointed out the need for 'a lot of practical teaching experiences and in-service education and training', at least at the beginning of their career (42.86%). Another significant percentage (37.66%) considered their pre-service education was adequate and corresponded to the demands of their working position, without feeling the need for much further education and training. The pre-service training was seen as non-adequate by 12.01% because it does not correspond to the demands of the working position and does not provide practical teaching skills. Their work at school is mostly based on personal practical teaching experiences and in-service education and training. Other opinions: 0.32% of the respondents considered their pre-service training was inadequate as they had not finished their studies yet (they are studying but already teaching), 5.19% have another opinion and 1.95% did not provide any answer to this item.

Generally speaking, teachers' opinions about the pre-service education system are different and not as favourable as regards their own pre-service education. Many of them (33.12%) consider that the pre-service training system should be radically reformed; study programmes should provide all key competencies for teachers (subject knowledge; education knowledge; practical experiences). The highest percentage of respondents thought it was 'not so bad' and pointed out the dimensions that need to be improved:

- study programmes should put greater stress on *specialised education* contents/ topics/ competencies (e.g. teaching, learning, assessment, communication etc.) – 23,38%;
- study programmes should stress *practical experiences* in relation to theoretical contents / topics / competencies – 19.81%; and
- study programmes should put more stress on *teaching subject(s)* contents/ topics/ competencies (e.g. in mathematics, history, nature etc.) – 13.64%.

Only 4.87% of respondents believe the pre-service education system is good and no major changes are needed. 1.30% indicated they had no opinion regarding the quality of pre-service training, 0.97% had another opinion and 2.92% did not answer this item.

Teachers also expressed their willingness to work with students enrolled in teacher training programmes in order to help them acquire teaching skills. They consider teaching practice an important part of initial teacher education and training and are ready to transfer their experience to their younger colleagues (70.13%).

Concerning their co-operation with professors or researchers from higher education institutions or research institutes carrying out research on teaching/education in schools, 53.90% of the teachers participating in the survey expressed their willingness to get involved because ‘working in a research/developmental project could enhance co-operation between higher education institutions and schools and strengthen innovation in education’. Another 29.22% would appreciate working in a research/developmental project because it could enhance their professional development. 6.49% would take this opportunity into consideration only if it offers possibilities for promotion at work or if it is paid.

### **Institutional perspectives on pre-service teacher training system**

The representatives of the 11 universities that are the institutions responsible for initial teacher education and training in Romania were part of our research sample and shared their viewpoints regarding the pre-service training system:

- one institution considered it ‘modern, quality and related to social needs; there is no need for a radical reform but we need to improve them continuously’;
- one institution had an opposite judgement and considered the system ‘obsolete and urgently in need of a radical curricular reform’;
- five institutions considered the pre-service training system as continuously improving and bringing good results, but that it is necessary to make it more comparable and compatible with European / international trends; and
- four institutions asserted the pre-service training programmes have proved their quality and efficiency; however, it is the time to prepare a comprehensive but gradual curricular reform to help modernise the national system of education and its compatibility with European/ international trends.

As a partial conclusion, it is obvious that both the education practitioners and teacher training institutions concede there is a need to change the pre-service teacher education system. The directions of this change imply an adaptation towards harmonisation with European trends, with the new national curriculum, and according to the range of needs teachers are seeking to satisfy

## **4 National system of in-service teacher education and training**

The in-service training system is regulated by a specific legislative framework that was developed in recent years in order to implement the ‘Strategy for the development of the initial and in-service training system for teachers and managers



in pre-university education'. The Order of the Minister of Education and Research No. 4796/2001 established a professional transferable credits system in in-service teacher training, the structure of the in-service teacher training programmes, the type of providers etc. Government Decision 604/2001 established the National Centre for In-service Training of the Pre-university Education Staff (CNFPIP) and set out the composition and attributes of this institutional structure. This institution is responsible for accrediting the in-service programmes proposed by different in-service training institutions (public, NGOs or private) based on a specific methodology.

#### 4.1 Institutions of in-service teacher education and training

In-service teacher training can be provided by the following institutions:

- higher education institutions through faculties, departments and chairs for in-service training programmes in the subject-area for teachers in secondary education;
- higher education institutions through the Teacher Training Departments for in-service training programmes in the subject-methodology area, Psychology and Pedagogy for teachers in secondary education;
- pedagogical university colleges and pedagogical high schools for training programmes in the subject-area, subject-methodology;
- in-service training centres for foremen;
- Houses of Teaching Staff for the training of teachers and auxiliary staff;
- Children's National Palace for the training of teaching and non-teaching staff that work in non-formal education contexts;
- centres and other institutions for the training of management, guiding and control staff;
- the Institute for Educational Sciences, National Centre for Curriculum, National Council for the Development of Vocational and Technical Training, National Service for Evaluation and Examination;
- institutional structures that are implementing international projects (such as Socrates, Leonardo programmes) or projects whose beneficiary is the Ministry of Education and Research and are funded by international organisations (e.g. World Bank, Phare programmes etc.);
- foundations, professional associations and NGOs that have as the object of their activity the in-service training of teaching staff; and
- County school inspectorates.

## 4.2 In-service teacher training programmes

Two types of in-service programmes are designated for a teacher's further training:

1. One type regards the itinerary of the *professional development* of one's teaching career (*see Chapter 2.2.*) and consists of classroom inspections, compulsory exams (written or oral) and a dissertation (only for didactic degree I). Achieving these didactic degrees is equivalent to an in-service training programme and provides teachers with specific certificates that recognise their new competencies for each degree.
2. The second category of programmes addresses teachers for their *once every five years compulsory in-service training* which, according to the Order of the Minister of Education and Research 4796/2001, is periodical in-service teacher training and structured in modules quantified in professional transferable credits. According to the provisions of the Education Law (Law 84/1995), the in-service training of teachers in pre-university education is a right. At the same time, the Teaching Staff Statute (Law 128/1997) stipulates that teachers and management, guiding and control personnel in pre-university education have to participate in an in-service training programme once every 5 years according to the methodology established by the Ministry of Education and Research. The condition is considered fulfilled for those teachers that have obtained the 'on-the-job-confirmation' or any didactic degree in the considered period.

The Teaching Staff Statute indicates the types of activities considered to be in-service training activities:

- activities organised at the school level or local level which address issues regarding teaching in specialty, psychological and pedagogical terms;
- participation in scientific seminars, meetings to exchange experience focused on specialty, psychological and pedagogical issues;
- participation at meetings for refreshing and updating the theoretical knowledge in education sciences and a teacher's specialty;
- participation at specific courses provided by scientific organisations;
- participation in distance courses and counselling programmes organised by higher education institutions;
- distance education programmes;
- participation in courses regarding a teacher's specialty, didactics, psychological and pedagogical matters, to get a higher level of competence in one's teaching career such as the definitive degree, didactic degrees II and I;
- participation in specific courses that address management, guiding and control staff;
- scholarships for in-service training in the country or abroad;
- post-university courses; and
- doctoral studies.

Teachers may independently choose the training programme that best suits their needs. However, in certain situations the education authorities may guide teachers toward specific training programmes. This situation has occurred quite frequently in recent years when national training programmes financed by the state budget were provided on specific high-interest topics:

- applying the new competence-based curriculum in the classroom;
- designing the school-based curriculum and syllabi for optional subjects;
- using new methods and instruments in pupils' evaluation;
- standardising pupils' evaluation;
- choosing appropriate textbooks;
- developing multi-cultural educational environments (under the 'Access to education for disadvantaged groups' initiative); and
- the use of ICT in teaching various subjects (within the Computer-based Education System programme).

In a recent Order of the Minister (4611/2005) regarding the methodology for accrediting in-service training programmes for pre-university teachers, clear provisions were formulated for the five-year compulsory in-service training. There are different categories of training programmes that teachers can attend: programmes that have an official curriculum established by the National Centre for In-service Training of Pre-university Education Staff (CNFPIP) and programmes that have a curriculum proposed by different in-service training providers (but accredited by the CNFPIP).

Each in-service training programme is based on training modules. Depending on the number of modules three types of programmes can be provided:

- short-term programme – one module;
- medium-term programme – two modules; and
- long-term programme – three modules.

The modules have been revised by the same Order of Minister and indicate the possible domains of in-service training:

Module 1 – *Designing, organising and assessing teaching/learning activities*

Module 2 – *Management and communication*

Module 3 – *Computer-assisted Instruction*

Each of these three types of modules contains: compulsory subjects and two categories of optional subjects: one is proposed by the National Centre for In-service Teacher Training and the other by the in-service training providers.

The minimum standard for the periodical in-service teacher training is **90 transferable credits**. This minimum number of transferable credits can be achieved in five years in the following way: 45 transferable credits by performing the programmes that provide the official curriculum set up by CNFPIP (which also

include topics related to school reform) and 45 transferable credits by performing programmes that provide a curriculum proposed by various providers.

The 5-year interval established by the law for the periodic in-service teacher training can be reduced in the following situations:

- when essential changes occur at the curriculum level or when introducing new methods and technologies of education and evaluation;
- for teachers appointed for the management or guiding and control positions if they do not have any attested training in the area of educational management;
- if requested by the administration council or the County School Inspectorate for the teachers that were assessed with a low level of knowledge and professional competencies; and
- at a teacher's own request, subject to the recommendation of the Teachers' Council.

### 4.3 Financing of in-service teacher training

According to the legal provisions, the in-service training programmes organised by school inspectorates and Houses of Teaching Staff are financed by the Ministry of Education and Research. Other forms of financial support are also prescribed by law:

- transport, accommodation and daily allowances are covered for teachers sent by the education institution or authorities to take part in in-service teacher training programmes or scientific events;
- teachers benefit from a 50% fare discount for internal local transport during their participation in in-service teacher training programmes; and
- costs for transport and participation are integrally or partially covered for teachers participating in scientific events organised abroad.

It should be mentioned that, because of the poor financing of education, very few of the support measures for teachers stipulated by law are actually applied.

Most of the teachers' training programmes are organised either during non-working hours/days or during holidays. However, in some cases short training programmes or scientific events may occur during normal school hours, namely times when the school management has to ensure replacements.

### 4.4 A grass-roots perspective

Based on the institutions' viewpoints collected in **Questionnaire A** that was filled in by 41 institutions of in-service teacher training, of which 11 were higher education institutions, the following conclusions can be drawn:

- the in-service training institutions generally agree that the offer and quality of the national in-service training system should be improved and strengthened, while there is a need to broaden the content and increase public financial support for this type of service;
- There are converging opinions on the need to make each institution's in-service training more comparable and compatible with the European/international trends; there is a clear message that no radical changes are needed, but there should be greater concern for continuous improvement and effectiveness;
- regarding the concern for the lifelong learning objectives, most in-service institutions are at an early stage of developing a strategy or are planning to develop one, very few of them are already implementing a strategy (only 10 out of 41 institutions), with their target group being practitioners in schools. There is a strong need to reflect a greater concern for this important objective at the in-service training institution level;
- most in-service training institutions are concerned with improving their in-service education and training provisions regarding: contents, approaches to teaching, learning, and assessment. Besides these aspects, some institutions are intending to credit and recognise the learning outcomes from in-service education as parts of study degrees in the event of continuing one's studies. Very few are only concerned about changing the curriculum according to the renewed school curriculum.
- However, regarding in-service training curriculum there is a clear orientation of the training institutions towards enhancing teachers' practical competence (80%) as well as their competence to implement the school curriculum and use new teaching methods (80%). Almost to the same degree, both types of institutions are also concerned with renewing the educational knowledge of teachers and fewer are interested in deepening and renewing the subject-specific knowledge of teachers.
- About the contents provided by both categories of institutions, there are topics:
  - most frequently offered: methods of teaching/ learning/ assessment, education management, development of skills in using information and communication technology;
  - less offered: particular teaching subjects, intercultural education, education for human rights, learning (mastering) a foreign language, development of general communication skills, rhetoric etc; and
  - the least offered: educational work with children with special needs, co-operation with parents, the school environment, social and cultural aspects of education, ethics etc.

The information collected confirms the need to improve the curricula offered by NGOs, Houses of Teaching Staff and higher education institutions;

- all in-service training institutions involve other professionals in the process of designing or restructuring the in-service teacher education and training

provisions. But there is still a difference between higher education institutions and the in-service education and training institutions. The latest are more open to the consultation process than the first ones. However, in both situations the category most involved is teachers whose needs for in-service training represent an important reference point for designing and restructuring the in-service programme. The headmasters and leaders of education institutions represent the second category, followed by representatives of the Ministry of Education and Research. 2 out of 11 higher education institutions do not involve other professionals in this process.

- Both categories of institutions mentioned as the main obstacles to reforming/modernising in-service teacher education and training at their institution: the obsolete/ inadequate national legal regulation(s) and the lack of financial support, in particular equipment and facilities. The in-service education and training institutions quite frequently mentioned the lack of human resources; the lack of adequate skills and motivation for academic and non-academic staff.

According to the answers collected from teachers who filled in **Questionnaire B**, the following ideas can be asserted:

- Most teachers participate in in-service training activities because of their personal interest in their professional development and their future teaching career. Those who did not participate mentioned as the main reason the difficulty to access this type of activity or the lack of opportunities to participate. Some even mentioned that they had to pay a participation fee they could not afford.
- There is a wide range of institutions that offer in-service training activities which confirms there is an open competitive market for in-service training offers. The institutions chosen most are:
  - Ministry of Education and Research through its institutional structures (school inspectorates, Houses of Teaching Staff) – 75.65%;
  - Higher education institutions (through their Teacher Training Departments) – 26.95%; and
  - specialised NGOs – 23.70%.

The institutions chosen less are the private in-service training institutions of which, generally, there are not that many in Romania – 9.74%.

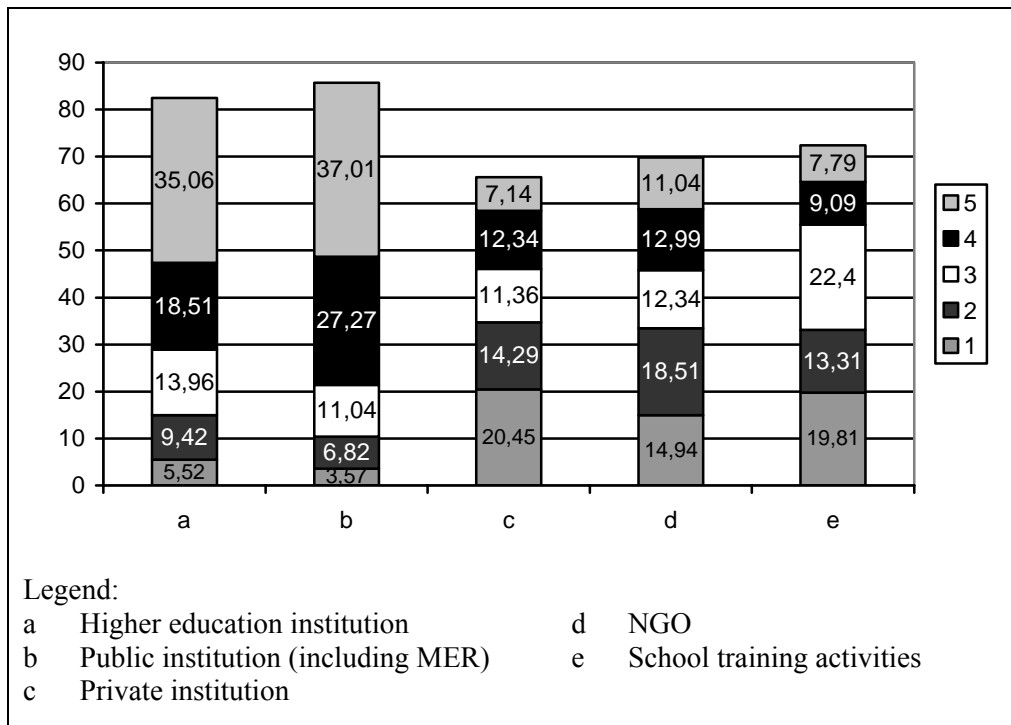
A very important aspect is the high percentage of foreign organisations that offer in-service training activities and have been chosen by teachers to attend their in-service training activities – 19.48%.

- According to the teachers' opinions of the effectiveness of the in-service training activities for their teaching activity, most consider that they significantly (38.64%) or partially (35.06%) contributed to the enrichment of

their knowledge and competencies for more efficient activity at school. There was a significant percentage of teachers that regarded the in-service training achievements as useful but quite difficult to be transferred to daily school practice because of the excessive theory and few practical approaches.

- Regarding the impact of in-service training activities on teachers' professional development, the most appreciated contributions (ranked with a 5) were the services provided by:
  - public institution specialised in in-service training (including MER) – 37.01%;
  - higher education institutions – 35.06%; and
  - specialised NGOs – 11.04%.

Teachers saw the private institutions' offer (c) as having the smallest impact on their professional development (as shown in *Figure 4*).



**Figure 4.** Impact of the training courses, by provider

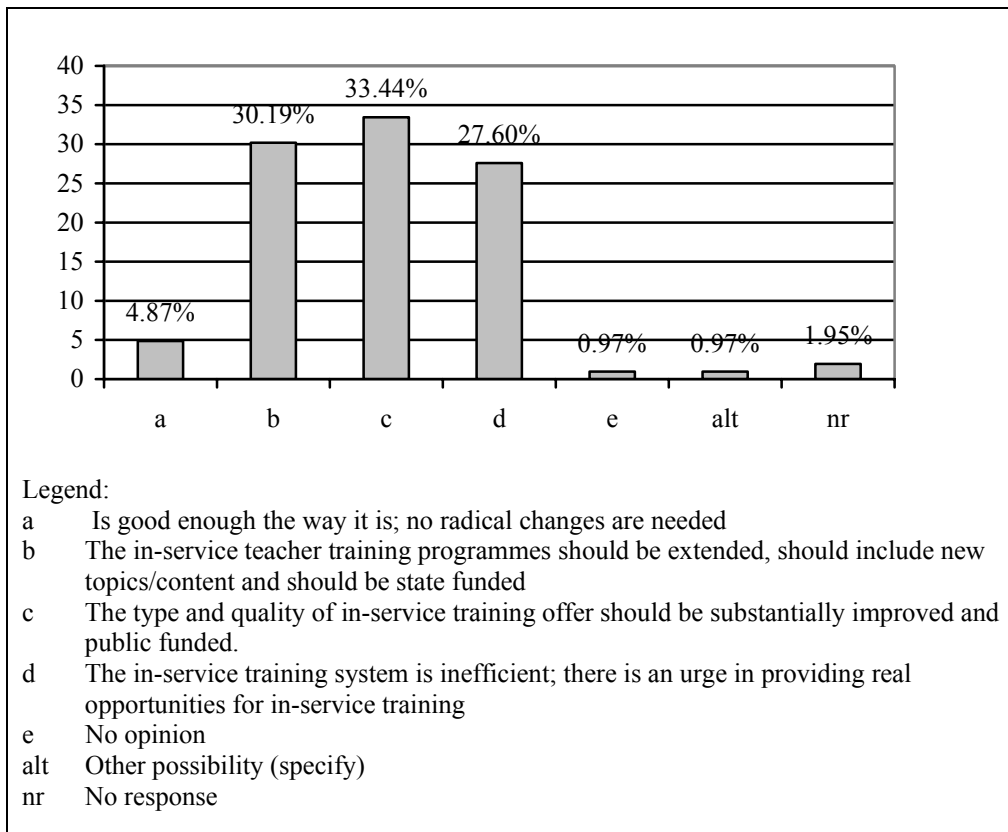
Regarding other types of in-service training activities, the most effective activities in terms of teachers' professional development were considered to be individual study, followed by participation in activities organised at the local level within the school network and participation at seminars, conferences and workshops organised by various professional associations. Because of the low participation of teachers in research projects, there is a very weak impact of this type of in-service training activity on teachers' professional development.

- In the teachers' opinions the most significant contents for their professional development are:
  - topics related to the subject matter they are teaching – 37.01%;
  - topics related to teaching-learning and assessment practices – 36.69%;
  - topics related to the development of communication competencies – 22.08%; and
  - topics related to the development of skills in using ICT – 21.75%.
- The topics least significant for teachers' professional development are:
  - topics related to education for children with special needs;
  - topics related to social and cultural aspects of education, ethics; and
  - topics related to intercultural education, education for human rights.



If we consider the item from Questionnaire B that refers to the frequency with which the curricular offer of the training institutions meets the teachers' interests, the highest percentages are reached by teachers appreciating that in most cases they find interesting topics (46.10%) and by teachers saying that only in a few cases are topics they are interested in provided by in-service training institutions (36.04%). There is only a few percent of teachers who say they have never found such kind of a curricular offer (1.95%), or that such a kind of offer does not exist (2.27%).

However, there is a small percentage (6.82%), albeit significant in this context, that say that they have found topics they were interested in all the in-service training activities they have attended.



**Figure 5.** The in-service teacher training system in Romania

- The item referring to the teachers' opinions regarding the quality of the in-service training system in Romania highlights the need for a quality improvement, for broadening the curricular offer and for more substantial financial public support (63.63% of the teachers expressed this opinion). There

is a significant percentage of teachers (27.60%) that considers the actual system of in-service training is ineffective and there is a call to provide real opportunities for teachers' professional development.

Considering the opinions also expressed by the in-service training institutions on this issue, we may conclude that both in-service training institutions and teachers share the same opinion regarding the need to improve the quality and effectiveness of the in-service training system (see *Figure 5*).

## 5 Recent developments and plans in teacher education and training

The teacher training system is constantly high on the agenda of education policy-makers. In 2001, the Ministry of Education and Research elaborated the 'Strategy for the development of the initial and in-service training system for teachers and managers in pre-university education'. This strategy set out the objectives and implementation measures for improving the teacher training system in accordance with the European trends and priorities in this field. Many changes proposed by the abovementioned strategy were implemented, while others are still in progress. Recent developments related to the teacher training system came as a response to social and educational changes.

### 5.1 New competencies for teachers.

#### Design and implementation of national standards for the teaching profession

There is a widespread consensus that a new set of competencies is required for teachers in the context of social and economic changes, as well as in the light of Romanian education reforms leading towards: quality and equity across the education system, applying the improved national curriculum, and decentralisation. These new competencies that are to be established and addressed through teacher training programmes should emphasise the new roles and competencies for teachers, concerning:

- the design and development of the school curriculum;
- the design and implementing of cross-curricular activities;
- the evaluation and selection of textbooks;
- participation in local, national or international projects;
- work in a multicultural learning environment;
- the developing of a partnership between the school and community; and
- self-management and professional development.

The new roles and competencies of teachers stemmed from the extension of the roles of schools. The beneficiaries of the services provided by schools are not only the pupils but also the community and community members. Schools have become resource centres at community level, training providers (mentoring for beginners, training stages at the request of various stakeholders), and centres of knowledge production and distribution.

In 2002, the Ministry of Education and Research published the 'Professional standards for the teaching profession'. This paper is the result of work done by Romanian teachers and education experts in partnership with foreign experts in the framework of the Project for Pre-university Education Reform carried out by the Romanian Ministry of Education and Research with the support of the World Bank. However, as far as teacher training programmes are concerned it is necessary to elaborate national standards for teacher education, especially curriculum standards.

## 5.2 Recent measures for renewing the pre-service teacher training programmes provided by the Teacher Training Departments within the universities as a consequence of implementing the Bologna process

Beginning with the 2005-2006 university year, higher education in Romania has been structured over three cycles<sup>7</sup> (except for fields of studies particularly regulated in accordance with European Union provisions):

- the first cycle, having a duration of 3-4 years and amounting to 180-240 credit points, grants the graduates the title of Bachelor;
- the second cycle, having a duration of 2 years and amounting to 120-160 credit points, is completed with the a title of Master; and
- the third cycle is represented by doctoral studies, has a duration of 3 years and grants the title of a doctor of science.

According to a recent order of the Ministry of Education and Research (2005) the pre-service teacher training programmes provided by the Teacher Training Departments have been reorganised beginning with the 2005-2006 university year. The new curriculum is structured in two modules:

- Module I (30 credits) is integrated in the first 3-4 years of study (the Bachelor cycle) and provides graduates with a graduating paper that partially certifies the teaching competence (the final evaluation consists in presenting a teaching portfolio). This graduating paper only allows the graduate to teach until they get the 'on-the-job confirmation' certificate.

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<sup>7</sup> Access to the second or third cycle is subject to finalisation of the previous one.

- Module II (30 credits) can be performed only after getting the Bachelor degree and it is mandatory in order to obtain the ‘on-the-job confirmation’ certificate. This module can be attended by those who are already enrolled in a master’s degree course and also by those who do not intend to continue their university studies. At the end of Module II graduates receive a graduation certificate that replaces the former graduating paper. The final evaluation on this module consists of developing a project that reflects a student’s competence in teaching a subject and the psycho-pedagogical knowledge of learning the certain subject. This teaching certificate is a prior condition for getting the ‘on-the-job confirmation’ degree.

For those students who did not attend the pre-service training programme (both modules) during their university studies, the Teacher Training Departments within each higher education institution can provide post-university courses. In this case, candidates have to pay a tuition fee.

The structural reform is accompanied by a curriculum reform. The higher education institutions participating in the survey carried out within this project affirmed they recently initiated a reform of the curriculum in connection with the Bologna process in all departments/study programmes (8 institutions from the total of 11 participating in the survey), in some departments/study programmes (2). One institution has not yet initiated a curriculum reform, but this will happen in the near future.

The main elements of the reform agenda aimed at implementation of the Bologna process are:

- the implementation of new learning structures and tools (a two-tier system, ECTS, Diploma Supplement, recognition of previous learning etc.) accompanied with a comprehensive modernisation of approaches to teaching, learning and assessment (the case of 8 institutions from the 11 participating higher education units);
- primarily the implementation of new structures and tools (two-tier system, ECTS, Diploma Supplement etc.) without profound changes in approaches to teaching, learning and assessment (2 institutions); and
- primarily harmonisation of the existing study programmes to fit into the two-tier system (3+2 or 4+1 scheme) without profound changes in approaches to teaching, learning and assessment (1 institution).

Concerning the renewal of the curriculum, 6 institutions declared they are going to design a learning outcomes- or competencies-based new curriculum, while 4 institutions affirmed their curricula are already learning outcomes- or competencies-based. The general competencies put at the forefront of the new curriculum refer to: capacity for applying knowledge in practice (11 answers); basic knowledge of the teaching profession (9); ability to work in an

interdisciplinary team (7); ethical commitment; and professional ethics (6). As regards the subject-specific competencies, the institutions noted: the ability to assess the learning outcomes and learners' achievements (8 answers); awareness of the different contexts in which learning takes place (6); competencies in counselling learners and parents (5); and knowledge of the subject to be taught (4). Other subject-specific competencies mentioned are: critical thinking; reflexive practice abilities; metacognitive abilities; the ability to use or build new and innovative teaching-learning strategies, the ability to project an educational process, the ability to communicate efficiently.

### 5.3 Accreditation of teacher training programmes

The accreditation of the in-service training programmes proposed by different in-service training institutions (public, NGOs or private) is ensured by the National Centre for In-service Training of Pre-university Education Staff (CNFPIP) on the basis of a specific methodology. Recently, the Ministry of Education clarified (through a Ministry order) the roles and responsibilities of the CNFPIP. Meanwhile, efforts have been made in order to improve the methodology for the accreditation of in-service programmes.

Regarding the pre-service training programme, the development of the accreditation methodology for Teacher Training Departments and establishment of national curricular standards have to be mentioned.

### 5.4 Improving rural education

According to the 2002 census, 47.3% of the Romanian population lives in rural areas. The study *Rural Education in Romania: Conditions, Issues and Development Strategies* prepared by the Institute for Educational Sciences (2000) analysed the current state of rural education and highlighted several issues concerning the teaching staff working in rural schools:

- less in-service training opportunities for teachers in rural areas;
- the lack of qualified teachers;
- the lack of resources for teaching and learning; and
- few opportunities for out-of-school or informal education activities.

The study indicated that rural schools with higher proportions of unqualified teachers have lower student performance. In order to improve the quality of education in rural areas, the Romanian Government undertook various measures: financial support for the teaching staff who move to the countryside, initiation of a Programme for Educational Development in Rural Areas (1999), establishment of

the National Council for the Development of Education in Rural Areas (September 2000).

In 2004 through the Ministry of Education and Research and with the support of the World Bank, the Government launched a large programme for the revival of rural education, involving the following directions:

Component 1: Improvement of teaching and learning activities in rural schools, including:

- 1.1. professional development of teachers from rural schools (implementation period 2005-2009);
- 1.2. opportunities for career development: implementation of an open distance training programme, based on a national curriculum, aiming to provide the necessary qualification for 4000 unqualified teachers from rural schools (2005-2008);
- 1.3. providing adequate minimum facilities for 1,500 rural schools: heating, electricity, furniture, water etc.(2004-2008); and
- 1.4. providing teaching and learning materials (2005-2007).

Component 2: Improvement of the co-operation between schools and local communities.

Component 3: Strengthening the monitoring, evaluation and strategic planning capacities of local and central education authorities/agencies.

The project 'Development of In-service Training of Pre-university Teaching Staff' (2005-2009) is financed by PHARE programme and run by the National Centre for In-service Training of the Pre-university Teaching Staff in partnership with 16 Regional Centres for In-service Training of the Pre-university Teaching Staff. It aims to assess the training needs of teachers from high schools located in rural areas, to ensure the quality of training programmes through specific procedures and mechanisms, to revise the professional standards for 'teacher', 'school manager' (headmaster, inspector), in accordance with the demands of both the education system and the European Union. The beneficiaries of this project are the teachers from high schools located in rural areas. It is estimated that 4,000 teachers and 600 education managers will benefit from the accredited and high quality in-service training programmes.

### 5.5. Reorganising the pre-service education and training of primary and pre-primary teachers

There is a tendency within the education system towards training all teachers, including pre-primary and primary school teachers, at university (to have at least a

bachelor's degree). In this respect, the initial training for pre-primary and primary teachers will be provided in higher education institutions (Faculties of Education Sciences), based on a distinctive curriculum. Gradually, the teaching positions from pre-primary and primary education levels (*school teacher, institutor or educator*) will be replaced by the position of 'teacher' (today only used for the secondary education level).

## 5.6 Expansion of the in-service teacher training market

The education reform has gradually extended the market of in-service teacher training providers. Moreover, a free market of educational services (e.g. training, consulting, research) has evolved. Private institutions, foundations, SMEs, NGOs etc. are more and more involved in designing and implementing the in-service teacher training programmes.

## 5.7 Quality assurance

There is growing interest in quality assurance in order to meet the performance standards of the EU. In this respect, the Strategy for Education Development 2000-2004 designated the following directions:

- optimising the education process (teaching, learning, assessment, curriculum etc.);
- better selection, training and motivation of teachers for a teaching career; training and assessment of managers in the schools;
- changing the schools inspection into a system of assuring, maintaining and monitoring quality in education at a central/regional/local/school unit and classroom levels; and
- developing e-learning – the provision of minimal ICT equipment for each school, access to the Internet, training teachers in the use of computers, development of educational software, an electronic management information system.

Recently, the Ministry of Education and Research proposed the Law on Quality Assurance. This law lays down the mechanisms and procedures for quality assurance in education as well as the responsibilities of education actors/institutions. A Commission for Quality Evaluation and Assurance will function in all pre-university education units and training providers. Quality control is provided by two agencies: the Romanian Agency for Quality Assurance in Higher Education and the Romanian Agency for Quality Assurance in Pre-university Education.

The higher education institutions participating in the survey affirmed they have internal mechanisms for monitoring the quality of pre-service teacher education and training: with regard to teaching and learning activities (8 cases from the total of 11 institutions); with regard to research activities (7); with regard to other activities at the institution, e.g. administration, counselling to students etc. (4). Two institutions mentioned that such mechanisms are not yet established.

Concerning students' involvement in the process of quality evaluation, 6 institutions affirmed that students are members in quality assessment / assurance commission, 7 institutions use students' questionnaires or similar procedures for the purpose of quality control and assurance, and 6 offer students the opportunity to formally express their opinion through the student organisation.

## 6 International co-operation in teacher education and training

The 'Strategy for the development of pre-university education in 2001-2004 (updated in 2002). Prospective planning towards 2010' elaborated by the Ministry of Education and Research sets out the guidelines for strengthening European integration and international co-operation. The main directions mentioned in this strategic document include:

- the participation of Romanian institutions and citizens in the Socrates and Leonardo da Vinci programmes;
- in-service teacher training within the framework of a specific programme of the Council of Europe;
- bilateral and multilateral co-operation in the field of education and training; and
- co-operation within the Stability Pact for South-East Europe.

International co-operation in education, training and research is regulated and sustained through legislative documents that formalise Romania's participation in European programmes (Socrates, Leonardo da Vinci, Phare, TEMPUS, Youth, Stability Pact etc.), bilateral agreements between the Romanian government and other countries, the ratification of international conventions regarding the mutual recognition of diplomas etc.

The mobility and cross-border co-operation of teachers, still not addressed by a coherent policy framework, is recognised as an important part of professional development and calls for punctual measures:

- inclusion, within the Teaching Staff Statute, of specifications regarding training abroad;
- the possibility of recognition and equating the training attended abroad as part of one's periodical continuous education (by the National Centre for Recognition and Equating of Diploma);



- introduction of ECTS for initial and in-service teacher training – required in Ministry Order 4796/ 2001 and then stipulated as compulsory starting with 2005-2006, along with the Diploma Supplement, as parts of European harmonisation; and
- Romania agreeing to the Copenhagen Declaration (2002).

### 6.1 Cross-border and international co-operation at school level

Generally speaking, teachers are open to interacting with other teachers and keen to co-operate with institutions from abroad for exchanging teaching experiences. An increasing number of opportunities became available in the last few years for teachers skilled in writing projects and foreign languages: Socrates, Leonardo da Vinci, Phare, Stability Pact, Council of Europe programme for in-service training of education professionals, NGOs initiatives etc.

**1. Comenius** is addressed to all actors of the education community – pupils, teachers, local authorities, parents' associations, NGOs – aiming to develop school partnerships (Action 1 - co-operation between pupils and teachers from different European countries); teacher training (Action 2, co-operation and mobility projects for initial and continuous training); development of thematic networks (Action 3, school partnership and projects on teacher training, dissemination of results and best practices). In 2000-2002, the number of Comenius projects in Romania increased significantly (Evaluation report of the implementation of Socrates programme in Romania, IES, 2003).

**Table 7.** Distribution of Comenius decentralised projects (2000-2003)

	2000	2002	2002	2003*
<b>Comenius I – school partnerships</b>				
School projects	99	255	368	379
Linguistic projects	16	22	32	35
School development projects		13	54	73
Preparatory visits	131	42	113	Not available
<b>Comenius II – Teacher training</b>				
Foreign language training grants	251	158	150	160
Other subjects training grants	56	81	92	305 (plus 99 on a waiting list)
Foreign language assistants		31	29	28
Hosting a foreign language assistant	1	2	10	8

\* At the time of the Socrates programme evaluation report, the data for f 2003 were provisional.

Most participating schools are located in an urban area, especially in cities. Similarly, the number of teachers from rural areas applying for a scholarship/mobility programme is less than 10% of the total number of applications received. Regarding the type of institution, the highest rate of participation is reached by schools (grades I-VIII) and high schools (grades IX-XII/XIII). Pre-primary education institutions, special education units and Pupils' Clubs (out-of-school education centres) are represented less.

Concerning the teacher training grants, teachers from schools were more active than those from in-service teacher training institutions, teachers' associations, pupils' clubs, school inspectorates (*see Table 8*).

**Table 8.** In-service and pre-service teacher training grants' distribution, by the type of institution involved: 2000-2002

Institutions	Foreign languages training grants	Other subjects training grants	Total
Pre-university education units	462	198	660
School inspectorates	22	28	50
In-service training institutions	3	4	7
Pupils' clubs	2	-	2
Total	489	230	719

Most of the training scholarships beneficiaries were foreign language teachers with at least 3 working years in education. The countries that hosted a bigger number of training courses in the framework of Comenius II were France, the United Kingdom, Germany and Italy, as the foreign languages taught in Romanian schools are theirs.

2. **Arion** – another component of the Socrates programme – offered opportunities for exchanges and study visits in the field of education reform and development. The programme is addressed to decision-makers from pre-university education, from local, regional and central levels. In 2000-2003, there were 161 participants in study visits: school inspectors (more than half of the total number), heads of departments or institutions, co-ordinators of national education projects, representatives of local, regional and national authorities, trainers and experts. The most frequent topics of Arion visits by Romanian participants were: study of the European education system or comparative studies of education systems, the European dimension in education, education for democratic citizenship, intercultural education, education system management, school management, modern teaching methodology.

- 3. In-service Training Programme for Education Professionals** – developed by the Council of Europe within the framework of the European Cultural Convention –gives teachers the possibility to: get familiar with the Council of Europe’s work in the field of education; become involved in a multicultural learning experience; share information, ideas, teaching materials with teachers from other countries; and disseminate information at different levels.

## 6.2 The impact of the cross-border and international co-operation programmes

The evaluation report of implementation of the Socrates programme in Romania (IES, 2003) highlighted the impact of this programme at personal and institutional levels.

At the personal level, the most significant benefit was the development of professional competencies (29.3%) and other skills (65.9%) such as communication and group work skills, ICT skills etc. Another relevant consequence of international co-operation within the Socrates programme is reflected in changes of attitudes and motivation towards the teaching profession. Their involvement in international projects has stimulated their interest for professional development and their initiative in school life.

At the institutional level, the impact of the Socrates programme consisted of: better visibility of the education units at local/national and international levels (31.7%), better motivation of human resources (29.3%), growing quality of education (24.4%) and partnership with European institutions (14.6%).

## 6.3 Teachers’ availability for cross-border and international co-operation

Romanian teachers participating in the survey carried out by this project team affirmed their willingness to work with teachers and pupils from schools in other countries (school networks, mobility, exchange programmes etc.): 43% would prefer to co-operate with schools, teachers and pupils from EU countries, 43% are ready to co-operate with schools and teachers for all over the world. About 20% mentioned their availability for international co-operation and their previous experience in this field. Only 3% of the respondents are not interested in such exchange and networking programmes.

#### 6.4 Cross-border and international co-operation of institutions of teacher education and training

Teacher education and training institutions develop cross-border and international co-operation projects based on the legal provisions of the Ministry of Education and Research or on their own institutional contracts/agreements/protocols signed with institutions from other countries or with international institutions:

- cross-border student and teaching staff exchanges for study visits or practical activities on the basis of bilateral agreements;
- international student and teaching staff mobility based upon institutional agreements or the affiliation to various university networks; and
- involvement of Romanian university departments or teachers in the offering of transnational higher education including joint training programmes, programmes typical of virtual universities, other types of institutions involved in e-learning etc.

In January 1998, the National Office for Student Grants Abroad was established in order to co-ordinate the student grants offered by the Romanian Government for study programmes of 2 to 10 months.

#### 6.5 Good practice examples

1. **Erasmus** – the higher education action of the Socrates II programme – aims to encourage transnational co-operation between universities and to improve the transparency and academic recognition of studies and qualifications. Romania joined the Erasmus programme in 1998 based on Decision no. 2/1997 of the UE – Romania Association Council. The number of Romanian universities involved in the Erasmus mobility programme as well as the number of students and teachers benefiting from mobility grants has gradually increased (*see Table 9*).

**Table 9.** Number of universities participating in the Erasmus SM programme and number of students benefiting from Erasmus SM grants

	1998/ 1999	1999/ 2000	2000/ 2001	2001/ 2002	2002/ 2003	2003/ 2004
Number of universities	26	32	40	43	44	45
Number of students	1,250	1,699	1,899	1,964	2,701	3,005

In 2000/2001, 594 teachers from higher education received mobility grants. The number of grants awarded in 2002/2003 was almost double – 1,062. Also, the

number of institutional contracts between universities (intensive study programmes, European modules development, ECTS, preparatory visits, European modules dissemination, organisation of mobility projects, development of advanced joint study programmes etc.) also increased from 39 in 2000/2001 to 44 in 2002/2003.

## 2. TEMPUS programme

The exchange programmes for student and teaching staff were established in 1991 within the TEMPUS programme between Romanian universities and universities in EU countries. From 1990/1991, several Romanian universities have started to deliver study programmes in foreign languages (English, French and German), along with instruction in the Romanian language. The teaching staff and support materials for learning have been prepared with technical assistance from partner universities in Great Britain, France or Germany and with financial support from the TEMPUS programme.

**Table 10.** Mobility in the Tempus programme (1991-1997)

<i>Participants in the mobility programme</i>	<i>Number</i>
Teaching staff from Romania	6,806
Teaching staff coming to Romania	4,749
Students from Romania	5,040
Foreign students coming to Romania	802
<b>Total participants</b>	<b>17,397</b>

*Source:* Ministry of Education, Research and Youth, General Division for Higher Education. *European Conference of the Ministers of Education - Berlin, September 2003. Country Report.* Bucharest, 2003

## 3. CEEPUS Programme – Central European Exchange for University Students Programme

Romanian universities joined the CEEPUS Programme in 1998. This programme supports the creation of networks formed by at least three universities from different countries in order to promote student mobility for full academic studies, master's and doctorate programmes, as well as to promote exchanges between teaching staff and researchers. During the 2002/2003 academic year, 16 universities participated in 18 such networks. Over 1,500 students and teaching staff have taken part in CEEPUS exchange programmes since 1998.

International co-operation has become a common dimension of the education system. Besides international projects, exchange and mobility programmes, another form of sustaining co-operation is by establishing international educational institutions in Romania (for example, international pre-university education units,

bilateral affiliated universities, open universities etc.). The implementation of the Bologna process, the award of joint diplomas and of a Diploma Supplement may improve the mobility of students and teachers. However, there are some constraints such as restricted financial resources and the inflexible legislative framework (for example, in some countries higher education teachers must be citizens of the respective state).

Most of the higher education institutions involved in the online survey believed that the international mobility of students and teachers has significantly increased in the last three years. They also considered that the international mobility of students and staff is important for enhancing pre-service teacher education and training in their own institutions.

## 7 Conclusions and recommendations

The ethos of the Romanian education system reform generates incentives to affirm effective pathways of training for the teaching profession and to confirm the vocation for teaching. Education policy-makers look forward to establishing mechanisms to support the quality of teacher training system as a way to improve the quality of education system outcomes.

The future policy options for development of the education system are to be considered with a view to the knowledge economy and globalisation. Concerning teacher training, the groundwork for going further takes into account on one hand the pluralism of incorporated approaches and theories and, on the other hand, the pragmatic vision of the teacher education process. Pertaining arguments for continuity and also for renewal, the shapes of the new models for teaching preparation paths are the results of constructive dialectics balancing between tradition and the need for European harmonisation.

The teaching profession, having a specific functional-operational architecture, joins together both valuable human attributes and the rigours of an authentic professional path. The premise behind the renewing steps is to offer support for an efficient transition from the occupational status of a teacher to the teacher as a professional, for whom educational finalities take precedence and encompass all the efforts they make.

A coherent system of teachers' education and training would enable teachers to renew the current classroom practices and effectively apply the curriculum. Along with the recommendations for participative teaching, the new national curriculum promotes specific forms of participative learning, as stated in principles and assertions such as: pupils have different learning styles and their own learning pace, learning means continuous investigations, effort and self-discipline, learning develops attitudes and skills and contributes to the knowledge acquisition, learning

should start from relevant aspects for the pupils' personal development and for their integration in social life, learning is achieved through individual study and through group activities, the didactic approach should integrate and use ICT.

Even though policy papers seek to put the education system on the right track and the general framework is designed to ensure an appropriate top-down reform aiming to increase the quality of the education process, the results at the grass-roots level seem to be delayed. International studies such as TIMSS and PISA still show there are things to be done and important tasks to be undertaken. Large-scale studies of schooling in low-income countries have emphasised the importance of human and material resources for achieving better schooling outcomes, of which the most important are factors such as school infrastructure, teachers' experience and qualifications, and the availability of instructional materials (Willms & Somers, 2001). Research by the World Bank revealed that such factors – and especially teachers' qualifications – had an even stronger relationship with academic achievement in low-income countries than in high-income countries (Heyneman & Loxley, 1983).

The paramount role of the teaching strategy upon pupils' performances reflects the importance of appropriate teacher training in the assembly of elements that determine the school's effectiveness.

In 2001, the Ministry of Education and Research, the National Curriculum Council, with the support of the Education Centre 2000+, initiated an evaluation study of the curricular reform of compulsory education. The study analysed the process of implementation of the curricular changes and their first results, including monitoring of the quality of education inputs, processes and outputs. The main constraints and drawbacks identified by the evaluation team revealed that the education system has still a low level of innovation potential. Teachers are unwilling to completely change their way of work and their cultural pattern. *'On average, only one out of four teachers will have almost completely assimilated the new code of the curricular reform'* (Vlasceanu, L., p. 15). The teaching process is still focused on knowledge transmission, and *'only about 10 percent of the cognitive exercises proposed to students in all the textbooks in compulsory education have any link to practical life. Students are not taught how to work on projects, to solve true-life problems, or to discover how efficient adults do when facing their problems. The prevailing learning resources are the textbook and the notebook'* (idem, p. 14). Consequently, the evaluation of students' performances is slowly moving from the traditional type, based on the reproduction of information, to a modern one stimulating the development of pupils' intellectual skills as well as their capacity to integrate into social and professional life. The cross-curricular approach had low impact at the classroom level: *'subject knowledge is viewed separately, with few attempts to stimulate interrelations'* (idem, p.15). Regarding teachers' training, the evaluation study points out the conservatism and low level of adoption of the new curricular approaches in the case of many initial and

continuing training institutions. The study drew attention to the absence of *'clear, powerful, and efficient institutional incentives to promote the curricular reform'*.

Another significant report highlights the shortcomings of the teacher training system. *'According to the evaluations made by schools and to the conclusions of the control activities of the inspectorates for education, as well as to the teachers' opinion, training has not managed so far to include a sufficient number of teachers and has not yet attained its goal of essential innovative factor in the successful application of the reform. Especially in rural areas, both the initial training and the continuous one are still deficient, which results in a lower level of penetration of the reform and an **unsatisfactory quality of the educational process in schools, as well as the survival of certain traditional teaching methods, no longer in tune with the new goals of the Romanian national education in a European context'** (Romanian Education System. National Report. Ministry of Education and Research, 2001). Future measures are necessary to improve initial and continuous teacher training and to give opportunities for unqualified teachers to become qualified (without having to return to full-time university studies) in order to provide quality classroom education.*

The survey carried out in the framework of the research project 'Enhancing Professional Development of Education Practitioners and Teaching practices in SEE countries' revealed teachers' opinions on the efficiency of teacher training system as well as their suggestions for further development and improvement of the training system. The open item requesting opinions on ways to improve their professional development drew the attention of two-thirds of the respondents. The variety of answers received expresses the complexity of tasks a teacher has to fulfil and the multi-faceted dimension of the teaching profession, covering academic (knowledge of subject-matter) and pedagogic competencies (including guiding and support for learners), but also managerial/ administrative skills. Proposals from teachers indicated several directions to be undertaken and the suggestions regarding their professional development show their serious commitment to the teaching profession and, mostly, their continuous concern about the quality of the entire education system. The following directions for improvement, more or less concrete or applicable but with all of them being significant and pertinent, were mentioned by the teachers participating in the survey:

**1. Regarding the teacher training programmes:**

- rethinking the entire pre-service and in-service teacher education paths; rethinking the teacher training programmes, coherent with the entire Romanian education system reform (institutional changes at the highest administrative, decisional and academic levels) and aiming at efficiency;
- introducing the pre-service pedagogical module (professional pre-service training programme) as a separate training programme – a master's degree, supported by the state;



- developing the in-service teacher training curriculum according to the new and/or necessary competencies for teachers; enhancing both professional and personal competencies;
- ensuring a functional relationship between the theoretical issues of education sciences and teaching and learning practice; courses should be centred on practical skills and didactic experiences (practical), on interaction and participation; a more concrete and pragmatic vision on behalf of universities departments in charge with teacher training – designing more practical/ applicative courses, appropriate to teachers' needs;
- rethinking and improving the proportion between compulsory and optional topics and also between the subject-specific and pedagogic-related themes of the in-service training curriculum - 'the authorities should not impose topics/themes that are often inefficient'; diversifying the training offer and including more courses/topics on: ICT literacy, computer-assisted instruction, foreign languages, communication, counselling, management, teaching styles, teaching strategies, learning styles etc.
- shorter and more interesting courses detailing only with one specific issue;
- a longer mentorship period when entering the education system; establishing an efficient mentorship system;
- organising seminars and scientific lectures presenting good practices in teaching and learning; summer courses at a university centre, summer schools for teachers etc.;
- in-service training sessions, combining: (1) compact training sessions of 3-4 weeks; (2) plenary sessions in weekends; and (3) practical activities in schools during week days;
- organising in-service teacher training courses available through online programmes; and
- allocating credits for the various activities teachers complete (such as: exchanges of experience with other schools, free distance education courses etc.).

**2. Regarding the system of teaching activities (continuous) evaluation:**

- implementing rigorous teachers' evaluation standards;
- strengthening the control and effective monitoring of teaching activities according to established standards; reconsidering the evaluation procedures for gaining a didactic degree;
- recognition of competencies acquired through professional activities at the school level; and
- harmonisation with the EU policies for teacher training and evaluation aiming to promote flexibility and openness.

**3. Regarding the entire education system:**

- firm interventions of the education authorities based on legal provisions of the MER and scientific provisions of the Institute for Education Sciences and Faculties of Pedagogy;
- promoting competent professionals in the key positions of the education system; and
- establishing clear and long-term (stable) objectives and a curriculum for each education level; a coherent, long-term strategy for the Romanian education system.

**4. Concerning quality assurance:**

- raising the quality of the teacher training offer;
- allocating substantial governmental funds for training the trainers;
- the accreditation of (more) experienced NGOs which have good trainers and (international) experience in education; and
- eliminating political influence in education.

**5. Teachers' involvement:**

- encouraging teachers to participate in research activities and educational projects;
- taking into account teachers' proposals when designing programmes for training;
- supporting and training teachers from pre-university level to be the trainers of teachers; and
- training to be also provided by experienced (retired) teachers with outstanding results.

**6. Concerning the exchanges and co-operation:**

- promoting co-operation instead of competition between teachers;
- improving the co-operation mechanisms between schools in different regions, between rural and urban schools, between schools and the education leadership (ministry, inspectorates, research institutions, Houses of Teaching Staff etc.), between teachers and higher education institutions; and
- offering opportunities for teachers to communicate with successful personalities/opinion leaders from the education domain.

**7. Material and informational support for further training and for everyday teaching:**

- expanding the training offer in order to be approached/afforded by teachers in small towns and villages; encouraging the offers of distance courses, with lower prices;

- ensuring the material resources and IT equipment in schools;
- providing (modern) didactic resources to teachers (movies, multimedia encyclopaedia, tapes etc.); implementation of ICT for each subject teaching activity;
- putting useful actualised information and resources for teachers on the Internet; ensuring access to (electronic, online, multimedia) information sources; creating an effective information system for teachers and communicating updating information about training opportunities and legislative issues;
- ensuring and supporting subscriptions to specialised periodicals; and
- establishing new resource centres for information in Pedagogy, Psychology etc., with qualified personnel, outside the traditional Houses of Teaching Staff.

**8. Concerning financial support:**

- financial stimulus for teachers enrolled in teacher training programmes; ensuring the conditions for paid in-service training probation; and
- quality courses to be (at least partially) supported by public funds (a high quality course costs several times an average teacher' monthly wage); the MER's budget should support at least 20 hours of training for each teacher yearly.

**9. Regarding the teachers' status, responsibilities and work environment:**

- improving the social status of teachers by increasing the financial investment in education and the quality of teacher training;
- promoting the teaching profession through the mass media; creating a better public image of teachers;
- creating and supporting a professional ethos of teachers;
- taking measures to reduce the tendencies of teachers in-group separation in the education system;
- eliminating corruption and favouritism within the education system; and
- reducing the amount of administrative tasks of teachers; relieving teachers from administrative obligations (accountancy, communication, advertising) and bureaucratic activities.

On the other hand, the teacher education and training institutions involved in the survey declared that they continuously improve their study programmes in order to make them more comparable and compatible with European or international trends. Further, almost half of them said that it is the time to prepare a comprehensive but gradual curricular reform to help modernise the Romanian system of education. Two-thirds affirmed as a priority of their institution the implementation of new learning structures and tools (two-tier system, ECTS, Diploma Supplement,

recognition of previous learning etc.) accompanied with a comprehensive modernisation of approaches to teaching, learning and assessment at the institution level.

The main obstacles to reforming the teacher education and training system are recognised as the insufficient financial support (equipment and facilities) and the (still) incomplete legal regulations. The lack of human resources and adequate skills and motivation and the limited opportunities for international co-operation in curriculum development act as obstacles to modernising pre-service teacher training.

Besides, concerns for increasing the quality of the training programmes and for defining a more efficient professional development route for teachers were in the focus of national roundtables organised to discuss, debate and validate the results of the two surveys on education practitioners and on teacher training institutions. The recommendations emphasised by the experts involved (education researchers, heads of the Houses of Teaching Staff, heads of the Teacher Training Departments, schools inspectors, policy-makers from the Ministry of Education and Research) shaped the major directions for improvement:

- to redefine teachers' status, roles, responsibilities and tasks;
- to develop a system for the evaluation of teachers' professional progress and practitioners' worth;
- to revise future teachers recruitment procedures/to implement a firm vocational selection (aptitudes, skills, motivation) for the teaching profession;
- to redesign the process of the accreditation of Teacher Training Departments at universities; to establish an elaborate methodology that is more effective in accreditation practice aiming at increasing the quality of teachers education; to elaborate a Teacher Training Departments' quality assurance monitoring system;
- to clarify the education paths (and necessary competencies) for the subject-teaching trainers of teachers;
- to specify the status of the mentor-teachers and the specificity of their training;
- to elaborate standards for in-service training routes;
- to evaluate the impact of in-service teacher training programmes (using valid and appropriate criteria);
- to clarify the institutional roles and responsibilities regarding the education system decentralisation process; and
- to identify and implement actions to improve the social and professional status of teachers.

Going through the existing variants and through the proposed models foreseen by analysing the newest regulations, it appears obvious that the teacher education and training system should satisfy a set of conditions and suit the demanding status of this pillar of the education system. Therefore, it has to be:

- coherent and consistent;
- comprehensive, comprising major educational concepts, articulated and validated theories, authentic general values – covering a large extent of practical situations;
- capable of offering solutions to critical issues of the current model, which it is trying to replace; and
- flexible in embracing challenges of the accelerated pace of social and economic change.

At the same time, teacher training should be integrated with the global efforts at reforming the Romanian education system concerning the finalities, contents, strategies, and assessment. A coherent step in renewing the education components towards a learner-centred approach and constructivism should be the starting point for rethinking the set of required teachers' competencies and hence the entire pre-service and in-service teacher training curriculum.

The relationship between social welfare and education system outcomes seems to be obvious for stakeholders and for the citizens of Romanian society which is continuously being renewed. On the other hand, the contribution of complex factors such as teachers' sensitivity regarding change, their competencies and capacity to incorporate new methods in everyday teaching and learning practice should be also visible – these are realities to be accounted and specifically addressed in building up a coherent education system development strategy.

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# NATIONAL REPORT – SERBIA

*Tünde Kovács-Cerović*

with contribution of *Gordana Miljević* in chapter 6

## 1 Setting the scene: the national education system

The national education system in Serbia, a country with 7,650,000 inhabitants, caters for about 1.2 million children and youth aged from pre-primary to tertiary education levels and employs about 120,000 people. Currently, the Serbian education system is influenced by three trends:

- in its basic structural features it still preserves the characteristics of the pre-1919/90s education system of ex-Yugoslavia;
- the still visible consequences of the dramatic deterioration seen in the 1990s when education faced a decline in financing steeper than the decrease in GDP (culminating in teachers' salaries falling to USD 1 per day), underwent a massive centralisation process, and was opened up to a serious impact of the clergy; and
- it reflects the complicated processes of change in the period after 2000, with education reform processes starting, stopping and restarting in several respects.

This fact, especially the education changes since 2000, poses certain barriers to understanding the current status of education and to assessing the future prospects of this domain.

In the period since 2000, in several waves the structure, management, financing, teaching force, curriculum, textbooks and assessment all became the target of a changed education agenda and of discussions and disputes in both professional and lay circles.

With the aim of decentralising, democratising and professionalising the education system, relying on several previously developed policy documents<sup>1</sup> and extensive local consultations, a new Law on the Foundations of the Education System (covering all pre-university education) was adopted in 2003<sup>2</sup> that among others set up new institutional structures, professional requirements for teachers, new

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<sup>1</sup> Kovač Cerović, Tünde and Ljiljana Levkov (eds). *Quality Education for All, Way Toward a Developed Society*. (Belgrade, Ministry of Education and Sports of the Republic of Serbia, 2002).

<sup>2</sup> National Assembly of the Republic of Serbia. *Law on the Foundations of the Education System*, Official Gazette of the Republic of Serbia No. 62/2003.



outcome-oriented curriculum regulations, an assessment and evaluation system, a decentralised management framework while further legislative documents were also developed (the national core curriculum for general education<sup>3</sup>, the Rulebook for teachers' professional development<sup>4</sup> etc.; also see Kovač-Cerović<sup>5</sup>). After governmental changes, in 2004 amendments<sup>6</sup> to the 2003 Act<sup>7</sup> were adopted which in many respects reinstalled solutions from the 1990s and 1980s, adding a further conservative influence of the clergy, and derogated the sub legal acts developed during 2001-2003. After further changes in the leadership of the Ministry of Education, in 2005 a new Law on Higher Education<sup>8</sup> was adopted as the first step in regulating the higher education space in Serbia in accordance with the Bologna process, based on which further sub legal documents are expected to be developed in the forthcoming period.

Several cross-sectoral policy documents developed after 2000 also take a stand with respect to education. These are the Poverty Reduction Strategy<sup>9</sup> (where education is seen as a major development and poverty-reduction mechanism) and the National Action Plan for Children<sup>10</sup> encompassing the improvement of education quality with a special emphasis on children at risk. Targeted policy documents have also been elaborated: the Roma Education Strategy and the Action Plan<sup>11</sup>, the National Policy for Vocational Education and Training, the Education Strategy for Children with Special Needs<sup>12</sup> and, more recently, the National Framework for Education for Democratic Citizenship.

However, due to the frequent policy and legislative changes and to the sense that the most basic challenges of the education system have not yet been duly met,

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<sup>3</sup> Ministry of Education and Sports of the Republic of Serbia. *General Education Curriculum Development Core Team*. National Curriculum Framework, 2003

<sup>4</sup> Ministry of Education and Sports Republic of Serbia. *The Rulebook for Professional Development of Teachers*, Official Gazette of the Republic of Serbia No.13/2004, No.56/2005

<sup>5</sup> Kovač Cerović, T. et al., *Quality Education for All, The Challenges of Education Reform in Serbia* (Belgrade: Ministry of Education and Sports of the Republic of Serbia, 2004).

<sup>6</sup> National Assembly of the Republic of Serbia. *Law on Amendments and Supplements to the Law on the Foundations of the Education System*, Official Gazette of the Republic of Serbia No. 58/2004

<sup>7</sup> National Assembly of the Republic of Serbia. *Law on the Foundations of the Education System*, Official Gazette of the Republic of Serbia No. 62/2003

<sup>8</sup> National Assembly of the Republic of Serbia. *Law on Higher Education*, Official Gazette of the Republic of Serbia No. 76/2005.

<sup>9</sup> Serbian Government. Paper for Serbia. *The Poverty Reduction Strategy*, 2003.

<sup>10</sup> Serbian Government. Paper for Serbia. *The National Plan of Action for Children*, 2003.

<sup>11</sup> Ministry of Education and Sports of the Republic of Serbia. *The Strategy For Improvement of Roma Education in the Republic of Serbia*. 2003.

<sup>12</sup> Ministry of Education and Sports of the Republic of Serbia. *The Education Strategy for Children with Special Needs (draft)*, 2003.

especially in respect of its financing, public interest in education-related issues has declined during the past year. Changes are currently mainly donor-driven, there is a lack of managerial and institutional backing for serious educational strategy development<sup>13</sup> and, despite the abundance of legislative and policy documents, it is unclear which of them will actually be implemented, how and by when.

The education system is governed by the Ministry of Education and Sports and by the Provincial Secretariat for Education of Vojvodina, to which some management and governance tasks have been delegated since 2002. In addition, there are two recently set up support institutions (Institute for the Development of Education and the Institute for Evaluation) with responsibilities for the development of education as set by the Law<sup>14</sup>. The MoES has 13 regional administrative units ('School Authorities') while each municipality has a small unit covering education-related issues. A decentralisation process has started by strengthening the pedagogic, administrative and financial autonomy of schools along with the responsibility of municipalities relative to providing legal inspection, determining the network of schools for compulsory education, financing maintenance costs, investment, and teacher training costs. However, school facilities are still owned by the state at the national level, salaries are paid from the national budget based on the number of eligible classes and teachers and not on per capita students, the regional school authorities are only detached units of the central government, and the municipal units are lacking capacity. Also, municipal and regional level planning is still not mandated.

The private sector is almost non-existent in the Serbian education system, especially at the primary school level. Private basic schools have been allowed for the first time under the 2003 Education Act; however, so far only one request has been processed in this respect. At the secondary level, 15 private secondary schools exist – 4 general Gymnasiums, 2 specialised Gymnasiums (ICT Gymnasium and Sports Gymnasium) and 9 private vocational schools (economics, business, cosmetics etc.). At the pre-school level private initiatives are more common but in most cases not regulated accordingly. There is a growing but inappropriately regulated private sector at the tertiary level as well: 6 universities are operating and

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<sup>13</sup> This is partially due also to the fact that the main strategic body, with responsibilities for setting curricula and standards in all important respects, the Council for Education, was dismissed in 2004 by the May 2004 law, and a new Council has not been set up – hence the system has been functioning in the last 2 years without any external consultative professional bodies.

<sup>14</sup> National Assembly of the Republic of Serbia. *Law on the Foundations of the Education system*, Official Gazette of the Republic of Serbia No. 62/2003, *Law on Amendments and Supplements to the Law on the Foundations of the Education System*, Official Gazette of the Republic of Serbia No. 58/2004.

numerous faculties are quickly being set up recently either as part of these universities or as separate institutions.

Schooling in public schools is free of charge by law. Salaries and investments are funded from the national budget but maintenance, school supplies and refurbishment are funded from local revenues. However, parents are covering the costs of textbook purchases and other school supplies for their children, lunches, snacks, extracurricular activities are also paid by parents, while parental contributions are often requested for supporting school refurbishments. Private tutoring is a widespread practice, especially in towns and cities, and it is paid by those parents who can afford it. About 30% of secondary school students resort to private tutoring and 10% at the primary level. In addition to these, supplementary exams are also charged for and students enrolled as 'non-regular students' (an option at the secondary level) are charged tuition fees. Tertiary education is also free of charge although universities are allowed to expand the student intake above the state-funded limit and charge tuition fees for those students on the expanded list. Most faculties do this.

Currently, education is provided in 4 cycles (pre-primary, primary, secondary and tertiary levels). Education is compulsory up until the age of 16. Primary (1-8 grades) education is comprehensive, selection is introduced upon enrolment to secondary and tertiary education, through enrolment exams and/or school mark averages. The distinction between academic and vocational education starts to be made after compulsory education, at the secondary level. About 90% of the cohort finishing compulsory education enters secondary education, and about 25% finishing secondary continues with tertiary education. However, drop-out rates at all levels are significant, they are higher at higher levels of education and are higher among the rural population, children of low SES parents, the Roma population, and girls.

No formal examination system currently exists but the 2003 law in Serbia has set up external school-leaving examinations after the final grade of compulsory education and an external General or Vocational *Matura* after secondary schools. These examinations are to be prepared and organised by the new Institute for Evaluation established in 2003. Grade by grade progression occurs based on school marks, ranging from 1 (fail) to 5 (excellent). Three fail marks mean a student must repeat the grade, up to 2 fail marks qualify a student for a remedial class-exam organised in summer, and any fail at a remedial exam requires the repeating of a grade.

The language of instruction is Serbian but in areas where national minorities live it can also be the language of the national minority at all education levels, based on request. Hence, at pre-primary, primary and secondary levels overall instruction is provided in Albanian and Hungarian, Slovakian, Romanian, Ruthenian, Croatian and optional mother tongue instructions are provided in Bulgarian and Romany.

*Pre-primary education* (for ages 3-7) is managed at the municipal level and financed from municipal revenues and attendance fees paid by parents. Pre-primary education is voluntary but from autumn 2006 a compulsory pre-school year is to be introduced. Pre-primary schools in Serbia cater for children aged from 0-7, organised in 3 types of partially overlapping organisational structures: nurseries for children aged 0-3 employing pre-school teachers and medical sisters, pre-schools for children aged 3-7, and pre-school preparatory for children in their last pre-school year, i.e. 6-7, with both employing pre-school teachers. Usually the same institution offers all 3 types of pre-school.

The pre-primary education system caters for no more than 25-30 percent of children and is not compulsory. From 2006 September at least 6 months' attendance at pre-school will become compulsory for 6 year olds, free of charge and financed from the national budget. Hence, currently a major challenge is to ensure logistics, facilities and pre-school teaching staff to cater for the additional massive enrolment of 6 year olds who have not already been involved in the education system. The pre-school curriculum has been regulated so far through 2 models from which pre-school institutions could choose (one being a more child-centred, the other being a more teacher-centred curriculum), but a new unified mandatory curriculum is currently being developed.

*Primary education* starts at the age of 7 and is compulsory in the case of failing at school until the age of 16. Primary education in Serbia is comprehensive, currently again organised in 2 cycles, namely grades 1-4 as class instruction and 5-8 as subject-based instruction. The 2003 legislation introduced 9 years of compulsory education in 3 cycles, but the 2004 amendments reinstalled the previous 8 grade system. The scale of the primary education system is depicted in Table 1, based on the MoES' official statistics for 2003/04<sup>15</sup>

**Table 1.** Scale of the Primary Schools (Grade 1-8) system

	Number of schools (including branch schools)	Number of classes	Number of students
Serbia total	3,587	31,174	667,570
Serbia proper	3,052	22,735	487,752
Vojvodina	535	8,439	179.818

The most prevalent problems in primary education concern both access and quality. Regarding access, problems derive on one hand from the frequent inaccessibility of schools in rural areas which physically prevents the education of children in remote

<sup>15</sup> Ministry of Education and Sports of the Republic of Serbia. *Statistics of elementary education 2003/2004*.

areas and, on the other hand, from the lack of capacity of the education system to reach out to marginalised groups like the Roma. According to recent appraisals, as many as 50% of school-aged Roma children are out of school for a variety of reasons, with most of them dropping out at the point of transferring from class-based to subject-based instruction. Since primary education bears the costs for parents all poor children are at risk of dropping out of compulsory education while the system of enforcement is obviously not fully functional.

Although the quality of education outcomes is not yet assessed regularly (since the system of evaluation and examination has been stalled by the 2004 amendments to the Law), several alarming results (the very low placement of Serbian students in the 2003 PISA and TIMSS, two researches of the Institute of Psychology, Havelka<sup>16</sup>, 1990 and Ivic, 2002 showing unexpectedly low results on criterion-based tests) call for serious attention in this respect. These results have been attributed to rigid and factual curricula which are not conducive to mastering transferable knowledge and learning skills, to the inadequate quality of teaching by untrained teachers and the lack of quality assurance mechanisms based on school accountability<sup>17</sup>. They were the basis for the innovations introduced in the 2003 Law which were, however, mostly lost in the 2004 amendments, leaving the education system without any mechanisms to increase its effectiveness and quality.

An additional challenge will be to adapt the system to the population decline which has only become visible in the education field in the last couple of years. Serbia's population grew during the 1990s due to the influx of almost 1 million refugees from ex-Yugoslav republics so the school system had to expand placement possibilities above its limits of that time, whereas today it is only now facing the pan-European population decline. The rationalisation of teaching staff and closure of small schools has been announced this year but it is still unclear what the scale and strategy for this will be.

*Secondary education* in Serbia is provided through 4-year general secondary education (Gymnasiums), 4-year vocational schools (both in the university track) and 3-year employment track vocational schools. The scale of this system is depicted in Table 2 based on MoES statistics for 2003/04<sup>18</sup>

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<sup>16</sup> Nenad Havelka, *The Effects of Elementary Education* (Belgrade: Institute of Psychology, 1990).

<sup>17</sup> Kovač Cerović, Tünde et al., *Quality Education for All, The Challenges of Reform of Education in Serbia* (Belgrade: Ministry of Education and Sports of the Republic of Serbia, 2004).

<sup>18</sup> Ministry of Education and Sports of the Republic of Serbia. *Statistics of secondary education 2003/2004*.

**Table 2.** Secondary schools

	Number of schools (including branch schools)	Number of classes	Number of students
Serbia total	490	10,856	302,612
Serbia proper	366	7,919	223,641
Vojvodina	124	2,937	78,971

107 Gymnasiums are operating in Serbia, with most of them offering 2 slightly different orientation options, one geared towards humanities and languages and the other to mathematics and the natural sciences. 4 specialised Gymnasiums (a Mathematical and a Linguistic one, both in Serbian and in Hungarian) are also on offer. The recent education change processes have had the least impact at the level of general secondary education – what has stayed are the 4-year schools with a competitive intake based on entrance exams, with high dropout and repetition rates, teaching based on a prescribed national curriculum aiming at encyclopaedic knowledge and delivered by traditional teaching methods, the lack of any optional courses or extracurricular activities to cater for students' needs or interests. Forthcoming changes in the organisation of the external *Matura*, as well as the future restructuring of the secondary school network and creating more flexible options (e.g. economic Gymnasiums) will inevitably have an impact on modernising this part of the system but most probably this will only happen after overcoming the serious conservative barriers.

*Vocational schools* have two types: 4-years for both university and employment track schools and 3-year vocational schools that only lead to employment. Generally, VET is seen as lower-standard, non-attractive schooling where low achieving students are placed. Due to this, the fact that during the 1990s the VET system deteriorated the most and also due to the robustly outdated network of schools and obsolete vocational profiles offered (both inherited from the previous socialist period and by not responding to any of the growing needs of the Serbian economy), since 2001 public and professional awareness has started to focus on the issues of renewing the VET system<sup>19</sup> With international support, new profiles have been introduced, VET school networks created and innovative pilot programmes started in VET schools. However, in the 2004 amendments this change process lost its legal basis and is currently only operating on a pilot basis and catering for just a small proportion of students. For the sake of sustainability and further dissemination through the entire VET system legislative changes will soon be required.

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<sup>19</sup> Refik Šećibović, *Vocational Education Reform from First Steps to Implementation* (Belgrade: Ministry of Education and Sports of the Republic of Serbia, 2002)

*Tertiary education* is offered at 6 state universities, 6 private universities and 4 private faculties, and at numerous tertiary vocational schools, so-called 'higher schools' offering 2-year programmes (49 state founded and 14 private). Despite several attempts at modernising tertiary education after 2000, a new Bologna-based Law on Higher Education was only adopted in 2005<sup>20</sup>. The disputes preceding this Act only partially involved the predictable professional vs. conservative arguments; in greater respects they were specific to Serbia. Two pertinent issues were raised: one concerning the autonomy of universities and the other concerning their structure. Since during the 1990s universities were put under state and ideological control, and the students and university staff who joined the political protests against the regime were also defending their autonomy, universities were very reluctant even after 2000 to perceive any state-initiated innovations as anything other than interfering with their independence. This led to the stalling of changes and lengthy negotiations about the role of the state vs. the role of universities in regulating higher education. The second issue derives from the peculiar structure of state universities developed after the 1950s, whereby legal and consequently financial entities became faculties instead of the university. This process of decentralisation created large-scale inefficiencies, a decline in professional competition, and greater possibilities for political influence, financial disparities, particularised interests and a lack of management possibilities at the university level. Still, attempts at reorganising and unifying universities were perceived as a loss of autonomy of the faculties and were countered by heavy resistance even by those faculties that could only gain from the unification in financial terms<sup>21</sup>. The new Law does not deal with the structural issue, leaving both possibilities open – universities or faculties can be legal entities. The described status quo holds special relevance for those areas of study which call for interdisciplinary approaches and cover crosscutting areas. This is the case with teacher education, and the consequences will be discussed in the forthcoming chapters.

Currently, university studies are organised in 3 cycles. Instruction at the level of basic studies lasts for 4-5 years, i.e. 8-10 semesters, usually finishing with a diploma dissertation defended in front of a committee, or a large graduation exam at the Department level. Postgraduate studies last for 2 years, i.e. 4 semesters and a subsequent master's dissertation attached defended in front of a committee at the faculty level. Doctoral studies are without course instruction and only consist of a doctoral dissertation that is defended in front of a faculty committee including external experts. Also, a professional specialisation is organised at postgraduate level at many faculties, usually lasting for 2-4 semesters and ending with a

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<sup>20</sup> National Assembly of the Republic of Serbia. *Law on Higher Education*, Official Gazette of the Republic of Serbia No. 76/2005.

<sup>21</sup> For more details on this, see:

Gašo Knezević, *Guide to a legal path to Bologna – barriers and obstacles*. OSI Policy Fellowship, <<http://www.policy.hu/themes05/elites/knezevic.htm>>2005

specialisation dissertation. Basic studies and a small portion of master's studies are financed from the national budget in terms of maintenance costs and salaries for a calculated eligible number of teachers, but the faculties also have their own income from additional student intake and other income-generating activities. This fact leads to an exceptionally broad range of salaries for university staff with the same professional qualification and teaching load across faculties at the same university, e.g. for Associate Professors at Belgrade University from EUR 400 to EUR 2,400. Doctoral studies are not financed from the national budget but by the students themselves.

The most visible problem of university education is its inefficiency and disconnectedness from the labour market. While due to the decentralised organisational structure a unified database of university students is lacking, several appraisals show that the average study time until graduation for basic studies is around 7-8 years instead of 4-5 years. This is the result of ineffective teaching methods, overwhelming and factual curricula, the lack of students' evaluations and impact on decision-making processes, the very liberal study requirements in terms of course attendance and the number of exams required for enrolling in new semesters, along with the lack of incentives in terms of employment possibilities. Graduation, even when it happens on time, does not lead to employment since the university curricula do not correspond to current labour market needs but is based on the capacities of faculties in terms of their space and teaching staff. A high share of the unemployed in Serbia have finished university or have a secondary school degree<sup>22</sup>. Also, the new graduates lack the professional competencies required by the changing economic needs.

The new legislation is introducing the ECTS system, it creates a coherent system of academic and professional studies at bachelor's, master's and doctoral levels, regulates the accreditation of study programmes, study requirements for students, the teaching load of staff, and student evaluation. However, a restructured financing system has not been developed and the connection to the labour market is also not being improved.

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<sup>22</sup> Statistical yearbook of Serbia, *Labour force survey* (Belgrade, 2005)



## 2 Teachers at a glance

### 2.1 The teacher population

In 2003/04<sup>23</sup> 71,022 teachers were employed in the primary and secondary education system in Serbia. 44,791 of them worked in primary schools and 26,231 in secondary schools. A unified database containing all information on teaching staff, schools and students is still under construction so disaggregated information describing the population of teachers is not yet readily available. The current statistics are also based on the number of eligible teachers, i.e. the number for which salaries are provided and not the number of actual people. This means that teachers working in several schools and teachers working part time are collated together, leaving open the possibility of the actual teaching force being somewhat smaller or bigger in size than the statistics show.

In addition, preschool institutions employed 17,505 professional staff, 8,715 preschool teachers, 2,797 medical staff working in nurseries and 389 counsellors.

Basic demographic statistics show that the teaching force in Serbia is prevalently female. This tendency is most pronounced at the preschool and lower levels of primary education.

**Table 3.** Demographic characteristics of the teaching force in preschool education

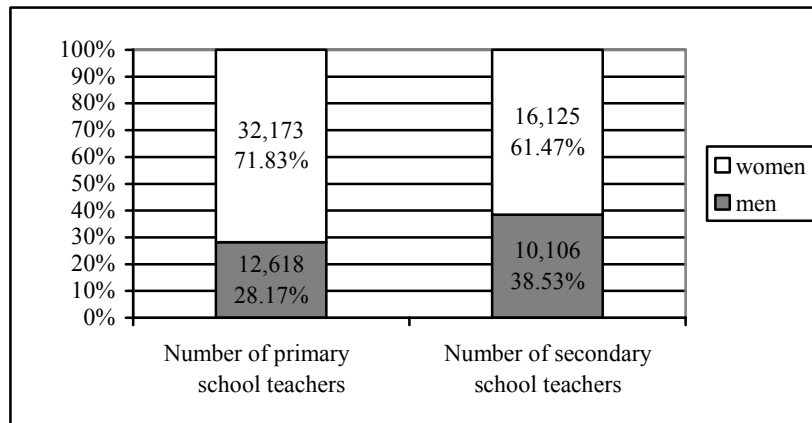
	Total	Women	Men
Preschool teachers	8715	8612	103
Medical workers	2797	2770	27
Counsellors	389	348	41
Other	5604	4921	683
Total	17505	16651	854

**Table 4.** Demographic characteristics of the teaching force in primary and secondary education<sup>24</sup>

Teachers in Serbia	Men	Women	Total (2004)
Number of primary school teachers	12,618	32,173	44,791
Number of secondary school teachers	10,106	16,125	26,231

<sup>23</sup> Ministry of Education and Sports of the Republic of Serbia. *Statistics of pre school education 2003/2004*

<sup>24</sup> <<http://www.infostat.mps.sr.gov.yu/DesktopDefault.aspx>>



**Figure 1.** Proportion of men and women teaching in primary and secondary education

Due to the loss during the 1990s of the economic basis for education in Serbia the teaching profession lost its attractiveness, negative selection took place and it became a pauperised profession. Working at a school is now seen as a job opportunity which offers a basic sense of social security, low workloads and long breaks, but no economic or career perspectives. Hence, it typically attracts women with children or those who are prone to take up additional work in the private sector, most often private tutoring or trade.

Teachers' salaries decreased dramatically during the 1990s, reaching an average of USD 1 per day in October 2000, the border-line of extreme poverty (OECD, 2001). From that time onwards, teachers' salaries have increased on a monthly basis to reach a net USD 265 per month for primary school teachers and USD 291 for secondary school teachers by the end of 2003, and becoming above-average compared to the workforce employed in the social sector in Serbia<sup>25</sup>. This trend has continued (average teacher salaries are currently around EUR 300 net per month) in the next years as well, however, it has still not reached the point of making teaching a satisfactory income-generating position.

Consequently, teacher shortages are evident in all subjects where other more lucrative job opportunities exist such as foreign languages, mathematics, ICT, physics, sports, and the Serbian language.

<sup>25</sup> Kovač Cerović, Tünde et al., *Quality Education for All, The Challenges of Reform of Education in Serbia* (Belgrade: Ministry of Education and Sports of the Republic of Serbia, 2004).

Teachers are employees of the schools and are hired by the school board but their status is partially regulated in the same way as for a civil servant. Their working conditions are not regulated by the Law on Work but by the Law on Work in the State Administration while their salaries are not subject to collective bargaining but are set on the national level in the process of negotiations between the Ministry of Finance, the Ministry of Education and Sports and the representative teachers' unions.

There are 3 main teachers' unions in Serbia and due to their role in salary negotiations a partnership with them is essential. On the other hand, this role has implicitly prevented these unions from taking a sustained stance in respect of professional issues of the teaching profession. Although they were extensively involved in consultation processes in all phases of developing the education reform agenda during the early 2000s, especially with respect to licensing, teacher career advancement and curriculum changes, they were not in the leading role so their constructive engagement ceased after the government changes in 2004.

Instead, here another type of teachers' organisation, the teachers' associations, are professionally more active. These are associations of teachers teaching the same subject so there are as many of them as the subjects taught in primary and secondary education and have their national as well as regional organisational structures. The main area of their work is focused on curriculum issues and subject didactics ('methodic'). In the period after 2000 they were actively involved in all curriculum committees, in the drafting of new curricula and in evaluating textbooks. Also the teacher training offered by the associations was upgraded, modernised and accredited. However, these associations are functioning in fragmented ways and are usually tied at least informally to teachers' faculties, reproducing the fragmentation existing at that level as well (see the section on the national system of teacher education), so they are not easily engaged in discussing more general issues pertinent to the teaching profession as such.

Teachers' workloads are regulated at the levels of national legislation and sub legal acts. The school employing teachers can add an extra teaching load of up to 30%, which is paid for additionally. The national regulation identifies the teaching load as 50% of a 40-hour working week for employees in Serbia, i.e. up to 20 hours of instruction, and 20 hours for preparation, student assessment, attending school meetings, working with parents and performing other duties as required by the school (i.e. supervising students during breaks). An exception to this are teachers of subjects where the official curriculum foresees written in-class essays and homework being assessed after hours of instruction (mathematics, foreign languages, Serbian and the mother tongue for national minorities, as well as class-teachers teaching in grades 1-4) – their teaching load is reduced to 18 hours per week.

## 2.2 Teachers' qualifications

Entry to the teaching profession in Serbia involves two stages:

1. Teachers who seek employment in education need to hold a university degree, gained at a faculty which is recognised by the sub legal act(s) 'Rulebook on teachers' qualifications' as providing adequate teacher education for the respective subject. Pre-primary teachers need to hold a diploma from a 'higher school for pre-primary teachers', and art school teachers can exceptionally possess only secondary school diplomas from the respective art field (music and ballet, specifically). However, since an accreditation system for university programmes that prepare teachers does not exist (the legal basis for it introduced in the 2003 law has been derogated by the 2004 amendments), the Rulebook is the only recognised document and is subject to constant changes due to pressure from different faculties to include or exclude some qualifications on or from the list, and also based on recognised needs of the liberalised teacher intake for certain profiles in the school system. This situation is particularly absurd for secondary vocational teachers where virtually all possible faculties or higher schools that qualify for an entry to the teaching profession are listed.
2. After their first employment at a school, in the next two years (which is the induction period) trainee teachers have to pass a certification/licensing exam to become tenured teachers.

This second part of the system has been substantially renewed since 2000 because, on one hand, the activities to be pursued during the induction period were not clarified, nor was focused mentorship for trainee teachers developed or the required exam conducted at a professional level. This area was seen as a cornerstone of professionalising the teaching force and, after many discussions and iteration, the 2003 legislation introduced and regulated teachers' induction and licensing. The teacher's licence was to be renewed every 5<sup>th</sup> year based on their participation in in-service training and other quality indicators, while the licence could be lost in the case of serious breaches. These regulations were somewhat changed by the 2004 amendments but, except for the need to renew the licence, the approach remained similar to the 2003 concept. During 2005 the appropriate rulebooks regulating the induction period (selection of mentors, their duties, activities of trainee teachers during the induction period), as well as the specificities of the licensing exam were developed and their implementation may be expected to start soon. The induction period and the licensing exam, which includes an assessment of the array of teachers' competencies through both internal (at school level) and external evaluation (by a MoES committee), as well as additional skills and knowledge in pedagogy, psychology and subject didactics for teachers whose initial education did not cover these areas, may hold potential for becoming a

safeguard of the professionalism of teachers until the area of their initial education becomes better regulated.

### 2.3 Career advancement

Traditionally, teachers in Serbia did not have any career possibilities other than leaving the teaching profession and engaging in managerial tasks as school principals or advisors and inspectors within the MoES. Also, increases in teachers' salaries were based solely on the length of their work experience and teaching load.

The policies developed after 2000 along with the 2003 legislation have changed this scene by introducing a career advancement scheme for teachers, similar to that seen in many countries. According to this scheme, teachers can progress through 4 career steps: advisors, mentors, instructors and senior advisors, and a salary increase is linked to the progression. The first two career levels are gained at the school level through a set of internally applicable criteria, including evidence of participating in a required amount of accredited teacher training programmes, engagement in developing innovative teaching practices and high quality teaching as assessed by peers. The two higher levels are gained externally based on a request from the school and an appraisal conducted by external experts and MoES officials, but also requiring participation in in-service training (as an instructor or training programme author) and a set of quality indicators. A rulebook on all procedural aspects of the advancement scheme, including assessment criteria, was developed in 2003/04. This career advancement scheme was kept by the 2004 amendments, but its implementation has so far remained stalled. The rulebook<sup>26</sup> was slightly amended and approved again in 2005, financial backing has been secured, and the expectation is that its implementation will start in 2006.

## 3 National system of teacher education

The system of teacher education in Serbia is fragmented and is different for teachers employed at different levels of the education system. Preschool teachers are predominantly educated at 2-year tertiary vocational schools (higher schools for preschool teachers), primary school class teachers (teaching in grades 1-4) at teachers' faculties, primary school subject teachers as well as secondary school academic subject teachers at a variety of faculties for the respective academic discipline, and secondary vocational subject teachers at a wide range of faculties or

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<sup>26</sup> Ministry of Education and Sports of the Republic of Serbia. *The Rulebook for Professional Development of Teachers*, Official Gazette of the Republic of Serbia No.13/2004, No.56/2005.

tertiary vocational schools preparing students for employment in the respective professional field.

An accreditation system regulating the eligibility of faculties to prepare teachers does not exist (as there is no accreditation requirement for any study programmes yet, except at the moment of establishment), there is no national curriculum or national curriculum guidelines regulating the content and methods of teaching at these institutions, nor is there a list of teachers' competencies required to be achieved as the outcome of study programmes. This is not a specific feature of the system for teacher education in Serbia but a reflection of the level of regulation for the entire higher education space (see the chapters 'National system of education' and 'Teachers at a glance'). Curricula are prepared and adopted at the level of universities, faculties and tertiary vocational schools without the need to secure the consent of any external body, except in respect of finances where a renewed curriculum would require additional funding. This, of course, results in fragmentation and unsystematic variations of the orientation, quality and output of the study programmes offered by different faculties preparing teachers. However, the diversity is not as great as it could be since, informally, older institutions with already established programmes usually serve as models for the newly established ones.

The new Law on Higher Education<sup>27</sup> adopted in 2005 sets the basic requirements for changing this picture at least partially in the forthcoming years, along with changing the entire higher education system. However, the specific professional requirements for teacher education are not yet captured in the 2005 Law on Higher Education, the solutions offered for the accreditation process of teacher education programmes in the 2003 Law were watered down by the 2004 amendments so further discussions as well as additional rulebooks or even legislative amendments will be needed to achieve tangible progress in the field of teacher education.

Teacher education is financed from the national budget, as is the entire higher education system except for that part run by the private sector. Faculties and higher schools are each allocated a negotiated eligible number of students based on a request submitted yearly by the faculties and higher schools for which finances are to be secured from the budget. Based on this yearly projected student intake and the type of the respective study programme requirements the eligible number of teaching staff is calculated, their monthly salaries financed as well as an additional percentage figure for maintenance costs. Faculties, however, can employ a smaller number of teachers than approved and can expand the student intake (if there is student interest in this) up to a negotiated level, and charge tuition fees to the additional students. In the event the actual intake is less than projected, financing will be reduced accordingly. Hence, the level of financing is neither based on

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<sup>27</sup> National Assembly of the Republic of Serbia. *Law on Higher Education*, Official Gazette of the Republic of Serbia No. 76/2005.

student per capita nor teacher per capita, rather it is a negotiated amount which allows for certain flexibility at the level of the institutions and for variations which are sometimes unduly high and do not correspond to quality.

Students whose tuition fees are covered by the budget still need to pay for several additional administrative costs in terms of taxes for exams, semester enrolment taxes etc, as well as for purchasing textbooks and other equipment required.

### 3.1 Education of pre-school teachers

Preschool teachers are educated at tertiary non-university based vocational schools – higher schools for preschool teachers. There are 11 of these institutions that are regionally spread throughout Serbia<sup>28</sup>.

The usual yearly intake is about 1,700 students altogether, which is more than twice the number of preschool teachers who retire yearly. However, given the forthcoming expansion of the preschool system with the introduction of the compulsory preparatory preschool programme, the current surplus will most probably be easily absorbed.

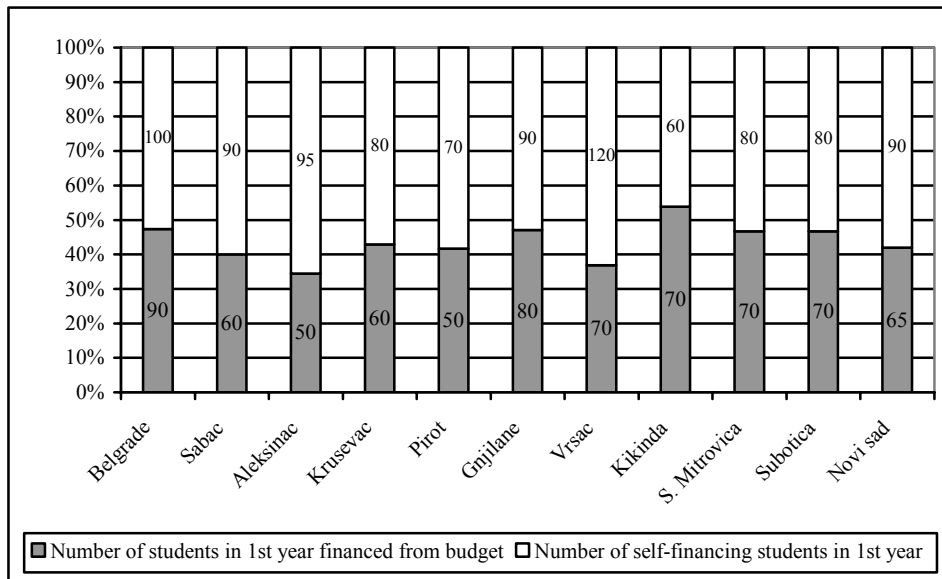
In addition to this, two teachers faculties (Uzice and Jagodina, both part of the University of Kragujevac) are also preparing preschool teachers through a special 3-years programme, with a yearly intake of about 50 students in total.

For both higher schools and the faculty, students are eligible for enrolment after finishing a 4-year secondary education school and where there is higher interest than actual placement possibilities then entry exams are organised.

The teaching staff at these schools has to gain qualifications (master's or doctoral degrees) at universities – usually faculties of philosophy (offering qualifications in Psychology, Pedagogy and Sociology), teachers' faculties (for primary class-teachers) or other faculties for respective subject areas at the University of Arts.

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<sup>28</sup> Their listing is available on <<http://www.mps.sr.gov.yu/code/navigate.php?Id=187>>



**Figure 2.** Yearly intake of students at higher schools for preschool teachers<sup>29</sup>

The education of preschool teachers lasts for 4 semesters and is conducted in accordance with the curriculum accepted at the level of the particular higher school. Students graduating from these schools do not have any opportunities for further education in their field. They can, however, enrol in teachers' faculties with a portion of their exams also being accepted as valid there.

In accordance with the 2005 law, the 2-year tertiary vocational schools will have to be transformed into universities/faculties for professional (applied) studies offering 180 credit programmes. Some of these schools are already in the process of preparing a new 3-year curriculum; others see their future in a merger with a teachers' faculty.

### 3.2 Education of primary school class teachers

Primary school teachers gain their initial education in two different ways: as class teachers or as subject teachers.

Class teachers are educated at teachers' faculties which were established during the 1970s and 1980s as a result of an upgrading of the previously existing Teachers' Academies, actually involving 2-year vocational schools becoming 4-year university-based programmes. A big portion of class teachers currently employed

<sup>29</sup> <<http://www.infostud.com/obrazovanje/prijemni.php>>



still only holds a 2-year diploma; however, their number is gradually diminishing. The sample for the current study is structured accordingly (see Table 1.5. in the Annex).

There are 5 teachers' faculties in Serbia: in Sombor (University of Novi Sad), Belgrade (University of Belgrade), Uzice (University of Kragujevac), and Jagodina (also University of Kragujevac) and in Vranje (University of Nis). In addition to this, the Teachers' Faculty in Sombor has a branch department in Subotica, the Teachers' Faculty in Vranje has a department in Negotin, while the Teachers' Faculty in Belgrade has branch departments in Vrsac and Novi Pazar. The list is available at [www.mps.sr.gov.yu](http://www.mps.sr.gov.yu).

The total yearly intake for these faculties is somewhat above 700, which vaguely corresponds to the number of class teachers retiring on a yearly basis. The data in Table 6 show that student enrolments are not highly competitive (except at the Belgrade Teachers' Faculty) – the faculties enrol almost all applicants. Also, this is a fair indication of the generally low level of interest of prospective students in this career option.

**Table 6.** Yearly student intake of Teachers' Faculties in Serbia<sup>30</sup>

Teachers' faculty	Students enrolled in 1 <sup>st</sup> year financed from budget	Self-financing students enrolled in 1 <sup>st</sup> year	Total number of students enrolled in 1 <sup>st</sup> year	Number of applicants
Belgrade*	85	55	140	294
Sombor**	86	66	152	173
Vranje	90*	65*	155*	175**
Uzice**	75	75	150***	180
Jagodina**	95	35	130***	190
Total			727	

\*Data for 2004/05

\*\* Data for 2005/06

\*\*\* from this 30 preschool teacher-students

The study programme which is offered at these faculties currently covers 4 years (8 semesters) of basic studies, ending with a diploma exam, 2 years (4 semesters) postgraduate studies ending with a master's thesis, and doctoral studies for different subject didactics consisting of the preparation of a doctoral dissertation.

<sup>30</sup> [http://www.infostud.com/obrazovanje/prijemni/2005/jun/upsne\\_kvota.php](http://www.infostud.com/obrazovanje/prijemni/2005/jun/upsne_kvota.php)  
[http://www.infostud.com/obrazovanje/prijemni/2004/jun/upsne\\_kvota.php](http://www.infostud.com/obrazovanje/prijemni/2004/jun/upsne_kvota.php)

The 2005 law will require changes in this respect in terms of reorganising the 3 cycles offered in accordance with the ECTS system and the legal requirement of achieving the master's level in 5 years, organised in two steps, either as 4+1 years or 3+2. Visible and organised discussions in this respect have not yet started. Informally, however, it seems that the faculties will opt for the 4+1 formula.

The curriculum of basic studies varies at the different faculties and any general overview runs the risk of being inaccurate. However, the coverage of the different curriculum areas most often involves the following:

Teaching subjects:

– Teaching subjects as academic disciplines	35-40%
– Subject didactics <sup>31</sup> of teaching subjects	35-40%
– Education sciences (Pedagogy, Developmental Psychology, Education Psychology, General Didactics, Sociology of Education, Education Legislation, ICT in education etc.)	10-15%
– General subjects (Philosophy, Economy, Sociology, etc.)	5-10%
– Teaching practice	10-12%

The study programme usually starts with general subjects and education sciences, teaching subjects and subject didactics come later, while teaching practice is spread throughout the curriculum in smaller amounts in the first study years and in larger amounts in the last study years.

Curricula at these faculties (as with all university curricula) are strictly content-regulated, they are equivalent to the collection of course syllabi from all courses organised year by year with an addendum of the study plan – a list of courses with the weekly allocation of instruction hours.

Course requirements are usually only a written and an oral exam at the end of the course. Occasionally, mid-term exams ('colloquia') are organised or additional course requirements are introduced (independent or group reports on a specific topic, protocols from specific field tasks etc.). The main teaching methods are of the traditional academic type. Introducing innovations at the level of teaching methods is usually allowed but not systematically fostered or required. Hence, most often it is junior staff who are likely to try novel approaches in their seminars based on enthusiasm and personal commitment. As their enthusiasm wanes, they usually resort to the more comfortable traditional lecturing form, as practiced by their elderly colleagues.

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<sup>31</sup> The placement of Subject didactics in the category of Teaching subjects rather than Education sciences is based on the prevalent understandings at faculty level. For further discussion see section on Recent developments.

Teacher faculties in Serbia face a common problem regarding the organisation of teaching practice. Formalised practice schools usually do not exist; schools and practicing school teachers take up the role of hosting student practice on a voluntary basis, without additional funding, without a clear curriculum for the practice period, and usually without any preparation other than joint meetings with faculty staff. The 2003 law introduced the legal basis for setting up practice schools governed by universities, however, no further implementation steps were taken.

### 3.3 Education of subject teachers

The education of subject teachers is not different for those teaching in primary or secondary schools, except for the teachers of vocational subjects.

Subject teachers are educated at faculties for the respective academic discipline. The study programme which is offered at these faculties currently covers 4 years (8 semesters) of basic studies, ending with a diploma exam, 2 years (4 semesters) of postgraduate studies ending with a master's thesis in the respective science area, and doctoral studies. Students are eligible for enrolment after finishing 4 years of secondary education and passing an entrance exam organised at the faculty level.

Although all universities in Serbia are educating prospective subject teachers, the organisation of subject teacher education varies both at faculty and at university level, involving a broad range of possibilities: from enrolling in a department for teacher education at the faculty for the respective academic discipline from the outset (e.g. Department for Biology Professors at the Biology Faculty at Belgrade University, or the Department for Geography Professors at the Faculty for Natural Sciences and Mathematics at Novi Sad University) through selecting a teacher education track later in the course of one's study (e.g. the Chemistry Teacher Track at the Chemical Faculty at Belgrade University), or just adding a set of teacher-track courses (usually Pedagogy and Psychology or Education Psychology and subject didactics) to the academic curriculum as compulsory subjects (i.e. at the Department of History, Faculty of Philosophy, University of Belgrade) or as optional subjects (i.e. at the Department of Sociology at the same university). Hence, disaggregated data on teacher-student intake is unavailable. It is striking, however, that Serbia is one of the few countries where no faculty of education or education sciences exists – consequently, there is no way to gain a specialisation or a master's or doctoral Degree in a variety of important areas such as education policy, comparative education, education administration and management, education economics etc.<sup>32</sup>

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<sup>32</sup> The Teachers' Faculty at Sombor recently requested a change of name to the Pedagogical Faculty – however, the study options planned to be provided by this new faculty do not cover the range of profiles usually subsumed under Education Sciences.

Since the accreditation of study programmes is not yet in place, all diverse forms of teacher education, including the possibility of not gaining any knowledge of education sciences and/or subject didactics (e.g. the Department of Philosophy, Faculty of Philosophy, University of Belgrade) are actually legitimate. They are legitimised by becoming listed in the Rulebook on teachers qualifications (see the chapter 'Teachers at a glance').

This diversity is a result of the process of decentralising universities and the subsequent decentralisation of faculties (e.g. the Faculty for Natural Sciences and Mathematics at Belgrade University which originally had a visible teacher education track along with a scientific track through all departments has been split into several faculties, for each academic discipline – with many of them subsequently restructuring and marginalising or losing the teacher education orientation), and of a general drop in interest in the teaching profession by prospective students, hence, several faculties have closed the teacher-track orientation due to a lack of applicants (e.g. in the physics teachers' track at the Faculty for Natural Sciences and Mathematics at Novi Sad University, where year after year only 1 or 2 students have applied).

The general orientation of the curricula at these faculties is academic, the teaching methods are most often traditional lecturing, often even in education sciences courses. As described in the section on the education of class teachers, university curricula are content-based, comprising syllabi and a study plan, written exams and oral examinations after the course's completion. Of course, innovative exceptions always exist depending on the particular university lecturer.

Most of the faculties that qualify subject teachers do not require teaching practice and, even if they do, this does not exceed 2-3% of the total instruction time. Practice schools do not exist and teaching practice is organised on a voluntary basis. However, some faculties have established special units ('Methodical centres') to cater for the additional need for the education of prospective teachers, some of which are functioning in really innovative ways (e.g. at the Chemical Faculty, University of Belgrade), whereas others are struggling to regain legitimacy even among colleagues at the same faculty (e.g. Centre for Methodical, Pedagogical and Psychological Education of Teachers, Faculty of Philosophy, Belgrade University).

Education sciences, if offered, do not exceed 6-8% of study time and are most often organised in the 1<sup>st</sup> and 2<sup>nd</sup> study years, well before prospective student teachers can assimilate their offer into a realistic professional self-image. Subject didactics are usually offered at the end of the study programme and are disconnected from education sciences.

### 3.4 Education of vocational teachers

The education of vocational teachers is in Serbia not recognised as an area of professional interest to the education system. The teachers of vocational subjects are professionals who are educated at faculties specialising in the basic profession, not covering areas essential to the teaching profession. Graduates of medical schools, law schools, schools of engineering, faculties of economics etc. are becoming teachers without having mastered any courses on subject didactics, pedagogy or psychology. In the 3-year vocational schools the graduates of tertiary vocational schools are teaching without having any preparation for the teaching profession.

## 4 National system of in-service teacher education and training

The in-service teacher education and training (INSET) system faced its biggest changes in recent years in Serbia. After 2000 (with a temporary hold during 2004) this area (coupled with teachers' licensing) was seen as the cornerstone of education changes while the setting up of a coherent system for in-service teacher training based on best practices from the NGO sector in the 1990s in Serbia and international best practices became the first priority of education changes in the country.

The INSET system was up until the end of the 1980s organised through regional Pedagogical Centres which provided regular teacher training courses and advisory services to schools. Teachers were required to participate in INSET, but this requirement was not enforced. However, depending on the attractiveness of the offer and the quality of provision in different Pedagogical Centres, in some regions this system was functioning reasonably well. During the early 1990s, through a centralisation process (see the section 'National system of education: setting the scene') the Pedagogical Centres were closed down, their staff fired or hired by the MoES as inspectors, and INSET provision decreased to a once a year 'Pedagogical Days' type of arrangement organised by the MoES for interested teachers. Parallel to this process and funded by international agencies, the NGO sector grew, attracted professional educators<sup>33</sup>, diversified in its offer and managed to reach those schools with INSET provision. This was, however, unsystematic (it depended on approval gained from the MoES based on lobbying and persuasion by international agencies or INSET programme authors and/or the openness of school

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<sup>33</sup> The NGO sector of the 1990s in Serbia, peculiarly also attracted many university professors who, in the climate of the 1990s in Serbia wanted to be politically engaged in the civil sector, and/or could not act professionally in the state institutions due to government pressure. Consequently, many of the most professional teacher training programmes were developed in NGOs, and only post factum legitimised at the university level as well.

principals and teachers to co-operate with the NGO sector without the MoES' consent, which could have been somewhat risky), and unsustainable (heavily depending on external resources, up to the level of becoming donor-driven). Nevertheless, many important innovations reached schools through this form of entry – introduction of new interactive teaching methods, communication and constructive conflict resolution skills for teachers, respecting children's rights etc<sup>34</sup>.

The challenge of the early 2000s was to set up a sustainable INSET system which would legitimize and build upon the quality work already provided by NGOs, avoid the risk of losing quality and innovativeness through over-institutionalising and create predictable incentives both for teachers to participate in INSET and for INSET providers to develop, widen and professionalise their offer. The system was developed based on requests expressed by practitioners in the consultative process 'Discussions on Reform' and the work of an expert team set up by the MoES<sup>35</sup>. The system became functional in 2002, the 2003 Law and subsequent rulebooks<sup>36</sup> provided the legal backing for this system, and a Centre for the Professional Development of Teaching Staff was established and mandated with managing the system. After the 2004 amendments to the Law, this Centre became a Department in the newly established Institute for the Development of Education.

Hence, the national system of INSET can be described in the following way.

INSET programme providers can be all types of institutions, including NGOs, faculties, schools, the MoES, teachers' associations etc. The institutions as such are not accredited but the INSET programmes they offer are accredited by the Centre/Department for the Professional Development of Teaching Staff's independent professional committee. Every year there is an open call for INSET programmes to be accredited, with the programmes being described in accordance with certain criteria and handed in by interested providers to the Centre/Department. The professional committee evaluates the programmes based on a carefully developed methodology and in accordance with established criteria, based on this, INSET programmes gain accreditation for a longer period (2-3 years), accreditation for being piloted during a shorter period, conditional acceptance with recommendations for further elaboration, or they are refused. Accredited INSET programmes are published in a yearly Catalogue of INSET

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<sup>34</sup> For a detailed overview, see Kovač Cerović, Tünde: *Education for Peace and Democracy in Serbia*, country report, Stability Pact,

<[http://www.gewi.kfunigraz.ac.at/csbsc/country\\_reports/Education](http://www.gewi.kfunigraz.ac.at/csbsc/country_reports/Education)> (1998)

<sup>35</sup> Kovač Cerović, Tünde and Ljiljana Levkov (eds). *Quality Education for All, Way Toward a Developed Society* (Belgrade: Ministry of Education and Sports of the Republic of Serbia, 2002).

<sup>36</sup> Ministry of Education and Sports of the Republic of Serbia. *The Rulebook for Professional Development of Teachers*, Official Gazette of the Republic of Serbia No.13/2004, No.56/2005

programmes<sup>37</sup> which is sent to the schools. The costs of participating in the INSET programmes are covered by the budget allocated to municipalities for education, by the national budget for INSET programmes of national importance, by international donor agencies, or by the schools or teachers themselves. Teachers can choose any programme<sup>38</sup> from the catalogue in accordance with their interests and professional development plans, while the School Director and Governing Board prioritises requests and secures funding for priority areas for the school. Teachers gain a certificate by participating in INSET which becomes a valid document to be submitted attached to their request for career advancement (or the renewal of their licence, as originally planned based on the 2003 Law, but later abolished by the 2004 amendments). The training providers are obliged to conduct the regular evaluation of their programmes and inform the Centre/Department for the Professional Development of Teaching Staff about the results. In addition to this, the Centre/Department conducts the regular independent external evaluation of the entire INSET provision, uses the results for the next year's evaluation purposes, for providing further recommendations, and for INSET policy development. The Centre/Department also provides professional advice to INSET providers while developing their programmes.

A missing link in the described INSET system is obviously the lack of formal and sustainable connection to the pre-service education system of teachers. Although the new INSET system has created opportunities for faculties and universities to become training providers, only a few grabbed this opportunity immediately (e.g. the Faculty of Biology, University of Belgrade; the University of Arts, Institute of Psychology, University of Belgrade). On the other hand, NGOs which have gained substantial experience in INSET provision are also not readily recognised by pre-service institutions as potentially valuable and legitimate partners. Co-operation in this respect exists albeit informally due to the personal engagement of university professors in INSET through NGOs, or vice versa, their openness to invite INSET providers as guest lecturers on a temporary basis. Given that the NGO sector and several universities had close connections during the 1990s, this type of informal co-operation is not rare. However, only in exceptional cases have more systemic co-operative approaches been tried (e.g. students of Psychology earning some of their credits for Education Psychology by participating in accredited in-service education and training courses).

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<sup>37</sup> Ministry of Education and Sports of the Republic of Serbia. *Catalogue of INSET programmes for 2002/2003*; Ministry of Education and Sports of the Republic of Serbia. *Catalogue of INSET programmes for 2003/2004*

<sup>38</sup> The most recent rulebook (2005 June), however, distinguishes between 'obligatory' and 'optional' INSET courses, 60% of the courses chosen by teachers need to fall into the obligatory and 40% into the optional category. The decision on which courses will be deemed obligatory is made by the Ministry and not the Centre/Department.

The INSET system, however, has proved to be highly effective for developing the professional competencies of practicing teachers. In 2002, 159 and in 2003 a total of 176 INSET programmes gained accreditation (from a total of about 600 applying<sup>39</sup>), covering a broad range of fields from more general cross-curricular areas such as education for democracy, communication skills, conflict resolution and classroom management, school development and management, active and interactive learning and critical thinking to more specific curricular areas in the humanities, sciences and arts (for more details, see *Quality Education for All*, 2004, the chapter on Measurability). An exact appraisal of the number of teachers participating in INSET during 2002 and 2003 is not available, however, the number is around more than 10,000 participating at least in one programme.

During 2004 further implementation of the INSET system was temporarily stopped and the need for INSET seminars, especially the most interactive ones and those focusing on the development of communicative skills for teachers, was criticised by more conservative educators<sup>40</sup>. However, after several months the INSET seminars started again, although in a more modest way and with less financial support. Also, teachers' interest has decreased since the renewal of teachers' licences (being an important incentive for teachers) was abolished by the 2004 legislation (see the chapter 'Teachers at a glance').

Even so, the data provided by the current survey indicate that teachers have been attending a substantial amount of professional development courses/seminars – most of them (about 51%) more than 3 seminars (see Table 2.2 in the Annex), and the overwhelming majority of them see these as important opportunities for their professional development (see Table 2.3.1 in the Annex). The seminars attended by the teachers were organised by a variety of providers – the ones most often cited are the MoES (including the Centre/Department for the Professional Development of Teaching Staff) and NGOs (see Table 2.4 in the Annex).

Based on the current survey, teachers' satisfaction with the seminars they attended is also high – most of them saw the opportunities offered as most often meeting their needs (61%) (see Table 2.7 in the Annex) and as contributing to their professional competencies substantially (48%) or partially (35%) (see Table 2.5 in the Annex).

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<sup>39</sup> In 2004 only, about 650 applications for accreditation were sent in. Based on the new Rulebooks, the accreditation procedure is expected to commence, after a 2-year break, again this year.

<sup>40</sup> See the discussions *Why is communication important for teachers?*, 15 April 2004, <<http://www.reformaobrazovanja.com/english/mediji.php?vest=26&detalj=1>> February 27, 2006



## 5 Recent developments and plans in teacher education and training

As mentioned in the section ‘Setting the stage: the national education system’, the development of the education sector in Serbia in the short transition period after 2000 did not proceed in a coherent or linear way throughout the entire sector. In the first period up until 2004, big and quick changes happened at the lower levels of education, consequently pinpointing the professionalisation of teachers as a high priority, while Higher Education reform was stalled. In the second period after 2004, changes at the lower levels of education and teacher professional development were stalled, in several respects also reversed, while Higher Education changes gained pace. As a consequence of this shift in focus and pace, there is currently a lack of coherence and clarity in the system which is especially visible at the national education policy level and in the area of teacher policy.

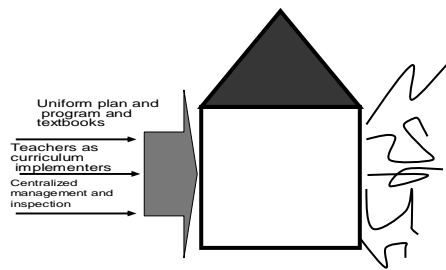
*National* policy documents concerning teachers derive from the first period<sup>41</sup> but the later legislative changes have kept some, derogated others and introduced new elements into these policies without promoting any new policy to serve as an orientation or guidance. The education policy developed in the early 2000s focused on the need to develop the human capital in the country through upgrading the education system. Teachers were seen as major contributors to this process and their professional development was viewed as crucial for better serving the purpose of the quality education of students’ development. Later, during 2004, the orientation again shifted towards viewing education as a mechanism to preserve traditional values and to transmit them to new generations. Consequently, teachers became seen as important for maintaining the education system and the focus on their professional development was lost. See Figure 3. for an illustration of these two models that currently exist in parallel in Serbia.

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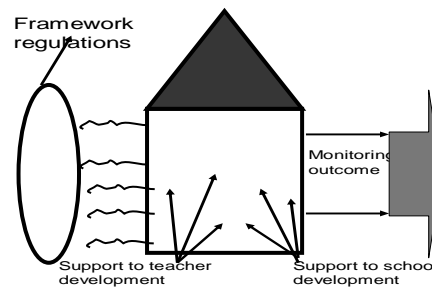
<sup>41</sup> For more, see: Kovač Cerović, Tünde and Ljiljana Levkov (eds). *Quality Education for All, Way Toward a Developed Society* (Belgrade: Ministry of Education and Sports of the Republic of Serbia, 2002), and in: Kovač Cerović, Tünde et al., *Quality Education for All, The Challenges of Education Reform in Serbia* (Belgrade: Ministry of Education and Sports of the Republic of Serbia, 2004, also see [http://www.see-educoop.net/portal/id\\_serbia.htm](http://www.see-educoop.net/portal/id_serbia.htm)).

## Two models of education policy

Education as transmission of knowledge and values:



Education as development of human capital and resources:



**Figure 3.** Two models of national education policy in Serbia

It seems that the development of the teaching profession is currently not seen as a priority nor as an important integrative topic in education. Thus, although several elements of the system exist, or are emerging, their potential is not being realised and utilised effectively. Teachers' licensing is being set up<sup>42</sup>, but the close connection to INSET through licence renewal is not there; the INSET system is functional but without incentives teachers' interest will decrease; without new curriculum requirements at the school level the newly established teachers' competencies will not be used accordingly; the possibility of career advancement is starting yet without a school improvement and development process it could easily create an unduly competitive atmosphere between teachers and become controversial; higher education reform is starting, although the need for integrated teacher education is not recognised; the accreditation of study programmes is on the agenda soon but without a clear concept of the teacher competencies required, while teacher education study programmes will be stalled or dealt with unprofessionally.

*Institutional policies and development plans* are not yet required for Serbian education institutions. However, at the level of the school system several hundred schools have developed their development plans in the last 3-4 years through international support (see the section 'international co-operation'), and the vast majority of them include the professional development of teachers as part of their institutional strategy. Since the in-service education and training of teachers is decentralised to a variety of training providers, and official in-service training institutions do not exist, institutional plans, even if internally developed, are not available for an overview. Higher education institutions have so far started this

<sup>42</sup> Ministry of Education and Sports of the Republic of Serbia. *The Rulebook for obtaining a licence*, Official Gazette of the Republic of Serbia No. 22 /2005.

process only on a voluntary basis. However, the 2005 legislation is posing a challenge which will result in development plans of all higher education institutions in the near future.

The recent developments in in-service teacher education and training have been described in the previous section through the description of the INSET system established since 2000; hence this section will focus on developments in the area of pre-service teacher education and training.

### 5.1 Recent developments in the pre-service education of teachers

Practicing teachers are aware of shortcomings in their initial education. They see their education as not providing the basic skills they need for professional success.

The results of a massive consultative process conducted in Autumn 2001 ('Discussions on education reform') with more than 10,000 people at the school level<sup>43</sup> identified a prevalent call for the restructuring of the initial education of teachers to provide more, better organised and more meaningful teaching practice; and greater pedagogical, psychological and didactical knowledge and skills instead of overwhelming academic courses focused on the subject discipline. Participants of the local consultation process also highlighted the need to introduce teacher licensing, for the first time (also see the section 'Teachers at a glance').

The current study also shows a very similar view - an overwhelming majority (about 80%) thinks that initial teacher education should be changed, radically (29%), in terms of a greater allocation to teaching practice (26%), or in terms of developing more general teacher competencies (25%). Those who suggest changes in terms of increasing the subject-related focus only represent 6% of the study sample (see Table 2.11 in the Annex).

In the period after 2000 several initiatives have started with the aim of modernising the education of class teachers and creating a professional basis for subject teacher education in Serbia.

Several Teachers' Faculties (Sombor, Jagodina, and partially Belgrade as well) started a process of internal reform even before adoption of the 2005 Law, but based on international programmes (see the section 'international co-operation'), and motivated by the need to meet the changes introduced in general education by the 2003 legislation. These changes (the 3+3+3 structure of basic education, teacher licensing, accreditation of both study programmes and in-service teacher training programmes, as well as the new student-centred curriculum for the first

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<sup>43</sup> Kovač Cerović, Tünde and Ljiljana Levkov (eds). *Quality Education for All, Way Toward a Developed Society* (Belgrade: Ministry of Education and Sports of the Republic of Serbia, 2002).

years of primary education) posed a challenge and also created incentives for these faculties to seriously rethink their organisation, curricula, intake and teaching methods. However, the changes that have started are far from being finalised yet and only the Teachers' Faculty in Sombor, and partially the Teachers' Faculty in Jagodina, have so far started the piloting of a renewed curriculum.

Regarding the initial education of subject teachers, a detailed survey assessing the options and organisational variations of teacher education at Belgrade University has been conducted (available upon request from the Ministry of Education and Sports), revealing all possible structures and curriculum options. Based on this survey, a university-based working group was created with the mandate of elaborating development options for enhancing subject teacher education at the university. With the support of international programmes (see the section 'international co-operation'), some conceptual development has been achieved, alongside similar processes at other universities (e.g. Novi Sad). The idea of organising a 60 ECTS integrated module for professional studies in the teacher education of all subject teachers (including vocational teachers) in their last study year comprising a substantial percentage of supervised teaching practice seemed to prevail at that time. This module was to be offered as a lifelong learning qualification opportunity to practicing teachers as well.

However, since the Law on Higher Education has been stalled for a longer period than expected, and the innovations introduced in the 2003 legislation in this respect (regular accreditation of teacher education programmes based on professional standards and teacher competencies, carried out by an independent accreditation agency) were lost in the 2004 amendments, these developments also lost pace. Currently, only the Department of Psychology and Department of Pedagogy at the Faculty of Philosophy at both Belgrade and Novi Sad universities has elaborated a curriculum module of approximately 30 ECTS which could be offered as a teacher education module to all prospective teachers at the respective universities (including Basics of Education Policy, Psychology of Teaching and Learning, Curriculum Design, Assessment and Evaluation, Developmental Psychology, Communication and Teamwork Skills etc in the Belgrade curriculum). An additional 30 credits would be allocated as a teaching practice requirement; however, organisational issues in this respect have not yet been discussed.

The 2005 Law introduces the Bologna process to the Serbian higher education space and now creates a new opportunity for renewing the development processes started in previous years. It is predictable, however, that this process will not have a direct and positive impact on the restructuring of pre-service teacher education without the introduction of additional support mechanisms. Currently, higher education and lower levels of education are viewed as disconnected – the natural link (teacher education) is neither visible nor utilised as a vehicle for development. Teacher education is actually nobody's real responsibility – it is typically marginalised in higher education (seen as second-track, non-attractive, non-

scientific), but it is not accessible for those dealing with basic and secondary education so teacher education could become out of reach of any reform processes and stay the most conservative part of the entire education system. On the other hand, the developmental gap of the lower education levels could easily jeopardise the higher education reform process. First, the reform of teacher education institutions cannot happen if the basic and secondary education system (the employer) does not recognise the need for new qualifications of the teaching force – and teacher education is a big part of the higher education sphere. Second, higher education will have to deal with students lacking adequate prerequisite skills for studying at the reformed higher education institutions since their previous education did not support independent decision-making, responsibility, choice, learning strategies, critical thinking etc.

Discussions held at faculties where curriculum reform has been initiated through international programmes in the last couple of years (i.e. the Belgrade Teachers' Faculty and the Sombor Teachers' Faculty, as well as the work of the Teacher Education Working Group at Belgrade University) are telling – they highlight the most vulnerable discussion areas and potential barriers to change. Some of these are more general, some are only affecting the area of teacher education.

In respect of introducing the new 3 cycle structure for higher education studies, as well as the ECTS system, a major shortcoming of the 2005 Law is the lack of clarity as regards financing. The current solution seems to indicate that the financing of basic studies will be extended until the master's level, but there is a concern that once master's studies become a rule rather than exception the state financing will not be sufficient. Hence a pertinent issue which most often lies in the background of discussions is, of course, the personal interests of teachers who are concerned that both structural and curriculum changes might unduly affect their teaching loads – either in terms of losing in the importance of their course (and in the number of respective teaching hours below the minimum necessary to maintain their position), or in terms of getting an unacceptably increased teaching load as a result of the introducing of new courses, and additional individual or small group tuition (a specially pronounced concern regarding teacher education and the introduction of higher allocation and greater importance to supervised teaching practice), without adequate additional financial compensation. Such concerns, understandably, could easily block even the attempts to rethink curricula from a new perspective.

In the course of reconstructing their curricula, staff at these faculties is most often concerned about the status of subject didactics. They see subject didactics not as part of education sciences but as being substantially tied to the particular teaching subject with a 1:1 correspondence. Consequently, formal co-operation among teachers of different subject didactics does not exist and subject didactics is completely disconnected from education sciences. On the other hand, teaching subjects are seen as academic disciplines oriented to the internal structure of the

discipline rather than to their education value, or contributing to the more general aims of education at the school level.

The Bologna process and potential new possibilities of co-operation with reformed universities, however, seem appealing for practicing teachers. The study survey indicates the moderate but visible interest of practicing teachers to continue their professional development at master's (34%) or doctoral levels (6%) (see Table 2.8 in the Annex). They also seem to be very interested to serve as mentors for teacher students (82%) (Table 2.9 in the Annex), and to participate in researches in co-operation with universities (81%) (Table 2.10 in the Annex).

However, it is not currently clear whether, when and through which mechanisms the practicing teachers' views will influence the higher education reform process.

## 6 International co-operation in teacher education and training<sup>44</sup>

In 2000 Serbia returned to the international community, eager to catch up with contemporary developments. International co-operation in education (on government and non-government levels) was quickly re-established owing both to the interest of the world in democratic processes in Serbia and to the co-operation and links maintained (mainly on the NGO level) throughout the decade of isolation. The forms of co-operation are diverse and many:

- renewal of the membership in major international organisations (e.g. UNESCO in 2000, the OSCE in 2000, the Council of Europe, special status in 2001, full membership in 2003, European University Association – 2001, Stability Pact – 2000). Serbia has representatives in CoE Higher and General Education Committees, participates in CoE programmes of in-service teacher training, history teaching, foreign language teaching (Centre for modern languages in Graz, Austria) and Education for Democratic Citizenship. In February 2003, UNESCO honoured the Alternative Academic Educational Network (AAEN) by establishing a UNESCO Chair in Governance and Management of Higher Education. The AAEN and Serbian universities are involved in the work of UNESCO-CEPES (the European Centre for Higher Education).
- Unfreezing and widening existing inter-governmental agreements on cultural and scientific co-operation (e.g. Austria, Germany) negotiating and signing new ones (e.g. Russia, Korea), renewing bilateral inter-university agreements.
- Participation in EU-funded programmes (CARDS from 2002, TEMPUS – 2001, CEEPUS – 2004, ERASMUS MUNDUS and COPERNICUS CAMPUS 2005).
- Securing donations and loans by multilateral and bilateral agreements with government and non-government organisations (e.g. World Bank, Fund for

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<sup>44</sup> This chapter was provided by Gordana Miljević.

- Open Society, European Agency for Reconstruction, Switzerland, Norway, Finland, United Kingdom, USA, Canada)<sup>45</sup>.
- Joining regional and global education networks (e.g. TEN-10, Teacher Education Network until 2010 - Teacher Education and the Bologna Process, UniAdrion<sup>46</sup> SEE ECN, Education Reform Initiative South East Europe (ERI SEE) within the Stability Pact<sup>47</sup>, UNESCO schools, Peaceful Schools International).
  - Direct bilateral and multilateral co-operation on the school and practitioners' levels.<sup>48</sup>

Given the wealth of opportunities only roughly outlined above, international co-operation in the area of *pre-service teacher education* is fairly weak. The internal reform at the Sombor and Jagodina teacher training faculties and the work on developing options to enhance subject teacher education at the university supported and financed by the government of Finland<sup>49</sup> seem to be the major developments. Within this project, the Sombor Teachers' Faculty has developed a new curriculum for teachers' training, realised several study tours to Finland and its faculties, dealt with issues of students' practice and practice schools and developed opportunities for distance learning. This Faculty has also realised two regional programmes of students' co-operation (2002 – 2004). The first, *Teach Me* and *I Shall Teach You* with students from Baja (Hungary) and Osijek (Croatia) addressed the development of tolerance and importance of a multicultural approach in teachers' education while another, *How to Become Better*, with students from Baja, Osijek, Pula, Temisvar, Stip and Skadar dealt with the evaluation of the quality of studies at teachers' faculties in the region. The Open Society Institute, Budapest, financially supported both projects.<sup>50</sup>

As for the education of subject teachers there is, naturally, quite extensive co-operation in the area of foreign languages, French, German, English, Italian, Spanish based on agreements with the respective governments and cultural centres (French Cultural Centre, Goethe Institute, British Council etc.) Also, based on bilateral agreements on scientific and cultural co-operation, approximately 58

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<sup>45</sup> Gordana Miljević, *A brief tour through the education system reform in the Republic of Serbia*, <[http://www.see-educoop.net/portal/id\\_serbia.htm](http://www.see-educoop.net/portal/id_serbia.htm)>May 03, 2004

<sup>46</sup> <<http://www.uniadrion.net/Members.php>>February 27, 2006

<sup>47</sup> <[http://www.see-educoop.net/portal/id\\_serbia.htm](http://www.see-educoop.net/portal/id_serbia.htm)>May 03, 2004

<sup>48</sup> More information can be found at the web pages of the Ministry of Education and Sports [www.mps.sr.gov.yu](http://www.mps.sr.gov.yu); University of Belgrade [www.bg.ac.yu](http://www.bg.ac.yu); University of Novi Sad [www.ns.ac.yu/stara](http://www.ns.ac.yu/stara); University of Nis [www.nis.ac.yu](http://www.nis.ac.yu); Alternative Academic Education Network [www.aaen.edu.yu](http://www.aaen.edu.yu);

<sup>49</sup> Agreement on financial and technical support signed by the Government of Serbia and the Government of Finland in 2002; Project 'Step'.

<sup>50</sup> More information is available at: [dekanat@ucf.so.ac.yu](mailto:dekanat@ucf.so.ac.yu) ; [www.ucf.so.ac.yu](http://www.ucf.so.ac.yu)

Serbian language instructors are in other countries while 94 professors (mostly languages and instructors) from 28 countries are at Serbian universities.

The University of Novi Sad recently joined the TEN-10 network and the Sombor Teachers' Faculty is currently preparing two TEMPUS projects as the grant-coordinator, with the faculties from Rovaniemi (Finland) and Maribor (Slovenia) in one, and as consortium member in the other where the grant holder is the University of Muenster, Germany and the grant-coordinator is the Teachers Academy of Zagreb University. This may contribute to more synchronised and intense international co-operation in this area, particularly regarding participation in EU-funded projects since during the four years of TEMPUS programme development in Serbia none of the 44 joint projects and 100 individual scholarships awarded to the junior teaching staff deals with the enhancement of teacher training<sup>51</sup>. The same applies to other EU-funded education programmes. However, it might happen that individual faculties and/or their departments, institutes and teaching staff are using the available international opportunities to improve their teacher training tracks and personal professional development, but here there are no data available.

International opportunities in the area of *in-service teacher education and training* have been utilised far more and better than in pre-service education and training. Given the space limitations only some examples will be mentioned here.

*INSET Institutions* the Centre/Department for the Professional Development of Teachers has been established with the financial and expert support of the Government of Switzerland. The Swiss government also supports the establishment of two regional teacher training centres (Uzice and Cacak). The government of Norway financed the construction, equipping, staff training (including exchange of study visits). This centre, unlike the two other ones, has accommodation facilities and has started to work. In 2003, the MoES has used the grant from the Swiss government to equip the libraries of the Centre for the Professional Development of Teachers and the Regional School Administrations and central schools throughout Serbia with contemporary teaching/learning literature. All schools were informed and teachers invited to use the books.

## 6.1 Schools

Many schools, especially those in border areas, started or continued the co-operation with other schools abroad. Further, in 2003 the MoES awarded grants for international co-operation to 74 schools (based on a project proposal competition). Schools have organised exchange visits of teachers and pupils which often included some time in classrooms, the sharing of teaching materials and experience

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<sup>51</sup> <<http://www.tempusscg.net/>> January 26, 2006



between staff. There are no official data on the number of schools that have international contacts but there are indications that quite a number of them are engaged in different forms of co-operation with counterparts in different countries. Particularly active are schools that have participated in a School Development Component of Serbia Education Improvement Project funded by a WB IDA credit (see below)<sup>52</sup> and in the Regional Decentralisation of Education Administration in Serbia project funded by the government of Austria<sup>53</sup>

## 6.2 Training providers and training programmes

Many accredited training programmes created by NGOs with international support<sup>54</sup> have become part of the INSET offer. The schools have used grants received under School Development Component of Education Improvement Project financed by the World Bank IDA credit for the professional development of their staff (about 700 primary and general secondary schools). Under another component of a WB-funded project, Dutch Educational Testing Centre (ETS) experts trained 100 teachers in pupil assessment, standards and test development.<sup>55</sup>

Several international programmes have significantly contributed to the training of subject teachers. VET subject teachers have received training in teaching methods and curriculum development necessary to deliver new models of teaching for newly developed occupational profiles in the mechanical, electrical and civil engineering, agriculture and health VET schools under the CARDS programme 'Reform of Vocational Education' financed by the EU. The programme covers 55 schools.<sup>56</sup> Besides the in-country training often delivered by foreign experts, the teachers of these schools have been exposed to related international experiences through study trips to Denmark, Greece and Slovenia. Further, 18 economics/banking schools participate in a programme supported by the German Technical Co-operation (GTZ). The joint GTZ and Kulturkontakt project

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<sup>52</sup> More information on schools and their activities is available from the Project Implementation Unit: [seip@mps.sr.gov.yu](mailto:seip@mps.sr.gov.yu)

<sup>53</sup> Examples available at <http://www.twinning.mps.sr.gov.yu/> May 24, 2005

<sup>54</sup> e.g. UNICEF supported *Goodwill Classroom* (Group MOST) and *Active teaching and learning* programme (Institute for Psychology), *the Step by Step* programme developed within the OSI network, Fund for Open Society-YU supported *Culture of Critical Thinking* (MOST and the Institute for Psychology) and programmes for Roma integration (Centre for Interactive Pedagogy), the Canadian government-supported Gender Equity programme (Centre for Female Studies).

<sup>55</sup> For more about the project, see <http://www.worldbank.org.yu/> February 27, 2006.

<sup>56</sup> For more information, see <http://www.vetserbia.edu.yu/>

ECONET<sup>57</sup> involves 5 Serbian schools and their co-operation with Montenegrin counterparts.

English, French and German language teachers, particularly teaching staff of experimental French-Serbian bilingual schools, are continuously participating in teacher training programmes both at home and in the related countries owing to the support of the respective countries' governments and institutions. English language teacher training (ELT) organised in co-operation with the British Council included the training of 23 trainers and 700 teachers and the production of ELT manuals for primary and secondary schools.<sup>58</sup>

International co-operation in teacher training in *cross-cutting issues* (Education for Democratic Citizenship, minorities, Roma education, combined classes teaching, special needs children's teaching, gender awareness, communication and peaceful conflict resolution skills) has also been very broad and valuable including trainings both in teaching methods and curriculum development, study tours, the provision of resource materials, publications. For example, the teacher training of 3,370 teachers for the subject Civic Education introduced in Serbian schools in 2001 was supported by UNICEF, UNESCO, the CoE and the USA. In 2002, 11 EDC educators visited the UK. The visit was organised by the Citizenship Foundation UK and the CoE. In 2004, 20 teacher trainers received additional training from CoE experts.<sup>59</sup>

The four years of intense and relatively diverse international co-operation are too short to assess the impact of international co-operation on teacher training. This task may become extremely difficult because it seems that the international co-operation activities (at least during the last two years) have not even been duly recorded. A basic database would be essential for both conducting evaluation and for the targeted dissemination of good practice. Unless certain system-wide measures on co-ordinating and directing international co-operation on both central and regional levels are introduced, the already weak connection between pre- and in-service teacher training may get weaker and the gap in quality between individual faculties, regions, schools and groups of teachers wider.

Well co-ordinated, needs-driven and directed international co-operation is a powerful tool for enhancing the professional development of education practitioners. To minimise the abovementioned risk and make the best use of cross-border and international co-operation, Serbian central and regional teacher training education authorities (rectorates, Ministry of Education and Sports, Department for

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<sup>57</sup> For more information, see <<http://www.econet-see.com/en/c-sr.html>> February 27, 2006  
<<http://www.mps.sr.gov.yu/code/navigate.php?Id=312>> February 27, 2006

<sup>58</sup> For more information, see <<http://www.britishcouncil.org/yugoslavia/>> February 20, 2006

<sup>59</sup> Examples of practices and more details available from [www.coe.int](http://www.coe.int), Centre for Civic Education, USA, Dadalos network, [www.reformaobrazovanja.com](http://www.reformaobrazovanja.com)

Professional Development of Teachers, Regional Administrations and Teacher Training Centres) need to: (a) systematically record, monitor and follow up existing activities; (b) take a more pro-active role in attracting international partners to meet the needs in this area; and (c) facilitate participation in the EU and other international programmes, e.g. set the required structures to disseminate information and provide assistance to potential applicants.

## 7 Conclusions and recommendations

The education system in Serbia reflects all characteristics of both the impediment and development of education systems in transition countries. These are, however, visible in Serbia in a more pronounced and intensified manner due, on one hand, to the fact that transition processes in Serbia started 10 years later than in most other SEE and CEE countries, allowing the country to take advantage of condensed experiences, to try to avoid known traps, and attach higher value to catching up with others while, on the other hand, due to the more violent, politically more charged and not yet fully mastered transition to a post-socialist democracy than was the case in many other countries.

Hence, the national education system is currently characterised by a traditional structure of voluntary preschool, compulsory and comprehensive primary (comprised of 4 grades of classes and 4 grades of subject teaching) and selective, non-compulsory 4 or 3 years secondary education, and 2 or 4 years tertiary education, with only highly selective master's and doctoral studies attached. However, preschool education is changing to become compulsory, primary and secondary education have witnessed the possibility of both structural and curricular change (by the temporary introduction of a 3+3+3 system in primary, and modular instruction in vocational secondary education, as well as the introduction of learning-centred, outcome-oriented integrated curricula), while tertiary education is to face restructuring in accordance with the Bologna process in the near future.

The teaching force is pauperised and de-professionalised, highly educated in academic disciplines but not adequately for the teaching profession. However, a licensing and career advancement system has been set up, also partially tied to a new system of in-service teacher education and eagerly embraced by practicing teachers.

Teacher education and training in Serbia is currently captured in between two important processes of education development: the development of the basic and secondary education system (creating the need for development of a teaching force with substantially upgraded professional competencies), which has lost pace and momentum in the last year or two, and the very recent development of the higher education system in accordance with the Bologna process, which has not yet recognised teacher education as an area of pertinent interest.

The best developed part of the teacher education system is currently the new system of in-service teacher education and training. On one hand, it is an open but well regulated system, also supporting its internal development and provided with quality assurance mechanisms, on the other it is closely tied to career advancement and potentially also to licensing and teacher induction, as well as to pre-service education of teachers – hence it lies at the core of an integrated and viable teacher education and training system.

However, it is recommended that it should be strengthened and upgraded by the following measures:

- The status of teachers' competencies to be developed through both pre- and in-service education of teachers needs to be clarified and a list of core competencies discussed and legally set. The legislative basis for this is already in place, and a consolidated list has been prepared, but the development process is currently stalled both institutionally (the National Education Council, whose legal mandate for the adoption of such a list has not become functional) and professionally, through personnel changes in the staff of the MoES and of the Centre/Department for the Professional Development of Teaching Staff.
- The sustainability of institutional knowledge gained by successful INSET providers needs to be secured through a variety of mechanisms including development grants to INSET providers of programmes evaluated as high quality, fostering systemic co-operation between INSET and pre-service education through the mutual recognition of credits, and/or supporting sustained networking with schools. In the forthcoming period, flexible policy tools will be needed to steer the decentralised provision towards quality goals, and balance or weigh its offer until the teaching profession becomes developed up to a level that it is able to influence the market accordingly.
- Teachers' interest in INSET needs to be continuously supported with both incentives (through re-introduction of the renewal of teachers licences based on their in-service education and training) and possibilities and demand created at the school level, through school development planning and curriculum flexibility.
- The INSET system needs financial and logistical support: predictable and sustained finances as well as easy to access facilities – regional teacher training centres supplied by low-cost dormitories and specialised seminar venues, open to catering for the provision of decentralised education and training.

For the entire teacher education and training system to be duly developed, however, many additional steps are needed:

- Establishment and financing of practice schools, to be used for the supervised teaching practice of teacher students, and possibly in co-operation with the INSET system, will need to be parallel to the emerging new curricula at the

pre-service teacher education level. The lack of close co-ordination of these processes could stall both developments.

- Starting and managing the discussion on the role of education sciences and their connection with subject didactics will need to become a priority in education circles. However, the lack of capacity in this respect as a consequence of the absence of formal specialised education opportunities in the country for education sciences, and the prevalently marginalised position of education sciences even at teacher's faculties needs to be mitigated through targeted international support.

It is expected that in the early phases of the discussion on the implementation of the Bologna-geared 2005 Law on Higher Education, teacher education will become even more marginalised than now. Power struggles at the institutional level, the unclear and not elaborated issue of financing and of the connection to the labour market, i.e. schools, the lack of a voice by parents or practicing teachers, and the lack of appropriate financial backing for the education system needed to require a master's diploma for the teaching profession could easily lead to solutions whereby prospective teachers get qualified only at the bachelor's level, with less than a minimum of professional studies in education sciences and teaching practice in their curriculum. This real danger needs to be counteracted quickly before institutional restructuring gains in pace. Visible and intense international co-operation, including regionally set requirements, might have a high impact in this respect.

However, all these recommendations are best placed in the context of a renewed discussion of the role of a professional teaching force in education and, ultimately, of the role of education as such – which brings us back to the already described basic questions concerning a coherent education policy in Serbia.

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# NATIONAL REPORT – SLOVENIA

*Pavel Zgaga, Tatjana Devjak, Janez Vogrinc, Igor Repac*

## 1 Setting the scene: the national education system

In the past, the education system in Slovenia was always connected to larger state systems to which the country belonged: to the Austrian Monarchy up until 1918, to the Kingdom of Yugoslavia until 1941 (although between 1918 and 1943 a significant part of the country belonged to Italy) and to the Socialist Federal Republic of Yugoslavia (1945 to 1991). Since gaining its independence in 1991, Slovenia has been developing its own comprehensive system of education based on positive traditions as well as on contemporary good practices from other, mostly European, countries. The main aims of the educational renewal of the 1990s were the quality and inclusive education for all as the basis for entering the knowledge society.

The systemic renewal of education took place during the 1990s. Soon after the country's independence, some changes to the organisation and financing of education were made. In 1993, the Higher Education Act was approved to provide the legislative basis for modernising tertiary education (some important amendments were made in 1999, 2004 and 2005). In 1995, a comprehensive *White Paper on Education in the Republic of Slovenia* was published and based on it, in 1996, a package of legislation on pre-university education was passed. The 1996 to 1999 period was characterised by implementation of the new legislation and a broad curricular reform; most important elements of the new system were in place at the end of the 1990s (see *Figure 1*).<sup>1</sup>

The national education system starts with *pre-school education* (which is not compulsory); it is divided into two stages (ages 1 to 3 and 3 to 6 years). Compulsory basic education is organised as a *9-year primary school*, divided into three stages ('triads': 3 + 3 + 3); children enter primary school at the age of 6 years. In the first grade, the teacher works together with a kindergarten teacher; otherwise, class teachers work with children during the *first triad*. Subject teachers work with children in the *third triad* while the *second triad* is covered by both class and subject teachers. Implementation of the new 9-year primary school gradually began in the 1999/2000 school year (only at well-prepared schools), but since the 2003/2004 school year all schools in the country have been running the 9-year programme.

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<sup>1</sup> The main documents, policy papers and legislation from this period are available at: <http://www.see-educoop.net>

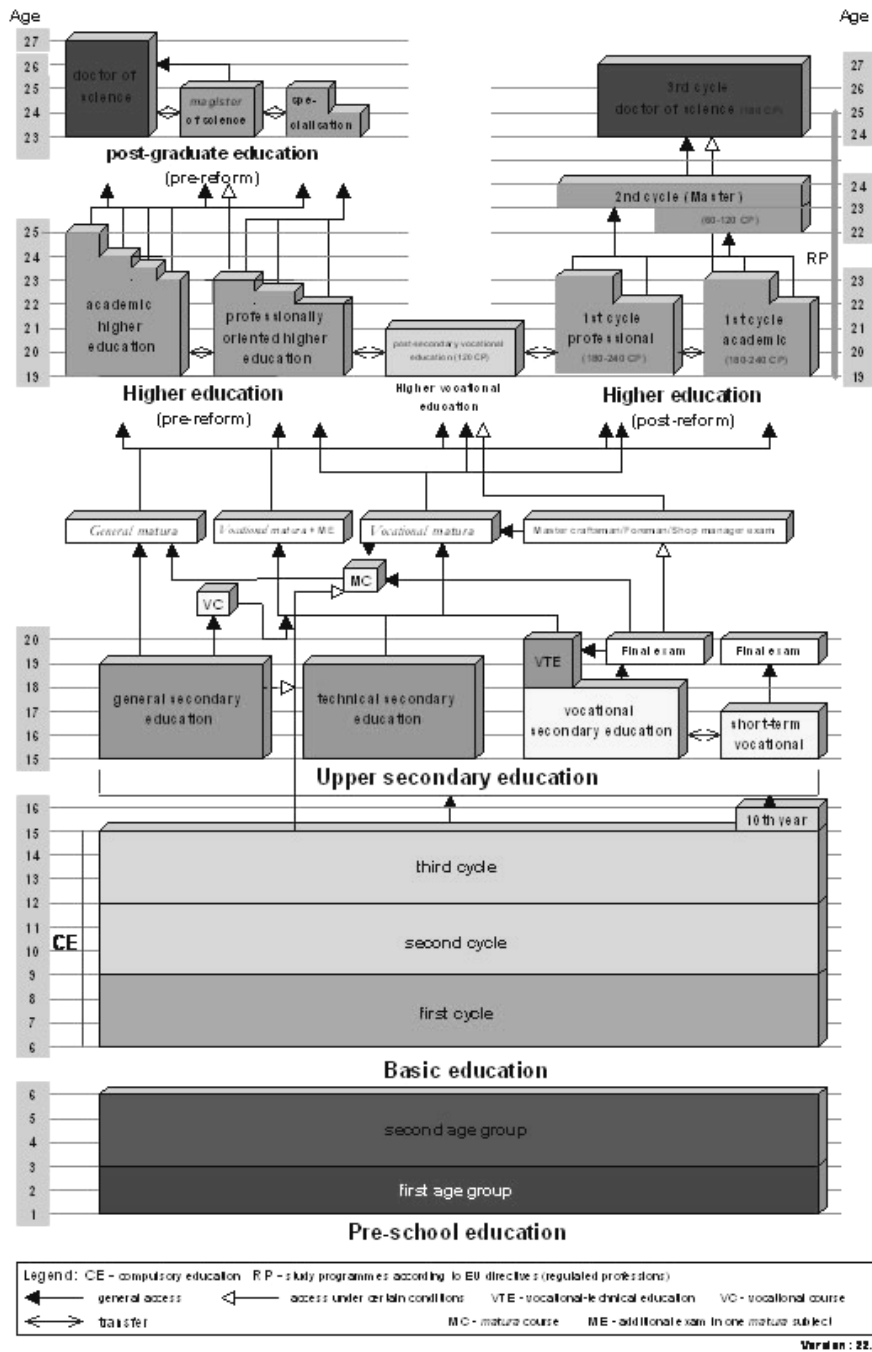


Upper-secondary education is organised in *gymnasia* (general, classic, professional; all of them lasting 4 years), in *technical and professional schools* (4 years) as well as in *vocational schools* (3 years; lower vocational schools 2 years). Graduates from vocational schools (3 years) can continue in a programme of an additional 2 years (popularly called '3+2') and can get a qualification equal to those students who graduate from technical and professional upper-secondary schools. *Gymnasia* end with a *Matura* exam (an externally assessed exam in 5 subjects, 3 of which are compulsory and 2 are elective) while *technical and professional schools* as well as *vocational schools* end with a *Vocational Matura* exam (a partly externally assessed exam in 4 subjects). Special 1-year courses are also organised to prepare *gymnasia* students to sit for *Vocational Matura* (a Vocational Course) if they wish to get a vocation and join the labour market while candidates outside *gymnasia* can join 1-year courses to sit the *Matura exam* (Matriculation Course) and become qualified to enter a university.

Tertiary education consists of *post-secondary vocational education* (vocationally-oriented study programmes last for 2 years) and *higher education*. Undergraduate higher education programmes are provided at universities as well as at other higher education institutions and last for at least 3 (*professionally-oriented programmes*; a maximum of 4 years) or 4 years (*university programmes*; a maximum of 6 years in the 'pre-Bologna' system; in the new 'Bologna' system 3 to 4 years) and lead to the awarding of a *Diploma*. Graduate studies lead to the awarding of *Specializacija* (pre-Bologna: 1 to 2 years; in the new system this does not exist), *Magisterij* (Master of Science in pre-Bologna: 2 years; in the new system 1 to 2 years) and doctoral studies (3 years in the new system) that lead to the awarding of a *Doktorat* (Doctor of Science).

Since 2004, the higher education sector has been systemically changing by developing the 'Bologna' study programmes (the first cycle of 3 to 4 years; the second cycle of 1 to 2 years; the third cycle of 3 years). All higher education institutions should substitute the traditional study programmes with the new 'Bologna' ones before the 2009-2010 academic year at the latest. Traditional (pre-Bologna) higher education still prevails but some higher education institutions already offer the reformed study programmes and this number is increasing.

*Figure 1* presents the already reformed education offered at pre-school, primary and secondary levels, while the tertiary level is presented in two ways: the traditional model parallel to the new 'Bologna' model (2004).



Source: Eurydice Slovenia

Figure 1. Education System in the Republic of Slovenia

## 2 Teachers at a glance

### 2.1 Historical context

The beginning of systematic teacher education in Slovenia can be traced to 1775 when it was organised for the first time in the form of short (several- week) courses organised in *normalka* schools ('model schools' in regional centres of the Austrian Monarchy). With the adoption of the 'Political School Constitution' (the second Austrian Law on Primary Education) in 1805 teacher education was gradually prolonged and in the 1850s in some places transformed into two-year study courses. The third Austrian Law on Primary Education of 1869, which represented the first legal regulation of teacher education in the territory of today's Slovenia, significantly contributed to an expansion of the contents of education. Thereafter teachers were educated in four-year *Teacher Training Schools* (*učiteljsišče*; at the upper-secondary level).<sup>2</sup>

An important step forward in teacher education came after the Second World War with the establishment of a new two-year (tertiary level) *Teacher Training College* in Ljubljana in 1947. Only subject teachers teaching at the lower-secondary level were trained at this college while class teachers were trained at five-year (upper-secondary level) *učiteljsišče*. Another important milestone came in 1964 when the Teacher Training College in Ljubljana was transformed into the *Teacher Training Academy*. With the gradual abolition of upper-secondary Teacher Training Schools in Slovenia in the 1964–1968 period the new Teacher Training Academy started to train class teachers as well. Thus, 1968 represents the beginning of systemic teacher education at the tertiary education level. In 1975, the Teacher Training Academy became a member of the *University of Ljubljana* and its 'twin institution' was established within the *University of Maribor* as well. Both academies provided two-year tertiary studies leading to an associated degree (a 'short degree'). Teachers teaching in upper-secondary schools were trained at other faculties within universities. In the mid-1980s, a discussion of the upgrading of teacher study programmes was launched and since the 1986-1987 study year teachers for all schools (primary, lower-secondary and upper-secondary levels) have been trained in 4-year university programmes. Thus, the teaching profession joined other professions requiring university degrees such as lawyers, economists and engineers.<sup>3</sup> At the same time, the first cohort of pre-school teachers enrolled in the two-year tertiary programmes while in 1996 the first cohort enrolled in 3-year, professionally-oriented higher education programmes. At the beginning of the

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<sup>2</sup> Schmidt, Vlado. [*History of education and pedagogy in Slovenia*], Ljubljana: Delavska enotnost, 1988.

<sup>3</sup> Razdevšek Pučko, Cveta. *Study on Teachers; Part 2: Reforms and their historical context*. Draft paper, Ljubljana 2004.

1990s, both academies were transformed into *Faculties of Education*, while in 2003 a third one was established within the new *University of Primorska* in Koper.

Another important milestone in teacher education occurred with the adoption of new higher education legislation in 1996. Some new courses and optional subjects were introduced at the undergraduate level (natural sciences; ICT) and graduate programmes have been developed and extended (master's and PhD programmes in Class Teaching, Special Education, Social Education, Fine Arts Education). Since 2000, these faculties of education have been very active within the EU's Socrates-Erasmus programme. A range of credential programmes (early foreign language teaching; special needs; teaching natural sciences; upgrading content and pedagogy etc.) as well as in-service training courses were renewed and/or developed, which implies that teachers need to be continuously trained to successfully meet the demands of the modern teaching profession.

## 2.2 National regulation on teachers' qualifications

Teacher qualifications are regulated by the *Organisation and Financing of Education Act* adopted in 1996, according to which pre-school teachers and school teachers as well as pre-school and school support staff must complete a higher education study programme of an appropriate profile (first degree), be proficient in the Slovenian language and pass the *State Teacher Certification Examination*.<sup>4</sup> The required qualifications are obtained through a combination of initial training, practical training during the traineeship period, further training, if required, and in-service training.<sup>5</sup>

*Initial teacher training* can be obtained through:

- a) a higher education study programme in one or two subjects of teaching leading to the professional title of *professor*<sup>6</sup> (first degree) of one or two subjects (concurrent or integrated model of teacher training); or
- b) a higher education study programme, which imparts the necessary knowledge about the subject of teaching or the field of education but does not provide the necessary professional contents for acquiring the required teaching skills; a

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<sup>4</sup> Those acting teachers who did not possess the qualifications required in 1996 but were qualified according to the requirements of previous regulations (prior to 1996) can still practice the teaching profession.

<sup>5</sup> *Teaching Profession in Slovenia*. Ministry of Education, Science and Sport, Ljubljana, 2003.

<sup>6</sup> The title *Professor* has traditionally been awarded in Slovenia to university graduates in teacher education and training programmes. In the past, this title was reserved for teachers in gymnasiums; in the 1990s it was extended to all teachers with a university diploma (e.g. *Professor of Class Teaching; Professor of Physics and Chemistry*).

candidate must therefore complete a *non-degree (credential) teacher training programme* (consecutive model), amounting to a minimum of one semester (275 to 390 contact hours, i.e. about 30 ECTS points).

After graduation and before entering professional life as fully-fledged teachers, candidate teachers receive *practical training* in a pre-school institution or school. *The traineeship period* includes support and supervision from a mentor, some form of compulsory training and formal evaluation of their teaching skills. Having completed the traineeship period successfully, they must sit for the *State Teacher Certification Examination* before the State Teacher Examination Board.<sup>7</sup>

In more detail, the regulations on teacher qualifications are as follows:

- *Pre-school* teacher candidates may enter the profession provided they have completed an appropriate 3-year, professionally-oriented higher education study programme in pre-school teaching and obtained the professional title of *diplomirani vzgojitelj predšolskih otrok (graduated pre-school educator)*.<sup>8</sup>
- *Elementary school* teacher candidates may enter the profession provided they have completed a 4-year university study programme and obtained the professional title of *profesor razrednega pouka (Professor of Class Teaching)* or *profesor* in one or two subjects (e.g. *Professor of Physics and Chemistry*).<sup>9</sup>
- *Upper-secondary school* teachers must complete either a 4-year university teacher training programme, thereby receiving the professional title *Professor* in one or two subjects or, in cases of vocational and technical schools, another higher education professionally-oriented or university study programme followed by a *non-degree (credential) teacher training programme* of about 30 ECTS points.

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<sup>7</sup> The State Teacher Certification Examination is a state examination taken before the National Examination Board for professional competency examinations in the field of education, which is appointed by the Minister of Education. Teachers can take the State Teacher Certification Examination if they have successfully completed an appropriate programme, conducted educational activities at least for the duration of their traineeship period and have delivered five successful teaching performances.

<sup>8</sup> The regulations also set out the possibility of other first-degree higher education graduates entering the profession, provided qualifications in the appropriate discipline and consecutively supplementary training for the pre-school level teaching are acquired.

<sup>9</sup> A Professor of Class Teaching usually teaches classes from year one to year four, while subject teachers provide instruction from year five to year eight in the *eight-year elementary school*. The new programme of the *nine-year elementary school* is divided into three three-year 'triads'. The first triad (pupils aged from 6 to 9) is taught by the class teacher, while the second teacher, usually a pre-school teacher, also provides instruction in the first year. The second triad (pupils aged 9 to 11) is taught by class teachers, with subject teachers becoming gradually more involved in the teaching process. The third triad solely involves subject teachers.

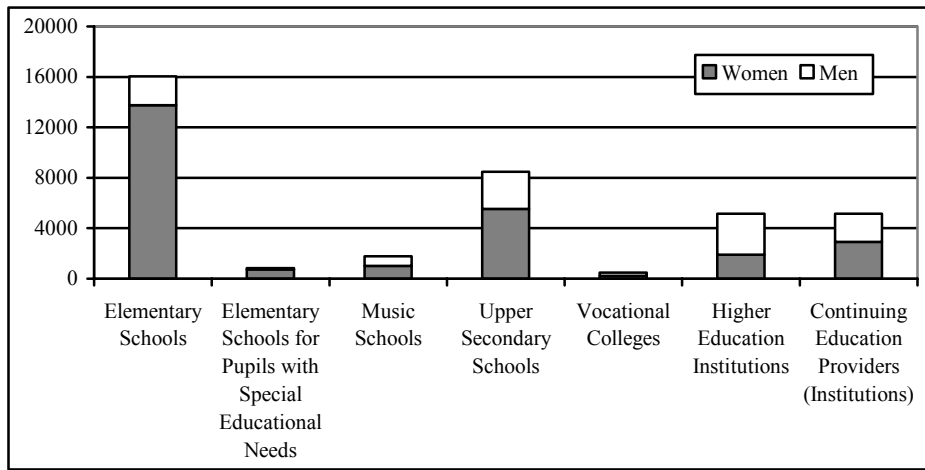
- *Adult education* teachers must meet the same requirements as teachers of youth. *Music school* teachers obtain the title of *professor of an instrument or music* by completing a 4-year university teacher training programme of a music profile. *Children and youth with special needs teachers* obtain appropriate education and training by completing a 4-year university programme in special education leading to the title of *professor of special education*.
- *Vocational college* lecturers (tertiary level) must at least have a higher education diploma in the appropriate field of study, a non-degree (*credential*) teacher training programme, 3 years of relevant work experience and outstanding achievements<sup>10</sup> in their field of education.
- *School counsellors* must complete a 4-year university programme in psychology, pedagogy, social pedagogy, special education or social work. In certain cases, they must also complete a non-degree (*credential*) teacher training programme.
- *Librarians* have to complete a 4-year university study programme in library science and a non-degree (*credential*) teacher training programme, or meet qualification requirements for school teachers or school counsellors and complement them with supplementary training in library science that lasts one semester.

### 2.3 Main statistical data on teachers

In 2002/03 altogether 37,940 people were employed as professional staff in education institutions in Slovenia. Over two-thirds of them were women (68.7 %); only institutions that provide continuing education as well as higher educational institutions employ more men than women (see *Figure 2*).

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<sup>10</sup> The criteria for outstanding achievements are established by the *Council of the Republic of Slovenia for Vocational and Technical Education*.

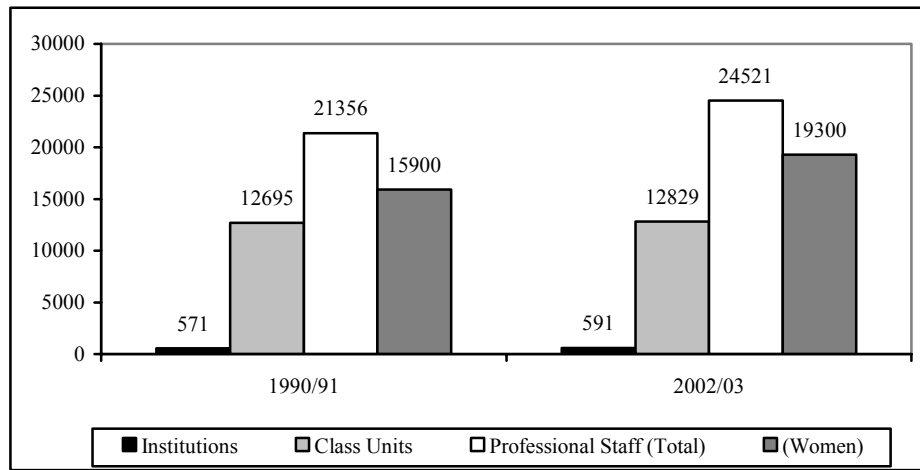


Source: *Statistical Yearbook of the Republic of Slovenia 2004*.

**Figure 2.** Professional staff by types of institutions and sex, 2002/03

Before listing some more statistical data<sup>11</sup> it is important to make a comment on how to interpret the presented data. In the period between 1971 and 2004 the share of pre-school children dropped by one-half and the share of elementary school children by 40 %. Because the number of live births has been almost the same for the last five years (between 17,000 and 18,000), we expect that the number of pre-school children will, at least for the next few years, remain unchanged. Despite that, however, as is evident from the figures presented in the above tables the number of schools, class units and professional staff in the last decade has not only remained mainly the same but in some cases has even increased (*Figure 3*). This is mainly a result of changes in how the education system is organised.

<sup>11</sup> The main source of data in this Report is the *Statistical Office of the Republic of Slovenia*. Findings from our recent analysis have also been used; see Zgaga, Pavel. *Analysis of Movements in Structure of Students and Graduates in Tertiary Education (1981-2004)*. University of Ljubljana, Faculty of Education, Centre for Educational Policy Studies, Ljubljana, 2004.



Source: *Statistical Office of the Republic of Slovenia*

**Figure 3.** Institutions (Kindergartens, Elementary Schools and Upper-Secondary Schools), Class Units, Professional Staff - Total and Women, 1990/91 and 2002/03

Tertiary education has experienced turbulent changes of a relatively different nature. The number of students enrolled in the first year of tertiary education has grown extremely. There were only 12,914 freshmen in the 1981/82 academic year and 16,319 freshmen in the 1991/92 academic year (index 126); yet there were 34,810 freshmen (index of 213 relative to 1991-1992) in the 2002/03 academic year. It is therefore not surprising that the number of higher education institutions and professional staff have also increased significantly. It is clear, however, that in the future the higher education system in Slovenia still needs a further increase in the number of teaching staff.

The reforms of teacher education in the 1990s have improved the structure of teachers' qualifications. Traditionally, Slovenia's education system encountered a huge lack of qualified teachers, in particular in certain subjects. *Table 1* shows changes in shares of teachers with appropriate qualifications during the last ten years. On the other hand, Slovenian teachers are relatively young compared to their colleagues in other European countries: 37.0 % of them belong to the age group 30 to 39 years and 31.7 % to the age group 40 to 49 years (see *Figure 4*).<sup>12</sup>

School teachers, pre-school teachers as well as support professional staff (counsellors, librarians etc.) can be *promoted* if certain requirements are fulfilled: a certain period of employment, teaching performance, additional qualifications

<sup>12</sup> Eurydice. *Key Topics in Education in Europe*. Vol. 3. The teaching profession in Europe: profile, trends and concerns. Report II: Supply and demand. General lower secondary education. Brussels: Eurydice, 2002.

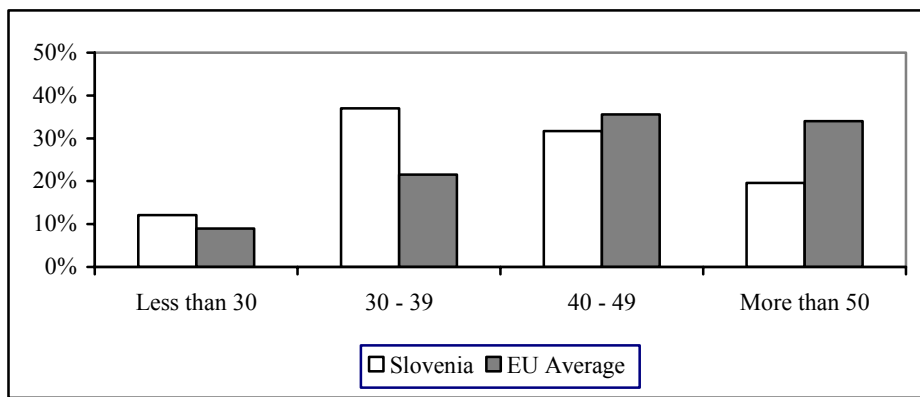


acquired through in-service training programmes and various extra professional activities (e.g. being a mentor to students from the faculties of education in practical work at a school). With such a promotion, the candidate is awarded the title of *mentor*, *adviser* or *consulter*. The promotion significantly affects the teacher's salary.

**Table 1.** Shares of teachers with appropriate qualifications

Subject	1993/94		1997/98		2002/03	
	Element.	Upper second.	Element.	Upper second.	Element.	Upper second.
<i>Class Teaching</i>	92.5	-	95.0	-	95.3	-
<i>Slovenian language</i>	70.4	77.5	71.4	75.8	91.5	95.9
<i>English language</i>	80.1	80.1	75.8	73.8	83.1	92.0
<i>Mathematics</i>	63.9	50.4	68.2	54.7	90.0	85.4
<i>Physics</i>	70.8	49.4	77.8	54.9	82.9	78.3
<i>Chemistry</i>	63.7	74.3	81.3	80.8	90.2	90.5
<i>Biology</i>	81.2	88.4	87.1	81.6	91.5	94.5
<i>Nature</i>	85.1	50.8	90.1	63.3	91.4	75.9
<i>Society / Sociology</i>	78.2	80.2	92.4	85.3	89.5	90.3
<i>Geography</i>	83.3	90.0	85.4	89.0	91.6	94.0
<i>History</i>	81.9	92.9	83.7	90.2	91.8	96.7
<i>Ethics and society</i>	47.3	-	61.9	-	82.9	-
<i>Arts</i>	55.1	69.7	58.5	73.4	85.6	76.9
<i>Technical education</i>	48.9	-	53.1	-	67.8	-
<i>ICT</i>	-	25.5	-	35.6	-	76.4

Source: Ministry of Education, Science and Sport, 2003



Source: Eurydice, 2002

**Figure 4.** Teachers by age groups in secondary education

### 3 National system of pre-service teacher education and training

#### 3.1 National system of pre-service teacher education and training as part of higher education

Teacher education and training is provided at all three universities in Slovenia. The faculties of education are major providers of studies, in particular for pre-school education, class teaching and general subject teaching. At the University of Ljubljana, teachers are also trained at the Faculty of Arts, the Faculty of Sports, the Faculty of Mathematics and Physics and the Academy of Music, but this is not their main field of work (on the contrary, sometimes – as in cases of the Faculty of Mathematics and Physics and the Academy of Arts – ‘future teachers’ comprise a small minority of all students enrolled). At the Faculty of Education of the University of Maribor not all students are ‘future teachers’; the faculty also provides ‘non-pedagogical’ programmes (e.g. ‘pure’ mathematics or history) and it is currently in the process of being broken up into four faculties (including the Faculty of Education). The University of Primorska is the youngest university in the country and so far its Faculty of Education only provides courses for pre-school education, class teaching, mathematics and ICT.

Taking the number of students enrolled in overall higher education as a starting point, in 2003 the share of initial (pre-service) teacher education amounted to 10.1 %. This share is slightly higher than in the humanities and arts (8.0 %), sciences and mathematics (5.7 %), health (7.7 %), services (6.4 %) and agriculture and veterinary sciences (3.1 %), but significantly lower than in the social sciences (42.2 %) and technology (16.8 %).<sup>13</sup> The enrolment of students in teacher education is relatively stable (in particular, with full-time students).<sup>14</sup> There is a lack of candidates for certain subjects e.g. physics, chemistry, music etc. and a surplus of candidates for class teaching, pre-school education, teaching subjects in the social sciences etc. Undergraduate students in teacher education are relatively successful in their studies compared with other fields. Since the 1990s, enrolment levels in *Magisterij* (and *Specializacija*) programmes have been slowly rising in relation to other (more traditional) fields of higher education studies; however, *Magisterij* students so far only represent about 10 % of undergraduate students (the ‘Bologna reform’ in progress is expected to raise these numbers significantly). The share of Doctors of Science started from scratch in 1991 and has been significantly increased to date but in total it still represents a small share (see *Table 2*).

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<sup>13</sup> The ISCED 97 classification is used.

<sup>14</sup> In the 1990s there was a huge increase in part-time students: they were as a rule teachers with former associated degrees (2-year college education) who aimed at acquiring a full university degree. It is also important to note that the number of students in higher education highly increased in general and in particular in certain fields outside of teacher education. Nevertheless, interest in teacher education has remained constant.

The majority of students in initial teacher education are *female*. Today, four-fifths of undergraduate students are female and the situation at the graduate studies level is similar. On the other side, the majority of students in teacher education are enrolled in university-type programmes (86.0 %). For details, see *Table 3*.

**Table 2.** Enrolment in and graduation from teacher education as a share of all students in higher education (in %)

<b>Initial Teacher Education</b>	<b>1991</b>	<b>1996</b>	<b>2000</b>	<b>2003</b>
<b>A. Undergraduate</b>				
<i>Total enrolment of students</i>	16.5	13.0	10.6	10.1
<i>- full-time students</i>	18.6	15.5	13.0	13.9
<i>Graduates (Diploma)</i>	9.2	12.3	12.6	12.3
<b>B. Graduate</b>				
<i>Total enrolment of students</i>	5.8	4.5	5.7	8.7
<i>Graduates (Magisterij; Spec.)</i>	0.6	2.2	1.3	3.2
<b>C. Doctorate</b>				
<i>Doctorate (Doktorat znanosti)</i>	0.7	2.1	2.0	4.1

Source: Statistical Office of the Republic of Slovenia, 2005.

**Table 3.** Students in teacher education (ICED 97) by gender in Slovenia, 2004

<b>Teacher Education</b>		<b>%</b>	<b>Undergraduate programmes</b>				<b>Postgraduate programmes</b>			
			<b>Total</b>	<b>%</b>	<b>Profess.</b>	<b>Uni.</b>	<b>Total</b>	<b>%</b>	<b>Spec.</b>	<b>Master</b>
Total	10,199	100	9,672	100	1,354	8,318	527	100	34	493
Women	8,187	80.3	7,786	80.5	1,315	6,471	401	76.1	33	368

Source: Statistical Office of the Republic of Slovenia, 2005.

The main admission requirement for initial teacher education is to have passed the *Matura* exam. The admission requirement for the professional type of study programmes (only applicable to Pre-school Education) is either the *Matura* exam or *Professional Matura* after completing a 4-year upper secondary programme in pre-school education or health care. In certain conditions, the transfer between the professional type and university type of study is possible in both directions. So far, candidates transferring to the university type of study must have passed the *Matura* exam or achieved a sufficiently high average grade (a GPA of at least 8 out of 10). Every year there are a few of such candidates registered at the institutions of initial teacher education; usually, they are acting teachers with inappropriate formal qualifications.

Teacher education study programmes – in various subjects or areas – leading to a university degree allow the award of the diploma title of *profesor* and provide a licence to teach in pre-university education. These programmes contain a study of

the subject discipline, education sciences and pedagogical training. In the 4-year teacher education study programmes education sciences and pedagogical training last a *minimum* of one semester (375 to 450 contact hours; 30 ECTS points). Practice in schools lasts a *minimum* of two weeks (single-subject programmes) and four weeks, respectively (double-subject programmes). According to the *Criteria and Procedures for the Assessment of Teacher Education Study Programmes* (1998), higher education institutions can adapt the content and extent of education sciences and pedagogical training to those students who already possess pedagogical experience (in principle part-time students, acting teachers).

The admission requirement for postgraduate study programmes leading to a *Specializacija* degree (now abandoned in the 'Bologna' reform of 2004) is either a university degree or professional higher education degree. These programmes last(ed) between one and two years and end(ed) with the defence of a practically-oriented thesis. A student who successfully defended the thesis is awarded the professional title of *Specialist* in a specific field of study (e.g. Special Needs, Supervision, Art Therapy). Specialisation gives skills and competencies to specialised posts within education (mostly counselling) while the traditional *Magisterij* principally gives research skills and competencies. During the last decade the distinction between *Specializacija* and *Magisterij* became blurred and the 'Bologna' reform is now leading to a unified second-cycle degree (a 'new' *Magisterij*).

The admission requirement for postgraduate study programmes leading to *Magisterij* is a university degree and distinction in research and professional achievements. These programmes last two years and end with the defence of a research-oriented thesis. A student who has successfully defended a thesis is awarded the title of *Magister* in a specific field of study (Class Teaching, Special Education, Social Education, Fine Arts Education etc.). The *Magisterij* degree in Education and Teacher Education gives both new (specialised) skills and competencies in teaching or educational work (e.g. development work at schools, organisation of education at the school, local or national levels, research at higher education and other institutions etc.) or as an entry requirement for doctoral studies.

The 'Bologna reform' that is underway in higher education will also bring important changes to in the field of teacher education. Since the related public debate is still ongoing the details will hopefully be clear by late 2006.

### 3.2 Institutions of pre-service teacher education in the country

As already stated, future teachers in Slovenia are trained at all three universities; they enrol in specially accredited study programmes leading to a university degree and to the award of the professional title *Professor (of ...)*. The Slovenian legislation allows candidates who have graduated from other study fields and obtained other professional titles (stated as suitable by a special ministerial decree) may enrol and finish an additional non-degree (*credential*) study programme as has already been mentioned.

The Faculty of Education at the University of Ljubljana provides single-subject (class teaching, art teaching, social education and special and rehabilitation education) and two-subject (linking of two of the following courses: mathematics, computer science, chemistry, biology, physics, technology and home economics) university programmes. Under the 'Bologna reform' the Faculty is planning broader opportunities for the two-subject courses. The Faculty also provides a single-subject, professionally-oriented programme in pre-school education.

There is a similar situation at the Faculty of Education of the University of Maribor. This Faculty offers single-subject university study programmes in class teaching, art education, physics, mathematics, music education, Slovenian language and literature, and German language and literature. Students can make up their double-subject university study programmes from the following selection: Slovenian language with literature, English language with literature, German language with literature, Hungarian language with literature, Mathematics, Computer Science, Biology, Philosophy, Physics, Geography, History, Sociology, Pedagogics, Chemistry and Productional and Technical Education. This Faculty also provides a professionally-oriented programme in pre-school education. Under the 'Bologna reform' the University of Maribor is planning to break up the current Faculty of Education into several parts: alongside the smaller Faculty of Education (for the study of class teaching and pre-school education) a Faculty of Arts and a Faculty of Science are set to emerge.

The Faculty of Education at the University of Primorska provides a professionally-oriented programme in pre-school education and a university programme in class teaching (single-subject) and mathematics and computer science (double-subject). As part of the 'Bologna reform' they are planning an expansion of studies to include the areas of mathematics and computer science.

A non-degree (*credential*) programme in education for graduates in other study fields is run by the University of Ljubljana (the Faculty of Education and the Faculty of Arts) as well as by the University of Maribor (the Faculty of Education). So far, *Magisterij* and Doctorate study programmes in teacher education are offered by the University of Ljubljana (the Faculty of Education and the Faculty of Arts) and the University of Maribor (the Faculty of Education).

### 3.3 Characteristics of initial teacher education curricula (study programmes)

Since the mid-1980s Slovenian study programmes for all types of teachers have been made the same in terms of both structure (university programmes) and duration (4-year initial training). This equivalence represents an advantage since it allows the creation of a single professional culture in schools (Pučko, 2005) while, at the same time, the standardisation of programmes represents an opportunity to raise the quality of education for teachers and educators. Teacher training programmes in Slovenia are fairly consistent and embrace subject studies in a chosen discipline (area) in combination with education studies and they thereby help students form a professional and vocational identity, as well as guiding them towards creative communication and work with young people.

The courses at other faculties providing teacher education are designed in a similar way. The differences between them stem primarily from the proportion of practical teacher training (public speaking, attending lectures as external students, rigid practices) and the extent of what is called the teacher-training group of subjects (education, psychology, sociology, philosophy of education etc.) Individual faculties devote different amounts of attention to the practical training of students. The proportion of practical training is greater in single-subject studies (from 8 % to 9 %), but in double-subject science combinations it only amounts to around 3.6 %. We can say that, in general, students in current programmes acquire knowledge grounded in an academic discipline, but that the proportion devoted to practical work is too low and that this is sometimes almost organised on a voluntary basis.

The 'Bologna reform' of study programmes is fostering concepts that direct greater attention to the educational training of students. Co-operation is being established between faculties that educate teachers and kindergartens and schools in the area of practical teacher training, although this co-operation is not legally regulated. Co-ordinators of practical work at the faculties seek schools and mentor teachers who are prepared to work with students. Here, they frequently run up against professional and organisational problems. For this reason faculties and schools strive to find systemic solutions, primarily as an umbrella contract between the education ministry, kindergartens and schools and the individual faculty involved. There is also a need to improve the mentoring of students undertaking practical training. A good mentor should be familiar with the competence of the future graduate, they should have certain additional and specific mentoring knowledge and should know the criteria for assessing student work. Dealing with these issues and problems is one of the aims of the projects *Partnership between faculties and schools* and *Overhauling study programmes for teacher training*, which are now being conducted at certain faculties in Slovenia.

Below we will look at the case of a (single-subject) course for class teaching and a (double-subject) course in mathematics and computer science. Both cases involve

so-called 'pre-Bologna' programmes; new programmes are still being established at all the education faculties.

*The teacher training study programme for class teaching* encompasses basic contents from seven professional areas: Slovenian language and literature, science and technical education, social science, mathematics, music education, art education and sports education. Closely connected to these are specialised didactic components of these seven areas. In addition to this, the study programme also covers chapters from the philosophy and sociology of education, pedagogy, psychology and methods of research work. Last but not least, the study programme includes practical teacher training during which students come into direct contact with students (attending lectures as external students, public speaking and teaching practice). As an example, we present the study programme for the first and last (fourth) years of class teaching studies at the Faculty of Education of the University of Maribor (*Table 4*).

The four-year university double-subject *Study programme for training teachers of mathematics and computer science* is provided by the Faculty of Education at the University of Ljubljana in co-operation with the University of Ljubljana's Faculties of Mathematics and Physics. The mathematics syllabus contains subjects such as algebra, analysis, geometry, elementary mathematics, topology and elective subjects in various fields (algebra, analysis, graph theory, dynamic systems theory, theory of knots, history of mathematics), while the subject of the didactics of mathematics trains students to work in schools. The computer science syllabus contains the subjects introduction to computer science, programming, discrete structures, organisation and construction of computer systems, algorithms and data structures, computer communications and elective subjects, and the subjects didactics of computer science and use of computers in education to train students to work in schools. Alongside these subjects, second and third-year students also have courses in education studies (psychology for teachers, pedagogy, didactics, philosophy and the sociology of education). These studies last four years (8 semesters). We present an example of the first and last (fourth) years of study (*Table 5*).

**Table 4.** First-year syllabus for class teaching at the Faculty of Education of the University of Maribor

Subject	Semester						Total contact hours
	winter			spring			
	L	S	E	L	S	E	
<b>1st Year</b>							
Science:							180
physics	30	-	30	-	-	-	
biology	30	-	-	-	-	30	
chemistry	30	-	30	-	-	-	
Literature							120
general	-	-	-	30	30	-	
youth	30	30	-	-	-	-	
Developmental psychology	45	-	15	45	-	15	120
Slovenian language I	15	15	15	15	-	15	75
Sociology of education	30	15	-	30	15	-	90
Foreign language (English, German)	-	30	-	-	30	-	60
Educational technology and computer science	15	-	30	15	-	30	90
Vocal and instrumental teaching I	-	-	15	-	-	15	30
<b>Total:</b>							<b>765</b>
<b>4th Year</b>							
Slovenian language IV	30	-	15	-	-	-	45
Didactics of Slovenian	15	15	-	30	15	15	90
Didactics of mathematics	-	15	30	15	-	15	75
Didactics of music education	30	-	45	-	-	-	75
Didactics of SND, SN, SD and transport education	15	-	30	-	-	30	75
Didactics of art education	45	-	30	-	-	30	105
Didactics of sports education with selected components of sports culture – skiing and winter activities outdoors	45	-	30	-	-	-	75
	15						45
Didactics of technical education	-	-	-	30	-	45	75
Elective subject	30	-	15	15	-	30	90
<b>Total:</b>							<b>750</b>

Source: <http://www.pfmb.uni-mb.si/programi/raz/program.html>

KEY: L = Lectures, S = Seminars, E = Exercise



**Table 5.** The 1st and 4th years of the study programme in mathematics and computing

Subject	Semester						Total contact hours	ECTS
	winter			spring				
	L	S	E	P	S	E		
<b>1. year</b>								
Sport Education	-	-	2	-	-	2	60	-
Physics	-	-	-	3	-	1	60	7
Analysis I	4	-	3	4	-	3	210	14
Algebra I	3	-	3	3	-	3	180	14
Discrete Structures	4	-	4	-	-	-	120	10
Introduction to Computer Science	2	-	2	2	-	2	120	9,5
Practical Course in Computer Science	-	-	3	-	-	3	90	5,5
<b>Total:</b>	<b>13</b>	<b>-</b>	<b>17</b>	<b>12</b>	<b>-</b>	<b>12</b>	<b>840</b>	<b>60</b>
<b>4th year</b>								
Topology	2	2	-	2	2	-	120	8,5
Set Theory with Mathematical Logic	2	1	-	2	2	-	105	6,5
Didactics of Mathematics II	1	-	1	-	-	1	45	11
Teaching Practice (Math)	-	-	-	-	-	2	30	-
Elective Course in Mathematics	-	-	-	4	2	-	90	5
Application of ICT to Education	-	-	-	3	-	3	90	10
Elective Subjects of Computer Science I	2	-	2	-	-	-	60	5
Elective Subjects of Computer Science II	2	-	2	-	-	-	60	5
Elective Subjects of Computer Science III	2	-	2	-	-	-	60	5
Teaching Practice								4
<b>Total:</b>	<b>11</b>	<b>3</b>	<b>7</b>	<b>11</b>	<b>6</b>	<b>5</b>	<b>690</b>	<b>60</b>

Source: <http://javor.pef.uni-lj.si/mednarodna/sc6.htm>

KEY: L = Lectures, S = Seminars, E = Exercise

### 3.4 Reflections on results of questionnaires

To complement the findings of this report and to gain insights into developments in the field of pre-service and in-service teacher education and training in the countries of Southeast Europe, an online survey was prepared and implemented between June and August 2005. Two kinds (see the Appendix: *Questionnaire A* and *Questionnaire B*) were developed to gather information on how faculties are preparing for changes in courses and what the current graduates who are acting teachers in schools think of the studies for future teachers. We will address individual groups of answers to these two questionnaires in this and subsequent chapters.

A total of 143 responses came from Slovenia to Questionnaire B. More than half (52.5 %) comprise teachers employed at primary schools, almost a quarter (23.4 %) are teachers in secondary schools, a tenth of the sample (9.2 %) are educators employed at pre-school education institutions, 5.7 % are teachers at secondary vocational schools, 5.7 % are members of school or institution management, and 3.5 % are professional staff at the school or institution (librarian, counsellor etc.). Almost half the teachers (45.1 %) have already worked for 21 to 30 years in education, and almost a fifth of pedagogical workers (18.3 %) have 11- to 20-year work records. Four-fifths (79.0 %) of the responses to the questionnaire came from women and one-fifth from men (21.0 %). Almost half of them (47.8 %) are employed in smaller towns, a third (32.1 %) are employed in larger towns, while a fifth (20.1 %) work in villages. The majority (58.5 %) have completed tertiary or university education, while almost a third of those surveyed (31.7 %) have a two-year tertiary education. The highest proportion of respondents (38.5 %) gained their (last) degree 21 to 30 years ago, while almost a quarter (23.1 %) obtained their (last) degree or qualification less than 5 years ago. The sample is therefore quite representative.

The great majority of respondents (84.8 %) graduated in study programmes in which education in the subject field and teacher training are conducted in parallel. More than a tenth of the surveyed pedagogical workers (11.6 %) graduated in a certain subject area and then later acquired teacher training in special programmes (e.g. credential programmes). Just 3 of those surveyed (2.2 %) do not have teaching training although their qualifications and teaching experience satisfy the national rules, while 2 respondents (1.4 %) have not yet obtained the required qualification.

The respondents sketched out a relatively *positive* picture of pre-service education and training. More than one-half (51.1 %) of them responded that they found it adequate to start working in school but at least at the beginning they needed a lot of practical teaching experience and in-service education and training. On the other hand, somewhat surprisingly, 41.26 % of the teachers stated that their pre-service education was adequate and corresponded to the demands of their working position and that they basically do not need much further education and training. In general,

they have a good opinion about the system of pre-service education and training in their country (question 2.11): 28.7 % of them believe it is relatively good but study programmes should put more stress at specialised education contents, topics and competencies (e.g. teaching, learning, assessment, communication etc.), while 30.8 % think the study programmes should put more stress on practical experiences in relation to theoretical contents/topics/competencies. On the other hand, only 13.29 % of respondents think that the system should be radically reformed.

In light of the reforms being introduced at universities and higher education institutions in Europe (the Bologna Process), teachers were asked whether they would they take a higher degree if there were also three cycles (Bachelor or Diploma, Master, Doctorate) available in teacher education and training (question 2.8). Most respondents (34.3 %) answered that they do not need a higher degree as they would *prefer more in-service education and training*. An additional 15.4 % also stated they would not take a higher degree as they are quite satisfied with their degree or education.

## 4 National system of in-service teacher education and training

### 4.1 In-service teacher training in the Republic of Slovenia

In-service teacher training (ITT) has a relatively long tradition. Already in 1972 the National Education Institute released a document stating that ITT courses should contain pedagogical, psychological and social contents which should enable teachers to follow developments in their profession. These requirements resulted in the establishing of the *Centre for In-service Training of Educational Professionals* in the same year. In the 1981/82 school year, ITT became an obligation of every professional employed in education. The responsibility for ITT was taken over by schools themselves, although some contents were prescribed by special education institutions. In 1986, the law on the compulsory in-service training for teachers and educators came into force, stating that ITT was obligatory for all teachers who had passed the state exam with the exception of those teachers set to retire in the next five years. As a general rule, ITT was provided during the school holidays. For headmasters, it had to be organised at least every two years, for teachers and nursery teachers, however, at least once every five years.

However, the faster development of ITT began in the 1990s (the adoption of new legislation; ITT became an integral part of the system for the promotion of teachers and other professionals in education). ITT is a form of lifelong learning of educational professionals which offers them, in addition to the qualification programmes and in-service training (ITT programmes), the possibility to refresh, expand and deepen their knowledge as well as to become acquainted with novelties in the profession, or even to gain a basic licence (the case of a credential

programme in education). The basic aim of ITT is both the professional development and personal growth of educational professionals which – last but not least – help to enhance the quality and efficiency of the entire education system. The system is financially supported by the Ministry of Education and Sport and forms part of the system for the promotion of educational professionals.

In the 1997/98 school year, ITT was predominantly provided to those who were engaged in the running curricular reforms. Later, since the 1999/2000 school year, due to the introduction of the nine-year primary school, very intensive ITT courses started for preparing teachers for the novelties of the 9-year elementary school. In the last two years, the ITT Programme Council had to systematically limit the number of programmes offered in the annual catalogue since an analysis had revealed that, in the Republic of Slovenia, it was only possible to carry out between 600 and 850 programme courses per year (in the 2001/2002 academic year, as many as 1,234 courses were offered). In the five-year average, higher education institutions only offered about 17 % of them, other public institutions and institutes around one-third, private and other organisations also one-third, while the remaining programmes were offered by various providers in the profession.

An analysis carried out by the Ministry of Education, Science, and Sport in February 2004 clarified several weak points of the present system of ITT: the programmes offered are too dispersed, the system has become non-transparent and difficult to manage (also with regard to financial resources); there is a lack of professional components of the teacher profession in the programmes underway; there are not enough opportunities for the school-to-school dissemination of good practice, the real needs of schools and teachers are not taken into account properly etc. With regard to these deficiencies, in 2004 the Ministry of Education, Science and Sport adopted the new *Rules on in-service training of educational professionals*.

## 4.2 Novelties in the area of ITT of professionals in education in Slovenia

The new *Rules on in-service training of educational professionals* (2004) states that ITT is carried out according to the following programme types:

1. *Advanced training programmes (ATP)*: programmes that upgrade, deepen and expand knowledge achieved through initial teacher education and training programmes which that legislation prescribes as one of the conditions for teaching a certain subject or subject area or for performing other professional or managerial work in education.
2. *Professional training programmes*: programmes that allow: (a) the continued professional development of educational professionals; (b) training for the implementation of new education programmes; (c) achievement of the

objectives of new curricula or knowledge catalogues and exam catalogues; (d) constant updating of disciplinary, technical and professional knowledge; and (e) learning about efficient education and training practices as well as about successful approaches to managing the education and training process.

3. *Published programmes*: advanced training programmes and professional training programmes that are included in the set of published programmes of ITT in a given school year.
4. *Other programmes*: programmes not included in the set of published programmes. They comprise thematic conferences,<sup>15</sup> education in study groups<sup>16</sup> through mentor networks or other networks of the National Education Institute of the Republic of Slovenia, the Centre of the Republic of Slovenia for Vocational Training and Education, the Slovenian Institute of Adult Education, the National Leadership School and the National Examination Centre. They also include computer literacy courses<sup>17</sup> and other verified programmes.<sup>18</sup>

The changes to the ITT and ATP systems introduce shared responsibility, partnership, up-to-datedness, an openness to Europe, combined approaches, accessibility, economy and quality through the following goals: (1) to increase the transparency of the ITT and ATP systems; (2) to create a system for the ongoing transfer of novelties from scientific disciplines and professions; (3) to allow a partnership between interested groups (faculties, public institutes, schools, spheres of work, trade unions etc.); (4) to promote the opening of education institutions to the social environment at various levels; (5) to take the education needs of educational professionals and teaching staff into account; (6) to decentralise the system, to increase the initiative and responsibility of kindergartens and schools for educating of their own personnel; (7) to allow the dissemination of knowledge and experience to other schools; (8) to provide user-friendly implementation; (9) to set up a network of trainers; and (10) to establish a quality system of recording,

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<sup>15</sup> Thematic conferences are shorter forms of ITT intended for the entire teaching staff. The latter independently organises thematic conferences when the set of published programmes does not contain a programme which suits their specific education needs.

<sup>16</sup> These are shorter forms of ITT intended to present the novelties of the curricula or education programmes, or to train for implementing these novelties in the education and training area.

<sup>17</sup> The programme is intended to train educational professionals to use ICT. The procedures related to this are conducted by the Programme Council appointed to this end by the Ministry of Education.

<sup>18</sup> These are programmes in which an educational professional participates in the Republic of Slovenia or abroad outside the ITT system, while the verification procedure establishes that their goals are in line with the goals laid down in these Rules (Article 2).

monitoring and evaluating to follow the long-term effects of education from the aspects of the individual, staff and the system as a whole.<sup>19</sup>

Despite the programme reform, research still shows<sup>20</sup> some weaknesses, for example: programmes are insufficiently linked to practical work, teachers at ITT seminars are more listeners than active participants, in the best case participants get a few pieces of practical advice and materials for their work, there is no follow-up stage to monitor change in their methods of work in practice etc.

More emphasis should also be laid on other informal forms of learning. If reading is the most frequently used form of acquiring new professional knowledge, more booklets or at least brochures should be published in order to present new models of teaching and learning. Greater advantage should also be taken of ICT and new findings in a particular subject area should be made known via websites or in the form of e-news to particular groups of educational professionals.

### 4.3 Reflection on the questionnaires

Within this research project important answers have been received through both questionnaires also with regard to ITT issues. In Questionnaire B we first asked the teachers who had organised the seminars, workshops and other forms of ITT they had attended in the previous year. Most commonly (64.3 %) they attended various forms of professional enhancement supported by the Ministry of Education. A total of 37.1 % of teachers attended forms of enhancement organised by specialised public institutions, while 31.5 % of those questioned attended programmes organised by the school or institution at which they were employed (sometimes also in co-operation with other schools and institutions). Almost a quarter of those surveyed (23.8 %) attended one of the seminars organised by a higher education institute as part of the provision of ITT. Teachers very rarely attended various forms of ITT organised by specialised non-governmental (5.6 %) and foreign organisations (1.4 %). Only 5 respondents (3.5 %) did not attend any form of such enhancement.

A total of 38.8 % of the surveyed teachers feel that the range of ITT in Slovenia should be expanded with certain contents and topics that are not currently represented, and better supported with public funds. A quarter of respondents (25.9 %) believe that the ITT system in Slovenia is well organised and that major changes are not needed. Equally, a quarter of the surveyed teachers (26.6 %) are convinced that the range and quality of ITT should be significantly improved. Just

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<sup>19</sup> *Reform of the ITT System*. Ministry of Education, Science and Sport, 2004, pp. 20-21.

<sup>20</sup> Devjak, Tatjana. 'In-Service Teacher Training: Present Situation and Novelties'. UL Faculty of Education, Ljubljana 2004.

six respondents (4.3 %) believe that Slovenia does not have an effective ITT system.

In the last year the biggest proportion of those surveyed (37.8 %) attended three to five seminars. A third of the respondents (33.6 %) attended one or two forms of such enhancement. Relatively few teachers attended seminars more frequently: 14 % of those surveyed attended six to ten seminars, while just under a tenth of the respondents (9.8 %) did not attend any form of such enhancement in the last year.

The great majority of respondents (82.5 %) cited as their main reason for attendance the assertion that permanent professional enhancement is very important for their professional development. Over a tenth of those surveyed (12.5 %) attended programmes primarily because this is important for their promotion in the school and for their employment.

In evaluating the seminars they attended, almost half of those surveyed (48.5 %) confirmed that the majority of seminars they attended contributed at least in part to the knowledge and abilities they require for successful work in school. A slightly lower proportion of the respondents (41.8 %) gave an even more positive evaluation, with the majority of seminars contributing significantly to their successful work at school. Almost two-thirds of those surveyed (61.4 %) in the majority of cases found in the ITT on offer topics they desired most or found most important. However, a third of the respondents (33.6 %) only rarely found this in what was on offer.

On the basis of a five-point evaluation scale, the respondents evaluated how important the individual forms and methods of enhancement were for their professional development. In their opinion, all the forms of enhancement on offer have an important influence on their professional development (all average evaluations are above the average; the average evaluation is around the 69<sup>th</sup> percentile).

The respondents also held the view that their professional development is influenced most significantly by those forms organised by specialised public ITT institutions and supported by the Ministry of Education (the average mark is 3.97). Teachers ranked in second place those forms organised by higher education institutions (an average mark of 3.91), while third place was taken by the individual study of professional literature (an average mark of 3.83). The forms of enhancement that in their opinion contribute least to their professional development are those organised by private institutions operating in the area of ITT (an average mark of 3.09), and a similar evaluation is made for formal education (undergraduate and postgraduate studies; an average mark of 3.02) and for those forms organised by non-governmental organisations specialising in ITT (an average mark of 2.95).

On a five-point scale the respondents evaluated the importance for their professional development of the various contents and topics on offer in ITT. Their assessment was that all topics offered had a significant influence on their professional development (average evaluations are above the regional average and around the 71<sup>st</sup> percentile). In their opinion, what was most important for their professional development was contents and topics from the subject area they teach (an average mark of 4.49). Second place was given to topics on teaching methods, study and evaluation (an average mark of 4.09), and third place to topics on co-operation with parents, the school environment etc. (an average mark of 3.71). The topics that are supposedly of the least importance for their professional development are intercultural education and education for human rights (an average mark of 3.33), learning a foreign language (an average mark of 3.18) and pedagogical and school management (an average mark of 2.67).

Questionnaire A was answered by five institutions providing ITT programmes. In response to the question on which programme they offer most frequently, the following ranking of responses emerged: (1) programmes containing intercultural contents and contents on the subject of human rights; (2) the social, cultural and ethical aspect of teaching; (3) co-operation with parents and the wider community; (4) developing communication skills; (5) working with children with special needs; (6) foreign language; (7) use of modern computer communication technology; (8) management in education; (9) teaching – assessing knowledge; and (10) teaching a specific subject.

All the institutions rely on a partnership with schools and involve teachers in research and project work which helps both the teachers in their individual professional development and the transfer of new knowledge between institutions and schools. All the institutions use questionnaires to regularly evaluate participant satisfaction with the seminars, while one institution even evaluates this via the schools where the teachers attending the seminars are employed.

## 5 Recent developments and plans in teacher education and training

The Bologna process has stimulated reform activities at Slovenian universities and in the area of teacher education and training. For the moment, there are fairly diverse notions about which direction the development of new study programmes for future teachers should take. The question that remains least resolved at the teacher training faculties is the relationship between undergraduate and postgraduate studies, or between the first- and second-cycle qualifications.



## 5.1 Towards a new strategy in teacher education and training

The first initiative towards creating a general concept of new study programmes in Slovenia was taken by the Faculty of Education at the University of Ljubljana; in this it relied primarily on the experiences it gained through its co-operation in the TUNING<sup>21</sup> project, while all the main documents of the Bologna process were also applied. In summer 2004, the faculties of education of all three universities in Slovenia harmonised and confirmed this concept at a joint meeting.<sup>22</sup> Below we present the seven main points of this concept.

- (1) *Mission of the faculties of education.* There is an increasing trend in Europe and worldwide that universities through specialised faculties (under different names: Teacher Faculties, faculties of education etc.) foster intertwined activities focussing on:
  - a) *the education and training* of teachers, trainers, educators, counsellors and other professional staff (hereinafter: 'teachers')<sup>23</sup> working in the institutions of education and training as well as in other institutions within the system of education and training;
  - b) *research* in the complex area of education and training; and
  - c) *contributions to cultural and economic development* at national and/or regional levels in co-operation with their stakeholders (governmental and non-governmental organisations, media, publishers, human resource development, employment etc.).
- (2) *The teaching profession is a regulated profession.* As in the majority of modern countries, in Slovenia the teaching profession is governed by regulations. The new systemic legislation in the education field (1995) confirmed the trend that Slovenia had been gradually establishing since the mid-1980s:
  - a) teachers must hold a *higher education degree of an appropriate profile* (e.g. teaching subject/s) that includes education theories, pedagogy and teaching practice; this qualification can be achieved either in a parallel (integral) model of initial (pre-service) study or in a consecutive model, that is with appropriate credential programmes after achieving a higher education degree of an appropriate profile regarding the teaching subject(s)

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<sup>21</sup> The Tuning website can be found at: <<http://tuning.unideusto.org/tuningeu>> and <[www.rug.nl/let/tuningeu](http://www.rug.nl/let/tuningeu)>.

<sup>22</sup> This concept has been published (in Slovenian) in Plevnik, Tatjana (ed.). [*Key topics in education in Europe. In Slovenia: renewal of teacher education. In Europe: the teacher profession in Europe.*] Ljubljana: MoES, 2005, pp. 7-14. The renewal process of study programmes running at the University of Ljubljana's Faculty of Education already follows these guidelines.

<sup>23</sup> In this text, all professionals in education and training are understood as 'teachers' (teaching profession).

but that does not include education theories, pedagogy and teaching practice; and

- b) teachers take part in in-service education and training: they constantly upgrade, extend and update their knowledge and skills.

These regulations consider the complexity of the education and training process and presumes that during their initial education and training teachers acquire the *competencies needed to carry out the teaching profession in contemporary societies*, in particular:

- a) the general level of knowledge, skills and understanding that is achieved in higher education;
- b) familiarity with and mastery of education processes in relation to the individual and society in general; and
- c) familiarity with and mastery of a specific (subject) area and/or discipline in which they will be operating professionally (educating, teaching, counselling etc.).

- (3) *The teaching profession is an academic profession. Teachers' initial education contains two components: academic and vocational; it leads to a double qualification that:*

- a) bases the challenges of professional work in education on scientific knowledge (of the subject, research methods etc.); and
- b) gives teachers access to studies in the second and third cycles and to lifelong learning, which forms the basis for high-quality and innovative professional work, and for reflecting experience and top achievements in the profession.

- (4) *Teaching profession and employability. In verifying basic academic standards and quality, modern higher education, courses must also incorporate an assessment of graduates' employability. Employability does not simply mean employment. The employability of graduates is measured by the flexibility of their qualifications: by a range of generic and subject-specific competencies which are tied to a series of working processes, or which enable the effective expansion of this series of competencies.*

Modern tertiary-level education and training for the teaching profession can therefore no longer be geared just to the mastery of the concluding work process such as transferring knowledge (teaching) in a specific narrow subject area. Subject areas are becoming increasingly interlinked, teaching is becoming ever more linked to mastering the entirety of education processes, while modern society is producing additional and ever new challenges: the widest possible inclusion of the young and adult population, concern for people with special needs, information and communication technology, the multicultural environment and so on. Alongside *quality*, the *breadth of*

*training for the teaching profession* is today the most important *factor of employability*.

Initial (undergraduate) education courses therefore need to include *greater flexibility*: instead of (excessively) early specialisation in a (too) large number of subject areas, there is an urgent need to acquire basic and all other competencies that will enable and support the individual's professional development in the sense of lifelong learning (in-service training). Competencies do not merely depend on the specific narrow contents closed off (or even isolated) in individual courses, but are developed in all the courses that comprise the study programme. In the future, there will be an urgent need to expand the *elective part of studies*. *Greater flexibility* in courses also means systemically enabling someone who has already obtained the first teaching qualification – to teach for instance one or two subjects – to later enrol in further study to *obtain a qualification for teaching e.g. a second or third subject*, and to have this recognised.

- (5) *Teacher professional qualification and study cycles*. Training for the teaching profession and most importantly the employability of graduates is not just the concern of higher education institutions, but also *employers*; in this case, especially the ministry competent for education, and the managers of schools and other education institutions. In connection with plans for the new, 'Bologna' qualifications for teachers, it is especially significant here that the system of regulating the teaching profession in Slovenia has traditionally a *professional qualification on only one level of study: the undergraduate level*. One of the most important issues in overhauling study programmes is therefore how to define learning outcomes and qualifications at the end of the first and second cycles.

On this point, the Bologna process brings a major challenge for all European systems of teacher education and training. The study structure, which involves *two levels*, the undergraduate and postgraduate or master's (and, of course, a third, doctoral level),<sup>24</sup> assumes two levels of competence or learning outcomes and therefore also two levels of professional qualification. In this new system, the master's degree is not and can no longer be a purely *academic qualification* aimed almost exclusively at the transition to doctoral studies, as was the case at one time when a few candidates enrolled in such studies. We are encountering a dual challenge:

- a) the challenge for higher education institutions is how to design and orient the new postgraduate (master's) courses so that they will facilitate both appropriate *academic* and appropriate *professional qualifications*; and

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<sup>24</sup> See *A Framework for Qualifications of the European Higher Education Area*. Bologna Working Group on Qualifications Frameworks. Copenhagen: Ministry of Science, Technology and Innovation, 2005.

- b) the challenge for *employers* is how to orient the system of employment conditions (including the conditions for career advancement) so that *alongside the professional qualification obtained through undergraduate study (initial teacher education and training)* it will also require a *postgraduate professional qualification* and encourage the lifelong learning ambitions of students and graduates.
- (6) *What kind of two-level structure for pedagogical studies?* The successful implementation and development of the new two-level ('Bologna') course structure therefore depends significantly on the considerations of employers and on the closest co-operation possible between them and higher education institutions. From the point of view of higher education institutions that specialise in providing initial education and training of teachers, while taking account of the traditions and current arrangements for qualifications, the following structure appears to be the *optimal possibility*:
- a) *Undergraduate courses* should develop general higher education competencies, basic competencies for work in education and/or for teaching in a given subject area, and should continue to ensure the training of teachers to meet those standards that Slovenia attained close to twenty years ago. This level should therefore remain the *initial (professional) qualification for work in education*, at the same time being an (academic) *qualification for an entry to postgraduate studies*; these courses cover *240 ECTS points, lasting four years of full-time study*. Undergraduate courses in *pre-school education* also maintain the current duration and scope (*180 ECTS points or three years of full-time study*), but this specific area of study should regain the possibility of progression to postgraduate study. Undergraduate studies (can) end with a dissertation (up to 15 ECTS).
- b) *Postgraduate master's courses* develop competencies for demanding specialised research, development, counselling, management and similar work in education (*specialised professional qualification*) which, on the other hand, are at the same time the prerequisites for the possible continuation of studies at the doctoral level (academic qualification). Courses cover (at least) *60 ECTS points or last one year of full-time and two years of external study*. Courses end with a master's dissertation (15 ECTS points). In line with the new legislation (May 2004), the study programmes are planned so that transitions from different previous courses are possible (including from courses that do not train teachers); candidates concluding three-year (*180 KT*) studies are also able to do additional modules so that at the end of the second level of study they can attain a total of *300 KT (180 + 120)*.<sup>25</sup>

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<sup>25</sup> Account should be taken here of the recommendation of the Helsinki Bologna continuation seminar of March 2003, where the *minimum requirement* for this level of

- c) *Doctoral courses* develop competencies for the most demanding specialised research and development work in (or about) education. Courses cover *180 ECTS points or three years of full-time study (five years as an external student)*, of which *60 ECTS points are generally gained in organised forms of study*, and *120 ECTS points* through individual research work under a mentor. Studies end with a doctoral thesis.

In addition to the studies on three levels, in teacher higher education studies an important place is occupied by *study programmes for enhancement* (up to a maximum of *60 ECTS points*), which enable the:

- a) acquisition of the *expanded initial professional qualification* (e.g. qualification for teaching an additional subject; mastery of new features of the profession required by the regulations etc.);
  - b) *acquisition of a pedagogical qualification* for those candidates who have completed studies in an appropriate discipline (a consecutive model of teacher training);
  - c) acquisition of specific competencies that are – depending on the possible inappropriate profile of the candidate’s undergraduate course – necessary to *continue studies at the master’s level*; and
  - d) *updating, intensification or expansion of specific competencies* in line with the specific interests of the candidate and their working environment.
- (7) *Teaching and learning strategies*. Ideas of overhauling courses at pedagogical and other faculties that educate teachers would be incomplete and inadequate if, alongside sectoral, systemic and institutional issues, there was no discussion of the *issue of overhauling course strategies*.

The preparation of new study programmes takes the *principles and tools of the ECTS credit system* into account and relies on development work and *recommendations formulated in this connection as part of the Tuning project*. It is vitally important here that the formulation of individual syllabuses and courses as a whole derive from a definition of the (necessary) study or work obligations of the student and do not – as in the past – revolve around the work obligation of the lecturer.

The starting point for syllabuses is therefore the *general and specific competencies* and *learning outcomes* of the graduates, which are defined on different levels

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study is “60 ECTS credits at the *Master level*” (seminar on *Master-Level Degrees*, Helsinki, 14-15 March 2003; <http://www.Bologna-Berlin2003.de>). The additional 60 ECTS points in this case can in principle be organised from appropriate courses on the undergraduate and/or postgraduate level, but the “60 ECTS credits” (at the second level or in the fifth year of full-time study) must without exception be attained ‘on the master’s level’ (*master level descriptor*). This criterion relates primarily to the complexity of postgraduate study.

(knowledge, understanding, application, transferable skills); emphasis is given to the development of reflection. The methods of study and teaching ensure the attainment of planned study achievements and methods of assessing knowledge that are appropriate to this have also been envisaged.

*Learning outcomes:* these must be clearly described, along with the criteria for assessing or determining whether they have been achieved. This means that the (minimum) requirements and standards for gaining credit points in one study unit (subject, module) need to be specified. Achieving average and above-average requirements is indicated in the evaluation of the subject. *Learning outcomes* are planned in four groups: (a) knowledge and understanding; (b) application; (c) reflection; and (d) transferable skills.

*Methods of teaching and learning:* the *Tuning* documents emphasise the cognitivist or constructivist and socio-constructivist approaches in teaching, learning and assessment for achieving the higher quality of knowledge – higher-level, internalised and empirical knowledge. This means that, in line with this, we need to expand the methods of learning and teaching that enable such learning outcomes: lectures, seminars, research seminars, project work, individual assignments, co-operative learning and teaching, active (reflective) teaching, portfolio conferences, laboratory exercises, field work and workshops. We are introducing those methods of teaching and learning with which we can facilitate to the greatest extent the attainment of the learning outcomes set out in individual courses or modules.

*Methods of assessment:* in line with the principles formulated in the *Tuning* project, assessment does not simply cover knowledge but also understanding – assessment is focused on cognitive processes, a deeper understanding of the subject, the quality structure (scheme) of knowledge, the organisation of knowledge and higher-level processes (metacognitive and self-regulating). The existing traditional methods of assessing knowledge therefore need to be fleshed out, for example with oral/written exams, colloquiums, essays and seminar assignments, log books, practical assignments or a product, projects, dealing with real problems, dealing with unresolved assignments (problems), peer evaluation, portfolios and so on. A selection should be made of those assessment methods that are most suited to verifying the learning outcomes set out in the course or module.

## 5.2 Reflections on the reform of pre-service and in-service teacher education

Answers to *Questionnaire A* can give additional insights into recent developments and plans in teacher education and training at training institutions in Slovenia. As has already been shown, the number of institutions focussing on pre-service and in-service teacher education and training is relatively small. Thus, the number of responding institutions is relatively small (5); yet, the respondent institutions indicated all the main dilemmas, reflections and standpoints expressed in the

ongoing discussion. The faculties of education from all three universities are represented in this sample (they provide pre-services like in-service education and training) as well as two major public providers of in-service teacher education and training. Some other faculties which train teachers only as an additional activity did not respond (often but not always, appropriate attention is not given to such 'additional activities').

In *Questionnaire A*, questions on reforming pre-service and in-service teacher education are covered mainly by Chapters 3.0 (only higher education institutions - HEIs) and 4.0 (all institutions). With regard to the existing pre-service study programmes (initial education and training) *all HEIs* stated that they are continuously improved and bring relatively good results but the HEIs need to make them more comparable and compatible with European and international trends. However, the answers show that awareness of the Bologna process is at relatively different levels at the various HEIs which responded. *Only one HEI* proved to have a reform agenda aimed at implementation of the Bologna process (two-tier system, ECTS, Diploma Supplement, recognition of previous learning etc. accompanied by the modernisation of approaches to teaching, learning and assessment). The model of two-cycle degree structure has still not been decided on at all HEIs: *only one HEI* answered that it considers both the three- (pre-school teacher education) and four-year (school teacher education) first cycle followed by a one- to two-year second cycle. This institution aims at providing teacher qualifications as it did before (the first cycle) but also to offer an advanced qualification (second cycle) for all graduates who so desire; there is a belief that the majority of graduates will get a job after the first cycle. The *other two HEIs* stated that these issues are still under discussion.

Yet, *all HEIs* stated that they found the employability of graduates in the process of designing or restructuring the curricula very important and all of them involve employers (ministry representatives, headmasters etc.) and professional associations in the design process. *All HEIs* also stated that they plan new curricula based on learning outcomes and competencies. However, the answers show that, on one hand, a long list of generic and subject-specific competencies has already been developed and is being used in the design process while, on the other hand, some institutional environments are not familiar with such methodology. *All HEIs* already use ECTS but *they were split* when asked on what basis the credits are allocated to courses: on one hand, credits are allocated on the basis of a student's overall work (lectures and seminars, individual work etc.) while, on the other, they are allocated on the basis of contact (teaching) hours. *All HEIs* use a variety of the evaluation methods mentioned in question 3.16 and *all of them* recognise – in one or another way – the results of students' previous learning as being equivalent to individual courses or their parts. Again, *all HEIs* have put in place internal mechanisms for monitoring the quality of teaching, learning and research activities and students are also involved in the process of quality evaluation (e.g. student

questionnaires). Similar results can also be found with regard to monitoring the quality of in-service provision (question 4.10).

When the main obstacles to reforming and modernising pre-service education and training are analysed the HEIs reveal a high level of consensus. *All of them* see as the highest obstacle (range 1) the lack of financial support, in particular equipment and facilities followed (range 2) by the lack of human resources, adequate skills and motivation with academic and non-academic staff. *Only one* HEI mentions the inadequate national legal regulations as a moderate (range 3) obstacle. When the same question is analysed with regard to in-service<sup>26</sup> education and training, *HEIs and other institutions seem to be significantly different*. HEIs, again, complain of a lack of financial support, equipment, facilities, human resources etc. as the major obstacles (ranges 1 and 2; in less cases 3) followed by a lack of appropriate cases of good practices (ranges 3 and 4). Other institutions do not see major obstacles; one of them only mentions that the national legal regulation should be made more suitable (e.g. a common credit system for in-service teacher education and training).

Despite these differences, HEIs and other institutions mostly share opinions on questions from the chapter on in-service education and training (4.0). *Four out of five* respondents agree that the in-service provision is relatively good but it should be broadened with new contents and topics which are not represented today and better supported from public sources. Other institutions report that they have already developed an overall lifelong learning ('LLL') strategy while HEIs find themselves mostly at the initial stage. *All respondents* find teachers (acting at various educational institutions) as the main target group; in-service provision is not focused very much on graduates from other disciplines who wish to qualify as teachers (educators, trainers etc.). *All respondents* also stated that their reform agendas focus more or less on all the options offered in questions 4.5 to 4.7; at least for HEIs it seems that reforms in the area of in-service education are a little easier than in pre-service education (the new 'Bologna programmes').

### 5.3 School inspection and quality enhancement in education

Concerns for the quality of education provision at the national level as well as at the level of individual schools have considerably increased through the reform processes of the 1990s; at the same time, the role of the teacher in quality enhancement has changed. The new legislation stresses the professionalism of teachers (depending very much on quality pre-service and in-service education and

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<sup>26</sup> Also see above, Chapter 4.3.



training) and their professional autonomy.<sup>27</sup> On the other hand, headmasters have taken on an important role in institutional quality enhancement. In the late 1990s, as a result of developmental projects special ‘tools’ (questionnaires) were developed to support individual schools in quality assessment and quality assurance procedures and to start self-evaluating the quality of the education process.<sup>28</sup>

The *Blue Eye* project was introduced in pre-school institutions in 2002/2003 and in primary and secondary schools in 2003/2004. It encompasses all actors in the education process: pupils, teachers, parents, the local community etc., and reaches into different areas of school activities such as the achievement of curriculum objectives, classes, pupils, teachers, the school and parents, and the leadership. The project defines the indicators of quality assessment. Schools gather data for quality determination in different ways – through questionnaires, evaluation scales and other instruments. It is only with a large number of data and their cross referencing that the proper indicator for a quality assessment can be provided, i.e., an instrument of evaluation leading to a proposal for change and thereby also to setting up mechanisms for quality assurance. Self-evaluation does not end with the gathering of data; it is followed by the key phase of analysis and interpretation. Schools are obliged to draft a plan for quality assurance on the basis of a quality analysis and data interpretation. Schools co-operate with parents and the local community, in particular in the analysis and data interpretation phase and above all in the phase of drafting the plan for quality assurance.

Yet, probably the most influential ‘tool’ to support quality enhancement in public education was the decision to launch the *Matura* exam (1995) and externally-based assessments in elementary and secondary schools in general. There have been numerous disputes on external examinations in schools but one thing is clear: it contributes to the transparency of the education system, enables better policy and governance decisions, makes conditions in various schools more equal and, as a side product, contributes with an important set of in-service courses (most focussing on assessment, a weak point in existing education qualifications as often recognised by teachers themselves).

On the other hand, the traditional School Inspectorate (generally perceived by teachers as the ‘police’) was abolished and substantially transformed in 1996. The

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<sup>27</sup> »Educators shall carry out educational activities in compliance with law and state-approved programmes in a manner guaranteeing objectivity, critical approach and plurality; they shall enjoy professional autonomy in exercising their profession.« Law on the Organisation and Financing of Education, 1996, Article 92.

<sup>28</sup> As a case of good practice, see *Modro oko - spoznaj, analiziraj, izboljšaj - Ugotavljanje in zagotavljanje kakovosti v vzgoji in izobraževanju* [*The Blue Eye - realise, analyse, improve – Quality assessment and assurance in education*]; booklets for elementary and secondary schools are available in the Slovenian and Serbian languages at: [http://www.see-educoop.net/portal/id\\_slo.htm](http://www.see-educoop.net/portal/id_slo.htm) / go to Good Practices.

new Inspectorate does not control the education process and does not hinder the professional autonomy of teachers. It performs its control functions in relation to education institutions and to their headmasters (directors etc.) and focuses on: (1) operation of a school within the legal framework; (2) the fulfilment of conditions to perform quality education (e.g. qualified teachers, equipment etc.); (3) the rights and obligations of actors in education; (4) the organisation of the education process; (5) the management of education documentation; (6) the use of accredited textbooks; and (7) the appropriate spending of financial resources etc.

Under the law, a school inspector is not allowed to attend the education process (e.g. a teaching hour given by a teacher) without the prior approval of the headmaster or director of the institution. The concrete educational work of a teacher or educator can only be evaluated by an appointed expert and not by an inspector. In practice, the educational work of teachers and educators is only a matter of inspection in an interventionary sense: in cases where the rights of a pupil or student – as well as a teacher – are under question.

On the other hand, several public institutions were established in the 1990s to support innovation and quality in education, first of all the *National Education Institute of the Republic of Slovenia*, the *Centre for Vocational Education of the Republic of Slovenia* and the *Slovenian Institute for Adult Education*.

## 6 International co-operation in teacher education and training

Between 1991 and 1998, Slovenian higher education institutions participated very actively in the TEMPUS programme. There were also several successful projects in the area of initial – and graduate – teacher education. TEMPUS was an excellent 'training period' for entering the EU's SOCRATES and LEONARDO programmes in 1999. In addition, regional CEEPUS programme and various bilateral and multilateral co-operation agreements made international co-operation in education attractive at all levels of education. The increased mobility of students and teachers as well as international co-operation in general led to the establishment of the *Centre for Mobility and European Programmes of Education and Training (CMEPIUS)* in 2002. This was a decisive step towards also ensuring institutional support for the efficient enforcement of Slovenian schools and other institutions in the international area. The majority of international co-operation in teacher education and training is also co-ordinated and supported by CMEPIUS; the exceptions are centralised international activities in EU programmes. Most of the data presented in the following chapter is taken from the official statistics of CMEPIUS.

## 6.1 Pre-service teacher education and training

The most important part of international co-operation at institutions that provide pre-service teacher education are the mobility programmes of students and teaching staff, in particular CEEPUS<sup>29</sup> and SOCRATES-ERASMUS.<sup>30</sup>

Positive experiences with the TEMPUS programme in the 1990s and with the Central European programme CEEPUS have obviously contributed to the fact that entry to the ERASMUS programme is accompanied by an increasing number of participating students and staff, including in the study area of teacher education.

**Table 6.** Mobility of Teacher Staff at the Faculty of Education of the University of Ljubljana, 2001-2005

	01/02	02/03	03/04	04/05*
Outgoing TS	4	2	14	9
Incoming TS	1	5	21	10

Source: Yearly Report of Faculty of Education, University of Ljubljana for the 2001/02, 2002/03, 2003/04, 2004/05 academic years.

\*Incomplete data for the 2004/05 academic year.

<sup>29</sup> CEEPUS is a programme that was established by special agreement signed by the ministries of six countries (Austria, Bulgaria, Hungary, Poland, Slovakia and Slovenia) on December 1993 in Budapest. Joining the programme later were Croatia (1995), the Czech Republic (1996) and Romania (1998). On 9 March another agreement (CEEPUS II) was signed in Zagreb which covers the 2005-2009 period.

<sup>30</sup> The Erasmus Programme is part of the Socrates programme that the EU already started to develop in the second half of the 1980s. Today, it encompasses all 25 countries of the EU including Island, Lichenstein and Norway and associate members from Central and Eastern Europe – making a total of 31 countries. Slovenia joined the programme on 1 May 1999. Since then Slovenia has also been active in other segments of the Socrates programme, as well as in programmes like Leonardo da Vinci, which all offer possibilities for the inclusion of higher education. However, without doubt Erasmus is the most important programme in this regard.

**Table 7.** Number of *Outgoing* Erasmus Students in Slovenia – By Year and Study Area

Study Area	1999/ 2000	2000/ 2001	2001/ 2002	2002/ 2003	2003/ 2004	2004/ 2005
Agricultural Sc	11	5	9	6	23	15
Architecture, Urban and Regional	10	13	24	25	24	36
Art & Design	12	8	25	34	38	43
Business & Management	57	68	114	87	146	188
<b>Education, Teacher Training</b>	<b>5</b>	<b>13</b>	<b>17</b>	<b>8</b>	<b>17</b>	<b>16</b>
Engineering, Technology	19	12	16	27	35	50
Geography, Geology	1	4	7	8	6	17
Humanities	3	7	3	7	12	19
Languages	11	24	61	66	97	141
Law	8	39	42	52	51	63
Mathematics, Informatics	11	8	9	14	3	24
Medical Sc.	4	9	11	15	6	14
Natural Sc.	4	11	0	3	2	9
Social Sc.	12	7	21	62	65	89
Communication & Information	2	2	3	8	19	13
Other areas of study	0	0	2	0	2	5
<b>Total:</b>	<b>170</b>	<b>230</b>	<b>363</b>	<b>422</b>	<b>546</b>	<b>742</b>

Source: CMEPIUS

(<http://www.cmepius.si/images/stories/datoteke/Socrates/Erasmus/statistike/statistika%20za%20internet.pdf>)

However, current data indicate that further steps should be taken to achieve the stronger mobility of students/future teachers as well as to stimulate the interest of students/future teachers from other EU countries to come to Slovenian universities.

**Table 7.** Student Mobility with Regard to Study Areas

Study Area	Share of Students in Slovenia (in %)	Share of Student Mobility (in %)
<b>Education, Teacher Education</b>	<b>10.1</b>	<b>3.6</b>
Humanities and Arts	8.0	22.0
Social and Business Sciences, Law	42.2	47.9
Natural Sciences, Mathematics and Computer Science	5.7	6.7
Technics, Production Technology and Construction	16.8	12.3
Agriculture and Veterinary Science	3.1	2.6
Health and Welfare	7.7	3.2
Services	6.4	1.6

Source: Zgaga, P.: *Analysis of trends in structure of students and graduates in tertiary education in Slovenia (1981 – 2004)*, Ljubljana, 2004.

The data in Table 7 show a significant disproportion between the share of students and the share of student mobility in the study area of the Humanities and Arts. This can be explained by two reasons. First, more than 13 % of all student mobility comes from languages and philology study programmes. Yet, for the purposes of our analysis it is far more important to make a comment on the methodology used in collecting the data: the figures on students – future teachers of a foreign language, for example, are partly considered in the category *Languages and Philology* and not in *Education, Teacher education*. Thus, the overall share of students'/future teachers' mobility is somewhat higher, but still considerably lower than the actual share of students in this area.

Results from Questionnaire A correspond with the above figures. All pre-service institutions reported that the international mobility of students and teacher staff mobility increased significantly over the last three years (questions 3.17 and 3.17b). They all consider the international mobility of students and teacher staff as being important for enhancing pre-service teacher education and training, although it is not a decisive factor (questions 3.18 and 3.18b).

The scope of international activities beyond student and teacher staff mobility is very similar at all institutions that provide pre-service teacher education. International co-operation is primarily based on bilateral agreements with a number of European Universities and includes active participation in projects in EU programmes (Socrates, Leonardo da Vinci, Tempus etc.)<sup>31</sup>.

<sup>31</sup> For a detailed list of the international projects of the Faculty of Education at the University of Ljubljana, see: <http://javor.pef.uni-lj.si/mednarodna/projects.htm>

## 6.2 In-service teacher training

In terms of international co-operation, the higher education institutions observed in this Report mainly focus on pre-service programmes and research activities. On the other hand, other institutions that only provide in-service teacher training (but also support the development of the education system in Slovenia) have developed heterogeneous forms of international co-operation.

The *National Education Institute of the Republic of Slovenia* reports on the increasing scope of its international activities which dictated the gradual development of its own strategy for international co-operation in accordance with national priorities and the needs for further development of the Institute. One of the institute's main tasks is its responsibility for the expansion of international co-operation with and between schools and other institutions active in the field of education, where special significance is attributed to the development of joint international projects and the establishment of international networks aimed at raising the quality of education. The *National Education Institute* is also responsible for education in the area of education of the Slovenian minority in neighbouring countries as well as for those living abroad. The Institute also collaborates in the process of introducing the European dimension into the curricular and internationalisation of schools and kindergartens. Last but not least, the Institute organises various international meetings and conferences.<sup>32</sup>

The *Centre for Vocational Education of the Republic of Slovenia* pursues two main goals in its international projects: (1) modernisation and improvement of the national system of vocational and technical education and training to enable it to co-operate more actively in European structures of vocational and technical education and training; and (2) improving the competitiveness of the labour force in accordance with the needs of Slovenian and international labour markets. The Centre's international co-operation can be divided into four main pillars:<sup>33</sup>

- international co-operation in the framework of bilateral co-operation;
- international co-operation within international networks (e.g. within *CEDEFOP*, *the National Observatories Network*, *the Teacher Training Network*, *the National Reference Point Network*, *Refer NET*);
- international co-operation with related institutions in Southeast Europe; and
- international projects supported by the Leonardo da Vinci and Socrates programmes.

The international co-operation of the *Slovenian Institute for Adult Education* is very heterogeneous as it includes co-operation in various regional and international projects as well as collaboration in numerous networks and associations. The

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<sup>32</sup> See <http://www.zrss.si/>

<sup>33</sup> See <http://www.cpi.si/>

Institute has joined in the European discussion on the Memorandum on Lifelong Learning. Besides international activities immediately linked to the area of adult education, special emphasis is put on teacher education. The model of teacher training in programmes for increasing literacy levels, developed by the Slovenian Institute of Adult Education, is in the framework of the joint Danish-Hungarian-Slovenian project *Phare Lien* being introduced in Hungary for teachers in areas with a Roma population. It was also presented in Brussels as a good practice case.<sup>34</sup>

### 6.3 Schools

Not only higher education institutions but also schools are increasingly active in international (particularly EU) co-operation. Up until 2004 more than 100 Slovenian elementary schools (out of 447) were involved in the EU's *Socrates* programme, either as a co-ordinator or partner in 96 projects. At the same time, more than 88 secondary schools (out of 140) are active in projects of the *Socrates* programme, whereas 56 secondary schools are involved in the *Leonardo da Vinci* programme as both co-ordinators or partners in 201 projects. 12 elementary schools and 20 secondary schools received a *Comenius* assistant for foreign language, 47 representatives of elementary schools and 74 representatives of secondary schools participated in preparatory visits abroad, while 57 teachers from elementary schools and 56 teachers of secondary schools participated in general or foreign language training abroad. Last but not least, 9 principals of elementary schools and 3 principals of secondary schools attended *Arion* study visits.<sup>35</sup>

### 6.4 Conclusion

In the projects' final reports, products and other results of international projects and other activities one can always detect a clear message that international co-operation brings added value to schools and other institutions and plays a vital role in raising quality standards of the individuals involved – either a pupil, student or teacher, as well as a particular school. International co-operation puts the life and work of a particular school or institution into the context of the reality of today's multicultural and global society. It provides the potential for growth in the reputation and professional self-esteem of teachers.

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<sup>34</sup> See <http://www.acs.si/>

<sup>35</sup> The figures are taken from the paper *Developmental Projects of Slovenian Schools in EU Programmes in the Area of Education and Training – What We Did and Where We Are* that was presented at the conference *Programme Hidden Treasure – EU Programmes Socrates and Leonardo da Vinci* (Ljubljana, 4 May 2005).

Yet the answers to *Questionnaire B* show that not many individual teachers have direct experience with international co-operation. Only 5.6 % of respondents reported they have some experience in co-operating with teachers and students from other countries. Further, only one-third (32,9 %) of the respondents expressed a readiness to work with teachers and pupils from whichever country of the world, whereas one-quarter (25.2 %) of them is not interested in any kind of co-operation. Almost one-fifth (18.2 %) of the teachers is ready to work with teachers and pupils from one or more neighbouring countries, while a somewhat lower percentage of them (16.8 %) expressed a readiness to work with colleagues and pupils from EU countries. When asked about possible co-operation with countries from the region, only 8.4 % of them expressed a readiness to work with all neighbouring countries, and only 7 % of them expressed a readiness to work with all Southeast European countries. It seems that systemic measures to encourage teachers in pre-university education for mobility and international co-operation are urgently needed.

## 7 Conclusions and recommendations

In January 2006, the national project team invited educational experts and practitioners to a round table. The round table began with a short introduction to the project '*Enhancing the Professional Development of Education Practitioners and Teaching/Learning Practices in Southeast European Countries*' followed by a presentation of the draft national report and the main results of Questionnaires A and B within the scope of the project. In a wide-ranging and in-depth debate, the participants gave some comments and/or suggested additions to the report but the main part of the discussion involved various issues of the further development of the system of teacher education and training.

At the end, the participants condensed the discussion into four key views on the issue of teacher training in the future and formulated the following recommendations:

- (1) with the introduction of the Bologna-led changes at universities there is a need to consider in the long term (and taking into account and recognising the informal training that takes place within the context of in-service training) the introduction of the Finnish model, i.e. second-cycle ('master') teacher training;
- (2) in teacher training, more pedagogical knowledge and skills needs to be provided for all teachers (even faculties that only train teachers as a secondary function should have their own pedagogical departments);
- (3) greater practical training should be provided even during undergraduate studies (a uniform standard for all those entering the teaching profession in primary and secondary schools); and



- (4) clear definitions are necessary from employers about what kinds of teachers we need, what levels of education they should have, and what competencies they must be equipped with (international harmonisation and comparison).

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