

CONTINUING PROFESSIONAL DEVELOPMENT FOR VOCATIONAL TEACHERS AND TRAINERS IN BOSNIA AND HERZEGOVINA



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1. RATIONALE

Professional development for teachers and trainers is widely recognized as a vital tool for educational reform. Research demonstrates that professional development can improve the quality of teaching and learning in a sustainable manner, increasing the effectiveness of education and training and adding value for learners, teachers and employers. The importance of continuing professional development (CPD) for vocational education and training (VET) teachers is not in question in Bosnia and Herzegovina where, for many years, policies have been developed to address this issue.

However, improving the quality and quantity of CPD is not easy. To assist policy makers it is vital that policy making, implementation and impact should be reviewed and understood – so that feedback and policy learning occurs. Therefore, this study is concerned about:

- setting out current policy objectives with respect to improving CPD for VET teachers and trainers;
- describing the provision of CPD for VET teachers and trainers and the way in which teachers' needs are assessed and particular programmes are assigned to teachers;
- understanding how the arrangements for CPD fit with other parts of the VET system;
- evaluating how well current arrangements are working; and
- making recommendations about how current policies can be implemented and how the provision and allocation of CPD can be improved.

It is intended that this study will bring forward evidence to inform discussion, that it will inform thinking and action at many levels of decision making, and that it will stimulate new enquiries and new thinking.

2. METHODOLOGY

The research methodology for this study was based on mixed methods: desk research, teacher questionnaires and in-depth interviews with key actors.

At the beginning of the research representatives of the Agency for Pre-primary, Primary and Secondary Education of Bosnia and Herzegovina (APOSO) and of the pedagogical institute of Republika Srpska met with ETF experts and with teams from other countries in South Eastern Europe and Turkey to develop and agree the methodology for the research.

The meeting was followed by desk analysis of statistical data, legal and policy framework that regulates the system for the continuing professional development of teachers in Bosnia and Herzegovina. The major focus of the literature review was on the assessment of available reports, journals and other materials pertinent to the CPD of teachers. However, due to the highly fragmented education system in the country there is a lack of relevant data at the national level and there are very few shared indicators for CPD.

The survey of VET teachers included 24 schools in the Federation of Bosnia and Herzegovina and Brčko District and 14 in Republika Srpska. The support provided by the pedagogical institute of Republika Srpska was of a very high level and, as a result most of the responses were from VET teachers working in Republika Srpska (161 questionnaires from 14 schools) compared to three responses (from two schools) from the Federation of Bosnia and Herzegovina. The survey with teacher questionnaires was conducted between May 2015 and end of June 2015. Raw responses from the survey can be found in Annex D.

In-depth interviews were carried out with stakeholders in CPD at local level in Sarajevo, Mostar and Banja Luka with school representatives and officers from pedagogical institutes with the following distribution: Sarajevo – four interviews; Mostar – two interviews; Brčko District – one interview; and Banja Luka – two interviews.

3. POLICY DEVELOPMENT IN RELATION TO CONTINUING PROFESSIONAL DEVELOPMENT

There have been several important reforms in the area of education in the last 10 years in Bosnia and Herzegovina, where numerous Framework Laws were adopted at the state level, coupled with different strategies.

The Strategy for the Development of Secondary Vocational Education and training in Bosnia and Herzegovina for the period 2007–13 was adopted in April 2007. The strategy is focused on overall professional development and adult learning but it is highlighted that CPD remains a challenge. This document explains that there are inadequate incentives for teachers to participate in CPD: new modular curricula require additional training of teachers without adequate financial resources. The strategy highlights the lack of CPD departments within pedagogical institutes and ministries. It is argued that there is a need for regionally-delivered CPD for teachers, which could be integrated with the currently-existing centres for adult learning and related institutions. This strategy is now outdated and no new strategy has yet been developed, however, the Ministry of Civil Affairs has initiated a process for the development of a new strategy.

Pedagogic Standards and Norms for Secondary Education were adopted in 2013. Article 52 refers to the CPD of teachers in health institutions, where it is stressed that such CPD needs to be organized. Moreover, Article 67 refers to a quota for teachers' work, where CPD is included at one hour per week. According to stakeholders interviewed, the current expectation is that CPD is organised totalling up to three days per year. Article 75 of the Pedagogic Standards and Norms for Secondary Education states that a school's librarian is responsible for informing teachers of innovations and developments in the field that they teach on a regular basis.

The Strategy for the Development of Education in Bosnia and Herzegovina, with implementation plan 2008–2015, was adopted in 2008. The report concludes that there is lack of information and data on education in the country. The major problems identified within the education system are an inadequate infrastructure, an expensive education system which does not produce the expected results, a lack of standardization of teachers' education, and wage inequalities between teachers.

The Agency for Pre-primary, Primary and Secondary Education (APOSO) developed a model for the improvement of the CPD system for educators, teachers and assistants in Bosnia and Herzegovina. A model should have a major focus on planning, implementation and evaluation of CPD. In each of these three phases certain policy documents are proposed for development. It is suggested that each education institution should have a team created especially for the purpose of implementing CPD. Such a team would develop a plan for professional development, outlining activities, priorities and goals, on an annual basis. The team should include a coordinator, teachers and the school's director.

The Framework Law on Secondary Vocational Education and Training of Bosnia and Herzegovina was adopted in 2008 by the Parliament, and supported the restructuring of vocational training in the country. The Framework Law defines a need for the CPD of teachers, but fails to further elaborate on the issue.

The complexity of education government in Bosnia and Herzegovina means that there are more than 70 policy documents (strategies, laws, rulebooks, etc.) in this area. The cantonal, entity and district laws and bylaws regulate formal education level for teachers, in-service training requirements, and other working conditions. This regulatory framework defines the education level, teachers' responsibilities, recruitment procedures, compensation and other issues related to teachers' employment. There is no state level qualification framework for the teaching profession or clearly defined teachers' competences but all of these issues are regulated by cantonal and/or entity laws. It is also important to note that legislation largely fails to provide precise information on the obligations of teachers in terms of length of CPD on an annual basis.

There is no coordination and cooperation within different units (cantonal, entity and Brčko District) when it comes to CPD implementation. Although schools in different cantons could have the same needs in terms of specific teacher education, the organisation of joint trainings is not implemented. Moreover, as the report compiled by Promente stressed, although in-service teacher training is obligatory in Bosnia and Herzegovina, its practical implementation is regulated by cantonal-/entity-/district-level laws and bylaws, creating different expectations across the country (Celebic, Rangelov, Jusovic & Heinen, 2014).

The Framework Law on Primary and Secondary Education in Bosnia and Herzegovina states that teachers are obliged to take part in professional development but the nature or content of such programmes is left to the education authorities at the entity, canton and district levels (Ibid.). Certain obligations apply to maintain the sample hours (every two years) and attendance at programmes organized by pedagogical institutes and/or education ministries. In Republika Srpska, for example, teachers should attend at least three days of CPD within the year but the survey (below) suggests that this is not achieved.

The complex political and economic situation in Bosnia and Herzegovina, insufficient financial resources, and a lack of coordination between different levels all have a great influence upon CPD. Although policy documents have addressed the development of the CPD system, these policies have not to date been followed through. VET reform has been in the focus of international actors for the past decade. However, reform activities were mainly focused on reform of curricula and introduction of modular curricula. These reforms have not been followed by significant changes in educators' CPD, and nor were they followed by trainings of teachers and their preparation for reform results. As the Skolegijum study reports, this could be explained by the fact that these changes were mainly initiated by international actors and were primarily focused upon changes to legislation, without adequate preparation of a context within which the legislation will be implemented (Pasalic-Kreso, Muratovic, Rangelov-Jusovic & Trbic, 2005). In terms of the regulation of teaching staff, there was a licensing process put into place several years ago for teachers, which foresaw the issue of a license, renewable every four years. CPD was included as a determining factor for issuing licenses. However, due to pressure from teachers' unions, licensing was abandoned. In general, ministries would like a provision for at least three days per year of CPD of teachers, although stakeholders from the Republika Srpska generally express an interest in increasing this number of days.

Teachers are reported not to value the CPD offer. As a Senior Official from the pedagogical institute of Mostar explained, CPD is usually organised during the holiday leave (in January or August) and lasts for one to two days. Teachers are not motivated to participate, and usually perceive trainings as an additional obligation (Senior Official, Pedagogical Institute Mostar). Currently, in Herzegovina-Neretva Canton, each CPD training initiative lasts one or two working days, and is undertaken during the January or August break. However, teachers

generally view this training as an imposition on their free time, rather than an advancement of their careers (for which they have already received remuneration within their salaries).

The stakeholders at the regional launch event in Belgrade highlighted the need for financial and expert support to increase capacities of authorities dealing with CPD for teachers at all levels in Bosnia and Herzegovina. Stakeholders agreed that the need for professional education of teachers is recognized by the teachers themselves, and some activities are implemented, but, believed that due to a lack of recognition of this field by authorities, the implementation is mostly performed upon an ad hoc basis. The Senior Official from APOSO stressed that a lack of unified programmes negatively influences the mobility of teachers. The APOSO (2014) study summarizes key problem areas regarding CPD in the country as follows: (1) initial education of teachers, (2) curricula for teachers' education; (3) lack of financial resources; and (4) outdated skills and knowledge of teachers.

Conclusion and recommendation

The complex political and economic situation in Bosnia and Herzegovina significantly influences policy creation with respect to CPD. The policy scene is fragmented and cantons and other entities and national authorities pursue different policies. International initiatives also influence policy making, sometimes without connecting well to local context. The current policy system creates an ambiguous framework for the CPD of teachers. A lack of coordination between different policy levels, coupled with insufficient financial resources for CPD, results in short term goals for CPD in both planning and implementation.

4. ORGANISATIONS AND INSTITUTIONS E.G. PEDAGOGICAL INSTITUTE, VET CENTRE

Bosnia and Herzegovina has the most complex education system in South Eastern Europe. The country is divided into two 'entities', the Republika Srpska, with a centralised administration, and the Federation of Bosnia and Herzegovina, which consists of ten cantons, each with their own administration and legislation. Beside these two entities, there is an additional separate administrative unit – Brčko District. This political system therefore entails 14 different levels of administration (with ministries found at national, entity and cantonal levels, as well as in Brčko District), and the education sector is dealt with at all these levels.

The Department for Education within the Ministry of Civil Affairs is the national-level authority responsible for education. It has virtually no role to play, apart from coordination and international representation and, largely due to this, it is often difficult to refer to the education system in Bosnia and Herzegovina as a single system. Each of the 13 units (Republika Srpska, the Federation of Bosnia and Herzegovina, the 10 cantons in the Federation, and Brčko District) has its own institution for education, defined as ministries in all instances except that of Brčko District, where there is a Department for Education within the district's government. Moreover, there are eight pedagogical institutes and, in some cases, where a pedagogical institute lacks resources, the Ministry for Education of the Federation of Bosnia and Herzegovina takes over their responsibilities (Pasalic-Kreso, Muratovic, Rangelov-Jusovic & Trbic, 2005). The complexity of the education system is reflected in the VET teachers' system for continuing professional development. In cantons within the Federation where pedagogical institutes have not been established, the Ministry of Education of the respective canton undertakes the role that such an institute should fulfil.

According to the stakeholders interviewed, at the moment, pedagogical institutes are the main (or the only) providers in regard to teacher training. However, according to the data available on Internet and in different reports there are certain number of organisations that offer education for adults and VET pupils. While existing pedagogical institutes offer, as part of their missions, trainings for teachers, other registered organisations are focused on adult trainings or/and support to VET practical trainings. Organisations other than pedagogical institutes do not offer specialised trainings for teachers. International donors (GIZ, USAID-Sida) together with public institutions have jointly established a website (www.obuke.ba) where all institutions that provide adult trainings, can register their activities. The list of pedagogical institutes and public institutions is provided below; other organisations are listed in Annex A.

INSTITUTIONS RELEVANT FOR CPD POLICY IN BOSNIA AND HERZEGOVINA

State level institutions

Ministry of Civil Affairs, Sector for Education
Agency for Pre-primary, Primary and Secondary Education

Entity and district level institutions

Federal Ministry of Education and Science	Ministry of Education and Culture of Republika Srpska Republic Pedagogical Institute Banja Luka Institution of Adult Education of Republika Srpska	Department for Education of Brčko District Pedagogical Institute of Brčko District
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Cantonal level institutions

Ministry of Education, Science, Culture, and Sport of Una-Sana Canton	Pedagogical Institute of Bihac	
Ministry of Education, Science, Culture, and Sport of Posavina Canton		
Ministry of Education, Science, Culture, and Sport of Tuzla Canton	Pedagogical Institute of Tuzla Canton	
Ministry of Education, Science, Culture, and Sport of Zenica-Doboj Canton	Pedagogical Institute of Zenica-Doboj Canton	
Ministry of Education, Science, Culture, and Sport of Bosnian Podrinje Canton	Pedagogical Institute of Bosnian Podrinje Canton	
Ministry of Education, Science, Culture, and Sport of Central Bosnia Canton		
Ministry of Education, Science, Culture, and Sport of Herzegovina-Neretva Canton	Institute for School Affairs of Mostar	Pedagogical Institute of Mostar
Ministry of Education, Science, Culture, and Sport of West Herzegovina Canton		
Ministry of Education, Science and Youth of Sarajevo Canton	Pedagogical Institute of Sarajevo Canton	
Ministry of Education, Science, Culture, and Sport of Canton 10		

AGENCIES AND PUBLIC PROVIDERS OF CPD FOR TEACHERS IN BOSNIA AND HERZEGOVINA

Name of institution	Type (public/private)	Range of programmes, expertise ¹	Governance and stakeholders	Scale (e.g. volume or share of provision)	Year established	Partnerships/cooperation	Accreditation or quality assurance at country level
Agency for Pre-primary, Primary and Secondary Education (APOSO)	Public	Regulatory body only	State level	Nation-wide (est. pop. 3.8 m 2013)	2009	Multiple – all national public institutions, plus many regional and international partners, including donors, charities and agencies	N/A
Republic Pedagogical Institute Banja Luka	Public	Training and educational programme provider and regulatory body Programmes available on their website: Programme for psychological support to children in crisis situation Multimedia teaching and learning	Entity level	Republika Srpska (1.327 m 2013)	2012	None currently	N/A
Pedagogical Institute of Una Sana Canton, Bihać	Public	Training and educational programme provider and regulatory body Programme on website: Training for classroom teachers	Cantonal level	Una Sana Canton (2013 pop. 299,343)	2010	Not defined	N/A
Pedagogical Institute of Tuzla Canton	Public	Training and educational programme provider and regulatory body	Cantonal level	Tuzla Canton (2013 pop. 477,278)	N/A	Save the Children; Open Society Fund; British Council; USAID; Japanese Embassy; Austrian Embassy; OSCE; Institute François; Interactive Open Schools (MIOS); Microsoft Partners in Learning	N/A
Pedagogical Institute of Zenica-Doboj Canton, Zenica	Public	Training and educational programme provider and regulatory body Programmes implemented for teachers in secondary education in 2014: 1. BHS language – learning outcomes in communication subject 2. Micro pedagogic environment in school 3. Quantitative and qualitative analysis of students' success in learning and behaviour	Cantonal level	Zenica-Doboj Canton (2013 pop. 385,067)	2010	Save the Children (primarily cantonal-oriented projects, with limited network)	N/A

¹ Websites of listed institutions, accessed on 1st September 2015.

Name of institution	Type (public/private)	Range of programmes, expertise1	Governance and stakeholders	Scale (e.g. volume or share of provision)	Year established	Partnerships/cooperation	Accreditation or quality assurance at country level
Pedagogical Institute of Brčko District	Public	Training and educational programme provider and regulatory body Programmes not available on website	District level	Brčko District (2013 pop. 93,028)	after 2009	Not defined	N/A
Pedagogical Institute of Bosnia-Podrinje Canton, Goražde	Public	Training and educational programme provider and regulatory body Programmes not available on website	Cantonal level	BPK Canton (2013 pop. 25,336)	2011	Not defined	N/A
Pedagogical Institute of Mostar	Public	Focus on primary, secondary and preschool education	Cantonal level	Herzegovina Neretva Canton (2013 pop. 236,278)	1995	Not defined	N/A
Education Institute Mostar	Public	Training and educational programme provider and regulatory body Programmes available on website for all, primary and secondary education teachers: Classroom for each child Morning meeting Reading skills Activities after reading exercise Professional development of teachers Debate and discussion as methods in Croatian language Alternative approach to analysis of reading material Interpretative methods at the poetry class Writing exercise in Croatian language Methods in preparation for English language Teaching practice Methods in geography science learning Motivation in geography science learning Role of the short test in physics Methods in informatics science Interactive learning in technical science Criteria in assessment of children's art work Planning and programming in secondary education Work of mentors and advisors	Cantonal level	Herzegovina Neretva Canton (2013 pop. 236,278)		Have included GIZ, OSCE, Centre for Civil Society, Faculty of Natural Sciences, University of Mostar; Lijepa naša NGO.	N/A
Educational Institute of Sarajevo Canton	Public	Training and educational programme provider and regulatory body Programmes not available on their website. The website included realized areas for education of all teachers without specification	Cantonal level	Sarajevo Canton (2013 pop. 438,443)	2007 or earlier	Has had cooperation with the Ministry of Education of the Republic of Latvia.	N/A

Conclusions and recommendations

Due to the complexity of administration in Bosnia and Herzegovina, a number of issues act as barriers to the efficient provision of CPD (an issue with the educational system as a whole), with 14 ministries and departments of education across the country, two of which simply play an advisory or coordinating role, with the other 12 actively dictating policy and legislation. This mode of governance, with the administrations of four of the Federation of Bosnia and Herzegovina's ten cantons responsible for a population of under 100,000 people each, proves a great barrier to the provision of cost-effective CPD. It is therefore incredibly difficult to provide CPD based on need and expectation amongst teachers and schools at the country level.

Another problem is that Bosnia and Herzegovina lacks providers that have experience and capability to provide CPD that addresses the needs of VET teachers and instructors. The pedagogical institutes lack expertise in CPD for VET.

Recommendations

- Explore opportunities for trans-cantonal and trans-entity partnerships to design and implement CPD on a larger scale, with greater efficiency, with a focus on priority vocational sectors.
- Encourage and support greater partnership between VET schools, pedagogical institutes, international organisations and higher education institutions with a view to jointly designing and providing CPD that addresses training needs of vocational teachers and instructors.
- Encourage greater partnership with employers, for example, the organisation of CPD for VET teachers on business premises together with company-based trainers.
- Explore whether federations of schools or associations of vocational teachers could contribute to CPD development, for example, by helping to identify needs or by raising awareness.
- Encourage trade unions and professional associations to contribute to the development of CPD.

5. VOLUME, MODE AND CHARACTER OF CPD PROVISION BY PROVIDERS OTHER THAN VOCATIONAL SCHOOLS

According to current legislation, CPD can be organised by schools (according to APOSO's website, there are around 220 VET and technical schools in the Federation of Bosnia and Herzegovina and Brčko District and 71 technical secondary school in Republika Srpska), agencies for education (8 agencies), education ministries (at each of the various levels of government), and institutions specialised for education whose work is approved by the relevant education ministry. Teachers can also contribute to their individual professional development by reading relevant literature in their field of expertise where they have to submit a report and bibliographic list to school directors to claim assessment points for CPD activities.

However, there is no list of programmes (catalogue) tailored towards VET teachers available at any administrative level within Bosnia and Herzegovina, although APOSO and the pedagogical institute of Republika Srpska are currently working on developing catalogues. As noted in Chapter 4, pedagogical institutes are responsible for CPD of VET teachers while other institutions (private and public) offer adult learning programmes. However, there is no full official list of CPD programmes in Bosnia and Herzegovina, available in schools or out of schools.

CPD that is offered to VET teachers pertains to general educational developments, such as computer literacy training, a fact highlighted by one of the interviewees (Senior Official, Secondary School of Mechanical Engineering, Sarajevo). According to interviewees, programmes tailored to VET teachers are far less frequent than those for other school types, with the exception of programmes introduced to raise awareness curricular developments or any educational reform currently under implementation. The relative neglect of the needs of VET teachers is evidenced by the response of a Senior Official from the pedagogical institute of the Republika Srpska, who stated that, of a total of 33 CPD trainers employed by the institute, only two (one each for the realms of economics and mechanical technologies) were employed to work with VET teachers. Exceptionally, within Herzegovina-Neretva Canton, the distinctive needs of VET schools in regard to CPD has been identified, and the Education Institute Mostar is currently working to accommodate this. It is reported, in this canton, that many VET teachers, while possessing full technological and industrial capabilities required by their teaching role, often lack the pedagogical skills to pass on their knowledge to students.

Provision of CPD programmes for VET teachers outside of a school is normally implemented by the same coordinators as those for non-VET teachers and schools, namely education ministries, pedagogical institutes (where applicable) and NGOs. Topics within CPD organised by NGOs (either in cooperation with schools, pedagogical institutes, education ministries or universities) are usually related to general educational innovation, such as increasing the self-confidence of students, nonviolent communication, the work of parents' councils and pupils' councils, school management and use of art for different purposes (Pasalic-Kreso, Muratovic, Rangelov-Jusovic & Trbic, 2005). There are some programmes for education and professional development of school directors and school administration. As the Skolegijum report on CPD highlights, programmes for trainers are very rare and almost entirely organised by NGOs (Ibid.).

Where informal implementation of teacher CPD exists, such professional development training is usually organised by teachers themselves and not by their school(s). The Senior Official from Sarajevo Canton's pedagogical institute stated that a lack of finances currently prevents the Institute from providing CPD courses specifically tailored to VET teachers. The Senior Official from the Secondary School of Mechanical Engineering, Sarajevo, stated that CPD has, in some cases, been arranged in

collaboration with partner schools, often in neighbouring countries, and although these partnerships and visits have not received funding from the relevant ministries, they have always proven popular, with students and teachers funding any deficit in incurred costs from their own pockets. However, financial constraints have led to schools becoming increasingly reliant upon donations of (sometimes outdated) equipment. This means that the technological and teaching capacities of the school are falling further and further behind the demands of the labour market. CPD and foreign visits are becoming less relevant, as the school cannot match the training and experience that teachers (and also students) receive abroad.

In terms of frequency of CPD, currently, where provisions for CPD are made they generally take the form of three working days of CPD per academic year. CPD usually takes the form of courses lasting one or two working days during the official month-long teaching holidays in January and August. However, as noted in Chapter 3 above, teachers generally view this training as an imposition on their free time, rather than an advancement of their careers.

There is no record, at national level, of how many VET teachers benefited from CPD programmes in the last period of account – 2013–14.

According to the survey of VET teachers (respondents to which came overwhelmingly from the Republika Srpska entity of the country, composing in total 98.2% of the sample), 40% of respondents noted receiving no training whatsoever in the last 12 months; 41% participated in training events outside of school, 43% in school-based CPD, 13% in conferences or seminars and 15% in observation visits to other schools; 33% participated in CPD on business premises; and 30% reported having CPD that related directly to their vocational specialism. Training was generally well-received by those that did participate, with the majority of respondents responding that training had a 'moderate positive impact', with relatively few stating the impact was minor or zero. This can be quantified by allocating points depending on the positivity of a response (from zero points where training had no positive impact to three points where training had a large positive impact), and shown in the table below (p. 16), alongside the proportion of VET teachers reporting having received CPD training in the given field within the past 12 months. A detailed table with data on received/needed training, together with their impact is provided in Annex D. Close examination of the data shows that the impact of different types of CPD varied, for example, more teachers reporting that CPD focusing on student evaluation and assessment practices has higher impact (22%) than CPD focusing on student behaviour (14%).

From this table, the topic of 'Teaching in a multicultural or multilingual setting' can be identified as an outlier, with a far lower impact rating than that of any other topic. This may suggest that CPD programmes and training in this area may need to be reviewed.

According to the survey only slightly more than 10% of VET teachers participated in a formal qualification programme or a professional CPD network in the past 12 months, while around a quarter participated in the mentoring of new teachers as part of a formal school arrangement. Over 40%, however, participated in individual or collaborative research on a topic of direct professional interest. This relatively high percentage reflects the fact that individual research is recognised and supported as a form of CPD in Bosnia and Herzegovina.

The survey explored the extent to which VET teachers support one another and whether they are supported by their managers and advisors. While a significant majority (almost two thirds of respondents) reported participation in planned discussions with other teachers relating to their work over the last month, only slightly over half participated in planned discussions with managers or pedagogic advisors relating to their teaching, and considerably less than half reported undertaking informal discussions with other teachers or with managers or pedagogic advisors relating to their teaching. This data must be interpreted cautiously as the survey took place from April to July which may not be a typical period of the year. Nevertheless, it is clear that many teachers are working in

relative isolation and are not benefiting from team-work or from the support of more experienced teachers.

REPORTED IMPACT OF DIFFERENT KINDS OF CPD ON VET TEACHERS

Topic	% receiving CPD	Impact rating (0–3)
Knowledge and understanding in my field	54.1	2.09
Pedagogical competences in teaching my subject field(s)	58.5	1.98
Knowledge of the curriculum	61.9	2.14
Student evaluation and assessment practices	62.3	2.18
ICT (information and communication technology) skills for teaching	51.5	2.08
Student behaviour and classroom management	50.7	1.86
Approaches to individualised learning	46.9	1.93
Teaching students with special needs	21.4	1.93
Teaching in a multicultural or multilingual setting	26	1.64
Teaching cross-curricular skills (e.g. problem solving, learning-to-learn)	39.8	1.92
Approaches to developing cross-occupational competences for future work or future studies	39.4	1.98
New technologies in the workplace	45.9	1.87
Student career guidance and counselling	33.3	1.9
Making my teacher more relevant to current practice in the workplace	46.2	2.04

Conclusions and recommendations

Some 40% of VET teachers and instructors received no CPD at all in the last 12 months. Only 41% benefited from events outside of school and only 30% received CPD that was directly related to their vocational specialism. Stakeholders from both education and administration are agreed that this is above all a supply-issue: there is insufficient provision of relevant CPD.

In addition to the lack of provision, take up is limited by poor communication. There is no catalogue that communicates the offer to teachers at entity or national level.

Furthermore, there is a lack of priority given to the needs of VET teachers in overall CPD programmes for all secondary school teachers. In terms of frequency of CPD, currently, where provisions for CPD are made and defined, they are generally made for three working days of CPD per academic year.

Recommendations

- The offer of CPD programmes of relevance to VET teachers and instructors should be increased.
- Increasing the variety of offer, for example, through more observation visits to other schools or more CPD on business premises, would help to increase relevant provision.
- The offer should be communicated more effectively by publishing on-line catalogues at the start of the year and updating the offer. Initially catalogues could be developed at entity/canton level and subsequently they could be linked if appropriate.

- Increase the offer by supporting the development of school-based CPD.
- Seek to build upon the tradition of individual research projects in Bosnia and Herzegovina to encourage VET teachers to draw upon contemporary research to inform their teaching.
- VET schools, professional associations and bodies and pedagogical institutes should seek to make teachers more aware of the variety of CPD available and how they can benefit and participate.
- Data should be collected to build an up to date record of the extent to which VET teachers and instructors participate in CPD annually.

6. DESIGN, CAPABILITY AND QUALITY OF CPD PROVISION AND PROGRAMMES

CPD programmes are primarily designed by pedagogical institutes or other providers. A 2010 study focusing on inclusive education found that: 'In general, the significance of continuing professional training for staff working at all levels of the education system (from director to classroom teacher) tends to be underestimated [and] is not based on practical needs, but on current resources and is unrelated to long-term goals and plans' (ETF, 2010, p. 43). In its conclusions, this report recommended a more far-reaching and effective role should be given to the network of pedagogical institutes developed within the country, including the establishment of CPD centres within these institutes (p. 58). Since the publication of this report, a number of such centres have been established. Although this can be considered a great step forward in terms of CPD provision within the country, much remains to be done. For instance, communication between these institutes is limited, leading to a lack of knowledge of CPD and training competences in other jurisdictions. Furthermore, the effort put into disseminating information by these CPD centres is hugely disparate, with websites of a number of centres having not been updated for several years, and others seemingly updated sporadically several times per year.

Due to the absence of evaluation or assessment of CPD, we can only assess quality through the evidence provided by the survey and the interviews. During interviews, the representative of the pedagogical institute of Republika Srpska stated that a significant amount of work on improving the quality of collective and individual professional training programmes in all areas of Bosnia and Herzegovina needs to be undertaken. The Institute recognises that it is impossible to provide trainers for CPD for all subjects in the country, but having a list of CPD programmes available and widely distributed (at least for each jurisdiction) would help VET teachers to identify relevant programmes. Publication of catalogues would also help all stakeholders to assess the completeness of provision and encourage existing and new providers to develop offers to meet the gaps. It is proposed that a wider range of providers be accredited to contribute to provision. This was seen as a first step in making the CPD trainings more systematic.

At the moment, pedagogical institutes are the ones that receive governmental money to organise CPD. The preparation of the catalogue (which should be renewed each school year) implies the definition of training areas or competences, announcement of the public call, selection and accreditation of applied programmes and coordination of accredited training providers. Due to the geography and population covered, the Institute of Republika Srpska is in a much better situation in terms of human and financial resources than others within the country, but even its capacities and functioning are far from ideal.

According to the surveys, 58.7% of VET teachers reported receiving no organised CPD out of school in the last 12 months; and 70% of VET teachers received no CPD that was focused on their vocational specialism. As can be seen from the table in Chapter 8 below, typically over 50% of VET teachers reported that they had development needs of specific kinds but received no corresponding training. On the other hand, according to the survey, the VET teachers who received CPD (at least in the Republika Srpska) mostly reported medium or high impact.

It has been noted by stakeholders that there is currently no system of accreditation or quality assurance for CPD providers, due to the backlog in legislation and implementation and also to the fact that adult education centres (seen as the primary carrier of CPD programmes in the future) are considered lower priority in comparison to more formal education providers in Bosnia and Herzegovina's quest to achieve quality assurance and accreditation standards considered to be acceptable by European standards. As with the education system as a whole, accreditation bodies are

highly devolved. Due to a lack of adult education legislation on most cantonal levels, there is no procedure for the licensing of adult education providers but the situation is improving in terms of adoption of laws on adult education. Some adult programmes, if accredited, could be used as a CPD programmes for teachers.

The Agency for Pre-primary, Primary and Secondary Education (APOSO) is working on the improvement of continued professional development of teachers, educators and professional associates based on an analysis of the current situation in this area (Ministry of Civil Affairs, 2014, p. 15), including the development of instruments for evaluation and self-evaluation.

The impact of CPD is not evaluated independently of teachers' own overall performances by their employers, mentors or representatives of government bodies. To the best of the authors' knowledge, the survey developed for this report is the first widespread effort to quantify the impact of CPD upon individual teachers within the country.

According to some interviewees, CPD planning and development is not connected either to teachers' or students' needs, and this is a severe hindrance and reduces the effectiveness of CPD provided. Although some pedagogical institutes have developed a list of CPD activities available for teachers, these have not provided sufficient details for teachers and schools to make decisions. There is also a concern that innovation and design of CPD is too dependent on international initiatives, so that such initiatives are not sustained and not replicated within the country. Initiatives are not evaluated in such a way as to support the development of capacity for CPD design and delivery within Bosnia and Herzegovina.

Conclusions and recommendations

In general we can conclude that most teachers report that current CPD has a reasonably good impact. However, there is a lack of capacity to design CPD that is more responsive to the needs of VET teachers and instructors. The establishment of CPD centres within some pedagogical institutes has been an important step forward. However, the CPD Centres are relatively small and their focus is largely upon general education: it is difficult for them to design and deliver a range of specialist training that could meet the diverse needs of vocational teachers serving different sectors. The relatively large pedagogical institute of Republika Srpska is a partial exception and some larger cantons are in a slightly better position. Partly for the same reasons, accreditation and quality assurance systems in relation to CPD are undeveloped.

Recommendations

- New providers should be encouraged to design and provide CPD for VET teachers by issuing a call for providers and programmes.
- Quality assurance processes should be developed to accredit programmes and providers and also to monitor and evaluate CPD provision.
- Programmes should be published in on line catalogues which will serve to communicate opportunities to providers and consumers of CPD.
- Pedagogical institutes and other stakeholders should improve their communications to make VET teachers more aware of the value and of the opportunities for CPD.
- Pedagogical institutes may consider exchanging good practice in order find ways of quality assurance and expanding provision of CPD for VET.
- International agencies should consider how they can develop national expertise for the design, monitoring, quality assurance and delivery of CPD.

7. SCHOOL-BASED PROVISION

School-based CPD in Bosnia and Herzegovina can be divided into individual and collective CPD.

Individual CPD can include reading and following of professional literature, participation in teachers' expert bodies, special lecturing in demonstration classes, innovation in the teaching process, research activities, writing publications and consultation with the school principal or deputy principal.

Collective CPD can include participation in demonstration classes; participation in the professional bodies of the school; and participation at different professional events. For example, according to the legislation, teachers in Sarajevo Canton are obliged to organise and demonstrate classes before the professional expert body² in a school at least once every two years (Article 3, Book of Rules for Professional Development of Teachers in Sarajevo Canton). In Republika Srpska CPD is said to include congresses, symposiums, conferences, seminars, counselling, round tables, preparation of teachers and students for different competitions, organisation of competitions, schools in nature, schools for children with special needs, and camps (Article 6, Book of Rules for Professional Development, Assessments, Career Progressions of Teachers, Officers and Directors in Preschool, Primary Schools and Secondary Schools in Republika Srpska, *Official Gazette*, 78/2006).

In practice, according to interviews, school-based CPD usually consists of the creation of evidence of subject-related reading (through a literature review and bibliography), and basic discussions and presentations on subjects. It would appear from questionnaires that while many teachers undertake research on their topic of specialisation outside of teaching hours, they do not see this as CPD. This deserves further investigation, however, currently it appears that individual teacher research often does not connect to changes in teaching and learning.

According to the survey, 41% of teachers benefited from 2 to 30 hours of school-based CPD in the Republika Srpska over the last 12 months, which suggests that school-based CPD is as important, in terms of volume, as CPD undertaken out of school. 16% of VET teachers had the opportunity of observation visits to other schools. The same percentage (40.6%) reported that they participated in some forms of individual or collective research activity within a topic important to their professional development as part of their CPD in last 12 months. This suggests that for many school-based research took the form of individual or collective research.

Rules and regulations in general, rarely require any kind of development plans, reflective journal, observation, or other forms of reflections based on the idea of reviewing teaching practice. However, in some institutes the procedure for CPD planning is precisely defined. For example, in Republika Srpska the pedagogical institute has to secure approval of the ministry for education of Republika Srpska for all CPD where the pedagogical institute submits the elaborate plan with precise goals, activities, content, place, time and needed budget for planned CPD (Article 7, *Official Gazette*, 78/2006). On the other hand, there are no legal regulations that require teacher performance evaluations as part of needs analysis (Celebic, Rangelov, Jusovic & Heinen, 2014).

The organisation of mentoring differs between entities and cantons as the process and organisation of mentoring is differently defined in diverse legislation. However, in general, all new teachers entering the profession are legally required to receive mentoring during their first year of teaching. The Book of Rules for Professional Development of Teachers in Sarajevo Canton, for example, makes the pedagogical institute of the canton responsible for providing special support to a teacher that has not taken the professional teacher's exam, and this support includes appointment of a mentor. In some

² This expert body is composed of teachers from the same or similar fields.

entities/cantons there is an obligation for the institution responsible to secure financial compensation for mentors while in others there is not. For example, in Sarajevo Canton the institution is responsible for securing financial compensation for the mentor (Article 9, Book of Rules for Professional Development of Teachers in Sarajevo Canton).

In general, all new teachers should have passed this mentoring phase before their licensing exam; new teachers must have mentors who will visit and observe their classes, and whose classes the mentee must attend and observe. However, there is no specific training for mentors, with teachers with longer experience generally being selected to become mentors. The mentor is formally responsible for creating a plan but nobody insists on the following of this plan, so it cannot be said that effective mentoring is provided for all new teachers (Pasalic-Kreso, Muratovic, Rangelov-Jusovic & Trbic, 2005). Details and comprehensive data on mentoring practice and professional examinations do not exist. In some cases, the mentee only attends 10 hours of mentor classes and undertakes 10 hours of independent work under the mentor's supervision. (Ibid.). However, it can be seen that this differs between cantons and entities. For example, in Bosnian Podrinje Canton, the teachers' council within a school decides on the mentoring programme for new teachers and appoints the mentor (Article 122, Law on Secondary Education of BPC). Mentors are responsible for verifying and monitoring the work of the teachers during the mentoring phase and the new teachers should work according to the mentor's instructions within this period. The new teacher should take a professional exam, where the cantonal-level Ministry for Education appoints the exam committee (Law on Secondary Education of Bosnian Podrinje Canton). The Law on Secondary Education of Herzegovina-Neretva Canton states that the new teacher is required to take a professional exam after an apprenticeship period that cannot last less than six months (Article 97, Law on Secondary Education of Herzegovina-Neretva Canton). This Law, however, does not specify inclusion of a mentor within the process of a teacher's apprenticeship.

The process of becoming a mentor differs. In some cantons/entity the mentor could be a person with minimum five years of experience whereas in others this period is longer. For example, according to the regulations of Una Sana Canton, a mentor can be a teacher who has at least six years of teaching practice (Law on Secondary Education of Una Sana Canton). In addition, this legislation stipulates that schools must appoint a mentor to each new teacher prior to them undergoing the professional teacher exam.

It is obvious that there are no unified procedures to become a mentor in terms of the training that each mentor should attend or experience that mentors should possess. Teachers can be promoted to a role as a mentor if they complete a Master degree, if they gain a PhD, they can become advisors. According to the survey results, only 11% of teachers received some training to become mentors. At the same time, 38% of teachers who responded to the survey have been mentors at some point in their career. This leads us to conclude that most of those who have acted as mentors have never received training to do so. As a result, as concluded by the Promente-led research, the quality and opportunities for induction may vary significantly from school to school (Celebic, Rangelov, Jusovic & Heinen, 2014). However, from the survey, it could be noted that around a quarter of respondents participated in the mentoring of new teachers as part of a formal school arrangement.

When it comes to the collaborative manner of VET teachers' work through networks, this kind of work is not frequent in Bosnia and Herzegovina. According to the survey 87.9% of VET teachers in Republika Srpska did not participate in any network of teachers that provides CPD for teachers within the last year. However, there are some collaborative networks: a Senior Official in the Mechanical Secondary School in Sarajevo explained that teachers support each other through professional bodies and, in some cases, through cooperation with University of Sarajevo's engineering faculty (Senior Official, Mechanical Secondary School in Sarajevo). The representative of the pedagogical institute of Republika Srpska stated that, in cooperation with the Faculty of Mechanical Engineering in Banja

Luka, the Institute organizes professional engineering exams for teachers from the machining group of VET subjects. These are generally considered a very useful contribution to the quality of education provided.

It is important to recognise that there is a high volume of informal and non-formal collaboration between VET teachers. The most frequent type of collaboration in school was informal discussion about teacher engagement (74% of teachers in the last month), followed by planned discussions with managers (59%) and planned discussions with teaching colleagues (52.9%). Such discussions may contribute to professional development and, potentially, could connect to formal CPD.

It is reported that that the needs of individual VET teachers are rarely taken into account when CPD is planned (Senior Official, Pedagogical Institute Mostar). Schools report to representatives of pedagogical institutes what their teacher training needs are. However, pedagogical institutes can only plan programmes that can be delivered, given their limited budgets and lacking staff capacities (especially regarding VET areas of education). To respond to teachers' needs, schools sometimes take initiative on their own and collaborate with the private sector in organising educational programmes such as study visits to companies.

When CPD takes place during teaching hours, teachers are expected to make arrangements so that their colleagues teach their lessons. In some cases, depending on organizers, CPD is organized outside of teaching time. A major problem highlighted by interviewees regarding the quality of CPD is the insufficient equipment of schools, which makes it difficult for teachers to upgrade their skills and teach students more advanced or current technologies.

There is a lack of information on the extent and impact of internal and external evaluation of school-based CPD. The evaluations are not done systematically (Celebic, Rangelov-Jusovic & Heinen, 2014). Some schools developed partnerships and commissioning which contributed to the school-based provision of CPD. The Senior Official from the Mechanical Secondary School in Sarajevo explained that they organised CPD with universities in the same scientific field as the school lies, and they also organised some visits to other countries for the purpose of CPD, but teachers had to individually finance these visits. However, this practice differs from school to school, as there are no formal obligations for schools to initiate such partnerships.

Conclusions and recommendations

School-based CPD for VET teachers appears to be as frequent as CPD out of school. Individual research is formally recognised and this is relatively common in Bosnia and Herzegovina. However, there is a question about whether the potential of teacher research is being fully realised and whether it contributes to improved teaching and learning.

Mentoring is a requirement for new teachers, although there is diversity in regulations. However, research reveals questions about the quality of mentoring and whether requirements are observed. Only a minority of mentors receive training.

A few schools do organise CPD specifically to meet the needs of their staff, working in partnership with universities, private companies or their pedagogical institutes. Where this takes place this is valued, however, it is difficult to judge how widespread it is.

Professional bodies and trade unions do not appear to have much involvement in supporting CPD, the one exception identified being the Institute of Engineering in Republika Srpska which, in partnership with the Faculty of Mechanical Engineering in Banja Luka, offers professional engineering exams for teachers.

Recommendations

- VET schools should observe the legal requirements for mentoring for new teachers.
- Support and training should be provided to mentors to enable them to fulfil their responsibilities.
- VET schools should be encouraged to organise their own CPD to directly meet the identified development needs of their teachers, working in partnership with industry, universities, pedagogical institutes and other VET schools.
- Schools should take a role in monitoring the impact of CPD, through internal evaluation.
- Collaboration between teachers should be encouraged to help teachers to reflect upon their practice, become more aware of alternatives and to share new approaches.
- The practice of individual teacher research should be reviewed in order to ensure that its potential is realised.
- The contribution of professional bodies and trade unions to professional development should be encouraged.

8. PROFESSIONAL DEVELOPMENT NEEDS

Planning of continuing professional development involves the development of the annual programme of the school and the programme of the pedagogical institute.

The programme of the pedagogical institutes takes into account schools' priorities and includes CPD topics that have to be addressed. However, pedagogical institutes are not able to adequately respond to needs of the schools' due to insufficient capacities. There is also a problem of financial capacity of pedagogical institutes to respond to individual teachers needs, as was noted in interviews. Also, there is no clear procedure to follow the effects of realised training or the results of evaluations of education institutions that provide training (Pasalic-Kreso, Muratovic, Rangelov-Jusovic & Trbic, 2005). CPD topics are mostly related to general subjects that teachers teach, changes in curricula and to issues related to pedagogic theory.

Practice for the assessment of the professional development needs of individual teachers differ between cantons/entities. In some, the annual development plans of schools are collected and incorporated into the plan of the pedagogical institute (Senior Official, Pedagogical Institute Sarajevo Canton). However, in most cases, due to inadequate financial resources available for CPD, individual teachers' needs are not taken into consideration, with the CPD instead being organised in line with available resources, often meaning teachers are sent on courses with little relevance to their line of teaching, due to proximity to the school or third-party funding being made available for participation.

VET teachers are mostly not actively involved in the assessment of their own CPD needs and planning their own training (Senior Official, Pedagogical Institute Mostar; Senior Official, Pedagogical Institute Sarajevo). Most teachers believe that it is up to them to identify their own needs. In Republika Srpska 58.9% of teachers consider that they are responsible for the assessment of their own needs, 54% of teachers believe that schools help them define their needs for CPD, however, only 44.1% of teachers believed that there was 'well-defined process for assessing my training needs and then providing suitable training'.

However, although teachers and schools have a responsibility to identify training needs this needs identification does not, in general, shape provision or assignment of CPD. According to the survey, 67% of teachers reported that lack of relevance was an obstacle to their CPD.

When it comes to professional standards, these are mainly formulated in pedagogical norms developed in different cantons and entities and defined as Pedagogic Standards. There are no definitions of professional competences for vocational teachers which could inform needs analysis and programme design.

The results of the survey tell us that there is an imbalance between needed trainings and those offered to teachers and organised within the last 12 months. The majority of teachers (80%) expressed a need to attend CPD training in topics focused on 'teaching students with special needs'. Just 20% of teachers participated in this kind of training; 79% of teachers expressed a need for topics focused on new technologies within the workplace; and 46% received this kind of training. Of those who received no training at all in the last 12 months, 57% expressed a need for CPD relating to new technologies and 82% had a need for training relating to special needs. Some 76% of teachers expressed a need for training in 'student career guidance and counselling' while 33% of teachers participated in this kind of training. The match was better for ICT: 68% expressed a need and 52% participated. However, 86% of those who received no CPD shared this need for CPD for ICT. Updating professional skills is another training gap: 46% of teachers has some relevant CPD but 74% of teachers expressed a need – 98% of those teachers that received no CPD expressed this need.

PERCENTAGE OF VET TEACHERS AND INSTRUCTORS IN BOSNIA AND HERZEGOVINA THAT PARTICIPATED IN TRAINING AND THOSE REPORTING SPECIFIC TRAINING NEEDS (SURVEY LARGELY DRAWN FROM REPUBLIKA SRPSKA)

	% reporting participation in a type of training	% reporting a need for training	% of persons who have not participated in training reporting a need for training
Knowledge and understanding in my subject field	54.0	40.0	43.0
Pedagogical competences in teaching my subject field	59.0	64.0	41.0
Knowledge of the curriculum	62.0	36.0	37.0
Student evaluation and assessment practices	62.0	58.0	36.0
ICT skills for teaching	52.0	68.0	47.0
Student behaviour and classroom management	51.0	68.0	53.0
Approaches to individualised learning	47.0	64.0	54.0
Teaching students with special needs	21.0	80.0	82.0
Teaching in a multicultural or multilingual setting	26.0	60.0	75.0
Teaching cross-curricular skills	40.0	71.0	64.0
Approaches to developing cross-occupational competences for future work	39.0	80.0	63.0
New technologies in the workplace	46.0	79.0	57.0
Student career guidance and counselling	33.0	76.0	70.0
Updating my professional knowledge and skills in relation to current practice in the workplace	46.0	74.0	58.0

Teacher training needs are, in part, a result of initial teacher education. 26.3% of teachers that responded to the questionnaire do not have a formal initial education for teachers. According to the interviews, in some cases, industry engineers become teachers without any formal teacher education (Senior Official, Pedagogical Institute of Sarajevo Canton) but they have to pass professional exam. Those teachers have limited or no pedagogic experience or educational practice. Some cantonal legislation (Herzegovina-Neretva Canton) also regulates for the fact that schools can, if they are unable to find teachers with adequate qualifications to fulfil certain positions, employ professionals who do not have any teaching experience. These professionals should take the professional teachers' exam within one year of the date of their employment. In general, as Promente reports, there is no mandatory requirement for a certain amount of classroom experience or practice before beginning to teach at school. Only 33% of teachers from the survey had pedagogy or didactics included as a topic in their formal education. This could lead us to conclude that they might have difficulties in transferring their knowledge to students.

Conclusions and recommendations

It can be concluded that there is misbalance between teachers' needs for CPD and training topics offered to them. There are a number of factors that influence this issue, including the nature of the needs identification process in schools, the lack of communication of needs between schools and pedagogical institutes, the lack of capability and budget for provision, and the lack of capability and resource for schools to organise their own CPD. Another problem is that many stakeholders have low expectations of the relevance and usefulness of CPD, which means that they do not invest in getting it right.

The planning process in regard to CPD is theoretically bottom-up, with such a system being heavily reliant on feedback from teachers and their schools. However, the mechanism enabling this does not seem to work well. Pedagogical institutes have low capabilities, in a large part due to funding and also due to a lack of suitable VET CPD trainers. Pedagogical institutes are, at the moment, the exclusive providers of CPD training. However, the current process of the creation of a CPD catalogue within the Republika Srpska is intended to broaden the variety of training programmes on offer by allowing other institutions, private companies, CSOs, etc. to provide training, thus helping teachers receive education not only through programmes delivered by the pedagogical institute but also from other tailor-made education modules.

Recommendations

- Schools should be supported to carry out training needs identification, and CPD planning, for example, through training and guidance.
- Individual teachers should be supported to plan and review their training needs, to improve awareness of the value and relevance of CPD.
- Pedagogical institutes and VET schools should communicate and analyse information about needs so that it can inform coordinated planning and commissioning of new CPD.
- Professional standards for vocational teachers should be developed in order to inform needs identification and planning.

9. TEACHER FEEDBACK AND REVIEW

Feedback to teachers is a key method of supporting formal and informal professional development. Most commonly, feedback was given after observation of the teacher in a classroom setting, and was delivered by the school director. Over 96% of respondents claimed that they had received feedback in this way. Around 40% of respondents reported never having received feedback via student survey, portfolio presentation or feedback following parental input, with between a quarter and a third having never received feedback reliant upon their knowledge of curricular content or students' test scores. Teachers reported that feedback had a relatively high positive impact upon their job satisfaction, their motivation and their sense of recognition. Many also reported a positive impact on their subject knowledge and classroom practice. Feedback was less likely to connect to formal CPD and had no positive change whatsoever to their remuneration.

Recommendations

- Feedback to teachers through observation should be supported as it is a way to support development of their competences.
- A greater variety of types of feedback could be developed, for example, peer observation, using student questionnaires, self-assessment, using achievement data.
- Feedback should, where appropriate, be linked to provision of formal CPD.

10. FUNDING

According to interviews with stakeholders, the cost of CPD is mostly met by the relevant ministry, and there are few or no costs incurred by the teacher (or other school employee). This was backed up by the survey responses, where the overwhelming majority (over 85%) of respondents stated that they had not incurred any costs personally as a result of the CPD they had undertaken. 8.3%, however, declared that they had undertaken CPD activities entirely at their own expense. It would be of interest to know what form these privately funded (and valued) CPD activities took.

Money for CPD is allocated by each of the 12 active (as opposed to coordinating) education ministries to their pedagogical institutes. The Agency for Pre-primary, Primary and Secondary Education (APOSO) is a national-level institution, with three administrative units. It receives funding from the state-level budget, and has a working partnership with all education ministries and pedagogical institutes operating within the country. However, APOSO doesn't organise the CPD but these activities are organised by pedagogical institutes or education ministries.

Due to the highly decentralised way in which education is organised and financed within the country, it has not been possible to determine exactly how much is spent in total on CPD for teachers or vocational teachers each year. In terms of unit costs, one report states that data provided by adult learning centres suggests that training events cost between EUR 150 and EUR 1,125 per person, depending on type of training (Edu & Job, 2015). However, it is important to note here that the methodology employed in calculating these costs was not detailed within the report. From interviews and on-the-ground experience it is obvious that a funding gap exists. However, quantifying this is difficult without data on planned and actual spending of public, third sector and international bodies and a better understanding of the costs of training. It appears that the cost of provision is relatively high, because of the low scale of provision. However, this report has not been able to identify costs.

Conclusions and recommendations

It is impossible to obtain accurate whole-country figures for VET CPD expenditure, and any figures obtained for a canton or entity cannot be extrapolated across the country. However, it can be said that improved understanding of costs and spending would be a step to improving financial efficiency. The first step in this regard would be the compilation of a database of CPD programmes available nationwide. This would allow teachers and other education professionals to achieve a greater awareness of development opportunities both currently available to them and currently denied to them by their education ministries.

Recommendations

- Clarification and sharing of data on spending and costs on CPD at the level of cantons and entities.
- Sharing of practice on methods of managing and controlling finances.
- Analysis of value for money of provision with a view to making best use of limited resources.

11. RECOGNITION AND INCENTIVISATION

CPD is recognized and included throughout VET teachers' career structures, and each teacher has to submit a list of training that they have attended as part of CPD on an annual basis. Their professional development is evaluated through points allocated for each training and CPD activity. These points are important for teachers' career advancement, where salaries of teachers, for example in the Federation of Bosnia and Herzegovina, increase by 5% for each level of career advancement (*Gazette of the Federation of Bosnia and Herzegovina*, 19/2000, Collective Agreement for Primary Education). Promotion through the ranks is based on points allocated by nominated professionals. These professionals are generally school directors (in 83.6% of cases) and/or advisors at the pedagogical institutes who evaluate a teacher's work, including the teacher's participation in organized CPD events, on an annual basis.

Furthermore, 73% of teachers believe that they have the support of their employers (the school) in attending CPD and the majority of teachers (57.4%) responded that time dedicated to CPD was allocated to them within their regular working time. On the other hand, 65% of teachers surveyed said that a lack of incentives was a barrier to participation in CPD. This is likely to be because teachers do not identify a direct reward – either in terms of their careers, their competences or their salaries.

Teachers are obliged to participate in evaluation procedures – according to the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina. Each governmental entity has specific by-laws that regulate the evaluation of teacher performance, which is conducted by advisors and/or inspectors from the local pedagogical institute, assuming that such an institution exists and has a sufficient evaluation capacity. According to legislation, teachers have to be visited once every two years in order to be evaluated. The score they receive can range from not satisfactory, through satisfactory and good, to excellent. However, as the Promente report highlights, evaluations are not based on common quality standards and teachers are not provided with sufficient guidance, feedback or support in the instance of a disappointing evaluation. There are no strict requirements regarding either professional development or performance evaluations to be met in order to remain in the teaching profession. A positive performance review does not have any serious implications either. A good evaluation does not influence salary or bonuses, because higher salaries are only related to career advancement. This is reflected in the survey results, which showed that 50% of teachers believe that the best teachers do not necessarily get the best awards and recognitions. The assessment of teachers are mainly carried out to fulfil administrative requirements (according to 54% of teachers). Evaluation is not used as a tool to identify needs which can then be met by some kind of CPD.

It can be concluded that teachers' positions are generally guaranteed upon employment and after passing the teachers' exam, while their job performance is not related to their salaries. The interviewees explained that one of the major problems is a lack of motivation amongst teachers to attend the CPD offered (Senior Official, Pedagogical Institute, Sarajevo Canton).

The evaluation and verification of CPD activities is based on different criterion in different parts of Bosnia and Herzegovina (cantons and entities). The legislation for each canton/entity/Brčko District regulates career promotion of teachers where CPD, along with other factors, is taken into account. Career promotion at some levels is regulated by a Law on Secondary Education but in most cases it is regulated by a Book of Rules for CPD and the career progression of teachers. Currently, verification of training differs between different levels and details are provided in Annex C.

The differences between the 10 cantons, Republika Srpska and Brčko Districts are visible in terms of:

- what teachers can include as CPD activities;
- the range of grades available for teachers (in some cantons they are descriptive or numeric) as a result of assessment;
- the type of CPD which teachers can undertake, be it individual or collective (in some cantons these are distinguished between, while in others they are not); and
- the providers of CPD, where in most cases public institutions can provide CPD but in some cases other (private) institutions can also organise CPD.

Licensing was part of the previous system in Republika Srpska, but it has been removed from teachers' obligations (Senior Official, Pedagogical Institute of Republika Srpska). Although all interviewees agree that licensing would increase the quality of teaching, as explained by interviewees, teachers' unions put pressure to remove the licensing from the legislation (Senior Official, Pedagogical Institute of Republika Srpska). In terms of present licensing arrangements, teachers are only obliged to pass a professional exam after one year of apprenticeship. In specific cases, if teachers receive negative mark for their work, the school and the pedagogical institute have to provide support for the teacher in order to help them increase the quality of their performance. Most by-laws state that teachers can lose their license if, following evaluation visits, they receive a non-satisfactory score twice in a row. However, these evaluation visits are only every two years (if there are any) and, in practice, there is no subsequent assignment, support or guidance for teachers with a weak performance (Celebic, Rangelov-Jusovic & Heinen, 2014).

Teachers are mainly motivated to undertake CPD by the points collected as part of their CPD activities, which can help them in career advancement. There are several stages of career advancement available for teachers, and CPD plays role in their promotion. In general, there are three career advancement stages for teachers. Stages are the following: teacher-mentor; teacher-counsellor and teacher-senior counsellor. Differences to this system can be seen, for example, through the positions available for teachers' promotion in Bosnian Podrinje Canton, being: (a) teacher, teacher mentor, teacher advisor and teacher senior advisor and (b) officer, senior officer and officer advisor.

As noted above, there is not systematic collection of data about what CPD teachers have experienced. This is required in some entities. For example, in Sarajevo Canton, the pedagogical institute should have evidence of activities related to CPD of teachers active in the canton (Article 6, Book of Rules for Professional Development of Teachers in Sarajevo Canton).

Conclusions and recommendations

In Bosnia and Herzegovina CPD is formally linked to the career ladder, to promotion and to salaries. Most teachers recognise that CPD is a requirement for their careers or an obligation. Teachers are less likely to recognise the value of CPD as a way of improving their competences and, in particular, their teaching practice. Teachers and trainers believe that many teachers have low motivation to participate in the training that is offered.

Recommendations

- CPD should be better matched to need and more effective so that teachers value its intrinsic impact.
- Participation in CPD should be informally recognised in schools and the outcomes from CPD should be shared.
- Consideration should be given to formally recognising CPD through certification.
- CPD should be more closely linked to school evaluation and teacher assessment.

12. TRAINING OF COMPANY-BASED TRAINERS (AND TRAINERS IN TRAINING CENTRES)

Although policy documents exist in Bosnia and Herzegovina in relation to the obligation to make provisions for training within the workplace, no documents exist defining the training of trainers. Due to incomplete accreditation and quality assurance systems in most of entities (adult learning programmes can be accredited in Republika Srpska and in some cantons where Law on adult education is adopted) there are no mandatory requirements for the training of trainers.

In industry, external trainers tend to be brought in for one-off training activities: there is no collective self-regulation. While workplace training is supported by trade unions and chambers of commerce, the trainers are not regulated or formally assessed by these organisations.

Public sector agencies have a responsibility for supporting the training of trainers working in companies and training centres. However, activity usually arises via an initiative from the workplace rather than the public agencies, whose resources are overburdened and generally cannot provide outreach services or intentionally increase their client base. Partnerships are usually formed via a third party, in many cases a donor or foreign development organisation.

Work-based mentors are appointed on the basis of seniority or length of experience rather than upon training or qualifications. Training of mentors is not usual.

Workplace-based training is delivered by a variety of organisations, including specialist organisations, consultants (often recruited by chambers of commerce or non-governmental organisations) from both within the country and abroad, and international development agencies. In recent years, Bosnia and Herzegovina has started to use licensed software since the strengthening of copyright laws and inspections. Although many intellectual property representatives still find the enforcement of copyright within the country unsatisfactory³, vendors have begun to provide training within the country for certain high-tech products. Often, these are based in Croatia, however, and serve the wider region. Also, with many companies, representatives are sent abroad to receive training, as this is often more financially (as well as linguistically) viable. Public support is not made available for the training of trainers working in the private sector, but may be included in a business development or stimulation package. Such financing would theoretically be allocated at cantonal level within the Federation of Bosnia and Herzegovina, or Entity level within Republika Srpska, or via a foreign donor.

Conclusions and recommendations

Companies and training centres are essentially unregulated as to the training of their trainers, which is a matter for individual companies or training centres. In regard to the high-tech sector, trainers will be certified or accredited by vendors or producers of the technology, equipment or software that they are training people to use.

Recommendations

- Stakeholders should explore how training of trainers in companies might be supported, for example, through collective provision and quality assurance.

³ See, for instance, www.iipa.com/rbc/2014/2014SPEC301BOSNIA.PDF

13. CONCLUSIONS AND RECOMMENDATIONS

The complex political and economic situation in Bosnia and Herzegovina significantly influences policy creation with respect to CPD. The policy scene is fragmented and cantons and other entities pursue different policies. International initiatives also influence policy making, sometimes without connecting well to local context. The current policy system creates an ambiguous framework for the CPD of teachers. A lack of coordination between different policy levels, coupled with insufficient financial resources for CPD, results in short-term goals for CPD in both planning and implementation.

A number of issues act as barriers to the efficient provision of CPD for VET teachers, with 14 ministries and departments of education across the country, two of which simply play an advisory or coordinating role, with the other 12 actively dictating policy and legislation. This mode of governance creates challenges for the provision of cost-effective CPD. Another problem is that the country lacks providers who have experience and capability to provide CPD that addresses the needs of VET teachers and instructors. The pedagogical institutes lack expertise in CPD for VET.

Overall provision of CPD for VET teachers and trainers is low when compared to other countries in the region. 40% of VET teachers and instructors received no CPD at all in the last 12 months. Only 41% benefited from events outside of school and only 30% received CPD that was directly related to their vocational specialism. Stakeholders from both education are agreed that this is, above all, a supply issue: there is insufficient provision of relevant CPD.

In addition to the lack of provision, take up is limited by poor communication. There is no catalogue that communicates the offer to teachers at entity or national level. Furthermore, there is a lack of priority given to the needs of VET teachers in overall CPD programmes for all secondary school teachers.

When VET teachers do access CPD, most report that it has a reasonably good impact. However, there is a lack of capacity to design CPD that is responsive to the needs of VET teachers and instructors. The establishment of CPD centres within some pedagogical institutes has been an important step forward. However, the CPD Centres are relatively small and their focus is largely upon general education: it is difficult for them to design and deliver a range of specialist training that could meet the diverse needs of vocational teachers serving different sectors. The relatively large pedagogical institute of the Republika Srpska is a partial exception and some larger cantons are in a slightly better position. Partly for the same reasons, accreditation and quality assurance systems in relation to CPD are undeveloped.

School-based CPD for VET teachers appears to be as frequent as CPD out of school. Individual teacher research is formally recognised and this is relatively common in Bosnia and Herzegovina. However, there is a question about whether the potential of teacher research is being fully realised and whether it contributes to improved teaching and learning.

Mentoring is a requirement for new teachers, although there is diversity in regulations. However, research reveals questions about the quality of mentoring and whether requirements are observed. Only a minority of mentors receive training.

A few schools do organise CPD specifically to meet the needs of their staff, working in partnership with universities, private companies or their pedagogical institutes. Where this takes place this is valued, however, it is difficult to judge how widespread it is.

Professional bodies and trade unions do not appear to have much involvement in supporting CPD, the one exception identified being the Institute of Engineering in Republika Srpska which, in partnership

with Faculty of Mechanical Engineering in Banja Luka, offers professional engineering exams for teachers.

There is mismatch between teachers' needs for CPD and training offered to them. There are a number of factors that influence this issue, including the nature of the needs identification process in schools, the lack of communication of needs between schools and pedagogical institutes, lack of capability and budget for provision and lack of capability and resource for schools to organise their own CPD. Furthermore, many stakeholders have low expectations of the relevance and usefulness of CPD which means that they do not invest in improving CPD.

The planning process in regard to CPD is theoretically bottom-up, being reliant on feedback from teachers and their schools. However, the mechanism enabling this does not seem to work well. Pedagogical institutes have low capabilities, in a large part due to funding and also due to a lack of suitable VET CPD trainers. Pedagogical institutes are, at the moment, the exclusive providers of CPD training. However, the current process of the creation of a CPD catalogue within the Republika Srpska is intended to broaden the variety of training programmes on offer by allowing other institutions, private companies, CSOs, etc. to provide training, thus helping teachers receive education not only through programmes delivered by the pedagogical institutes but also from other tailor-made education modules.

In Bosnia and Herzegovina CPD is formally linked to the career ladder, to promotion and to salaries. Most teachers recognise that CPD is a requirement for their careers: an obligation. Teachers are less likely to recognise the value of CPD as a way of improving their competences and, in particular, their teaching practice. Teachers and trainers believe that many teachers have low motivation to participate in the training that is offered.

It is impossible to obtain accurate whole-country figures for VET CPD expenditure, and any figures obtained for a canton or entity cannot be extrapolated across the country. However, it can be said that improved understanding of costs and spending would be a step to improving financial efficiency. The first step in this regard would be the compilation of a database of CPD programmes available in each entity. This would allow teachers and other education professionals to achieve a greater awareness of development opportunities currently available to them and it would give a clear picture of how resources are currently being used.

Companies and training centres are essentially unregulated as to the training of their trainers, which is a matter for individual companies or training centres.

Recommendations

Recommendations for policy makers and stakeholders across Bosnia and Herzegovina

1. The formal requirements for CPD for VET teachers should be clarified and enforced.
2. Existing policy commitments should be implemented.
3. Policy should better address the specific professional development needs of VET as opposed to general teachers.
4. Communication and coordination between entities, agencies and levels for the planning and implementation of CPD for VET teachers should be improved.
5. All appropriate stakeholders should be engaged in policy making and implementation.

6. Explore opportunities for trans-cantonal and trans-entity partnerships to design and implement CPD on a larger scale, with greater efficiency, with a focus on priority vocational sectors.
7. New providers should be encouraged to design and provide CPD for VET teachers by issuing calls for providers and programmes in different cantons and entities.

Recommendations for regulatory agencies, CPD providers, VET schools and other stakeholders

8. Encourage and support greater partnership between VET schools, pedagogical institutes, international organisations and higher education institutions with a view to jointly designing and providing CPD that addresses training needs of vocational teachers and instructors.
9. Encourage greater partnership with employers, for example, the organisation of CPD for VET teachers on business premises together with company-based trainers.
10. Explore whether federations of schools or associations of vocational teachers could contribute to CPD development, for example, by helping to identify needs or by raising awareness.
11. Encourage trade unions and professional associations to contribute to the development of CPD.
12. The CPD offer should be communicated more effectively by publishing on-line catalogues at the start of the year and updating the offer. Initially catalogues could be developed at entity/canton level and subsequently they could be linked if appropriate.
13. The offer of CPD programmes of relevance to VET teachers and instructors should be increased.
14. Increase the variety of the mode of CPD offered, for example, through more observation visits to other schools or more CPD on business premises.
15. Data should be collected to build an up to date record of the extent to which VET teachers and instructors participate in CPD annually.
16. Quality assurance processes should be developed to accredit programmes and providers and also to monitor and evaluate CPD provision.
17. Programmes should be published in on line catalogues which will serve to communicate opportunities to providers and consumers of CPD.
18. Pedagogical institutes and other stakeholders should improve their communications to make VET teachers more aware of the value and of the opportunities for CPD.
19. Pedagogical institutes should exchange good practice, e.g. with respect to quality assurance methods.
20. International agencies should consider how they can develop national expertise for the design, monitoring, quality assurance and delivery of CPD.
21. VET schools should observe the legal requirements for mentoring for new teachers.
22. Support and training should be provided to mentors to enable them to fulfil their responsibilities.
23. The contribution of professional bodies and trade unions to professional development should be encouraged.

24. Pedagogical institutes and VET schools should communicate and analyse information about needs so that it can inform coordinated planning and commissioning of new CPD.
25. Professional standards for vocational teachers should be developed in order to inform needs identification and planning.

Recommendations with respect to school-based CPD

26. VET schools should be encouraged to organise their own CPD to directly meet the identified development needs of their teachers, working in partnership with industry, universities, pedagogical institutes and other VET schools.
27. Collaboration between teachers should be encouraged to help teachers to reflect upon their practice, become more aware of alternatives and to share new approaches.
28. Schools should be supported to carry out training needs identification, CPD planning and monitoring, for example, through training and guidance.
29. Individual teachers should be supported to plan and review their training needs, to improve awareness of the value and relevance of CPD.
30. Feedback to teachers through observation should be supported as it is a way to support development of their competences.
31. A greater variety of types of feedback could be developed, for example, peer observation, using student questionnaires, self-assessment, using achievement data.
32. VET schools, professional associations and bodies and pedagogical institutes should make teachers more aware of the variety of CPD available and how they can benefit and participate.
33. CPD should be better matched to need and more effective so that teachers value its intrinsic impact.

Recommendations with respect to funding

34. There should be clarification and sharing of data on spending and costs on CPD at the level of cantons and entities.
35. Analysis of value for money of provision with a view to making best use of limited resources.

Recommendations with respect to training of company-based trainers

36. Stakeholders should explore how training of trainers in companies might be supported, for example, through collective provision and quality assurance.

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