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CONTINUING PROFESSIONAL DEVELOPMENT FOR VOCATIONAL TEACHERS AND PRINCIPALS IN KOSOVO* – 2018

Culture, teaching practices, professional duties, working conditions, beliefs and professionalisation

ACKNOWLEDGEMENTS

CONTENTS

Further information relating to this research can be found in the annexes, which have been published separately: technical report, literature review, and research instruments.

EXECUTIVE SUMMARY

Introduction

Professional development for teachers and trainers is widely recognised 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.

However, improving the quality and quantity of continuing professional development (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 aims to:

■ set out current policy objectives with respect to improving CPD for vocational education and training (VET) teachers and trainers;
■ describe the provision of CPD for VET teachers and trainers in Kosovo and the way in which teachers' needs are assessed and particular programmes are assigned to teachers;
■ understand how the arrangements for CPD fit with other parts of the VET system;
■ evaluate how well current arrangements are working;
■ make 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, thinking and action at many levels of decision making and that it will stimulate new enquiries and new proposals.

A key focus is on helping policy makers to understand what is required to bring about improvements in the quality, effectiveness and responsiveness of CPD. However, the survey also addresses some of the factors that influence the effectiveness of teachers more generally, such as their motivation and career structure.

Methodology

The methodology included:

■ a desk review of documents and published research on the current state of CPD of VET teachers and trainers;
■ interviews with 10 stakeholders responsible for policy, provision and implementation of CPD activities undertaken by VET teachers;
■ a survey of VET teachers employed at 71 VET schools or centres of competence;
■ a survey of VET school principals, in some cases including vice directors and quality assurance (QA) coordinators.

The questionnaires were distributed electronically to the identified stakeholders for the interviews after prior discussions and explanations were given to them about the project and the survey. In total, 10 interviews were completed.

The literature review identified documents that deal with CPD for general and VET teachers in Kosovo. These documents include policy papers, reports from relevant institutions, research papers, reports of surveys and analyses, reports from different projects, statistical data from the education management information system (MIST) and Kosovo Agency of Statistics (ASK) and the most

important document for our country: the evaluation report for the implementation of the Kosovo Education Strategic Plan (KESP), which was published in 2017.

All 69 public (state) VET schools and 2 private schools were invited to participate. Out of 71 VET schools, 61 showed a readiness to cooperate. This figure includes 16 technical schools, 12 economic schools, 12 professional schools, 8 art schools, 7 healthcare schools, 3 agriculture schools and 3 centres of competence. The questionnaires were distributed to the chosen VET schools in an online web-based format. The survey was conducted between 21 May and 8 June 2018.

The interviews took place between 18 and 29 June. Interviews were carried out with relevant stakeholders, who had been identified together with the country team. Interviewees included:

- the head of the VET Division,
- an officer from the Teacher Training Division,
- a VET expert at the Kosovo Pedagogical Institute,
- school principals,
- the director of the Municipal Education Directorate (MED) in Suhareka,
- the regional VET inspector in Ferizaj,
- deputy directors for quality assurance in centres of competence,
- the quality assurance officer at the National Qualifications Authority (NQA).

Out of a total number of 3 149 VET teachers, approximately 828 teachers responded to the questionnaire, representing around 26.3% of the total. A total of 49 responses were obtained from school principals in 49 schools. All questionnaires were completed directly on an online platform.

Participation by region was similar for both teachers and principals, with the highest response rate from teachers in Prizren and the lowest in Peja, while for principals the highest response was in Pristina and the lowest in Gjilan and Peja.

Findings

An analysis of the literature review and interviews show that CPD in Kosovo is well regulated in terms of legislation and other policy documents. The results of the analysis of the first year of implementation of the Kosovo Education Strategic Plan (KESP) 2017–2021 demonstrate achievements with respect to VET, adult education and teacher training (e.g. 26.6% of VET teachers received at least 30 hours of CPD over the previous 12 months). However, these rates are not sufficient to meet the targets set out in KESP 2017–2021. Problems in implementation are explained by a lack of resources or failure to effectively manage resources; the limited capacity of national and local institutions to design, provide and manage CPD; and issues relating to governance and accountability.

Some of the challenges that negatively impact the provision of CPD are related to the management of VET schools in Kosovo. The management teams in these schools are dominated by men over the age of 50; more than half of them have no previous experience in other school management roles. Furthermore, many of them are political nominations and are not merit-based appointments. They have very limited decision-making power, with many principals of vocational schools believing that they or their governing bodies have no responsibility with respect to staffing, admissions, courses, or on any salary or budgetary decisions. Inadequate school budgets and resources, government regulation and policy, teachers' career-based wage system and a lack of support for CPD are the main factors limiting the effectiveness of school management.

Teaching performance is monitored by means of direct observation by principals or other members of management, but not by mentors. However, regardless of the result of the appraisal, there is little or no follow-up. In almost half of VET schools in Kosovo, there is a shortage or inadequacy of instructional materials and books, computer hardware and software, insufficient internet access and a lack of sufficient consumables to develop practical skills. The shortage of special needs teachers is a critical issue in almost one third of vocational schools. Although businesses are represented on governing bodies in 65% of schools, principals doubt that there is strong cooperation with local businesses. Student attendance is problematic in almost half the schools.

More than half of teachers frequently or always use progressive approaches, such as group work and differentiated work for students. While it is not common for students to use information and communication technologies (ICT) in class, more than a third of teachers use ICT frequently or always to prepare instructional materials. Direct interaction with employers is unusual for about half of teachers and lecturers.

Kosovo's education policy has progressed with the development of the Quality Assurance Strategy for Kosovo Pre-university Education 2016–2020, the Strategic Framework for CPD Kosovo, the National Development Strategy 2016–2021, KESP 2017–2021 and several regulating acts (Administrative Instructions, AI) that enable the implementation of the teacher licensing system and the career and professional development of teachers and education workers. This framework is intended to establish a coherent relationship between career development, standards and quality. The licensing process is ongoing; between 2012 and 2017, 96.55% of teachers were awarded career licences. To obtain a career licence, teachers must participate in CPD. However, the process of assessing teacher performance has not yet started. Moreover, no clear action plan exists for future development of this process. The harmonising of career grades with the wage system has not taken place due to a lack of budget, and the career structure has not been implemented. There has been little progress with respect to initial education for VET teachers. A functional reorganisation of the Ministry of Education, Science and Technology (MEST) has been agreed to increase capacity and thus to improve policy implementation.

As of 2019 no organisation has responsibility for leading, coordinating and making coherent CPD for vocational teachers. Key actors – MEST, the Council for Higher Education, the State Council for Teacher Licensing and schools – accept that they are not well coordinated[1]. In consequence, it is difficult to ensure that decisions about recognition, provision and allocation are made rapidly and consistently. Employers or employers' organisations do not contribute to the shaping or provision of CPD for vocational teachers. According to some interviewees, some organisations are unable to fully exercise their functions. For example, the MEDs do not obtain delegated funding, the schools are unable to obtain training programmes that would fulfil their training plans and the Education Inspectorate does not judge the quality of teaching and learning.

Organisations and institutions that support CPD in Kosovo have limited experience and capacity (in terms of human resources and budget) when it comes to providing specialised CPD for VET teachers. CPD targeted at VET teachers is delivered by non-governmental organisations (NGOs), supported by donors and regulated by MEST. Training is organised for VET teachers by EU KOSVET (which provides technical assistance for VET) and by a number of European NGOs (GTZ (GIZ),

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[1] This finding was confirmed during the workshop held on 19 December 2018.

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Swisscontact, Danida, LuxDev). The Faculty of Education at the University of Pristina currently offers a master's degree for VET teachers; however, participation is relatively low.

CPD providers are responsible for designing CPD programmes, but programmes and providers must be accredited and formally recognised by MEST. Early in the calendar year, MEST is required to publicly call for training programmes that address the needs of educational reform priorities, the teacher licensing system and teachers' professional development needs. The State Council for Teacher Licensing decides which CPD programmes and qualifications may be recognised for the purposes of teacher licensing and promotion. The Teacher Training Division of MEST publishes a catalogue that details the offering, enabling teachers to apply for programmes that are relevant to their needs, licensing and careers. In addition, CPD providers may seek accreditation for teaching qualifications, developed in accordance with occupational standards, through the Kosovo Qualifications Framework.

Although a system of accreditation for providers and programmes exists, it must be questioned how well it generates high-quality CPD for VET teachers that meets all the relevant needs. In addition, some stakeholders have expressed concerns that CPD programmes offered by the Teacher Training Division in collaboration with donors prior to 2013 are not eligible for recognition for the purposes of licensing.

MEST is responsible for providing financial resources for CPD based on the Strategic Framework for CPD Kosovo; supporting education reform and the implementation of the Kosovo Curriculum Framework; and ensuring that performance standards are met. Most CPD is directly funded by MEST and very little is delegated to municipalities or schools. CPD for VET teachers is mostly funded by development partners rather than MEST.

The survey results show that 47% of vocational teachers in Kosovo participated in some kind of CPD over the previous 12 months. Compared to 2015, when the participation rate was 56%, this represents quite a significant decline (Stanley, 2018). While the participation of teachers in conferences remains the same, the number of teachers who were able to visit and learn from other schools increased from 18% to 32%. Training on business premises was up sharply from 16% (2015) to 35% (2018) and 62% of vocational teachers participated in at least 30 hours of CPD (2015: 48%). This suggests that the duration of CPD has increased for those who had access to it. Only 42% of all teachers had more than two training hours overall, which is the minimum CPD requirement to retain any kind of licence. There was little change in the percentage of teachers participating in CPD (37%) that directly addressed their profile or sector (2015: 36%). A general training programme that addresses pedagogy for vocational teachers is offered each year to about 200 teachers: this covers professional didactics and methodics and didactics. The Teacher Training Division of MEST offers between 7 and 10 CPD programmes for VET teachers annually.

Schools are legally required to have an annual school development plan that provides suggestions for CPD based on a training needs analysis of the teaching staff. This plan should be agreed with the MED; however, implementation remains an issue because very few schools have a realistic plan in place.

Around 33% of teachers participate in CPD in their schools. Some of this CPD takes the form of cascaded learning obtained from external seminars. This kind of CPD is relatively low in cost and links in well with practice in schools. Around one third of vocational teachers say that they receive mentoring. However, access to a mentor and the training and subject expertise of mentors vary considerably between schools. On the other hand, the level of planned collaboration between VET teachers is relatively high, suggesting that there is a collaborative culture in Kosovo's VET schools.

Professional development needs and school planning mechanisms are in place but do not function well. Schools are supposed to carry out the analysis, taking into account professional standards, the needs of individual teachers and the school development plan. However, the planning process is only a formality and does not actually influence implementation. Training needs are not accurately identified and even where the real needs are identified, it is difficult for schools to obtain CPD provision that matches these needs. Schools and municipalities do not engage in decision making on priorities. As a result, the CPD offering does not reflect their priorities.

The aim of CPD is to improve teaching performance and quality. Teacher feedback and review are also used to improve teaching quality. The survey findings and interviews show that VET teachers benefit from feedback that positively impacts their self-esteem and their performance. However, there are opportunities for much greater use of various forms of feedback: mentors are not appointed in VET schools, the status of the QA coordinator is not resolved in all schools and teachers do not provide feedback to one another directly or through their professional bodies.

CPD needs to be recognised and incentivised through a career structure for teachers and a system of licensing. Around 71% of vocational teachers say that there are incentives to participate in CPD. On the other hand, the cost of CPD and the lack of support from their schools are perceived as barriers by 43% of teachers. The major barrier, according to teachers, is the absence of relevant CPD being offered. The evidence suggests that there is a real need for CPD since both principals and teachers identify training needs. The survey also shows that teachers usually value the CPD they obtain. However, there is a limited offering and a limited budget. Schools and municipalities lack the mechanisms and capacities for organising and coordinating sufficient and relevant school-based CPD. In some cases, there is no transparent process to ensure that CPD for VET teachers is fairly distributed and that the needs of all individuals and schools are taken into account.

Recommendations

At the level of national policy making, planning and regulation, appropriate authorities and agencies should cooperate to:

- provide more CPD tailored to meet the specific needs of vocational teachers;
- ensure that all teachers are able to access appropriate CPD to meet licensing needs and that VET teachers are motivated as envisaged by the licensing system in order to incentivise and recognise a career structure;
- explore whether the CPD offering can be extended and made more responsive by accrediting high-quality online and video programmes or blended programmes;
- place greater emphasis on the observation of teacher performance, through internal and external quality assurance processes, in order to identify needs for professional development and evaluate its impact; support might take the form of guidance or capacity building for inspectors, principals, QA coordinators and work-based learning coordinators;
- develop a process and offer support to identify professional development needs in schools (which may include an enhanced role for teachers to help them to identify their own needs) and to plan CPD provision for schools;
- appoint QA and work-based learning coordinators and nominate mentors in all VET schools;
- strengthen the role of mentors and appoint the work-based learning coordinator in VET schools to support close cooperation with local businesses and other stakeholders;
- design and offer CPD that supports progression through the career structure and is capable of supporting the outcomes of performance appraisal;

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- complement career licensing by implementing a professional career system that will motivate teachers and confirm their value;
- implement an education management information system to collect and organise data to make it possible to track the progress of VET teachers through the licensing process and up the career ladder, understand their professional development needs and track and record their CPD;
- modify the CPD offering to meet the needs identified by schools and ensure that all teachers, schools and regions have equal access to CPD programmes;
- support school-based CPD across clustered schools (VET schools can be clustered regionally or according to sector).

With respect to CPD provision, CPD providers, VET schools and local authorities should cooperate to ensure that:

- there is an increase in the number of places on master's programmes for VET teachers in the Faculty of Education at the University of Pristina;
- there is a system for recognising previous achievements to accelerate progress towards meeting the requirements of AI 05/2015 for VET teachers and AI 14/2018 for general education teachers;
- the capacity of in-service teacher-training providers is increased (or is supplemented by new providers) by the State Council for Teacher Licensing and the NQA to provide appropriate CPD to all VET teachers and enable them to meet the legal requirements of the licensing system and to improve their teaching;
- there is support for school-based CPD that is tailored to need and cost-effective, e.g. induction, mentoring, peer review;
- there are partnerships that could develop the existing contributions of centres of competence, the University of Pristina, private training providers and NGOs, within and outside of Kosovo, to increase the range, inclusivity, sustainability and quality of CPD provision;
- there is a system for evaluating the impact of CPD at school level, through a teacher appraisal process or mentoring.

The Teacher Training Division of MEST, the VET Council, the VET Centre, VET schools and wider stakeholders should:

- design a CPD programme that fulfils the teaching standards based on the Strategic Framework for CPD Kosovo and the NQA criteria for validation and accreditation;
- review the process by which CPD is assigned to individual teachers and to schools, e.g. using observation, inspection and peer review activities;
- give consideration to establishing a system for recognising and certifying CPD programmes offered by development partners in cooperation with MEST prior to 2013;
- enhance the capacities of the school QA and work-based learning coordinators and MEDs to identify needs and organise and address CPD;
- examine whether there should be an increase in the provision of CPD in the following areas: new technologies in the workplace, knowledge of the curriculum and teaching students with special needs;
- empower ambitious teachers to contribute to and lead improvements in teaching, developing new instructional materials and links with employers by giving them additional responsibilities, salary incentives, special status or by involving them in projects, enhancing the twinning and other similar local/regional and international partnerships.

With respect to funding, responsible authorities and stakeholders should cooperate to:

■ empower schools and municipalities to make decisions about spending resources on CPD in order to encourage efficient and responsive use of scare resources;

■ encourage VET schools, training providers (including donors), municipalities and central agencies to work together to obtain the best value from resources;

■ develop a new formula for financing VET schools, taking into the account the specifics of different profiles, and explore new funding opportunities for CPD, such as public-private partnerships, school provision and new international opportunities;

■ publish spending data on CPD for VET teachers and establish a unique budget line for CPD for VET teachers at ministry level.

Ministries and national agencies, VET schools, businesses and their representatives should work together to:

■ support and construct partnerships between VET schools/training centres and companies (private and public sector) to support collaboration and share training and professional development;

■ involve industrial bodies, business associations and private sector representatives in the process of identifying training needs and designing and validating CPD programmes and provision;

■ implement competence standards for in-company trainers, work-based learning instructors and work-based learning coordinators;

■ help VET teachers and practical instructors to update their knowledge of current working practices in industry through direct contact with industry.

At the level of institutional responsibilities and governance:

■ the VET Department should be permanently represented in the State Council for Teacher Licensing;

■ MEST should put in place a process that will coordinate CPD for VET teachers more effectively at strategic and operational level; this might be achieved through an enhanced role for the Agency for Vocational Education and Training and Adult Education (AVETAE) or through the VET Department, together with the Teacher Training Division, or through an inter-agency body;

■ the Council for Vocational Education and Training should engage stakeholders and play an active role in the strategic planning of CPD for VET teachers;

■ AVETAE should play a role in designing and implementing CPD programmes for VET teachers, QA coordinators, work-based learning coordinators, teachers of professional practice and instructors, and advise MEST on revising policies for the VET teachers' licensing system;

■ improve the mentoring system at school level and strengthen the role of education inspectors to provide guidance and advice to teachers and so to improve performance.

1. RATIONALE

Professional development for teachers and trainers is widely recognised 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 CPD for VET teachers is not in question; for many years now, Kosovo has been developing extensive policies to address this issue and policies are currently being implemented.

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

■ set out current policy objectives with respect to improving CPD for VET teachers and trainers;
■ describe the provision of CPD for VET teachers and trainers in Kosovo and the way in which teachers' needs are assessed and particular programmes assigned to teachers;
■ understand how the arrangements for CPD fit with other parts of the VET system;
■ evaluate how well current arrangements are working and what progress has been made since 2015;
■ make recommendations about how current policies can be implemented and how the provision and allocation of CPD can be improved.

The aim of this study is to provide evidence to inform discussion, thinking and action at many levels of decision making and stimulate new enquiries and new proposals.

2. METHODOLOGY

The methodology contained three elements:

- a literature review,
- interviews with key stakeholders,
- a survey of teachers and school principals.

The country team provided support for interview questions and a draft questionnaire for VET teachers. It provided access to VET institutions and assisted the national experts undertaking the interviews. The team also helped with data collection and dissemination of the results. The content of questionnaires was validated by stakeholders, who helped identify policy priorities.

Research goals

This survey of the vocational teacher workforce in selected partner countries has two main goals. Firstly, the survey aims to inform national policy makers about the conditions and needs of vocational teachers; secondly, it aims to help monitor implementation and change.

A key focus of the survey is to enable policy makers to understand what is required to bring about improvements in the quality, effectiveness and responsiveness of CPD and to understand the factors that influence the effectiveness of teachers more generally, such as their motivation and career structure.

All participating countries will be able to benchmark the state of their professional teacher workforce against other countries. In addition, the survey will:

- empower teachers and other stakeholders in the policy process;
- encourage international collaboration in policy making;
- support systematic use of data in policy making.

The methodology included:

- a desk review of documents and published research on the current state of CPD for VET teachers and trainers;
- interviews with 10 stakeholders responsible for policy, provision and implementation of the CPD activities of VET teachers;
- a survey of VET teachers employed at 71 VET schools or training centres;
- a survey of VET school principals, in some cases including vice directors and QA coordinators.

Interviews

The interviews took place on 18 and 19 June 2018. Interviews were carried out with relevant stakeholders, identified with the help of the country team. Interviewees included:

- the head of the VET Division,
- an officer from the Teacher Training Division,
- a VET expert at the Kosovo Pedagogical Institute,
- school principals,
- the director of MED in Suhareka,
- the regional VET inspector in Ferizaj,

- deputy directors for quality assurance in centres of competence,
- the quality assurance officer at the NQA.

The questionnaires were distributed electronically to the stakeholders identified for interview. Prior discussions took place and explanations were given to them about the project and the survey. In total, 10 interviews were completed.

Literature review

The literature review identified documents that deal with CPD for general and VET teachers in Kosovo. These documents include policy papers, legislation (laws and AIs), different reports from relevant institutions, research papers, reports of surveys and analyses, reports from different projects, statistical data from the education management information system (EMIS) and the Kosovo Agency of Statistics (ASK) and the most important document for our country: the evaluation report for the implementation of the KESP, which was published in 2017. The literature review (see annexes, published separately) revealed a lack of data and research on this topic.

The survey

All 69 public (state) VET schools and 2 private schools were invited to participate. Out of 71 VET schools, 61 showed a readiness to cooperate. This figure includes 16 technical schools, 12 economic schools, 12 professional schools, 8 art schools, 7 healthcare schools, 3 agriculture schools and 3 centres of competence. The questionnaires were distributed to the chosen VET schools in an online web-based format. The survey was conducted between 21 May and 8 June 2018.

Out of a total number of 3 149 VET teachers, 828 teachers responded to the questionnaire (26.3% of the total). All questionnaires were completed directly via the online platform.

A total of 49 principals provided responses. The response rate was 69% of VET schools in Kosovo.

Participation by region was similar for both teachers and principals, with the highest response rate from teachers in Prizren and lowest in Peja, while for principals the highest response was in Pristina and lowest in Gjilan and Peja. Further information about the survey can be found in the technical report (see annexes, published separately).

TABLE 2.1 RESPONSE RATE FOR TEACHERS AND PRINCIPALS

Region Heading 2	Teachers	Principals
	% of responses	% of responses
Pristina	12.13	17.1
Ferizaj	13.12	15.8
Gjilan	13.24	10.5
Peja	11.14	10.5
Prizren	22.28	15.8
Mitrovica	13.0	15.8
Gjakova	15.1	14.5

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PART 1. THE CONTEXT: THE WORKFORCE, TEACHING AND MANAGEMENT IN SCHOOLS[2]

3.   THE WORKFORCE

Out of a total number of 3 149 VET teachers, approximately 828 teachers responded to the questionnaire, representing around 26.3% of the total population of VET teachers; 766 teachers provided complete answers (92.5%). All of them responded to the questionnaires on the online platform.

Respondents can be broken down as follows:

- 42% are female;
- 58% are male;
- 89% are teachers working in VET schools;
- 8% are coordinators of practical work or instructors;
- 0.2% are head teachers;
- 0.4% are pedagogical advisers;
- 0.6% are workshop technicians;
- 0.1% are teaching assistants or associates;
- 0.9% are 'other'.

With respect to teaching specialisation: 303 teachers (37%) teach profiles related to the engineering sector; 18% teach profiles relating to the business, retail and law sector; 9% teach ICT-related subjects; 6% teach health-related subjects; 5% teach manufacturing-related subjects.

Slightly more than half (53%) of VET teachers in Kosovo are aged between 30 and 49. Other age categories are represented as follows: 8% are 29 or under; 30% are aged between 50 and 59; and 9% are 60 years or more.

A high proportion (82%) of vocational teachers have more than five years of work experience as a teacher.

Vocational teachers in Kosovo frequently spend much of their career in the same school: 73% of them have spent six years or more working in the same school. This may help them to build good links with one another and within their local communities. However, it makes it less likely that new ideas and practices circulate between schools.

Initial training

Initial teacher training is a major concern in Kosovo. Only 35% of vocational teachers have completed initial education, 34% are in the process of training and preparation, while 30% did not complete initial education and are not in training.

Two thirds (65%) of respondents declare that the content of the subject they teach was covered during their formal education and training; 28% declare that it was partially covered; and 8% declare that the

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[2] The data presented is based on the results of the online survey. Data is unweighted and excludes missing values (i.e. refusals and 'do not know' answers).

content was not covered. Regarding pedagogy and didactics, 41% of 656 respondents declare that it was covered; 30% declare that it was covered only for some of the subjects; while 29% say that it was not covered.

Many Kosovan vocational teachers have little or no pedagogical preparation. This gap should be addressed by CPD for existing teachers and through initial education for those studying at university to become teachers.

Qualifications

Almost three quarters (74%) of current VET teachers report that they have achieved a master's degree or equivalent; 12% have a bachelor's degree or equivalent; and 1% have a PhD. Formally, the teaching workforce is highly qualified.

A high proportion (69%) of respondents confirm that they are formally qualified as a teacher, instructor or 'coordinator of practice', while 12% are qualified as instructors of practice and only 3% are not formally qualified. This means that most of them have participated in CPD activities in the past and meet the criteria to hold a teaching licence.

Almost all (96%) of respondents are employed full-time; 3% work part-time.

Around 81% of respondents are members of the Union of Teachers and only 19% are not members of any union.

Working hours

Almost half (45%) of teachers' working hours are spent teaching. The chart below shows the share of working time spent on specific tasks.

FIGURE 3.1 (AVERAGE) SHARE OF WORKING TIME SPENT ON SPECIFIC TASKS (%)

- Teaching
- Individual planning or preparation of lessons either at school or out of school
- Team work and dialogue with colleagues within this school
- Marking/correcting of student work
- Students counselling
- Participation in school management
- General administrative work
- Communication and co-operation with parents or guardians
- Engaging in extracurricular activities
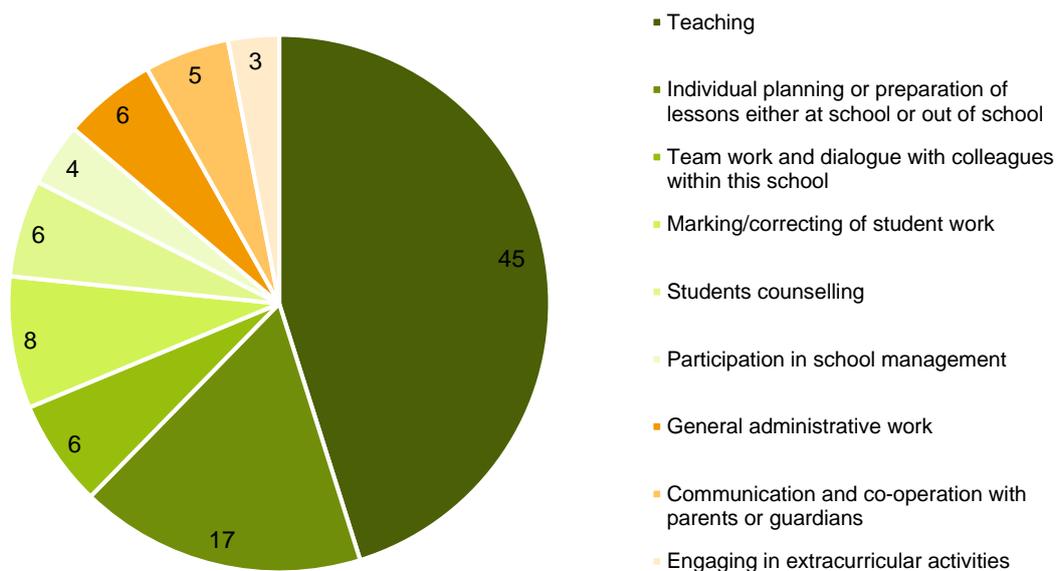
Principals

Respondents can be broken down as follows:

- 25% are female;
- 75% are male;
- 39% are younger than 50;
- 43% are aged between 50 and 59;
- 17% are 60 or older.

FIGURE 3.2 QUALIFICATIONS OF PRINCIPALS IN VET SCHOOLS (N=47)
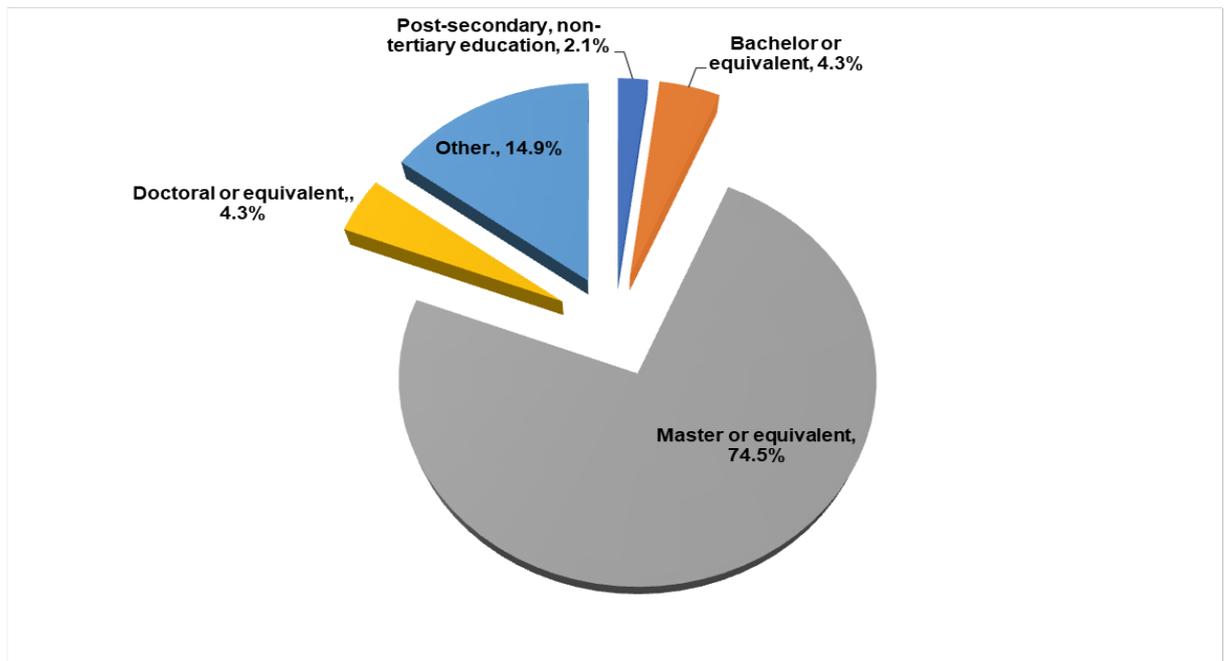
Almost two thirds (60%) of respondents have less than five years' experience in their current school while 34% have between six and ten years' experience.

Of the 47 principals who responded, 98% are employed full-time without teaching obligations; 2% are employed full-time with teaching obligations.

FIGURE 3.3 LOCATION OF VET SCHOOLS BY SIZE OF SETTLEMENT (N=48)
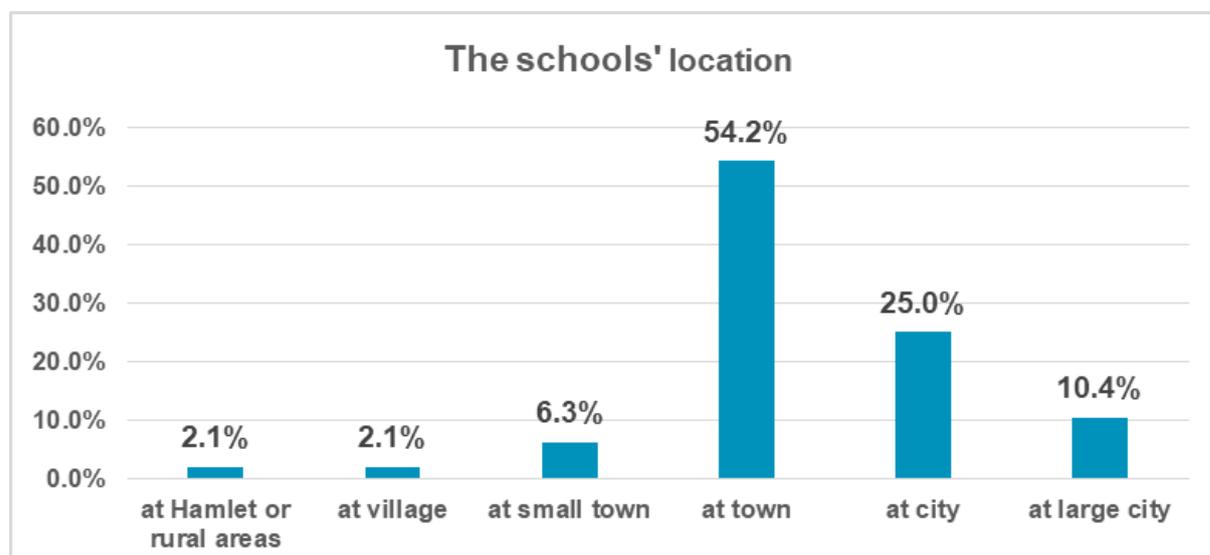
The vast majority (98%) of VET schools are managed by a public education authority, while only 2% are managed by a private organisation, NGO or similar.

Conclusions

On paper, the teaching workforce is highly qualified: 74% of current VET teachers report that they have a master's degree or equivalent. Some VET teachers have obtained a master's degree or a PhD, but not in a subject they teach (so they do not meet the criteria of the AI for normative and the licensing system). Vocational teachers in Kosovo frequently spend much of their career in the same school.

With respect to teaching specialisation, 37% of teachers teach profiles related to the engineering sector. The business, retail and law sector accounts for the next largest group of teachers (18%); 9% teach an ICT-related subject; 6% teach a health-related subject; 5% teach a manufacturing-related subject. Initial teacher training is a major concern in Kosovo. Only 35% of vocational teachers have completed initial teacher education, 34% are in the process of training and preparation, while 30% did not complete initial education and are not in training. Many Kosovan vocational teachers have little or no pedagogical preparation. This gap should be addressed by CPD for existing teachers and through initial education for those studying at university to become teachers.

Three quarters (75%) of VET principals are male, while 61% are over the age of 50. The qualitative interviews with stakeholders point to political influence in nominating school management staff.

4. SCHOOL GOVERNANCE

Management and leadership

The survey gives an overview of the composition of the school management team.

TABLE 4.1 WHO PARTICIPATES IN THE SCHOOL MANAGEMENT TEAM?

	Yes (%)	No (%)	Responses
You, as principal	100	0	42
Vice/deputy principal or assistant principal	53	48	40
Financial manager	48	53	40
Department heads	93	7	42
Teachers	98	3	40
Representative(s) of the school	90	10	41
Parents or guardians	93	7	41
Students	95	5	41
Other	59	41	39

In general, principals in vocational schools do not believe that they or their governing bodies have responsibility with respect to staffing, the programmes offered, salary or budgetary decisions. Even with respect to admissions, only a minority identify themselves as responsible. The majority of principals regard the municipality or national authorities as responsible for most issues. Principals are more likely to claim responsibility for matters relating to students. The key issues that are mainly delegated to teachers are assessment and learning materials.

TABLE 4.2 WHO HAS RESPONSIBILITY FOR DECISION MAKING ON VARIOUS MATTERS? (N=49) (%)

	You, as principal	Other members of the school management team	Teachers (not as a part of the school management team)	School (governing board)	Local (municipality, regional, state, national or federal) authority
Appointing or hiring teachers	20	6	6	4	90
Dismissing or suspending teachers from employment	20	2	2	10	90
Establishing teachers' starting salaries, including setting pay scales	2	0	0	2	92
Determining teachers' salary increases	2	0	0	0	92
Deciding on budget allocations within the school	20	12	0	37	55
Establishing student disciplinary policies and procedures	43	20	22	41	37

	You, as principal	Other members of the school management team	Teachers (not as a part of the school management team)	School (governing board)	Local (municipality, regional, state, national or federal) authority
Establishing student assessment policies, including assessments	16	22	51	6	31
Approving students for admission to the school	41	29	18	24	47
Choosing which learning materials are used	8	16	59	14	39
Determining course content, including curricula	14	10	27	12	73
Deciding which courses are offered	20	10	14	14	55

TABLE 4.3 FREQUENCY OF FUNCTIONS CARRIED OUT BY PRINCIPALS (N= 45) (%)

	Never or rarely	Sometimes	Often	Very often
I collaborated with teachers to solve classroom discipline problems	0	9	44	47
I observed instruction in the classroom	2	27	60	11
I took actions to support cooperation among teachers to develop new teaching practices	0	20	71	9
I took actions to ensure that teachers take responsibility for improving their teaching skills	0	18	62	20
I took actions to ensure that teachers feel responsible for their students' learning outcomes	0	7	69	24
I provided parents or guardians with information on the school and student performance	0	24	62	13
I checked for mistakes and errors in school administrative procedures and reports	0	22	51	27
I resolved problems with the lesson timetable in this school	2	22	40	36
I collaborated with principals from other schools	4	18	60	18

Most principals claim that decision making is shared with other key stakeholders: teachers, parents, students.

Almost all (96%) respondents confirm that their schools have school boards. The survey provides evidence of the extent to which various stakeholders are represented: teachers are represented on 100% of boards; members of the school management team are represented on 73% of boards; school administrative personnel are represented on 30% of boards; parents and students are represented on 100% of boards; trade unions are represented on 23% of boards; representatives of the business community sit on 65% of boards; and 'others' are represented on 10% of boards.

FIGURE 4.1 ROLE OF KEY STAKEHOLDERS IN DECISION MAKING IN VOCATIONAL SCHOOLS (%)
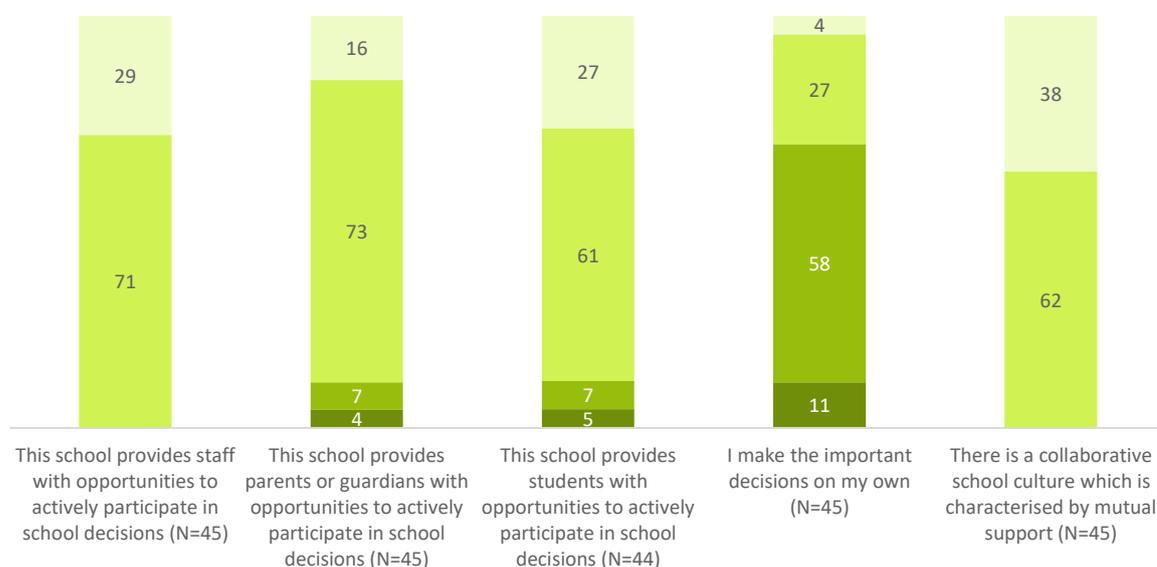
Regarding the question about the factors limiting their effectiveness, the responses of school principals are given in Table 4.4.

TABLE 4.4 EXTENT OF THE FOLLOWING FACTORS LIMITING THE EFFECTIVENESS OF SCHOOL MANAGEMENT (N=44)

	Not at all (%)	Very little (%)	To some extent (%)	A lot (%)	Responses
Inadequate school budget and resources	2	14	45	39	44
Government regulation and policy	5	7	58	30	43
Teacher absenteeism	23	35	26	16	43
Lack of parent or guardian involvement and support	9	20	52	18	44
Teachers' career-based wage system	14	20	43	23	44
Lack of opportunities and support for my own professional development	19	30	35	16	43
Lack of opportunities and support for teachers' professional development	9	30	37	23	43
High workload and level of responsibilities in my job	18	11	55	16	44
Lack of shared leadership with other school staff members	25	43	23	9	44

According to VET principals, the inadequate school budget and resources, government regulation and policy, a career-based wage system for teachers, a lack of opportunities and support for professional development and lack of parent or guardian involvement and support are the main factors limiting the effectiveness of school management.

Appraisal of teachers

Figure 4.2 shows that the appraisal of teachers is largely the responsibility of principals and, to some extent, mentors and other members of the school management team. Formal inspection by regional inspectors is a requirement but this is said to address mainly administrative issues rather than evaluating the quality of teaching and learning.

FIGURE 4.2 FORMAL APPRAISAL OF TEACHERS

	Never	Less than once every two years	Once every two years	Once per year	Twice or more per year
External individuals or bodies (N=43)	19	19	19	35	9
Teachers (N=43)	63	7	2	23	5
Assigned mentors (N=43)	37	14	2	42	5
Other members of the school management team (N=43)	28	9	5	42	16
You, as principal (N=44)	2	5		59	34
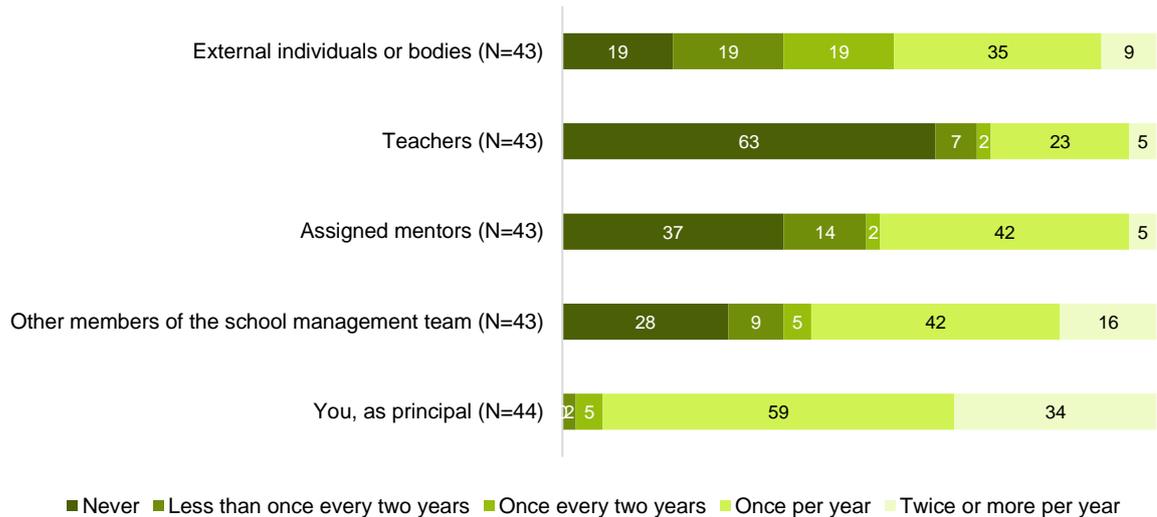
Table 4.5 indicates that external evaluators only rarely use evidence to appraise teachers. Direct observation, for example, is mainly used by principals or other members of management. Mentors do not frequently undertake observation. The results of student assessment are reported to be used by other teachers in about 40% of schools.

TABLE 4.5 WHO PERFORMS TASKS AS PART OF TEACHER APPRAISAL IN VOCATIONAL SCHOOLS? (N=49) (%)

	External individuals or bodies	You, as principal	Member(s) of school management team	Assigned mentors	Other teachers (not a part of the management team)
Direct observation of classroom teaching	12	63	18	22	8
Student surveys about teaching	4	16	16	14	10
Assessments of teachers' content knowledge	10	41	22	20	8
Analysis of students' test scores	8	16	20	16	47
Discussion of teachers' self-assessments of their work (e.g. presentation of a portfolio assessment)	2	39	29	18	20
Discussion about feedback received by parents or guardians	2	53	39	8	29

Table 4.6 explores how schools act upon the results of teacher appraisal. In 50% of schools, a follow-up discussion always takes place and this is common in another 39% of schools. Other than that, however, little action is taken – whatever the result of the appraisal.

TABLE 4.6 ACTIONS TAKEN IN SCHOOLS TO FOLLOW UP A TEACHER APPRAISAL (N=44)

	Never (%)	Sometimes (%)	Most of the time (%)	Always (%)	Responses
Measures to remedy any weaknesses in teaching are discussed with the teacher	0	11	39	50	44
A development or training plan is developed for each teacher	9	61	16	14	44
If a teacher is found to be a poor performer, material sanctions such as reduced annual increases in pay are imposed on the teacher	65	28	7	0	43
A mentor is appointed to help the teacher improve his/her teaching	40	35	12	14	43
There is a change in a teacher's work responsibilities (e.g. increase or decrease in teaching load or administrative / managerial responsibilities)	33	60	2	5	43
There is a change in a teacher's salary or payment of a financial bonus	77	21	2	0	43
There is a change in the likelihood of a teacher's career advancement	49	37	14	0	43
Dismissal or non-renewal of contract takes place	61	36	2	0	44

Table 4.6 provides evidence that school management does not possess sufficient autonomy to implement measures to address poor or outstanding teacher performance.

Table 4.7 shows principals' responses concerning cooperation between their staff and with their local communities. Principals are more likely to judge cooperation and shared culture as strong rather than very strong. Principals are particularly doubtful that there is strong cooperation with local businesses.

TABLE 4.7 JUDGEMENTS OF PRINCIPALS ABOUT OPENNESS, CULTURE AND COOPERATION IN THEIR SCHOOLS (N=44) (%)

	Strongly disagree	Disagree	Agree	Strongly agree
The school staff share a common set of beliefs about schooling and learning	2	7	75	16
There is a high level of cooperation between the school and the local community	0	7	82	11
School staff have open discussions about difficulties	0	0	71	30
There is mutual respect for colleagues' ideas	0	2	77	21
There is a high level of cooperation between the school and local business	2	27	55	16
The relationships between teachers and students are good	0	0	77	23

According to principals in almost all VET schools in Kosovo, the shortage or inadequacy of instructional materials (e.g. textbooks) and library materials poses a challenge for the provision of quality instruction (see Table 4.8).

MEST has reached agreements with certain neighbouring countries to use and adopt their existing instructional materials, and several donors have already developed materials for particular schools and profiles. Nevertheless, the survey implies that the majority of schools still do not possess adequate instructional materials. Inadequacy or shortage of computers is a major hindrance in 41% of schools (and an issue in another 41% of schools); insufficient internet access is a major hindrance in 34% of schools, and an issue in 43% of vocational schools.

TABLE 4.8 WHAT FACTORS HINDER YOUR SCHOOL FROM PROVIDING QUALITY INSTRUCTION? (N=44) (%)

	Not at all	Very little	To some extent	A lot
Shortage of qualified and/or high-performing vocational teachers	30	32	36	2
Shortage of teachers with competence in teaching students with special needs	27	25	25	23
Shortage of general subject teachers	61	25	11	2
Shortage of practical instructors	30	27	32	11
Shortage or inadequacy of instructional materials (e.g. textbooks)	0	7	36	57
Shortage or inadequacy of computers for instruction	7	11	41	41
Insufficient internet access	9	14	43	34
Shortage or inadequacy of computer software for instruction	11	11	48	30
Shortage or inadequacy of library materials	5	7	45	43
Shortage of support personnel	16	23	41	20

The absence of certain kinds of teachers and instructors is identified as an issue, but only to some extent. However, the shortage of special needs teachers is a critical issue in 23% of vocational schools.

According to 44% of principals, there are unjustified absences by students daily; 28% say that there is some lack of punctuality by students every day. These are relatively high levels and deserve further investigation.

TABLE 4.9 ISSUES RELATED TO STUDENT BEHAVIOUR IN VOCATIONAL SCHOOLS (N=43)

	Never (%)	Rarely (%)	Monthly (%)	Weekly (%)	Daily (%)	Responses
Arriving late at school	5	40	7	21	28	43
Absenteeism (i.e. unjustified absences)	2	21	12	21	44	43
Cheating	21	74	2	2	0	42
Vandalism and theft	47	51	0	2	0	43
Intimidation or verbal abuse among students (or other forms of non-physical bullying)	33	65	0	2	0	43
Physical injury caused by violence among students	30	70	0	0	0	43
Intimidation or verbal abuse of teachers or staff	50	50	0	0	0	42

Conclusions

In general, principals of vocational schools believe that they or their governing bodies have no responsibility with respect to staffing, offering or withdrawing courses, or with respect to any salary or budgetary decisions. Only a minority of principals identify themselves as responsible for admissions. Only very limited authority is delegated by principals to other teachers. Most principals claim that decision making is partly shared with other key stakeholders: teachers, parents or students. Most schools have school boards and businesses are represented on 65% of them. According to VET school principals, the main factors limiting the effectiveness of school management are inadequate school budget and resources, government regulation and policy, teachers' career-based wage system, lack of opportunities and support for professional management development, and lack of parent or guardian involvement and support.

Teaching performance is monitored through direct observation by principals or other members of management. Mentors do not frequently observe teachers. A follow-up discussion always takes place after appraisal in 50% of schools. Other than that, however, little or no action is taken – whatever the result of the appraisal. Many principals doubt that there is strong cooperation with local businesses. In almost all VET schools in Kosovo, the shortage or inadequacy of instructional materials and books is said to significantly hinder the quality of instruction. Inadequacy or shortage of computers is a major hindrance in 41% of schools (and an issue in another 41% of schools) while insufficient internet access is a major hindrance in 34% and an issue in 43% of vocational schools. The shortage of special needs teachers is a critical issue in 23% of vocational schools.

According to 44% of school principals, there are unjustified student absences daily; 28% say that there is some lack of punctuality by students every day. These rates represent relatively high levels and deserve further investigation.

Issues and recommendations

Issues	Recommendations
There is limited autonomy for principals and governing boards with respect to staffing, course decisions, salary or budgetary decisions.	There should be more autonomy for principals and governing boards with respect to staffing, salary and incentives.
Inadequate school budget and resources, government regulation and policy, teachers' career-based wage system, a lack of opportunities and support for CPD and a lack of parent or guardian involvement and support are the main factors limiting the effectiveness of school management.	There should be a new formula for financing VET schools, taking into account the specifics of different profiles, identifying a budget for CPD and delegating more autonomy to school management.
Mentors do not frequently undertake observation.	The role of mentors should be strengthened and mentorship should be used more widely.

5. APPROACHES TO TEACHING AND LINKS TO THE WORKPLACE

Teaching

The survey explores what kinds of teaching methods teachers are using.

TABLE 5.1 HOW FREQUENTLY DO YOU USE THE FOLLOWING DIFFERENT TEACHING METHODS?

	Never or almost never (%)	Occasionally (%)	Frequently (%)	In all or nearly all lessons (%)	Responses
I present a summary of recently learned content	3	21	44	32	574
Students work in small groups to come up with a joint solution to a problem or task	1	24	59	16	581
I give different work to the students who have difficulties learning and/or to those who can advance	1	28	54	16	573
I refer to a workplace problem to show how knowledge or skills can be applied	1	11	52	36	575
I let students practise similar tasks until I know that every student has understood the subject matter	2	22	47	29	575
I check my students' exercise books or homework	1	14	43	42	583
Students use ICT for projects or class work	7	36	39	19	583
I demonstrate practical tasks to students who then carry out the same practical tasks	0	9	46	45	584
Students learn theory and also use that knowledge to solve practical problems within one lesson	1	12	47	40	580
I plan lessons so that when students learn new theory or knowledge they also apply that theory or knowledge to work-like tasks (work practice)	1	6	45	48	579
I use digital technology to prepare or find instructional materials	2	18	45	34	581
I use video in my teaching	16	39	33	12	582

VET teachers in Kosovo say that they use both traditional and modern teaching methods. About one third of teachers say that they always or nearly always present summaries or demonstrate skills but this does not mean that they do not use other pedagogies as well. Of 579 respondents, 48% of them say that they plan all or nearly all lessons so that students learn new theory and apply that knowledge in work practice or to solve problems (40%). Approximately 40 to 59% of around 575 respondents frequently or always use progressive approaches, such as group work and differentiated work for students.

It is less common for students to use ICT in class (19% use it frequently or always) although 34% of teachers say they use ICT frequently or always to prepare instructional materials. The absence of equipment or expertise explains these figures.

Links to the workplace

Figure 5.1 shows the responses given with regard to the relation between school learning and the workplace for students.

FIGURE 5.1 HOW WELL DO THE FOLLOWING STATEMENTS DESCRIBE THE RELATION BETWEEN SCHOOL LEARNING AND THE WORKPLACE FOR YOUR STUDENTS? (%)
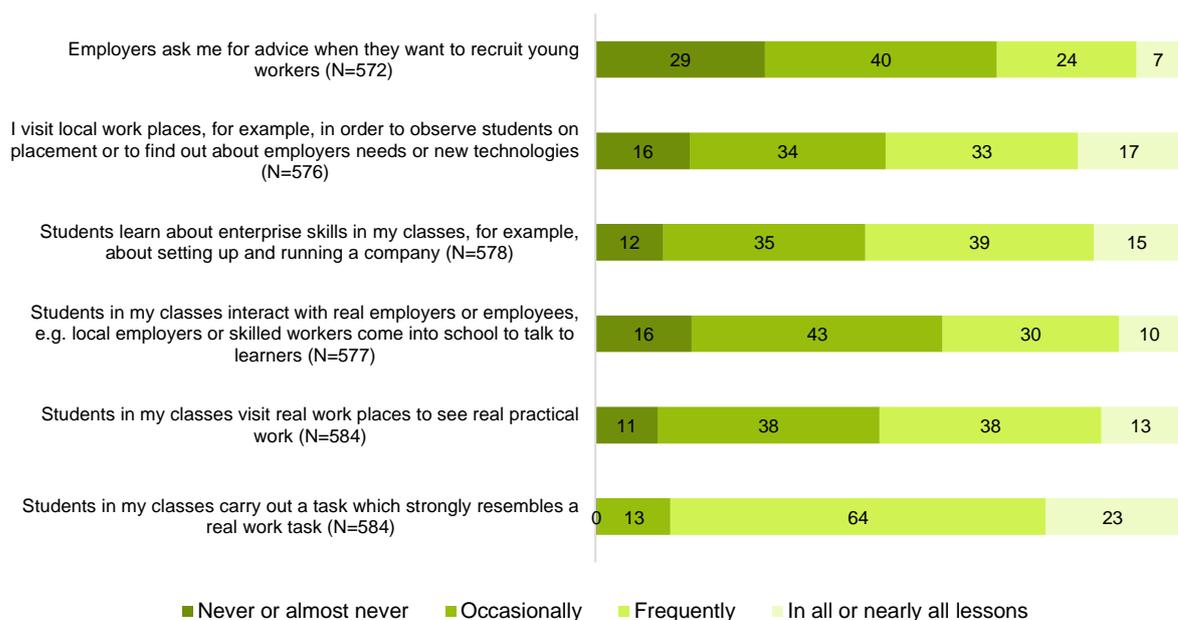
Figure 5.1 shows that most teachers simulate work tasks in the classroom frequently or always. However, direct interactions with employers are less common: 50% of vocational teachers claim to make regular visits to the workplace and 51% say that their students frequently visit workplaces. Less than half (40%) say that students frequently or always interact with employers; 31% say that employers are frequently in contact with them with respect to recruitment. It is clear that many vocational teachers and students have little direct interaction with employers and therefore they do not benefit from an up-to-date understanding of or social contact with the world of work.

Work-based learning

VET students are obliged by the official guidebook for professional practice to spend a specified number of hours in the workplace. This work-based learning is organised by the school. In the survey, 576 respondents provided the following information with regard to work-based learning:

■ 40% of teachers say that all their VET students have work placements lasting at least 10% of their entire programme;
■ 19% of teachers say that most students have placements in workplaces lasting less than 10% of their entire programme;
■ 42% of teachers say that some of their students have placements in the workplace.

These figures suggest that a significant minority of Kosovan vocational students do benefit from a significant period of work-based learning.

Behaviour or motivation of students

Over half (56%) of teachers report that they enjoy teaching. One quarter (25%) say that most students are highly motivated in all or almost all classes and 64% in most of their classes. From the answers presented, it is evident that vocational teachers generally encounter motivated students and enjoy the teaching process with their students.

Curriculum

The curriculum is the main guide for teaching although significant groups of teachers say that they are also guided by the needs of employers and by assessment.

Almost three quarters (73%) of respondents say that teaching and planning is always or nearly always guided by the published curriculum; 84% of VET teachers always prepare their teaching plan based on the national curriculum. Just over one third (36%) of teachers say that they always experiment with different methods of teaching and learning to see what works best while 52% say they do this frequently. Exams and assessment are a focus for teaching for 35% of teachers always and 46% frequently. Almost half (44%) of teachers say that their teaching is always shaped by what they believe employers require; 47% of teachers say that this is frequently the case.

This last result raises concern for those profiles where the curriculum is not closely connected to labour market needs and it suggests that some teachers do not have a good knowledge of employers' needs or assessment demands.

Educational resources

The results of the survey indicate that 62% of teachers have frequent access or full access to appropriate materials in nearly all lessons but 38% of students have no access or only occasional access to appropriate resources.

Some 38% of teachers identify a lack of the appropriate tools and equipment needed to learn practical skills and 46% report an absence of sufficient consumables to develop practical skills. About half of vocational teachers report insufficient access to reliable and appropriate computer hardware, software and internet that will allow them to use digital technology in their respective subjects. Only around 20% of students always or frequently use digital learning environments such as Moodle or Sakai.

This data does not reveal how much progress has been made in the last two years. In recent years, MEST invested a lot in developing digital content for pre-university education and the digital *Matura* (the standardised test required to graduate from upper secondary schooling) and in training teachers to use digital technologies.

Assessment

The survey shows that the vast majority of vocational teachers use multiple methods to assess what students have learned. Around 90% of teachers frequently or always use their own assessment tools and standard tests and observe student practice. Teachers are less likely to encourage peer assessment between students (78% frequently or always) or to use assessment to set different work for students (64% frequently or always). Making better use of assessment data appears to be a priority for Kosovan VET teachers.

Teacher self-efficacy

The results of the survey on teachers' perceptions of their own efficacy are given in Table 5.2.

TABLE 5.2 IN YOUR TEACHING, TO WHAT EXTENT ARE YOU ABLE TO ACHIEVE EACH OF THE FOLLOWING RESULTS?

	Not at all (%)	To some extent (%)	Quite a bit (%)	A lot (%)	Responses
Get my students to believe they can do well in school work	0	16	22	62	576
Help my students value learning	0	13	22	64	580
Prepare good questions for my students	0	8	14	78	581
Control disruptive behaviour in the classroom	0	8	9	83	580
Motivate students who show little interest in school work	2	6	12	80	584
Help my students to understand what real work is like in my vocational branch	0	5	14	81	582
Get students to follow classroom rules	0	5	10	85	585
Help students to develop a commitment to working in my vocational branch	1	10	28	60	580
Provide an alternative explanation if, for example, students are confused	0	7	21	72	579
Give my students the practical skills they will need in the workplace	1	6	19	74	581
Give my students up-to-date knowledge relevant to my vocational branch	0	10	19	71	579

Almost 80% of teachers highly rate their efficacy in the following domains:

- They motivate students to believe that they can do better in school and work.
- They are well prepared and prepare good questions for their students, which are based on learning outcomes.
- They are able to control disruptive behaviour in the classroom.
- They help students to understand real work in their respective vocational branch.

On the other hand, only around 60% of teachers rate highly their own capacity to help students develop a vocational commitment, to succeed and to value learning.

Of course, the findings of the survey should be considered in relation to other evidence, for example concerns raised by employers about the competences of graduates from the VET system (Likaj and Soonefield, 2016).

Career and job satisfaction

The survey suggests that the majority of teachers are satisfied rather than very satisfied with their career as teachers. Very few regret having chosen to become a teacher. More constructively, 46% strongly agree that they continue to improve and learn; 39% strongly believe that they have opportunities to progress. However, 42% believe that teachers are not valued in Kosovo. The evidence indicates that it is wrong to generalise about teachers in Kosovo – we should recognise that between 40% and 50% of vocational teachers are very positive about their careers and are ambitious and enthusiastic about their own professional development.

FIGURE 5.2 HOW STRONGLY DO YOU AGREE OR DISAGREE WITH THE FOLLOWING STATEMENTS ABOUT YOUR JOB? (%)
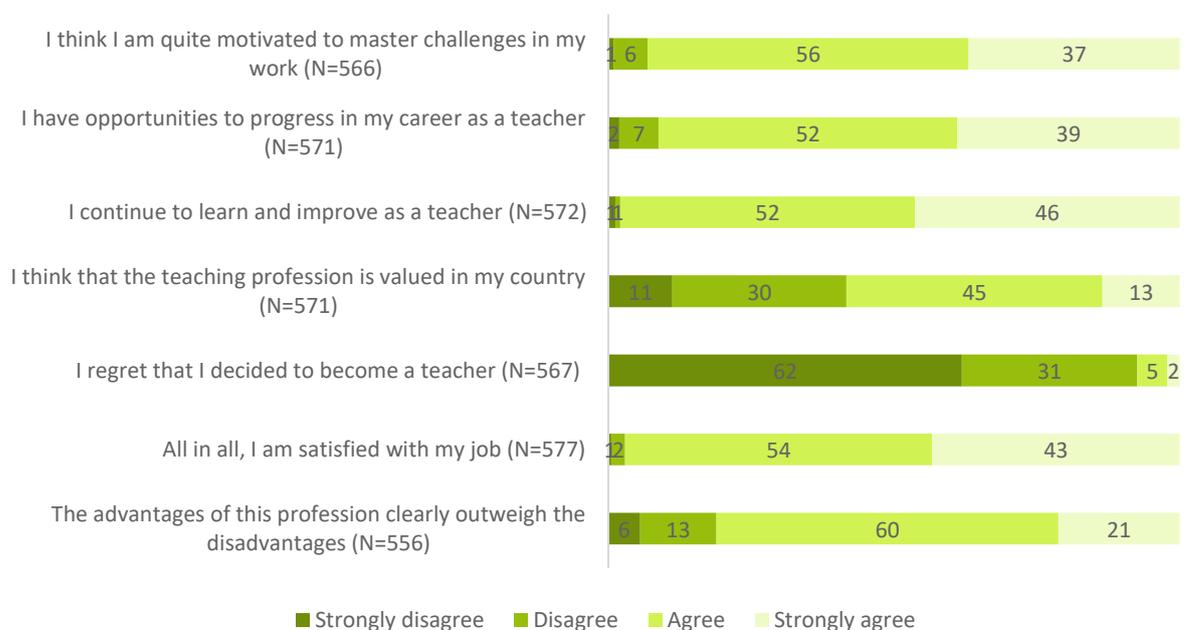
Conclusions

VET teachers in Kosovo say that they use traditional and modern teaching methods. Approximately 40 to 59% of teachers frequently or always use progressive approaches, such as group work and differentiated work for students. It is less common for students to use ICT in class (19% use it frequently or always) although 34% of teachers say they use ICT frequently or always to prepare instructional materials. Most teachers declare that they are frequently or always able to simulate work tasks in the classroom. However, direct interactions with employers are unusual for about 50% of teachers and lecturers so they cannot benefit from an up-to-date understanding of or social contact with the world of work. However, around 40% of Kosovan vocational students benefit from a significant period of work-based learning. The survey suggests that the teachers encounter motivated students and enjoy the teaching process with their students.

The official curriculum is the main guide for teaching although significant groups of teachers say that they are also guided by the needs of employers and by assessment needs. Around 50% of teachers report the lack of sufficient consumables to develop practical skills and insufficient access to reliable and appropriate computer hardware, software and internet in order to enable them to use digital technology in their teaching. Around 40% of teachers identify the lack of appropriate tools and equipment and lack of textbooks as a hindrance.

Teachers rate their own efficacy highly with respect to their own teaching and control of behaviour. They are less confident in their ability to develop a vocational commitment in students and help them to value learning.

The survey suggests that the majority of teachers are satisfied rather than very satisfied with their career as teachers. However, 42% believe that teachers are not valued in Kosovo. The evidence indicates that some 40 to 50% of vocational teachers are very positive about their careers and are ambitious and enthusiastic about their own professional development.

Issues and recommendations

Issues	Recommendations
Some 50% of teachers and students lack direct interactions with employers.	A work-based learning coordinator should be appointed in VET schools to support close cooperation with local businesses and other stakeholders.
Some 50% of teachers and students lack books, consumables and equipment (including IT).	Identify and prioritise needs for resources through consultation with schools and teachers. Make improved use of existing resources and plan cost-effective ways of meeting gaps. Identify and assign budgets.
While between 40 and 50% of vocational teachers are very positive about their careers and are ambitious and enthusiastic about their own professional development, there is a significant proportion of teachers who are only moderately satisfied.	Ambitious teachers should be empowered to contribute to and lead improvements in teaching, developing new instructional materials and links with employers by giving them additional responsibilities, salary incentives, special status or by involving them in projects.

PART 2. PROFESSIONAL DEVELOPMENT OF VOCATIONAL TEACHERS

6.   POLICY AND IMPLEMENTATION

The policy and regulatory framework for CPD in Kosovo is defined in several legal, sublegal and strategic documents.

The legal framework

The legal framework for general education consists of laws, administrative instructions and national strategies.

Laws

- Law on Pre-School Education
- Law on Pre-University Education
- Law on VET
- Law on National Qualifications
- Law on Education in the Municipalities of Kosovo
- Law on Inspection of Education 2004/37

Administrative Instructions (AIs)

- AI 14/2018 –Teacher Performance Assessment
- AI 3/2017 – State Council for Teacher Licensing
- AI 5/2017 – Career Licensing and the Career Development System
- AI 6/2017 – Criteria and Procedures for Approved Programmes for Teachers' and Education Workers' Professional Development
- AI 5/2015 – Teachers Normative
- AI 25/2014 – Licensing of Teachers
- AI 14/2013 – Evaluation of Teacher Performance
- AI 15/2013 – Funding of Teacher Professional Development
- AI 15/2013 – Implementation of Teacher Professional Development
- AI 04/2010 – Criteria and Procedures for Accreditation of Programmes for Teacher Professional Development

Since the previous report published in 2015, several documents on teacher training and CPD have been approved.

- Strategic Framework for CPD Kosovo
- Administrative Instruction on Career Licensing and the Career Development System
- Administrative Instruction on Criteria and Procedures for Approved Programmes for Teachers' and Education Workers' Professional Development
- Administrative Instruction on the Evaluation of Educational Institutions' Performance in Pre-University Education
- Administrative Instruction on the State Council for Teacher Licensing

Kosovo education strategic plan 2017–2021

In the context of building a sustainable professional development system for teachers, important steps have been made in establishing suitable mechanisms. A total of 147 different professional development programmes have been accredited.

In cooperation with its partners (AVETAE, the Kosovo Pedagogical Institute and a number of donors), MEST organises two types of training each year for all new VET teachers: 40 hours of professional didactics and 40 hours of methodics and didactics. News about CPD activities is communicated to schools either through the municipalities or through AVETAE or through the Kosovo Pedagogical Institute.

MEST has drafted regulations that will govern how it will delegate its central funds[3], although the funds are insufficient to cover the professional development needs at municipal and school level. This policy has not been implemented yet and no specific initiatives have been undertaken to define a local mechanism to ensure sustainable funding for professional development.

The main challenges are the:

- incomplete implementation of the teacher licensing system: there are still problems with performance-based assessment and licensing;
- limited offering in relation to the professional development required for teachers;
- lack of a strategy for implementing teacher performance assessment;
- lack of a coherent approach between the different phases of teacher development: 'pre-service', 'career start' and 'career development';
- weak systemic coordination between (1) the practical actions in teacher development and licensing, (2) the high standards of teaching, and (3) teacher career management

Strategic Priority 4 of the KES addressing teacher development[4] defines the following objectives:

- build a sustainable teacher professional development system as part of educational reform;
- implement the teacher performance assessment process;
- make the teacher licensing system fully functional;
- ensure quality preparation for pre-service teachers.

National development strategy 2016–2021

National Development Strategy interventions seek to increase the inclusion of children in pre-school institutions and improve the quality of teaching in primary and secondary education.

Concrete measures aim to:

- Review and complete the qualification process for teachers before they enter service. This involves a final national test for teachers and the development of a teacher licensing system.
- Optimise the quality of the existing cohort of teachers. The evaluation process will result in the early retirement of a number of teachers as well as the implementation of a requalification scheme for at least 500 teachers, who will be retained by the system. In parallel, a performance evaluation

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[3] AI 15/2013 – Financing for Teacher Professional Development.
[4] KESP 2017–2021, MEST.

system with a stronger connection to the pay system will be established for teachers, establishing accountability in terms of the quality of teaching.

■ Expedite the process of professional development for teachers, with a special focus on teachers in vocational schools and those teaching STEM subjects (science, technology, engineering and mathematics).

■ Expand the adoption of the new curriculum in the remaining schools. Simultaneously, carry out an assessment of the effectiveness of pilot schools (10%) and introduce systemic changes to the curriculum, as appropriate.

■ Review existing textbooks for suitability and develop new textbooks in accordance with expected learning outcomes. In line with the characteristic features of vocational education, basic textbooks will be developed for relevant profiles, along with other school materials.

■ Develop a teacher performance assessment system and a teacher grading system. The grading system will take into account qualifications, good performance and experience. Students' aptitude and inspection reports will be an essential part of the evaluation criteria.

■ Strengthen mechanisms of accountability and certification in the education system. This will allow schools and teachers to be held accountable and be rewarded for the quality of work, which will help to improve the quality of education.

■ Improve expenditure planning in the education system. This will allow savings to the state's budget and divert funding from areas of lower to higher priority.

The European Reform Agenda is a document developed by the government of Kosovo based on an agreement with the European Commission. Its aim is to maximise the economic and political benefits of the Stabilisation and Association Agreement. Improving the quality of education is a very important priority for the government of Kosovo. This falls under the area of education and employment and includes:

■ increasing attendance in pre-school education;

■ conducting an assessment/external evaluation and accelerating the implementation of new curricula, including new textbooks, in pre-university education;

■ establishing mechanisms to evaluate and enhance initial and in-service teacher-training programmes;

■ improving the overall quality of higher education;

■ fostering better links between higher education and the job market.

Applying and improving the teachers' career system with respect to VET is also referenced in Measure 18 of Kosovo's Economic Reform Programme 2017–2019 (Government of Kosovo, 2016).

Strategic framework for CPD Kosovo[5]

Teacher development has been one of the key priorities of the education system in Kosovo in recent years. In this regard, MEST has introduced a licensing system as one of the main mechanisms for driving teacher development and motivating improvements in performance. However, this model requires that professional development and licensing processes must be led by standards of good teaching. With this in mind, a Strategic Teacher Development Framework has been developed to set out the standards for a career-long teaching vocation (pre-service, introduction to the profession and career development), to develop competences at various stages of the teaching career and to guide stages of implementing the teacher development system throughout their careers. This framework is intended to establish a coherent relationship between career development, standards and quality.

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[5] Division for Professional Development of Teachers, MEST, Strategic Framework for CPD Kosovo, 2017.

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The framework is intended to be a living document and to complement new developments in the teacher development and licensing areas. There are numerous aspects of this important process to be developed or elaborated further.

Quality assurance strategy for Kosovo pre-university education 2016–2020

The goal of this strategy is to present a comprehensive quality assurance system in Kosovo's pre-university education sub-sector in order to contribute to the improvement of educational services and education results. Professional development for teachers should be linked to this quality assurance system. This strategy has four different components, represented by strategic objectives and measures that aim to achieve the following:

- building effective mechanisms for quality assurance;
- advancing development planning at school and municipal level;
- building quality assurance capacities at all levels;
- increasing the awareness of stakeholders regarding quality assurance.

The government still follows salary policies based on pre-service qualifications rather than performance. Such an approach is a major reason for non-implementation of the teacher licensing system as part of the quality assurance system. The system, which is already in place, grants a temporary licence and a regular licence to teachers. Those with temporary licences (about 14% of the current teaching force who are beginners) will need to meet qualification and training criteria to receive a regular licence or risk losing the right to teach. At the same time, teachers who hold a regular license can be promoted through five career grades. Teachers need to take training and receive at least one positive performance evaluation in a period of five years to move from one grade to another.

Teacher performance is to be appraised largely by the Education Inspectorate (which confirms teachers' promotions, downgrading or licence renewals). This represents a major challenge due to the limited capacity of this body. There are also issues in relation to the competence of other levels in carrying out their tasks in the performance appraisal process.

Although education inspectors carry out school visits and collect data on student performance in national tests, there is no school performance evaluation system that can reveal strengths and weaknesses in each school and lead to corrective action. Also, not all schools provide advisory services for teachers through pedagogues and psychologists, which limits the opportunities teachers have to ask for professional advice or feedback.

Implementation of licensing policy

Most teachers in secondary education (54%) are unqualified, as defined by AI 3/2017 (State Council for Teacher Licensing) and AI 5/2017 (Career Licensing and the Career Development System). Almost all studies confirm that the quality of education and teacher performance are the most important factors in improving student achievement. Studies carried out by development partners show that teacher performance is not at a satisfactory level. Most VET teachers have no teaching qualifications. It is generally accepted that most VET teachers lack pedagogical training, subject-specific practical training for VET and training related to specific requirements for competence-based curriculum implementation. This situation is made even more difficult due to the limited budget for CPD for teachers at municipal level.

In 2009, MEST launched the teacher licensing system as one of the priorities of KESP 2011–2016 and KESP 2017–2021. Inspection centres in all seven regions are trained to enter and manage the

database programme for the teacher licensing system. In 2017, over 1 200 teachers acquired a career licence. Between 2012 and 2017, up to 23 336 (96.55%) teachers were awarded a career licence.

The State Council for Teacher Licensing has developed a professional development and performance evaluation mechanism that will provide teachers with an opportunity to enhance their qualifications and move up the career ladder. Acting on recommendations by the council, MEST has established criteria and standards that a teacher must meet to obtain a licence. MEST established a licensing system to encourage unqualified teachers to qualify and qualified and licensed teachers to increase competences and qualifications. Based on AI 09/2014, all teachers, including VET teachers under the age of 51 are obliged to undertake in-service CPD.

The system, which is already in place, can grant either temporary or regular licences to teachers. The Teacher Training Division of MEST plans CPD continuously for all VET teachers, based on requests from VET schools. Since 2011, MEST has been developing a CPD catalogue with a list of training providers and programmes; this was updated in 2018.

Since 2013, when the process of teacher licensing began in Kosovo, there have been several categories of teachers in the teaching process, with employment contracts, and most of them are still waiting for a response regarding their licensing application. To date, there has been no answer or clarification with regard to how the licensing of these categories of teachers will be performed, so they have been in a very difficult situation. In 2015, the State Council for Teacher Licensing reviewed the Law on Pre-University Education and prepared a report for the Minister of Education, Science and Technology[6] to address the inclusion of these teachers[7].

Notwithstanding the adoption of legal acts and policies that govern teacher professional development, CPD still lacks genuine coordination and support for needs[8]. The training offering depends largely on the perception of MEST and MED officials, as well as on donors' priorities.

In September 2018, MEST issued a new AI (14/2018) for the purpose of adding a teacher performance assessment element to the teacher licensing system in Kosovo. The following are defined in this AI:

■ fields of teaching,
■ standards,
■ performance indicators,
■ assessment system for teacher performance,
■ providers of the assessment process,
■ the responsibilities of each stakeholder, e.g. MEST, Education Inspectorate, teachers, school principals, MEDs,
■ the assessment procedures for teacher performance,

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[6] State Council for Teacher Licensing, working report and recommendations for Minister of Education, Science and Technology, 2015.

[7] Teachers with three-year bachelor's degrees who work as class teachers or as teachers of civic education; teachers with four-year bachelor's degrees who work as class teachers or as teachers of civic education; graduate teachers of private higher education insitutions in teacher training programmes licensed by MEST before 2009: in some cases they are engaged in the teaching process and others are still waiting for answers from MEST/State Council for Teacher Licensing regarding the right to have a licence; graduate teachers of private higher education institutions in teacher training programmes that have been provided without the MEST license: some are engaged in the teaching process and some are still waiting for MEST/State Council for Teacher Licensing to provide an answer about their status.

[8] Implementation of the KESP in 2017; KEEN evaluation report.

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- performance levels,
- instruments for implementation,
- training programmes for CPD,
- types of licences and criteria for issuing licences, templates for assessing teacher performance.

In 2018, the Law on the Education Inspectorate 06/L–046 was approved in the Kosovan parliament. This law also deals with the assessment of teacher performance and the performance of school management[9]. The process of teacher performance assessment was launched by the Minister of Education, Science and Technology on 2 October 2018, initially as a pilot with 217 teachers. A total of 21 education inspectors are involved in this task in the Pristina, Prizren, Peja, Gjakova and Mitrovica regions. Four assessment methods will be used, including direct observation of teachers in the classroom. No clear action plan exists for the future development of this process or the number of VET teachers that will be part of the pilot performance assessment. Teacher licensing only applies to the career licence level, where an assessment of performance is not required. Although it was envisaged in the KESP 2017 action plan, the drafting of an AI on the harmonisation of grades with the wage system was not achieved due to a lack of budget. Wages continue to be increased in a linear manner. MEST has drafted an action plan on organising the licensing process. While no meetings had been held with teachers with regard to licensing as of June 2018, there are plans to hold meetings quite soon.

Development of capacity for CPD in Kosovo

In order to provide cost-effective CPD, centres for CPD were established in 23 municipalities by the Kosovo Education Centre in 2013. Teacher-training programmes have been developed and all partner municipalities developed three-year plans for CPD. Each school in partner municipalities nominated at least two members who have been trained to prepare a teacher-training plan for CPD.

However, completing professional development plans for schools remains a challenge. Only a negligible percentage of schools have teacher development plans in place. In order to advance the process, MEST has supported the establishment of 1 150 professional teams in schools. About 720 facilitators, trainers, mentors and evaluators were included in the training process. Members of school boards, including teachers, parents and school directors were also part of the training[10].

Initial teacher education

In 2015, AI 5/2015 was issued to regulate the selection and recruitment of VET teaching staff for VET theory and practice modules for all VET school profiles. This puts a lot of pressure on teaching staff and the system to meet new requirements, since the only higher education institution accredited by the Kosovo Accreditation Agency to qualify teachers is the Faculty of Education at the University of Pristina. To date, 10 master's degree programmes and 1 PhD degree programmes have been accredited but only 1 master's degree programme is for VET teachers and it has a limited number of training places. In June 2018, MEST issued a new AI (10/2018) to determine the rules for professional staff working in general education in pre-school, primary education, lower secondary, higher secondary, gymnasiums and student dormitories.

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[9] Law on the Education Inspectorate 06/L–46, 2018. See https://gzk.rks-gov.net/ActDetail.aspx?ActID=17744.
[10] MEST, JAR 2014, for PSAK 2011–2016.

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Functional review of the Ministry of Education, Science and Technology

In addition, a functional review of MEST was completed in January 2018 by the Project Preparation Facility for the Ministry of European Integration, funded by the EU Office in Kosovo. A functional reorganisation of MEST has been initiated in order to increase capacity and improve policy implementation (MEST signed the agreement with the EU Office on 2 July 2018 to start the implementation).

Conclusions

Education policy has progressed in Kosovo with the development of the Quality Assurance Strategy for Kosovo Pre-University Education 2016–2020, the Strategic Framework for CPD Kosovo, the National Development Strategy 2016–2021, KESP 2017–2021 and several regulating acts (AIs) that enable the implementation of the teacher licensing system and the career and professional development of teachers and education workers. The Strategic Teacher Development Framework has been developed to set out the standards for a career-long teaching vocation (pre-service, introduction to the profession and career development), to develop competences at various stages of a career and to guide stages of implementing the teacher development system throughout their careers. This framework is intended to facilitate a coherent relationship between career development, standards and quality.

The licensing process is ongoing: between 2012 and 2017, 23 336 (96.55%) teachers were awarded a career licence. To obtain a career licence, teachers must participate in CPD. The process of assessing teacher performance has not started yet. Moreover, no clear action plan exists for future development of this process. The harmonisation of career grades with the wage system has not taken place due to a lack of budget and so the career structure has not been implemented. There has been little progress with respect to initial education for VET teachers. A functional reorganisation of MEST has been agreed in order to increase the ministry's capacity to improve policy implementation.

Issues and recommendations

Issues	Recommendations
Teacher development is included in policy and strategy documents; however, CPD provision is not planned and coordinated in a way that helps to achieve the declared strategic objectives.	Review the concrete provision of CPD in order to see whether it is systematically contributing to strategic goals.
Licensing has progressed but may not be leading to improvements in the quality of teaching, greater respect for the profession or increased motivation.	Career licensing should be complemented by the implementation of a professional career system that will motivate teachers and raise their status. The value of the licensing process should be ensured.
Policy commitments have been made but, in some cases, have not led to concrete improvements, e.g. with respect to increased resources.	Policy formation and implementation should be better informed by evidence and by consultations with stakeholders.

7. ORGANISATIONS AND INSTITUTIONS THAT SUPPORT CPD IN KOSOVO

The organisations responsible for teacher professional development are MEST, MEDs and schools[11].

Ministry of Education, Science and Technology (MEST)

MEST's responsibilities include:

- determining purpose, guidance and programme quality standards based on the strategic framework
- supporting the development of new professional development programmes and setting standards for quality assurance and monitoring and evaluation of teacher professional development
- approving professional development programmes for the teacher licensing system
- developing teacher professional development plans for school calendar years
- drafting regulations and secondary acts on funding mechanisms for professional development
- ensuring delegation of municipal grants that meet the professional development needs of all teachers with regard to their career licences
- leading needs analyses for teacher professional development to monitor and evaluate training programmes
- developing national implementation reports for teacher professional development and utilising such data to determine needs and priority areas for professional development
- ensuring accountability mechanisms for municipalities in the provision of teacher professional development

According to the Law on Inspection of Education, inspections of schools are to be arranged in an annual cycle, with the possibility of special inspections under certain conditions established by the Inspection Department of MEST[12]. Inspectors help to monitor CPD as part of the licensing system: in 2014, seven inspectors from regional offices were trained to transfer training data to the training database.

However, current school inspections are mainly limited to ensuring compliance with laws, by-laws and administrative requirements in the context of school processes rather than evaluating the quality of teaching and learning. According to the Joint Annual Review of the implementation of the KESP (2013 and 2014)[13], school inspectors and middle management have limited experience in observing, monitoring and supporting teaching and learning in the classroom.

Municipal Education Directorate (MED)

MED's responsibilities include:

- requiring schools to conduct annual needs assessments with teachers
- requesting development of new teacher professional development programmes once common needs have been identified in a municipality

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[11] Division for Professional Development of Teachers, MEST, Strategic Framework for CPD Kosovo, 2017.
[12] Law on Inspection of Education 2004/37, MEST.
[13] Aide-Memoire from Joint Annual Review 2013, 2014; KESP 2011–2016, MEST.

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- enabling and supporting groups at school level or in several schools to conduct teacher professional development activities
- ensuring a professional development budget for all teachers at municipal level
- ensuring access to professional development for teachers
- monitoring and evaluating teacher professional development programmes
- reporting each year to MEST on teacher professional development outcomes

The Teacher Training Division of MEST organises its own in-service training programmes and cooperates with local and international NGOs to provide CPD to address new teaching and learning methodologies and also to support the implementation of new curricula. All proposed CPD must be approved by MEST before being offered to teachers and other school staff. The Law on Education in the Municipalities of Kosovo states that MEST is responsible for establishing and managing a general system of certification for all teachers in Kosovo. The municipalities, on the other hand, are in charge of supervision and inspection of the education process in accordance with guidelines established by MEST.

Role and responsibilities of the school

- Perform annual needs assessments for professional development.
- Conduct school-based professional development according to the applicable legal provisions and internal procedures.
- Support school-level CPD with staff meetings and professional development sessions.
- Prepare documentation and follow up on school-based certification to recognise CPD.

International donors

Various training sessions for VET teachers have been organised and funded by GTZ (GIZ), Swisscontact, EU KOSVET, Danida, LuxDev, the NQA and other donors.

Coordination

On paper, MEST, MEDs, VET schools and CPD providers should cooperate as follows:

- VET schools plan training needs on an annual basis and decide which teachers should participate in which programmes.
- MEST approves or rejects plans and selects the training provider (national or international).
- MEDs are responsible for coordinating the teacher-training providers that implement the teacher training.
- MEST and MEDs fund the CPD.

MEST (including the VET Division), NGOs, VET schools, MEDs and the Faculty of Education at the University of Pristina engage in ongoing consultation regarding the selection of CPD programmes. The responses from interviews suggest that these consultations are sometimes not effective since stakeholders do not have a shared understanding of CPD or of VET teachers' needs. The lack of advisory structures that would assist teachers and schools in improving their performance and the insufficient progress made in exercising the advisory role of the MEDs also undermine coordination (Anastasovska-Jankulovska, 2013).

Kosovo Pedagogical Institute (KPI)

The Kosovo Pedagogical Institute is a public research and scientific institution dealing with research, training, evaluations and innovations in the field of education. Its mission is to provide professional services for MEST and for educational institutions at all levels in Kosovo.

Up until now, the institute's role in the area of CPD has been very limited – it conducted some research to evaluate the influence of very specific CPD programmes. It was involved in joint activity with MEST to monitor the implementation of CPD programmes for the Kosovo Curriculum Framework.

The Kosovo Pedagogical Institute is also active in VET activities and has its own annual budget for CPD activities, which of course is not sufficient.

National Qualifications Authority (NQA)

The NQA is responsible for establishing and maintaining the national qualifications framework[14]. It also plays a significant role in the overall VET quality system. Moreover, the NQA, together with MEST and the Kosovo Accreditation Agency, regulates the awarding of qualifications and the accreditation of providers and institutions to assess and award qualifications. It is responsible for accrediting VET providers to deliver training; this includes assessment and awarding qualifications. The NQA is fully operational in terms of verifying occupational standards (86 have been developed and verified to date), validating qualifications at levels 2, 3, 4 and 5 of the national qualifications framework, and accrediting 50 providers in various training fields (e.g. mechanical engineering, automotive engineering, welding, ICT, foreign languages, business administration). The specialist VET schools known as centres of competence are also undergoing accreditation to be finalised in 2018 (two qualifications each).

The NQA, based on its annual plan and KESP 2016–2021, organises training for all VET institutions twice a year; a budget is allocated for this training. QA coordinators and heads of professional bodies and VET institutions form the NQA's target group. Attendance certificates are issued for participants once they have completed the training.

In order to improve the quality of VET provision, the NQA supports VET institutions in submitting their CPD policies as part of the accreditation process. This is not yet mandatory although it may become so in the future.

Agency for Vocational Education and Training and Adult Education (AVETAE)

AVETAE was founded by MEST on the basis of AI 14/2014. The agency's main activities are the planning, development, organisation, implementation, monitoring and improvement of the professional education and adult education system to support employability and the economic development of the country.

To date, AVETAE has been operating on a pilot basis. Its main contribution regarding CPD has been the following: training in methodics and didactics and professional didactics (189 VET teachers),

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[14] MEST, Law No 03/L-060, 2008.

training for the Curriculum Global for adult education (32 VET teachers and 33 VET trainers were trained between 2015 and 2017).

In 2016, AVETAE implemented an ETF project for CPD[15], which offered a professional training programme called AutoCAD® 3D Drawing and Modelling to teachers in vocational schools in Kosovo.

AVETAE plays an important role in CPD in the Centres of Competence, where it provides induction programmes for new staff, for example. It has a separate budget and cooperates with international donors to provide CPD for centres of competence when the opportunity arises. However, its budget is not sufficient to meet identified needs.

Faculty of Education at the University of Pristina

The Faculty of Education at the University of Pristina is the only institution accredited by the Kosovo Accreditation Agency to prepare pre-service and in-service teachers. It is a purely educational faculty, focusing on professional, practical and pedagogical work.

In cooperation with MEST, the faculty has supported a programme for the Advancement of Teachers qualification for teachers who have graduated from a two- or three-year higher pedagogical school programme with a 4-year bachelor's degree. Around 4 296 teachers have participated in this programme.

Ten new master's programmes are being developed as part of an EU/Tempus project, among them a master's for VET teachers (30 places) and a PhD programme (10 places, covering pre-university education). The master's for VET teachers started in October 2016 with limited training places (30+4 training places). There are 438 places at master's degree level for all education programmes[16]; it will therefore take many years if all VET teachers are to obtain master's level qualifications.

Conclusions

There has been little change in institutional responsibilities and functions since the last report in 2015. MEST, through the Teacher Training Division, has overall strategic and financial responsibility while the MEDs should have a coordinating role and delegated responsibility for funding. Schools should identify and communicate training needs and assign training to individual teachers. The Education Inspectorate is responsible for inspecting schools, and inspectors help to monitor CPD as part of the licensing system and the quality assurance system. AVETAE plays a role in supporting and coordinating CPD for six centres of competence. It provides some training programmes by cooperating with donors. In addition, AVETAE offers a supplementary pedagogical programme nationally for beginning vocational teachers.

Currently, no organisation has responsibility for leading, coordinating and making coherent CPD for vocational teachers. Key actors – MEST, the Council for Higher Education, the State Council for Teacher Licensing and schools – accept that they are not well coordinated[17]. In consequence, it is difficult to ensure that decisions about recognition, provision and allocation are made rapidly and consistently. Neither employers nor employers' organisations contribute to the shaping or provision of

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[15] The joint AVETAE/ETF CPD project was entitled 'Capacity building of VET teachers through new technological applications'.

[16] This data is taken from https://uni-pr.edu/desk/inc/media/0AB3D39B-0081-4684-8819-4CF0E4C3D050.pdf, published by www-uni-pr.edu in September 2018.

[17] This finding was confirmed during the workshop held on 19 December 2018.

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CPD for vocational teachers. According to some interviewees, some organisations are unable to fully exercise their functions. For example, the MEDs do not obtain delegated funding, the schools are unable to obtain training programmes that would fulfil their training plans and the Education Inspectorate does not judge the quality of teaching and learning.

Organisations and institutions that support CPD in Kosovo have limited experience and capacity (in terms of human resources and budget) when it comes to providing specialised CPD for VET teachers. CPD targeted at VET teachers is delivered by NGOs, supported by donors and regulated by MEST. Training is organised for VET teachers by EU KOSVET, GTZ (GIZ), Swisscontact, Danida and LuxDev.

The Faculty of Education at the University of Pristina currently offers a master's degree for VET teachers; however, participation is relatively low.

Issues and recommendations

Issues	Recommendations
Employers do not contribute to CPD for vocational teachers.	Include industrial bodies, business associations and private sector representatives in the process of identifying training needs and designing and validating programmes and provision.
There is a lack of communication and coordination between different bodies contributing to CPD for vocational teachers.	MEST should put in place a process for greater coordination at strategic and operational level between all those organisations contributing to or regulating CPD for VET teachers. This might be achieved through an enhanced role for AVETAE or through the Teacher Training Division or through an inter-agency body.
The organisation of CPD is not informed by a training needs analysis.	Decisions by MEST about which CPD programmes to approve and to fund should take into account needs analysis and planning, conducted by schools and informed by consultations with other stakeholders.
MEDs are not exercising their responsibility to fund and coordinate CPD.	MEDs should be helped to review their functionality: either they should be provided with more resources or their responsibilities should be reduced.
There are insufficient providers of specialist CPD for vocational teachers and insufficient provision.	Partnerships could develop the existing contributions of centres of competence, the University of Pristina, private training providers and NGOs, within and outside of Kosovo, to increase the range, inclusivity, sustainability and quality of CPD provision.
CPD is not tailored to support the career structure envisaged by the licensing system.	Design and offer CPD that supports progression through the career structure and complements the performance appraisal process.

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8. DESIGN, QUALITY ASSURANCE AND FUNDING

CPD providers are responsible for designing CPD programmes, but programmes and providers must be accredited and formally recognised by MEST. CPD programmes should be designed based on the needs of VET teachers, schools, employers, curricula and national priorities.

MEST aims to create a regulatory framework that serves to match CPD to training needs through AIs, accrediting institutions and providers, training programmes and also by compiling a training catalogue. A licensing database identifies which CPD and qualifications contribute to licensing[18].

Early in the calendar year, MEST is required to publicly call for training providers and organisations to apply for approval for training programmes that meet the needs of national policies, educational reform priorities, the teacher licensing system and teachers' professional development needs.

Providers may include higher education institutions, various institutes such as the Kosovo Pedagogical Institute, various MEST-accredited NGOs and individual trainers accredited and engaged by MEST. MEST should collaborate with MEDs, regional didactic centres and schools in order to accredit proposed CPD. The State Council for Teacher Licensing is operational and is composed of different stakeholders, some of whom are technical experts, but VET is not represented. Some hope is provided by the changes due in the organisational structure of MEST, in which the VET Division will be promoted to the VET Department.

The Teacher Training Division in MEST recently published a catalogue of training providers. The catalogue contains general information about training providers and specific descriptions of the training programmes they offer, based on the template and requirements specified by MEST. The programme descriptions cover the type of programme, provider, duration, beneficiaries, expected outcomes, content, methodology and certification process. All this information is very important because of the process of licensing, re-licensing or career development of teachers. Teachers must provide evidence of successful completion of the basic and complementary CPD programmes for their professional development based on the requirements and criteria defined by AI 5/2017 (Career Licensing and the Career Development System). The contents of the training programmes will help teachers identify which programmes they should attend for CPD in order to meet teaching standards that have been defined in the Strategic Framework for CPD Kosovo.

In 2017, 7 NGOs were accredited as training providers, and 17 new in-service teacher-training programmes and 10 teacher-training programmes run by the USAID-funded Basic Education Programme were re-accredited. The total number of accredited teacher-training programmes is 31. The total number of certified trainers is around 723.

Some providers recently adopted an alternative quality assurance system, developing occupational standards and qualifications based on teaching standards in order to obtain validation for qualifications and accreditation of the provider institutions from the NQA. The GIZ project Youth Employment and Skills has also adopted this quality assurance approach, gaining accreditation for qualifications for in-company trainers and work-based instructors through the Kosovo Qualifications Framework. This is a significant step towards the implementation of a systematic qualifications framework in Kosovo. However, even if qualifications are currently accredited within the national qualifications framework

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[18] Division for Professional Development of Teachers, MEST, Strategic Framework for CPD Kosovo, 2017.

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they must still be recognised by the State Council for Teacher Licensing if they are to be recognised for licensing purposes.

Another issue raised by stakeholders is that many VET teachers have participated in CPD programmes offered jointly by MEST's Teacher Training Division together with donors like EU KOSVET, GIZ, Swisscontact and Danida. It appears that prior to 2010 only the EU KOSVET training programmes were recognised. As a consequence, these training programmes are not formally recognised for the purposes of licensing. This is perceived by some stakeholders as unjust.

Funding

Some CPD activities are financed by the MEST budget (Teacher Training Division) and to a lesser extent by MEDs. However, CPD for VET teachers is mostly funded by donors. In the last two years the situation has started to change: teachers are becoming more interested in financing or co-financing their CPD activities given that they must engage in CPD to hold a teaching licence or to get promoted.

MEST, in conjunction with the Ministry of Finance, sets the budget for CPD. There is a single budget line for CPD and teacher licensing and no distinction is made between VET teachers and general teachers at secondary level (CPD for primary education is separate). Interviews with stakeholders suggest that most CPD is funded directly by MEST and very little is delegated to municipalities or to schools. CPD for VET teachers is mostly funded by development partners rather than MEST. The survey confirms that 83% of 634 respondents did not have to pay personally for their CPD during the previous 12 months, while 7% of respondents had to cover some of the costs and 10% had to cover all of the costs.

Very little funding is made available for VET considering the requirements of the different profiles. Possible reforms include profile-based financing and performance-based financing to promote quality. The budget for VET is distributed across the various institutions such as AVETAE, the Department of Pre-University Education and the VET Division. In terms of the measure in the Economic Reform Programme 2017–2019 aimed at implementing and improving teachers' career systems, the costing and budgetary impact is planned as follows: for the implementation of activities for 2017, EUR 700 000 will be allocated from the Central Bank of Kosovo and EUR 150 000 from the World Bank programme (Education System Improvement Project, ESIP). For activities in 2018, EUR 600 000 from the Central Bank of Kosovo budget and EUR 200 000 from the World Bank programme (ESIP) is planned; for 2019 activities, EUR 600 000 from the Central Bank of Kosovo budget and EUR 550 000 (Government of Kosovo, 2016) from the World Bank programme (ESIP) is planned.

The ministry has published data about public expenditure on teacher training in the pre-university education sector (government grant, fees and loans). Data presented in Table 8.1 does not show how much has been spent on VET or how much has been spent on CPD for VET teacher training by development partners.

TABLE 8.1 PUBLIC EXPENDITURE FOR TEACHER TRAINING IN THE PRE-UNIVERSITY EDUCATION SECTOR (EUR)[19]

Budget spent							Budget approved	Budget planned	
2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
970 271	847 337	704 062	690 612	728 383	660 291	660 291	778 291	605 291	988 065

The importance of the contribution made by development partners can be seen in Table 8.2. It is also worth noting that the contribution by development partners declined over the last budgetary cycle.

The total cost of implementing KESP 2017–2021 is estimated at about EUR 177 million, which is almost three times less than KESP 2011–2016[20]. About EUR 14.5 million will be spent on all kinds of teacher development. Table 8.2 provides a summary of the budget for implementing the KESP according to priorities and years, which is based on detailed cost calculations for each planned activity available to MEST.

TABLE 8.2 KESP BUDGET SUMMARY BROKEN DOWN BY YEAR (MEST)

Priority area	Total spending (EUR)					
	2017	2018	2019	2020	2021	Total
1. Participation and inclusion	442 243	565 705	571 950	561 890	550 140	**2 691 927**
2. Education system management	15 129 350	22 520 540	22 052 225	19 664 695	18 663 950	**98 030 760**
3. Quality assurance	605 646	526 698	458 640	328 400	314 400	**2 233 784**
4. Teacher development	1 057 900	1 989 950	2 896 900	3 822 500	4 783 500	**14 550 750**
5. Teaching and learning	2 970 990	6 240 790	6 614 840	6 961 690	7 640 560	**30 428 870**
6. Vocational and adult education	1 699 959	1 567 035	1 238 225	1 143 707	1 124 020	**6 772 946**
7. Higher education	2 647 960	3 478 880	3 648 980	5 099 120	7 357 560	**22 232 500**
Total	**24 554 048**	**36 889 598**	**37 481 760**	**37 582 002**	**40 434 130**	**176 941 537**

Table 8.2 includes the implementation cost in the amount of EUR 168 757 777 and the recurrent cost of EUR 8 193 960. The budget for 2017 is slightly lower and to a large extent based on the funds already available.

Table 8.3 presents the structure of expenditure by priority area and funding source, while Table 8.4 presents the desired cash flow over the years from different funding sources.

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[19] Law on Kosovo Budget 2018, see: https://mf.rks-gov.net/desk/inc/media/668E7D87-490C-4229-881B-E66CE614F4C1.pdf

[20] MEST, KESP 2017–2021, see: https://masht.rks-gov.net/uploads/2017/02/20161006-kesp-2017-2021.pdf

TABLE 8.3 EXPENDITURE STRUCTURE ACCORDING TO PRIORITY AREAS AND FUNDING SOURCES

Priority area	Total spending (EUR)					
	KB – MEST	Municipal budget	KB– Other agencies	Donors	Other	Total
1. Participation and inclusion	715 896	570 000	6 950	1 399 081		**2 691 927**
2. Education system management	72 541 960	1 673 600		22 646 150	1 169 050	**98 030 760**
3. Quality assurance	881 324	773 760		161 500	417 200	**2 233 784**
4. Teacher development	11 134 000	391 700	26 900	2 460 400	537 750	**14 550 750**
5. Teaching and learning	6 087 870	23 870 000		471 000		**30 428 870**
6. Vocational and adult education	3 967 180	639 100	41 250	1 933 116	192 300	**6 772 946**
7. Higher education	7 636 020		10 488 040	4 108 440		**22 232 500**
Total	**102 964 250**	**27 918 160**	**10 563 140**	**33 179 687**	**2 316 300**	**176 941 537**

The table shows that about 80% of the funds needed to implement KESP derive from Kosovan state or municipal budgets.

To determine the gap between the required and the available funds, we have relied on the Medium-Term Expenditure Framework 2017–2019 and on information collected from other sources. Table 8.4 provides a projection of revenues that can be used for KESP implementation.

TABLE 8.4 REVENUE ASSESSMENT FOR KESP IMPLEMENTATION (MEST)

Revenue category	Total spending (EUR)					
	2017	2018	2019	2020	2021	Total
Capital expenditure – KB	10 045 000	10 690 000	10 690 000	10 690 000	10 690 000	**52 805 000**
Capital expenditure – EU	2 500 000	2 500 000				**5 000 000**
World Bank loan	3 500 000	4 000 000	2 500 000			**10 000 000**
Teacher training – KB	660 000	660 000	660 000	660 000	660 000	**3 300 000**
Curriculum development – KB	200 000	200 000	200 000	200 000	200 000	**1 000 000**
Revenue from different donors (estimate)	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	**20 000 000**
Total	**20 905 000**	**22 050 000**	**18 050 000**	**15 550 000**	**15 550 000**	**92 105 000**

By comparing expenditure with revenue, it can be seen that there is a gap of EUR 84.8 million for a five-year period. These funds can be obtained from internal sources and donors if requirements are specified clearly and all implementation activities in the field of education are based on KESP 2017–2021.

Teachers also contribute directly to the funding of their own CPD. According to the survey, 10% of respondents declared that they had to cover all the costs and 7% of teachers covered some of the costs. Interviews with stakeholders suggest that these costs might be travel expenses or costs that are

related to bachelor's and master's studies in order to meet employment regulations and the requirements of the teacher licensing system.

Conclusions

CPD providers are responsible for designing CPD programmes, but programmes and providers must be accredited and formally recognised by MEST. Early in the calendar year, MEST is required to publicly call for training programmes that address the needs of educational reform priorities, the teacher licensing system and teachers' professional development needs. The State Council for Teacher Licensing decides which CPD programmes and qualifications may be recognised for the purposes of teacher licensing and promotion. VET is currently not represented on this council. The Teacher Training Division of MEST publishes a catalogue that details the offering, enabling teachers to apply for programmes that are relevant to their needs, licensing and careers. In addition, CPD providers may seek accreditation for teaching qualifications, developed in accordance with occupational standards, through the Kosovo Qualifications Framework.

Although a system of accreditation for providers and programmes exists, it must be questioned how well it works in generating high-quality CPD for VET teachers that meets all of the relevant needs. In addition, some stakeholders have expressed concerns that participation in CPD programmes offered prior to 2010 by the Teacher Training Division of MEST in collaboration with donors are not eligible for recognition for the purposes of licensing.

The ministry is responsible for providing financial resources for CPD based on the Strategic Framework for CPD Kosovo; supporting education reform and the implementation of the Kosovo Curriculum Framework; and ensuring that performance standards are met. Most CPD is directly funded by MEST and very little is delegated to municipalities or schools. The ministry continues to manage the in-service training budget but it is not clear on what basis decisions are made on how spending is prioritised in relation to different kinds of teachers and different training needs or schools. CPD for VET teachers is mostly funded by development partners rather than MEST.

Issues and recommendations

Issues	Recommendations
There are two sets of quality assurance standards.	CPD programmes should meet the teaching standards based on the Strategic Framework for CPD Kosovo and also the NQA criteria for validation and accreditation if appropriate.
Teachers participate in training programmes that have been developed and provided by different donors but are not taken into account for VET teacher licensing.	VET teacher-training programmes that have been designed and implemented jointly with the Teacher Training Division of MEST before 2010 should be taken into account for VET teacher licensing by the State Council for Teacher Licensing.
Decisions about spending on CPD for VET teachers are not clearly communicated so it is difficult to understand trends or measure efficiency.	Publish spending data on CPD for VET teachers. Establish a unique budget line at ministerial level for CPD for VET teachers.
Spending decisions by MEST or by donors in relation to CPD are not closely related to the needs of schools and teachers.	Empower schools and municipalities to make decisions about spending resources on CPD in order to encourage efficient and responsive use of scarce resources.

9. VOLUME, MODE AND CHARACTER OF CPD PROVISION – BY PROVIDERS OTHER THAN VET SCHOOLS

This section examines evidence relating to provision and participation from the point of view of both providers and vocational teachers.

Evidence of provision from the perspective of providers

The Teacher Training Division of MEST offers between 7 and 10 CPD programmes for VET teachers annually. AVETAE provides a programme in professional didactics and methodics and didactics that has a duration of 5 working days or 40 teacher-training hours. Other CPD relevant to VET teachers includes programmes such as Step by Step and Social Justice and Education for Children's Rights. CPD is provided throughout the whole year and usually takes place during weekends and semester holidays. During the 2013/2014 school year, MEST and its development partners trained 515 VET teachers (approximately 15% of the total) through programmes delivered in VET schools, didactic centres or VET training centres. Donors such as LuxDev and GIZ are important providers.

Training sessions for 150 potential school directors were also organised by the Teacher Training Division of MEST.

Tab le 9.1 lists the accredited providers based on the 2011[21] and 2018 catalogues. In the new catalogue, there are more than 140 different accredited programmes for CPD. Not all of these programmes were offered in the previous 12 months.

TABLE 9.1 LIST OF ACCREDITED CPD PROGRAMMES

CPD providers	CPD accredited programmes	Total number of training hours	Number of teachers who benefited between 2010 and 2018
Association for Vocational Education and Training (AMAAP)	Professional didactics (basic programme)	40	2 500 VET teachers
	Methodics and didactics (basic programme)	40	
	Education leadership (basic programme)	180	
Down Syndrome Kosova	Early intervention and education for students with special needs education	16 and 24	
Education for all	Human rights and peer learning	64 and 80	2/3 of VET schools and 1/3 of VET teachers are covered
FSDEK I & II	CPD for inclusive education	1 600 hours, one year in duration, 60 ECTS[22] credits	

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[21] This list is based on the 2011 and 2018 Teacher Training catalogues and data sent by the Minister of Education, Science and Technology to the government of Kosovo in December 2016. However, there have been a lot developments and changes in the meantime.

[22] European Credit Transfer and Accumulation System.

CPD providers	CPD accredited programmes	Total number of training hours	Number of teachers who benefited between 2010 and 2018
GIZ	Professional didactics and methodics and didactics	200	
	Education leadership (basic programme)	180	
	Career education	120	
	Training of trainers for 8 curricular fields	40	
Council of Europe	Education for democratic citizenship and human rights education	25	
Universum College	CPD, basic programme (3 programmes for pre-school, primary education and upper secondary)	90	
	Management and leadership	15	
Kosovo Energy Corporation TC	Technical training (electrotechnics, mechanics and welding)	60–120	
	Non-technical training (IT, management)	16–24	
	Health and safety	6–18	
European Commission Liaison Office project	Teaching and multiculturalism	350	
	Access to quality education for Roma, Ashkali and Egyptians	102	
EU IT pilot project	IT basics and e-learning	20	
International Committee of the Red Cross	HDN	24	
Kosovo Health Foundation	Drug prevention	32	
KulturKontakt	New teaching and learning strategies	32	
Kosovo Education Center	Critical thinking, reading and writing New teaching and learning strategies Strategies for building critical thinkers Logframe method School development plan Planning for school projects Quality education programme Governance and leadership Other training	Between 16 and 144 training hours based on type of programme	34 accredited teacher-training programmes
QPEA	Supporting children with learning difficulties	16	
	Education on the risk of mines and other explosives through school-based programmes	72	
	Mental health protection	24	
	Children's rights and freedoms	16	
REC Kosova	Green package	8	
RTM & CIPOF	Majeutica	16	
Union of Teachers	ECDL, 7 modules	88	12 000 teachers

CPD providers	CPD accredited programmes	Total number of training hours	Number of teachers who benefited between 2010 and 2018
KAHCR	Education for children's rights and freedoms	32 + 32	
AVETAE	Training in methodics and didactics	100	
	Training professional didactics	89	
DANIDA	Teachers are trained in how to use lab equipment	45	
	Coordinators are trained in how to use new technologies	8	
	Teachers in agribusiness in cooperation with Swisscontact in relation to approach and methodology used by virtual firms	13	
	ECDL course (modules 1,2 and 5)	13	
	Entrepreneurship	12	
	Training in contemporary methods of pruning various types of trees and grapevines, production and use of organic fertilisers in agricultural products	80	
	Training in the use of new technologies in the production of ornamental plants in greenhouses and open fields	77	
	Training in the use of learning materials	70	
	Training for production and use of compost	78	
	Training in the use of agricultural mechanisation for four schools	45	
	Training in the design of school development plans	24	
EU KOSVET	CPD for in-service VET teachers and trainers		320 teachers and 40 master trainers
MEST and Kosovo Pedagogical Institute	Methodical and practical aspects for planning and implementation of new curriculum Teaching methodology, teaching materials and evaluation of students' attitudes Training based on aspects of the curriculum Teaching methodology for adults		210 certified teachers, 25 VET schools involved 54 VET teachers certified, 5-module training with 195 credits
MEST, GIZ, twining project	Training for implementation of the Kosovo Curriculum Framework (MEST) Training for teachers in the area of science and nature (GIZ) Half-day training for ICT (twinning project) Training of VET teachers for quality assurance (twining project)	4 2-day training sessions for 18 VET schools 3 daily training sessions for education inspectors	2 155 for 71 pilot schools in 2015 115 training sessions 2 100 98+ 20 inspectors

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CPD providers	CPD accredited programmes	Total number of training hours	Number of teachers who benefited between 2010 and 2018
MEST	Inclusion in education Health and welfare	7 2-day sessions 2 modules, 2-day training sessions	120 teachers 22 trainers
MEST	Training for the development of entrepreneurship competences		60 + 5 master trainers VET teachers
MEST, Kosovo forum for special needs education and UNICEF	Certification for inclusive education		30 teachers
	Training of municipal teams for assessment of special needs		50 municipal members
	Braille		30 teachers
	Sign language		20 teachers
	Inclusive education		475 teachers
	Index for inclusion		15 teachers and 5 directors
LuxDev KSV/015 project	Training in methodics and didactics in cooperation with AVETAE		52 + 18 teachers
	Training professional didactics		52 + 18 teachers
	ECDL course		26 teachers
	Occupation-related training		28 teachers
	Practice firms		6 + 18 teachers
	Occupation-related practical training		15 teachers
	BTEC Pearson Level 4 qualification implementation		29 teachers
	BTEC Pearson Level 5 qualification implementation		21 teachers
DVV International	Curriculum globALE		32 VET teachers 33 VET trainers
EU-funded project	IT and e-learning		60 schools 1 773 teachers are trained in IT and e-learning
GIZ/YES	In-company training		96 VET teachers, business representatives, trainers, instructors and freelancers, and 12 master trainers

Note: BTEC – Business and Technology Education Council; YES – Youth, Employment and Skills

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Evidence of provision from teachers' perspective

Almost half (49%) of vocational teachers in Kosovo participated in some kind of CPD over the 12 months prior to responding to the survey. This represents a decline in participation, as in 2015 participation was 56% (Stanley, 2018). Over one third (37%) participated in CPD that directly addressed their profile or sector (2015: 36%). There was little change in participation in conferences, which fell from 27% (2015) to 26% (2018) but there was an increase in the number of teachers who were able to visit other schools: up from 18% to 32%. Training on business premises was up sharply from 16% (2015) to 35% (2018). It is remarkable that almost half of vocational teachers say that they have participated in online learning or video tutorials – making this the most popular single mode of CPD for teachers in Kosovo.

The survey shows that 62% of the 49% of VET teachers who participated in CPD had more than 30 hours of CPD training.

The progress report for KESP 2017–2021, published in 2017, shows that the main focus was on training general teachers to implement the new curriculum; this involved over 9 300 teachers. On the other hand, no specific training was held on the implementation of sectoral curricula and VET profile frameworks.

TABLE 9.2 SHARE OF RESPONDENTS WHO RECEIVED THE FOLLOWING KINDS OF CPD (IN-SERVICE TRAINING) OVER THE PREVIOUS 12 MONTHS

Type of CPD	%	Responses
In-service training out of school	39	650
In-service training in school	33	634
In-service training in and out school (combined)	49	641
CPD in vocational specialism	37	627
Education conferences or seminars	26	623
Observation visits to other schools	32	626
Observation visits or in-service training courses that took place on business premises	35	620
Online learning or video tutorials	48	621
Study as part of a formal qualification	25	599

Duration of CPD

The number of hours dedicated to CPD is an indicator of the *potential* impact that CPD may have upon teachers. Teachers who participated in CPD reported an annual average of 67 hours – about 11 days; 62% of vocational teachers participated in at least 30 hours of CPD (2015: 48%). This suggests that the duration of CPD has increased for those who have accessed CPD. On the other hand, only 44% of all teachers had more than 30 training hours in their VET profile. In order to renew their licence, they need to show a positive performance and complete 100 hours during the retention period of the licence (within 5 years), of which 70 hours must be spent on basic training programmes.

According to the survey of VET teachers:

■ 51% report that they had not been provided with any organised in-service teacher training over the previous 12 months.
■ Of these, 62% had more than 30 hours of training (i.e. 30% of all VET teachers).

The survey confirms that most VET teachers do not receive CPD that has a VET focus. Only 37% report participating in professional development that had a focus on the vocational specialism that they teach; of these, only 44% had more than 30 hours of training (16% of all VET teachers).

TABLE 9.3 HOURS PER TYPE OF CPD (IN-SERVICE TRAINING) RECEIVED OVER THE PREVIOUS 12 MONTHS

Type of CPD	Average number of hours	% of respondents with 30 hours or more	Responses
In-service training in and out of school (combined)	67	62	295
CPD in vocational specialism	37	44	232
Education conferences or seminars	15	14	163
Observation visits to other schools	12	8	198
Observation visits or in-service training courses that took place on business premises	45	33	219
Online learning or video tutorials	41	40	301
Study as part of a formal qualification	56	39	147

Note: Values calculated only for those who participated in the specific training programme.

Distribution of CPD – region

Participation in CPD is not distributed evenly in Kosovo. Vocational teachers in the Mitrovica and Ferizaj regions participating in CPD were less likely to obtain at least 30 hours of CPD than those working in other regions.

TABLE 9.4 SHARE OF TEACHERS WITH AT LEAST 30 HOURS OF IN-SERVICE TRAINING (INSIDE AND/OR OUTSIDE THE SCHOOL) BY REGION

Region	%	Responses
Pristina region	68	31
Ferizaj region	50	26
Gjilan region	70	33
Peja region	73	26
Prizren region	67	75
Mitrovica region	48	50
Gjakova region	60	45
Total	**62**	**295**

Note: Values calculated only for those who participated in the specific training programmes.

Character of CPD

One fifth (20%) of vocational teachers report that they usually participate in CPD with colleagues from their school while 26% say that CPD activities usually or always include opportunities for active learning. More than one third (38%) of teachers say that there are never opportunities for active learning in their CPD! Use of ICT is usual in CPD for 29% of teachers and entirely absent for 36%. Modern methods of CPD feature strongly in about one third of CPD and are entirely absent from a similar percentage. The mode in which CPD is delivered should be addressed in the criteria and standards for the accreditation of CPD programmes and providers.

However, a variety of modes of teacher development are used in Kosovo: 66% of teachers say that they had participated in individual or collaborative research, 28% in some kind of teacher network and 36% in some kind of formal mentorship or peer observation process.

CPD for principals

During the previous 12 months, 90% of vocational school principals had participated in some kind of course, visit or conference; 60% of all respondents had training of more than 30 hours and 87% had participated in some kind of network, mentoring or research activity. Almost two thirds (62%) of all respondents had training of more than 30 hours in one of these activities.

Conclusions

In conclusion, only 30% of VET teachers report that they had more than 30 hours of organised CPD in the previous 12 months, which raises concerns as to whether the goals of the KESP can be achieved and, in particular, whether the licensing requirements can be met.

According to the survey, 49% of vocational teachers in Kosovo participated in some kind of CPD over the previous 12 months. Compared to 2015, when the participation rate was 56%, this represents quite a significant decline (Stanley, 2018). However, there was an increase from 18% to 32% in the number of teachers who were able to visit and learn from visits to other schools. Training on business premises was up sharply from 16% (2015) to 35% (2018). It is remarkable that almost 50% of vocational teachers in Kosovo say that they participated in online learning or video tutorials – making this the most popular single mode of CPD for teachers in Kosovo.

Nearly two thirds (62%) of participating vocational teachers participated in at least 30 hours of CPD (2015: 48%). This suggests that the duration of CPD has increased for those who had access to CPD. There was little change in the percentage of teachers participating in CPD (37%) that directly addressed their profile or sector (2015: 36%).

A general training programme, which addresses pedagogy for vocational teachers, is offered yearly to about 200 teachers: professional didactics and methodics and didactics. The Teacher Training Division of MEST offers between 7 and 10 CPD programmes for VET teachers annually.

Issues and recommendations

Issues	Recommendations
There has been an increase in the percentage of vocational teachers who do not participate in any CPD.	Modify the offering to meet the unmet needs identified by schools and respondents to this survey. Ensure that all teachers, schools and regions have equal access to CPD programmes.
There is a very small increase in the percentage of teachers participating in CPD (37%) that directly addressed their profile or sector (2015: 36%).	Provide more CPD that is tailored to meet the specific needs of vocational teachers.
Only 62% of all teachers who participated in CPD had training of more than 30 hours (30% of all VET teachers).	Ensure that all teachers are able to access appropriate CPD to meet licensing needs.
There was significant growth in online and video learning.	Explore whether the CPD offering can be extended and made more responsive by accrediting high-quality, online and video programmes or blended programmes.

10. SCHOOL-BASED PROFESSIONAL DEVELOPMENT

Responsibilities of the school

The provision of school-based professional development aims to address teachers' needs and the practical needs of teachers in the school. Such CPD should be initiated by the school itself. This includes professional development activities at school, in compliance with applicable legal provisions and adopted principles and procedures, which are undertaken under the leadership of the school and with the active participation of its personnel[23]. This may supplement or replace participation in centrally organised CPD activities.

School-based professional development is a process in which teachers learn from each other in order to improve their teaching skills, confidence and leadership abilities, which in turn will help to improve and advance student learning. All schools, including VET schools in Kosovo, should prepare school development plans, including an annual training needs analysis for their staff. Each school is obliged to support school-based CPD activities according to the annual plan that has been agreed with its MED. Schools should offer regular CPD activities through meetings with teaching staff, prepare documentation and observe accreditation procedures for school-based CPD in order for this CPD to be recognised in the licensing system. Each school must also prepare an annual report on school-based CPD activities for its municipality. A school may require services, through the MED, from external providers approved by MEST to provide relevant professional development activities, e.g. training of branch leaders.

This report finds little change from the situation in 2015 when it was concluded that the 'interviews raise doubts about how well planning, needs analysis and capacity building at school level is working. MEDs, in cooperation with schools, present project proposals for CPD to MEST for funding; in case this proposal is chosen by MEST for support, an agreement is signed between MEST and the municipal education directorate. This agreement specifies that activities for CPD can start only once the CPD programme is accredited and recognised by the State Council for Teacher Licensing. MEST, through its Department of Inspection, and the Kosovo Pedagogical Institute monitor CPD activities based on the signed agreement. Based on monitoring and evaluation results MEST plans further support for CPD to the respective municipality. According to interviews there are problems in the way that this process works which make planning difficult and provision uncertain' (Likaj, 2016, p. 23).

Mentoring and induction

Induction

There are no induction programmes for teachers joining a school in Kosovo. A high percentage (81%) of principals report that there is no system of formal induction in their schools for any teachers who join the school. According to the teachers' survey, 51% of respondents took part in informal induction activities.

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[23] Division for Professional Development of Teachers, MEST, Strategic Framework for CPD Kosovo, 2017.

Mentoring

In some schools, however, mentors are appointed to assist beginning teachers and guide them in their first steps in the new school environment. There continues to be an issue about how such mentors will be compensated. Almost one third (31%) of vocational teachers report that they currently have an assigned mentor, which implies that not only beginning teachers have mentors. One quarter say that they have served as a mentor to another teacher for one or more months.

Some 46% of principals say that mentoring is available to all the teachers in their schools and 15% say it is only for beginning teachers. A further 27% say that there is no offer of mentoring in their schools. Some 50% of principals say that most of the time mentors have the same subject as their mentees.

Training for mentoring has been provided by the NQA for vocational school and training centre managers, QA coordinators and VET teachers. This was a two-day training course for around 150 participants based in public and private VET schools and various accredited training centres throughout Kosovo. Over one third (36%) of vocational teachers report in the ETF survey that they had received mentoring training of some kind. The survey shows that feedback was given by assigned mentors to 16% of VET teachers following observations of classroom teaching, 56% by school management, 8% by external bodies and 11% by other teachers, while only 7% did not receive any feedback. This is a positive development.

Peer observations are still not a legal requirement, but some private colleges and VET institutions have already established QA teams and carry out peer observation. Nevertheless, there are no legal requirements established for mentoring, except in some cases when an internal regulation in a particular institution may require it. The status of the assigned mentor is not legally defined. However, the QA coordinator's teaching hours are reduced and they may carry out a mentoring role.

The planning process for staff development will be discussed in Section 11.

Feedback for teachers in schools

The survey shows that the main source of feedback for teachers is from school principals or school managers.

TABLE 10.1 HOW WAS FEEDBACK PROVIDED? (%)

	External individuals or bodies	School principal or school managers	Assigned mentor	Other teachers	I have never received feedback in this school
Feedback following direct observation of your classroom teaching	8	56	16	11	7
Feedback following an analysis of your students' test scores	5	41	15	13	12

Collaboration and peer learning

The survey also provides evidence on the extent to which teachers work collaboratively to solve problems, implement new curricula and plan their teaching:

- 74% of respondents out of 682 respondents report planned discussions with other teachers over the previous month
- 53% of respondents report planned discussions with school managers or pedagogic advisers
- 71% of respondents report informal discussions with other teachers, managers or pedagogic advisers

The level of planned collaboration between VET teachers is relatively high, suggesting that there is a collaborative culture in Kosovo's VET schools. Collaboration of this kind might be extended and used as a tool to bring about improvements in teaching.

Conclusions

Schools are legally required to have an annual school development plan in place. The CPD plans in VET schools should be developed by the school manager based on the teachers' needs. This plan should be agreed with the MED. However, implementation remains an issue because very few schools have a realistic plan in place.

A significant amount of CPD takes place in vocational schools: 33% of VET teachers participate in CPD in their schools. However, this part of CPD does not seem to be well understood. Some of this CPD takes the form of cascaded learning obtained from external seminars. This kind of CPD is relatively low in cost and links in well with teaching practice.

Around one third of vocational teachers say that they receive mentoring. However, access to a mentor and the training and subject expertise of mentors vary considerably between schools.

The level of planned collaboration between VET teachers is relatively high, suggesting that there is a collaborative culture in Kosovo's VET schools. Collaboration of this kind might be extended and used to drive improvements in teaching.

Issues and recommendations

Issues	Recommendations
The availability of mentoring varies between schools.	Establish the right to mentoring for all teachers and support schools in delivering high-quality mentoring to all new teachers and to other teachers whenever there is a need. Train mentors to carry out observation.
Schools have limited capacity to develop and deliver high-quality CPD.	Organise school-based CPD in clusters of schools (VET schools can be clustered regionally or according to fields of study, e.g. technical, economics). Provide capacity building for CPD coordinators responsible for clusters (clustered schools). Allocate appropriate budget for school-based CPD.
There is a very low percentage of formal and informal induction programmes provided in VET schools.	Improve the coordination between the NQA and QA coordinators to improve the quality and extent of induction programmes.

11. PROFESSIONAL DEVELOPMENT NEEDS

The determination of school-based needs and priority areas should be made by teachers and schools themselves. Needs should be identified through appraisal, feedback, self-assessment, observation, student results and should also be based on the school development plan, budgets and municipal and national priorities.

All schools in Kosovo, including VET schools, are required to prepare a school development plan. Based on these plans, each school must make an annual training needs analysis for CPD for its staff. School plans should inform municipal and national planning and decision making (Anastasovska-Jankulovska, 2013).

Unfortunately, these plans do not seem to shape the design and provision of CPD. There is no evidence from the interviews that any improvement has been made since 2015 in the process of communicating needs. However, this issue will be addressed in KESP 2017–2022, supported by the Kosovo Education and Employment Network (KEEN) project[24], which will be rolled out in all seven regions and some municipalities in Kosovo.

The survey allows us to explore the level of unmet training needs among vocational teachers. The chart below provides an analysis of those teachers who were not able to participate in CPD that addressed key areas – according to whether they expressed a need for such training or not. More than 50% of vocational teachers expressed an unmet need for CPD in the areas of: new technologies in the workplace, knowledge of the curriculum and teaching students with special needs. Other areas of relatively high unmet need for CPD are as follows: addressing issues of early school leaving, multicultural/multilingual learning, cross-occupational skills and updating professional knowledge and skills in relation to the workplace. Of course, it is also important to take into account needs as perceived by principals, municipalities and the ministry.

Multicultural education is a powerful instrument of inter-ethnic reconciliation in Kosovo. The Kosovo Education Center and DVV International (Kosovo office) developed and implemented several projects for multicultural education, which could also be offered to vocational teachers to meet the gap identified.

The Law on Education in the Municipalities of Kosovo devolves the professional development of teachers to municipalities. According to this law, MEST decides the CPD budget on an annual basis, based on the proposals from municipalities for CPD and its own budget framework. Municipalities should draft the budget and content plan for CPD based on school demand and teachers' needs. Municipalities should delegate the responsibility for the budget and finance to educational and training institutions, according to the municipal formula specified in a legal act. The formula allows changes in appropriations if the number of pupils changes during a fiscal year. Municipalities manage and supervise CPD activities at municipal and school level, and based on that they have to submit a report to MEST on an annual basis. However, the ministry has not taken any steps yet to transfer budgets for CPD to MEDs or the schools.

It is reported that the assignment of CPD to individual teachers does not always reflect their needs. On occasion, teachers have repeated the same training. In other cases, the teachers proposed by

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[24] See http://www.keen-ks.net/en/publications/education-strategic-plans/

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principals are not accepted onto CPD courses and the principals are directed to identify other teachers, even though their need for training is less[25].

FIGURE 11.1 RESPONDENTS WHO HAVE NOT PARTICIPATED IN SPECIFIC TRAINING BY THE LEVEL OF NEED FOR SUCH TRAINING (%)

	Moderate/high need	No/low need
Addressing the issues of learners at risk of early leaving and learner drop out (N=371)	49	51
Updating my professional knowledge and skills in relation to current practice in the workplace (N=327)	44	56
Student career guidance and counselling (N=313)	32	68
New technologies in the workplace (N=317)	59	41
Approaches to developing cross-occupational competencies for future work (N=336)	47	53
Teaching cross-curricular skills (N=350)	41	59
Teaching in a multicultural or multilingual setting (N=421)	45	55
Teaching students with special needs (N=422)	55	45
Approaches to individualised learning (N=350)	32	68
Student behaviour and classroom management (N=332)	27	73
ICT (information and communication technology) skills for teaching (N=243)	34	66
Student evaluation and assessment practices (N=279)	39	61
Knowledge of the curriculum (N=288)	54	46
Pedagogical competencies in teaching my subject field(s), including giving feedback to learners (N=306)	33	67
Knowledge and understanding in my subject field(s) (N=340)	19	81

■ Moderate/high need ■ No/low need

Licensing

CPD for VET teachers is shaped by the requirements of the teaching licensing system. The regulations AI 25/2014 and AI 5/2017 do not distinguish between VET teachers and general teachers. There are two types of licence: temporary licences and regular licences. The temporary licence is issued for the category of beginner teacher, while there are four types of regular licence:

■ career teacher,
■ advanced teacher,
■ mentor teacher,
■ merit teacher.

To date, the priority in Kosovo has been to issue a temporary licence to all teachers. In the future, other licences will be issued and it may be expected that CPD should address the responsibilities and competences of the four types of regular licence.

The licensing system entails a mandatory teacher development mechanism and a performance appraisal mechanism for every teacher. These elements should shape what kind of CPD is assigned to individual teachers. Principals in Kosovo report that appraisal does sometimes lead to CPD being

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[25] Contributions to the workshop held on 19 December 2018.

offered but responses from interviewees raise doubts as to whether the CPD offered or available is appropriate to the development need[26].

Performance assessment tools were drafted and piloted in 20 schools; regional inspectors were trained on performance assessment and database usage; Administrative Instructions (UA 13/14/15) were issued that were related to accreditation, performance evaluation and funding of professional development.

Conclusions

Professional development needs and school planning mechanisms are in place but do not function well. Schools are supposed to carry out a training analysis, taking into account professional standards, the needs of individual teachers and the school development plan. However, the planning process is only a formality and does not actually influence implementation. More than 50% of vocational teachers express an unmet need for CPD in the areas of: new technologies in the workplace, knowledge of the curriculum and teaching students with special needs. Training needs are not accurately identified and even where the real needs are identified, it is difficult for schools to obtain CPD provision that matches these needs. The assignment of training opportunities to individual teachers is sometimes not done in a rational way. Schools and municipalities do not engage in making decisions about priorities. As a result, the CPD offering does not reflect their priorities.

Issues and recommendations

Issues	Recommendations
Identifying needs and planning CPD at school level is a formal exercise, which does not shape the provision of CPD.	Give more value to the identification of professional development needs and school planning by empowering schools to shape provision, e.g. by giving schools a budget for CPD.
MEDs are not able to coordinate and shape CPD.	Provide support and funding to MEDs so that they can coordinate local CPD that accords with local needs.
Teachers, school managers and CPD coordinators have limited skills in identifying training needs and organising support for teachers' professional development.	Improve the process of identifying and determining professional development needs and school planning through capacity building for VET school management, teachers and coordinators.
Some CPD needs are not met for more than 50% of vocational teachers.	Examine whether there should be an increase in the provision of CPD in the domains of new technologies in the workplace, knowledge of the curriculum and teaching students with special needs.

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[26] Division for Professional Development of Teachers, MEST, Strategic Framework for CPD Kosovo, 2017.

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12. THE RELEVANCE AND IMPACT OF CPD

Impact of CPD

Teachers were asked how much impact CPD programmes had on their teaching. The results (see Table 12.1) show that the majority of participating teachers believe that programmes had a moderate or major impact. CPD in the areas of ICT, assessment and curriculum has a relatively high impact. On the other hand, CPD in the areas of special needs, multicultural learning, career guidance and pedagogical methods for a particular subject are judged by teachers to have a lower impact.

TABLE 12.1 IMPACT OF PROFESSIONAL DEVELOPMENT ACTIVITIES ON TEACHING BY THE FOLLOWING TOPICS (%)

	No/limited impact (%)	Moderate/major impact (%)	Do not know (%)	Responses
Knowledge and understanding of my subject field(s)	21	73	6	263
Pedagogical competences in teaching my subject field(s), including giving feedback to learners	25	66	9	291
Knowledge of the curriculum	18	74	8	311
Student evaluation and assessment practices	16	77	7	314
ICT skills for teaching	15	79	7	350
Student behaviour and classroom management	16	71	12	255
Approaches to individualised learning	20	67	12	236
Teaching students with special needs	15	50	35	156
Teaching in a multicultural or multilingual setting	23	45	32	151
Teaching cross-curricular skills	18	67	15	235
Approaches to developing cross-occupational competences for future work	19	66	15	243
New technologies in the workplace	18	70	11	266
Student career guidance and counselling	25	62	13	262
Updating my professional knowledge and skills in relation to current practice in the workplace	21	70	9	253
Addressing the issues of learners at risk of early leaving and learner dropout	19	61	20	206

Note: Values refer only to those who have participated in the specific training.

These judgements are only subjective. The evidence suggests that some CPD could be improved. It is desirable that there is monitoring of the impact of CPD in schools and this monitoring informs choices about which CPD is chosen.

Relevance of CPD

In 2017, the main focus of CPD in Kosovo was on training teachers to implement the new curriculum; this involved over 9 300 teachers. No specific training was held on the implementation of sectoral curricula and VET profile frameworks.

Professional standards

An AI issued in 2014 sets the standards for teachers' professional practice in Kosovo. The main goal of these standards is to define criteria for the quality assurance of teaching. In theory, the standards should help define the competences to be developed through initial and continuing professional development. They should help with the identification of needs, the appraisal and licensing of teachers and the evaluation of professional development programmes. According to interviews, at this point in time, the professional teachers' standards do not contribute greatly in practice. This may be due to lack of capacity or funding.

Teacher feedback and review

Teacher performance is evaluated on the basis of AI 14/2013. This AI sets out standards in terms of competences and indicators such as: commitment to students and their learning; professional knowledge; teaching; cooperation with colleagues, parents and community; CPD; and responsibility for tasks and obligations at work. The evaluation of teacher performance is shared between MEST (represented by the Inspection Directorate), school management and teachers. The MED provides support and ensures transparency. The process of performance evaluation is completed through four instruments and is weighted as follows:

- teacher self-evaluation – 10% or 12 points;
- evaluation by the school director – 30% or 36 points;
- inspection/classroom observation – 30% or 36 points;
- planning and implementation of the entire lesson unit – 30% or 36 points.

It can be concluded from the interviews that teachers are assessed based on the criteria above, but the reliability of this process is questioned by stakeholders. This process is linked to CPD in such a way that assessment is supposed to help to identify and meet teachers' CPD needs.

Conclusions

CPD in the areas of ICT, assessment and curriculum has a relatively high impact. On the other hand, CPD in the areas of special needs, multicultural learning, career guidance and pedagogical methods for a particular subject are judged by teachers to have a lower impact.

In 2017, the main focus of CPD in Kosovo was on training teachers to implement the new general curriculum; over 9 300 teachers were trained. No specific training was held on the implementation of sectoral curricula and VET profile frameworks.

This data suggests that there is some good practice in relation to the provision of feedback. However, there are opportunities for much greater use of various forms of feedback: mentors are not appointed in VET schools; the status of the QA coordinator is not resolved in all schools and regions; and teachers do not provide feedback to one another directly or through their professional bodies. Inspectors need to be more active in providing constructive feedback based on observation of teacher performance.

Issues and recommendations

Issues	Recommendations
The impact of CPD is not known and cannot inform decisions about accreditation, funding or choice of programmes.	The impact of CPD should be evaluated at school level, through a teacher appraisal process or mentoring. Knowledge of the impact should inform planning and decisions about CPD.
Professional standards do not inform the design and planning of CPD.	Share practices on making better use of professional standards in the design and planning of CPD.

13. RECOGNITION AND INCENTIVISATION

The ministry is responsible for a pre-registration process based on fair and transparent criteria to draft an open list of licensed prospective teachers, which is to be updated annually. Municipalities may register and employ only those candidates who are included in the list. CPD for VET teachers is integrated into the licensing system set out in the provisions of AI 25/2014 and AI 14/2018, which specify the requirements for teachers wishing to enter, remain in and be promoted in their profession.

The legal framework for teacher licensing, promotion and performance assessment[27] has been developed. During this initial phase, all the teachers who had the necessary competences for the job were licensed. However, the regular or career level licence system has not yet been implemented. In the licensing system, CPD will be linked to a salary increase of an extra 10% for each level reached by a teacher on the career ladder.

A teacher performance assessment system was developed and piloted, but it has not yet been fully implemented. Furthermore, there is currently no commitment to salary increases to match progress up the career ladder as teachers attain the higher licences[28].

Despite the existence of the licensing system, about 29% of VET teachers surveyed report that there are no incentives for participating in CPD activities and that this is a barrier to participation. The cost of CPD is perceived as a barrier for 43% of teachers – they were perhaps thinking of CPD that takes the form of a formal qualification. In addition, 43% of teachers believe that their participation in CPD is not supported by their schools. However, the barrier that affects most teachers (53%) is the lack of relevant CPD being offered.

TABLE 13.1 BARRIERS TO PARTICIPATION IN CPD FOR TEACHERS

	Strongly disagree (%)	Disagree (%)	Agree (%)	Strongly agree (%)	Responses
I do not have the prerequisite requirements (e.g. qualifications, experience, seniority)	60	24	11	5	584
Professional development is too expensive/unaffordable	23	34	35	8	590
There is a lack of support from my employer (school)	23	34	34	9	595
Professional development conflicts with my work schedule	33	43	20	3	597
I do not have time because of family or personal responsibilities	43	44	11	2	595
There is no relevant professional development offered	17	30	41	12	592
There are no incentives for participating in such activities	28	42	24	6	588
I am not interested in any professional development	58	34	6	2	589

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[27] AI 14/2013 (Teacher Performance Assessment) and AI 25/2014 (Teacher Licensing).
[28] See annex (published separately).

Principals are less likely than teachers to strongly agree that there are barriers to their participation in CPD. Nevertheless, lack of relevance (50%), high cost (51%) and lack of employer support (51%) are cited by more than 40% as barriers to participation.

TABLE 13.2 BARRIERS TO PARTICIPATION IN CPD ACCORDING TO SCHOOL PRINCIPALS

	Strongly disagree (%)	Disagree (%)	Agree (%)	Strongly agree (%)	Responses
I do not have the prerequisite requirements (e.g. qualifications, experience, seniority)	70	27	2	0	44
Professional development is too expensive/unaffordable	17	32	51	0	47
There is a lack of employer support	15	34	49	2	47
Professional development conflicts with my work schedule	15	54	31	0	48
I do not have time because of family responsibilities	38	60	2	0	48
There is no relevant professional development offered	13	37	46	4	46
There are no incentives for participating in such activities	8	19	63	10	48

Lack of relevance may be explained by the fact that the CPD offered does not reflect an accurate needs analysis and that the needs of schools and individual teachers do not determine the allocation of training opportunities. Although some teachers are not qualified for the subjects they teach, they are not offered relevant training.

Conclusions

In Kosovo, there is a career structure for teachers and a system of licensing, both of which are intended to incentivise and recognise CPD. However, this system is not fully operational. CPD does not prepare teachers to fulfil more demanding responsibilities and is not associated with professional advancement. Around 71% of vocational teachers say that there are incentives to participate in CPD. On the other hand, the cost of CPD and the lack of support from their schools are perceived as barriers by 43% of teachers. The major barrier, according to teachers, is the absence of relevant CPD being offered.

Issues and recommendations

Issues	Recommendations
The licensing requirements and professional standards do not facilitate matching of the CPD programmes to teachers' needs.	Implement the provision of regular licences.
Very little CPD leads to a formal qualification. Teachers are expected to pay some or all of the cost of this training, which deters participation.	Explore how, in the future, more CPD programmes could be recognised with qualifications and how the costs of such CPD could be shared.
Around 50% of vocational teachers say that there is a lack of relevant CPD and that this deters participation in CPD. At least one third of vocational teachers report a training need that had not been met by relevant training over the previous 12 months.	Review the current CPD offering. Coordinate with QA coordinators on the collection of teachers' feedback on their needs and address these needs.
The process by which teachers are assigned training is not based on need.	Review the process by which CPD is assigned to individual teachers and to schools.
Participation in CPD is not recorded in a transparent and public way.	MEST should publish data in a public domain or provide greater transparency at all levels; from schools up to the Teacher Training Division. The database should be visible for MEST inspectors and school managers.

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SUMMARY CONCLUSIONS AND RECOMMENDATIONS

An analysis of the literature review and interviews show that CPD in Kosovo is well regulated in terms of legislation and other policy documents. The results of the analysis of the first year of implementation of the Kosovo Education Strategic Plan 2017–2021 (KESP 2017–2021) demonstrate achievements with respect to VET, adult education and teacher training (e.g. 26.6% of VET teachers received at least 30 hours of CPD over the previous 12 months). However, these rates are not sufficient to meet the targets set out in KESP 2017–2021. Problems in implementation are explained by a lack of resources or failure to effectively manage resources; the limited capacity of national and local institutions to design, provide and manage CPD; and issues relating to governance and accountability.

Some of the challenges that negatively impact the provision of CPD are related to the management of VET schools in Kosovo. The management teams in these schools are dominated by men over the age of 50; more than half of them have no previous experience in other school management roles. Furthermore, many of them are political nominations and are not merit-based appointments. They have very limited decision-making power, with many principals of vocational schools believing that they or their governing bodies have no responsibility with respect to staffing, admissions, courses, or on any salary or budgetary decisions. Inadequate school budgets and resources, government regulation and policy, teachers' career-based wage system and a lack of support for CPD are the main factors limiting the effectiveness of school management.

Teaching performance is monitored by means of direct observation by principals or other members of management, but not by mentors. However, regardless of the result of the appraisal, there is little or no follow-up. In almost half of VET schools in Kosovo, there is a shortage or inadequacy of instructional materials and books, computer hardware and software, insufficient internet access and a lack of sufficient consumables to develop practical skills. The shortage of special needs teachers is a critical issue in almost one third of vocational schools. Although businesses are represented on governing bodies in 65% of schools, principals doubt that there is strong cooperation with local businesses. Student attendance is problematic in almost half the schools.

More than half of teachers frequently or always use progressive approaches, such as group work and differentiated work for students. While it is not common for students to use information and communication technologies (ICT) in class, more than a third of teachers use ICT frequently or always to prepare instructional materials. Direct interaction with employers is unusual for about half of teachers and lecturers.

Kosovo's education policy has progressed with the development of the Quality Assurance Strategy for Kosovo Pre-university Education 2016–2020, the Strategic Framework for CPD Kosovo, the National Development Strategy 2016–2021, KESP 2017–2021 and several regulating acts (Administrative Instructions, AI) that enable the implementation of the teacher licensing system and the career and professional development of teachers and education workers. This framework is intended to establish a coherent relationship between career development, standards and quality. The licensing process is ongoing; between 2012 and 2017, 96.55% of teachers were awarded career licences. To obtain a career licence, teachers must participate in CPD. However, the process of assessing teacher performance has not yet started. Moreover, no clear action plan exists for future development of this process. The harmonising of career grades with the wage system has not taken place due to a lack of budget, and the career structure has not been implemented. There has been little progress with

respect to initial education for VET teachers. A functional reorganisation of the Ministry of Education, Science and Technology (MEST) has been agreed to increase capacity and thus to improve policy implementation.

As of 2019 no organisation has responsibility for leading, coordinating and making coherent CPD for vocational teachers. Key actors – MEST, the Council for Higher Education, the State Council for Teacher Licensing and schools – accept that they are not well coordinated[29]. In consequence, it is difficult to ensure that decisions about recognition, provision and allocation are made rapidly and consistently. Employers or employers' organisations do not contribute to the shaping or provision of CPD for vocational teachers. According to some interviewees, some organisations are unable to fully exercise their functions. For example, the MEDs do not obtain delegated funding, the schools are unable to obtain training programmes that would fulfil their training plans and the Education Inspectorate does not judge the quality of teaching and learning.

Organisations and institutions that support CPD in Kosovo have limited experience and capacity (in terms of human resources and budget) when it comes to providing specialised CPD for VET teachers. CPD targeted at VET teachers is delivered by non-governmental organisations (NGOs), supported by donors and regulated by MEST. Training is organised for VET teachers by EU KOSVET (which provides technical assistance for VET) and by a number of European NGOs (GTZ (GIZ), Swisscontact, Danida, LuxDev). The Faculty of Education at the University of Pristina currently offers a master's degree for VET teachers; however, participation is relatively low.

CPD providers are responsible for designing CPD programmes, but programmes and providers must be accredited and formally recognised by MEST. Early in the calendar year, MEST is required to publicly call for training programmes that address the needs of educational reform priorities, the teacher licensing system and teachers' professional development needs. The State Council for Teacher Licensing decides which CPD programmes and qualifications may be recognised for the purposes of teacher licensing and promotion. The Teacher Training Division of MEST publishes a catalogue that details the offering, enabling teachers to apply for programmes that are relevant to their needs, licensing and careers. In addition, CPD providers may seek accreditation for teaching qualifications, developed in accordance with occupational standards, through the Kosovo Qualifications Framework.

Although a system of accreditation for providers and programmes exists, it must be questioned how well it generates high-quality CPD for VET teachers that meets all the relevant needs. In addition, some stakeholders have expressed concerns that CPD programmes offered by the Teacher Training Division in collaboration with donors prior to 2013 are not eligible for recognition for the purposes of licensing.

MEST is responsible for providing financial resources for CPD based on the Strategic Framework for CPD Kosovo; supporting education reform and the implementation of the Kosovo Curriculum Framework; and ensuring that performance standards are met. Most CPD is directly funded by MEST and very little is delegated to municipalities or schools. CPD for VET teachers is mostly funded by development partners rather than MEST.

The survey results show that 47% of vocational teachers in Kosovo participated in some kind of CPD over the previous 12 months. Compared to 2015, when the participation rate was 56%, this represents quite a significant decline (Stanley, 2018). While the participation of teachers in conferences remains

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[29] This finding was confirmed during the workshop held on 19 December 2018.

the same, the number of teachers who were able to visit and learn from other schools increased from 18% to 32%. Training on business premises was up sharply from 16% (2015) to 35% (2018) and 62% of vocational teachers participated in at least 30 hours of CPD (2015: 48%). This suggests that the duration of CPD has increased for those who had access to it. Only 42% of all teachers had more than two training hours overall, which is the minimum CPD requirement to retain any kind of licence. There was little change in the percentage of teachers participating in CPD (37%) that directly addressed their profile or sector (2015: 36%). A general training programme that addresses pedagogy for vocational teachers is offered each year to about 200 teachers: this covers professional didactics and methodics and didactics. The Teacher Training Division of MEST offers between 7 and 10 CPD programmes for VET teachers annually.

Schools are legally required to have an annual school development plan that provides suggestions for CPD based on a training needs analysis of the teaching staff. This plan should be agreed with the MED; however, implementation remains an issue because very few schools have a realistic plan in place.

Around 33% of teachers participate in CPD in their schools. Some of this CPD takes the form of cascaded learning obtained from external seminars. This kind of CPD is relatively low in cost and links in well with practice in schools. Around one third of vocational teachers say that they receive mentoring. However, access to a mentor and the training and subject expertise of mentors vary considerably between schools. On the other hand, the level of planned collaboration between VET teachers is relatively high, suggesting that there is a collaborative culture in Kosovo's VET schools.

Professional development needs and school planning mechanisms are in place but do not function well. Schools are supposed to carry out the analysis, taking into account professional standards, the needs of individual teachers and the school development plan. However, the planning process is only a formality and does not actually influence implementation. Training needs are not accurately identified and even where the real needs are identified, it is difficult for schools to obtain CPD provision that matches these needs. Schools and municipalities do not engage in decision making on priorities. As a result, the CPD offering does not reflect their priorities.

The aim of CPD is to improve teaching performance and quality. Teacher feedback and review are also used to improve teaching quality. The survey findings and interviews show that VET teachers benefit from feedback that positively impacts their self-esteem and their performance. However, there are opportunities for much greater use of various forms of feedback: mentors are not appointed in VET schools, the status of the QA coordinator is not resolved in all schools and teachers do not provide feedback to one another directly or through their professional bodies.

CPD needs to be recognised and incentivised through a career structure for teachers and a system of licensing. Around 71% of vocational teachers say that there are incentives to participate in CPD. On the other hand, the cost of CPD and the lack of support from their schools are perceived as barriers by 43% of teachers. The major barrier, according to teachers, is the absence of relevant CPD being offered. The evidence suggests that there is a real need for CPD since both principals and teachers identify training needs. The survey also shows that teachers usually value the CPD they obtain. However, there is a limited offering and a limited budget. Schools and municipalities lack the mechanisms and capacities for organising and coordinating sufficient and relevant school-based CPD. In some cases, there is no transparent process to ensure that CPD for VET teachers is fairly distributed and that the needs of all individuals and schools are taken into account.

Recommendations

At the level of national policy making, planning and regulation, appropriate authorities and agencies should cooperate to:

■ provide more CPD tailored to meet the specific needs of vocational teachers;

■ ensure that all teachers are able to access appropriate CPD to meet licensing needs and that VET teachers are motivated as envisaged by the licensing system in order to incentivise and recognise a career structure;

■ explore whether the CPD offering can be extended and made more responsive by accrediting high-quality online and video programmes or blended programmes;

■ place greater emphasis on the observation of teacher performance, through internal and external quality assurance processes, in order to identify needs for professional development and evaluate its impact; support might take the form of guidance or capacity building for inspectors, principals, QA coordinators and work-based learning coordinators;

■ develop a process and offer support to identify professional development needs in schools (which may include an enhanced role for teachers to help them to identify their own needs) and to plan CPD provision for schools;

■ appoint QA and work-based learning coordinators and nominate mentors in all VET schools;

■ strengthen the role of mentors and appoint the work-based learning coordinator in VET schools to support close cooperation with local businesses and other stakeholders;

■ design and offer CPD that supports progression through the career structure and is capable of supporting the outcomes of performance appraisal;

■ complement career licensing by implementing a professional career system that will motivate teachers and confirm their value;

■ implement an education management information system to collect and organise data to make it possible to track the progress of VET teachers through the licensing process and up the career ladder, understand their professional development needs and track and record their CPD;

■ modify the CPD offering to meet the needs identified by schools and ensure that all teachers, schools and regions have equal access to CPD programmes;

■ support school-based CPD across clustered schools (VET schools can be clustered regionally or according to sector).

With respect to CPD provision, CPD providers, VET schools and local authorities should cooperate to ensure that:

■ there is an increase in the number of places on master's programmes for VET teachers in the Faculty of Education at the University of Pristina;

■ there is a system for recognising previous achievements to accelerate progress towards meeting the requirements of AI 05/2015 for VET teachers and AI 14/2018 for general education teachers;

■ the capacity of in-service teacher-training providers is increased (or is supplemented by new providers) by the State Council for Teacher Licensing and the NQA to provide appropriate CPD to all VET teachers and enable them to meet the legal requirements of the licensing system and to improve their teaching;

■ there is support for school-based CPD that is tailored to need and cost-effective, e.g. induction, mentoring, peer review;

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- there are partnerships that could develop the existing contributions of centres of competence, the University of Pristina, private training providers and NGOs, within and outside of Kosovo, to increase the range, inclusivity, sustainability and quality of CPD provision;
- there is a system for evaluating the impact of CPD at school level, through a teacher appraisal process or mentoring.

The Teacher Training Division of MEST, the VET Council, the VET Centre, VET schools and wider stakeholders should:

- design a CPD programme that fulfils the teaching standards based on the Strategic Framework for CPD Kosovo and the NQA criteria for validation and accreditation;
- review the process by which CPD is assigned to individual teachers and to schools, e.g. using observation, inspection and peer review activities;
- give consideration to establishing a system for recognising and certifying CPD programmes offered by development partners in cooperation with MEST prior to 2013;
- enhance the capacities of the school QA and work-based learning coordinators and MEDs to identify needs and organise and address CPD;
- examine whether there should be an increase in the provision of CPD in the following areas: new technologies in the workplace, knowledge of the curriculum and teaching students with special needs;
- empower ambitious teachers to contribute to and lead improvements in teaching, developing new instructional materials and links with employers by giving them additional responsibilities, salary incentives, special status or by involving them in projects, enhancing the twinning and other similar local/regional and international partnerships.

With respect to funding, responsible authorities and stakeholders should cooperate to:

- empower schools and municipalities to make decisions about spending resources on CPD in order to encourage efficient and responsive use of scare resources;
- encourage VET schools, training providers (including donors), municipalities and central agencies to work together to obtain the best value from resources;
- develop a new formula for financing VET schools, taking into the account the specifics of different profiles, and explore new funding opportunities for CPD, such as public-private partnerships, school provision and new international opportunities;
- publish spending data on CPD for VET teachers and establish a unique budget line for CPD for VET teachers at ministry level.

Ministries and national agencies, VET schools, businesses and their representatives should work together to:

- support and construct partnerships between VET schools/training centres and companies (private and public sector) to support collaboration and share training and professional development;
- involve industrial bodies, business associations and private sector representatives in the process of identifying training needs and designing and validating CPD programmes and provision;
- implement competence standards for in-company trainers, work-based learning instructors and work-based learning coordinators;
- help VET teachers and practical instructors to update their knowledge of current working practices in industry through direct contact with industry.

At the level of institutional responsibilities and governance:

- the VET Department should be permanently represented in the State Council for Teacher Licensing;
- MEST should put in place a process that will coordinate CPD for VET teachers more effectively at strategic and operational level; this might be achieved through an enhanced role for the Agency for Vocational Education and Training and Adult Education (AVETAE) or through the VET Department, together with the Teacher Training Division, or through an inter-agency body;
- the Council for Vocational Education and Training should engage stakeholders and play an active role in the strategic planning of CPD for VET teachers;
- AVETAE should play a role in designing and implementing CPD programmes for VET teachers, QA coordinators, work-based learning coordinators, teachers of professional practice and instructors, and advise MEST on revising policies for the VET teachers' licensing system;
- improve the mentoring system at school level and strengthen the role of education inspectors to provide guidance and advice to teachers and so to improve performance.

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ACRONYMS

AVETAE	Agency for Vocational Education and Training and Adult Education
CPD	Continuing professional development
ETF	European Training Foundation
EU	European Union
GIZ	Gesellschaft für Internationale Zusammenarbeit (formerly GTZ)
KESP	Kosovo Education Strategic Plan
MED	Municipal Education Directorate
MEST	Ministry of Education, Science and Technology
NGO	Non-governmental organisation
NQA	National Qualifications Authority
QA	Quality assurance
USAID	United States Agency for International Development
VET	Vocational education and training

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