

CONTINUING PROFESSIONAL DEVELOPMENT FOR VOCATIONAL TEACHERS AND PRINCIPALS IN MONTENEGRO – 2018

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

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CONTENTS

ACKNOWLEDGEMENTS	3
EXECUTIVE SUMMARY	5
1. RATIONALE	9
2. METHODOLOGY	10
PART 1. CONTEXT: WORKFORCE, MANAGEMENT AND TEACHING IN SCHOOLS	12
3. WORKFORCE	12
4. SCHOOL GOVERNANCE	20
5. APPROACHES TO TEACHING AND LINKS TO THE WORKPLACE	23
PART 2. PROFESSIONAL DEVELOPMENT OF VOCATIONAL TEACHERS	31
6. POLICY AND IMPLEMENTATION	31
7. ORGANISATIONS AND INSTITUTIONS SUPPORTING CPD IN MONTENEGRO	34
8. DESIGN, QUALITY ASSURANCE AND FUNDING	36
9. VOLUME, MODE AND CHARACTER OF CPD PROVISION BY PROVIDERS OTHER THAN VET SCHOOLS	39
10. SCHOOL-BASED PROFESSIONAL DEVELOPMENT	44
11. RELEVANCE AND IMPACT OF CPD	48
12. RECOGNITION AND INCENTIVISATION	52
SUMMARY CONCLUSIONS AND RECOMMENDATIONS	54
ACRONYMS	58
REFERENCES	59

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

The purpose of the research is to understand better the condition of vocational teachers in Montenegro, in particular with respect to their professional development, but also more widely in terms of their attitudes and behaviour and the environment in which they work.

The methodology incorporates three strands:

- analysis of documents and research publications, in particular with respect to the policy framework;
- analysis of interviews conducted with relevant stakeholders;
- analysis of responses from online surveys conducted with VET teachers and school principals.

All teachers and principals from the country's VET schools were invited to participate in the survey; 393 VET teachers and 40 principals responded, from 37 schools, representing response rates of 22% and 93%, respectively.

Most VET teachers in Montenegro are well qualified and have a permanent contract of employment. However, a significant proportion of them have little or no initial education in pedagogy, i.e. didactics and teaching methodology. Teachers do not spend much time collaborating professionally with colleagues, and frequently spend many years working in just one school.

The research confirms that school principals exercise authority particularly in the areas of recruitment and initiating new programmes. They report a high degree of engagement with all stakeholders and claim to share decision making widely. However, the legal requirement calls for only one employer representative on the school board, which is very limited. Principals report that their ability to manage effectively is constrained by their multiple responsibilities, lack of resources and heavy regulation.

Most VET teachers say that they frequently differentiate learning tasks and relate learning to practical problems. However, many make frequent use of traditional pedagogies that depend on teacher talk and repetition of tasks. There is relatively little use of group work, and assessment data is not frequently used to tailor learning tasks to students. While many teachers do teach through work-like learning tasks in schools, most report relatively little interaction with employers.

Students are said to be motivated, but the vast majority of teachers experience interruptions and nearly a third say that they do not enjoy teaching any of their classes. Teachers are not satisfied with the learning resources available to students. In particular, there is a lack of consumables for practical skills, of digital learning materials and of internet access. The school information technology (IT) infrastructure is judged inadequate by many teachers. Most say that students do not use digital learning resources.

The system defines minimum requirements for professional development and a definition of professional progress for teachers. Schools must develop biennial continuing professional development (CPD) plans for teachers, and teachers are obliged to maintain their professional portfolio and make an annual professional development plan.

The key institutions and their responsibilities are well established in Montenegro. The VET Centre has recently appointed an officer to take a national coordination role for CPD for VET teachers. The Chamber of Commerce has demonstrated its commitment to VET and has been able to support a number of recent initiatives. Cooperation has been particularly strong with respect to improvements in

work-based learning and the training of company-based trainers. However, it appears difficult to reach a consensus on effective action to address persistent problems for VET teachers, such as the under-provision of CPD focusing on specialist needs. Obstacles to cooperation between organisations persist, preventing them from acting together to agree and implement strategies for CPD. The VET Centre has neither the budget nor the capacity to deliver extensive VET programmes. There are not many providers who are able to offer relevant CPD.

The VET Centre is not involved in the training of teachers of general subjects in vocational schools, as this comes within the jurisdiction of the Bureau of Educational Services (BES). However, although teachers may participate in some BES programmes, their particular needs are not targeted.

It is not clear how much is spent on CPD for VET teachers in Montenegro or how the VET Centre decides which programmes should be offered free to schools. Schools do not have dedicated budgets to purchase CPD, so there is a concern that they will try to meet the licensing requirements by making use of free training, even if that does not match well to their training needs.

The survey indicates an impressive increase in CPD participation, from 76% of VET teachers in 2015 to 91% in 2018. Participation in CPD addressing the vocational specialism of teachers was up from 40% in 2015 to 67% in 2018. CPD that took place in a business environment was up from 27% to 32%. Montenegrin vocational teachers undertaking training obtained an average of 41 hours of CPD (within or outside of school); 61% of participants received at least 30 hours over 12 months in 2018.

More vocational teachers say they had participated in CPD out of school (84%) than in school (67%). Modern methods of CPD are becoming more widespread in Montenegro. Participation in CPD involving active learning was up from 66% in 2015 to about 85% in 2018. Participation in CPD involving new technologies was up from 53% (2015) to 66% (2018). Almost a third of vocational teachers participated in some form of digital or video-based learning.

The use of new methods of CPD is not yet the norm. Around a third of vocational teachers say they had not participated at all in collaborative activities with other teachers or in CPD using new technologies. Principals receive mentoring and training immediately after their appointment, though this is focused mainly on administrative duties and regulations. They do not receive CPD addressing such issues as the improvement of teaching and learning, or the monitoring and evaluation of school performance. They do not benefit from ongoing CPD that would help them to meet new challenges or exploit new opportunities, such as building stronger relationships with local businesses.

Planning of CPD is a requirement, both for schools and for each teacher, and each school should have a CPD coordinator to manage the process. Unfortunately, the process does not appear to be shaping priorities nor greatly influencing CPD provision. Furthermore, little effort seems to be made to measure the effect of the training completed on the quality of teaching after the training.

Mentorship is a well-defined process, and novice teachers are assigned mentors. According to some interviewees, the number of feedback sessions between mentor and novice teacher during this process is low. It appears that most mentors share the subject specialism of their mentees, but only half of all active mentors have been trained. A considerable number of teachers are contracted on an initial or temporary basis, and never receive mentoring.

Most teachers say they have participated in CPD that addressed the core issues of subject knowledge, pedagogy, curriculum and assessment. Many vocational teachers say they have not participated in particular forms of CPD that they needed. The gap is particularly wide with respect to

new technologies and the use of information and communication technology (ICT), current practice in the workplace, and training that addresses students with special needs or early leavers.

The survey raises doubts about the efficiency of CPD in Montenegro, as for almost all types of CPD, more teachers report limited or no impact on their teaching than report moderate or major impact. Low impact may be due to a lack of quality assurance or a failure to link CPD to practice. It may also be due to a mismatch between provision and need.

Although professional standards have been developed and agreed, there is almost no evidence on how these standards are affecting the CPD of teachers and principals or informing the training programmes offered.

The BES and the VET Centre record their own provision and the provision of accredited programmes, but data is not collected in a form that permits analysis to see how much CPD is received by vocational teachers. Information on the participation of teachers in CPD (including training) needs to be consolidated into one register.

The volume of CPD appears sufficient to enable teachers to meet the relicensing requirements. However, only some kinds of CPD are currently recognised for licensing; for example, formal qualifications and digital and online learning do not contribute to licensing. Professional development for principals, with the exception of induction training, is not well tailored to needs.

Priority recommendations

1. The pedagogical training for newly appointed VET teachers should be extended. This could be done in various ways: a compulsory one-year traineeship programme guided by a mentor; a series of active workshops over the training year; a blended programme; or a programme supported by the university.
2. The involvement of social partners in school governance should be improved.
3. Principals need to be trained on how to conduct the teachers' appraisal process and establish appraisal as regular practice in the school, involving other relevant senior teachers.
4. Teachers should be encouraged to make extensive use of a wide range of pedagogies to engage learners and address low-level disruption.
5. There is a need to encourage CPD and online collaboration between teachers to share teacher-designed instructional materials and good practice.
6. VET schools should improve cooperation and communication with local and regional employers to expose students and teachers to employers and hands-on experience. Possible strategies include: teacher placements in industry; industry representation on school boards; school-business partnerships; and initiatives from business associations and chambers.
7. Minimum requirements for CPD should not be the main driver for most teachers. Rather, such requirements should provide the framework within which teachers benefit from relevant and useful CPD that leads to improvements in teaching and/or career progression.
8. More involvement of stakeholders is needed in designing policies and supporting quality assurance.
9. There should be stronger involvement of industry in designing training programmes for VET teachers, but also training of in-company trainers. This implies stronger involvement of employers' representatives in the governance, design, quality assurance and delivery of CPD for teachers and school principals.

10. School CPD coordinators should be able to communicate their training needs to those responsible for prioritisation, design and accreditation and should monitor and provide feedback on the progress and impact of CPD.
11. Qualitative criteria should be developed for selecting the CPD programmes to be offered and evaluation processes formulated to improve the impact of CPD and increase efficiency.
12. Decisions about priorities should take into account up-to-date information about needs. There should be an exploration of whether schools can take greater responsibility for CPD decisions.
13. CPD for principals of vocational schools should be reviewed in relation to their needs and best practice in other countries. Mentoring, peer learning and dedicated CPD to support new challenges may be relevant.
14. Diverse, sustainable modes of CPD should be encouraged, for example by empowering teachers' associations and making use of online communities and peer learning.
15. It is necessary to design and implement a Montenegrin Education Information System (MEIS) module to record the type of CPD and the number of training hours for each teacher and teacher's portfolio.
16. Licensing requirements should take into consideration forms of professional development apart from seminars (e.g. digital learning, relevant formal qualifications).

1. RATIONALE

In the three-year period since the previous ETF survey on CPD for vocational teachers, Montenegro has implemented a number of policy changes focused on an intensive approach towards the professional development of school staff. These changes include:

- a standalone strategy relating to teachers' education and professional development;
- amendment of the key legislation relating to overall education and to VET;
- widespread introduction of competence-based VET curricula in initial VET;
- introduction of the dual education format in lower VET;
- redefinition of the school principal mandate.

This survey, combined with the baseline survey, provides evidence on the effects of these changes. Moreover, the 2018 survey has been extended to include school principals and also to explore issues beyond CPD, such as school management, pedagogy and satisfaction levels.

2. METHODOLOGY

The methodology includes three strands:

- analysis of documents and research publications, in particular with respect to the policy framework;
- analysis of interviews conducted with relevant stakeholders (see annexes, published separately);
- analysis of responses from the online surveys conducted with VET teachers and school principals.

More comprehensive information on how the survey was conducted and consulted with the national partners is described in the technical report (published separately as an annex).

Purpose

The purpose of the research is to understand better the condition of vocational teachers in Montenegro, in particular with respect to their professional development, but also more widely with respect to their attitudes, behaviour and the environment in which they work.

Literature review

The literature review covers the following types of document:

- laws, regulations (by-laws) and national strategies (including action plans);
- manuals, handbooks and catalogues formulated with the purpose of developing CPD;
- publications relating to CPD projects, relevant implementation and evaluation reports;
- research reports.

Most of the relevant documents are policy documents rather than research or evaluation reports. The literature review is available as an annex of this report (published separately).

Interviews

Interviews were conducted with a small sample of stakeholders (eight) with a view to understanding the context of teacher policy and CPD policy and provision. All interviews were carried out during June 2018, each with an approximate duration of 60 minutes.

Surveys

General design

The questionnaires were developed by the ETF but were adapted for Montenegro in consultation with the Ministry of Education and VET Centre representatives. The questionnaires were tested with three schools and on the basis of feedback there were minor adjustments to the questionnaires.

Sample

In consultation with the key national institutions, it was decided that whole group of VET teachers delivering initial VET education programmes would be invited to complete the questionnaire.

The Ministry of Education supported the process of inviting schools by sending out a supporting letter together with a request for teachers and principals to fill in the questionnaire. In a joint invitation letter

sent out by the ETF country team and the Ministry of Education, the following groups were invited to complete the web-based questionnaire:

- teachers of VET subjects;
- teachers delivering general subjects as part of VET subjects in curricula¹;
- teachers delivering practical classes;
- coordinators of practical training.

According to data from the Montenegrin Education Information System (MEIS)², there are 40 VET providers for initial VET education in Montenegro (including six art and music schools), providing VET education for 19 005 students. In these schools there are 2 113 teachers (delivering VET and general subjects), 1 159 of whom are delivering VET-related subjects, including general subject teachers delivering general subjects as part of the VET subjects portion (of whom 266 are delivering arts and music classes).

Table 2.1 gives details of the number of respondents in this survey, including the very high response rate among non-arts and music VET teachers in particular.

Metadata

TABLE 2.1 NUMBER OF VET TEACHERS RESPONDING TO THE SURVEY

Total VET schools (and mixed, if relevant)	40
Total VET teachers	1 159 ³
Schools in sample	36
Teachers and instructors in schools targeted	1 159 (teachers delivering VET-related classes)
Number of responses	393 teachers partially or fully responding to the questions
Response rate	33.9% of VET teachers delivering VET subjects

TABLE 2.2 NUMBER OF VET SCHOOL PRINCIPALS RESPONDING TO THE SURVEY

Total VET schools (and mixed, if relevant)	40
Total principals	40
Schools in sample	40
Principals targeted	40
Number of responses	37
Response rate	92.5%

The participation of principals in this survey by regions is 41% from both the north and central regions and 21% from the south of Montenegro. With regard to teachers, 27% of the respondents are from the north, 39% from the central region and 34% from the south.

¹ VET curricula are divided into general subjects and VET subjects. However, within the VET subject element there is some teaching of general subjects connected to the vocational material.

² www.skolskamreza.edu.me/

³ Source: MEIS (www.meis.edu.me/MEISPortal/index.php)

PART 1. CONTEXT: WORKFORCE, MANAGEMENT AND TEACHING IN SCHOOLS

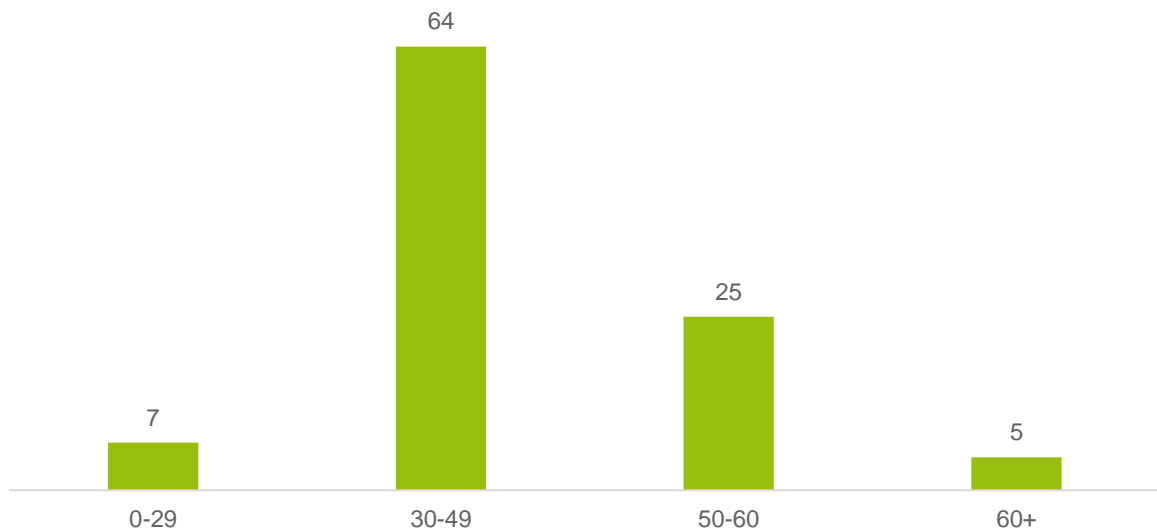
This first part of the report contains a number of chapters that describe the way in which vocational teachers plan and teach and the way in which they are managed in schools. The data presented is based on the results of the online survey. It is unweighted and excludes missing values (i.e. refusals and 'do not know' answers).

3. WORKFORCE

Age of teachers

Around 64% of the VET teachers are in the 30–49 age category, while a relatively small proportion are aged below 30 or over 60.

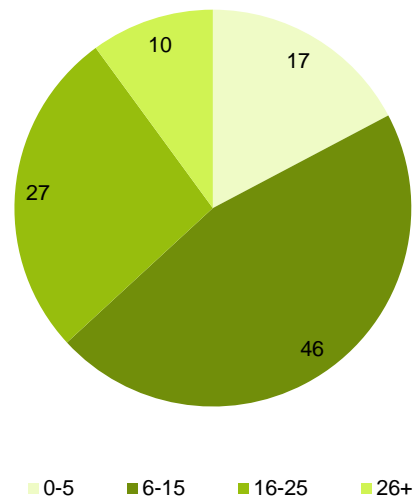
FIGURE 3.1 AGE COMPOSITION OF THE VOCATIONAL TEACHER WORKFORCE (% , N=382)



Length of teaching experience

Nearly two-thirds of VET teachers in Montenegro have less than 16 years of teaching experience; only 1 in 10 have more than 25 years of teaching experience.

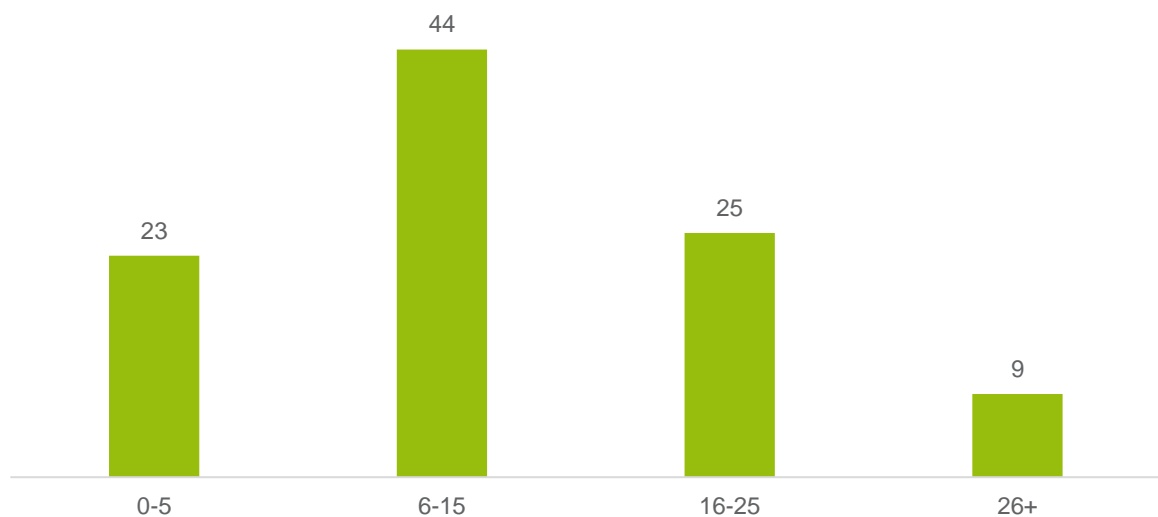
FIGURE 3.2 COMPOSITION OF THE WORKFORCE BY YEARS OF TEACHING (% , N=388)



Experience in current school

More than 75% of teachers in Montenegro say they have worked in their current school for at least six years. The professional development needs of such teachers are likely to be different from those of teachers who have worked in a variety of different schools. This situation is not unexpected, given that most municipalities, with the exception of Podgorica (the capital), have only one VET or mixed school. This pattern of employment may work against the sharing of new practices between schools, although it may also encourage collaboration within schools.

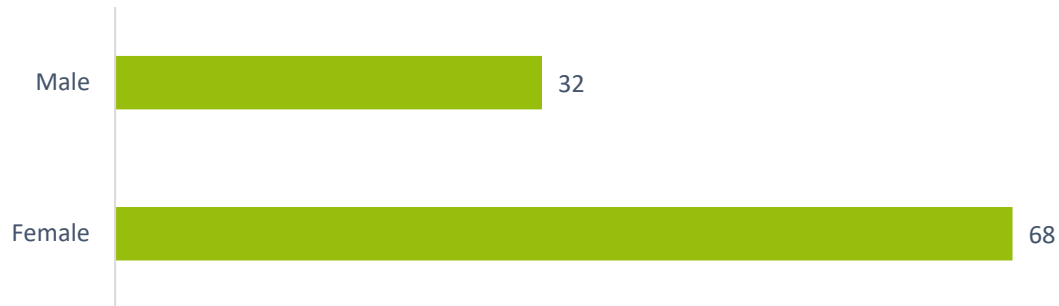
FIGURE 3.3 COMPOSITION OF THE WORKFORCE BY YEARS OF WORK IN CURRENT SCHOOL (% , N=388)



Gender

Teaching in general is predominantly a female profession in Montenegro, and this is also the case among VET teachers, of whom 68% are female.

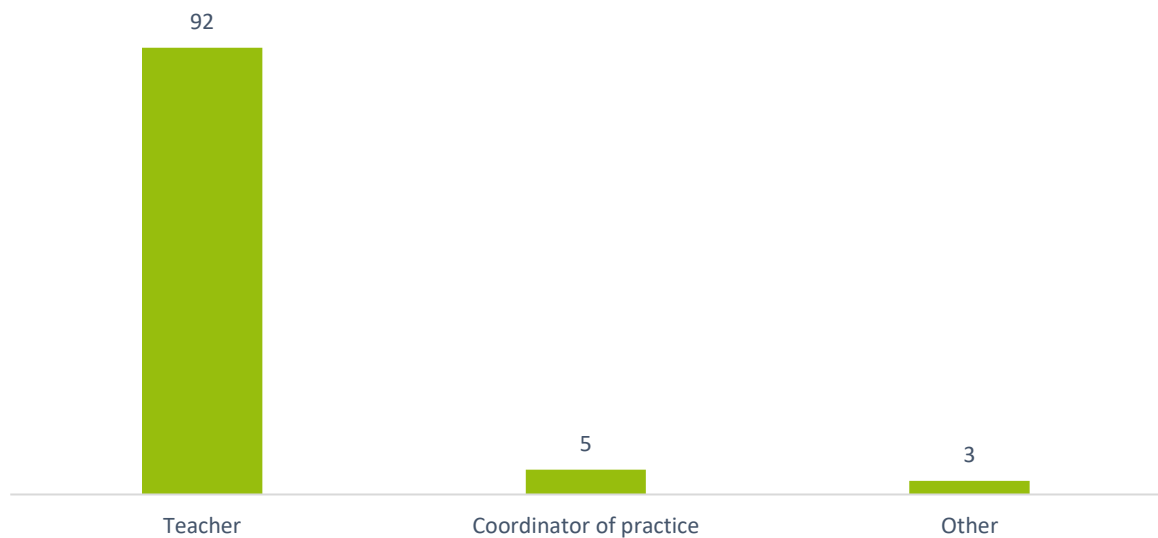
FIGURE 3.4 GENDER OF VET TEACHERS (% , N=363)



Role in the school

In our sample, 92% of respondents are teachers, nearly 5% are coordinators and 3% have other roles in schools. It is worth mentioning that there is usually just one coordinator of practical learning per school.

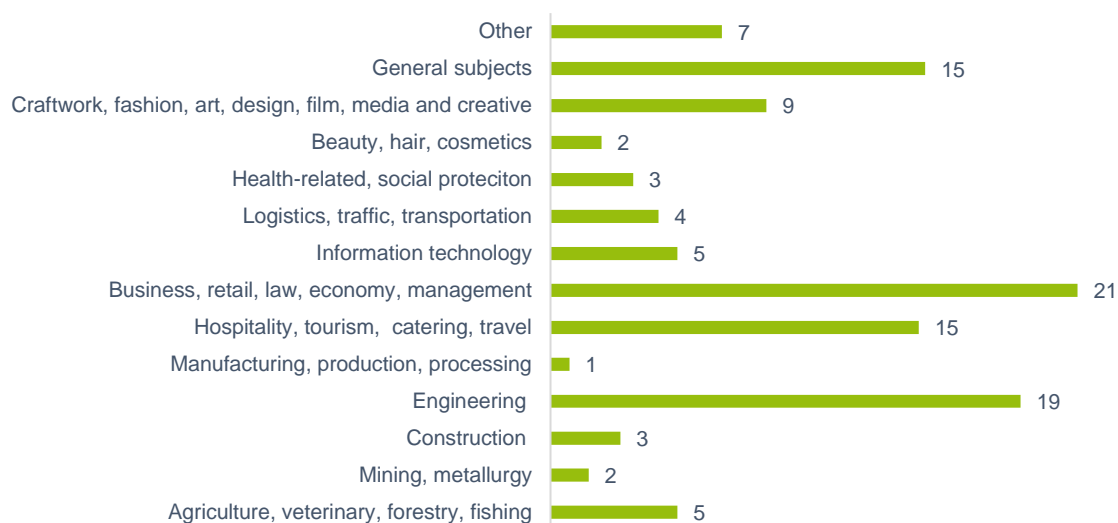
FIGURE 3.5 ROLE IN SCHOOL (% , N=392)



Vocational sector or specialism

The most common vocational specialism of teachers in our sample is business/law (21%), followed by engineering, and then tourism and hospitality; this represents the distribution of VET programmes in the VET schools, that is, the sectors that are dominant in VET education.

FIGURE 3.6 WORKFORCE BY SPECIALISM (% , N=393)



Note: Some teachers have more than one specialism.

Initial training

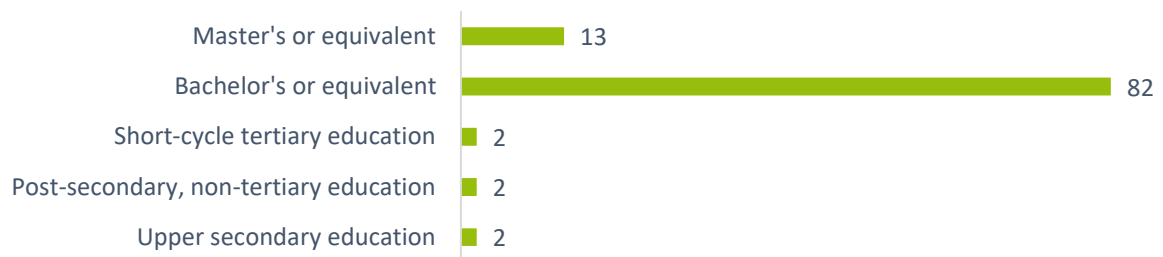
Around 18% of vocational specialists (excluding teachers of general subjects) report that they completed pedagogical training as part of their degree studies, compared to 81% of general subject teachers. Some 52% of vocational specialists say that they did not benefit from any pedagogical training before they started teaching. Most of the teachers in vocational schools in Montenegro say they received initial training in the content of their subject (80% for all subjects, but only 78% if general subject teachers are excluded). When it comes to pedagogy, that is, methodology or didactics, the situation is completely different. Only a minority of teachers (31%) say they completed pedagogical training as part of their degree studies. If teachers who teach general subjects in VET schools are excluded, only 22% of vocational teachers say they completed full and 20% partial pedagogical training during their initial academic training. Around 58% of vocational subject specialists say have not received any training in pedagogy relevant to any of the subjects they teach as part of their initial academic training.

Qualifications

More than 80% of survey respondents say they have a bachelor's degree.

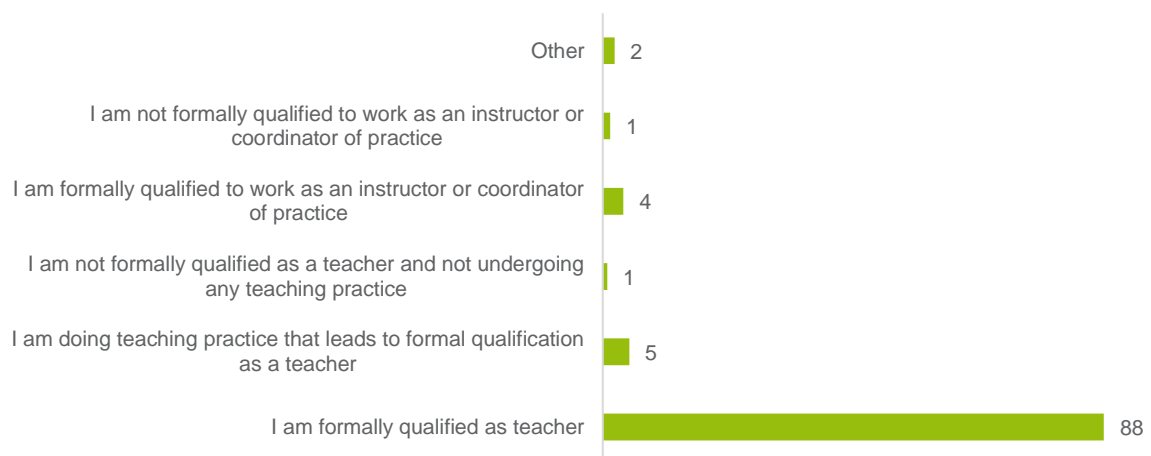
The data suggests that the workforce is formally well qualified. However, it should be kept in mind that this qualification relates to the content of the subjects they teach, but not to pedagogy and teaching practice.

FIGURE 3.7 LEVEL OF TEACHER EDUCATION (% , N=393)



At the same time, the vast majority of teachers (nearly 90%) are formally qualified as teachers or as instructors or coordinators of practice. Each VET programme defines which kind of teacher should deliver specific programmes and modules (including amount of academic education, measured in number of credits; in the national qualifications framework (NQF), 1 credit equates to 25 hours of learning). This implies that VET staff have a very good background and knowledge related to their subject area, as most of them are teaching in the sector that corresponds to their academic education.

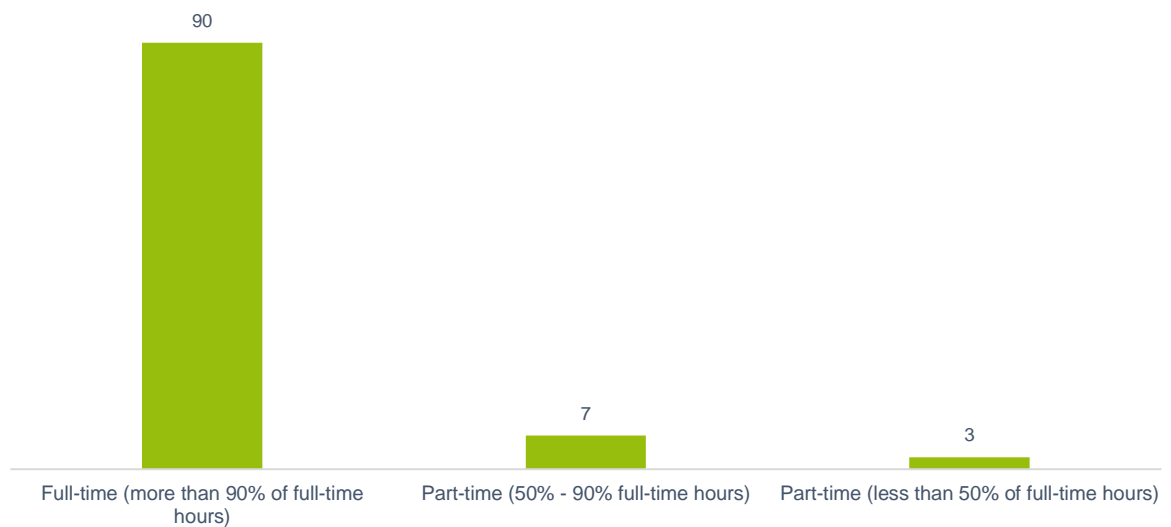
FIGURE 3.8 TEACHER QUALIFICATION (% , N=389)



Employment status

Around 90% of respondents are full-time employees with an indefinite labour contract, as the Labour Law requires that no organisation can keep any employee for more than two years on a fixed-term contractual arrangement.

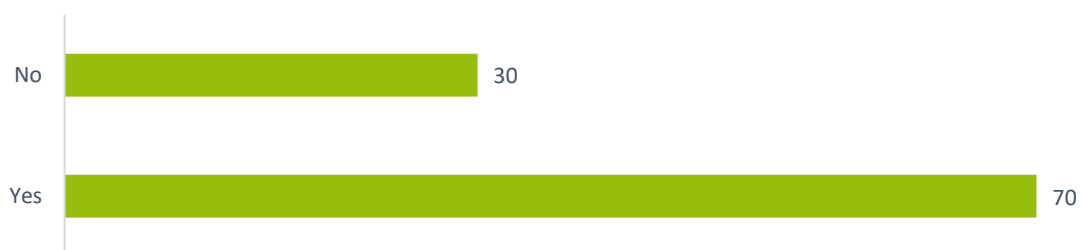
FIGURE 3.9 EMPLOYMENT STATUS OF TEACHERS (% , N=392)



Membership of trade unions and professional associations

The situation regarding membership of trade unions and professional associations is interesting. Some 70% of teachers in the survey belong to trade unions, although the role of trade unions for VET teachers with respect to CPD is very modest. The data indicates that a significant number of teachers are not members of any union. Trade unions are represented on the key governmental bodies responsible for the verification of curricula and new programmes, and on the bodies with delegated authority to approve other VET standards.

FIGURE 3.10 NUMBER OF UNION MEMBER TEACHERS (% , N=379)



As for membership of professional associations, which should have a much larger impact on VET teachers' CPD, just over 40% of VET teachers in the survey belong to sectoral teachers' associations.

FIGURE 3.11 NUMBER OF TEACHERS IN TEACHERS' ASSOCIATIONS (% , N=350)

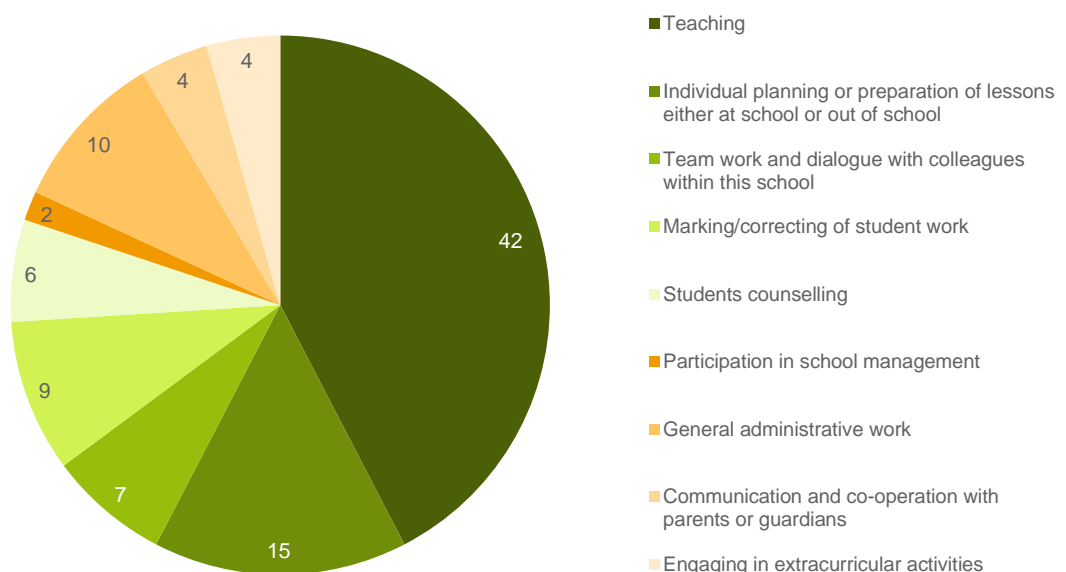


By provision of the Law on General Education, all teachers in Montenegro, including in VET, are encouraged to form teachers' associations composed of the teachers delivering the same or sector-specific subjects. However, there are currently only a few such associations.

Working hours

Teachers spend 42% of their time teaching, just 7% interacting with colleagues, and 6% counselling students.

FIGURE 3.12 AVERAGE SHARE OF WORKING TIME SPENT ON SPECIFIC TASKS (% , N=259)



Conclusions

VET teachers with limited or no knowledge of teaching methodology have to be provided with significant support in their first years of teaching (induction period). A specialised one-year or half-year training programme (possibly at university level, full time or part time) could be introduced to equip candidates with the methodological basics.

There is also plenty of scope to engage existing and, hopefully, newly formed teachers' associations in the development of high-quality CPD. These sectoral associations could have a significant role both in

CPD provision and in forging links with universities and other CPD providers and companies/the world of work, which might help to reduce the existing gaps in VET teachers' education. Such associations could help to strengthen the professionalism of vocational teachers, particularly with regard to sectoral competences.

Most VET teachers in the survey are well qualified, have permanent contracts of employment and can be expected to continue to teach for more than 10 years. Investing in the further professional development of these teachers is therefore a worthwhile investment.

Teachers do not spend much time collaborating professionally with colleagues and frequently spend many years working in just one school. In addition, communication with students is at a low level, and this is particularly important for the VET programmes owing to the career guidance and counselling context.

Recommendations

- Initial qualifications for VET teachers should be developed and offered, in the form of academic qualifications or vocational qualifications, possibly with an option to include pedagogical/methodological units.
- Teachers' associations should be further empowered, at national as well as school level.
- The system of student counselling should be strengthened at the school level.
- An optimal solution should be formulated to address the issue of newly appointed VET teachers and their pedagogical education. This could take various forms, such as a compulsory one-year traineeship programme guided by a mentor, an online programme to support new teachers who are not assigned a mentor, a school team to support teaching and learning for novice teachers, etc.

4. SCHOOL GOVERNANCE

Involvement in school governance

In more than 80% of cases, principals confirm that their management team includes deputy principals, administrative and finance staff, teachers, parents and even students, engaged as part of the school students' parliament.

The process of employing new staff in schools is defined by General Law on Education which makes the principal responsible for recruitment. However, the Ministry of Education must confirm appointments (confirming that the recruitment was justified and that there are financial resources available). In fewer than 10% of cases, other members of the school management are also involved in the recruitment process; sometimes principals establish a recruitment board.

Dismissal of school staff and teachers is mainly initiated and conducted by the principal, but in most cases it is triggered in the case of a major disciplinary offense. Only in 30% of cases is the school board involved to confirm the decision.

The salary scale is defined at national level. Salaries are related to a teacher's years of employment, academic background and rank. Teachers promoted to a higher rank, for example teacher-mentors, receive an increase in salary. These arrangements are confirmed by the survey. One-third of principals claim they are entitled to approve bonuses or raise teachers' salaries. However, it is not clear whether or not a rise in salary relates to the teachers' performance process.

Principals and school boards have control over the budget. In the case of school infrastructure projects, the school board is also consulted and approves supplies of goods, works and services. The ministry should also be consulted in these cases.

Principals are always present in initiating and conducting disciplinary measures against students, but school management and teachers are also involved in this process (in more than 90% of cases).

Student assessment is mainly in the hands of teachers. However, norms for such assessment are defined at national level, so principals and school management are also involved in monitoring the student assessment process.

Each school makes an initial proposal to the school board and later to the ministry on which kind of VET programmes should be offered in a new academic year. In most cases, the ministry agrees with schools' proposals, although the ministry will sometimes advise schools to offer some other programmes. Starting from 2017, the ministry is particularly in favour of schools having more three-year programmes, so is now a minimum threshold of points has now been established for students to enrol on level 4 programmes.

Two-thirds of principals say that teachers decide on the materials they use in the teaching and learning process. About 40% of principals report that teaching resources (textbooks, etc.) are mainly prescribed at the national level.

The VET Centre coordinates the development of VET programmes and the National Council for Education is the national body with designated authority to approve such programmes. In past two years more than 25 reformed (competence-based) programmes have been approved and introduced in VET schools.

The majority of principals claim that administrative work makes up 35% of their working time. Approximately 22% of their time is focused on reviewing teaching plans and supporting the CPD of teachers, curriculum content and delivery. Less than 20% of their time is spent on interacting with students; they spend 11% of their time on interaction with parents and almost the same on interaction with the local community. However, some large schools also have deputy principals who share this work.

According to the General Law on Education, candidates for the role of principal should be qualified teachers, possess pedagogic qualifications, have a licence to work in education and have at least five years of working experience.

When it comes to school development, including CPD planning, more than 85% of principals claim that they use students' results to inform the development plan, and 100% say they have worked on developing an annual CPD plan. However, according to the interviews and other publications, the analysis of results and the monitoring of this kind of plan are not usual practice in schools.

Around 74% of principals say that they are often involved in student disciplinary measures; 80% say they regularly attend classroom observation, which is also part of their job portfolio; and 89% say they are supportive of teachers in preparing the teaching process. Just over 70% of principals say they regularly inform parents about students' achievements.

All this may suggest that principals micromanage issues and that school management is not functioning in a decentralised manner, perhaps owing to a lack of appropriate competences of other management staff.

Engagement of other stakeholders

All principals say that they regularly involve teachers, parents and students in decision-making processes and that there is collaborative practice in their schools. A small number say that they make decisions alone.

The school management structure of pure VET schools is defined by the General Law on Education, with the composition of the school board as follows: one school employee representative, four members of the Ministry of Education, four representatives of the local authorities, just one representative of the social partners and one representative of parents. The school boards of mixed schools are slightly different: instead of a parents' representative, there is one additional representative of the school staff. The survey confirms that these arrangements are in place.

What constrains the effectiveness of management?

Around 71% of principals say that a lack of resources limits the effectiveness of management, while 41% say the same of political regulation. Some 50% report that their own effectiveness is constrained by having too many responsibilities.

More than 70% of principals say that teaching staff, including instructors of practical learning, are skilled.

Around 44% report a lack of resources, such as textbooks and teaching materials, while 42% lack funds for school libraries. Some 64% of principals claim that there is a lack of IT infrastructure, 40% report a lack of internet connectivity and 58% a lack of didactic software.

The survey results suggest that there are no major issues with student attendance and that individual cases of peer violence and harassment are rare. When it comes to absences from the school, the responses do not indicate that this is a major issue.

Appraisal of teachers

According to the survey results, there is a culture at school level in which a wide range of people are involved in classroom observation, including the principal, but also other teachers and external evaluators. The percentage of principals reporting this is more than 65% for each of these groups.

Around half of principals say that school management and teachers conduct surveys among students, while about 60% of principals claim that they discuss their performance review with teachers. More than 65% of principals report that each teacher develops an individual development plan.

Almost 15% of principals say that there are financial penalties for under-performing teachers. However, 97% report that a teacher's contract cannot be terminated as a result of under-performance.

Some 77% of principals say that introducing a mentor teacher for other teachers is not usual practice.

Conclusions

The research confirms that school principals exercise authority particularly in the areas of recruitment and the initiation of new programmes. They report a high degree of engagement with all stakeholders and claim to share decision making widely. However, the legal requirement calls for only one employer representative on the school board, which is very limited. Principals report that their ability to manage effectively is constrained by their multiple responsibilities, lack of resources and political regulation. They report some engagement in the teaching process, but it is questionable whether this is enough to make them effective in their responsibility for 'pedagogic leadership'. Further research is necessary to understand whether principals have the right conditions, training and powers to fulfil all of their responsibilities.

Recommendations

- A more inclusive environment should be created for social partners by involving them in the governance and management structure of the schools, wherever possible.
- Principals should be given training on how to conduct the teachers' appraisal process and establish it as regular practice in the school by involving other relevant senior teachers.
- Principals should designate some authority to specific managers or bodies in the school, in particular teachers' associations and school teams.
- As more than 30% of principals are older than 50 and have significant experience in the teaching process and school leadership, there is potential for them to assist one another as mentors or through sharing good practice.
- The framework of competences for VET school principals should be further developed and implemented for the purpose of informing recruitment and CPD, and of recognising the complex responsibilities of school leaders.

5. APPROACHES TO TEACHING AND LINKS TO THE WORKPLACE

Teaching

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

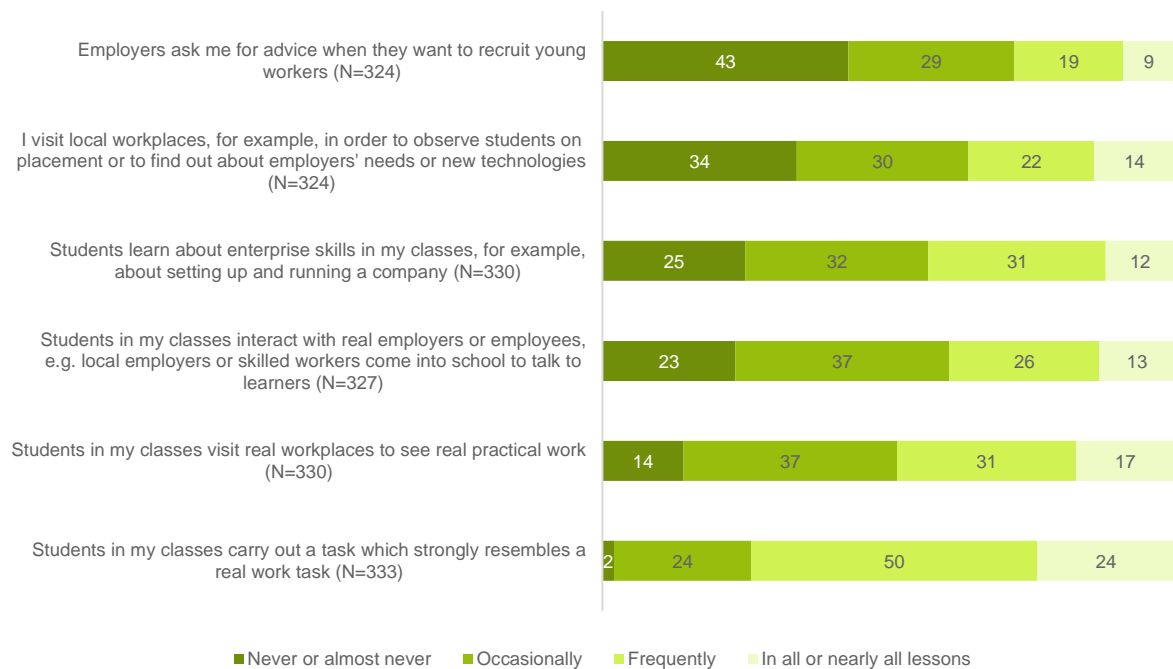
	Never or almost never (%)	Occasionally (%)	Frequently (%)	In all or nearly all lessons (%)	N
I present a summary of recently learnt content	3	21	47	30	339
Students work in small groups to come up with a joint solution to a problem or task	4	37	50	9	336
I give different work to the students who have difficulties learning and/or to those who can advance	2	35	49	14	333
I refer to a problem from work to show how knowledge or skills can be applied	7	32	42	19	336
I let students practise similar tasks until I know that every student has understood the subject matter	2	20	59	19	332
I check my students' exercise books or homework	6	26	46	22	330
Students use ICT for projects or class work	15	38	34	13	331
I demonstrate practical tasks to students who then carry out the same practical tasks	3	19	51	27	335
Students learn theory and also use that knowledge to solve practical problems within one lesson	2	17	53	28	333
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)	3	14	51	32	336
I use digital technology to prepare or find instructional material	4	23	47	26	337
I use video in my teaching	17	41	31	11	334

Most teachers frequently differentiate learning tasks and relate learning to work-like tasks and practical problems. However, it seems that many teachers frequently make use of traditional pedagogies that depend on teacher talk and repetition of tasks. About 40% of teachers say they do not promote teamwork in the teaching and learning process.

Links to the workplace

While many teachers say they do teach through work-like learning tasks in schools, most report that they have relatively little interaction with employers. This is a concern, as it means that students, teachers and employers do not have the chance to communicate and share expectations. Figure 5.1 shows the responses of all teachers in VET schools: interaction with the workplace is slightly higher among vocational specialists.

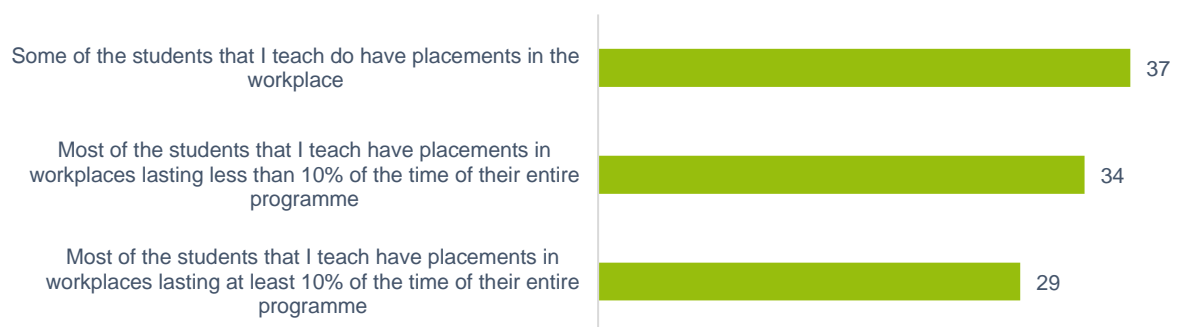
FIGURE 5.1 HOW WELL DO THE FOLLOWING STATEMENTS DESCRIBE THE RELATION BETWEEN SCHOOL LEARNING AND THE WORKPLACE FOR YOUR STUDENTS (IN % AND SORTED)



Work-based learning

More than two-thirds of teachers say that students very rarely have an opportunity to take part in practical learning in companies.

FIGURE 5.2 PLACEMENT OF STUDENTS IN WORKPLACES (% , N=314)



Behaviour and motivation of students

Although 66% of teachers report that students are well motivated, 31% say that they do not enjoy teaching students. The data shows that almost all teachers experience delays and interruptions in some of their classes.

TABLE 5.2 TEACHERS ON STUDENTS' MOTIVATION

	None of my classes (%)	Some of my classes (%)	Most of my classes (%)	All or almost all of my classes (%)	N
When the lesson begins, I have to wait quite a long time for students to quieten down	2	95	2	1	297
Most of the students in the class are well motivated	9	25	55	11	335
I lose quite a lot of time because of students interrupting the lesson	2	94	2	2	284
I enjoy teaching my students	31	9	31	29	334

Curriculum

Teachers report that their teaching is usually guided by the published curriculum, but also by employers' needs and assessment requirements. Individual lesson planning is common, but not universal.

TABLE 5.3 HOW FREQUENTLY IS YOUR TEACHING GUIDED IN THE DIFFERENT WAYS LISTED BELOW?

	Never or almost never (%)	Occasionally (%)	Frequently (%)	In all or nearly all lessons (%)	N
My teaching and planning are guided by the published national curriculum or qualification standard for my subject	6	20	35	40	326
I prepare a plan for how I will teach different topics and outcomes over the school year	2	9	34	56	331
I prepare a detailed lesson plan for my lessons	5	24	38	33	331
I experiment with different methods of teaching and learning in order to see which works best	1	26	47	26	328
I focus particularly on topics that students will be assessed on in tests and exams	0	14	48	38	326
I focus on skills and knowledge that I know are required by employers	2	13	45	40	323

Educational resources

Many teachers are not satisfied with the learning resources available to students. In particular, they report a lack of consumables for practical skills, of digital learning materials and of internet access. The school IT infrastructure is judged inadequate by many. It also appears that the culture of using digital resources is still not well developed in the schools and among teachers.

TABLE 5.4 HOW OFTEN DO THE FOLLOWING STATEMENTS APPLY TO YOUR CLASSES?

	Never or almost never (%)	Occasionally (%)	Frequently (%)	In all or nearly all lessons (%)	N
Students have access to appropriate, good-quality instructional materials, e.g. textbooks	3	28	36	33	326
Students have access to appropriate and up-to-date tools and equipment in order to learn practical skills	7	30	39	24	318
Students have access to sufficient and appropriate consumables so that they can develop practical skills	9	39	32	20	318
Students have access to reliable and appropriate computer hardware and software to let them use digital technology in my subject	18	39	26	17	321
Students have adequate access to the internet to enable them to support learning in my subject	15	33	34	18	324
Students use a digital learning environment, such as Moodle or Sakai	58	24	13	5	317

Assessment

Most teachers say that they have their own approach for assessing students' knowledge (88%) and that they have insight into the work of each individual student; in most cases they also provide written feedback. Nevertheless, 61% of teachers administer standardised tests, while fewer teachers use assessment data to design targeting learning tasks.

TABLE 5.5 HOW FREQUENTLY DO YOU USE EACH OF THE FOLLOWING METHODS TO ASSESS WHAT STUDENTS HAVE LEARNT?

	Never or almost never (%)	Occasionally (%)	Frequently (%)	In all or nearly all lessons (%)	N
I develop and administer my own assessment of student work	1	11	53	36	333
I administer a standardised test	8	31	48	13	322
I have individual students answer questions in front of the class	6	23	44	27	320
I provide written feedback on student work in addition to a mark or score	0	7	37	55	324
I observe students when working on particular tasks and provide immediate feedback	0	7	40	53	326
I organise students so that they can give feedback to one another in pairs or small groups	2	22	51	25	321
I set some students particular learning tasks because their assessment shows that they need further learning	1	32	51	15	323

Teacher self-efficacy

Overall, teachers judge themselves to be effective in their work, particularly when it comes to controlling behaviour, providing explanations and supporting the development of practical skills.

TABLE 5.6 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 (%)	N
Get my students to believe they can do well in school work	0	23	51	25	342
Help my students value learning	0	22	48	30	341
Prepare good questions for my students	1	10	54	34	334
Control disruptive behaviour in the classroom	0	9	44	46	338
Motivate students who show low interest in school work	0	22	46	32	338
Help my students understand real work in my vocational branch	1	16	46	37	338
Get students to follow classroom rules	1	9	44	47	341
Help students to develop a commitment to work in my vocational branch	0	20	50	30	339
Provide an alternative explanation if, for example, students are confused	0	9	44	47	342
Give my students the practical skills they will need in the work place	1	13	42	44	339
Give my students up-to-date knowledge relevant to my vocational branch	1	12	49	38	339

Career and job satisfaction

Most teachers say they are moderately satisfied with their work, while around 27% are very satisfied. Most report that they continue to learn and improve and that they have opportunities to progress. However, teachers do not feel that they are valued in Montenegro and around 27% are not motivated to master challenges. The survey suggests that teachers do not regret their career, although some may wish that other career paths were open to them.

Around 85% of principals are very satisfied with their decision to become a school principal and the majority of them say they would not even wish to change to another school. However, almost 50% of them claim that the teaching profession is not much appreciated by society.

TABLE 5.7 HOW STRONGLY DO YOU AGREE OR DISAGREE WITH THE FOLLOWING STATEMENTS?

	Strongly disagree (%)	Disagree (%)	Agree (%)	Strongly agree (%)	N
The advantages of this profession clearly outweigh the disadvantages	3	8	61	27	331
All in all, I am satisfied with my job	2	6	66	27	331
I regret that I decided to become a teacher	51	41	6	2	324
I think that the teaching profession is valued in my country	32	46	20	2	324
I continue to learn and improve as a teacher	1	1	61	38	330
I have opportunities to progress in my career as a teacher	5	23	60	12	329
I think I am quite motivated to master challenges in my work	6	21	54	20	328

Conclusions

Most teachers say they frequently differentiate learning tasks and relate learning to work-like tasks and practical problems. However, many teachers report that they often use traditional pedagogies that depend on teacher talk and repetition of tasks. There is relatively little use of group work, and assessment data is not often used to tailor learning tasks. While many teachers say they do teach through work-like learning tasks in schools, most report that they have relatively little interaction with employers.

Students are said to be motivated, although the vast majority of teachers say they do experience interruptions, and nearly a third of teachers say that they do not enjoy teaching any of their classes. Teachers are not satisfied with the learning resources available to students. In particular, they report a lack of consumables for practical skills, of digital learning materials and of internet access. The school IT infrastructure is judged inadequate by many. Most say that students do not use digital resources very much.

Recommendations

- Teachers should be encouraged to make extensive use of a wide range of pedagogies to engage learners and address low-level disruption.
- Teachers should be given training to show them how to make use of assessment data to differentiate learning.
- CPD and online collaboration between teachers should aid the sharing of teacher-designed instructional materials and good practice.
- Investment in internet connections for schools is a priority. Consideration should be given to a 'Bring Your Own Device' approach to facilitate digital and online learning (e.g. using smart phones).
- VET schools should improve cooperation and communication with local and regional employers to expose students and teachers to employers and hands-on experience. Possible strategies include

teacher placements in industry, industry representation on school boards, school–business partnerships, and initiatives by business associations and chambers.

- As most VET in Montenegro is school based, it is absolutely necessary to have well-equipped school labs and workshops, thus giving students a chance to practise in work-like situations.
- Teachers' status might be enhanced by providing opportunities to gain recognition for excellence, for example by leading innovation projects, through mentoring or peer training, by contributing to school improvement projects, through partnerships with industry or higher education and through mobility.
- The teacher placement scheme should be continued in order to provide VET teachers with opportunities to update their industry and sector knowledge.

PART 2. PROFESSIONAL DEVELOPMENT OF VOCATIONAL TEACHERS

This part of the report focuses on professional development at both national and institutional levels.

6. POLICY AND IMPLEMENTATION

Further clarification of the legal framework and responsibilities with respect to professional development has taken place since 2015. There are still three stages of professional development for teachers: pre-service, induction for novice teachers and CPD for teachers. The following table summarises the key legal documents.

Document	Requirement	Internet source (in Montenegrin language)
General Law on Education (2017)	Textbooks are subject to approval. Teachers can form professional associations of teachers, legally established as NGOs. School principals make decisions on the employment of specific teachers. The mentor is a teacher with at least three years' working experience (Art. 103). Licensing of teachers and principals is regulated by Article 107, and this process is coordinated by the VET Centre. The VET Centre is responsible for constructing the framework for VET teachers' professional development. Teachers have a right and an obligation to develop professionally (Art. 112). Priority areas of professional development for teachers are decided by the ministry every five years. A novice teacher should go through the traineeship leading to a professional examination composed of a skills test and a knowledge test. A candidate for principal can be selected for a maximum of two mandates, which is eight years in the role.	link
Law on Vocational Education (2017)	With respect to differences between educational level qualifications and vocational qualifications, this law states that education is conducted by teachers, teachers of practical teaching, expert associates and associates in the teaching process. Teachers in school should possess at least 240 credits, with the exception of some subjects in which teachers with 180 credits can conduct the teaching process if there is no relevant academic programme. Teachers of practical teaching must have 180 credits. The normal working hours for teachers are 18–20 school hours per week (with a 'school hour' lasting for 45 minutes).	link
Regulation on organising continuing professional development of teachers (2004)	This recognises three forms of professional development: individual, formal and informal. Formal refers mainly to attendance in academic programmes and informal refers to attendance in training accredited and offered by the VET Centre. A register of training should be maintained by the VET Centre and also by the school and the training provider. Training providers are legal entities and VET Centre staff cannot be authors of programmes, though centres can still be training providers.	link
Regulation on teachers and school staff licensing (2014)	In order to be relicensed, VET Teachers should attend 40 hours of training over a five-year period in the following proportion: 16 hours of training in priority areas, 8 hours of elective training and an additional 16 hours if the individual teacher or principal did not obtain pedagogical education during pre-service education.	link

Document	Requirement	Internet source (in Montenegrin language)
Regulation on types of degrees, conditions, manner and procedure for nominating and awarding the title of teachers	This regulation defines the ranking of teachers and procedures for ranking. There are several teachers' ranks ranging from teacher mentor, teacher adviser and teacher higher adviser, to teacher researcher. The regulation recognises different forms of professional development and the ranking of teachers is based on the number of points collected through these different forms. The VET Centre can, for specific cases described in the regulation, also recognise certificates from training that is not part of the catalogue , and even from international training events.	link
Rulebook on Mentorship (2009)	This regulation applies to mentors of novice teachers, and describes how to guide novice teachers through the induction period, the type of reflections the mentor should provide, and how to instruct the novice teacher.	link
Competency framework for teachers and principals (2016)	This framework defines standards for teachers and principals. It refers to all teachers, including VET teachers.	link
Strategy	Implementation	Internet source
VET Strategy 2015–2020	Over the past two years this strategy has focused on the introduction of competence-based programmes, which include training of more than 300 teachers in developing VET standards (qualification standards and educational programmes for level 3 and level 4 qualifications) and around 400 teachers in the delivery of new VET programmes in initial VET.	link
Strategy of Teachers' Education in Montenegro, Ministry of Education, 2017	The focus of this strategy is on improving specific areas of teachers' professional development, and also the engagement of universities and industry in developing more opportunities for teachers to obtain proper academic education and formal qualifications.	link

Conclusions

It is encouraging that there is a separate strategy at national level targeting initial academic education, induction periods and CPD of teachers. The system has rules in place when it comes to professional development and a clear definition of professional progress for teachers. The rules at the school level remain unchanged, with schools still developing biennial CPD plans for teachers, and teachers obliged to maintain their professional portfolio and create annual professional development plans.

Recommendations

- Regulations should be revised in order for different forms of training for teachers to be recognised and taken into account, in particular training conducted in schools and the local community (industry placement).
- Minimum requirements for CPD should not be the main driver for most teachers. Rather, such requirements should provide the framework within which teachers benefit from relevant and useful CPD that leads to improvements in teaching and/or career progression.
- There is an institutional system set up for CPD, with numerous laws, by-laws, manuals and instructions. However, what needs to be ensured is that all these parts communicate with each other and become a coherent system.

- Strategy documents should be more impact oriented, so that there are clear indicators of effects and impact developed alongside the result of activities.
- More substantial involvement of stakeholders is required in designing policies and also supporting quality assurance.

7. ORGANISATIONS AND INSTITUTIONS SUPPORTING CPD IN MONTENEGRO

This section describes and evaluates the main institutions that govern and provide CPD. It gives details of their functions and assesses how effectively and to what extent these functions are fulfilled. It also considers how effectively the different institutions cooperate.

- The **Ministry of Education** is the national regulatory body responsible for policy, strategy and coordination of teacher and trainer education. The ministry also develops regulations (by-laws). It supervises the work of other agencies: the BES, the VET Centre and the Examination Centre. The annual report of the ministry⁴ reports on progress.
- The **Bureau of Educational Services (BES)** is the national body responsible for teachers, delivering general education and also general subjects in vocational education programmes. The BES is also responsible for developing teachers' standards and for licensing teachers in general education, and for maintenance of the records of training implemented by external providers, according to the catalogue of training programmes.
- The **VET Centre** undertakes all activities relating to development of vocational education in Montenegro, from level 2 to level 5 of the NQF. The VET Centre is also responsible for creating professional development activities for vocational education teachers, for the development of standards and for providing counselling services to teachers.
- The **University of Montenegro** is the national institution of tertiary education responsible for initial education of teachers. It is the main focal point for teachers' pre-service education, though mainly for future general subject teachers. As part of the 2017 Strategy of Teachers' Education, the university will develop existing programmes further and also develop short-term training for the VET teachers.
- The **Chamber of Commerce** is the key institution representing employers in the design and delivery of education. The chamber was involved in the teacher placement scheme, and one of the results of the project was that the training programme developed was accredited. The chamber is also deeply involved in the new initiative for the training of in-company trainers to develop pedagogical skills. The Chamber of Commerce is represented on all key national bodies assigned to contribute to the quality of education, including the National Council for Education. The chamber was one of the founders of the VET Centre.
- The **National Council for Education** approves programmes for the CPD of teachers and principals. In 2017 the council approved role profiles for 10 new competence-based VET programmes.

Conclusions

The key institutions and their responsibilities are well established in Montenegro. The VET Centre has expertise and is dedicated to the issue of CPD for VET teachers. The Chamber of Commerce has demonstrated its commitment to VET and has been able to support a number of recent initiatives. Cooperation has been particularly strong with respect to improvements in work-based learning and the training of company-based trainers. However, it appears that it is difficult to reach a consensus on effective action to address persistent problems for VET teachers, such as under-provision of CPD focusing on specialist needs, and difficult for key organisations to act together to agree and implement

⁴ [Annual report for 2017, Ministry of Education \(in Montenegrin language\)](#)

strategies for CPD. The VET Centre has neither the budget nor the capacity to deliver extensive specialised VET programmes and there do not appear to be many providers able to offer relevant CPD. The University of Montenegro has not been very engaged in meeting the particular needs of VET teachers, either at the beginning or later in their careers.

There is an issue with general subject teachers in VET, namely that they are under the jurisdiction of the BES, and the VET Centre has nothing to do with their training. At the same time, they are not the key target group of the BES, although they may participate in some BES programmes.

Recommendations

- There should be stronger involvement of industry in the design of training programmes for VET teachers, but also the training of in-company trainers. This implies stronger involvement of employers' representatives in the governance, design and delivery of CPD for teachers and school principals.
- School CPD coordinators should be able to communicate their training needs to those responsible for prioritisation, design and accreditation and should monitor and provide feedback on the progress and impact of CPD.
- Compared with 2015 (the previous survey), there is better involvement from the University of Montenegro, the Chamber of Commerce and some NGOs in the professional development of teachers. However, this progress remains uncertain (e.g. the teacher placement scheme is no longer centrally coordinated). The system for the accreditation of training providers is still not established.
- The VET Centre and the BES could work much more closely where general subject teachers are concerned. More emphasis should be put on the proper use of general subjects in the VET curricula (programme contextualisation). Cooperation with respect to recording participation for vocational and general teachers would give a more complete understanding of CPD provision in Montenegro.
- Employers or sector skills committees chaired by the Chamber of Commerce should also be consulted in the process of programme accreditation, to ascertain the suitability of the proposed programme from the sector development point of view.

8. DESIGN, QUALITY ASSURANCE AND FUNDING

Commissioning and design of CPD

The Ministry of Education specifies the priority areas for teachers' professional development for a five-year period, on the basis of proposals from the BES and the VET Centre. The ministry also prescribes the organisation of teachers' professional development and the selection process for the authors of the programmes.

The BES and the VET Centre identify priorities in line with education policy, the findings of external and internal evaluation of schools, and research on education practice. Planning is mainly driven by conclusions extracted from the secondary sources, such as external evaluation reports of schools. In 2018 the VET Centre conducted research on the CPD of teachers and trainers in VET, though it remains unclear whether this research will shape training provision. Schools are required to research and plan CPD, but they lack the means to translate such research and plans into provision.

Regulation and accreditation

Starting in 2016, the BES and the VET Centre launched, on a biennial basis, a public call for the selection of professional development programmes for teachers, open to all legal and natural persons performing educational or scientific research activity, accredited higher education institutions and professional associations. The call for new programmes to be accredited contain the following elements:

- priority areas of professional development (sector listed) and also cross-curricular themes, including information on the priority programmes to be funded by the VET Centre. The procedure for this prioritisation was not identified by this research;
- value of the funds allocated to the programmes (for the VET Centre catalogue, this is EUR 6 000);
- applications should contain a training programme synopsis and information about the training provider, the programme author and the trainer.

Authors of teachers' professional development programmes cannot be persons employed by the Ministry of Education, the BES, the VET Centre, the Examinations Centre or the National Council for Education. The committee for programme accreditation, which assesses the proposed programmes, is composed predominantly of VET Centre staff and partners (but no specialist employer representatives). Those judged satisfactory are proposed to the ministry and the National Council for Education for validation. In practice, there are no examples of programmes that have been denied during the accreditation process. The criteria for selecting the programmes relate mainly to the regulations, rather than to quality standards. The programmes that fulfil the envisaged standard – that is, with a certain degree of quality – are proposed to the Ministry of Education and then to the National Council for Education, as the validation body.

The catalogues of accredited programmes are published on the websites of the BES and the VET Centre. The BES regularly updates the calendar of its training events, which is published on its website. The BES and the VET Centre maintain records of the training organised on an annual basis; no systemic data collection system was identified for the purpose of this survey. Currently, these records are mainly simple spreadsheets containing general information about the training implemented. There is no mechanism to review the quality and impact of the CPD provided, nor to take account of such data when making decisions about accreditation.

Funding

National funding

The General Law on Education prescribes that financing of permanent professional development of teachers has to be paid from the state budget. The state is obliged to ensure funds for all teachers to enable them to renew their licence every five years.

The VET Centre allocates some EUR 5 000–6 000 a year for all VET teachers' CPD. In addition, the Centre uses part of its general budget for CPD (although the value of this spending is not made public). Consequently, some of the programmes in the catalogue are offered free of charge to schools, while schools must pay for others. All stakeholders agree that there is a lack of funding.

Donor funding is important for VET CPD. In past two years, additional EU funds have enabled around 600 VET teachers to be trained to introduce new VET standards and supported placements in industry for 100 teachers. The BES also offers a certain number of free seminars for teachers (mostly for general subject teachers) and publishes a calendar of these events.

Cost sharing

There is no dedicated CPD budget delegated to schools or to local authorities.

Some VET schools have independent sources of income, for example from selling products, and they may allocate a certain amount of money for CPD activities from these funds. However, a recent change to the General Law on Education requires schools to transfer one-third of their own incomes to the so-called Fund for Quality, which is under the Ministry of Education. Thus, VET schools are left with less money for CPD activities.

There are also programmes for which a contribution to the cost of provision is required. There is no information on costs in the VET Centre catalogue. In the BES catalogue of programmes for professional development, the cost of such programmes is EUR 15–25 a day per teacher.

Contribution of teachers

According to the survey, less than half (44%) of VET teachers who participated in CPD in the past 12 months paid none of the costs, whereas just over a third (38%) had to pay some of the cost and 19% paid all the cost.

Conclusions

Montenegro has in place a system of inviting and then approving CPD provision. However, there is scope to improve this system. In particular, the system does not seem to be very effective at attracting proposals from potential providers who can offer training that is relevant to needs and that is delivered in effective and modern modalities.

It is questionable whether the review and accreditation process is really effective in obtaining high-quality CPD. There is concern that there is insufficient monitoring of quality or feedback on the effectiveness and impact of CPD when it is implemented.

It is not clear how much is spent on CPD for VET teachers in Montenegro, nor how the VET Centre decides which programmes should be offered free to schools. Schools do not have dedicated budgets

to purchase CPD, so there is a concern that they will try to meet the licensing requirements by making use of free training, even if that does not match well to their training needs.

Recommendations

- The process of accreditation of programmes should be improved, for example by engaging professional sector associations, specialist employers, schools and the university as appropriate.
- Decisions about priorities must take into account up-to-date information about needs. Consideration should be given to whether schools can take greater responsibility for CPD decisions.
- Qualitative criteria should be developed for selecting the training programmes so that they do more to assure quality.
- The system of financing programmes for teachers' professional development should be made more transparent.
- More funds should be dedicated to CPD programmes for VET teachers.
- Mechanisms should be developed for monitoring and evaluating the quality and impact of CPD, for example by engaging CPD coordinators in schools.

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

Evidence of provision from the perspective of providers

Starting from 2016, the VET Centre has published a catalogue of training programmes for VET teachers. This catalogue contains 70 programmes classified on the basis of priority areas and sectors. The VET Centre has a legal responsibility to keep a record of training participants. This is particularly important in the licensing and relicensing process. The BES has 338 programmes in its catalogue, some of which are relevant for VET teachers.

According to its annual report, in 2017 the BES delivered 81 training programmes intended for preschool teachers, primary school teachers, high school teachers and general subject teachers in VET, principals and deputy principals, and school support teams (pedagogues, psychologists, librarians, etc.). Other institutions provided 172 accredited seminars commissioned by individuals or schools.

Some of these programmes (81 in 2017) were funded by the BES, while the larger share (two-thirds) was organised and funded by other institutions and individuals.

Unfortunately, it is difficult to say how many teachers from VET schools have taken part in these training events, as this type of information is not recorded. However, VET teachers are not the BES's key target group to be trained.

Six two-day modules (the training programme for educational institution school principals) were delivered to newly appointed school principals in 2017.

In the first six months of 2017, BES delivered 201 848 units of training to 1 199 participants (on average 25 participants per seminar), of which 41 seminars were one-day events (8 hours) involving 1 046 participants, 5 were two-day events involving 105 participants, and 2 were four-day seminars for 48 participants.

The volume of training provided by the VET Centre is shown in Table 9.1. This includes programmes provided by external providers from the catalogue but not donor-funded training.

TABLE 9.1 NUMBER OF TRAINING AND TEACHERS TRAINED BY THE VET CENTRE ON AN ANNUAL BASIS

Year	Number of training sessions	Number of teachers trained
2016	16	404
2017	13	320
2018	22	409
Total	51	1 133

Source: VET Centre

In addition, a specific number of training activities are provided as part of the international support to VET development. For example, in 2017, as part of the EU-funded Modernisation of educational

programmes and teachers' training project, approximately 300 teachers from 26 schools were trained in how to design VET standards, and 180 teachers have been trained on how to implement new competence-based programmes.

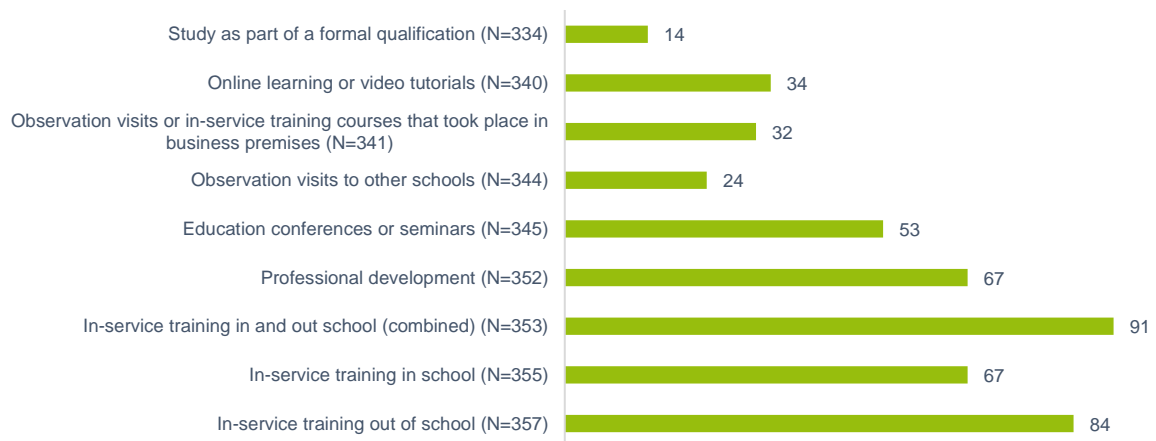
In 2018 the VET Centre organised training for 138 teachers to implement 15 new programmes developed in that year. Thus, a total of 318 teachers have been trained to implement 25 programmes in schools, which is approximately 25% of VET teachers able to deliver new programmes.

Evidence of provision from the perspective of teachers (survey)

Participation

The survey indicates an impressive increase in participation in CPD, from 76% of VET teachers in 2015 to 91% in 2018. Participation in CPD addressing the vocational specialism of teachers was up from 40% in 2015 to 67% in 2018. Participation in educational conferences and seminars was up from 37% to 53% of teachers, and observation visits to other schools from 19% to 24%. CPD that took place in a business environment was up from 27% to 32%⁵.

FIGURE 9.1 SHARE OF RESPONDENTS WHO RECEIVED THE FOLLOWING KINDS OF CPD OVER THE PAST 12 MONTHS (%)



More vocational teachers participated in CPD out of school (84%) than in school (67%). A third of vocational teachers participated in some form of digital or video-based learning. Just 9% of vocational teachers had not participated in any CPD over the past 12 months. Analysis of the data suggests fewer vocational specialists are somewhat less likely to participate in CPD (90%) than teachers of general subjects working in vocational schools (95%). Excluding teachers of general subjects, 36% of vocational teachers say they participated in CPD on business premises, although these specialists were somewhat less likely to obtain CPD addressing their teaching specialism (65%) compared to general subject teachers (70%).

⁵ Baseline data reported in ETF (2016) CPD of Vocational Teachers and Trainers in the Western Balkans and Turkey: A regional picture.

Volume of CPD

Montenegrin teachers who participated in training say they obtained an average of 40 hours of CPD (within or outside of school) per year. 61% received at least 30 hours over 12 months in 2018. While the total number of teachers who participated in CPD in online training and formal qualifications is lower than that the number who which participated in seminars, – the percentage of these groups that obtain more than 30 hours is quite high. Over 100 teachers say they obtained an average of 22 hours CPD in a business environment.

If we take into account those teachers who did not participate in CPD at all, we find that 55% of Montenegrin vocational teachers obtained at least 30 hours of CPD in the last 12 months, up from just 29% in 2015.

TABLE 9.2 VOLUME OF DIFFERENT KINDS OF CPD FORMS ATTENDED BY TEACHERS OVER THE PAST 12 MONTHS

	Average number of hours	% of respondents with 30 hours and more	N
In-service training in and out school (combined)	40	61	321
Professional development	21	21	235
Education conferences or seminars	20	22	182
Observation visits to other schools	11	7	81
Observation visits or in-service training courses that took place on business premises	22	28	108
On-line learning or video tutorials	29	34	116
Study as part of a formal qualification	37	39	46

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

Distribution of CPD

The survey suggests that teachers of different ages experience similar levels of participation in CPD, except for teachers over 60 and teachers with more than 15 years of teaching experience, who are less likely to participate. New teachers with less than five years of teaching experience were also less likely to participate in CPD. There were no large differences in participation between teachers working in different regions.

TABLE 9.3 SHARE OF TEACHERS WITH IN-SERVICE TRAINING (INSIDE OR OUTSIDE SCHOOL) OF AT LEAST 30 HOURS BY REGION

	%	N
North region	56	86
Central region	58	114
Coast region	66	112
Total	61	321

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

Character of CPD

Table 9.4 provides some evidence on the mode or method of CPD. There is evidence of joint participation in CPD: when teachers participate in CPD with colleagues, they are more likely to apply their learning in their teaching. Modern methods of CPD are becoming more widespread in Montenegro. Participation in CPD involving active learning was up from 66% in 2015 to about 85% in 2018. Participation in CPD involving new technologies was up from 53% (2015) to 66% (2018).

The take-up of web-based communities as a form of CPD is encouraging: this is something new in Montenegro. This may in part be a result of the work of professional associations and the VET Centre to encourage these forms of CPD. However, Table 9.4 shows that the use of new methods is not yet the norm. Furthermore, around a third of VET teachers did not participate at all in collaborative activities with other teachers or in CPD using new technologies.

TABLE 9.4 TEACHERS' PARTICIPATION IN INDIVIDUAL FORMS OF CPD (%)

	Not in any activities	Yes, in some activities	Yes, in most activities	Yes, in all activities
A group of colleagues from my school (N=342)	11	49	23	16
Opportunities for active learning methods (N=336)	15	44	30	11
Collaborative learning activities or research with other teachers (N=329)	33	48	14	5
New technologies, including IT (N=335)	34	38	21	7
Using a web-based community or social media to share practice (N=330)	35	43	16	5

The information in Table 9.5 show the extent to which teachers are willing to take the initiative on their own development. It shows a low level of participation in peer learning or collaborative events organised at practitioner level.

TABLE 9.5 TEACHERS' PARTICIPATION IN COLLABORATIVE PRACTICE (%)

	Yes	No
A network of teachers formed to support the professional development of teachers ('network' means a group of teachers from more than one school that meets or communicates regularly) (N=351)	34	66
Individual or collaborative research on a topic of interest to you professionally (N=341)	41	59
Mentoring and/or peer observation and/or coaching, as part of a formal school arrangement (N=338)	36	65

CPD for principals

Around 45% of principals report that they have benefited from mentorship or support (of more than 30 hours) from other principals, while 77% say they have participated in CPD of more than 30 hours through conferences or seminars. These figures may be misleading as they do not reveal how much of this CPD supports individuals in their role as principals. Principals in Montenegro, once appointed, are obliged to have training through the so-called School for Principals. In practice this means that new principals go through seven two-day seminars on different topics. It sometimes takes 18 months to finish all the training and to sit the final examination, after which all the trainees produce written study a with the help of a mentor.

Training for principals is the same for all types of educational institutions (preschool, primary and secondary schools). After that, there is no specialised training for principals. Furthermore, principals are required to attend seminars for the subjects they teach in order to renew their licence. However, principals do benefit from regular semi-formal meetings focused on operational activities in schools. Principals are not offered CPD that focuses on improving the quality of teaching and learning in their schools.

Conclusions

The survey indicates an impressive increase in participation in CPD, from 76% of VET teachers in 2015 to 91% in 2018. Participation in CPD addressing the vocational specialism of teachers was up from 40% in 2015 to 67% in 2018. CPD that took place in a business environment was up from 27% to 32%. Montenegrin vocational teachers who participated in training obtained an average of 40 hours of CPD (within or outside of school), and 61% received at least 30 hours over 12 months in 2018. Analysis of the data suggests that vocational specialists are somewhat less likely to participate in CPD (90%) than teachers of general subjects working in vocational schools (95%).

More vocational teachers say they had participated in CPD out of school (84%) than in school (67%). Modern methods of CPD are becoming more widespread in Montenegro. Participation in CPD involving active learning was up from 66% in 2015 to about 85% in 2018. Participation in CPD involving new technologies was up from 53% (2015) to 66% (2018). Almost a third of vocational teachers say they have participated in some form of digital or video-based learning.

The use of new methods of CPD is not yet the norm. Around a third of vocational teachers did not participate at all in collaborative activities with other teachers or in CPD using new technologies.

Principals receive mentoring and seminars immediately after their appointment, though this is focused mainly on administrative duties and normative regulations. They do not receive CPD addressing such issues as the improvement of teaching and learning or the monitoring and evaluation of school performance. They do not benefit from ongoing CPD that would help them to meet new challenges or exploit new opportunities, such as building stronger relationships with local businesses.

The BES and the VET Centre record their own provision of accredited programmes, but data is not collected in a form that permits analysis to see how much VET teachers received.

Recommendations

- The BES and the VET Centre should collaborate to collect and share information so that total provision of CPD to different types of teachers can be recorded, analysed and monitored. It may be possible to use the MEIS to help with this.
- CPD for principals of vocational schools should be reviewed in relation to their needs and to best practice in other countries. Mentoring, peer learning and dedicated CPD to support new challenges may be relevant.
- Increased participation and volume should be sustained. Programmes that have been developed with donor support should be maintained. For example, trained teachers can be invited to replicate programmes for their colleagues and the teacher placement scheme should be encouraged through practice coordinators and business associations.
- Sustainable, relatively efficient CPD can be encouraged by empowering teachers' associations and making use of online communities and peer learning.

10. SCHOOL-BASED PROFESSIONAL DEVELOPMENT

This section is concerned with the functions of the school in planning and delivering CPD, and particularly CPD that is specially organised for one school.

Responsibilities of the school

Each school has a responsibility to develop a biennial school plan for professional development and to ensure that its teachers develop personal professional development plans.

Each initial VET provider, as part of its annual school plan, should develop a schedule of CPD activities for the school. In the case of VET School 'Spasoje Raspopovic', for example, the findings of the external evaluation report⁶ state that the school has a coordinator for the professional development of school staff who records all training events at school level and that 90% of teachers have a personal development plan. The role of the CPD coordinator is much more visible in mixed or general schools, but in all schools it is focused on administrative recording and compiling a teachers' 'wish list', rather than having an advisory and consultative role in defining priority areas based on actual needs. Each school is developing biennial CPD plans and each teacher should create an annual personal professional development plan.

Most VET schools do not have dedicated budget resources for teachers' CPD and can therefore not prioritise, but instead have to seek out what may be available; there are some exceptions, such as the Maritime School in Kotor which regularly funds CPD for its own staff licensing them to teach internationally recognised qualifications. There are no cases of stakeholders (companies or the local municipality) funding in-school training activities or organising it on their own initiative.

Mentoring and induction

All new teachers are obliged to undergo an induction period. A school principal nominates a mentor and a relevant rulebook defines the mentor's tasks. The mentor designs a one-year programme and plan for working with a novice teacher, thus preparing the teacher to take a professional examination, which is quite rigorous and has several parts.

The Rulebook on Mentorship clearly defines everything a mentor is supposed to do during the induction period. Laws and by-laws fully regulate the induction period for new teachers. However, there are no mechanisms for monitoring how mentors work with their new teachers, so it is not known how the arrangement functions in practice. The quality of work done by the mentor can be indirectly assessed when the teacher takes the professional examination at the end of the induction period.

There is a three-day training programme for mentors that is primarily aimed at improving their mentoring skills. There is also a publication, 'Mentorship handbook for mentors with guidelines to support mentors in their everyday work with a novice teacher'⁷. Mentors are also given a certain number of credits for taking on this role, and these can be used to advance their careers.

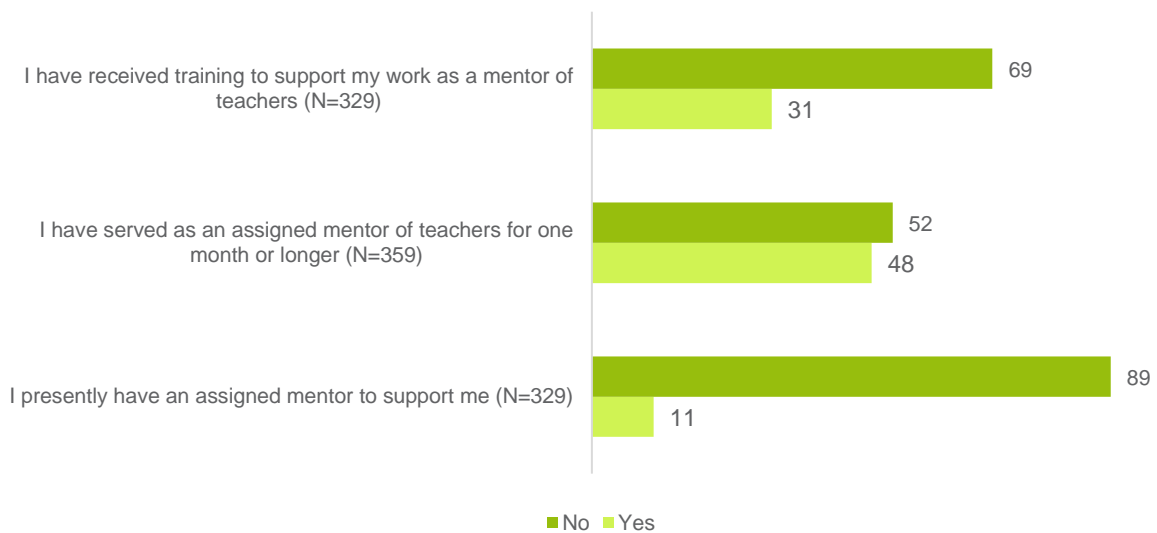
⁶ [Report of External Evaluation of the VET School Spasoje Raspopovic](#)

⁷ [Handbook for Mentors](#), Bureau for Education Services. 2010

A considerable number of VET teachers never enter a mentorship programme because their employment in the school is of a short-term nature (three to six months, or even up to two years).

In most cases, according to the principals, mentors are teachers delivering the same subject as the novice teacher.

FIGURE 10.1 WHAT IS YOUR EXPERIENCE OF MENTORING? (%)



The mentorship process covers novice teachers during the induction period. Teachers in the survey report that a considerable number of them have not been through the training process to become mentors, but were still assigned to mentor novice teachers. Principals report that 46% of their novice teachers have access to mentorship support and that, in most cases, mentors are teachers delivering the same subject as the novice teacher.

Induction for other teachers

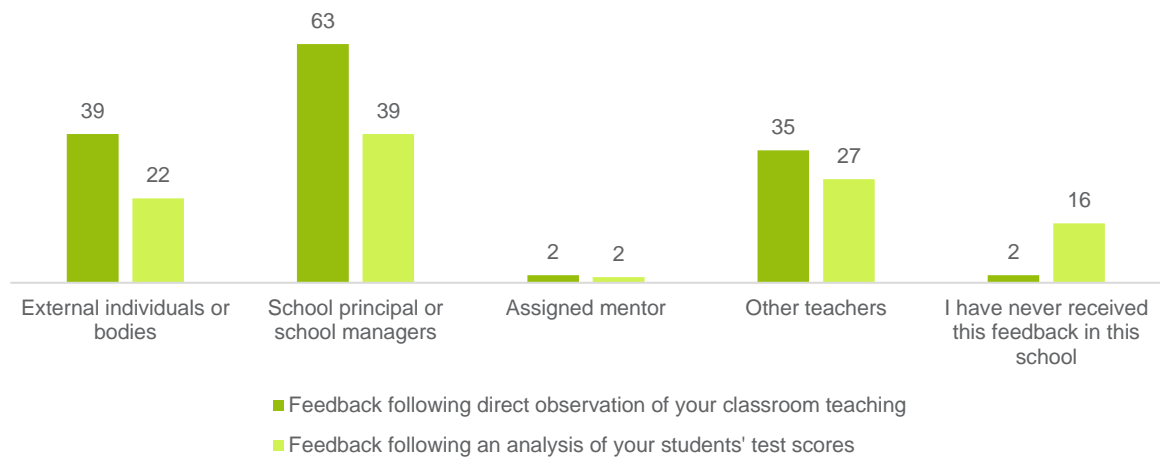
Although there is a well-defined process for how the mentoring process for any teacher joining a school should be conducted, the majority of teachers still say they are introduced to the school system through informal processes (61%).

Around 65% teachers say they went through an induction programme when transferring to another school. Such induction is concerned with providing an introduction to the new organisation.

Feedback for teachers in schools

The majority of the vocational teachers in the survey say they receive feedback following observation of their teaching or analysis of their students' test scores. Where teachers do obtain feedback, this is most often given by the principal or by school managers rather than by other teachers or external observers.

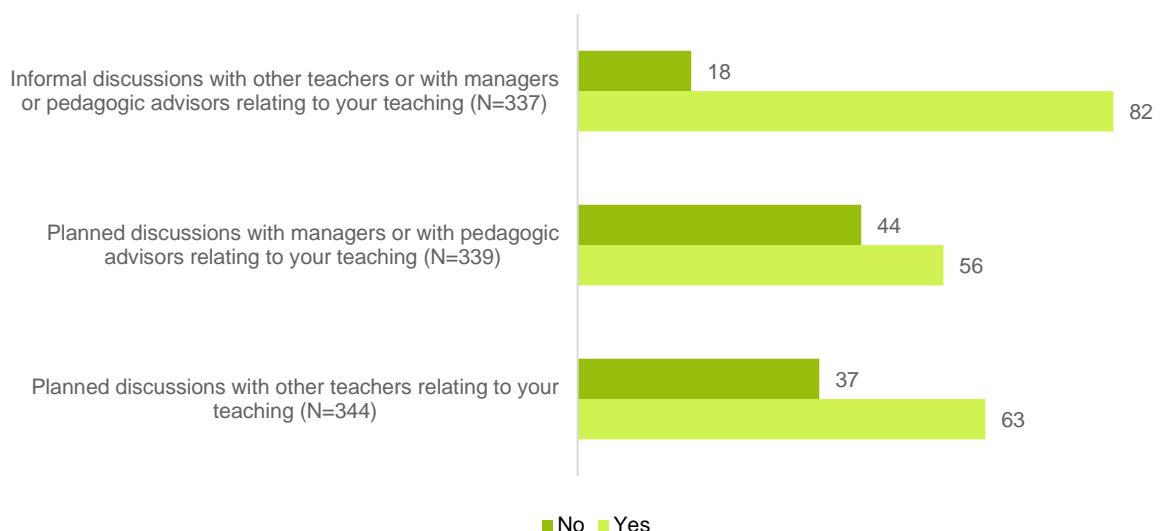
FIGURE 10.2 WHO USES THE FOLLOWING METHODS TO PROVIDE FEEDBACK TO YOU? (% , N=393)



Collaboration and peer learning

The majority of teachers in the survey say they are more likely to discuss teaching informally with their colleagues than formally or with their line managers. This means that there is some collaboration, but for some 40% of vocational teachers it is not planned or systematic. Collaboration is a key way for teachers to develop and improve their practice, so the data suggests potential for improvement. The survey of principals suggests that there is also potential for additional collaboration between schools.

FIGURE 10.3 DURING THE PAST MONTH, DID YOU PARTICIPATE IN THE FOLLOWING FORMS OF IN-SCHOOL PROFESSIONAL DEVELOPMENT? (%)



Conclusions

Planning of CPD is a requirement, both for the school and for each teacher, and each school should have a CPD coordinator to manage the CPD process at the school level. However, it does not seem that this process currently shapes priorities, nor does it greatly influence the provision of CPD. Furthermore, little effort is made to measure the effect of the training selected on the quality of classes after the training (training impact).

Mentorship is a well-defined process, and novice teachers are each assigned to a mentor. According to some interviewees, there are very few feedback sessions between mentor and novice teacher during this process. It appears that most mentors share the subject specialism of their mentees, but only half of all active mentors have been trained. A considerable number of teachers are contracted initial on a temporary basis and never receive mentoring.

Peer learning is not yet normal practice in Montenegro, if defined as a structured process where teachers exchange best practices. Teachers do collaborate, but mainly to align their teaching plans.

Recommendations

- Consideration should be given to providing resources and support so that school planning of CPD can shape provision to a greater degree.
- School professional development plans should include peer learning events (where teachers share good practices, particularly on new teaching methods and integrating cross-curricular themes).
- Teachers should also report on their professional development activities through dedicated events with their peers.
- Mentorship could be offered to all teachers and principals as a form of CPD, for example to develop new competences and support new responsibilities or to address under-performance.

11. RELEVANCE AND IMPACT OF CPD

Three kinds of CPD programmes for VET teachers are offered in Montenegro.

1. **Training programmes organised by the school, on school premises** – These are usually drawn from the VET Centre catalogue and are dedicated to a specific group of teachers from the school. It is rare for schools to pay for such programmes.
2. **Training programmes organised (and funded) by the VET Centre or BES** – Examples include those relating to the introduction of new curricula for teachers who will implement these curricula.
3. **Training programmes organised through international donor support** – These are targeted at particular teachers or school staff (e.g. school career guidance team members).

How relevant is the CPD offer?

Table 11.1 shows that most teachers say they participated in CPD addressing the core issues of subject knowledge, pedagogy, curriculum and assessment.

TABLE 11.1 SHARE OF PARTICIPANTS IN CPD ACTIVITIES ON DIFFERENT TOPICS OVER THE PAST 12 MONTHS

	%	N
Knowledge and understanding of my subject field(s)	59	342
Pedagogical competences in teaching my subject field(s), including giving feedback to learners	62	341
Knowledge of the curriculum	60	339
Student evaluation and assessment practices	70	306
ICT skills for teaching	50	309
Student behaviour and classroom management	35	301
Approaches to individualised learning	38	302
Teaching students with special needs	42	301
Teaching in a multicultural or multilingual setting	22	301
Teaching cross-curricular skills	49	307
Approaches to developing cross-occupational competences for future work	39	301
New technologies in the workplace	42	301
Student career guidance and counselling	35	299
Updating my professional knowledge and skills in relation to current practice in the workplace	47	300
Addressing the issues of learners at risk of early leaving and learner dropout	32	302

Table 11.2 shows that many of the vocational teachers who did not participate in particular forms of CPD report a high need for that type of CPD. The gap is particularly wide with respect to new technologies and the use of ICT, current practice in the workplace, and training that addresses students with special needs or early leavers.

TABLE 11.2 TEACHERS WHO HAVE NOT ATTENDED SPECIFIC TRAINING, BY LEVEL OF NEED FOR SUCH TRAINING

	Moderate/high need (%)	No/low need (%)	N
Knowledge and understanding of my subject field(s)	23	77	138
Pedagogical competences in teaching my subject field(s), including giving feedback to learners	46	54	125
Knowledge of the curriculum	16	84	124
Student evaluation and assessment practices	40	60	89
ICT skills for teaching	53	47	152
Student behaviour and classroom management	42	58	191
Approaches to individualised learning	42	58	182
Teaching students with special needs	67	33	169
Teaching in a multicultural or multilingual setting	39	61	227
Teaching cross-curricular skills	39	61	153
Approaches to developing cross-occupational competences for future work	42	58	177
New technologies in the workplace	57	43	169
Student career guidance and counselling	49	51	189
Updating my professional knowledge and skills in relation to current practice in the workplace	56	44	153
Addressing the issues of learners at risk of early leaving and learner dropout	54	46	199

What impact did training have?

The survey raises doubts about the impact of CPD, as for almost all types of CPD, more teachers report limited or no impact upon their teaching than report moderate or major impact. Low impact may be due to a lack of quality assurance or a failure to link CPD to practice. It may also be due to a mismatch between provision and need.

TABLE 11.3 IMPACT OF PROFESSIONAL DEVELOPMENT ACTIVITIES ON TEACHING BY THE FOLLOWING TOPICS

	No/limited impact (%)	Moderate/major impact (%)	Do not know (%)	N
Knowledge and understanding of my subject field(s)	51	44	5	201
Pedagogical competences in teaching my subject field(s), including giving feedback to learners	53	41	6	210
Knowledge of the curriculum	49	48	4	202
Student evaluation and assessment practices	51	43	6	215
ICT skills for teaching	46	46	7	153
Student behaviour and classroom management	48	37	15	105
Approaches to individualised learning	53	35	12	114
Teaching students with special needs	56	32	13	126
Teaching in a multicultural or multilingual setting	34	42	24	67
Teaching cross-curricular skills	53	36	11	149
Approaches to developing cross-occupational competences for future work	45	36	19	118
New technologies in the workplace	48	44	9	126
Student career guidance and counselling	43	41	15	104
Updating my professional knowledge and skills in relation to current practice in the workplace	45	44	11	140
Addressing the issues of learners at risk of early leaving and learner dropout	41	43	16	98

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

Professional standards

In 2016 the BES developed standards of competences for teachers and principals in educational institutions, and these were endorsed by the VET Centre for VET teachers. In 2018 the BES developed the *Manual for School Principals on Managing Continuing Professional Development at School Level* with support from the VET Centre. Standards for teachers were initiated in 2009, and a new edition was drafted in 2016, with teachers' competences divided into eight clusters; teachers can make an initial self-evaluation by assessing each of the eight standards through four levels, namely recognition, understanding, application and integration of each specific standard. However, there is no evidence that standards are being used by the schools or in the evaluation or design of CPD.

Conclusions

Most teachers say they have participated in CPD that addressed the core issues of subject knowledge, pedagogy, curriculum and assessment. Many of the vocational teachers did not participate in the particular forms of CPD that they needed. The gap is particularly wide with respect to new technologies and the use of ICT, current practice in the workplace, and training that addresses students with special needs or early leavers.

The survey raises doubts about the impact of CPD, as for almost all types of CPD, more teachers report limited or no impact upon their teaching than report moderate or major impact. Low impact may be due to a lack of quality assurance or a failure to link CPD to practice. It may also be due to a mismatch between provision and need.

Although professional standards have been developed and agreed, there is almost no evidence on how these standards are affecting CPD of teachers and principals. It is very hard to identify how the framework informs the training programmes offered.

Recommendations

- Training programmes should rely on an assessment of current teachers' competences and actual needs for the training.
- Quality assurance and evaluation processes should be employed to improve the impact of CPD and increase efficiency.
- The needs assessment process should take into account the needs of all stakeholders and should shape the design and assignment of CPD to a greater degree.
- Professional standards should inform the needs analysis process and the design of CPD.

12. RECOGNITION AND INCENTIVISATION

How is CPD recorded?

The VET Centre is responsible for recording participation with respect to the offer included in its catalogue.

Schools are also required to record participation in all face-to-face training events. All teachers should maintain a personal professional development portfolio and should also keep a record (hard copy file) of their professional achievements and training attended.

There are rare cases where the design of CPD at school level is informed by the information recorded in these registers. The only obvious use that teachers make of the records of personal professional development is when they apply for a teacher's licence or for a higher rank in the teaching hierarchy.

It is not known whether the VET Centre keeps records of teachers trained, for each individual teacher, for the requirements of licensing or some other administrative process. Nevertheless, there is no single record of VET teacher CPD participation because there is currently no way of identifying VET teachers who participate in BES programmes.

Minimum requirements

Each teacher should accumulate 40 hours of training within a 5-year period, with 16 hours of training in priority areas (defined by the VET Centre and the ministry), 8 hours of elective training and 16 hours that relates to pedagogical, psychological or methodical competences.

In addition, the Regulation on types of degrees, conditions, manner and procedure for nominating and awarding the title of teachers sets out the conditions under which teachers can apply for specific titles. Teachers can accumulate points by fulfilling certain requirements (years of teaching, a specific number of works published, a specific number of training programmes attended, etc.), and the number of points helps teachers to qualify for career progression.

Career ladder

The Regulation on types of degrees, conditions, manner and procedure for nominating and awarding the title of teachers defines several teachers' ranks. The numbers promoted since 2009⁸ are as follows: teacher mentor (263/65), teacher consultant (137/48), teacher higher consultant (82/20), and teacher researcher (16/1). This kind of promotion does have an impact on teachers' salary, depending on the rank gained.

Certification and qualification

Teachers usually receive a certificate of attendance for each training activity in which they participate. Certificates gained from training that is not part of the VET Centre or BES catalogue have no value when it comes to the relicensing process, but can be used when applying for a higher teaching rank.

⁸ [List of promoted Teachers in Montenegro, 2018](#)

There are currently no programmes leading to formal qualification, although there are intentions set out in the strategy to develop a one-year academic programme for VET teachers focused on the development of their pedagogical and methodical skills.

Barriers to the take-up of CPD

Most teachers declare that the biggest barriers to their participation in CPD is the lack of relevant training programmes offered and the fact that there is no proper incentive offered. The third most frequently selected option was that professional development is expensive.

Around 56% of teachers in the survey declare that they have to pay for the training they attend. This is a significant percentage and it may partly reflect travel costs or the costs of formal programmes taken by around a third of teachers.

Some 34% of principals claim that there is no relevant professional development offer and 14% think that there is no incentive for them to attend the training sessions. This belief may be linked to the points above about the lack of ongoing CPD for principals.

Conclusions

There is a need to consolidate all information referring to participation of teachers in CPD (including training activities) into one register.

It appears that there is a sufficient volume of CPD to enable teachers to meet the relicensing requirements and that this CPD is recorded and recognised. However, only some kinds of CPD are currently recognised for licensing, while others are recognised with respect to career progression. For example, formal programmes and digital and online learning do not contribute to licensing.

Teachers are currently contributing to the costs of their own CPD and a minority of them are ready to pay to take formal qualifications.

With regard to principals' CPD, the key conclusion is that there is no appropriate format for such development, with the exception of induction training for principals.

Recommendations

- There is a need to design an MEIS module that will record the type of CPD and the number of training hours for each teacher and teacher's portfolio. Data should be entered by the school through a tailored protocol.
- The VET Centre should maintain comprehensive records of CPD participation by VET teachers.
- Licensing requirements should take into consideration other forms of professional development (digital learning, relevant formal qualifications).
- A tailor-made training programme for school principals should be aligned with the framework for principals and informed by principals' training needs, for example in relation to leading changes in pedagogy.
- There is a need to explore how CPD can equip teachers who are moving up the career ladder to take on wider responsibilities, such as coordination roles, pedagogical leadership, etc.

SUMMARY CONCLUSIONS AND RECOMMENDATIONS

Most VET teachers in Montenegro are well qualified and have a permanent contract of employment. However, a significant portion of them have little or no initial education in pedagogy, that is, didactics and teaching methodology. Teachers do not spend much time collaborating professionally with colleagues, and they frequently spend many years working in just one school.

The research confirms that school principals exercise authority particularly in the areas of recruitment and initiating new programmes. They report a high degree of engagement with all stakeholders and claim to share decision making widely. However, the legal requirement calls for only one employer representative on the school board, which is very limited. Principals report that their ability to manage effectively is constrained by their multiple responsibilities, lack of resources and heavy regulation.

Most VET teachers say that they frequently differentiate learning tasks and relate learning to practical problems. However, many make frequent use of traditional pedagogies that depend on teacher talk and repetition of tasks. There is relatively little use of group work, and assessment data is not frequently used to tailor learning tasks to students. While many teachers say they do teach through work-like learning tasks in schools, most teachers report relatively little interaction with employers.

Students are said to be motivated, but the vast majority of teachers experience interruptions and nearly a third say that they do not enjoy teaching any of their classes. Teachers are not satisfied with the learning resources available to students. In particular, there is a lack of consumables for practical skills, of digital learning materials and of internet access. The school IT infrastructure is judged inadequate by many teachers. Most say that students do not use digital learning resources.

The system defines minimum requirements for professional development and a definition of professional progress for teachers. Schools must develop biennial CPD plans for teachers, and teachers are obliged to maintain their professional portfolio and make an annual professional development plan.

The key institutions and their responsibilities are well established in Montenegro. The VET Centre has recently appointed an officer to take a national coordination role for CPD for VET teachers. The Chamber of Commerce has demonstrated its commitment to VET and has been able to support a number of recent initiatives. Cooperation has been particularly strong with respect to improvements in work-based learning and the training of company-based trainers. However, it appears difficult to reach a consensus on effective action to address persistent problems for VET teachers, such as the under-provision of CPD focusing on specialist needs. Obstacles to cooperation between organisations persist, preventing them from acting together to agree and implement strategies for CPD. The VET Centre has neither the budget nor the capacity to deliver extensive VET programmes. There are not many providers who are able to offer relevant CPD.

The VET Centre is not involved in the training of teachers of general subjects in vocational schools, as this comes within the jurisdiction of the BES. However, although teachers may participate in some BES programmes, their particular needs are not targeted.

It is not clear how much is spent on CPD for VET teachers in Montenegro or how the VET Centre decides which programmes should be offered free to schools. Schools do not have dedicated budgets

to purchase CPD, so there is a concern that they will try to meet the licensing requirements by making use of free training, even if that does not match well to their training needs.

The survey indicates an impressive increase in CPD participation, from 76% of VET teachers in 2015 to 91% in 2018. Participation in CPD addressing the vocational specialism of teachers was up from 40% in 2015 to 67% in 2018. CPD that took place in a business environment was up from 27% to 32%. Montenegrin vocational teachers undertaking training obtained an average of 41 hours of CPD (within or outside of school); 61% of participants received at least 30 hours over 12 months in 2018.

More vocational teachers say they had participated in CPD out of school (84%) than in school (67%). Modern methods of CPD are becoming more widespread in Montenegro. Participation in CPD involving active learning was up from 66% in 2015 to about 85% in 2018. Participation in CPD involving new technologies was up from 53% (2015) to 66% (2018). Almost a third of vocational teachers participated in some form of digital or video-based learning.

The use of new methods of CPD is not yet the norm. Around a third of vocational teachers say they had not participated at all in collaborative activities with other teachers or in CPD using new technologies. Principals receive mentoring and seminars immediately after their appointment, though this is mainly focused on administrative duties and normative regulations. They do not receive CPD addressing such issues as the improvement of teaching and learning or the monitoring and evaluation of school performance. They do not benefit from ongoing CPD that would help them to meet new challenges or exploit new opportunities, such as building stronger relationships with local businesses.

Planning of CPD is a requirement, both for the school and for each teacher, and each school should have a CPD coordinator to manage the process. Unfortunately, the process does not appear to be shaping priorities nor greatly influencing CPD provision. Furthermore, little effort seems to be made to measure the effect of the training completed on the quality of classes after the training (training impact).

Mentorship is a well-defined process, and novice teachers are assigned mentors. According to some interviewees, the number of feedback sessions between mentor and novice teacher during this process is low. It appears that most mentors share the subject specialism of their mentees, but only half of all active mentors have been trained. A considerable number of teachers are contracted on an initial or temporary basis, and never receive mentoring.

Structured peer learning between teachers is not yet normal practice in Montenegro. Most teachers say they have participated in CPD that addressed the core issues of subject knowledge, pedagogy, curriculum and assessment. Many vocational teachers say they have not participated in particular forms of CPD that they needed. The gap is particularly wide with respect to new technologies and the use of ICT, current practice in the workplace, and training that addresses students with special needs or early leavers.

The survey raises doubts about the impact of CPD, as for almost all types of CPD, more teachers report limited or no impact upon their teaching than report moderate or major impact. Low impact may be due to a lack of quality assurance or a failure to link CPD to practice. It may also be due to a mismatch between provision and need.

Although professional standards have been developed and agreed, there is almost no evidence on how these standards are affecting the CPD of teachers and principals or informing the training programmes offered.

The BES and the VET Centre record their own provision of accredited programmes, but data is not collected in a form that permits analysis to see how much VET vocational teachers receive. Information on the participation of teachers in CPD (including training) needs to be consolidated into one register.

The volume of CPD appears sufficient to enable teachers to meet the relicensing requirements. However, only some kinds of CPD are currently recognised for licensing; for example, formal qualifications and digital and online learning do not contribute to licensing. There is no appropriate format of professional development for principals, with the exception of induction training.

Priority recommendations

1. The pedagogical training for newly appointed VET teachers should be extended. This could be done in various ways: a compulsory one-year traineeship programme guided by a mentor; a series of active workshops over the training year; a blended programme; or a programme supported by the university.
2. The involvement of social partners in school governance should be improved.
3. Principals need to be trained on how to conduct the teachers' appraisal process and establish appraisal as regular practice in the school, involving other relevant senior teachers.
4. Teachers should be encouraged to make extensive use of a wide range of pedagogies to engage learners and address low-level disruption.
5. There is a need to encourage CPD and online collaboration between teachers to share teacher-designed instructional materials and good practice.
6. VET schools should improve cooperation and communication with local and regional employers to expose students and teachers to employers and hands-on experience. Possible strategies include teacher placements in industry; industry representation on school boards; school–business partnerships; and initiatives from business associations and chambers.
7. Minimum requirements for CPD should not be the main driver for most teachers. Rather, such requirements should provide the framework within which teachers benefit from relevant and useful CPD that leads to improvements in teaching and/or career progression.
8. More involvement of stakeholders is needed in designing policies and supporting quality assurance.
9. There should be stronger involvement of industry in designing training programmes for VET teachers, but also training of in-company trainers. This implies stronger involvement of employers' representatives in the governance, design, quality assurance and delivery of CPD for teachers and school principals.
10. School CPD coordinators should be able to communicate their training needs to those responsible for prioritisation, design and accreditation and should monitor and provide feedback on the progress and impact of CPD.
11. Qualitative criteria should be developed for selecting the CPD programmes to be offered. Evaluation processes are required in order to improve the impact of CPD and increase efficiency.
12. Decisions about priorities should take into account up-to-date information about needs. There should be an exploration of whether schools can take greater responsibility for CPD decisions.
13. CPD for principals of vocational schools should be reviewed in relation to their needs and best practice in other countries. Mentoring, peer learning and dedicated CPD to support new challenges may be relevant.

14. Diverse, sustainable modes of CPD should be encouraged, for example by empowering teachers' associations and making use of online communities and peer learning.
15. It is necessary to design and implement an MEIS module to record the type of CPD and the number of training hours for each teacher and teacher's portfolio.
16. Licensing requirements should take into consideration forms of professional development apart from seminars (e.g. digital learning, relevant formal qualifications).

ACRONYMS

BES	Bureau of Educational Services
CPD	Continuing professional development
ETF	European Training Foundation
ICT	Information and communication technologies
IT	Information technology
MEIS	Montenegrin Education Information System
NGO	Non-governmental organisation
NQF	National qualifications framework
VET	Vocational education and Training

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