

CONTINUING PROFESSIONAL DEVELOPMENT FOR VOCATIONAL TEACHERS AND TRAINERS IN MONTENEGRO



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May 2016



ACKNOWLEDGEMENTS

The European Training Foundation (ETF) would like to express its gratitude to the Ministry of Education in Montenegro for its support during this project, in particular to Svetlana Cabarkapa. In addition, we would like to thank Vidosava Kascelan, Rajko Kosovic and Nadja Lutersek for their support. The ETF is grateful to the stakeholders who were interviewed and to the vocational education and training (VET) principals, teachers and instructors who completed the questionnaires. The ETF is also grateful to Armen Cekic, the author, and to Aleksandra Radoman for carrying out field work for this report. Editing was carried out by Julian Stanley, Denise Loughran and Micol Forbice at the ETF.

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1. RATIONALE

Professional development for teachers and trainers is widely recognized as a vital tool for educational reform. Research demonstrates that professional development can improve the quality of teaching and learning in a sustainable manner, increasing the effectiveness of education and training and adding value for learners, teachers and employers. In Montenegro, continuing professional development (CPD) of teachers has a relatively short history. In the past, it was assumed that initial teacher education would equip teachers with a lifelong competence. Over the last decade, Montenegro has developed policies and institutions to address this issue.

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

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

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

2. METHODOLOGY

The workshop held in Belgrade in March 2015 included experts and policy makers from across the South Eastern European and Turkey region. Montenegro was represented by key advisors in the Ministry of Education, the Bureau for Education Services and the Vocational Education and Training Centre. The event served to support a shared understanding of the current state of play related to CPD of teachers and trainers in Montenegro and to exchange practices and experience with representatives of other countries. The Montenegro team used the opportunity to review and develop the methodology and instruments for the research.

2.1 Interviews

Selection of representatives to be interviewed for the purpose of this report was done in consultation with key stakeholders. Interviews were carried out during May and June 2015, with an approximate duration of 60 minutes (Annex C¹).

2.2 Literature

Aiming to build upon what is already known, a review of policy and research literature was carried out. This included the following documents:

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

Most of the relevant documents were policy documents rather than research or evaluation reports. The literature review is available as Annex A².

2.3 Survey

A survey of VET teachers was carried out in order to understand the perspective of VET teachers.

In cooperation with representatives of national institutions it was decided that a web-based survey would be both efficient and inclusive. Support from the Ministry of Education was very helpful, especially in communicating with VET schools and promoting the survey.

It was decided to invite VET teachers from all 31 VET and mixed schools³ (Annex D⁴), covering more than 80% of VET teachers in the system. In a joint invitation letter sent out by the ETF country team and the Ministry of Education, the following groups of teachers were invited to complete the web-based questionnaire:

- teachers of VET subjects,
- teachers delivering practical classes,

¹ goo.gl/UgnTLZ

² Ibid.

³ Secondary schools offering general and VET programmes.

⁴ goo.gl/UgnTLZ

- coordinators of practical classes.

Out of approximately 1 000 teachers delivering VET programmes in 31 VET schools targeted by this survey, 390 from 25 schools submitted a response of which 292 were complete. This represents a response rate of about 29%. Participation by region is 40.5% from the north region, 28.4% from the central part and 31.1% from the coastal region of Montenegro. Some 47.1% of teachers responding to the survey have more than 11 years of experience and 29.9% have less than five years of experience. Some 25% of teachers responding to the survey teach in in the engineering sector (25%), 19.3 % teach subjects from business and law sector and 14.5% serve the tourism and hospitality sector. Approximately 94% of respondents are teachers, 3.4% instructors or coordinators of practice. Some 58% are female. Most respondents have a master's or equivalent degree. In Montenegro the Law on General Education prescribes that VET subject teachers should have a qualification rated with 240 ECTS.

The survey was effectively supported by the ICT Department of the Ministry of Education and ICT coordinators in schools. The survey didn't encounter any major difficulties in a technical sense. Given that the survey was implemented during the most intensive period of the year for teachers (end of May and beginning of June), the response rate was satisfactory. The sample is broadly representative of the VET teacher workforce, although there may be some bias if less engaged teachers chose not to respond.

3. POLICY

The national CPD framework for all teachers in Montenegro was established as a result of the Montenegro Education Reform project funded by the World Bank (2005–08) in cooperation with the Bureau for Education Services of Montenegro (BES). At the level of secondary education, development of teachers is a matter of concern for two institutions: BES and the Vocational Education and Training Centre (VET Centre).

The current policy framework differentiates three stages of professional development for teachers:

- initial (academic or so called pre-service) education of future teachers;
- induction period for novice teachers (traineeship period); and
- continuing professional development.

The policy framework in Montenegro places CPD in the context of lifelong learning. The General Law on Education provides a foundation for CPD of teachers and trainers, by establishing that BES is responsible for CPD and the induction of general subject teachers (even in VET schools) and that the VET Centre is responsible for the overall professional development of VET teachers including the development of teaching standards for VET teachers. This Law also defines and regulates different bodies at school level, such as teacher councils, classroom councils, subject teams and headmasters. The same Law makes the University responsible for organising initial teachers' education. When it comes to initial teachers' education, students intending to become teachers take an educational elective within their subject faculty. However, there are no such electives for students following technical or vocational subjects who intend to become VET teachers, except for English language teachers (who are considered both general and vocational teachers).

The Law on Vocational Education requires that each teacher has at least 240 ECTS, except for cases where there is no university programme for a particular teaching profile and for teachers delivering practical classes (who should have craft exam or at least 180 ECTS). Teachers and instructors of practical classes should also pass an andragogy exam.

The Regulation on organising continuing professional development of VET teachers describes CPD of teachers as a legal obligation for teachers but also for the system (including schools) that must ensure and enable access of teachers to CPD.

According to the Regulation on teachers and school staff licensing, each VET teacher should have 40 hours of training during a period of five years, by attending at least 16 hours of training from priority areas; 8 hours of elective training; and 16 hours of training related to pedagogical, psychological or methodical competences for those teachers who did not gain such a qualification during initial (tertiary) education.

The Regulation on Types of Degrees, Conditions, Manner and Procedure for Nominating and Awarding the Title of Teachers defines the professional advancement of teachers. This regulation defines several teachers' ranks, such as teacher trainee, teacher with experience, teacher mentor, teacher consultant, teacher higher consultant, and teacher researcher. This regulation relates teachers' advancement to the number of points gained.

According to the General Law on Education, a novice teacher should complete one year of traineeship leading to a professional exam. The professional exam is composed of professional written work; an observation of teaching; an oral examination on issues related to human rights; and an oral exam on

pedagogical and psychological topics (Regulation on Vocational Exam). The novice teacher takes the exam in front of a commission composed of school and institutional representatives.

The Strategy of VET Education in Montenegro 2015–2020 defines policy priorities, including: strengthening of public private partnership, mobility of the students, entrepreneurial learning and self-employment; fostering implementation of competency-based curricula in line with national qualification framework; and also training of teachers and school staff to introduce these curricula. The strategy also recommends training of in-company trainers and training of teachers in order to update their VET knowledge. The strategy makes CPD one of the key areas for VET development in Montenegro. It should improve the didactical, methodological and subject-specific skills of teachers.

The implementation plan for 2015 specifies the following activities:

- development of CPD models for teachers, training modules for development of subject related specific skills;
- development of a sustainable financing system for CPD;
- encouraging company-based trainings;
- encouraging school-based trainings; and
- encouraging the establishment of teachers associations to support training for each group of teachers delivering same or similar VET subjects.

An annual action plan for the implementation of this strategy has been developed.

The Strategy for General Secondary Education 2015–2020 stresses the importance of CPD, especially related to development of teachers skills to implement new programmes, and encourages the establishment of teacher associations and the development of research related to CPD. The document states that more than one third of teachers didn't receive any training in the last five years. An annual plan has been developed for the strategy.

The Strategy for Adult Education 2015–2025 promotes the systematic development of trainers' skills, in developing curricula and delivering trainings. The strategy identifies the need to develop the andragogic skills of adult trainers. There are around 200 trainers licensed for adult education in Montenegro. Development of trainer skills is listed among the priority areas of this strategy.

The Ministry of Education is currently revising the regulations on the professional progression and on the licensing of teachers and school staff in order to achieve full alignment with the legal framework and increase specificity; for example, to identify the priority areas for the 16 hours of training that each teacher should have in a five-year period in order to be re-licensed.

There are several stakeholder groups identified as relevant to CPD in Montenegro. Firstly, there are institutions in charge of coordination and defining the education policy framework (including the Ministry of Education). Secondly, there are beneficiaries of CPD, such as schools, training centres, community and industry representatives, and thirdly there are training providers (e.g. the university, NGOs). The National Council for Education includes representatives of all key stakeholders; it is formally involved in policy development with respect to CPD and it is the highest regulatory body validating programmes for CPD trainings. However, some interviewees declare that the Council lacks adequate information about CPD practice and provision and that its opinions are not backed up by evidence.

Representatives of different stakeholders, representing industry sectors, schools and other education institutions are involved in the development of policy documents and in the work of different national councils (validation bodies). However, the opinion of interviewees representing schools and providers is that stakeholders have very little influence upon decision making.

Conclusions and recommendations

The research suggests that there has been great progress in establishing a legal framework and a national strategy for CPD for VET teachers. At a national level, there are major strategies for both VET and secondary education for 2015–20. These strategies commit to more CDP and more school and company-based VET, more research and greater involvement for professional associations. It is intended that there will be detailed implementation plans annually. Funding is being sought to realise these strategies.

In the process of developing the national strategies, there has been considerable presence of school and industrial representatives, which gives the impression that strategic and action plans are demand-driven. However, in practice the representation of stakeholders is not systematic and demands are not explicit; furthermore, implementation is uncertain.

At a school level there is requirement for bi-annual CPD plans – but, without funding, these plans are unlikely to be implemented.

Recommendations

- Strategic plans should result in more precise and detailed action plans, with budgets and timetables, which identify the agreed responsibilities of different actors.
- A specific action plan relating to the implementation of the strategy for CPD for teachers and trainers could serve to integrate the work of relevant organisations.
- Implementation should be monitored and feed into the Annual Action Planning.
- A policy decision should be taken to establish standards for VET teachers and trainers which would then inform CPD provision. This work could be led by the VET Centre.
- A policy decision should be taken to revise regulations to permit VET and BES staff to author training programmes. This would increase the supply of programmes.
- Steps should be taken to enhance the engagement of stakeholders in both policy development and implementation.

4. ORGANISATIONS AND INSTITUTIONS CONTRIBUTING TO CONTINUING PROFESSIONAL DEVELOPMENT

In this chapter we give a brief overview of organisations, institutions and other actors involved in the development of CPD for VET teachers and trainers.

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 (bylaws). It supervises the work of other agencies: BES, the VET Centre, the Examination Centre and the Bureau for Textbooks. It coordinates all validation processes related to teacher development and teacher licensing, and ensures the involvement of relevant stakeholders in these processes.

The **Vocational Education and Training Centre (VET Centre)** undertakes research, quality assurance and plays an advisory role in the field of VET and adult education. Since the revision of the General Law on Education (2014), the VET Centre coordinates the process of accreditation of training programmes dedicated to VET teachers and, with agreement of the National Council for Education and the Ministry of Education, it publishes the approved training programmes.

The **Bureau for Education Services (BES)** is responsible for the same issues as the VET Centre, but in the area of general education. BES organises in-service teacher training activities as well as the training of principals. It supervises the quality of educational processes in all schools providing general education, and implements research activities related to improvement of education process. It has departments dealing with professional development as well as research (with a particular focus on quality).

The **University of Montenegro**, and in particular the Faculty of Philosophy, is the national institution of tertiary education responsible for initial education of teachers. It is the main focal point for pre-service education of teachers, but mainly for future general subject teachers. The university is also involved in the regulatory process in education and is represented on the National Council for Education. Currently, there are a number of University professors offering training programmes as part of the BES catalogue, as individuals or members of different NGOs.

4.1 Providers of CPD

By laws and regulations, authors of programmes offered in the annual catalogue published by BES and by the VET Centre can be any person or legal entity, but not persons employed in the VET Centre and BES. Most of the training providers are individuals coming from the education sector (teachers, university professors, sector specialist, etc.).

The VET Centre provides very few programmes directly. Most of the trainings offered through the catalogues are authored by individuals and NGOs, such as Forum MNE (three programmes accredited). In the past, a number of donor projects focused on the CPD of teachers in VET such as the GTZ/GIZ project 'VET reform as a contribution to employment promotion in Montenegro' (2007–11), which provided training of teachers in the engineering sector. Also, school teams for career/vocational guidance were established and trained in eight schools.

The MNE/011 project 'Strengthening vocational training in north-east Montenegro' (2009–14) supported the design of a teachers' competences framework for VET teachers and training for teachers of tourism and agriculture. More than 2 000 trainees, mainly VET teachers, were trained during this project.

4.2 Conclusions and recommendations

In general institutional capacity to regulate, provide and quality assure CPD for VET teachers is limited in Montenegro. There is only one person in the VET Centre assigned to coordinate CPD activities and to register training programmes. There is no organisation with a responsibility to accredit or quality assure providers, rather than programmes. The University, according to its own representative, relies on teachers who are not trained to carry out professional development to deliver CPD. There are no Montenegrin organisations that specialise in providing CPD to VET teachers. The only organisations with expertise in VET CPD are international development agencies.

Recommendations

- There should be closer cooperation and improved communication between regulatory, planning and provider organisations and schools with a view to sharing knowledge and cooperating to assure quality.
- There should be greater involvement of stakeholders in the work of all of the organisations that contribute to CPD provision: Ministry of Education, VET Agency, BES, University and providers, schools with a view to supporting the work of these organisations and making it relevant.
- Measures should be taken to build and recognise specialised capacity to provide CPD for VET teacher; for example, in the University, NGOs, VET schools, and professional associations.
- Consideration should be given to developing a system for the accreditation of training providers.
- Consideration should be given to the provision of training and recognition for professional trainers.
- Support should be given for the development of partnerships between providers (such as the University) and VET schools with a view to jointly improving specialised CPD provision.

5. VOLUME, MODE AND CHARACTER OF CPD PROVISION

There are three types of training offered to VET teachers.

Firstly, there are the training programmes offered through the annual catalogues published by BES and the VET Centre. The Annual Catalogue for 2014/15, published by BES, contains 187 trainings targeting primary and secondary teachers and other school staff: 62 programmes directly related to delivery of specific general subjects, 39 related to inclusive education, 68 focused on pedagogy, psychology or methodology, and 17 related to improvement of school management. According to an interviewee representing BES, some of the programmes directly provided by BES are regarded as 'obligatory' by schools. In 2014 the VET Centre published the first catalogue, with 25 training programmes offered to VET teachers – of which seven programmes related to the development of key competences, most of the other programmes related to the development of subject-specific teaching skills, and one programme addressing the non-formal competences framework for VET teachers. The catalogues provide the following information: authors of the programme, general and specific goals of the programme, target group, methods and techniques of delivery, training topic, duration of the programmes, number of expected trainees per group and price per trainee. Most of the training providers are individuals working within the education system, pedagogues and subject specialists, engaged as teachers in schools or at university.

The second type of training is training commissioned by schools and it is usually delivered in schools. This kind of training is dealt with in Chapter 7 below.

The third type of training is provided through international projects. These trainings are very often not part of any catalogue so they are not accredited or recognised like other programmes. However, BES and the VET Centre work in partnership with donors and recommend these programmes which, ultimately, may be accredited. **TABLE 5.1** shows how many trainings and other forms of CPD were organised between 2013 and 2014.

TABLE 5.1 TRAINING PROGRAMMES AND PARTICIPANTS IN 2013–14

	2013		2014	
	Events	Participants	Events	Participants
Training programmes organised by BES	37	880	59	1 518
Forums for teachers	10	285	12	359
Training programmes organised by other institution participants	26	558	18	471

According to the interviewees, around 30% of teachers participating in trainings organised by BES are VET teachers. The other two forms of CPD listed in the table are mostly addressing teachers of primary schools and general subject teachers from secondary schools (in Gymnasia and mixed schools). There are two major ways in which BES organises trainings. The first kind are known as 'obligatory trainings' whereby BES publishes a list of planned trainings to be organised, so that schools can recommend their teachers to attend it. The second way is that one school or a number of schools identify training from the training catalogue and they contact the 'coordinator' identified by BES and agree on how to organise the training. Usually BES pays for this kind of training, but it can also happen that schools pay for all or part of the cost or expenses.

TABLE 5.2 reports the number of trainings organised for VET teachers, and registered by the VET Centre.

TABLE 5.2 TRAINING AND PARTICIPATION BY VET TEACHERS IN VET CENTRE PROGRAMMES

	2013		2014	
	Events	Participants	Events	Participants
Training programmes organised by the VET Centre	39	851	18	225

This table contains few general subject teachers, since topics of some of the trainings are related to cross-curricula themes. Most of the training organised by the VET Centre was organised through international projects: 85% in 2013 and 45% in 2014.

Most of the trainings in the tables last one or two days, organised mainly in the premises of BES, the VET Centre or in schools.

Bearing in mind that there are around 1 400 VET teachers in VET schools in Montenegro, the data show that provision of CPD for VET teachers is very dependent on donor projects. The large fluctuation between 2013 and 2014 reflects the cyclical character of projects. Increased provision by Montenegrin providers is required, to smooth out provision of CPD over time and to increase total provision that is relevant to VET teachers. Therefore, the VET Centre needs to develop its own capacity as a provider and/or help to develop the capacity of other national providers of CPD.

School directors and representatives of schools share the view that trainings offered through the catalogues are useful but view the volume as inadequate. They question the effectiveness of training just a few teachers as a tool to make changes in the general teaching process in schools. Interviewees believed that VET teachers are divided in two groups when it comes to preferences for trainings. According to these interviewees, one group, mainly younger teachers, are more interested in trainings in pedagogy, psychology or methodology, and the second group is more interested in subject-specific trainings. In addition, they say that there is a lack of trainings for teacher instructors and teachers of practical classes, although these teachers are required to obtain training which should equip them with pedagogical, psychological or methodological skills. Furthermore, there are no training programmes for VET teachers offered by industry (except in the area of IT) for the purpose of improving teachers technical skills. School representatives said that the most preferable form of training is a one-day or maximum two-day event. There was also a preference for training that was constructed from a number of events spread out over time. The most preferable location of training is outside of the school premises, but located in the neighbouring municipality or in the region. School management is said to be flexible in releasing teachers to participate on training events, but there are cases, due to lack of subject-specific teachers at the school level, when school managers say they are restricted in their decisions about who may attend.

Teachers are obliged to fulfil a certain number of training hours to meet licensing requirements. If no adequate training is accessible they may nevertheless attend some training in order to meet these requirements.

The survey gives a picture of the extent to which VET teachers perceive that they have experienced CPD in the last 12 months.

- 74.1% had some CPD outside of school premises.
- 53% had some CPD on school premises.

- 36.9% of VET teachers attended seminars and conferences as part of their CPD.
- 20% of VET teachers had observation visits to other schools.
- 28% of VET teachers had observation visits or in-service teacher training in business premises.
- 41.2% of VET teachers had CPD activities relating to their vocational subjects.

The dominance of CPD events outside of schools is striking – as is the relatively low percentage on business premises or with vocational/professional relevance. In general there appears to be a low level of cooperation with industry when it comes to teachers professional development. According to the interviewees, however, engineering VET schools (electro-technical, construction and mechanical) have good cooperation with industry when it comes to further development of teachers in subject-specific new technologies.

Professional development according to survey results is mainly organised in the form of events lasting one or two days. Mostly these events do not have any follow up. However, 33.6% of teachers claimed that sometimes CPD takes the form of multiple events (9.9% responded 'very often').

CPD is usually an individual rather than a collaborative experience. Two thirds of teachers didn't attend any professional development activity in the last 12 months which included colleagues from their own schools. However, it is usually expected that teachers attending CPD inform their colleagues about the CPD.

We also know that 44.3% of teachers did not participate in CPD which included active learning methods and 47.3% did not participate in CPD which made use of new technologies. This suggests that the methods used in some CPD may be relatively traditional.

Conclusions and recommendations

The data from providers and users of CPD confirm that there is insufficient CPD targeted to VET teachers. Although around 75% of VET teachers participated in external CPD events over the last 12 months only 41% of VET teachers participated in CPD focused on their vocational subjects. Only 25% of VET teachers benefited from provision of CPD on business premises. About 50% of VET teachers do not access school-based CPD. Participation in observation visits and research events are not commonly experienced. There is little involvement of business in CPD, with the exception of motor mechanics. Furthermore, there is evidence from the interviews that there is a general acceptance on the part of many that CPD serves to meet licensing requirements rather than to actually improve teaching. CPD to bring about changes in methodology in VET teaching was identified by interviewees as an area of need. It was questioned whether it was effective to cascade this kind of CPD and it was argued by some that it should have an 'obligatory' status.

Recommendations

- There should be more CPD provided specifically to meet the needs of VET teachers.
- The VET Centre should publish a catalogue of CPD programmes which are aimed at VET teachers, instructors and coordinators of practice.
- The training catalogue should include, for each training programme, information on which competences are supposed to be achieved by the training participants.
- There should be more CPD provided in partnership with employers, including CPD on business premises.

- Each training event should include several teachers from one school, to initiate knowledge transfer and to support implementation of training outcomes at school level.
- There should be more school-based CPD, where CPD can be embedded in teaching practice, particularly where the focus of CPD is methodological and pedagogical.
- CPD should be provided locally to avoid the cost and time demands where teachers must travel for CPD (CPD could also include an e-learning element).
- CPD should make use of active learning approaches and new learning technologies.
- Teachers should be supported to work in more collaborative ways, for example, jointly planning lessons and preparing materials and developing improved ways of teaching.

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

The Ministry of Education, the Bureau for Education Services and the VET Centre are responsible for initiating and coordinating the procedure of accreditation of training programmes that are going to be offered to teachers and school staff. Accreditation of training programmes starts with an annual open call announced by BES and the VET Centre for training programmes for school staff, including teachers. In the past, BES and the VET Centre, together with the Ministry of Education, defined priority areas to be addressed by further trainings included in the annual catalogue, but observation of the recent annual calls suggests that BES and the VET Centre are including almost all areas of teachers' professional development. After reviewing proposals, BES and the VET Centre sometimes request improvements in proposals. They then create committees, which include representatives from universities, schools and NGOs, to decide which programmes to recommend to the National Council for Education and to the Ministry of Education for final approval. It is questionable however whether there are clear criteria which ensure that the programmes accredited do reflect development needs expressed by teachers, schools and national policy makers. Currently, it is not clear that data about CPD needs emerging from school evaluation is fed into the accreditation process.

As mentioned before, most of the training providers are individuals already employed in some educational institutions (school or university). This raises the question of whether such providers have the appropriate methodology to provide CPD to adults. There is no quality assurance or accreditation of CPD providers.

There are some trainer training programmes offered and included in the BES catalogue. One of them is a four-day modular programme offered by BES for the training of trainers. However this training is targeted at supporting the quality of training carried out by teachers in their own schools: it is targeted at qualified teachers with more than five years of experience. According to BES records more than 100 teachers have followed this programme. In the BES catalogue there is also a programme for trainers offered by the professors from the Faculty of Philosophy for potential trainers of teachers (64 hours) but whether this training is actually running is not known.

CPD on topics such as human rights, public advocacy, childcare and key competences are offered by NGOs that may have developed expertise within these themes. However, there do not appear to be transparent criteria for quality assurance. According to interviewees, there are also a number of trainings and seminars developed by the school staff related to specific themes, and these trainings are mainly delivered at the school level. In the case of mechanical and construction schools from Podgorica, industry workers involved in practical teaching also occasionally deliver trainings for teachers delivering VET subjects.

The third group of trainings are those that international development projects are designing and delivering to specific project target groups and related to specific topics (teaching methodologies, inclusion, teaching of children with special needs, etc.). These programmes are in most of the cases not accredited. Sometimes they take the form of training of trainers so that local trainers can continue these trainings. However, there is no data on the extent of continued take up. Unfortunately, many of these programmes are not sustained after the lifetime of a project, due either to a lack of funding or perhaps to teachers not prioritising the needs addressed. Only in some cases, these programmes are accredited and remain in the catalogue.

The research found some evidence of quality from the point of view of schools and teachers. According to interviewees representing schools (construction school from Podgorica, mixed school from Mojkovac), the training delivered under the umbrella of international projects have had a big influence

on the teaching practice of their schools, since these training programmes are delivered in line with modern practices and based on active learning methodologies: teachers were trained to gain specific teaching skills through practice. Schools were generally satisfied with the capability of training providers, but they called for CPD programmes to be better aligned to the needs of VET teachers, particularly in relation to their vocational specialisms and with respect to ICT.

The majority of VET teachers surveyed reported that particular kinds of training had medium or high impact on their teaching practice. CPD related to cross-occupational skills had more impact upon younger teachers, whilst those relating to career guidance had more impact on older teachers. The following types of training were judged to have high impact by relatively large proportions of VET teachers (see Annex F⁵):

- student evaluation and assessment practice (30.3%);
- ICT skills for teaching (29.6%); and
- knowledge of curriculum (24.7%).

Conclusions and recommendations

The process for the accreditation of CPD programmes for VET teachers is in need of review. Accreditation is not properly informed by up-to-date knowledge of the development needs of teachers and schools or of changes due to new curricula and changes in the labour market. There are no clear criteria to inform decisions about accreditation. There are some CPD programmes which are judged by VET schools and VET teachers to be leading to improvements in teaching practice, particularly those supported by international expertise and funding. These have an active and practical methodology. However, valued programmes are sometimes not in the catalogues or not accredited. The accreditation process does not seem to be effective at attracting new providers who can meet the specialist needs of VET teachers.

There are some concerns about the quality of providers – many of whom are individual teachers or academics without qualifications in the provision of training for adults. There is a need to strengthen the quality assurance process in relation to provision of CPD to reassure teachers and schools. This could involve the monitoring and evaluation of provision, the accreditation of providers and perhaps the involvement of established providers, such as the Faculty of Philosophy, in the quality assurance process of other providers.

Recommendations

- Ensure that the commissioning and accreditation of CPD programmes is informed by knowledge of professional development needs of VET teachers and schools.
- Use monitoring and evaluation to ensure that the methodology of CPD training accreditation is effective and appropriate and that CPD has an impact upon teaching practice.
- Integrate both catalogues (published by BES and the VET Centre) and publish biannually, with clear sections and description of trainings dedicated to general or/and VET teachers.
- Consider how quality assurance of providers can be improved and made transparent; for example, through trainer training or through improved systems of accreditation of training providers also.
- Develop mechanisms and models for accreditation of trainings delivered under international projects.

⁵ goo.gl/UgnTLZ

7. SCHOOL-BASED PROVISION

According to the BES framework for CPD in Montenegro it is intended that professional development should take place at school level and that such activity should take the form not only of training events but also round tables, focus groups, seminars, individual and group research, support to individual learning, collaborative learning and support to other teachers through coaching.

There is no overall measurement of the volume of school-based professional development (including trainings) in Montenegro. However, evidence from interviews suggests that there are relatively few training events in schools but that other kinds of professional development are not so regular, from school to school.

School-based provision of CPD in Montenegro can be divided in two categories:

- induction programme for novice teachers and mentorship; and
- CPD trainings and activities conducted by internal or external providers.

Mentorship and traineeship are obligatory as stated in the General Law on Education. According to representatives of the VET Centre, the induction programme (traineeship) for trainees (novice teachers) and mentorship are vital for VET teachers in helping them to gain their pedagogical and methodical skills of teaching, bearing in mind that most VET teachers do not have a pedagogical element in their initial education.

The BES Manual for Mentors gives detailed instructions to mentors on how to organise the traineeship process for novice teachers. Instructions are mainly related to methodological work with novice teachers, observation of classes delivered by the novice teacher and also a set of templates and instruments that mentors and trainee teachers could use.

BES has also developed a detailed timetable of activities that mentors should follow in their work with trainees. This programme contains detailed instructions and description of activities on a monthly basis as to how to build a personal professional portfolio with certificates, personal plans and remarks related to competences.

BES has established training programmes for mentors and developed handbooks for mentors and novice teachers. During the period of 2009–12, 326 teachers from primary and secondary schools (including some mixed schools) attended training for mentors. Also, one teacher from each VET school participated in this training, with the intention that this teacher should cascade this training to potential mentors in their schools. However, according to the survey, 49.6% of VET teachers have been assigned to be mentors for more than one month, but 86.3% did not receive any training as mentors.

According to interviewees, mentoring for novice teachers in VET schools is a well-structured process and most novice teachers are mentored. However, a need for more training for mentors was expressed. Furthermore, there is a concern that temporary teachers are not obliged to go through the traineeship process. Some 14% of those surveyed have fixed-term contracts for 12 months or less.

The career structure in Montenegro includes the formal title of Teacher-Mentor. However, this is not connected to the function of supporting novice teachers. In theory, teachers can obtain this title through experience and competence. However, interviews suggest that this title is not generally being used and where it is used it is not connected to collaborative practice or other forms of school-based professional development. It is only a title and not actually a function. Teachers doubt that taking on the role of a mentor will contribute to future promotion. Only a few schools actually promote teachers

using the career ladder. However, mentors receive a small financial reward at the end of the mentorship process.

Participation in a formal induction programme, when joining a new school, is common in Montenegro. Nevertheless, 42% of teachers did not participate in such induction. However, most teachers (58%) did receive a general administrative introduction on starting employment.

Interviews suggest that VET schools rarely bring trainers into schools to carry out training events for teachers – the reason given is that they do not have the resources to pay for such trainers. On the other hand, 53% of VET teachers and instructors report that they had some professional development on school premises in the last 12 months. Interviews suggest that this commonly takes the form of subject committees, seminars or forums. Through these activities, teachers are exchanging experience about teaching practice and also introducing new material or methods. Interviewees report that some VET schools do promote pedagogical innovation through observation classes, but it is not clear how widespread this is. In their normal work practice teachers do collaborate informally: 70% discussed their work informally over the last month. However, less than 50% had planned discussions with their colleagues, directors or school pedagogues, which implies that some teachers are working in a relatively isolated way. Teacher research is said by interviewees to be rare.

Each VET school has a legal obligation to conduct internal evaluation on a biannual basis, while their external evaluation should be carried out by the VET Centre every four years. For this purpose, guiding documents are the Handbook for Development of VET Schools through Internal Evaluation Process (2010), and the Methodology on External Evaluation of VET Schools (2014). Both of these documents contain several indicators that are related to the quality of teaching process and teacher's performance. External evaluation reports do make recommendations about professional development. For example, a review of five reports found recommendations supporting an increase in the number of teachers participating in CPD, that there should be stronger collaborative work at the level of school and that quality assurance should be strengthened by tracking the impact of school-based CPD. However, without financial resources VET schools may not be able to carry out these recommendations.

There are a few cases where companies cooperating with specific schools are engaged in providing training of teachers related to subject-specific knowledge. Most of these cases are from the engineering sector; for example, teachers at the mechanical school in Podgorica are trained by instructors of companies relevant to their VET subject field.

Conclusions and recommendations

Mentoring of novice teachers is extremely important for VET teachers who, for the most part, lack initial pedagogical training. Temporary teachers are unlikely to receive mentoring. Induction is common but a significant minority of VET teachers do not receive formal induction. There is some good practice with regard to peer support and collaborative development of pedagogy and materials. However, it is difficult to know how widespread and well supported this is. The survey suggests that it is only happening in around 50% of VET schools. School evaluation identifies CPD as a tool to bring about school improvement. However, there does not appear to be effective processes in place to bring about the implementation of recommendations arising from evaluation activities.

There are a few examples of school-based training delivered in partnership with industry.

Recommendations

- Mentors should receive training. They should be recognised for their work; the teacher-mentor title may be part of this recognition.
- Schools should be encouraged to make use of collaboration and peer learning to support professional development. Good practice in peer learning should be recognised and shared. Networking between schools and with other partners can extend learning (at relatively low cost).
- Schools should be supported to implement CPD for their own staff, particularly where the need has been identified through internal or external evaluation. School coordinators may need support in the form of resources, training packages or partnership with relevant employers.

8. PROFESSIONAL DEVELOPMENT NEEDS

The identification of teachers' professional development needs is supposed to happen at school level. BES has published a manual for professional development at the school level that describes the process and specifies the actors involved: the coordinator for CPD, a team for professional development, the school director and the individual teacher. Each teacher should maintain a personal portfolio, starting from the induction phase period, which includes self-assessment of professional development needs. An individual plan for professional development should be submitted annually by the teacher to the school management and schools should make bi-annual plans related to professional development incorporating these individual plans. This bi-annual plan incorporates results of internal and external evaluation of the school. The manual contains a number of instruments and practical guidance to be used during this process. Reviewing school reports, especially the results of internal and external evaluation, institutions responsible for organising CPD (BES and the VET Centre) are supposed to take account of the needs of teachers related to professional development and develop CPD catalogues accordingly.

During the interviews, school representatives declared that for some VET teachers it is very hard to define areas for their professional development. Support for general teachers, through BES, is considered to receive a greater priority than support for VET teachers. As a consequence, according to interviewed representatives from VET schools, VET teachers are mainly attending trainings in order to fulfil obligations related to re-licensing rather than to meet their identified training needs.

The research found evidence that needs identification is effective in some schools. The vocational school in Mojkovac described a clear process of training needs assessment and the preparation of a training plan, with clear identification of areas to be improved (introduction of active learning methodologies, teacher training on ICT, development of entrepreneurial competences of teachers).

At the time when the CPD framework was developed by BES, the intention was also to create teaching standards. These standards have been developed only for some profiles of teachers of general subjects. The VET Centre is responsible for developing teaching standards in VET, but it was confirmed by the VET Centre representatives during the interview that the VET Centre does not currently have the capacity to develop these standards.

As an intermediate solution, BES and the VET Centre developed a modular training programme on teachers' competences for VET teachers, which is currently offered to all VET teachers to bridge their lack of methodical and didactical skills. This programme is designed for VET teachers who have not had any pedagogical education in their initial education. In the last few years, 400 VET teachers were trained through this programme.

Some school representatives declared that VET teachers appreciate the support and advice they receive from their school team for professional development and the school pedagogue, particularly with respect to the identification of needs. More generally, according to the survey, 51.9% of VET teachers think that the identification of training needs is a well-defined process. However, even when needs are clearly identified, schools question whether they inform the supply of CPD. According to the interviewees representing schools, the CPD programmes offered do not fulfil the CPD plans developed at the school level. However, these programmes do have a positive influence on the teaching process.

The survey invited teachers to assess their professional needs in relation to internationally recognised themes and to report whether they had received any relevant CPD in that area. It is clear from the **TABLE 8.1** below that a large proportion of VET teachers and instructors in Montenegro do believe that they have had training addressing identified needs – usually 50–70. Some 20–40% of teachers (depending on the type of need) did not receive training, although they expressed a need for such

training, e.g. 40% of teachers expressed a need for training in new technologies and did not obtain any training of this kind in the last 12 months. This gives an indication of the training gap for VET teachers in Montenegro.

TABLE 8.1 PERCENTAGE OF VET TEACHERS AND INSTRUCTORS IN MONTENEGRO WHO DID OR DID NOT PARTICIPATE IN TRAINING

	% reporting participation in a type of training	% reporting a need for types of training	% of persons who have not participated in training but expressed a need (training gap)
Knowledge and understanding in my subject field	52.0	39.0	41.0
Pedagogical competences in teaching my subject field	74.0	66.0	25.0
Knowledge of the curriculum	66.0	34.0	26.0
Student evaluation and assessment practices	79.0	56.0	24.0
ICT skills for teaching	75.0	67.0	29.0
Student behaviour and classroom management	67.0	57.0	34.0
Approaches to individualised learning	68.0	68.0	36.0
Teaching students with special needs	62.0	80.0	37.0
Teaching in a multicultural or multilingual setting	47.0	64.0	52.0
Teaching cross-curricular skills	70.0	70.0	34.0
Approaches to developing cross-occupational competences for future work	59.0	74.0	46.0
New technologies in the workplace	63.0	80.0	40.0
Student career guidance and counselling	60.0	76.0	42.0
Updating my professional knowledge and skills in relation to current practice in the workplace	65.0	75.0	38.0

Evidence of the impact of training is provided in Annex F⁶ (see question 15). This evidence suggests that CPD was commonly perceived to have medium rather than high impact although some forms of CPD, for example that on pedagogical competence and on the evaluation and assessment of students were considered to have relatively high impact.

The training needs of practical instructors and coordinators of practice do not seem to be recognized and there does not seem to be CPD that addresses their needs.

⁶ goo.gl/UgnTLZ

It is worth mentioning, even though it is not a part of CPD, that the Faculty of Philosophy has developed a Master programme for teachers delivering VET subjects, with the purpose of gaining pedagogical, psychological or methodical competences. However, this programme is still in the accreditation process. This programme may, in the future, address pedagogical needs during initial training.

Conclusions and recommendations

In terms of policy framework and methodological tools, the process of school-based needs identification is well established in normative terms. Practice is inconsistent between schools with only some schools effectively performing this task. Even where needs are identified, CPD is not, in general, available. This is because schools lack resources to provide training and because these needs do not inform the provision of CPD which is provided centrally through catalogues.

That said, many schools and teachers value the training that they are able to attend and most report that it has at least a medium impact on their teaching. The survey suggests that the central provision of CPD does, to some extent, match the perceived needs of teachers but that there is a training gap: some 30–40% of VET teachers do not receive the training they want.

Recommendations

- VET schools should be supported to carry out professional needs identification – taking into account the needs of instructors, coordinators of practice, teachers, learners and employers – and held accountable for this work through external evaluation. Good practice should be shared between schools.
- Planning and provision to meet CPD needs should take place at both school and national levels. Schools should be supported to address training needs through school-based CPD where they have capacity – increasing the share of VET teachers who benefit from school-based CPD from the baseline of 50%.
- Other forms of individual teachers CPD on the school level should be encouraged, such as individual research, participation in teachers associations, peer learning among teachers delivering the same or similar subjects in and between schools.

9. TEACHER FEEDBACK AND REVIEW

According to the survey, a large majority of respondents mainly receive feedback from their school management and school director, and also from education inspectors and external evaluators of the teaching process. Much of the feedback from school management and external bodies relates to classroom teaching observation (65.9% and 46.0%) and to the assessment of teacher's content knowledge (40.7% and 37.0%). A very small percentage of teachers report that they receive feedback from an assigned mentor: mentoring is limited to novice teachers. Feedback from peers is largely limited to student assessment (20.2% of teachers get this feedback). Appraisal of teachers is limited in Montenegro: the policy framework says that all appraisal should be done by the director who has limited time and many responsibilities.

Teachers report that feedback received has the biggest influence on their sense of recognition among colleagues (60.9%), self-confidence (73.3%), job satisfaction (62.9%), and job motivation (64.0%).

Conclusions and recommendations

Research suggests that feedback can inform reflection and improvement of teaching and this is to some extent confirmed by data in Montenegro. The majority of teachers do receive feedback and this is often based on classroom observation. Feedback usually comes from the director, management or external inspectors. Feedback has a positive impact upon teachers' self-esteem. Feedback has some positive impact upon teaching practice for 57% of teachers.

Recommendations

- All teachers should have the opportunity to benefit from feedback that helps them to reflect upon and improve their teaching.
- Where appropriate feedback should be linked to CPD, such as mentoring or specialist training.
- VET schools may consider making use of a greater variety of feedback, e.g. using test scores, surveys, and feedback from mentors.

10. FUNDING

According to the General Law on Education, Article 136, funding of continuing professional development of teachers should be secured from the state budget. The state is also responsible to deliver the number of training hours required for all teachers in order to renew their license each five years. According to the results of interviews with different stakeholders, the majority of funding related to CPD is channelled through BES and the VET Centre. The annual budget of the VET Centre for last year, for the purpose of implementation of training programmes from the catalogue, was EUR 6 000 and the budget of BES for the commission of trainings from external providers was EUR 4 500. In addition, BES has its own team of trainers who are delivering many obligatory trainings according to the legal requirements. There are a few cases where schools are financing VET subject-specific CPD for their own teachers (such as the mechanical school and the electro-technical school from Podgorica).

Most teachers (83.7%) confirm that training costs are paid for by their school or the provider of training. According to the survey, some 15% of teachers are contributing towards costs, mostly transport costs. Most schools don't have any dedicated budget for CPD, with the exception of a few schools that are generating incomes mainly through provision of exams for the re-education of adults, or by renting school facilities (like the school in Mojkovac). The mechanical school from Podgorica, for example, funds CPD by renting facilities and by providing mechanical engineering services.

Conclusions and recommendations

Licensing requirements imply that 2 000 VET teachers should be trained for 40 hours over the next five years. The survey implies that while, on average, VET teachers may receive this volume of training, there is a group of teachers who are missed out and furthermore it is questionable whether teachers are receiving the most appropriate form of training. CPD funds are very much centralised and schools do not usually have any funds for CPD activities, although sometimes funds have been made available to pilot new methodologies. More analysis is required to understand the costs of different forms of provision and how effectively the current resources are being used.

Recommendations

- BES, the VET Centre and donors should collaborate to investigate their spending on CPD to improve understanding of unit costs and to provide a clear baseline about current spending in relation to current provision of CPD.
- More comprehensive knowledge about costs should be used to inform planning and strategy about future provision, whether national, project or school-based.
- Consideration should be given to creating budgets for CPD at the school level or to giving VET schools a voice in CPD spending. Schools should be encouraged to generate income to pay for CPD, with the support of Government and donors, in order to increase responsiveness and sustainability.

11. RECOGNITION AND INCENTIVISATION

There is a legal requirement reflected in the General Law on Education, whereby schools are obliged to ensure participation of teachers in CPD activities and teachers are required to undertake CPD. The teacher licensing system was established in 2014 with a separate regulation prescribing that each teacher should be re-licensed every five years. The law requires that, every five years, each VET teacher should have at least 24 hours of training related to the national priority areas of teachers skills development and 16 hours of training related to pedagogical and methodical skills.

According to interviewees there are two kinds of motivation for participation in CPD:

- the legal obligation relating to re-licensing and as a condition for advancement to a higher professional title;
- the professional need and intrinsic desire to gain knowledge and update skills.

The Regulation on Types of Degrees, Conditions, Manner and Procedure for Nominating and Awarding the Title of Teachers describes how teachers should gain status and salary if they fulfil certain conditions: a number of training hours (converted into points), a number of years in service, individual professional activities, etc. However, interviewed school representatives state that it is very hard to find this model fully implemented in practice. In a few cases, schools are able to provide some incentives for the teachers in the form of these titles (like in the case of the construction school from Podgorica).

As an overall conclusion from the web-based survey, and based on results of the interviews with school representatives, it would seem that school management is in favour of, and very flexible, when it comes to enabling teacher training. Some 81.6% of teachers disagree that there is a lack of support from the employers' side which is supported by the result that most of the trainings they received occur during regular working hours. Teachers are ready to participate in training, for example, 81.7% of them don't see barriers in attending trainings for family reasons.

Interviewees representing schools reported that teachers are mainly driven by a desire to improve their teaching skills. However, interviewees also say that both schools and teachers are driven by the desire to meet the requirements for re-licensing. Apart from licensing, most CPD does not result in formal qualifications.

The majority of teachers (64.6%), as confirmed during the interviews with representatives of educational institutions, are mainly attending CPD activities as part of their regular working hours. Some 25.5% receive non-monetary support in the form of reduced teaching or days off while 9.8% sometimes receive salary supplements when they attend professional development activities outside of working hours. Teachers report that they are supported by school managers to undertake CPD and they do not see family commitments as a barrier to participation in CPD. Some 72% of VET teachers stated that they have strong support from school management. School management is very flexible in finding replacement or other solutions for the absence of teachers attending training, which is also reflected by the results of survey whereby 69% of teachers claim that their work schedule is not a barrier to attend CPD trainings. On the other hand, some interviewees said that heavy teaching commitments meant that schools are not able to send 'appropriate' teachers to the training at the scheduled time.

According to teachers and schools, barriers to CPD include the lack of resources in schools to pay for training. More than 50% of VET teachers surveyed reported barriers to participation in CPD relating to the relevancy of the professional development offered and the lack of incentives for participating in such activities.

Conclusions and recommendations

In Montenegro teachers are 'pushed' to take CPD through the licensing requirements and 'pulled' through their own assessments of their professional needs, along with that coming from their schools. VET schools are said to be supportive and flexible. However, the main barrier to participation is that, for half of VET teachers, CPD which is relevant is not being provided either at school or national level. To summarise, there is not a lack of motivation – rather there is insufficient relevant provision with the consequence that teachers fulfil their licensing obligations through CPD which does meet their priority needs.

Recommendations

- The implementation of the career system should be reviewed in order to understand why it is not being implemented consistently and how it might be supported.
- Consideration should be given to raising recognition for those teachers who play a key role in school-based CPD, for example, mentors and coordinators, so that these teachers are encouraged in their work.
- Consideration should be given to providing formal recognition for CPD, in the form of certification, as a way of valorising and validating CPD.

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

The Law on Adult Education and Strategy for Adult Education 2015–2025 provides the framework for adult education and training in Montenegro. Among other issues, these two policy documents describe the skills needed by trainers to provide trainings to adults. The key message of both documents is that trainers based in companies or in training centres need to have andragogic skills, i.e. skills to teach adults. This was a trigger for the VET Centre to develop a programme called 'Programme for improvement of andragogic skills of trainers working with adults'. Accredited by the National Council for Education since 2006, it is available to all adult education providers, so each of them can apply for it. The programme has seven modules and 250 trainers have completed it. The target of this programme is teaching staff working as adult education providers.

The Chamber of Commerce, together with different employers' associations, has 40 to 50 accredited programmes and approximately 1 500 to 2 000 people attend these programmes annually.

At the end of 2013, 81 institutions were registered as providers of adult education of which 22 are also VET schools. Adult education in VET schools licensed for adult education is delivered by teachers of VET subjects. According to interviews, these teachers are unlikely to have completed the andragogic training programme as this is not a requirement for their re-licensing. According to the Rulebook on licensing and re-licensing, trainers should have a professional exam in order to work as trainers in the public sector. However, this rule is controversial and not implemented.

The formal training of in-company trainers and training of trainers working within the private sector is rare in Montenegro, according to interviews done with representatives of employers and representatives of institutions. The Strategy on VET envisaged the training of instructors (in-company trainers) to deliver practical classes, but it does not make any further reference to this other than stating that the process should be organised by the VET Centre.

According to the statement of the Union of Employers, only bigger companies such as Telenor, Promonte and Telecom are training their trainers. They do this by sending their trainers on external courses.

Companies and adult education providers are financing the training of their trainers mainly by themselves.

Conclusions and recommendations

There is some training available for teachers working in adult education centres. However, the licensing arrangements are not enforced and not all adult education trainers are trained or qualified. There is little public support for the training of trainers working in companies. Larger companies make their own provision through the market and smaller companies do without.

Recommendations

- There should be consultations between employers, employers representatives, Government ministries and training organisations to explore whether there is any need for systemic support for the training of company trainers, e.g. for quality assurance, certification, funding and norms.
- Accreditation of company-based trainers should be encouraged as should accreditation of adult training providers.

13. CONCLUSIONS AND RECOMMENDATIONS

The research suggests that there has been great progress in establishing a legal framework and a national strategy for CPD for VET teachers in Montenegro. At the national level, there are major strategies for both VET and secondary education for 2015–20. These strategies commit to more CDP and more school and company-based VET, more research and greater involvement for professional associations.

In the process of developing the national strategies, there has been considerable presence of school and industrial representatives, which gives an impression that strategic and action plans are demand-driven. However, in practice the representation of stakeholders is not systematic and demands are not explicit; furthermore, implementation is uncertain. At school level there is requirement for bi-annual CPD plans – but, without funding, these plans are unlikely to be implemented.

In general, institutional capacity to regulate, provide and quality assure CPD for VET teachers is limited in Montenegro. There is only one person in the VET Centre assigned to coordinate CPD activities and to register programmes. There is currently no capacity to accredit or quality assure providers, rather than programmes. There are no Montenegrin organisations that specialise in providing CPD to VET teachers. The only organisations with expertise in VET CPD delivery are donor agencies.

The data from providers and users of CPD confirm that there is insufficient CPD targeted to VET teachers. Although around 75% of VET teachers participated in external CPD events over the last 12 months only 41% of VET teachers participated in CPD which focused on their vocational subjects. Only 25% of VET teachers benefited from the provision of CPD on business premises. About 50% of VET teachers do not access school-based CPD. Participation in observation visits and research events is low. There is little involvement of business in CPD, with the exception of motor mechanics.

Accreditation of CPD programmes for VET teachers is not properly informed by up-to-date knowledge of the development needs of teachers and schools or new curricula and changes in the labour market. There are no clear criteria to inform decisions about accreditation. There are some CPD programmes which are judged by VET schools and VET teachers to be leading to improvements in teaching practice, particularly those supported by international expertise and funding. These have an active and practical methodology. However, valued programmes are sometimes not in the catalogues or not accredited.

There are some concerns about the quality of providers – many of whom are individual teachers or academics without qualifications in the provision of training for adults. There is a need to strengthen the quality assurance process in relation to provision of CPD to reassure teachers and schools.

Mentoring of novice teachers is extremely important for VET teachers who, for the most part, lack initial pedagogical training. More training for mentors is required and better formal recognition for the role of mentors through training and through the career structure. Temporary teachers are unlikely to receive mentoring.

There is some good practice with regard to peer support and collaborative development of pedagogy and materials. However, the survey suggests that it is only happening in around 50% of VET schools. School evaluation identifies CPD as a tool to bring about school improvement. However, processes to bring about the implementation of recommendations arising from evaluation do not appear to be effective.

The process of school-based needs identification is well-established in normative terms. However, even where needs are identified, CPD is not, in general, available. This is because schools lack resources to provide training and because these needs do not inform the provision of CPD which is offered through catalogues.

That said, many schools and teachers do value the training that they are able to attend and most report that it has at least a medium impact on their teaching. The survey suggests that the central provision of CPD does, to some extent, match the perceived needs of teachers but that there is a training gap: some 30–40% of VET teachers not receiving training they want. About 20% of VET teachers and instructors received no CPD of any kind in the last 12 months.

The majority of teachers receive feedback which is often based on classroom observation. Feedback usually comes from the director, management or external inspectors. Feedback has a positive impact upon teachers' self-esteem. Feedback has some positive impact upon teaching practice for 57% of teachers.

Licensing requirements imply that 2 000 VET teachers should be trained for 40 hours over the next five years. The survey shows that while *on average* VET teachers receive the required volume of training, some 20% of teachers received no training at all over the last 12 months and it is questionable whether teachers are receiving the most appropriate form or training. Schools do not usually have any funds for CPD activities. More analysis is required to understand the costs of different forms of provision and how effectively the current resources are being used.

Teachers are 'pushed' to take CPD through the licensing requirements and 'pulled' through their own assessments of their professional needs, along with that coming from their schools. VET schools are said to be supportive and flexible. The main barrier to participation, for half of VET teachers, is the absence of CPD which is relevant.

There is little public support for the training of trainers working in companies. Larger companies make their own provision through the market and smaller companies do without this kind of training.

Recommendations

National and system levels

1. Strategic plans should result in more precise and detailed action plans, with budgets and timetables, which identify the agreed responsibilities of different actors.
2. A specific action plan relating to the implementation of the strategy for CPD for teachers and trainers could serve to integrate the work of relevant organisations.
3. Implementation should be monitored and should feedback into the Annual Action Planning.
4. A policy decision should be taken to establish standards for VET teachers and trainers which would then inform CPD provision. This work could be led by the VET Centre.
5. A policy decision should be taken to revise regulations to permit VET and BES staff to author training programmes, including Examination Centre staff. This would increase the supply of programmes.
6. Capacity of the VET Centre related to VET teachers' CPD should be increased.
7. There should be closer cooperation between regulatory, planning and provider organisations and schools with a view to sharing knowledge and cooperating to assure quality.

8. BES, the VET Centre and donors should collaborate to investigate their spending on CPD to understand better unit costs and to provide a clear baseline about current spending in relation to CPD provision.
9. More comprehensive knowledge about costs should be used to inform planning and strategy about future provision, whether at national, project or school-based level.
10. Consideration should be given to creating budgets for CPD at school level or to giving VET schools a voice in CPD spending. Schools should be encouraged to generate income to pay for CPD, with the support of Government and donors, in order to increase responsiveness and sustainability.
11. The implementation of the career system should be reviewed in order to understand why it is not being implemented consistently and how it might be supported.
12. There should be consultations between employers, employers' representatives, Government ministries and training organisations to explore whether there is any need for systemic support for the training of company trainers, e.g. for quality assurance, certification, funding, norms.

Design and quality assurance of CPD for VET teachers and trainers

13. Measures should be taken to build and recognise specialised capacity to provide CPD for VET teachers; for example, in the University, NGOs, VET schools and professional associations. This includes also accreditation of trainings, training organisations and trainers.
14. Consideration should be given to developing a system for the accreditation of training providers. This also includes possibility of creating an agency or institute for CPD of teachers and school staff.
15. Consideration should be given to the provision of training and recognition for professional trainers.
16. Support should be given for the development of partnerships between providers (such as the University) and VET schools with a view to jointly improving specialised CPD provision.
17. Ensure that the commissioning and accreditation of CPD programmes is informed by knowledge of professional development needs of VET teachers and schools.
18. Use monitoring and evaluation to ensure that the methodology of CPD is effective and appropriate and that CPD has an impact upon teaching practice.
19. Consider how quality assurance of providers can be improved and made transparent, for example, through the training of trainers or through improved systems of accreditation.

Provision of CPD for VET teachers and trainers

20. There should be more CPD provided specifically to meet the needs of VET teachers.
21. The VET Centre should publish a catalogue of CPD programmes aimed at VET teachers, instructors and coordinators of practice, by focusing more on pedagogical, curriculum implementation and subject-specific skills.
22. There should be more CPD provided in partnership with employers and on business premises.
23. There should be more school-based CPD, where CPD can be embedded in teaching practice, particularly where the focus of CPD is methodological and pedagogical.

24. CPD should be provided locally to avoid the cost and time demands where teachers must travel for CPD (CPD could include an e-learning element).
25. CPD should make use of active learning approaches and new learning technologies.
26. Consideration should be given to providing formal recognition for CPD, in the form of certification, as a way of valorising and validating CPD.

School-based continuing professional development

27. Teachers should be supported to work in more collaborative ways, for example, jointly planning lessons and preparing materials and developing improved ways of teaching.
28. Mentors should receive training.
29. Schools should be encouraged to make use of collaboration and peer learning to support professional development. Good practice in peer learning should be recognised and shared. Networking between schools and with other partners can extend learning (at relatively low cost).
30. Schools should be supported to implement CPD for their own staff, particularly where the need has been identified through internal or external evaluation. School coordinators may need support in the form of resources, training packages or partnership with relevant employers.
31. VET schools should be supported to carry out professional needs identification – taking into account the needs of teachers, learners and employers – and held accountable for this work through external evaluation. Good practice should be shared between schools.
32. Planning and provision to meet CPD needs should take place at both school and national levels. Schools should be supported to address training needs through school-based CPD where they have capacity – increasing the share of VET teachers who benefit from school-based CPD from the baseline of 50%.
33. All teachers should have the opportunity to benefit from feedback that helps them to reflect upon and improve their teaching.
34. VET schools may consider making use of a greater variety of feedback, e.g. using test scores, surveys, and feedback from mentors.
35. Consideration should be given to raising recognition for those teachers who play a key role in school-based CPD, for example, mentors and coordinators, so that these teachers are encouraged in their work.

ACRONYMS

BES	Bureau for Education Services
CPD	Continuing professional development
ECTS	European Credit Transfer and Accumulation System
ETF	European Training Foundation
ICT	Information and communication technologies
IT	Information technology
NGO	Non-governmental organisation
VET	Vocational education and training

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