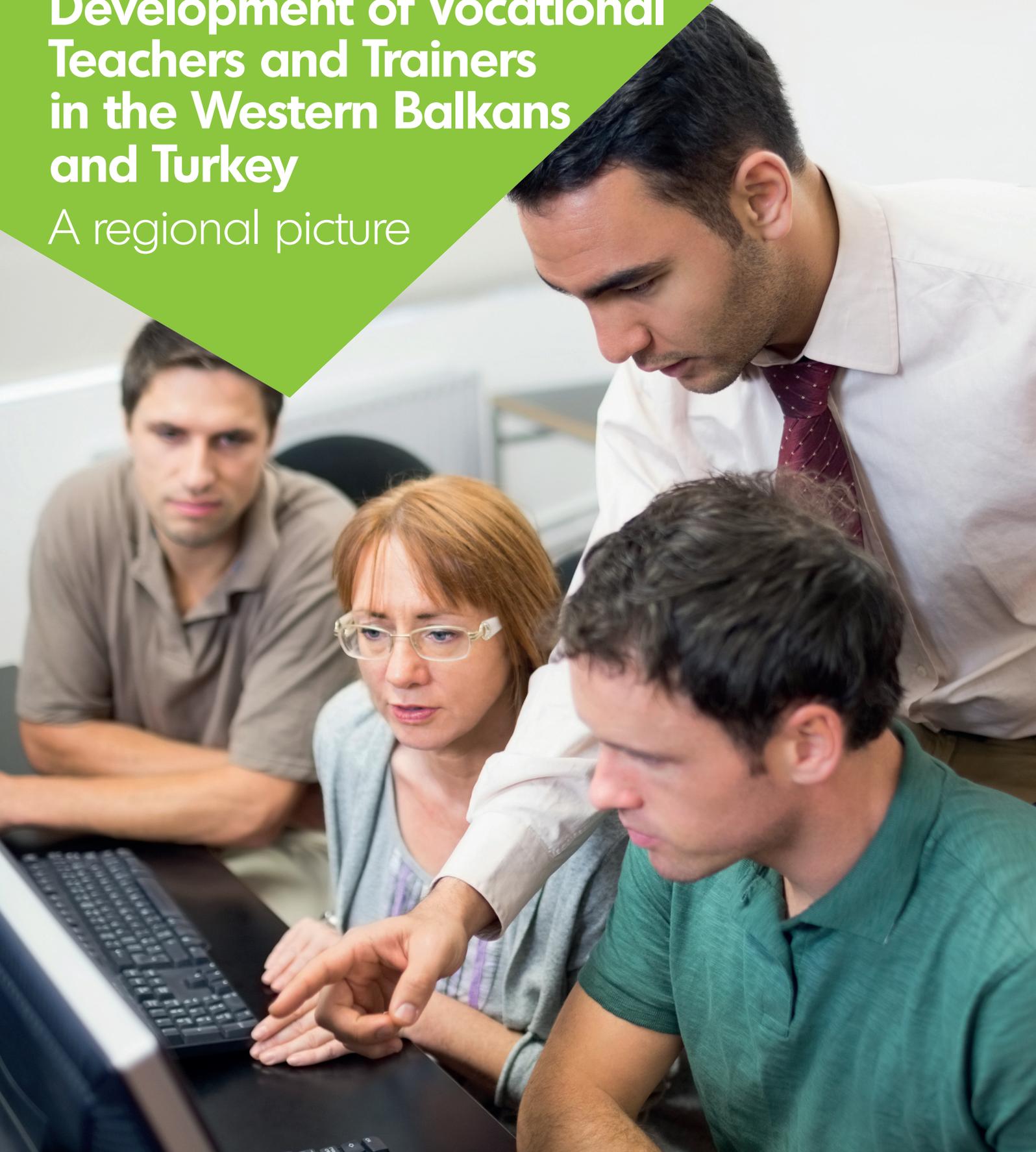


Continuing Professional Development of Vocational Teachers and Trainers in the Western Balkans and Turkey

A regional picture



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SUMMARY

This study examines continuing professional development (CPD) for vocational teachers and trainers across the seven countries that make up the Western Balkan and Turkey region¹. The study aims to inform policy makers and responsible agencies about the extent and character of provision and demand, but also to reveal how these are shaped and contextualised by the regulations and institutions in each country.

The report is based on seven national reports published in 2016². The evidence was gathered through a survey of more than 4 000 teachers and associates, 7 literature reviews and 79 interviews with representatives of key stakeholders in the seven countries.

Governance of CPD

It is essential (1) that there is an effective and competent public authority that addresses strategy and oversees and drives implementation of professional development; and (2) that governance is open to the contributions of stakeholders and social partners, and responsive to the needs of the workforce, schools and learners, that provision is coordinated, and that experience and data are shared.

Representatives of stakeholders and social partners do participate in periodic reform processes throughout the region and some representatives are consulted on strategy papers, included in relevant workshops or represented in working groups in relation to the professional development of teachers. However, representative mechanisms are not sustained and professional development is not usually a focus when there are general stakeholder meetings. There are no standing national multi-stakeholder platforms that focus on the professional development of vocational teachers, despite the fact that teachers and teaching are seen as a policy priority at national and international levels.

Some decentralisation of provision of CPD has taken place in Turkey and there is evidence that it is relatively effective at mobilising resources and matching needs. However, elsewhere in the region, moves to develop decentralisation have not greatly contributed to practical improvements in the provision of CPD. Key constraints are political mistrust, lack of financial resources, weak mechanisms for delegation and limited capacity.

In the seven countries norms exist that specify some kind of requirement for CPD for vocational teachers. However, these norms are part of general legislation that applies to *all* teachers. In some countries this general legislative framework is not well adapted to specific features of the vocational education system. For example, norms in Serbia require that all teachers should obtain a Master's degree, an expectation that is currently unrealistic for vocational teachers. In none of the seven countries are there norms that define an obligation or right to training for instructors or practical trainers as opposed to 'teachers of theory' working in vocational schools. Reform of legislation and norms is complex and slow, and is commonly regarded as a constraint that delays or frustrates innovation.

¹ Albania, Bosnia and Herzegovina, Kosovo*, the former Yugoslav Republic of Macedonia, Montenegro, Serbia and Turkey.

*This designation is without prejudice to the positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo Declaration of Independence, hereinafter 'Kosovo'.

² Download from: www.etf.europa.eu/web.nsf/pages/publications_catalogue

Strategies for and implementation of CPD

All seven countries have elaborated strategies for CPD for vocational teachers. However, in general the national reports suggest that strategy is not formulated in a manner – sufficiently realistic and consensual – that would enable it to drive implementation. Strategies contain many desirable outcomes that have not been fully tested for political and financial realism.

Progress with respect to implementation is a matter for concern. In some countries, for example Bosnia and Herzegovina and Turkey, political differences have at times delayed or diluted the formulation and agreement of overarching strategies³. In other countries, such as Serbia, Montenegro and Kosovo, despite action plans, there has been only limited improvement in the quality and quantity of CPD. There are some detailed plans, with outcomes, budgets and timetables, which identify the agreed responsibilities of different actors. However, there is a need to monitor implementation and for feedback into annual action planning in the light of progress. Implementation would be assisted by better coordination of the actions of all actors, including agencies, departments and donors.



Strategies contain many desirable outcomes that have not been fully tested for political and financial realism.



Quality assurance of CPD

National accreditation of CPD programmes is used to quality assure but also to set national priorities and to ration public funds. National accreditation systems are not perceived by users to be very effective: they can act as a costly barrier to entry for training providers in countries where there are relatively few providers, and they are not generally judged to be a reliable guarantee of quality or relevance. In Serbia, for example, the process of accreditation has resulted in long delays in the launch of new provision. In general, quality assurance processes in relation to professional development at school level are poorly developed. Schools and teachers are, for the most part, consumers of CPD, but do not have much opportunity to shape, evaluate or improve CPD. Teacher qualifications serve mainly as an initial requirement; they are not used as a tool to assure or improve the quality of existing teachers. Post-graduate qualifications, particularly if they are modular and credit-based, could be used to incentivise and quality assure professional development for vocational teachers. Such an approach could help to improve career opportunities for teachers and to strengthen the partnership between higher education and schools.

Outside of high-profile projects, quality assurance of CPD is not, in general, fit for purpose. This is because it is not closely linked to the intended impact on teaching and learning, and is not informed by needs, research or outcomes. A key priority is to enhance the role played by teachers and by schools in choosing and assigning CPD and in monitoring its outcomes.

Funding of CPD

The research was not able to clearly identify either planned or actual spending on CPD for vocational teachers across the Western Balkan and Turkey region. Data is not disaggregated, so funding for CPD for vocational teachers cannot be separated from that for secondary or elementary teachers. Donor-funded programmes make up a significant proportion of all provision, but donor spending is not usually aggregated. It is desirable that both budgets and spending on CPD are reported clearly and that changes can be monitored, as envisaged, for example, by the Education and Training 2020 (ET 2020) targets.

³ Delays may last several years. However, subsequently, a strategy may be agreed, as for example has happened with the National Teacher Strategy (2017–23) in Turkey.

In Serbia and Montenegro there is provision for the delegation of funding for CPD to municipal authorities, and in Turkey to provincial authorities as well as institutions. However, it is reported that in Serbia and Montenegro these mechanisms do not permit municipalities to exercise a coordinating function.

Teachers themselves contribute to the direct and indirect costs of their CPD, particularly in Kosovo and Albania. Teachers are more likely to contribute to the costs of CPD programmes that result in formal qualifications.

Providers of CPD

Professional development programmes in the Western Balkan and Turkey region are delivered according to different models:

- 'commissioned' by public agencies from independent providers;
- designed and delivered by public agencies;
- designed and provided by international donors or non-governmental organisations (NGOs);
- offered by training providers without public commissioning or accreditation;
- jointly designed and delivered.

There is evidence that the commissioning model has increased the diversity and volume of provision in those countries where it operates. In Bosnia and Herzegovina and Albania there is no functioning commissioning model, with the result that provision is mostly limited to donor-funded programmes. The greatest weakness of the commissioning model is that, in practice, it does not adequately incentivise potential providers to develop their own capacity to invest in designing high-quality programmes of professional development.

In Montenegro, Albania, the former Yugoslav Republic of Macedonia and Kosovo most CPD for vocational teachers is funded and designed through international projects, in partnership with local agencies. Such projects are also important in Serbia and Turkey. Project-driven CPD, whether national or international, can be well focused, responsive and timely, but scope and participation are usually selective, and generous funding and *ad hoc* organisation may distort the long-term development of local provision. The challenge here is to design projects, whether national or international, which contribute over time to an increasingly comprehensive and coherent provision.

NGOs, profit and non-profit based, make an important contribution to the provision of CPD for vocational teachers across the region. Wealthy national education foundations are particularly significant in Turkey. Universities make little contribution to CPD for vocational teachers except in Turkey, although there are some programmes in Kosovo and Serbia.

In general across the region, except in Turkey, there are insufficient organisations that provide ongoing CPD for vocational teachers and trainers. In Turkey many businesses, universities and other organisations have been organised and incentivised so that they are ready to provide various forms of CPD. Elsewhere, the low level of provision of specialist CPD for teachers and trainers is a result of:

- lack of incentives (funding), making it unattractive for potential providers;
- barriers to entry, such as the high cost and bureaucracy, which discourage organisations from offering their services;



In general across the region, except in Turkey, there are insufficient organisations that provide ongoing CPD for vocational teachers and trainers.



- lack of an effective system for signalling training opportunities to providers and then signalling the offer to users;
- lack of capacity: potential providers lack the pedagogical, business and technical skills required to successfully offer training;
- small and fragmented potential demand for CPD; for example, there are only 700 vocational teachers in Albania across all profiles.

School-based CPD

School-based professional development in the region is relatively underdeveloped. In most countries, national policy implies that the school takes responsibility for identifying training needs, but not for meeting them. Provision of CPD depends on the ability of the principal and the school to obtain what is offered from national agencies or through networks and local contacts. School-level or individual planning for professional development does not greatly influence provision. The survey data suggests that participation in on-site professional development for vocational teachers is as frequent as off-site professional development across the region. In Serbia the amount of school-based provision is particularly high. Despite the high volume of CPD delivered in schools, the role of vocational schools in the identification, planning and provision of CPD is constrained by lack of capacity and budget.

The survey suggests that a significant minority (32%) of vocational teachers across the region have not benefited from a formal induction programme, with relatively low participation in Albania and Kosovo. Mentoring is a formal requirement for beginning teachers in all countries in the region except Albania and some parts of Bosnia and Herzegovina. However, the survey reveals that on average, only 15% of vocational teachers in the region currently have mentors, and that many teachers have never received mentoring. Analysis suggests that 34% of beginning teachers currently on teaching practice or probation do not have mentors. Deficiencies in the supply and performance of mentors result from lack of incentives and training, and a failure to recognise this function within job descriptions.

The majority of teachers across the region are receiving feedback following direct observation of their teaching, in most cases (48% of all teachers in the region) by the school principal or school managers; however, 28% of teachers said that they had never received such feedback. Where teachers did obtain feedback, this had a positive impact on their confidence, teaching practice, job satisfaction and motivation.

Participation in CPD

Overall, 66% of vocational teachers in the region participated in any kind of in-service training events, 43% in conferences or seminars, 28% in observation visits to other schools and 44% in training in businesses. Serbia and Montenegro have non-participation levels not far off the OECD averages measured through the Teaching and Learning International Survey (TALIS – 10–15% non-participation). In contrast, in Bosnia and Herzegovina, Kosovo and Albania more than one third of vocational teachers did not participate in any kind of CPD in the previous year. Participation in CPD addressing the teachers' vocational specialism is markedly lower, at 38% for the regional sample. It is also clear that, except in Turkey, the predominant mode of CPD is formal seminars or workshops rather than conferences, observation visits or training on business premises.

Analysis of the number of days of professional development (as opposed to the rate of participation) suggests that in Kosovo and Albania the relatively small share of



In most countries, national policy implies that the school takes responsibility for identifying training needs, but not for meeting them.



teachers who access professional development obtain a relatively large number of days. Serbia, Kosovo and Turkey deliver relatively high average volumes of in-service training (roughly 50% of teachers obtain more than 30 hours over 12 months). In Turkey 49% of teachers access an average of 27 days of training in businesses.

The survey also shows that most training in the region takes the form of relatively short training events. Some 59% of vocational teachers report that they sometimes participate in events lasting one or two consecutive days, but only 28% report that they sometimes participate in events with a particular focus that are spread (with intervals) over several months. However, research suggests that CPD is likely to be most effective if it is extended over a number of months (Stanley, 2016). Most, though not all, CPD uses modern methods: fewer than one third of teachers report that the CPD they are offered ignores 'modern methods' such as active learning and use of new technologies.

Overall, 35% of respondents report that they participate in individual or collaborative research; however, this research does not seem to be used to improve teaching and learning. Some 40% of vocational teachers in the region are working in isolation; they do not collaborate professionally with colleagues in their own schools, so they neither benefit from others nor support them. Professional networks, whether face to face or online, represent an efficient way for teachers to learn and collaborate to improve their teaching. The survey suggests that more than two-thirds of teachers in the region are not collaborating in any formal way with colleagues outside of their institutions.

Professional development needs

The survey provides evidence of a perceived unmet need for professional development. Approximately 50% of teachers in the region report gaps in training in relation to special needs, multi-cultural education, cross-occupational competences, new technologies and careers teaching. Absence of relevant training provision generally is reported to be a barrier to participation by 59% of all respondents.

Across the region, many teachers lack adequate experience or qualifications. In Turkey, Serbia and Montenegro more than a fifth of vocational teachers have no work experience in industry. In Serbia, Albania, Bosnia and Herzegovina and Montenegro the majority of vocational teachers report that they have no pedagogical or methodological training for at least some of the subjects they are teaching.

All of the countries report that they have methods to identify the training needs of teachers. In Montenegro, the former Yugoslav Republic of Macedonia and Serbia schools are expected to research training needs and generate training plans. In Turkey a national training-needs analysis is carried out by the Directorate General for Teacher Training (DGTT), the ministerial department responsible for teacher training, through the applications that teachers make for training.

However, there is little evidence that the national training offered for vocational teachers is developed in the light of information collected from schools. National reform policies and the availability of donor funding influence the priorities for training.

Professional standards for teachers have been developed in Serbia, Kosovo, the former Yugoslav Republic of Macedonia, Bosnia and Herzegovina, Turkey and Kosovo, but they are not yet being used much, if at all, to shape CPD.



Approximately 50% of teachers in the region report gaps in training in relation to special needs, multi-cultural education, cross-occupational competences, new technologies and careers teaching.



Recording and recognition of CPD

Where norms or licensing processes require that vocational teachers undertake professional development, teachers record their CPD. However, this data is not gathered together to create a systematic database. In Turkey the DGTT collects data and publishes tables showing the number of events and the number of participants in those events that it provides. However, the data does not fully disaggregate vocational from other teachers. In Montenegro teachers are required to keep portfolios to record the training they have had, but it is not clear how extensively this happens in practice.

In Kosovo, Serbia, Montenegro and the former Yugoslav Republic of Macedonia there is a system of teacher relicensing that sets performance requirements for teachers. Teachers in these countries are required to obtain a number of hours of CPD over a specified number of years. The total hours required are relatively low, but in these countries the availability of accredited, credit-bearing CPD is also low. As a result, the system encourages teachers to participate in any CPD in order to obtain the necessary credits rather than to seek out CPD which is most appropriate to their needs. In practice, these licensing requirements cannot be fully enforced due to insufficient CPD being offered or salary increments not being available.

In Serbia, Bosnia and Herzegovina, Kosovo and Albania participation in CPD is linked to eligibility for progress on the career ladder, that is, the acquisition of 'titles'. While this system is said to motivate some teachers, others question whether credits will actually lead to career advancement or, indeed, whether career advancement is worth pursuing, given that it sometimes amounts only to a formal change of status.

National regulators use accreditation systems to assess whether CPD programmes should carry credits. This approach does help to exclude poor-quality training and to set priorities. However, the regulatory process can act to deter providers, add to costs and delay responsiveness. In Turkey, by contrast, the relevant ministerial department establishes protocols with training providers that grant funding for large-scale national training programmes for teachers, an approach that is flexible and pragmatic, if somewhat centralised.

Mostly, teacher-training programmes do not result in formal qualifications (participants usually obtain a certificate of participation), despite the fact that there is a growing expectation that teachers should obtain a Master's qualification. However, 13% of teachers across the region are participating in CPD activities that result in formal academic qualifications.

Training of company trainers

The Western Balkan region suffers from a separation between training and working. There is a weak training culture in business and a low profile for trainers in business. There is little regulation, formal recognition or support from the state, trade unions, professional associations or employer associations. Likewise, the professional development of teachers and instructors working in the education and training system is, to a large part, isolated from practice in business. The provision of CPD for vocational teachers and trainers is dominated by educational specialists and is usually regulated by public agencies whose main concern and expertise relates to general education, although some donor-led projects have brought in specialist vocational trainers. In Turkey the status and practice of company training is stronger and companies make a much greater contribution to the training of teachers. Nevertheless, even in Turkey the role and status of company trainers is not strongly developed.

Conclusions

In summary, the CPD of vocational teachers (unlike that of company trainers) has a high profile in policy making, and we find evidence in all the countries of both valued CPD programmes and a commitment by policy makers to improve some of the main elements of the CPD system. Raw participation rates in the highest-performing countries in the region are above EU averages, although the average number of hours per teacher is relatively low. However, there are systemic dysfunctions (e.g. with respect to licensing), as well as missing system elements (e.g. use of needs analysis). There are substantial issues around the quality and relevance of provision, as well as a lack of data and an overdependence on formal modes of training. As a result, there is a loss of efficiency and efficacy.

On the positive side, there are many teachers who have an intrinsic commitment to improving their teaching through CPD. A climate of educational reform, a high policy profile, new information technologies, generous donor funding and international exchange of practice all support and inform improvement. The challenge faced in all countries is to re-engineer key CPD system elements, such as the contribution of schools, businesses and local authorities, and to empower the teaching profession in its own development, while coordinating the CPD system with the changing educational and social environment.

In general, long-term progress is likely to be linked to decentralisation, in which the central state empowers and regulates actors rather than provides and assigns CPD. Only in this way can professional development be closely related to training needs, to improvements in teaching and learning, and to better outcomes for students and employers. However, at this time the state remains the key agent for change through its control of resources, its regulatory powers and its prestige. A key challenge is for the state to work in partnership with other actors so that, in time, they become capable and motivated to take on responsibilities or functions that are currently absent or deficient.



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INTRODUCTION

This study is concerned with examining the provision of CPD for vocational teachers and trainers across the seven countries that make up the Western Balkan and Turkey region. It aims to inform policy makers and responsible agencies about the extent and character of provision, but also to reveal how this provision is shaped and contextualised by the regulations and institutions that underpin it in each country.

The research was shaped by prior research in this field (ICF-GHK, 2013), but also by the ETF's Position Paper on CPD which, drawing on the relevant literature, articulates the key building blocks required for an effective and efficient system of CPD (Stanley, 2016, p. 26).

Following a description of the research methodology (Chapter 1), the report describes the vocational teacher workforce surveyed in the seven countries (Chapter 2). It then describes the normative and institutional framework or system within which CPD is generated: governance (Chapter 3), policy and strategy (Chapter 4), funding (Chapter 5) and the processes of quality assurance and regulation (Chapter 6), models of provision (Chapter 7) and the role of vocational schools (Chapter 8).

The next three chapters examine in detail the practice and outcomes of CPD: participation in CPD (Chapter 9), professional development needs (Chapter 10), and the recognition and recording of CPD (Chapter 11).

A short chapter on company-based trainers sets out some modest findings in this area, a field that deserves further research (Chapter 12).

1. METHODOLOGY

This report draws on seven reports that were produced by the ETF during the spring and summer of 2015. The research in the seven countries followed a common methodology that included interviews with key stakeholders and a survey of teachers and other educational staff involved in vocational education. As shown in Table 1.1, the survey methodology followed in each country varied in its detail, owing in part to each country's size and institutional arrangements. The surveys were conducted in partnership with national authorities. The overarching philosophy was to encourage a uniform method, but to permit diverse approaches if that was strongly desired, subject to the constraint that a reasonably reliable sample was generated and that the methodology was transparent. It follows that the representativeness of the survey at both national and regional level must be interpreted with care.

Table 1.1: Metadata for the survey

	ALBANIA	BOSNIA AND HERZEGOVINA	FORMER YUGOSLAV REPUBLIC OF MACEDONIA	KOSOVO	MONTENEGRO	SERBIA	TURKEY
Total VET teachers (approximate)	700	3 900	4 265	2 700	1 000	24 263	175 218
Total VET schools (public)	42	135 (FBH) 14 (RS)	63	63	31	282	5 106
Teachers in schools targeted	262	Not known	4 265	1 080	1 000	1 020	12 753
Schools included in survey	12	24 (FBH) 14 (RS)	63	12	31	24	813
Completed responses	229	167	483	250	296	585	2 174
Response rate in relation to sample	87%	Not known	11%	23%	30%	57%	17%
Sampling	Random selection of schools from stratified frame of local authorities	Random selection of schools from stratified frame of local authorities	Census	Random selection from stratified frame of local authorities	Census	All schools from stratified frame of local authorities	All schools from stratified frame of local authorities
Time 2015	May–June	May–June	May–July	May–July	May–June	May–June	May–June

Note: FBH – Federation of Bosnia and Herzegovina; RS – Republika Srpska

A layered approach to sampling was used in Albania in order to balance convenience and representativeness. Initially, 20 schools were selected by the research team and the responsible ministry in order to include representation from the main regions and vocational sectors, but also to include schools of different sizes across Albania. Finally, 12 schools were randomly selected from the sampling frame of 20 schools (Konini, 2016, Annexes). The survey was paper-based.

In Bosnia and Herzegovina a sampling frame was created comprising three ethnically and religiously diverse cantons from the Federation (Zenica-Doboj, Herzegovina-Neretva, West Herzegovina) together with Brčko District and Republika Srpska. The frame is intended to combine representativeness and convenience. Schools were randomly selected from across the cantons. All surveys were online.

In Kosovo a random sample of 12 schools were invited to participate in the survey, 8 of which participated; 116 questionnaires were paper-based and the rest were online.

In the former Yugoslav Republic of Macedonia the survey was a census of all schools. It was entirely online and was offered in three languages.

In Montenegro the survey was conducted as a census online.

In Serbia a sample of 24 schools was selected to represent all 6 geographic regions, all 14 vocational sectors (both mixed and specialist), and schools that serve both single and multiple municipalities. The survey was conducted online.

In Turkey a clustered sampling approach was followed. Seven provinces were randomly selected, one from each region. This created a sampling frame of 813 schools. All of the teachers in these vocational schools were invited to participate in the online survey.

The surveys were supported by interviews with key stakeholders in each of the seven countries to collect contextual and qualitative data. Details of the interviews can be found in the seven national reports⁴.

Table 1.2: Number of stakeholders interviewed by country (national reports)

COUNTRY	NUMBER OF INTERVIEWS
Albania	8
Bosnia and Herzegovina	9
Kosovo	10
Former Yugoslav Republic of Macedonia	14
Montenegro	17
Serbia	14
Turkey	17

In addition, a literature review was conducted to document relevant published sources for each country.

⁴ Stakeholders included ministries, agencies, principals, trade unions, training organisations and professional associations.
Download from: www.etf.europa.eu/web.nsf/pages/publications_catalogue

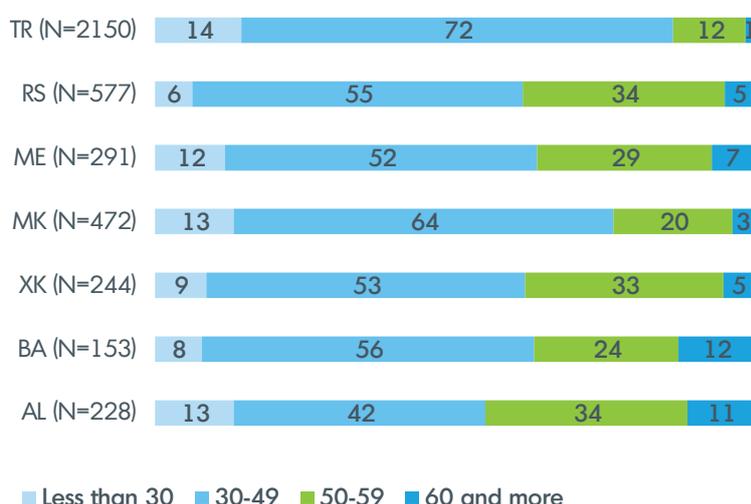
2. THE EDUCATIONAL WORKFORCE⁵

The survey was mainly targeted at teachers, but other educational staff were included. This section and the one following provide analysis of the full sample, that is, all the respondents.

2.1 Age of vocational teachers

Within the Western Balkan and Turkey region, Turkey (mean age 39.3 years) and to a lesser extent the former Yugoslav Republic of Macedonia (41.5) have relatively young workforces, while Albania (46.2) and Serbia (45.7) have older workforces. In Serbia a relatively small proportion of vocational teachers is aged below 30. Only in Turkey and the former Yugoslav Republic of Macedonia is the proportion of teachers aged over 50 less than the OECD average of 36% (OECD, 2013).

Figure 2.1: Age composition of the vocational teacher workforce (%)



Base: all respondents (N=4 217), 2% of missing value

2.2 Length of teaching experience

Overall, the average number of years of teaching experience in the sample is 14.2, compared with 15.4 years across upper secondary schools in OECD countries (OECD, 2013). Turkish and Serbian vocational teachers have the most years of teaching experience, and Albanian and Montenegrin the least.

While 1 in 5 of the sample across the region is aged over 50, this does not demonstrate that they are 'burnt out' or unable to profit from professional development. Research into teacher effectiveness does suggest that older and more experienced teachers can become resistant to change and to new methods, and that more tailored strategies are required to renew their engagement in teaching. Hargreaves and Fullan (2012) summarise research that shows that more experienced teachers need to be empowered in educational improvement and given appropriate roles to play. Differentiated professional development and differential career tracks can help.

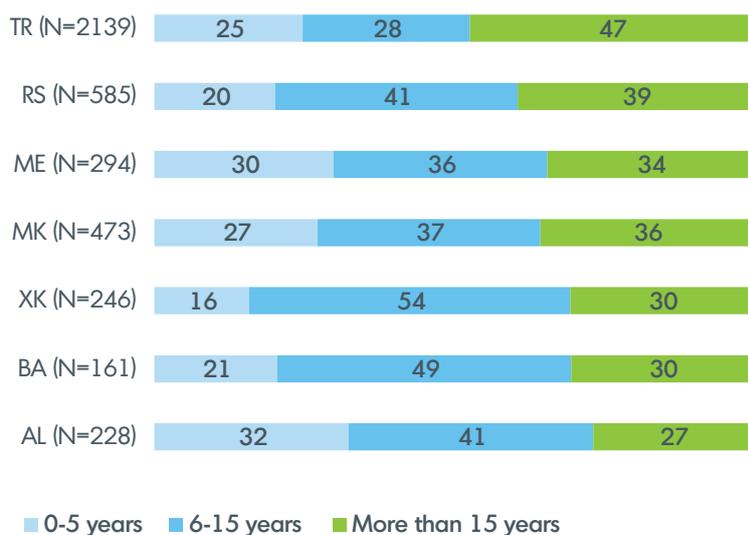


While 1 in 5 of the workforce across the region is aged over 50, this does not demonstrate that they are 'burnt out' or unable to profit from professional development.



⁵ The survey analysis makes use of non-weighted data when reporting on the results for the countries in the study. When reporting on the overall results, cross-national weights are used to reflect the distribution of the target population in the Western Balkan and Turkey region. The weighting for each country has been calculated in the following two-step way: 1. WEIGHT = (number of VET teachers)/(achieved sample size); 2. WBTWEIGHT = WEIGHT/mean value of WEIGHT.

Figure 2.2: Composition of the workforce by years of teaching (%)



Base: all respondents (N=4 217), 2% missing responses

2.3 Experience in different schools

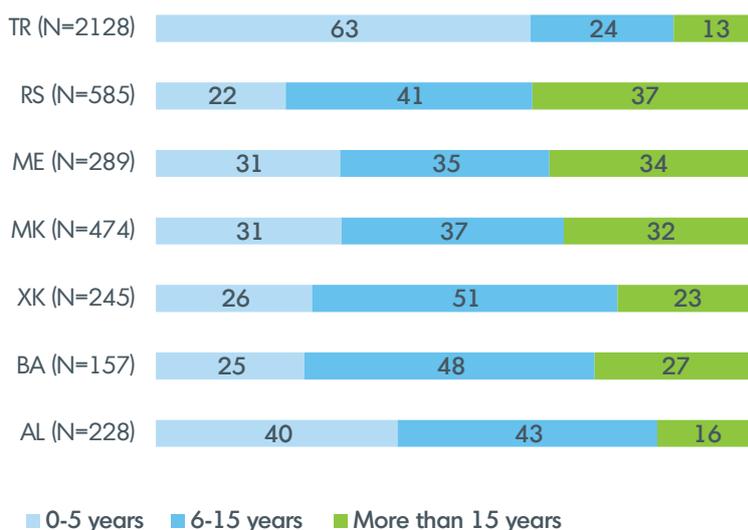
Teachers can broaden their experience by working in different schools. Across the region 56% of the sample have worked for five years or less in the current school. In Turkey and Albania teachers are less likely to have more than 15 years' experience in their current school. In Turkey this may be a consequence of the large number of younger teachers. In Serbia, in contrast, 78% of teachers have worked in their current school for at least six years: teachers typically have extensive work experience in just one institution. Such teachers are likely to have different professional development needs from teachers who have worked in a variety of different schools.



In Serbia 78% of teachers have worked in their current school for at least six years; such teachers are likely to have different professional development needs from teachers who have worked in a variety of different schools.



Figure 2.3: Composition of the workforce by years of work in current school (%)

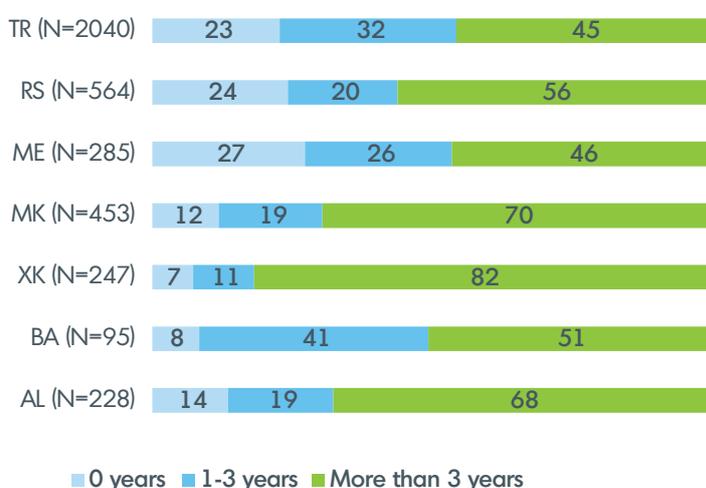


Base: all respondents (N=4 217), 3% missing responses

2.4 Work experience in the trade, profession or industry of the vocational subject taught

It is desirable that vocational teachers have first-hand experience of working in the profession or occupation that corresponds to the profile that they teach. High-performing vocational education and training (VET) systems, such as those in Germany and Finland, make professional work experience a formal requirement for vocational teachers. Across the sample, slightly fewer than half of vocational teachers (48%) have more than three years' professional experience. However, this experience may be out of date or may not be closely connected to their teaching subject. In Turkey, Serbia and Montenegro more than 20% of vocational teachers have no professional experience of working in the occupation that they are teaching.

Figure 2.4: Years of work experience in the trade, profession or industry corresponding to the vocational subject taught (%)

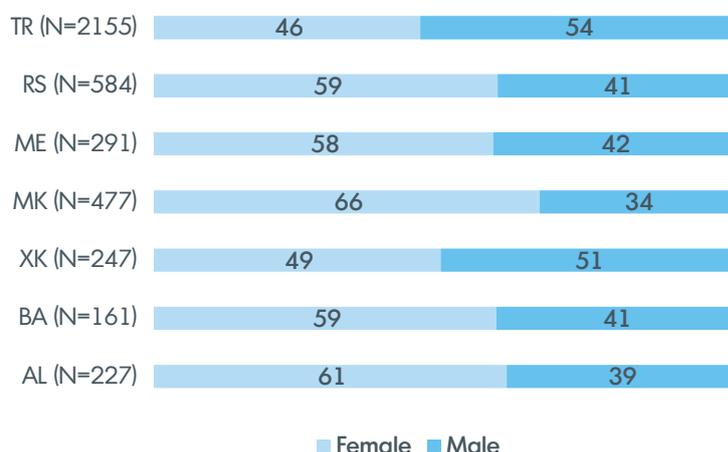


Base: all respondents (N=4 217), 7% missing responses

2.5 Gender of vocational teachers

Although teaching in general is predominantly a female profession in the region, men are somewhat better represented in the vocational workforce. Across the OECD females make up 57.4% of the upper secondary teacher workforce. By contrast, women represent only 48% of the vocational teacher workforce in the Western Balkans and Turkey. However, there continue to be considerable gender differences between profiles.

Figure 2.5: Gender composition of the workforce (%)



Base: all respondents (N=4 217), 2% missing responses



In Turkey, Serbia and Montenegro more than 20% of vocational teachers have no first-hand experience of professional work in their profile. Such deficiencies can be targeted by professional updating programmes or placements in industry.



In Albania and the former Yugoslav Republic of Macedonia females make up more than 60% of the vocational teaching workforce.

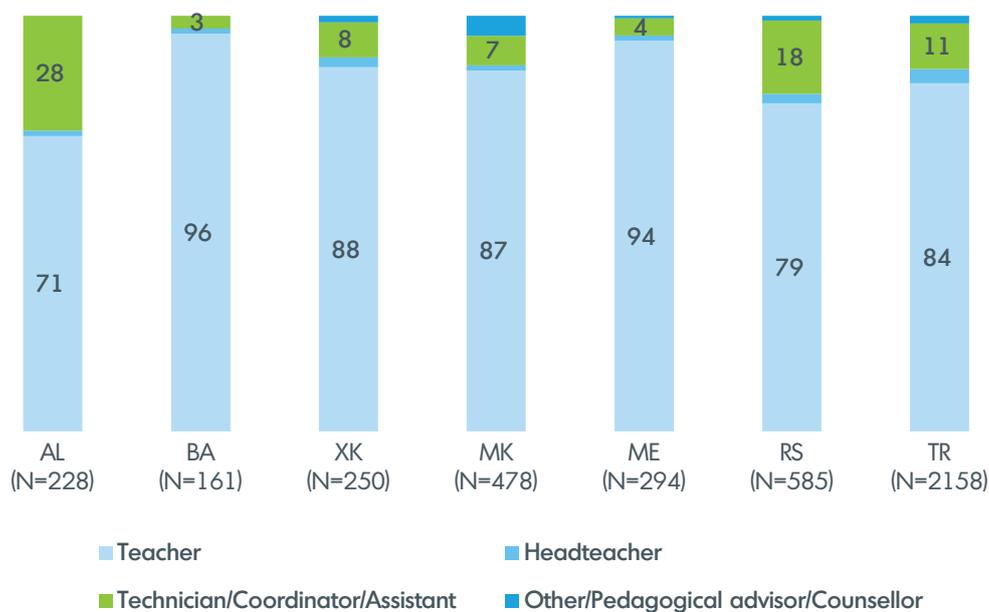


2.6 Profile of respondents

Role in school

Across the region, 84% of respondents are teachers, 12% coordinators, technicians or assistants, 3% head teachers or principals and 2% counsellors or pedagogical advisors.

Figure 2.6: Role of respondents (%)

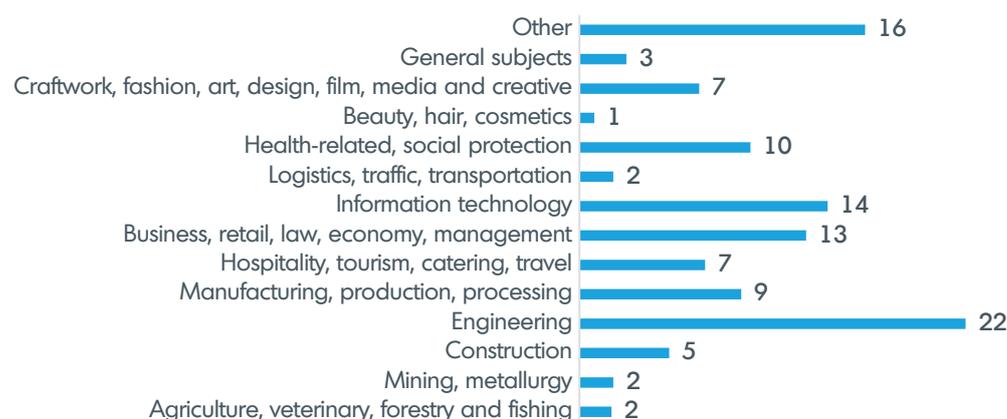


Base: all respondents (N=4 217), 1% missing responses

Vocational sector or specialism

Across the region, by far the most common vocational specialism of teachers is engineering, followed by business/law and then information technology.

Figure 2.7: Workforce by specialism (%)



Base: all respondents (N=4 217)



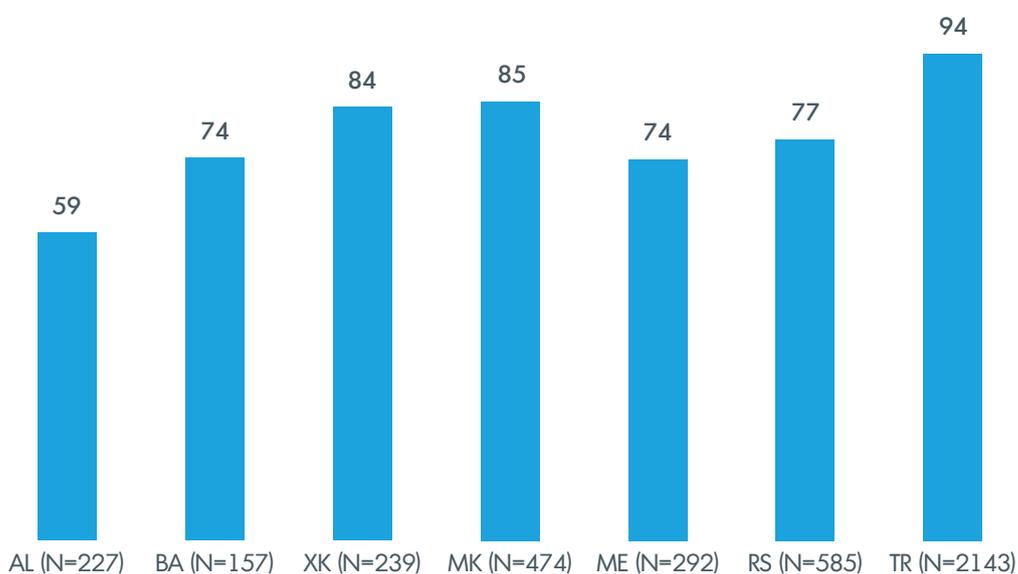
Some 50% of vocational teachers across the Western Balkan and Turkey region specialise in teaching engineering, business studies or information technology.



2.7 Initial training of teachers

Some 91% of all respondents report that they have completed initial training. The percentage varies from 59% in Albania to 94% in Turkey. However, this initial training will often consist of a university degree in the subject that they teach.

Figure 2.8: Respondents by completion of initial education or training (%)



Base: all respondents (N=4 217), 2% missing responses

Teachers were far more likely to say that they had received initial training in the content of their subjects than in pedagogy, that is, in methodology or didactics. In Albania (20%), Serbia (44%) and Montenegro (48%) fewer than 50% of teachers have received training in pedagogy relevant to any of the subjects they teach. In Turkey (94%) and the former Yugoslav Republic of Macedonia (88%), by contrast, the majority of vocational teachers have received initial vocational training in pedagogy for at least some of the subjects that they teach.

2.8 Qualifications of the workforce

In all countries almost 80% of the workforce say that they have at least a Bachelor's degree. More than 50% of the workforce in Montenegro and Kosovo report that they have a Master's degree. Montenegro and Albania have a relatively large proportion of staff with only an upper secondary school qualification (17%). Otherwise, the data suggests that the workforce is formally well qualified. It cannot be concluded that higher qualifications always imply greater teacher competence: in Montenegro, for example, despite the high number of teachers with Master's degrees, 52% of the workforce say that they lack relevant pedagogical preparation.

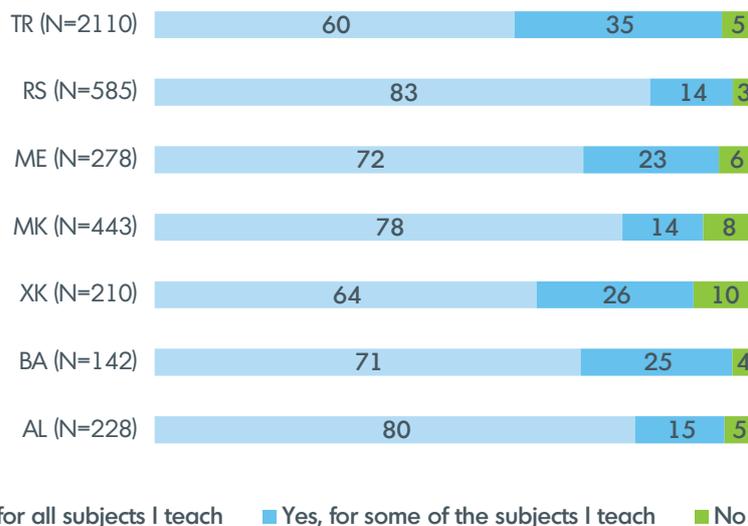
In addition, a substantial minority of teachers report that they are teaching some subjects for which they have no initial training: in Turkey 40% and in Kosovo 36% of teachers say that they are untrained for all or some of the subjects they are teaching.



In Albania (20%), Serbia (44%) and Montenegro (48%) fewer than 50% of teachers receive training in pedagogy relevant to any of the subjects they teach.



Figure 2.9: Percentage of respondents receiving formal initial training in the subjects they teach (%)

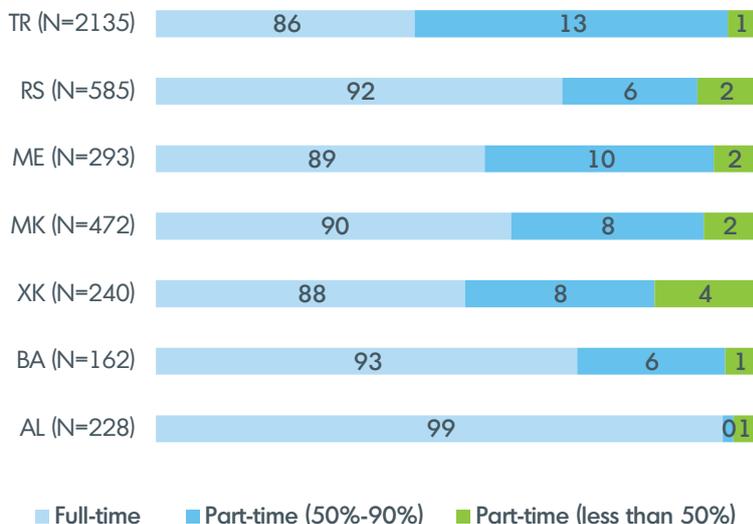


Base: all respondents (N=4 217), 5% missing responses

2.9 Employment status

Across the region 87% of respondents are employed full-time. Part-time employment status can sometimes create obstacles to professional development.

Figure 2.10: Percentage of respondents working part-time or full-time (%)



Base: all respondents (N=4 217), 2% missing responses

2.10 Membership of trade unions and professional associations

Some 69% of teachers in the region belong to trade unions. Membership is particularly high in the former Yugoslav Republic of Macedonia (77%), Turkey (71%) and Montenegro (71%). Membership of professional associations varies: in Bosnia and Herzegovina (63%), Serbia (45%) and Montenegro (40%) professional associations have a significant presence.

Trade unions currently have a relatively modest role in the professional development of vocational teachers, despite their large membership.

3. GOVERNANCE OF PROFESSIONAL DEVELOPMENT

It is a common theme in all seven mapping reports that CPD is not sufficiently tailored to the needs of vocational schools, teachers, trainers and the ultimate beneficiaries. Across all seven countries CPD for vocational teachers is neglected in comparison to CPD for general teachers. This raises the question of whether the institutional arrangements for governance are configured in such a way as to bring about responsiveness and parity of respect.

We can distinguish between strategic (high-level policy and law making) and executive governance (leadership and management) of professional development. Except in Turkey and Kosovo, these two functions are divided between the ministry and a specialised public agency. In Turkey both responsibilities reside with the Ministry of Education, and in Kosovo with the Ministry of Education, Science and Technology. In Turkey one department within the ministry, the Directorate General for Teacher Training (DGTT), has a planning and delivery function for all teacher training. However, the department with responsibility for VET, the Directorate General for Vocational Education and Training (DGVET), also functions as a commissioner and a regulator of professional development for vocational teachers. In Kosovo responsibility rests with the teacher-training division of the ministry. In Serbia, the former Yugoslav Republic of Macedonia, Kosovo and Albania there is a specialised agency outside the ministry that governs and regulates professional development and exercises other responsibilities for such matters as textbooks, curricula, recruitment, statistics and careers. However, the situation is dynamic. In Albania responsibility for VET has recently passed from the Ministry of Education to the Ministry of Youth and Social Welfare, and it is planned that responsibility for CPD for vocational teachers will be transferred from the general Institute of Educational Development to another agency.

In Albania and Serbia a single institution (either the ministry or an agency) has the main responsibility for the governance of professional development of vocational teachers and the professional development of other teachers⁶. In Montenegro there is a dedicated Vocational Education Training Agency with responsibility for the professional development of vocational teachers along with curriculum and quality assurance in VET. This centre provides some specialised CPD for vocational teachers and is able to focus on the training needs of vocational teachers. In the former Yugoslav Republic of Macedonia responsibility for professional development of vocational teachers is shared between the Centre for Vocational Education and Training and the Bureau for the Development of Education. The centre is dependent on the bureau for funding. In Kosovo governance of CPD for vocational teachers is largely but not entirely the responsibility of the agency for vocational education.

Other state agencies and ministerial departments also play a role in governance. In the former Yugoslav Republic of Macedonia, for example, the State Examination Centre is one of the bodies that shares the authority to grant or refuse accreditation to CPD programmes, and a similar function is performed in Kosovo by the State Council for Teacher Licensing.



CPD for general and vocational education is governed by the same institution in Albania, Serbia and Bosnia and Herzegovina, while in Turkey, the former Yugoslav Republic of Macedonia and Montenegro a separate institution governs CPD for vocational education.



⁶ However, in Serbia the VET Centre is a distinctive department within the larger agency and the situation is changing in Albania.

Table 3.1: Distribution of governance functions for professional development of vocational teachers

	STRATEGY AND EXECUTIVE FUNCTIONS SEPARATE	STRATEGY AND EXECUTIVE FUNCTIONS UNIFIED
GENERAL AND VOCATIONAL CPD SEPARATE	Montenegro, former Yugoslav Republic of Macedonia, Kosovo	Turkey
GENERAL AND VOCATIONAL CPD UNIFIED	Albania, Serbia, Kosovo, Bosnia and Herzegovina	

Although there are alternative ways of structuring the governance of professional development, it is desirable (1) that there is an effective and competent public authority that addresses strategy and oversees and drives implementation of professional development; and (2) that governance is open to the contributions of stakeholders and responsive to the needs of the sector, that provision is coordinated and that experience and data are shared. Governance of professional development can take the form of a specialised, unified vocational education agency with the expertise, information and resources to develop strategy and lead implementation, and to link this activity to other developments in the VET sector. Where responsibilities for professional development are distributed across several ministerial departments, as in Turkey, it is necessary to coordinate provision and to share information. However, it is clear from the examples from Montenegro and the former Yugoslav Republic of Macedonia that the creation of a specialised agency is not sufficient to ensure responsive provision of CPD for vocational teachers. Whatever the structure of institutions and the distribution of functions, it will still be necessary to build consensus between different interests, to prioritise goals and to mobilise resources and commitment to enable good governance.

Political will is vital both in the process of policy formation and in implementation. The structure and functionality of institutions cannot compensate for the absence of political will, although they can help to sustain and empower such will if it exists.

3.1 Decentralisation

A number of countries have decentralised professional development, at least to some degree. The rationale is that decentralised authorities will be better informed and more attentive to the needs of the local providers and stakeholders than central government, and that there is scope for improved efficiency by reducing travel and local coordination. In Turkey, for example, provincial education directorates are sometimes mandated to organise teacher training that has been planned and programmed by the teacher-training division of the national ministry. They can also, subject to approval from the same division, request funding to provide teacher training in response to their own needs analysis. Large municipalities, such as Istanbul, sometimes obtain permission to enter into partnerships with employers or funding organisations to provide CPD, but only on a project-by-project basis. Discussions with stakeholders reveal that municipalities and regional directorates have limited authority to initiate CPD and no dedicated budget, although they report that they are able to identify local needs and local resources.

In Serbia there are 11 regional CPD centres, which are coordinated through a Network of CPD Centres (a non-profit organisation).

These centres can submit CPD programmes for accreditation and then offer them regionally; they also support school-to-school learning and offer advice on CPD. Regional centres in Serbia offer 8 out of the 62 programmes listed in the 2015/16 catalogue that are targeted at vocational secondary teachers and they implemented 2 out of the 57 programmes that were actually delivered. In Kosovo the municipalities have a responsibility for the supervision and monitoring of professional development, the coordination of training providers, and funding. According to the Law on Education in Municipalities, the ministry decides the CPD budget on an annual basis based on the proposals from municipalities and its own budget framework. Municipalities are required to draft the budget and plan CPD provision according to school demand and teachers' needs. They should delegate the responsibility for the budget and finance to the educational and training institutions, according to the municipal formula specified in the legislation. This formula allows changes in appropriations if the number of pupils changes during a fiscal year. Municipalities should manage and supervise CPD activities at municipal and school level and submit a report of activities to the Ministry of Education, Science and Technology annually. However, in practice there is little delegation of budget, and decisions about the provision of CPD are taken at ministry level.

In Bosnia and Herzegovina governance of professional development is highly decentralised and somewhat improvised. The Department for Education within the Ministry of Civil Affairs is the national-level authority responsible for education. Each of the units (Republika Srpska, the 10 cantons in Federation of Bosnia and Herzegovina, and Brčko District) has its own governance arrangements for CPD. In two cantons within the Federation where pedagogical institutes have not been established, the Ministry of Education of the respective canton undertakes the role that such an institute should fulfil. This configuration of governance leads to inefficiency and poor provision of CPD: levels of participation are the worst in the region, costs per unit are relatively high, provision is unsystematic and the offer is poorly communicated⁷.

Decentralisation of provision of CPD does take place, to some degree, in Turkey, and there is evidence that it is effective at mobilising resources and matching needs. Local donor projects have also demonstrated that localised projects can improve matching and efficiency⁸. However, in Serbia and Kosovo current arrangements for decentralisation do not function as intended, while Bosnia and Herzegovina demonstrates the dangers of uncoordinated, under-resourced decentralisation. In conclusion, decentralisation has not contributed extensively to improvements in the provision of CPD in the region. Key constraints are political mistrust, lack of financial resources and mechanisms, and limited human capacity.

3.2 Participation of stakeholders in the policy process

Participation of stakeholders in policy creation and implementation should serve to ensure that policy is responsive and effective. The national reports show that representatives of stakeholders participate in central processes of policy making and that some representatives are consulted on strategy papers, included in relevant workshops or represented in working groups in relation to professional development for teachers.

Concerns were expressed that participation of schools in policy making is limited to a small number of well-placed or high-status institutions. In general, there is an absence of representative mechanisms, for example associations of principals,



Decentralisation is seen as a way to improve the provision of CPD in the Western Balkan and Turkey region. However, in practice these benefits are not fully realised.



⁷ Four of the ten cantons have total populations below 100 000.

⁸ A low-budget demonstration project in Antalya, TED-VET, reached 16 vocational schools and 304 teachers in 2016.

that might be able to represent the interests of schools in a sustained and comprehensive manner. In Serbia, Montenegro and Albania it is reported that it is difficult to engage employers in policy making in relation to the professional development of vocational teachers.

In the former Yugoslav Republic of Macedonia, Montenegro and Serbia there are national councils for vocational education that include representatives of employers, government, local authorities and trade unions⁹. However, these councils have not so far made a significant contribution to policy on professional development, although Montenegro's National Council for Education has a formal role in accrediting CPD programmes. In the former Yugoslav Republic of Macedonia there is a Joint Protocol for Collaboration with Social Partners in VET signed at national level by the Ministries of Education and Labour, trade unions and chambers of commerce, and there are particular memoranda of cooperation between universities, companies and chambers. However, the professional development of teachers is not a focus for cooperation, although there has been collaboration within the scope of particular projects.

Stakeholder participation could be facilitated through existing national councils or through the establishment of an ongoing platform for policy development and implementation for the professional development of vocational teachers and trainers. Such a platform would include key stakeholders, would be well informed and would access appropriate expertise as needed. It would be able to promote and shape new policies, champion and communicate new approaches, review and monitor implementation, engage actors, and mobilise resources.

Donor and international organisations (GIZ, ETF, EU Delegations, Swiss Agency for Development and Cooperation, KulturKontakt, World Bank, USAID) have access to policy makers and exert influence through dialogue. Some workforce policies are promoted in the region by donors; for example, the policy of relicensing teachers has been supported by the World Bank in Kosovo and by USAID in the former Yugoslav Republic of Macedonia. In Albania a permanent working group of donors, international partners, ministry and national agency representatives meets to communicate and coordinate policy development. In the smaller countries in the region, CPD for vocational teachers is, for the most part, provided through projects supported by donors. This implies that policy development in this field is closely associated with large- or small-scale development projects and, consequently, with corresponding funding and accountability processes. The challenge is to integrate the policies and programmes generated by foreign aid and expertise and international policy platforms¹⁰ with the long-term development of national policy-making processes and platforms, national institutions and national stakeholder engagement.

Engagement of stakeholders in policy making has to be sustained. It is reported across the region that stakeholders have become sceptical about the implementation of strategies because in the past, strategies have been published and never implemented. Reduced expectations may be combatted, for example, by empowering stakeholders in the implementation and monitoring of policy.



Across the Western Balkan and Turkey region there is no ongoing national platform for policy development and implementation on the professional development of vocational teachers and trainers. However, in Montenegro the 2016 Strategy for Teacher Development called for the setting up of a 'Coordination Body' to analyse the results of reform implementation and research with respect to professional development, while the latest Teacher Strategy (2017) in Turkey requires the establishment of a Teacher Training Working Group in which all relevant stakeholders are represented.



⁹ In Serbia the national council is the Council for Vocational and Adult Education, in the former Yugoslav Republic of Macedonia the VET Council, and in Montenegro the National Education Council.

¹⁰ An example is the Riga conclusions.

3.3 Recommendations

- There should be an effective and competent public authority that addresses strategy and oversees and drives implementation of CPD for vocational teachers.
- Governance of CPD should open to the contributions of stakeholders and responsive to the needs of the sector, for example, through an ongoing platform for policy development and implementation in relation to the professional development of vocational teachers and trainers.
- Governance should ensure that there is coordination between different kinds of provision, including provision aimed at 'general teachers' and that administrative data and evaluations are shared.
- Measures taken to decentralise governance of CPD should be reviewed and action taken to ensure that support, capacity, systems and resources are in place to make decentralisation effective.

4. POLICY AND LEGISLATION

4.1 Legislative framework for CPD for vocational teachers in the Western Balkans and Turkey

In all seven countries norms exist that specify some requirement for CPD for teachers. However, these norms are part of general legislation that applies to *all* teachers. In some countries this general legislative framework is not well adapted to specific features of the vocational education system. For example, norms in Serbia require that all teachers should obtain a Master's degree, an expectation that is currently unrealistic for vocational teachers. In Montenegro regulations only recognise formal training events as constituting CPD; placements in industry, for example, cannot be formally recognised as CPD. In none of the seven countries are there norms that define an obligation or a right to training for instructors or practical trainers as opposed to 'teachers of theory' working in vocational schools. Reform of legislation and norms is complex and slow, and is commonly regarded as a constraint that delays or frustrates innovation.

Table 4.1: Summary of legislative frameworks across the Western Balkan and Turkey region

COUNTRY	NORM	REQUIREMENT
Albania	Guidelines state that there may be a range of professional development programmes (Ministry of Education and Sport, 2015).	Three days (18 hours) of training for all teachers is compulsory and is rewarded with one credit. The credits are linked to advancement through professional titles, but not to salary. In practice, the requirement for three days' training is not enforced.
Bosnia and Herzegovina	There is an overall legal obligation according to the Framework Law. Teacher licensing has been abandoned.	No clearly defined volume of CPD is required at national level, although the Pedagogic Standards and Norms (2013) prescribes that teachers should spend one hour per week on CPD. In Republika Srpska there is a requirement of three days per year.
Former Yugoslav Republic of Macedonia	Draft legislation sets out the career levels and core competences of all teachers. The Law on the Academy for Teachers regulates licensing, recruitment and initial teacher training.	All teachers are required to devote at least 40 hours to CPD in the course of three school years, of which at least 20 hours should follow accredited training programmes. Annually, each teacher should spend at least 13–14 hours in CPD, of which 6–7 hours should be on accredited training programmes ¹² .
Kosovo	Laws and Administrative Instructions require CPD. Providers of CPD must be accredited.	All teachers (younger than 51 years) are obliged to participate in CPD as part of the licensing system. Each of these teachers should complete 100 hours of training every five years, at least 70 hours of which are 'basic programmes'.
Montenegro	There is a legal obligation for CPD. CPD is a requirement for relicensing.	Each vocational teacher should have 40 hours of training over five years, by attending at least 16 hours of training from priority areas, 8 hours of elective training and 16 hours of training relating to pedagogic-psychological-methodical (PPM) competences for those teachers who did not gain a qualification for PPM during initial teacher (tertiary) education.
Serbia	There is a legal obligation (Law on Foundations of Education System). The Regulation (2015) makes CPD mandatory. There are Competence Standards (2011) for all teachers.	Teachers must undertake CPD in order to acquire the points necessary to meet relicensing requirements: 120 hours of CPD every five years.
Turkey	Art. 48 of the National Education Basic Act regulates provision of professional development. However, there is no requirement or right to professional development.	The new Teacher Strategy Document (approved 2017) does not define a minimal requirement for CPD. The strategy includes the promotion of school-based models of CPD and improved teacher performance appraisal.

Source: National reports and relevant ministries

¹¹ From beginning of 2017 the teachers will be required to carry out 60 hours of professional development, 30 hours of which will be participation in accredited training programmes and 20 hours participation in priority programmes assigned by the minister (see Article 36).

4.2 Development of strategies for CPD for vocational teachers

All seven countries have elaborated strategies. However, in general the national reports suggest that the strategies are not formulated in an appropriately realistic or consensual manner for the purposes of implementation. As shown in Table 4.2, strategies are often composed of desirable outcomes that have not been fully tested for political and financial realism.

Progress on implementation is a matter of concern. In some countries, for example Bosnia and Herzegovina and Turkey, political differences have delayed or diluted the formulation and agreement of overarching strategies¹². In others, such as Serbia, Montenegro and Kosovo, despite the action plans, there have been only limited improvements to the quality and quantity of CPD. There are some detailed plans, with outcomes, budgets and timetables, which identify the agreed responsibilities of different actors. However, there is a need to monitor implementation and feed back into annual action planning in the light of progress and to coordinate the actions of donors so that they are complementary. In Albania and Serbia the EU's Budget Support financing model offers a mechanism intended to enable governments to integrate EU, international and national actions. However, the current gaps between strategy and implementation suggest that countries may benefit from support and assistance in the areas of action planning, review and programme delivery.

4.3 Recommendations

- Legislation should take account of the distinctive character of vocational teachers and their development needs.
- Legislation and strategies should be realistic and permit appropriate flexibility.
- Countries should be offered capacity building and assistance in action planning, monitoring and review.



All seven countries have elaborated strategies. However, in general the national reports suggest that that strategy is not formulated in an appropriately realistic or consensual manner so that it can drive implementation.



¹² Delays may last several years. However, subsequently, a strategy may be agreed, as for example has happened with the National Teacher Strategy (2017–23) in Turkey.

Table 4.2: Summary of strategies for CPD for vocational teachers and trainers in the Western Balkans and Turkey

COUNTRY	STRATEGY	IMPLEMENTATION
Albania	National Strategy for Employment and Skills 2014–20 addresses recruitment and improved competences for vocational teachers and instructors: <ul style="list-style-type: none"> national plan for selection and recruitment with projection of 5–10 years, reflecting redistribution of profiles and offers; competence-based career progression for male and female teachers; legal recognition of teaching profession; networks and online materials (also addressing inclusion and gender issues); pedagogical training. 	Road Map for Human Resources 2015–20 (2016) proposes a mechanism for in-service pedagogical training. Piloting of mechanism 2015–16 is under way. Piloting of school units to direct and provide CPD is under way.
Bosnia and Herzegovina	There is currently no strategy for CPD. However, the National Agency for Education (APOS0) is seeking to develop a strategy.	Little progress has been made between 2014 and 2016. Currently APOS0 and two cantons are cooperating to develop accreditation for CPD programmes.
Kosovo	Kosovo Education Strategic Plan (2011–16) aims to improve in-service teacher development. National Development Strategy 2016–21 addresses: <ul style="list-style-type: none"> operationalisation of licensing; links between education and work; promotion of information and communication technology (ICT) in education; retraining of teachers. 	Since 2009 over 22 000 teachers have been licensed. Inspection centres are in place in seven regions to run the database for licensing. In total there are 31 accredited teacher-training programmes. Since 2011 there has been a catalogue of programmes and providers. CPD centres have been established in 23 municipalities, each with a CPD plan. Training has been provided for teachers, facilitators and school board members to equip them to develop professional development plans for schools.
Former Yugoslav Republic of Macedonia	VET Strategy 2020 (2013) calls for: <ul style="list-style-type: none"> training for teachers in companies; revision of support for teachers and trainers; support for new pedagogies and collaboration with business. (Draft) Comprehensive Education Strategy 2016–20 calls for: <ul style="list-style-type: none"> improvement of all teachers' professional competences and motivation; improved competences of principals of vocational schools; education and training accompanied by support to promote quality. 	An Action Plan in the strategy document sets out timetables, budgets, responsibilities and concrete measures.
Montenegro	Montenegro's VET Strategy 2015–20 identifies the training of teachers and staff and in-company trainers as priorities. It includes: <ul style="list-style-type: none"> development of CPD models for teachers, and training modules for the development of specific subject-related skills; training of in-company trainers and teachers to update their knowledge; development of a sustainable financing system for CPD; encouragement of company-based training; encouragement of school-based training; encouragement of the establishment of teachers' associations to support training for each group of teachers delivering the same or similar VET subjects. Montenegro's Teacher Strategy 2017–24 (2016) calls for improved funding, monitoring, business links, school-level coordination and responsiveness to needs.	An annual Action Plan is in place for 2017. The ministry is revising regulations on professional progression and licensing. A teacher placement programme (2016–17) has been piloted.
Serbia	Strategy for the Development of Education in Serbia 2020+ (2012) and Action Plan includes: <ul style="list-style-type: none"> CPD through accredited programmes; professional advancement based on the evaluation of teaching quality; scientific and professional research in didactics through interdisciplinary research centres for skills development, including practical work by teachers in their original vocations, organised in companies or institutions; teacher skills development programmes to increase their competences in inspiring creativity, innovation and entrepreneurship in pupils; training of all teachers to use ICT in their teaching and in their preparation for teaching; a system of measurement of effects of skills development based on a previously agreed methodology; a system of training for teachers to enable them to use the career guidance and counselling system in secondary vocational education. 	The Action Plan calls for: <ul style="list-style-type: none"> the reorganisation of the system of professional teacher support (by December 2016); the elaboration of all the components of the CPD and professional advancement of teachers (by December 2017); the establishment of sustainable models of financing for CPD.

COUNTRY	STRATEGY	IMPLEMENTATION
Turkey	<p>Ministry of National Education's Strategic Plan 2015–19 calls for:</p> <ul style="list-style-type: none"> • more and better-quality distance learning for teachers; • general and special qualifications for teachers; • school-based CPD for vocational teachers; • development of in-service training plans; <p>Ministry of National Education's Vocational and Technical Education Strategy for 2014–18 calls for:</p> <ul style="list-style-type: none"> • applied training in businesses for vocational teachers; • restructuring of CPD provision; • businesses to provide training for workshop and laboratory instructors; • CPD to be delivered in accordance with national and local needs analysis. <p>IPA II – Indicative Strategy Paper for Turkey (2014–20) includes:</p> <ul style="list-style-type: none"> • establishing a new model for the professional development and assessment of teachers and trainers; • improving cooperation between teacher- (and trainer-) training institutions and other educational actors to support pre-service and in-service training for teachers and trainers; • supporting the establishment of training centres of excellence for vocational teachers and trainers; • supporting ICT-based services, including web-based guidance and counselling, e-learning, distance learning and mobile learning services. <p>Teacher Strategy Paper (2017–23) has a focus on:</p> <ul style="list-style-type: none"> • recruitment to initial teacher training; • performance evaluation and competence testing; • school-based coordination of CPD. 	<p>Generic teachers' competences have already been developed, as well as two profiles for vocational teachers (IQVET project). Teacher training has been delivered using public programmes and through projects; some of this training is relevant to the strategies defined. Examples include:</p> <ul style="list-style-type: none"> • Skills 10; • Entrepreneurship Development Protocol.

5. FUNDING

The EU's EQAVET Framework¹³ proposes that total spending on CPD should be an indicator for the quality of provision. However, the mapping carried out did not reveal the level of funding for CPD for vocational teachers in the countries targeted, making it difficult to apply this indicator. In all the countries except Montenegro there is a single budget for professional development for *all* teachers (or for all secondary teachers). It is not clear how much of this budget is intended for the CPD of vocational teachers as opposed to other teachers, nor is it reported what the spending outcomes are.

In Albania, Montenegro, the former Yugoslav Republic of Macedonia, Kosovo and Bosnia and Herzegovina it appears that much of the funding for CPD for vocational teachers comes from international donor organisations. In Turkey additional spending on CPD for vocational teachers, over and above general spending for all secondary teachers, is substantial and is channelled through the ministerial department responsible for VET, DGVET. It is not clear how much of this funding is attributable to the public sector and how much is sourced from national and international partners.

In all seven countries international funding makes a significant contribution to total resources for professional development of vocational teachers. Where Instrument for Pre-accession Assistance (IPA) funding is involved, there is a corresponding budgeting, planning and monitoring process. However, this has not yet led to consolidated budgeting, planning and monitoring of spending on professional development for vocational teachers.

In Kosovo and Serbia there is a legal basis for the delegation of funds to municipal authorities with respect to CPD. Further, there is a defined process by which municipal authorities should work in partnership to agree priorities for CPD and to fund them. In practice, the mechanisms for financial delegation do not appear to work well and so local powers to coordinate CPD cannot be exercised. In Turkey the provincial authorities do fund and organise a large proportion of CPD. However, they are constrained by national norms: for example, trainers' fees are set below market rates, which reduces quality and discourages local initiatives.

In all countries a proportion of teachers report that they contribute some or all of the costs or expenses of their own training programmes. Contributors are relatively significant in Kosovo (43% of teachers) and Albania (49%), though much less so in Turkey (16%) and Serbia (21%). These proportions rise if we consider only those teachers who have participated in programmes that result in formal qualifications: Albania (81%), Kosovo (70%), Turkey (28%) and Serbia (43%). This suggests that teachers are ready to contribute to the cost of their training and that they particularly value programmes that lead to formal qualifications.



Teachers are ready to contribute to the cost of their training and they particularly value programmes that lead to formal qualifications.



¹³ Riga Monitoring for 2015–20 requires participants to indicate the relative (%) change of budget (if any) for implementation of the policy in the reporting period compared to the previous (reporting or financial) year. This could include regular (annual) budget appropriations, incentives (including performance-based funding arrangements) or pilot project money (for example, ESIF, Erasmus+).

5.1 Recommendations

- Annual and multi-annual budgets for spending on CPD for vocational teachers should be set at national level.
- Where funding is devolved to regional or municipal authorities or to institutions, budgets for CPD should be ring-fenced, but these authorities should have sufficient autonomy to use funds effectively and efficiently.
- Spending on CPD should be monitored, reported and analysed in order to ensure efficiency and accountability.
- International donors should encourage or require countries to identify total budgets and spending on CPD so that planning, spending, value for money and efficiency can be evaluated.

6. QUALITY ASSURANCE AND REGULATION

6.1 National accreditation of programmes

In all seven countries national authorities act as gatekeepers to decide which CPD programmes should be available and under what terms. In Kosovo there is also a formal process for the recognition of organisations that are accredited as fit to offer CPD. This gate-keeping role should assure quality and confirm the status of professional development. The formal recognition of programmes can also be a mechanism to implement national priorities for professional development. It may also serve to ration out limited funds if accredited programmes are funded from central budgets and offered to teachers and schools without charge. This latter approach may mean that some programmes are approved because they serve a national priority, without a robust evaluation of their quality, as is reported in Turkey, for example.

In Kosovo the teacher-training division of the ministry is both a provider and a commissioner of CPD. The accreditation and quality assurance of CPD is shared between the Ministry for Education and Science and the State Council for the Licensing of Teachers. However, it is reported that these arrangements are not effective because of a lack of both funds and human resources. In Turkey different directorates general in the ministry, the DGTT and the DGVET, make their own decisions about programmes and providers. When deciding to recognise and provide funding for programmes, these departments do take account of training needs and of the track record of providers and the quality of programmes. However, different selection processes are operated for different kinds of programme and it is not clear what principles and data are used to inform selection.

One key element of quality assurance should be a mechanism whereby the design and accreditation of CPD programmes is informed by an understanding of teachers' training needs. According to the survey, the majority of vocational teachers judge that much of the CPD available is not relevant to their needs. Part of the problem is that those organisations involved in designing and accrediting programmes do not have up-to-date knowledge of teachers' training needs, and that the systems used to identify needs and assign training to individuals are not very effective.

Accreditation systems may act as a barrier that discourages potential training providers from developing and offering training programmes for teachers. This is a particular problem in smaller countries, where there is an undersupply of CPD that targets vocational teachers, particularly CPD that addresses the needs of particular vocational profiles¹⁴.

6.2 Quality assurance processes at school level

In general, quality assurance processes in relation to professional development at the level of schools are poorly developed. Schools and teachers are, for the most part, consumers of CPD: they do not have much opportunity to shape, evaluate or improve CPD.



Schools and teachers do not have much opportunity to shape, evaluate or improve CPD.



¹⁴ This is discussed further in Chapter 11 on Recognition and Recording.

Evaluation at the level of the vocational school is judged not to be effective, because ‘school inspectors and middle management have limited experience of observing, monitoring and supporting teaching and learning in the classroom’ (Likaj, 2016).

Schools have some responsibility to research needs and to plan professional development in Montenegro, and there have been pilot programmes to enhance the role of schools in planning and organising CPD in both Turkey and Albania.

However, there is evidence that some individual schools in the region manage to identify resources to organise training for their teachers or to enter into agreements with donors, NGOs or businesses to plan and deliver training. In these cases the schools will play a role in quality assurance. Indeed, where schools take the initiative to identify their training needs and identify a provider, this is likely to contribute strongly to quality because the school is, effectively, the client.

6.3 Quality assurance for donor-supported programmes

The national reports suggest that quality assurance for donor-supported CPD programmes is relatively strong, for example in Turkey and the former Yugoslav Republic of Macedonia. While this is partly due to funding for quality assurance, it may also be due to high-quality processes and strong capacity. It is desirable that international quality assurance practices are assimilated, and the design of interventions and technical assistance should explore opportunities to make connections between the quality assurance of international and national CPD programmes.

6.4 Quality assurance for teacher qualifications

Teacher qualifications are used mainly as an initial requirement; they are not used as a tool to assure or improve the quality of existing teachers. In some Member States, post-graduate teacher qualifications serve to recognise the outcomes of modularised, credit-bearing CPD programmes. In Kosovo it has been possible to develop and accredit eight new Master’s programmes for teachers (including a Master’s for vocational teachers) and a conversion programme that upgrades the qualifications of higher pedagogical school graduates into Bachelor’s degrees. These developments have been assisted by the EU’s Tempus Funding.

In Montenegro a Master’s for vocational teachers was developed, but failed to gain accreditation by the University of Montenegro. It would be desirable to explore how high-level post-graduate qualifications could be used to incentivise and quality assure professional development in the Western Balkans and Turkey. Such an approach could help to improve career opportunities for teachers and strengthen the partnership between higher education and schools.

In Albania all vocational teachers are currently required to undergo a 24-day methodological-pedagogical training course, although this does not lead to a formal qualification.



Teacher qualifications are used mainly as an initial requirement, not as a tool to assure or improve the quality of existing teachers.



6.5 Research

Research into professional development can critically inform policy, support innovation and contribute to the quality assurance process. A few donor-funded projects have been the focus of high-quality research¹⁵. There is some research capacity in university faculties and independent research centres, but there are few active networks or communities of researchers working in this field, either nationally or regionally¹⁶. Some central agencies with a responsibility for professional development have some involvement in research (e.g. survey work in Serbia and Albania). International projects sometimes fund research into CPD from universities or from national pedagogical agencies. However, none of the national pedagogical agencies have a strong research capability or a commitment to developing a research network relating to professional development. Across the region there is generally little published research on the effectiveness of particular programmes and an absence of research communities that support learning from project to project and from country to country.

6.6 Recommendations

- The role played by schools in quality assurance should be enhanced. For example, schools should do more to identify and communicate needs, identify and assign programmes and providers, and follow up the outcomes of CPD.
- Opportunities to use qualifications (including modular post-graduate qualifications) to quality assure and recognise CPD should be explored.
- Research and evaluation should inform the provision of CPD.

¹⁵ For example, in Turkey there have been robust evaluations of the SVET project, the HRD project and IQVET project (Durgun, 2016).

¹⁶ A notable example is the LSE's Research Network on South Eastern Europe.

7. PROVISION OF CONTINUING PROFESSIONAL DEVELOPMENT: DIFFERENT MODELS

Professional development programmes in the Western Balkans and Turkey are delivered according to different models:

- ‘commissioned’ by public agencies from independent providers;
- designed and delivered by public agencies;
- designed and provided by international donors or NGOs;
- offered by training providers without public commissioning or accreditation;
- jointly designed and delivered.

7.1 Commissioning model

The commissioning model is supposed to increase the supply, responsiveness and quality of in-service training. In Serbia, for example, in-service training programmes are proposed by universities, companies and individuals in response to a biennial invitation made by the Institute for Educational Improvement. A similar model operates in Montenegro and the former Yugoslav Republic of Macedonia. Programmes that are approved or accredited by the regulatory body are included within a published catalogue, though schools, districts or teachers may then be expected to meet all or part of the cost. However, accreditation does not guarantee that programmes will run. For example, in Serbia and Montenegro there are many accredited programmes that are not actually provided, which may be due to lack of demand or lack of funding.

There is evidence that the commissioning model has increased the diversity and volume of provision in those countries where it operates. In Bosnia and Herzegovina and Albania there is no functioning commissioning model, with the result that provision is mostly limited to donor-funded programmes. However, if the cost and red tape involved in gaining accreditation for CPD programmes is relatively high (as it is reported to be in Kosovo and Serbia), this acts as a disincentive to potential providers. The competitive nature of the process may work against collaborative proposals or networks; for example, public officials who have expertise in vocational CPD may be prohibited from any involvement in design or provision. In Albania, Serbia and Montenegro the national VET agencies have little direct involvement in the provision of professional development.

Perhaps the greatest weakness of the commissioning model is that, in practice, it does not incentivise potential providers to develop their own capacity to invest in designing high-quality professional development programmes. For example, in Turkey the fee available for teacher trainers is capped at EU 10 per hour, and there is no allowance for resources or other costs; this discourages competent trainers from developing and offering high-quality programmes.

7.2 Ministries and public agencies

In Turkey and Kosovo teacher-training divisions within ministries employ teacher trainers, directly provide some in-service training relevant to vocational teachers and



The challenge is to design projects, whether national or international, which, over time, contribute to an increasingly comprehensive and coherent provision of CPD.



commission training from other providers. Such training, if it does not address general academic subjects, is usually of a generic character, addressing, for example, ICT, pedagogy, management or leadership.

In the former Yugoslav Republic of Macedonia, Albania and Montenegro there are specialist national pedagogic agencies (institutes of educational improvement or development) which, among other functions, directly provide in-service training for teachers. In Montenegro, uniquely in the region, the specialist VET agency is formally recognised as a provider of in-service training for vocational teachers, and some of its staff provide training to vocational teachers, though the volume and range of its offer is modest. In Albania legislative reform is under way that would make the Agency for Adult and Vocational Education responsible for delivering CPD to vocational teachers¹⁷. In Bosnia and Herzegovina in-service teacher training is the responsibility of pedagogical institutes at the level of the separate jurisdictions. However, with the exception of Republika Srpska and a few of the larger cantons within the Federation, the training activity of these pedagogical institutes is very limited. Currently, APOSO, working in partnership with the pedagogical institutes of two cantons, is seeking to develop a commissioning system that is intended to increase the number of CPD providers in Bosnia and Herzegovina.

Other ministries and agencies may also offer specialised training programmes. For example, in Kosovo the National Qualification Authority, in partnership with donors, has trained over 700 teachers on matters relating to assessment, accreditation and quality assurance. Elsewhere, ministries of labour and enterprise have led or partnered professional development associated with projects.

7.3 International projects

In Montenegro, Albania, the former Yugoslav Republic of Macedonia and Kosovo most CPD for vocational teachers is funded and designed through international projects, in partnership with local agencies. The advantage of this arrangement is that the volume and quality of CPD in these countries is enhanced. It gives small countries access to specialised programmes (e.g. the training of 35 plumbing teachers in Albania by Swisscontact) and to relatively experienced trainers (e.g. the contribution of Slovenian trainers in the former Yugoslav Republic of Macedonia). Where countries have a commissioning system it is possible to incorporate donor-funded provision within a coherent national model. In Montenegro, for example, donor-developed and -funded programmes have been formally accredited by national authorities and are incorporated into the national catalogue. In many countries the capacity of local trainers and training organisations to provide high-quality training has developed because of their past involvement in international projects. However, it is not always possible to assimilate or sustain internationally developed and funded programmes because of short-term planning, an absence of funding, or red tape.

The disadvantage of project-based delivery of professional development is that it results in provision that is fragmented: there are gaps and inequity in provision, priorities may appear arbitrary, provision is difficult to sustain after the project ends, and the quality and efficiency of projects are variable. Of course, these are disadvantages associated with provision based on projects, whether they are national or international. The challenge is to design projects, whether national or international, which, over time, contribute to an increasingly comprehensive and coherent provision.

¹⁷ In consequence, responsibility would shift from the Ministry of Education to the Ministry of Youth and Social Affairs, which already has authority over other elements of VET. The NVETQ agency already plays an important role in CPD provision through particular projects.

7.4 NGOs and foundations

NGOs are important providers of CPD in all seven countries. Where there is an established commissioning system they are able to respond to new priorities and, in some cases, to take advantage of non-state funding streams, such as business foundations in Turkey and European funding in the Western Balkans. NGOs can be effective at bringing together appropriate partners and expertise across different institutions. Some of them have been in operation for a relatively long period of time and have been able to accumulate experience, social capital and know-how that add to their effectiveness (e.g. Turkey's Teacher Academy Foundation, Albania's Centre for Competitiveness Promotion, Serbia's Education Forum, Bosnia and Herzegovina's Step by Step). Turkey, unlike other countries in the region, possesses a number of wealthy national educational foundations. While some of these fund universities, private schools or industrial zones, some of them invest particularly in CPD for vocational education, for example the Bursa Coskunoz Foundation.

However, many NGOs have a relatively short life. In Kosovo, for example, GIZ supported the development of the Association for Vocational Education and Training, an NGO that gained accreditation to provide CPD programmes. Unfortunately, this organisation, founded in 2010, has not survived. Across the whole region, there are very few NGOs that have a specialised focus on the professional development of vocational teachers. Typically, NGOs have a general educational focus and, sometimes, a broader focus (including, for example, issues relating to rights and inclusion). This makes it difficult for them to build up specialist expertise in CPD for vocational teachers and trainers.

There are different kinds of NGO in the region: non-profit, profit, membership, ethnic and religious. There are cultural and organisational differences between training companies that sell training in generic skills such as ICT and foreign languages to the private and public sectors, and charitable organisations that provide free (or free to users) pedagogical or social training. We do not currently have evidence on whether the character of the NGO affects the contribution that it can make. Early evidence from the ETF's Demonstration projects suggests that differences in organisation type may matter less than the design of the project.

7.5 Universities

With the partial exception of Turkey, the contribution of universities to the professional development of vocational teachers is modest across the region. Albania's University of Korça's Centre of Excellence (FEF) has been accredited to provide CPD to teachers since 2012. It offers 32 modules, only one of which has a vocational focus ('Strategies and teaching techniques in different profiles of vocational education'). This module is no longer available and the centre is not currently involved in training vocational teachers. In Kosovo the University of Prishtina offers a Programme for the Advancement of Teachers, which has upgraded the qualifications of more than 4 000 teachers to provide equivalence to a four-year Bachelor's degree. The same university is developing eight new Master's programmes as part of a Tempus project, among them a Master's for vocational teachers. Where vocational teachers are required to hold a Bachelor's or even a Master's qualification, this creates an opportunity for universities to offer accredited programmes.

Universities occasionally work in partnership with other agencies. For example, in Bosnia and Herzegovina the University of Banja Luka in Republika Srpska has collaborated with the local pedagogical institute to enable vocational teachers to obtain professional qualifications as mechanical engineers.



Universities have a monopoly over initial teacher education, but they make a more modest contribution to the CPD of VET teachers and trainers.



In smaller countries it appears that universities are restricted by funding and by the size of the market. In Montenegro an internationally supported project to develop a Master of Arts for vocational teachers foundered because the University of Montenegro would not accredit it.

In Turkey some universities do offer CPD for vocational teachers through their continuing education centres and faculties. In addition, some universities participate in Technotowns and Organised Industrial Zones (OIZ-OSB), which also offer some professional development. Particular universities have received support from the Ministry of National Education to develop new programmes to meet emerging needs, for example for the development of e-learning materials (e.g. University of Izmir).

7.6 Business

The contribution of businesses to CPD for vocational teachers and trainers is modest in the Western Balkans but relatively strong in Turkey. In Turkey the DGVET within the Ministry of National Education supports protocols at both national and local level that permit training providers – including businesses, universities, foundations and NGOs – to provide training for vocational teachers. Where business is involved, the training is often delivered on business premises. These protocols authorise participation and may include public funding. The protocols can be signed by DG VET, by provincial directorates or by the school. The duration of these protocols can be from one year to ten years.

For example, in 2017 in Turkey 16 training events were organised in Bursa, Ankara, İstanbul, Kocaeli and Çanakkale for vocational teachers in sectors within the scope of 10 protocols between DGVET and sector companies. At a provincial level, for example, the Bursa Provincial National Education Directorate has signed a protocol with Bosch for workplace training for specialist teachers on machine, electric-electronic and industrial automation. This protocol will last for three years.

Partly as a result of these arrangements, 49% of vocational teachers in Turkey report that in the year prior to the survey they had participated in some kind of visit or training on business premises, compared with approximately 30% in the other countries in the region.

7.7 Schools

Current research on CPD places emphasis on the potential of headteachers and teachers in schools to provide or commission professional development. Teachers can learn and develop professionally by collaborating in different ways, for example by observing, reflecting and sharing. There are also opportunities for professional development supported by specific actors: principals, subject leaders, pedagogic advisors, mentors, communities of practice, networks, training coordinators and even learners. These kinds of professional development may be non-formal or informal. They may serve to support the adoption of improved pedagogies, but



Some 49% of vocational teachers in Turkey report that in the year prior to the survey they had participated in some kind of visit or training on business premises, compared with approximately 30% in the other countries in the region.



equally they could serve to reinforce poor pedagogies. The role of schools in CPD is dealt with more fully below.

7.8 Conclusion

In general, we can say that across the region, with the exception of Turkey, there are insufficient organisations that provide ongoing CPD for vocational teachers and trainers. In Turkey many businesses, universities and other organisations have been organised and incentivised so that they are ready to provide various forms of CPD. The low level of provision of specialist CPD for vocational teachers and trainers results from:

- lack of incentives (funding), making it unattractive for potential providers;
- barriers to entry, such as the high cost and bureaucracy, which discourage organisations from offering their services;
- lack of an effective system for signalling training opportunities to providers and then signalling the offer to users;
- lack of capacity: potential providers lack the pedagogical, business and technical skills required to successfully offer training.

8. THE ROLE OF SCHOOLS IN CONTINUING PROFESSIONAL DEVELOPMENT

It is widely accepted that schools should have an enhanced role in professional development (European Commission/EACEA/Eurydice, 2015). This understanding is reflected by many pilots and policy initiatives in the region. However, successful implementation is constrained by:

- lack of capacity, know-how and methodology in schools;
- lack of appropriate support from municipal or local authorities;
- unwillingness of central or provincial authorities to delegate resources and authority to schools or to work in more equal partnership with them.

School-based professional development in the region is relatively underdeveloped. In most countries policy implies that the school takes responsibility for identifying needs but for not for meeting them (the model, known as 'lite' systematic, is described below). Provision of CPD depends on the ability of the principal and the school to take what is offered through networks and local contacts. School-level or individual planning for professional development does not shape provision.

Box 8.1: Alternative models for school-based professional development

Strong systematic

The school is the main driver and organiser of CPD. The school takes responsibility for identifying training needs and planning provision. Working in partnership with other organisations (other schools, universities, businesses, national agencies, local authorities), the school ensures the provision of CPD for its staff with a view to meeting the school's development needs, as well as the staff's individual development needs. The school has some ownership of the budget for CPD. However, there are likely to be a number of providers of CPD and, to some degree, teachers and schools can choose between providers.

'Lite' systematic

The school takes on responsibility for identifying training needs and then communicates these needs to other agencies, who organise the provision of external training sessions. The school plays a part in deciding which teacher will participate in which CPD programme. The school may also play a role in monitoring the impact of CPD. The school takes responsibility for a range of non-formal and formal CPD, such as mentoring, peer learning, observation and supported reflection.

Pragmatic

Principals seek out opportunities for professional development where they can. Professional development comes from participation in donor-funded and national projects. Some training may be provided on school premises. Training opportunities are not closely matched to teachers' needs, but they serve to stimulate development and cooperation. The principal supports individual teachers to attend particular training opportunities that they have prioritised.

Some individual schools are working with local training organisations, businesses or international organisations. However, such excellent practice is rare as it depends on dynamic leadership, additional budget or privileged relationships, perhaps related to a particular profile.

Frameworks for school-based planning and provision of professional development are in place in Montenegro and Kosovo. In 2017 the new VET Law in Albania established School Development Units with a responsibility for researching, planning and delivering professional development. In Kosovo, Serbia, the former Yugoslav Republic of Macedonia and Montenegro all schools are expected to identify the training needs of their teachers and prepare an annual training plan.

In Kosovo school-based coordinators have been trained through the Basic Education Programme funded by USAID. In Montenegro and Serbia there are published procedures for needs analysis and planning, with an identified role for a specialist at school level. In Turkey a school-based professional development model (SBPD-OTMG) has been developed and piloted, and the new Teacher Strategy (2017–23) states that this model should be revived and rolled out.

Schools in Montenegro are expected to plan workforce development as part of their self-evaluation. There have been pilot schemes in the region, namely a Development Planning Pilot in Albania¹⁸ and the School Self-Evaluation Pilot¹⁹ in Turkey (currently being disseminated to all vocational high schools and vocational education centres). In Serbia schools are required to create a development plan as an outcome of self-assessment. However, there is more to be done to turn these plans into effective development tools.



In Albania a School Development Unit has been piloted in Bekir Cela School. Documentation to support training, needs analysis and planning has been developed. Legislation envisages national roll-out of this model but there is no action plan currently in place. See: goo.gl/8zuScB



8.1 School-based provision

The survey data suggests that vocational teachers across the region participate in on-site professional development as frequently as they do in off-site professional development. In Serbia school-based provision is particularly high. However, the picture is not clear, as some of this CPD may be delivered in schools, but be organised by other institutions to some extent.

Despite the high volume of CPD delivered in schools, the role of vocational schools in the identification, planning and provision of CPD is constrained by lack of capacity and budget.

Table 8.1: Respondents participating in CPD by type (%)

	ALBANIA	BOSNIA AND HERZEGOVINA	KOSOVO	FORMER YUGOSLAV REPUBLIC OF MACEDONIA	MONTENEGRO	SERBIA	TURKEY
In-service training out of school	42	41	43	53	64	66	42
In-service training in school	39	43	40	47	53	84	47

Base: all respondents (N=4 217), 5% missing responses

¹⁸ Twelve schools supported by KulturKontakt.

¹⁹ 'Improving the Quality of VET in Turkey'.

Coordination between the identification of needs at school level and centrally supported provision is generally weak. In Kosovo, for example, schools are expected to work with municipal education authorities to make proposals for the design and delivery of CPD. Each programme must be accredited by the State Council for Teacher Licensing, and the Ministry of Education, Science and Technology should approve funding. Currently, these arrangements do not generate concrete provision of CPD. Similarly, in Montenegro most vocational schools do not have any budget²⁰ with which to commission professional development and are therefore limited to taking up offers from the Bureau of Professional Development, from the VET Centre or from projects. As a result, the school workforce development plans do not actually drive CPD as they are intended to do.

In general, research, planning and provision of CPD in schools does not seem to be well supported by expertise, funding or accountability at higher levels. However, the data demonstrates that a considerable amount of CPD does take place in schools, and interviews reveal that some principals take the initiative to obtain training for their teachers, in particular from donor-funded projects.



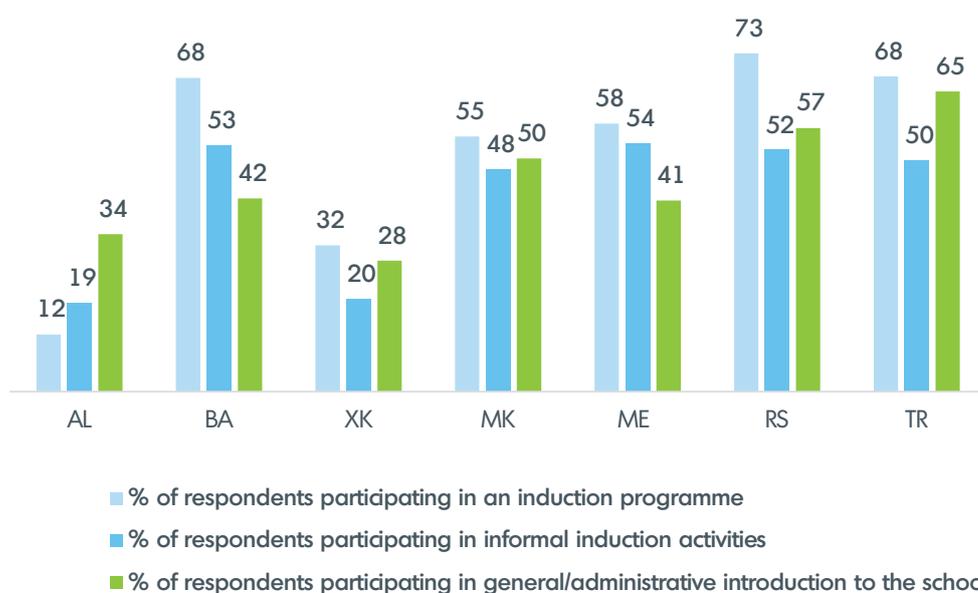
Coordination between the identification of needs at school level and centrally supported provision is generally weak.



8.2 Induction

Induction is defined as training dedicated to introducing new employees to a particular organisation. Induction activities are usually organised and delivered by the school. If the new employee is new to teaching (a beginning teacher), the induction process is usually extended to include support and assessment. This may include mentoring, scheduled meetings with senior staff, observation or courses. In Turkey and Serbia induction is compulsory. The OECD's TALIS suggests that induction can have a positive impact on commitment: for example, in 17 countries those teachers who participated in a formal induction programme were more likely to report being a mentor subsequently (OECD, 2013).

Figure 8.1: Teachers' participation in different kinds of induction at the point of first regular employment as a teacher (%)



Base: all teachers (N=3 502), 12% missing responses

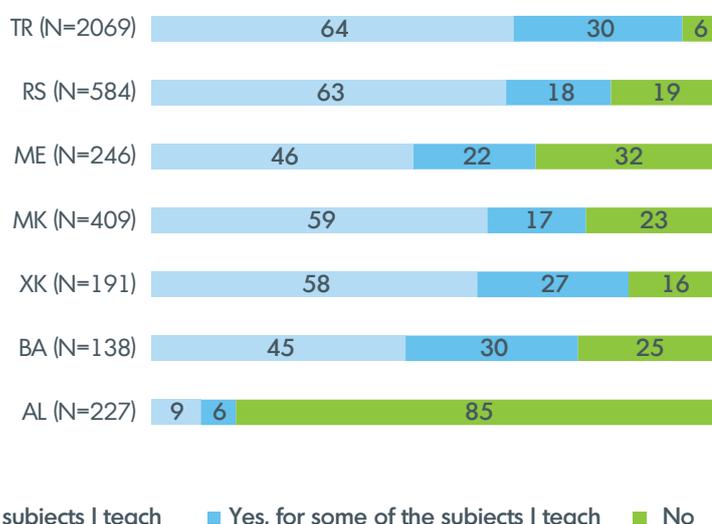
²⁰ An exception is the specialist Marine School.

The survey suggests that a significant minority of vocational teachers (32%) across the region have not benefited from a formal induction programme, with relatively low participation in Albania and Kosovo.

8.3 Mentoring

Mentoring is internationally recognised as a mode of professional development that combines personalisation with a work- or practice-based approach²¹. Mentoring is a formal requirement for qualified first-time teachers in all countries in the region except Albania and some entities within Bosnia and Herzegovina. It is worth noting that 9% of teachers in the region do not have any training in schools as part of their initial teacher training and are therefore expected to develop the skills of a classroom teacher when they start work (see below).

Figure 8.2: Respondents who have benefited from classroom practice as part of their formal education or training (%)



Base: all respondents (N=4 217), 8% missing responses

The survey reveals that on average, 15% of vocational teachers in the region currently have mentors and that many teachers have never been mentored. This may be because in some countries, such as the former Yugoslav Republic of Macedonia, the requirement for mentoring is relatively recent or because there are insufficient mentors. In the former Yugoslav Republic of Macedonia it is reported there is a poor match between the subjects of mentor and mentee.

Analysis suggests that overall, some 34% of beginning teachers currently on teaching practice or probation do not have mentors.

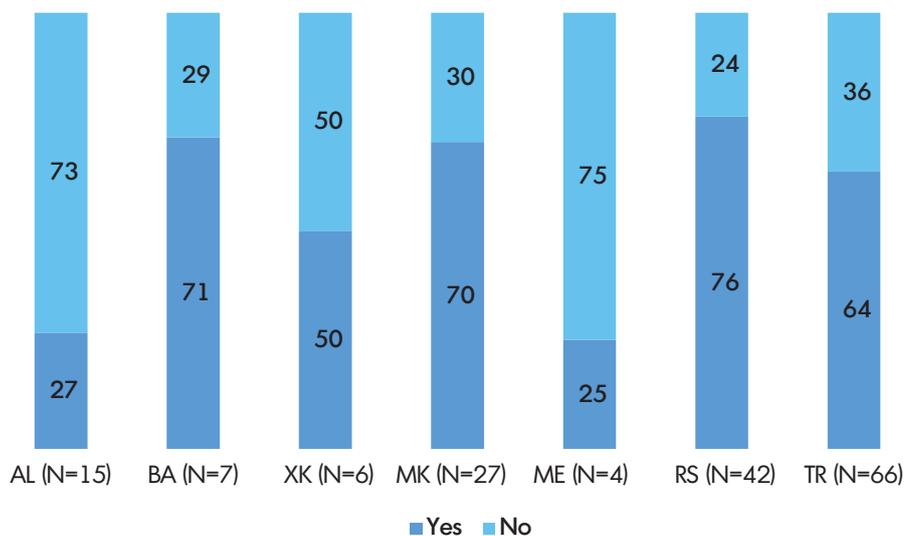


In Kosovo training has been provided to many, but not all, quality assurance coordinators, who have also been assigned some time to undertake monitoring. The survey shows that in Kosovo feedback was given to 13% of vocational teachers by mentors, which is more than double the regional average of 7%.



²¹ According to TALIS, mentoring is common as a mode of CPD for beginning teachers and for teachers beginning in particular schools. On average, 19% of upper secondary teachers report that they have a mentor (OECD, 2015).

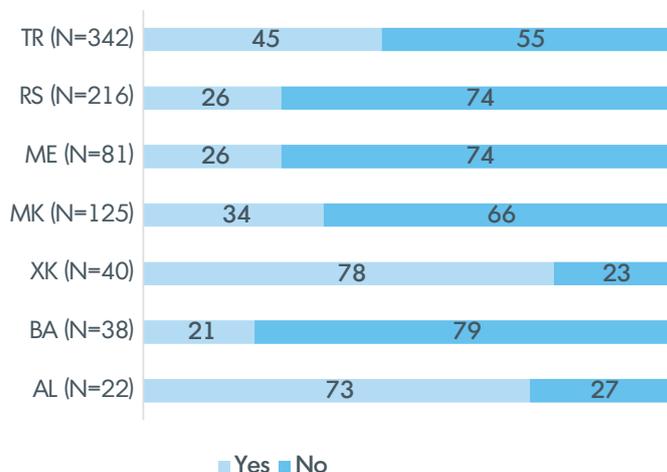
Figure 8.3: Percentage of beginning teachers currently undertaking teaching practice that leads to a formal teacher qualification who have/do not have an assigned mentor (%)



Base: beginning teachers (N=177), 6% missing responses

In those countries where mentoring is a requirement, there are rules and processes to guide the selection, responsibilities and compensation of mentors. In Montenegro there is published guidance to support mentors. Figure 8.4 reveals that in all countries, some mentors have themselves received training; however, 60% of mentors across the region are untrained. In Montenegro and Serbia a high proportion of mentors have received some training. Turkey has recently formalised the role of mentors as part of the evaluation of newly appointed teachers²². In the former Yugoslav Republic of Macedonia mentoring for beginning teachers has been a requirement since 1996, but it is reported that some 40% of teachers have not received the preparatory programme. In 2015 the formal career level of teacher-mentor was created; this could help to increase the supply and quality of mentors.

Figure 8.4: Percentage of those who have worked as an assigned mentor for more than one month and who themselves have received training in relation to mentoring (%)



Note: yes = trained

Base: those who have worked as mentors (N=1 034), 16% missing responses

²² Regulation on the Appointment and Transfer of Teachers, Official Gazette, 17 April 2015.

The supply of mentors depends in part on incentives. In Serbia mentors are entitled to a five-hour reduction in their other duties. In Montenegro the role of mentor is formally recognised in the professional career ladder with a salary incentive. However, it is reported that in practice the title is little used and that obtaining the title is not closely connected with mentoring. In Albania, where there is no compensation, recognition or training for mentors, the volume of mentoring is relatively low.

8.4 Teacher collaboration, feedback and review

Professional development should serve to improve teacher performance: the quality of teaching and learning. This can be achieved in different ways. Firstly, teachers can support one another through critical discussion of their work. Secondly, teachers can be supported to learn from their own performance by means of some form of feedback or review. Such feedback may involve managers, peers, students and/or self-assessment. Feedback is a part of professional development: it can help teachers to understand their own professional behaviour and it can motivate and equip them to make changes. Feedback can be a tool to review whether CPD has impacted teaching behaviour and it may also be part of the process of diagnosing what kinds of further professional development could support particular teachers.

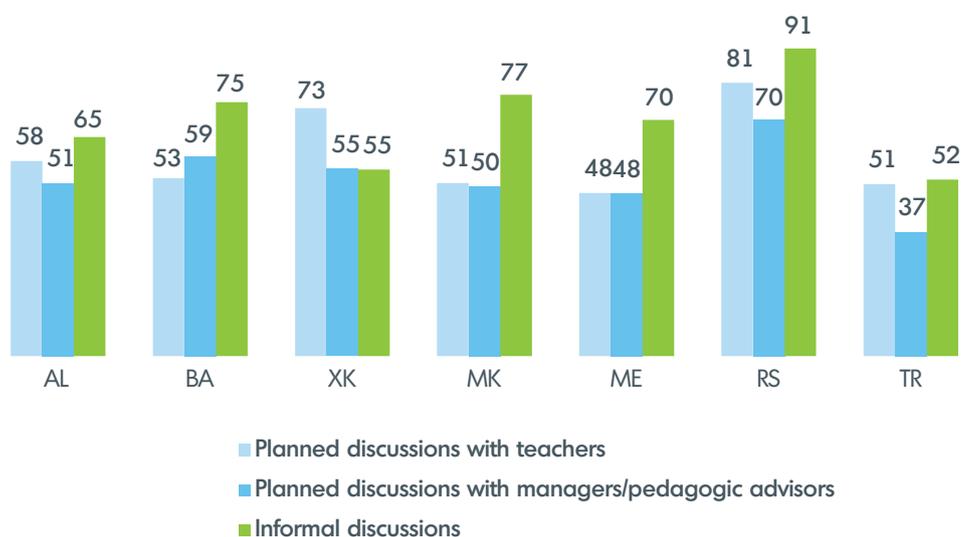
The survey shows that the majority of teachers do discuss their teaching informally with their colleagues. However, this kind of informal collaboration is markedly higher in Serbia, for example, than in Turkey. The survey suggests that only about 55% of teachers are benefiting from formal or planned discussion with other teachers and with managers and advisors. This is a missed opportunity, since this kind of collaboration is particularly effective for sharing good practice.



Some 40% of vocational teachers across the region are working in isolation: they do not collaborate professionally with their colleagues, so they neither benefit from others nor support them.



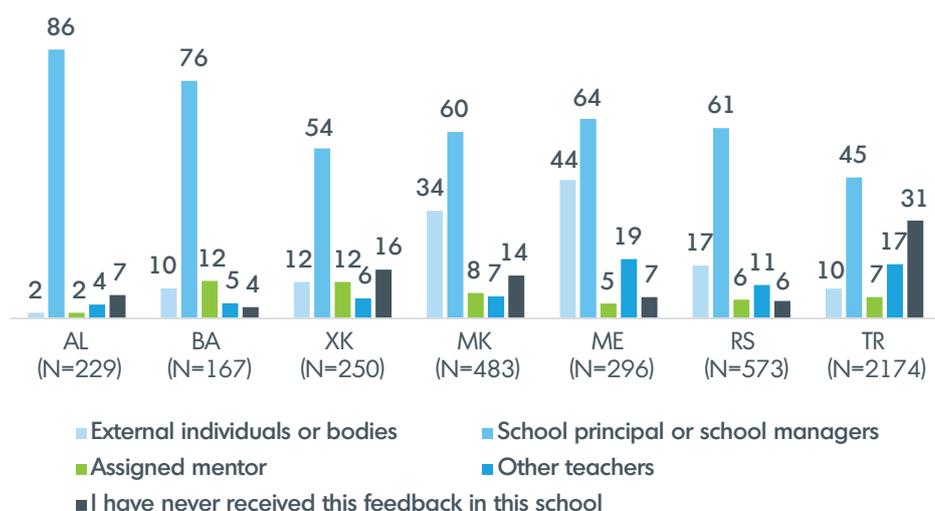
Figure 8.5: Percentage of teachers participating in discussions about their work (%)



Base: all teachers (N=3 502), 5% missing responses

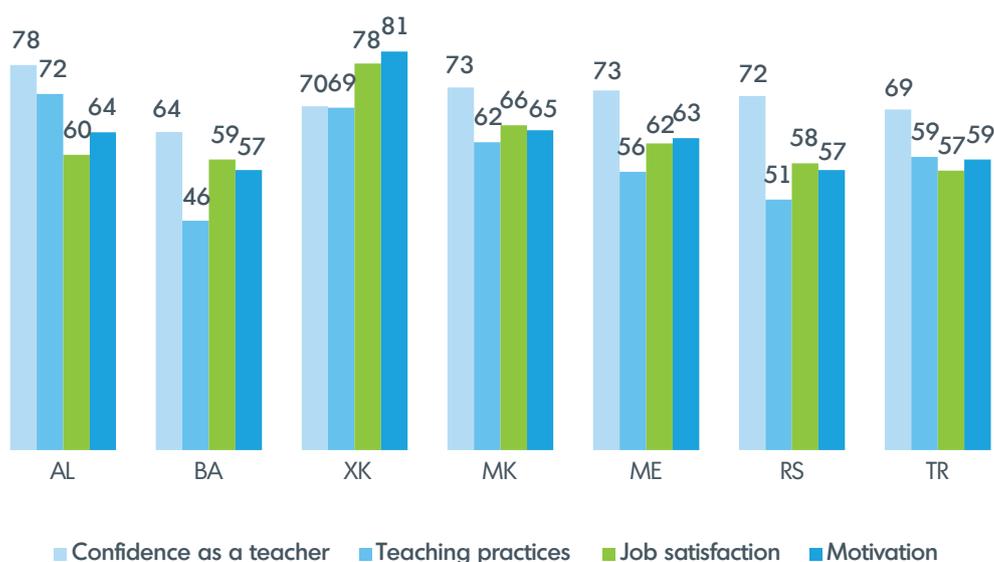
The survey shows that the majority of vocational teachers in the region are receiving feedback following observation of their teaching, although in percentage terms access to feedback varies between countries. Where teachers do obtain feedback, this is most likely to be given by the principal or by school managers rather than by other teachers or external observers. However, when teachers do obtain feedback, this is associated with reports of a positive impact on their confidence, teaching practices, job satisfaction and motivation (see Figure 8.7).

Figure 8.6: Percentage of respondents reporting feedback following direct observation of classroom teaching (%)



Base: all respondents (N=4 217), 1% missing responses

Figure 8.7: Percentage of teachers reporting moderate or large positive impact on different fields (%)

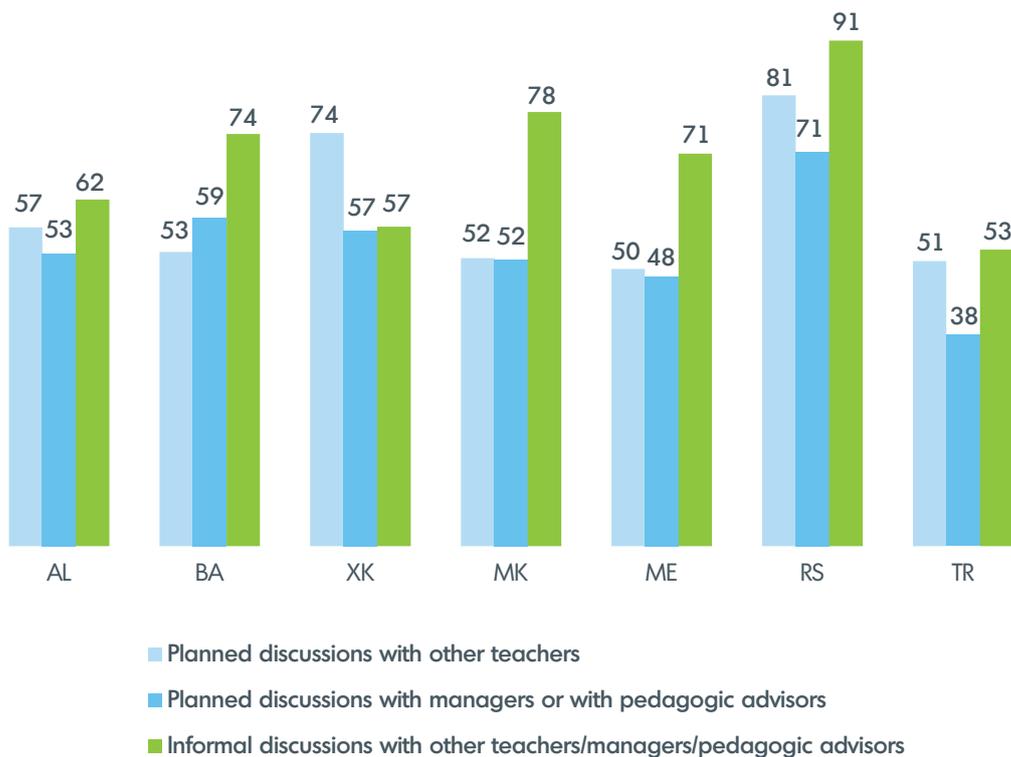


Base: all teachers (N=3 502), 16% missing responses

8.5 Discussions with other teachers

Critical professional discussion between teachers working in the same school can serve to improve pedagogy and to share improvements. The survey shows that in Serbia there is a relatively collaborative culture, whereas in Turkey and Albania teachers are less likely to collaborate. Analysis of TALIS suggests that professional collaboration, including participation in networks and professional development, is associated with high job satisfaction and self-efficacy, and is one factor that contributes to better learning outcomes for students (OECD, 2016).

Figure 8.8: Respondents reporting different kinds of professional discussion with colleagues (%)



Base: all respondents (N=4 217), 6% missing responses

8.6 Recommendations

- Policy makers and national agencies should recognise the importance of school-based in-service training. They should consider at a strategic level whether the current balance between in-school and out-of-school training represents value for money (i.e. impact on teaching in relation to spending). Further, they should consider how school-based CPD can be supported and funded.
- Policy makers and national agencies should examine the support that they give to teacher mentors, and, in particular, the availability of training, guidance, recognition and compensation. Well-tailored mentoring systems offer an efficient mode of professional development for novice teachers.
- Schools and supporting agencies should encourage teachers to collaborate to improve teacher teaching.
- Schools and supporting agencies should share experience, guidelines and tools to support school-based CPD.
- International and national agencies may support school-based CPD by helping to develop capacity for effective observation, feedback and local management.
- Vocational teachers and instructors should be encouraged to collaborate and support one another professionally, both face to face and through other media.

9. THE EXTENT OF CONTINUING PROFESSIONAL DEVELOPMENT

It is possible to measure the provision of professional development programmes through administrative data relating to supply and through surveys of teachers as consumers. In none of the seven countries addressed by this comparative report is there a comprehensive administrative record of the volume of in-service training provided for vocational teachers. This is because in-service training is provided by a number of different organisations and there is no mechanism for aggregating and analysing this provision²³. In the absence of comprehensive and comparable administrative data, the following section presents survey data collected in 2015.

9.1 Participation rates

Table 9.1 summarises the levels of participation in CPD from the perspective of vocational teachers. According to the OECD’s TALIS survey, on average, just 10% of all upper secondary teachers failed to participate in any CPD over the prior 12 months (15% for lower-secondary teachers) while average participation rates in in-service training, educational conferences and observation visits to other schools were 71%, 44% and 19%, respectively, across participating OECD members²⁴.

Table 9.1 suggests that Serbia and Montenegro have participation levels that are not far off OECD averages²⁵. By contrast, in Bosnia and Herzegovina, Kosovo and Albania more than one third of vocational teachers did not participate in any kind of CPD in the previous year. Participation in CPD addressing the teachers’ vocational specialism is markedly lower, at 38% for the region. It is also clear that except in Turkey, the



The figures suggest that Serbia and Montenegro have participation levels not far off OECD averages. By contrast, in Bosnia and Herzegovina, Kosovo and Albania more than one third of vocational teachers did not participate in any kind of CPD in the previous year. Participation in CPD addressing the teachers’ vocational specialism is markedly lower, at 38% for the region.



Table 9.1: Share of teachers participating in CPD over previous 12 months (2014–15) by type (%)

	IN-SERVICE TRAINING EVENTS	PROFESSIONAL DEVELOPMENT IN VOCATIONAL SPECIALISM	CONFERENCES/ SEMINARS	OBSERVATION VISITS TO SCHOOLS	TRAINING IN BUSINESSES	NO TRAINING
Albania	56	23	17	31	29	35
Bosnia and Herzegovina	54	32	13	15	32	40
Kosovo	56	36	27	18	16	35
Former Yugoslav Republic of Macedonia	65	34	35	24	24	27
Montenegro	76	40	37	19	27	21
Serbia	92	54	35	38	31	4
Turkey	63	36	46	27	47	20

Base: all teachers (N=3 502), 10% missing responses

²³ In Turkey, the Ministry of National Education publishes aggregate administrative data on the professional development of teachers. However, this is not broken down for ‘vocational teachers’ and it does not include programmes offered by independent organisations.

²⁴ The OECD’s TALIS survey focuses for the most part on teachers working in the lower-secondary cycle, and general teachers are less likely to be offered CPD on business premises (OECD, 2013).

²⁵ The survey only reveals CPD participation over the course of 12 months. We have little evidence on participation rates over longer periods. Montenegro’s Strategy for General Secondary Education 2015–20 reports that more than a third of teachers did not receive any training in the previous five years (Cekić, 2016).

predominant mode of CPD is formal workshops rather than conferences, observation and visits, or training on business premises.

Data on participation should be interpreted in the light of need. Everything else being equal, where teachers have not completed an initial education as teachers, their need for CPD will be greater. Qualitative evidence from Kosovo, for example, reveals that approximately 54% of teachers working in upper secondary education have not completed any pedagogical or educational studies.

9.2 Duration of CPD

Analysis of the volume of days of professional development (as opposed to the rate of participation) suggests that in Kosovo and Albania the relatively small share of teachers who access professional development obtain a relatively large number of days. By contrast, in Bosnia and Herzegovina both participation and volume of CPD are relatively low. Serbia and Turkey deliver relatively high volumes of in-service training and Turkey delivers an impressively high average per teacher of 27 days training in businesses.

Table 9.2: Average number of days of each type of training for those participating in training

AVERAGE NUMBER OF DAYS	IN-SERVICE TRAINING	PROFESSIONAL DEVELOPMENT IN VOCATIONAL SPECIALISM	CONFERENCES/ SEMINARS	OBSERVATION VISITS TO SCHOOLS	TRAINING IN BUSINESSES
Albania	9.0	5.2	2.6	2.6	4.1
Bosnia and Herzegovina	2.7	0.8	0.9	1.1	1.7
Kosovo	18.8	16.4	6.7	3.7	7.7
Former Yugoslav Republic of Macedonia	4.8	3.2	2.4	2.4	2.8
Montenegro	6.2	4.9	3.5	2.3	3.0
Serbia	8.7	4.6	2.5	2.2	4.3
Turkey	7.8	5.9	3.4	3.6	26.8

Note: 1 day = 6 hours

Base: all respondents who participated in a given type of training – in-service training (N=2 710), vocational specialism (N=1 507), conferences (N=1 548), observation visits to schools (N=1 149), training in businesses (N=1 522)

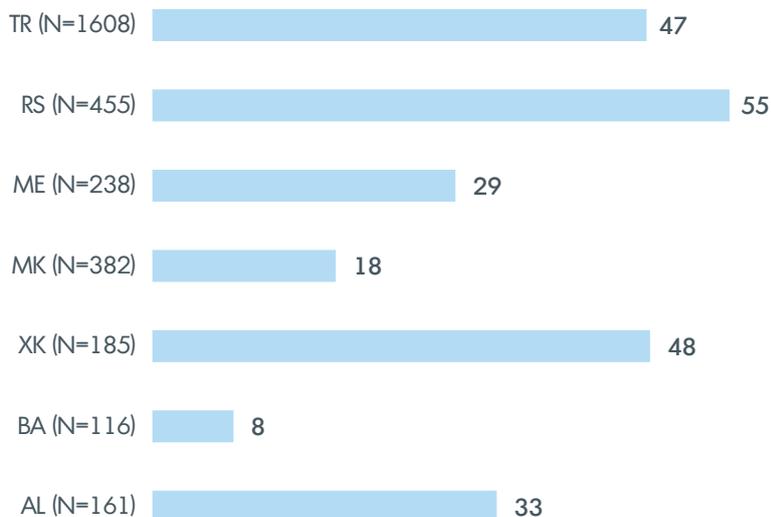
Some countries set as a minimum standard that teachers should obtain 30 hours of CPD per year. If we treat this as a benchmark we can see that only in Serbia did more than 50% of teachers obtain more than 30 hours of CPD over 12 months. This measure offers a simple but powerful indicator, as it considers not only participation but also duration.



Some countries set as a minimum standard that teachers should obtain 30 hours of CPD per year.



Figure 9.1: Teachers who had more than 30 hours of training (out of the total number of teachers) (%)

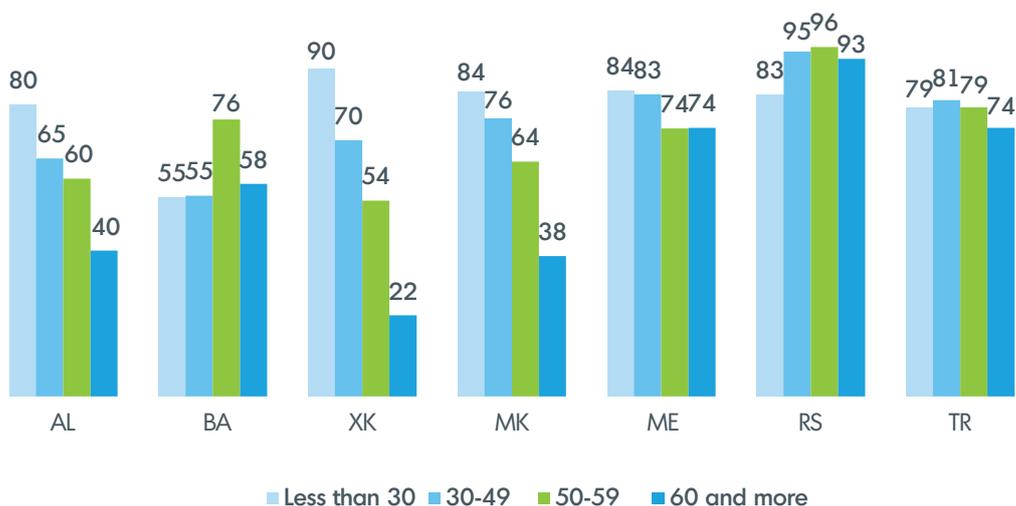


Base: all teachers (N=3 502), 10% missing responses

9.3 Distribution of CPD

Analysis of the distribution of CPD gives some insight into which kinds of teacher are participating. Analysis by age suggests an imbalanced distribution in Albania, Kosovo and the former Yugoslav Republic of Macedonia. In these countries younger teachers participate in CPD to a greater degree than older teachers. This applies to teachers across their careers and not just those approaching retirement.

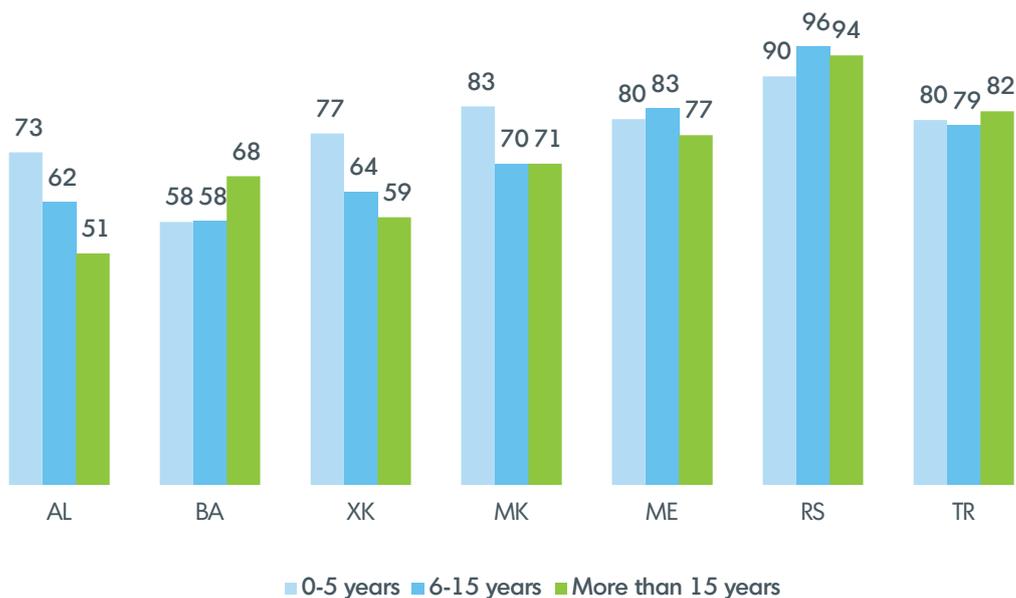
Figure 9.2: Participation in any type of training by age group (%)



Base: all respondents (N=4 217), 11% missing responses

There is no indication that teachers with less experience (those with fewer years of teaching) obtain any more or less CPD than more experienced teachers. The data raises the question about how well targeted CPD is. However, the figures relate to formal CPD and do not include mentoring.

Figure 9.3: Participation of respondents in any type of training by years of experience as a teacher (%)



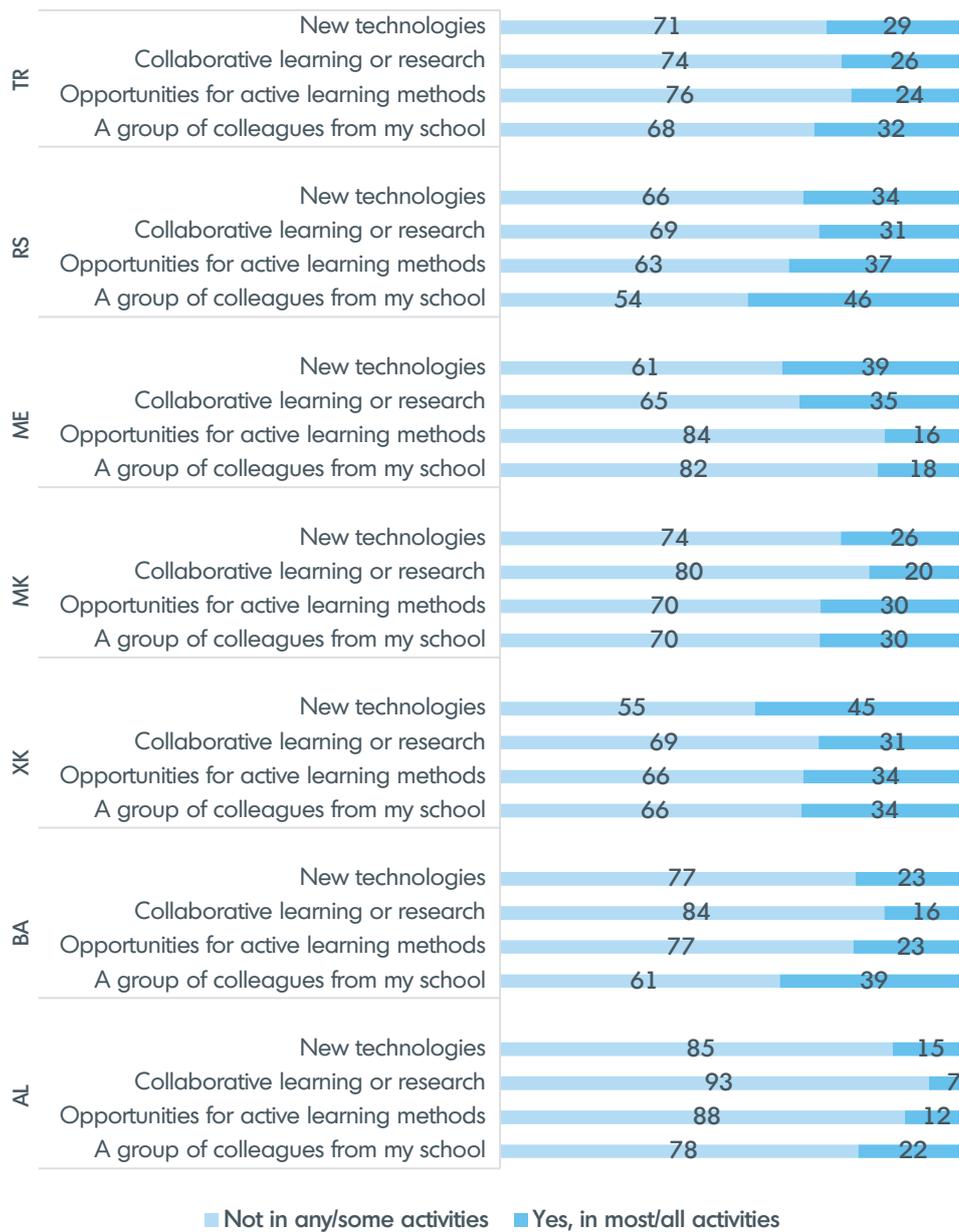
Base: all respondents (N=4 217), 11% missing responses

9.4 Modes of training

The survey shows that most training in the region takes the form of relatively short training events. Around 59% of the vocational workforce report that they sometimes participate in events lasting one or two consecutive days, but only 28% report that they sometimes participate in events with a particular focus that were extended over several months. There is considerable literature suggesting that CPD is likely to be most effective if it is extended over a number of months (Stanley, 2016, p. 18).

The survey gives a snapshot of the mix of training methods that are available to teachers. Overall, fewer than one third of teachers report that there is no offer of 'modern methods' such as active learning and use of new technologies. However, the availability of modern methods varies between countries. Figure 9.4 shows that some countries (e.g. Serbia and Kosovo) have been more successful than others in introducing modern modes of training and that access to modern modes, such as the use of new technologies, is not always widely shared even within particular countries.

Figure 9.4: Participation in training using modern training modes (%)

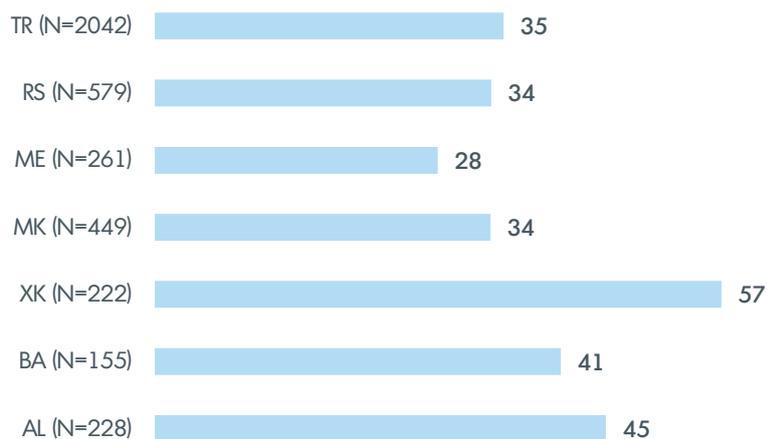


Base: all respondents (N=4 217), 12% missing responses

9.5 Teacher research

Overall, 35% of respondents report that they participate in individual or collaborative research. This is a significant minority and represents a potential source of improvements in teaching and learning. However, the interviews suggest that much individual teacher research may be a relatively formal exercise that is carried out in order to meet licensing requirements, but that is not expected to contribute to pedagogical competence or practice.

Figure 9.5: Participation of respondents in individual or collaborative research (%)



Base: all respondents (N=4 217), 7% missing responses

9.6 Teacher participation in networks

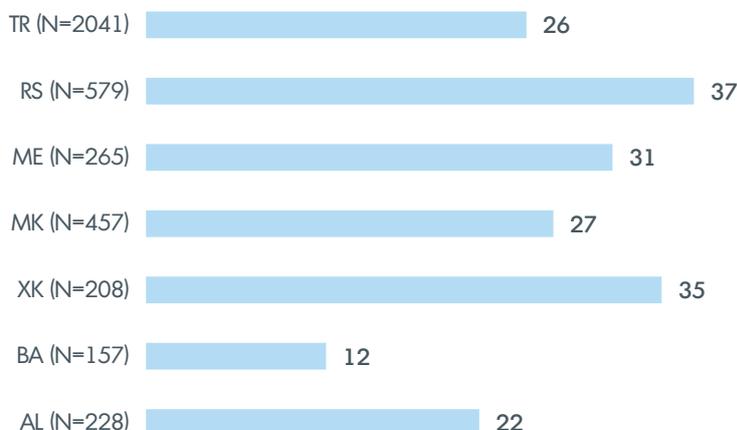
An average of 27% of vocational teachers across the region participate in some kind of network. Professional networks, face to face or online, represent an efficient way in which teachers can learn and collaborate to improve their teaching. The survey suggests that more than two-thirds of teachers in the region are not collaborating in any formal way with colleagues outside of their institutions.



An average of 27% of vocational teachers across the region participate in some kind of network.



Figure 9.6: Teachers' participation in networks (%)



Base: all respondents (N=4 217), 7% missing responses

9.7 Recommendations

- Policy makers should reduce dependence on formal training events as a mode of CPD. Observation visits, training in businesses, conferences, networking and research can complement formal training and may be better suited to improvements in teaching practice.
- Policy makers should monitor levels and volumes of participation. The ETF survey offers a baseline against which progress can be monitored through dedicated surveys or through other surveys such as the OECD's TALIS.
- Teacher development authorities and teachers, working with universities, should explore ways of applying teacher research.
- Teacher development agencies and teachers should look to extend and make use of teacher networks to share practice and improve collaboration.

10. PROFESSIONAL DEVELOPMENT NEEDS

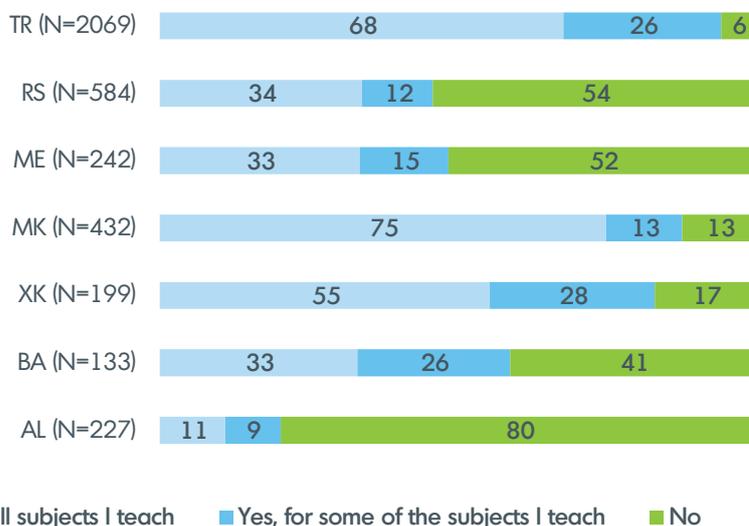
10.1 Survey data

The survey provides evidence of the professional development needs that teachers experience. Table 10.1 shows the percentage of teachers who report a need for development in a particular field and had not participated in relevant training over the previous 12 months. This is an indication of unmet training needs. For each country the areas of greatest deficit are shaded. This table does not give an accurate assessment of training needs, as teachers may not fully understand their own needs and they may not be aware of emerging needs. However, it is clear that a substantial proportion of the teaching workforce in all of the countries *believe* they have unmet training needs. Furthermore, absence of relevant provision is reported to be a barrier to participation by 59% of all respondents.

10.2 Identification of professional development needs

Teachers' prior education and prior work experience are indicators of their competence as teachers. Data relating to the qualifications of teachers and their work experience within teaching and in industry is provided above in the section on the teacher workforce. For example, in Turkey, Serbia and Montenegro more than a fifth of vocational teachers have no work experience in industry. A general issue in the Western Balkans (see Figure 10.1) is that many vocational teachers are trained and qualified only in their subjects and have no pedagogical training or qualification. This implies a need for pedagogical CPD, although some teachers may have developed competence on the job working with colleagues over many years. In Albania, Kosovo and Montenegro programmes have been developed to provide pedagogical competences to those qualified teachers without initial pedagogical training.

Figure 10.1: Respondents who have benefited from pedagogical training as part of their formal training (%)



Base: all respondents (N=4 217), 8% missing responses

Table 10.1: Training deficit: teachers expressing a need for training but not obtaining this in the past 12 months, by country and training area (%)

TRAINING AREAS	ALBANIA	BOSNIA AND HERZEGOVINA	KOSOVO	FORMER YUGOSLAV REPUBLIC OF MACEDONIA	MONTENEGRO	SERBIA	TURKEY	BASE (N)
Knowledge and understanding in own subject field	56	43	23	58	42	35	37	2 140 (5% missing responses)
Pedagogical competences in teaching own subject field	43	41	26	58	25	30	34	2 265 (6% missing responses)
Knowledge of the curriculum	38	39	18	57	25	32	40	1 868 (6% missing responses)
Student evaluation and assessment practices	43	38	15	47	23	22	38	2 119 (6% missing responses)
ICT skills for teaching	47	46	21	48	29	39	33	2 356 (6% missing responses)
Student behaviour and classroom management	46	52	25	61	33	48	35	2 162 (6% missing responses)
Approaches to individualised learning	52	55	29	63	37	38	40	2 458 (7% missing responses)
Teaching students with special needs	63	82	51	65	39	36	46	2 698 (8% missing responses)
Teaching in a multi-cultural or multi-lingual setting	65	76	57	50	55	58	NA ²⁷	1 417 (10% missing responses)
Teaching cross-curricular skills	51	64	28	61	34	42	47	2 465 (7% missing responses)
Approaches to developing cross-occupational competences for future work	60	63	37	65	47	49	45	2 605 (8% missing responses)
New technologies in the workplace	63	57	39	67	40	47	42	2 811 (7% missing responses)
Student career guidance and counselling	60	71	43	56	42	59	46	2 679 (8% missing responses)
Updating professional knowledge and skills in relation to current practice in the workplace	55	60	32	60	39	55	46	2 557 (8% missing responses)

Note: base refers to the teachers who have expressed the need for particular training.

²⁷This item was not included in the Turkish survey.

All seven countries report that they have methods to identify training needs. Where needs are defined centrally, central agencies or ministries depend on some kind of formal or informal flow of information in order to decide on the type and volume of CPD to be offered.

In Montenegro, the former Yugoslav Republic of Macedonia and Serbia schools are expected to research training needs and generate training plans. In Montenegro, for example, guidance has been published setting out that each teacher should maintain a personal portfolio and create an individual training plan. Each school should create a bi-annual training plan, incorporating results from internal and external evaluation. These plans should then inform school-based annual plans and national catalogues. This process is said to work well in some schools. For example, a vocational school in Mojkvac generated a training plan focusing on active learning, ICT and entrepreneurial teaching and learning. However, CPD planning at school level is only worthwhile in those schools that can access resources to pay for training.

A similar system operates in Serbia, but with an annual school workforce development plan and a formal role for the school pedagogue and psychologist. The process informs decisions taken by the principal to offer particular CPD programmes to particular teachers. However, interviews with teachers in Serbia suggest that this offer is not usually well matched to the needs they identify, and consequently, the CPD is undertaken only because some CPD is a requirement to obtain credits necessary for licences.

In Turkey a national training-needs analysis is carried out by the ministerial department responsible for teacher training (DGTT) through the applications that teachers make for training. However, national design and provision is driven by the ministry's strategic priorities, for example improved school management and information technology, rather than an analysis of teacher needs. Applications greatly exceed training places (in recent years by more than three times), so training places are rationed: it is reported that the DGTT tries to ensure that each teacher participates in one training event every other year.

In general, there is little evidence that the national training offer for vocational teachers in the Western Balkans and Turkey is developed in the light of information collected from schools. National reform policies and the availability of donor funding play an important part in setting priorities for training. Typically, CPD programmes for vocational teachers are designed in conjunction with reforms in curricula or reforms relating to teaching careers or institutional changes.

10.3 Professional development standards

In theory, the professional competence standards for teachers define the competences to be developed through initial and continuing professional development. Standards should inform the identification of needs and the evaluation of professional development programmes. Standards may also be regarded as the basis for the criteria that serve to assess the performance of teachers as part of a licensing or relicensing process. There are now professional standards for teachers in general in all seven countries. However, the adoption and application of these standards in teacher training, CPD and assessment is relatively limited. In Turkey two competence standards specifically for vocational teachers were developed as part of the IQVET project (Improving the Quality of Vocational Education and Training) and it is planned to develop a further 26. In Kosovo occupational standards have been developed for both vocational teachers and vocational instructors through



There is little evidence that the national training offer for vocational teachers in the Western Balkans and Turkey is developed in the light of information collected from schools. National reform policies and the availability of donor funding play an important part in setting priorities for training.



the EU-funded ALLED project (Aligning Education with Labour Market Needs). The standards for teachers have been used to shape a new Master's qualification for vocational teachers.

The successful development, adoption and implementation of professional standards is proving complex. Outside of Kosovo and Turkey (for two profiles) there are no professional standards that address the specific competences exercised by vocational teachers, nor are there professional standards for practical trainers or instructors working in schools, training centres or companies.

Competence standards are defined for all teachers in Serbia and accredited CPD programmes are classified according to the broad class of competences that they address²⁶. Professional standards for teachers have been developed in the former Yugoslav Republic of Macedonia, Bosnia and Herzegovina, Turkey and Kosovo, though they are not yet being used to shape CPD. In conclusion, professional standards are only beginning to contribute to the design or the assignment of CPD for vocational teachers in the region.

10.4 Recommendations

- Where schools are encouraged to research training needs and to plan training, more should be done to ensure that resources or programmes are available to address priority needs that have been identified.
- Investments in the development and provision of CPD nationally should be informed by up-to-date knowledge of professional development needs.
- E-portfolios, networks and research may be used to collect and share information about training needs and how the needs can be met.
- Assignment of CPD should be more closely related to training needs and to improved teaching so that CPD is not wasted.
- Schools and training providers should be supported to make use of professional standards to inform the assessment of CPD needs and the design of CPD programmes.

²⁶ 1. Teaching area, subject and didactics; 2. Teaching and learning; 3. Student personal development; and 4. Communication and cooperation. This approach has been criticised because (i) some CPD contributes to more than one of these areas; and (ii) teachers are required to develop all four areas each year, regardless of the current level of competence – Serbian national report (Maksimović, 2016, p. 29).

11. RECOGNITION AND RECORDING

11.1 Recording of CPD

National level

Where norms or licensing processes require that vocational teachers fulfil a number of hours or days of professional development, teachers record their CPD. However, this data is not gathered together to create a systematic database. There is usually a national-level record of the CPD programmes that have been provided, but such records do not identify participants and may not identify whether they are vocational or other teachers. Furthermore, the state is not the only provider of CPD for vocational teachers and in the smaller countries it is not the main provider. This means that ministries do not usually possess comprehensive administrative data (from the perspective of provision).

In none of the seven countries is there a central database that records the volume and type of professional development undertaken by each teacher. However, Kosovo does maintain a database of training as part of the licensing system and has invested in training inspectors to input data. It is not known whether this database is now up to date, nor how it is being used.

In Turkey the DGTT collects data and publishes tables showing the number of training events and participants in those events that it provides. In addition, the tables report aggregate participation in distance (online) CPD and in CPD delivered at local level. However, the data does not fully disaggregate vocational from other teachers. Turkey is committed (as part of the Riga conclusions) to improving the use of data to monitor and steer CPD for vocational teachers.

Individual level

In Montenegro teachers are required to keep portfolios to record what training they have had. It is difficult to know how comprehensively these are used. A similar requirement has recently been discontinued in Serbia, although a small project is exploring the relevance of e-portfolios²⁷.

11.2 Licensing

In Kosovo, Serbia, Montenegro and the former Yugoslav Republic of Macedonia there is a system of teacher relicensing that sets performance requirements for teachers in order to renew their licence to teach. In these countries norms on licensing, together with the mechanisms that support the licensing process, have become a key driver of the demand for professional development. Teachers in these countries are required to obtain a number of hours of CPD over a specified number of years. Licensing requirements may also be used to control the type of CPD offered: for example, in Montenegro national priorities set by the Ministry of Education should be addressed by 24 hours of the CPD, while the other 16 hours should focus on pedagogical and methodological issues (40 hours is required every five years).

²⁷ Supporting VET teachers' Continuous Professional Development through e-Portfolio

The total hours required are relatively low, but in these countries the availability of accredited credit-bearing CPD is also low. As a result, the system encourages teachers to participate in any CPD in order to obtain the necessary credits, rather than to seek out CPD that is most appropriate to their needs. This effect is reported in Albania, Serbia, Kosovo and the former Yugoslav Republic of Macedonia. If the norm demands a higher volume of professional development than is currently available or implies salary increments that are not available, in practice it cannot be implemented and must be deferred or ignored. It is reported that in Albania, Serbia and Montenegro formal requirements for CPD are not enforced.

Licensing has been a subject of dispute between professional bodies, teacher unions and employers, although the issues are wider than CPD. In both Bosnia and Herzegovina and Turkey formal minimum requirements for CPD have been discontinued, partly as a result of challenges from trade unions. In these countries there is currently no formal requirement that teachers undertake professional development. In Turkey new legislation has required induction and mentoring for candidate teachers during their first year of teaching²⁸.

In principle, the definition of a minimum requirement for CPD can provide the framework within which to establish comprehensive and equitable provision of CPD. This approach aims to establish the minimum conditions necessary to sustain the standard of teaching generally. However, this tool is not well suited to ensuring that professional development is efficient and responsive. If there is a lack of resources for professional development, the establishment of a simple threshold will compel teachers to seek any professional development in order to meet this target, whether or not they have any need for the CPD.

It follows that this policy instrument should only be used if the purpose of the policy is to establish a minimum level of provision. Even then, it should be carefully calibrated in relation to funding if it is to be deliverable and not distort provision.

11.3 Incentivisation

In Serbia, Bosnia and Herzegovina, Kosovo and Albania participation in CPD is linked to eligibility for progress on the career ladder: the acquisition of 'titles'²⁹. In Bosnia and Herzegovina it is reported that teachers do regard CPD as important for career progression. However, elsewhere most teachers do not expect to progress on the career ladder, or if they do, they perceive the promotion as being a mere formality without any impact on their role or salary. Unless there are reasonable prospects for career progression, the credits earned through CPD will have little value. However, there are examples of where this system works: for example, in a construction school in Podgorica, teachers were said to have been helped to obtain titles through participation in CPD.

11.4 Accreditation of CPD programmes

National regulators use accreditation systems to assess whether CPD programmes should carry credits. This process is intended to support quality and may also be used to ensure that programmes address national priorities. In Serbia, Montenegro and the former Yugoslav Republic of Macedonia the regulatory agency announces a call for CPD programmes through which it can signal priority needs. It then evaluates proposals, accrediting those that meet specified criteria.



The total hours of CPD formally required are relatively low, but the availability of accredited credit-bearing CPD is also low. As a result, the system encourages teachers to participate in any CPD in order to obtain the necessary credits, rather than to seek out CPD that is most appropriate to their needs.



²⁸ Ministry of National Education Regulation on Appointments and Transfers (2015).

²⁹ In Kosovo, for example, each successive career level requires approximately 200 additional training hours over the teacher's career.

In a number of countries the accreditation process is seen by some as a constraint on the provision of CPD. In Serbia, for example, it is currently only possible to seek accreditation for programmes every two years, in response to an invitation from the regulatory body. In both Kosovo and Bosnia and Herzegovina the accreditation process is seen as expensive and slow. In all of these countries some teachers undertake CPD programmes that are not accredited and are therefore not recognised; alternatively, *ad hoc* methods of accreditation are adopted, for example for programmes offered by international donors. In some countries, for example Montenegro and Serbia, the byelaws constrain which kinds of CPD can carry credits: in Montenegro teacher placements in industry do not 'count' as professional development.

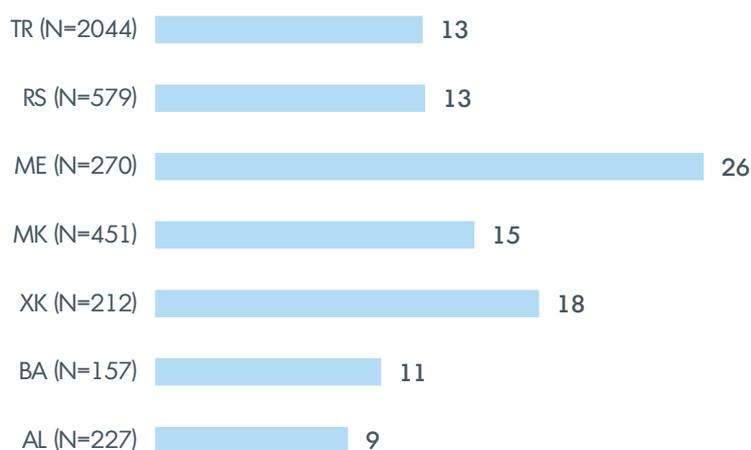
In Albania the accreditation system for CPD programmes remains suspended, as abuse of the process was undermining the credibility of the programmes. Meanwhile, training providers are offering programmes that are not formally recognised.

In Turkey the ministry department with responsibility for VET (DGVET) enters into specific protocols with foundations, universities and businesses to provide CPD for vocational teachers. These protocols grant authority and define funding, and constitute an approach that is flexible and pragmatic. As a consequence of these protocols, Turkey has an exceptionally high level of business-based CPD for teachers. However, these protocols are negotiated one by one, usually at national level, which probably restricts provision and responsiveness.

11.5 Recognition

While CPD programmes are quality assured and accredited, formal recognition of the outcomes for teachers and trainers is less developed. This usually takes the form of a certificate of participation issued by the provider. However, 13% of teachers are participating in programmes that result in formal academic qualifications. Montenegro has a relatively high proportion of vocational teachers participating in programmes leading to qualifications, as shown in Figure 11.1.

Figure 11.1: Participation in programmes leading to a formal qualification (%)



Base: all respondents (N=4 217), 7% missing responses

11.6 Upgrading of teacher qualifications

If the standard for teachers' qualifications is raised, this may create a demand for additional CPD if currently qualified teachers are expected to meet the new standard. In Montenegro and Kosovo new legislation requires that henceforth, all teachers should possess a Master's degree. In Kosovo the University of Prishtina started to offer a part-time Master's programme in 2016, but it is estimated that it will take 30 years to upgrade all the vocational teachers in Kosovo³⁰.

11.7 Recommendations

- Systems of accreditation should be informed by up-to-date needs analysis and should, as far as possible, aim to be transparent, inexpensive and quick. Support and guidance should be available to help potential providers of CPD emerge and offer high-quality CPD as needed.
- Countries should develop administrative databases to comprehensively record the volume and type of CPD that has been provided. Where protocols and donors make additional provision, such provision should be captured in the database. Such databases would support monitoring, evaluation and needs analysis.
- The operation of relicensing systems should be reviewed. It is important that sufficient relevant accredited CPD is offered so that teachers are able to meet the relicensing requirements without the need to select inappropriate programmes. One strategy may be to accredit a greater range of modes of CPD for licensing purposes and to support individual and school planning of CPD.
- Universities, qualification authorities and providers of CPD should cooperate to develop CPD programmes that are recognised through higher-level qualifications. In some countries such qualifications could, through a system of unit accreditation, contribute to a Master's qualification for vocational teachers.
- More needs to be done to encourage teachers to value and profit from CPD rather than to regard it as a formal requirement. Measures will include: helping teachers to experience improvements in their teaching as a result of CPD; peer recognition through CPD; teacher portfolios; mentoring; opportunities for enthusiastic teachers to shape and lead development projects; and better formal and informal professional recognition of CPD.
- Teacher development agencies and qualification authorities should explore how professional development can result in formal qualifications that could add value to professional development.

³⁰The University of Prishtina also delivers a part-time programme that serves to upgrade the qualifications of those teachers who graduated from higher pedagogical schools to give them a qualification equivalent to a four-year Bachelor's degree.

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

To avoid confusion, we can distinguish between practical instructors working in vocational schools, trainers working in vocational training centres and trainers working in companies. This chapter considers what is known about the professional development of trainers working in vocational training centres and in companies, both private firms and publicly owned companies such as utilities. We will also discuss partnerships between these organisations.

In the Western Balkans company-based provision of training appears, in large part, to be left to individual companies. There is little public regulation or collective self-regulation of the training process in companies. Further, the training of company-based trainers is a matter for individual companies or for individual trainers. In general, it appears that there is relatively little training of trainers, and that work-based trainers and mentors are appointed on the basis of their experience and seniority. In Montenegro, for example, it is reported that only the larger companies, such as Promonte, Telenor and Telecom, train their trainers and that they send their trainers on external courses.

In Turkey, however, company-based training is regulated by statute³¹. Company training centres are well established and are sometimes made available for the training of vocational teachers through national protocols or local agreements. Furthermore, the Ministry of National Education does fund and provide initial training for masters to manage apprenticeships. Trained masters are mandatory for companies that take on the responsibility for training apprenticeships. In the former Yugoslav Republic of Macedonia the Chamber of Crafts runs a Master Exam for craftsmen that qualifies them to supervise apprentices. However, no training is offered, and applicants must pay their own fees. Turkey is the only country in the region with a substantial proportion of young people currently participating extensively in work-based learning. In the former Yugoslav Republic of Macedonia professional standards have been developed for company-based trainers supervising school students and, through an IPA Twinning project in 2012, a group of company-based supervisors of work-based learning received 50 hours of training within the framework of a project.

In Montenegro and Serbia the chambers of commerce, with employer organisations, provide accredited training programmes. However, the research found little evidence that government agencies, chambers, professional associations, or company or sector associations are engaged in the provision or development of training for company trainers. In Montenegro there is an accredited programme addressing andragogic skills for all adult educators. However, this programme is largely used by staff working at public adult education centres rather than those working in companies.



In the Western Balkans company-based provision of training appears, in large part, to be left to individual companies. There is little public regulation or collective self-regulation of the training process in companies.



³¹ Law 3308 on Vocational Education.

A number of projects, usually financed by international donors, have brought together private- and public-sector organisations to carry out training. Some large publicly owned companies have established and accredited training programmes for their own staff that may also serve trainers.

Box 12.1: Public-private training partnerships in Kosovo

The Training Centre of Kosovo Electrical Corporation (KEK), which is a public company, has three programmes (Technical Training, Non-Technical Training, Job Safety) accredited by the Ministry of Education, Science and Technology for its staff and also for VET students and teachers. The ministry's Division for Adult Education, in cooperation with DVV International, the Ministry of Labour and the University of Prishtina, has provided training for 57 trainers working for regional training centres.

Source: Kosovo national report (Likaj, 2016)

12.1 Recommendations

- Across the region there is a need to raise awareness and understanding of the role of company trainers and to explore the need for training and for wider professionalisation.
- Where there is a commitment to expand work-based learning, including apprenticeships, it will be necessary to review the competences of work-based mentors and, if appropriate, offer initial and continuing training and accreditation.
- The good practice that resides in projects could be shared more widely in order to support the professionalisation of company-based trainers.
- Chambers and business and professional associations should be supported to develop, coordinate and recognise training for company-based and professional trainers.

CONCLUSIONS

In conclusion, the CPD of vocational teachers (unlike that of company trainers) has a high profile in policy making. In all of the countries we find some CPD programmes (which are valued by teachers) and a commitment by policy makers to improve some of the main elements of a system of CPD. Raw participation rates in the highest-performing countries in the Western Balkan and Turkey region are higher than EU averages, although the average number of hours per teacher is relatively low. However, there are systemic dysfunctions (e.g. with respect to licensing), as well as missing system elements (e.g. use of needs analysis). There are substantial issues around the quality and relevance of provision, as well as a lack of data and an overdependence on formal modes of training. As a result, there is a lack of efficiency and efficacy.

On the positive side, there are many teachers who have an intrinsic commitment to improving their teaching through CPD. A climate of educational reform, new information technologies, generous donor funding and international exchange of practice all support and inform improvement. The challenge faced in all countries is to re-engineer key CPD system actors – for example, the contribution of schools, businesses, independent training providers, the teaching profession and local authorities – while coordinating provision with the ongoing educational and social reform agenda.

In general, long-term progress is likely to be linked to decentralisation, through which the central state empowers and regulates actors rather than provides and assigns CPD. Only in this way can professional development be closely related to training needs, to improvements in teaching and learning and to better outcomes for students and employers. However, at this time the state remains the key agent for change through its control of resources, its regulatory powers and its prestige. A key challenge is for the state to work in partnership with other actors so that, in time, they become capable and motivated to take on responsibilities or functions that are currently absent or deficient.

ACRONYMS

CPD	Continuing professional development
DGTT	Directorate General for Teacher Training (Turkey)
DGVET	Directorate General for Vocational Education and Training
ETF	European Training Foundation
EU	European Union
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (formerly GTZ)
ICT	Information and communication technology
IPA	Instrument for Pre-accession Assistance
IQVET	Improving the Quality of Vocational Education and Training in Turkey
NGO	Non-governmental organisation
OECD	Organisation for Economic Cooperation and Development
TALIS	Teaching and Learning International Survey (OECD)
USAID	United States Agency for International Development
VET	Vocational education and training
WBT	Western Balkans and Turkey

COUNTRY CODES

AL	Albania
BA	Bosnia and Herzegovina
ME	Montenegro
MK*	the former Yugoslav Republic of Macedonia
RS	Serbia
TR	Turkey
XK*	Kosovo

* Two-letter code yet to be defined. The provisional code **MK** does not affect the definitive denomination of the country to be attributed after the conclusion of the negotiations currently taking place in the United Nations. **XK** is the provisional code used by Eurostat.

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This study examines the provision of continuing professional development for vocational teachers and trainers across the seven countries that make up the region of the Western Balkans and Turkey. The study aims to inform policy makers and responsible agencies about the extent and character of provision but also to reveal how this provision is shaped and contextualised by the regulations and institutions that underpin it in each country.