CONTINUINGPROFESSIONAL DEVELOPMENT FOR VOCATIONAL TEACHERS AND TRAINERS IN THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA

CONTINUING PROFESSIONAL DEVELOPMENT FOR VOCATIONAL TEACHERS AND TRAINERS IN THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA

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1.   RATIONALE

Professional development for teachers and trainers is widely recognized as a vital tool for educational reform. Research demonstrates that professional development can improve the quality of teaching and learning in a sustainable manner, increasing the effectiveness of education and training and adding value for learners, teachers and employers. The importance of continuing professional development (CPD) for vocational education and training (VET) teachers is not in question. The former Yugoslav Republic of Macedonia has, for many years, developed extensive policies to address this issue and current policies are being implemented.

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

■ setting out current policy objectives with respect to improving CPD for VET teachers and trainers;

■ describing the provision of CPD for VET teachers and trainers and the way in which teachers' needs are assessed and particular programmes are assigned to teachers;

■ understanding how the arrangements for CPD fit with other parts of the VET system;

■ evaluating how well current arrangements are working; and

■ making recommendations about how current policies can be implemented and how the provision and allocation of CPD can be improved.

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

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2. METHODOLOGY

This report is a product of research focused on perceptions of stakeholders on the situation in CPD of the VET teachers in the country, including VET teachers, VET school directors, university professors, professional associations, education authorities, non-governmental organisations, representatives of the business sector, international institutions with vested interest in CPD, and a number of other individuals directly or indirectly involved in CPD of VET teachers or benefiting from its results. The research was qualitative and quantitative in nature and entailed, in addition to the analysis of reform documentation and statistical data, data and information collected by way of interviews, questionnaires and focus groups.

2.1 Regional conference

A regional conference took place in Belgrade on the 11–12 March 2015 with the purpose of raising awareness of the importance of CPD for VET teachers and trainers and launching this action. Aims of the event were to share knowledge about the development of policy and practice and to identify priorities and explore opportunities for improved knowledge and implementation. The event provided an opportunity to discuss and fine-tune ETF proposals and to establish how partners can work together over the next three years.

2.2 Interviews with stakeholders

The field-work included 14 face-to-face interviews with key stakeholder including:

■ Ministry of Education and Science (MoES),

■ VET Centre,

■ Bureau for Development of Education (BDE),

■ principals of VET schools,

■ professional association,

■ professional organisation,

■ trade union,

■ university,

■ employers' representative,

■ international organisation, and

■ NGO.

2.3 Literature

Documents and published research relating to current CPD for VET teachers and trainers were reviewed and recorded. The review focused on the national literature: national strategic and development documents, professional articles and papers, reports form past and current projects addressing CPD, programme documents and plans. The review identified 29 documents (see Annex A).

2.4   Survey

The survey was conducted through partnership between ETF experts and national educational authorities. The survey included items used in OECD's TALIS survey in order to make it possible to make comparisons between the provision of CPD in the VET and the general educational sectors. Working with national authorities, the survey was designed by ETF and administered in vocational schools between May and July 2015. The analysis carried in August and September 2015.

The survey covered all VET schools in the country. Each school received a link for accessing the on-line questionnaire. The questionnaire was open for all VET teachers, principals and expert support staff. The results that arrived by the end of the deadline for filling in the questionnaire, amounted to a total number of 473 respondents, 156 male and 317 female. The sample included 413 teachers, 29 teachers for practical work (trainers), 5 VET school principals, 20 pedagogues (i.e. teaching directors), 2 lab technicians, 3 assistant teachers and 2 other school staff, from 55 VET-only and mixed (with general education classes) schools located in 26 towns throughout the country. Of the total number of VET schools that were invited to participate (63), 55 schools or 87% took part. The questionnaire was available in Macedonian, Albanian and Turkish languages.

Of the total number of responding teachers, 89.7% are in full-time employment, whereas 8.1% of teachers work part time. The average age of the responding teachers was 41.56 years.

The sample included respondents from the educational profiles listed in the table below.

Educational profile	Count	%
Agriculture, veterinary, forestry, fishing	35	7.5
Mining, metallurgy	7	1.5
Construction (e.g. brick laying, plumbing, roofing, carpentry)	3	0.6
Engineering (electrical, mechanical, automobile, civil construction, chemical, geodesy)	78	16.7
Manufacturing, production, processing (food, textiles, leather, wood)	13	2.8
Hospitality, tourism, catering, travel,	41	8.8
Business, retail, law, economy, management, administration	67	14.4
Information technology	22	4.7
Logistics, traffic, transportation	16	3.4
Health-related (including medicine), social protection	19	4.1
Beauty, hair, cosmetics	5	1.1
Craftwork, fashion, art, design, film, media and creative	20	4.3
General subjects, e.g. languages and mathematics, science, social science	159	34.1
Other	32	6.9

Around one third of the sample are teachers of general subjects based in VET schools. The research was carried out in close collaboration with the Ministry of Education and Science and the VET Centre.

Given that the former Yugoslav Republic of Macedonia has 4 265 VET teachers, the survey achieved a response rate of 11%. The research was carried out in the period May–July, when schools finalise their work and some of the staff are on annual leave; this helps to explain the response rate. We extend our gratitude to all participants in the research.

3. POLICIES

The teaching profession is regulated through the Law on secondary education; the Law on vocational education and training; the Law on teachers in primary and secondary school; the Law on the academy for teachers; the Law on higher education facilities for education of teaching staff in pre-school, primary and secondary education; and the Law on the Bureau for development of education. The following rulebooks have legislative power: Rulebook for Core Professional Competencies for teachers in primary and secondary schools[1]; Rulebook for Personal Development Plan; Rulebook for Teacher Portfolio; and Rulebook for Teacher Standards. Non-statutory guidance includes Guidelines for induction and mentoring of novice teachers (draft); and Guidelines for planning and organising CPD in schools and regulations on mandatory hours.

Initial teacher education (pre-service education) in secondary vocational schools in the former Yugoslav Republic of Macedonia is still performed according to traditional methods. Teacher education is accommplished at appropriate vocational faculties. According to the law: 'Teachers in secondary education could be persons graduated from a faculty, institution for higher education or academy (appropriate studies in education) who have passed professional exam', as well as 'persons with appropriate high educational degree acquired from other faculties, who have obtained pedagogical, psychological and didactic training from appropriate faculties and have passed professional exam.'

Students/future teachers of vocational subjects in secondary vocational school are being educated at non-teaching faculties, following curricula which do not contain pedagogical education. To become teachers in secondary vocational education, they have to acquire additional pedagogical, psychological and didactic preparation after accomplishing their primary studies at some of the pedagogical faculties in the country.

The initial education of VET teachers and instructors in VET does not provide future and current teachers and instructors with appropriate pedagogical-didactic and andragogical competences. It does not satisfy the requirements for training competent and effective teachers or trainers for VET. For this reason, in 2014–15 the Government adopted a set of laws aimed at improving the situation in the area of professional development of teachers.

The **Law on the Academy for Teachers**[2] aims at strengthening the capacities of the current and future teaching force in preschool, primary and secondary education, to improve the curricula for teacher education and to introduce a system of continuing professional development. This law, among other issues, provides for:

■ the introduction of a system for professional and career development of teachers through defining the categories, teacher-mentor and teacher-advisor, accompanied by additional financial incentives, i.e. salary increase;

■ the introduction of a system of licencing of teachers, that will be mandatory for future teachers, but not for the current teaching force unless the seek to progress in their careers; those who wish to undergo the licencing process, will receive a monthly salary increase;

■ the introduction of a process of selection of candidates for admission to studies, selecting the best students early through the admission test and on-going stimulation by means of scholarships. The best students at the pedagogical faculties and teaching majors should receive scholarships of at

[1] http://bro.gov.mk/index.php?q=mk/node/202

[2] http://mon.gov.mk/images/documents/zakoni/Predlog_na_Zakon_za_Akademija_za_nastavnici.pdf

least 50% of the average net salary in the country, whereas the amount of the scholarship during the professional education at the academy for teachers should equal a full average monthly net salary;

■ the introduction of measures to ensure selection of quality managerial staff to run schools, including training and taking examinations for principals, transparency in taking the qualifying exam and mandatory continuing professional education.

The **Law on teachers in primary and secondary schools**[3] regulates the conditions for the performance of the teacher in primary and secondary education, including employment, professional competences, categories of teachers, work assignments of teachers, continuing professional development, promotion and advancement in steps (career development) and revoking of steps.

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[4].

The proposal provides for several categories of teachers in primary and secondary education:

■ teacher,

■ teacher-advisor,

■ teacher-mentor.

For each career step the teacher should meet a number of conditions provided for in this Law and related bylaws. A special feature is the linkage of promotion to annual external assessment of students/pupils.

These changes in the system for professional development result from a collaboration between the Bureau for Development of Education (BDE), the Vocational Education and Training Centre, the State Educational Inspectorate, that has been supported by a USAID Teacher Professional and Career Development project since 2012 and implemented by the Macedonian Civic Education Centre (MCEC). The project defines three levels of career development of teachers: teacher, teacher-mentor, and teacher adviser. Sets of competences have been developed for all three types of teacher that should be achieved through initial and/or in-service education and training. The teacher core professional competences are grouped in the following areas of the work of a teacher:

■ knowledge of the teaching subject and of the education system

• knowledge of the teaching subject

• knowledge of the education system

■ teaching and learning

• planning and preparation of teaching

• delivery of teaching

• student assessment

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3 http://mon.gov.mk/images/documents/zakoni/Predlog_Zakon_na_nastavnici_vo_osnovni_i_sredni_V2.pdf

4 From beginning of 2017 the teachers will be required to spend 60 hours of professional development, out of which 30 hours will be from participation in accredited training programmes, 20 hours for participation in priority programmes assigned by the minister (please see Article 36). Further, every three years each teacher should participate in priority programmes assigned by the minister for which funds are ensured through the Bureau for Development of Education (Article 21).

- familiarity of the students and meeting student needs

■ creation of a stimulating learning environment

- creation of a safe and stimulating learning environment
- school climate

■ social and educational inclusion

■ communication and cooperation with the family and community

■ professional development and professional collaboration

- professional development
- professional collaboration.

The set of laws adopted by the Government in 2015 provides also for reform in the teaching profession. The Government submitted a **draft Law on higher education facilities educating teaching staff for preschool, primary and secondary education**[5]**.** This proposal, among other issues, seeks to fully regulate initial training of teachers through the introduction of single criteria for quality which each higher education institutions that trains teachers must fulfil. Currently, the Law is suspended and its application postponed.

The State Education Inspectorate supervises professional and pedagogical development of teachers and school expert support staff and also the taking of the professional examination.

According to the provisions of the law, the BDE and the VET Centre are responsible for the professional development of teachers in VET. The BDE carries out activities for professional development of teachers that teach general education subjects, and the VET Centre for teachers teaching vocational subjects.

Priority tasks of the Ministry of Education and Science are to increase the quality of teachers and support their continuing educational mobility; provide conditions for a second chance for unemployed teachers; and balance the level of their personal and work qualifications. It has the task to make the teaching profession more attractive, among other things, by improving the social-economic status of teachers.

Strengthening the quality of teachers has been constantly at the focus of education policies. A number of initiatives have been launched and implemented for development of standards of teacher competences (most notably in initial teacher training), systems for career advancement and systems for teacher support and assessment. Many national and international programmes for strengthening the competences of teachers in pre-primary, primary, secondary and higher education have been organised. As a result of these initiatives, the use of contemporary forms of teaching and learning by teachers has been gaining momentum, but the impression is that it is still insufficient. The creation of a new teacher culture is evidently in progress, but the dynamics of its coming to life has been rather slow.

The National Programme provides analysis and direction for the professional development of teachers. It also offers an overview and comparison of the present and the desired situation in the area of professional development of teachers in the country[6].

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[5] http://mon.gov.mk/images/documents/zakoni/Predlog_na_Zakon_za_visokoobrazovnite_ustanovi_ za_obrazovanie_na_nastaven_kadar_ETC.pdf

[6] According to the National Programme for Development of Education 2005–2015, MoES, 2005

The National Programme for Development of Education establishes an overview of key competences that each teacher should possess, which should inform the design and delivery of study programmes for initial teacher training, which should be flexible and in constant development. Thus, the study programmes for initial teacher training must take into account professionalism, pedagogical competence, competence in using educational technology, organisational competences and team work abilities, flexibility and openness[7]. These key competences can be applied in different social, cultural, linguistic and educational environments.

In 2010, the universities developed a Framework of Higher Education Qualifications which was subsequently adopted by the Ministry of Education and Science[8]. It defines the profile, the goals and basis for the design of study programmes in the first, second and third cycle of study, as well as study programmes for vocational higher education with duration of less than three years. The National Framework is a mandatory national standard regulating the manner of acquisition and use of higher education qualifications in the former Yugoslav Republic of Macedonia.

The cross-sectoral approach to policy development is most evident in the VET Strategy 2020, which was adopted by the Government in April 2013. In addition to measures for strengthening the VET system, it provides for additional measures for strengthening of skills of youth and adults in key economic sectors in coordination with other ministries (Ministry of Labour and Social Policy, MoES, Ministry of Finance, etc.). This Strategy proposes four priority goals: (1) strengthening social cohesion and social inclusion through VET; (2) improving the attractiveness of VET; (3) improving quality and relevance in VET as a guarantee for competitiveness; and (4) improving governance, resources, capacity and accountability in the future VET system. It is accompanied by an Action Plan which details measures, activities, timeframes, responsibilities and financial implications.

The Strategy confirms that the initial education of VET teachers and instructors in VET does not provide future and current teachers and instructors with appropriate pedagogical-didactic and andragogical competences. The Strategy states that the teaching and learning approach needs to move away from the traditional notion of focusing on specific vocational competences. The skills of the workforce are constantly evolving and there is a new emphasis on flexibility and importance of transversal competences, such as problem solving, change management, entrepreneurial skills, communication skills, pair work, relations with co-workers and clients, IT literacy, creativity, self-confidence, and professional ethics.

In Goal C2 (New skills through new pedagogy), the Strategy highlights that the role of support mechanisms for teachers and trainers need to be revised, new models of creating and using learning contents must be designed, new pedagogical methods need to be developed and greater involvement of the business sector needs to be ensured. There should be application of teaching models based on young people's lifestyles, such as use of social networks and the internet. Teacher training must include training in companies, during their initial education and their work in the VET system. This requirement is especially valid for teachers responsible for practical teaching.

3.1   Policy process – stakeholders

Intensification of social dialogue in the country is especially important, not only in policy creation processes, but also in the area of governance and management, service delivery and quality assurance. The role of stakeholders, especially industry, currently practically limited to receiving and using the outputs of the VET system, needs to be enhanced through their involvement in policy-making and management, which will enhance their active participation and accountability for

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[7] MoES, National Programme for Development of Education 2005–2015, 2005
[8] MoES, Regulation on the National Framework for Higher Education Qualifications, 2010

interventions and their effects. The role of industry in decision making, management of VET providers and a reformed quality assurance system should be underpinned by regulatory measures and collaborative models and mechanisms.

Collaboration among stakeholders is increasing. Recently, new policies have been developed with the presence and more or less active participation of representatives of stakeholders. The question remains, however, of how much they represent their constituencies, and of the reliability of their internal information flows. So far there has been no evaluation of the quality and impact of these champions upon the policies.

Promising collaborative approaches include joint curriculum development; improving the quality of teaching; establishing partnerships for on-the-job and practical training; improving the quality of professional development of teachers, instructors and management; the introduction of a model of external collaborative evaluation; enhanced local support; promoting joint activities and special projects; and providing additional resources and incentives to improve the scope and quality of VET[9].

The government coordinates activities with stakeholders through formal memorandum of understanding and other agreements, especially with those stakeholders with legally-defined roles and responsibilities, such as chambers of commerce, chambers of crafts, employer associations and confederations, unions, regional associations and NGO's. The VET Council, which by law includes representatives of employers, the government, local authorities, trade unions, and the Employment State Agency of the Republic of Macedonia (ESARM), encourages dialogue.

3.2 Implementation

The VET Centre and the BDE, as main state authorities responsible for implementation of CPD policies, have limited power for their implementation. They often depend on donors for supporting the implementation of the policies.

We cannot yet speak of VET schools having developed an active approach to nurturing quality, expressed among other issues through well-established arrangements for their teachers' CPD. Although positive examples exist, their number is small and they cannot be seen as representative for all VET schools. An additional aggravating factor is the absence of dedicated funds earmarked for professional development of VET teachers in schools.

Implementation of CPD is rarely systematic: CPD needs analysis, design of CPD programmes, organisation, realisation, evaluation and measuring of impact. Most often, CPD is realised on project basis and is limited by project objectives, which opens the door to the question on the relevance of CPD for VET teachers.

The implementation of CPD policies lack involvement of social partners, in particular the business sector. There are cooperation agreements between education/training providers and industry, such as the Joint Protocol for Collaboration with Social Partners in VET signed on a national level (between MoES, MLSP, trade unions, chambers of commerce), individual Memoranda for Cooperation signed by universities, chambers and companies (for higher education) and by the VET Centre and chambers and associations for secondary VET. Despite these efforts, collaboration in the implementation of CPD policies is still not satisfactory.

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[9] According to Misik, E., European Peer Review: Quality Assurance in Vocational Education and Training, MA thesis, UKIM Skopje , 2010

CPD implementation poses a series of questions.

- Are CPD policies based on established standards and competences for VET teachers?

- Do institutions responsible for implementation of CPD policies possess sufficient capacities to see this assignment through?

- Do VET schools have an established culture for nurturing quality in regard to CPD?

- Are CPD training events linked to the real CPD needs of VET teachers? and

- How successful are measures for supporting CPD, such as career progressions, rewards, recognition, etc.?

3.3 Conclusions

The strategic framework for VET teachers CPD points to a satisfactory level of policy coverage. Awareness of the significance of VET teachers CPD is evident and it is reflected in different strategic and development documents. National policy makers have the greatest influence upon policy making, although other stakeholders are consulted. Despite industry's formal involvement in the work of institutions, bodies and commissions, it has still not been able to push for a more demand-led policy agenda in a consistent and concerted way.

An overall policy for the development of CPD has been agreed and detailed legislation and bylaws setting out detailed requirements, institutional responsibilities and proving guidelines for implementation are, for the most part, in place. Policy measures are now in place to address the following needs:

- absence of an established policy for teacher professional development;

- absence of standards and criteria for professional development and career advancement;

- inadequate system of accreditation, quality control and quality assurance;

- lack of concord between different initiatives; and

- formalisation of the mentor system for beginner-teachers.

Policy development has been informed by international research and supported by national and international expertise. Stakeholder consultation has focused more on issues of implementation than on policy formulation.

However, policy measures are still required to address:

- insufficient financial support for the school and the teacher in their professional development;

- scarcity of bottom-up initiatives for in-service teacher training[10].

Critical for the success of these policies are issues relating to implementation. Priorities with respect to implementation are:

- modernization of the system of teacher initial training, including improvement of teacher qualifications and curricula;

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[10] According to the National Programme for Development of Education 2005–2015, MoES, 2005

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- development of system for teacher CPD (employed and unemployed), including flexible forms of learning;

- reinforcement of the relations between vocational education and enterprises;

- improvement of the status, working conditions and career possibilities for teachers;

- enhancement of capacity (material, institutional, personnel) for teacher CPD;

- increase of knowledge and experience of teachers from vocational schools related to the world of work;

- improvement of methods of CPD, for example, relating to adult learning and digital and on line learning;

- establishment of resource centres for the teachers; and

- development of systems for training of school principals and educational advisers.

3.4 Recommendations

With respect to policy development it is recommended that:

- Participation of stakeholders in the development of policies for CPD should be improved. Their participation in consultation processes and working bodies should evolve from voluntary to mandatory. In particular, participation of VET schools and industry in creating policies for CPD should be enhanced. Their active involvement ensures feasibility and relevance of policy implementation.

- Channels for flow of information from the business sector on the needs for new skills should be established to inform the development of programmes for CPD of VET teachers by the VET Centre, the BDE, and by CPD providers.

With respect to implementation it is recommended that:

- There is coordination and monitoring of the reform process to ensure that agreed policies are implemented successfully and that feedback acted upon.

- Implementation is supported by effective leadership, clear organisational responsibilities and stakeholder involvement.

- There is joined up planning and provision of financial and other resources.

- Initiatives and programmes which have been supported and shaped by external agencies are integrated into national systems.

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4.   ORGANISATIONS AND INSTITUTIONS

4.1   Institutions for regulation, planning and governance

The Ministry of Education and Science (MoES) is responsible for the development of training modules and curriculum, licensing, delivery of training, skills certification, quality assurance at all levels of education, building and maintaining infrastructure, provision of textbooks and materials to public providers, increasing the attractiveness of VET, career guidance, and IT and entrepreneurship training.

The Ministry of Education and Science is competent for developing CPD policies and for their implementation. It is impossible to carry out any initiative in the area of CPD without its consent. The MoES consults with the two most important authorities in VET, namely the VET Centre and the BDE.

The VET Centre is an independent agency established by the Government responsible for various analyses and research in VET, drafting policy and regulatory documents, development of occupational standards and education standards (profiles, syllabi and curricula), supporting social partnerships, the supervision of education and training delivery, professional development for teachers and international cooperation.

The Vocational Education and Training Centre is established in accordance with the Government (*Official Gazette*, 87/06), as a public institution for the accordance and integration of public interests and the interests of the social partners in VET (Article 31 of the Law on Vocational education and Training, from *Official Gazette*, 71/06 and 117/08).

In accordance to Article 32 from the above mentioned Law, the Centre performs specialized supervisions, evaluation, studying, promotion, and research and development into the vocational training and education, and other tasks in accordance with the Law, and the Statute.

The annual work programme of the Centre is approved by the Ministry of Education and Science. Means for realisation are provided by the state Budget and from own income from performed services (In accordance with Article 38 of the Law on Vocational Education and Training).

The Bureau for Development of Education (BDE) was established in 1955 as an Institute for Improvement and Study of School Education, responsible for the educational-pedagogical services, and started operation in 1956. In 2002 the Institute grew into a Bureau for Development of Education[11]. The BDE is responsible for the general education component of formal secondary VET (syllabi, curricula, teacher training). The Bureau is responsible for monitoring, professional inspection, research, improvement and development of the educational work in preschool, primary, general secondary education, art education, for the general education subjects in secondary vocational education, in specialist education and in adult education, education of children with special education needs, educational work of student dormitories, as well as for the education of the children of citizens of the former Yugoslav Republic of Macedonia living abroad in the area of learning the mother tongue and culture.

The BDE provides training of teachers in primary and secondary education, and is responsible for designing, facilitating, implementation, regulation, accreditation, needs assessment, financing and evaluation of the training. The BDE carries out teacher training for new curricula, accredits training providers and also mediates training provision. According to Law, the competences for CPD of VET teachers rest with the BDE and the VET Centre. However, as financial relations between these two

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[11] *Official Gazette of the Republic of Macedonia*, No 29 of 7 May 2002

equal state authorities are unclear and inconsistently established, anomalies arise in the organisation, realisation and evaluation of CPD for VET teachers. The VET Centre, although established directly by the Government, depends on the BDE for its funding. Currently the VET Centre lacks funding to deliver extensive, good quality CPD for VET teachers.

The minister, in collaboration with the Bureau for Development of Education Bureau for Development of Education, the Centre for Vocational Education and Training and the State Examination Centre adopts an annual programme for professional development and advancement of teachers and school expert support staff.[12].

A portfolio is managed and kept for the professional development of every teacher and school expert support staff member of the respective school. The form, content and manner of record keeping of the professional portfolio are regulated by the minister upon a proposal by the Bureau for Development of Education and the Centre for Vocational Education and Training. The manner of evaluation of the professional portfolio is regulated by the minister, upon a proposal by the Bureau and the Centre for Vocational Education and Training. The accreditation of the training programmes is carried out by the Bureau for Development of Education on the basis of a public call.

4.2   Training providers

In-service training of VET teachers is organised by the VET centre and the Bureau for Development of Education, the teacher-training faculties and other specialised (public and private) institutions, following their own curricula, and is realised at several distinct levels:

■   national or regional – most often by the VET Centre, the BDE, universities, NGOs and private educational institutions, depending on the aim of the particular training session or the number of participants (training on curricula and syllabi, questions of the education technology, projects or didactic and curricular innovations);

■   schools/educational institutions as professional organisations of teacher groups (general subjects, group of vocational subjects) or school teams (mainly within a given project);

■   professional meetings, panel discussions, symposia on current or 'basic' questions of the education process, the participation at which is individual or representing the school; and

■   through pedagogical and professional publications, papers, brochures containing professional information and subject didactics papers, the subscription for which is individual or institutional.

Services for CPD are provided by public (non-profit) and private (profit) providers. Education and training of VET teachers is carried out through the *formal education and training system*: public and private universities and higher vocational schools.

The role of private training providers is the weakest link in the country's CPD system; their number is very small and their role in education and training is minimal. The participation of the private sector in the formal education and training system is marginal, mostly defined through the work of private secondary schools, higher vocational schools and universities. However, all training institutions, private and public are allowed to generate revenues. The retention and distribution of revenues by public entities are subject to specific requirements that are meant to restrict the use of such revenues to development issues and material costs.

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[12] Law on Secondary Education, *Official Gazette of the Republic of Macedonia*, consolidated text, 2015

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TABLE 4.1 represents the most important providers of training for VET teachers in the period 2000–15.

TABLE 4.1 PROVIDERS OF CPD FOR VET TEACHERS

Implementation by	Type	Financed by	Partnership	Period of time
GTZ	VET three-year reform project	GTZ	MoES/BDE	2000–05
Phare	Four-year secondary VET	EU	MoES/BDE	1998–2006
Macedonian Civic Education Centre	Strengthening school boards		MoES/BDE	2009–10
American Institute for Research and International Reading Association	Secondary Education Activities project	USAID	MoES/BDE/VET Centre/State Education Inspectorate/NEC	2003–08
Macedonian Civic Education Centre	Interethnic Integration in Education project	USAID	Interethnic Integration in Education project	2011–16
Macedonian Civic Education Centre	Teacher Professional and Career Development project	USAID	MoES/BDE/VET Centre/State Examination Centre	2012–15
Open the Windows	E-accessible education	USAID	MoES/SEA	2010–15
Education Development Centre	Youth Employability Skills (YES) Network project	USAID	MoES/ESA	2010–15
MoES VET Centre Macedonian Civic Education Centre	Entrepreneurship	KulturKontakt Austria	MoES/VET Centre/ MCEC	2015
Institute of Pedagogy/ UKIM Skopje	Improvement of pedagogical skills of VET teachers and leadership skills of principals in Kosovo and the former Yugoslav Republic of Macedonia	Finnish Ministry for Foreign affairs	JAMK University of Applied Sciences/ MoES	2011–13
VET Centre	Support to the modernization of the education and training system	IPA Component IV	VET Institute of Slovenia/MoES	2011–13
Nansen Dialogue Centre Skopje	Dialogue and reconciliation	Ministry of Foreign affairs of Norway	MoES	2005– on-going
National Agency for European Educational Programmes and Mobility	Erasmus+	EU	MoES	2012– on-going

4.3   Conclusions

The capacities of the State and the agencies directly competent for CPD of VET teachers are unsatisfactory. The BDE and the VET Centre lack sufficient capacities for independent realisation of teacher CPD. They need to hire external experts for this task.

There are no specialised providers of CPD in the country that offer regular programmes. All existing ones mainly work on projects that contain a component of CPD for VET teachers and that are supported by external donors. Financing is provided by the State only in cases when CPD is realised in accordance with the initiatives of the MoES, and programmes are developed on a case by case basis and pertain only to the specific initiative. Thus, this type of CPD is also project-based.

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CONTINUING PROFESSIONAL DEVELOPMENT FOR VOCATIONAL TEACHERS AND TRAINERS IN THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA | 15

Until now, there were no defined standards for CPD that would enable development of CPD of all kinds. This has inhibited the development of provision. Today, through the definition of standards for CPD and the regulations in the Law on Teachers, an increase in the number of programmes for CPD of VET teachers and number of providers can be expected.

On the other hand, there are no specialised private providers for CPD who would work on profit basis. The reason for this is the absence of educational demand: a lack of funding and unclarity about need.

It is evident that CPD of VET teachers is organised and carried out in a haphazard manner, project by project. There is no systemic approach that would be based on an on-going analysis of the needs of all VET teachers and on the basis of which a short-term and/or long-term training plan could be developed.

Since training is predominantly project-based, very often project implementers are more concerned with the end results and success of the project than with the question of the impact of the project on the work of the school and the quality of teaching and learning. Thus, most often quality teachers are selected who implement the goals and objectives of the project more easily. It often happens that some teachers attend a number of training types, and in some cases even the same type of training in different projects, whilst the majority of teachers are not involved at all. In order to facilitate communication, most often teachers are selected who understand the English language. This gives rise to absurd situations, for example, foreign language teachers attend training in vocational didactics.

Another serious problem is the frequent absence of evaluations on individual and institutional levels of the projects that aim at providing teacher training. No clear evidence is available on the success of the training provided and the impact of these initiatives on teacher performance and on the quality of teaching and learning.

4.4   Recommendations

■ The VET Centre should, in collaboration with the BDE, develop a catalogue of training programmes and training providers. The catalogue should help VET teachers and schools to identify accredited CPD programmes and providers in line with their particular needs.

■ It is necessary to establish a special fund for training of VET teachers within the MoES budget (VET Centre and BDE) and/or school budgets. In this way, the VET Centre and the BDE can decrease their dependence on projects funded by external donors. The Academy for teachers, the VET Centre and the BDE must coordinate their roles and competences in the area of CPD for VET teachers with respect to long-term planning and short-term provision.

■ The VET Centre and the BDE should agree and implement external evaluation for CPD programmes and monitoring of impact of training upon teaching and learning so that CPD can be developed and improved over time.

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

There are in practice three types of training carried out through the BDE:

■ training carried out by BDE advisers which most often relates to the delivery of new curricula;

■ training carried out by accredited training providers; and

■ training carried out by international donors, NGOs, etc.

There are 7 402 teachers in secondary education in the country, of whom 4 265 work in VET schools and 3 137 in secondary general schools. Some 85.34% have full-time employment, and 14.66 % work part time[13]. According to the BDE, in the 2013/14 school year a total of 16 298[14] teachers of secondary education received training of any kind. This number is higher than the total number of teachers since a number of them attended more than one different training event. Precise records on the actual number of teachers participating in CPD are not available. Unfortunately, there is no data on the number of trained VET teachers since the BDE does not distinguish between the type of secondary school when recording training. Therefore, it is impossible to determine the proportion of VET teachers who have taken part in CPD for any given time period.

In the period 2013–14, the VET Centre, as well as the BDE, took part in the realisation of projects that contain a component of CPD for VET teachers[15].

In 2013, within the Twinning project for reforming three-year VET, 53 mentors from companies and 37 teachers from VET schools were trained. The mentors and teachers were certified by the VET Centre and international project partners. In the same year, within the YES project, the VET Centre took part in the training of 158 teachers from VET schools on the topic of Preparation for employment and work.

Within the YES project a significant number of teachers were trained in the following areas: Work Readiness Skills* (soft skills) – 367 teachers; Work-Based Learning (improvement of practical training of students) – 144 teachers; Career Counselling Programme* – 228 teachers; Battery of Instruments for Professional Orientation* (BIPO) – 108 teachers; Externship* – followed orientation – 52teachers, realized externship in a company – 25 teachers; Inclusive Work Readiness Skills – 134 teachers; Inclusive Work-Based Learning – 102 teachers; and Inclusive Career Counselling Programme – 92 teachers. The data covers activities conducted so far. It is expected that by the end of the project, the number of participants in the training components marked with * will increase[16].

In 2014 and 2015, training events (workshops) organised by the National Agency for European Education Programmes and Mobility covered 54 teachers from vocational schools throughout the country.

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[13] State Statistical Office of the Republic of Macedonia, Primary, lower and upper secondary schools at the beginning of the school year 2014/15, 2.4.15.06, 815, Skopje, June 2015

[14] Data obtained during interview with representatives of the BDE

[15] Data collected through interviews with stakeholders

[16] Informaciite se dobieni od strana na Ivana Georgievska, MA, Senior Technical Specialist for Vocational Education and Training, YES Network project, Education Development Centre

In regard to mobility through the Erasmus+, Key Action 1, a total of 71 teachers from VET schools took part mobility actions in VET in 2014 and 2015. In addition the mobility option for capacity building will be utilised by 40 staff from VET institutions by the end of 2015. In regard to mobility connected with training and/or learning in VET within Key Action 2, in the course of 2014 and 2015 a total of 53 teachers working in VET schools benefited from this opportunity.

In 2014, also within the YES project, the VET Centre took part in training and certification of 104 company mentors for working with students who attend practical training in companies. In the same year, in collaboration with the Chamber of Crafts of Macedonia, the VET Centre took part in the training of 58 craftsmanship mentors, who were then certified by the VET Centre and the Chamber.

Given that the BDE is competent for the training of teachers of general education subjects in secondary vocational schools, we can assume that the nature of the training provided is related to the general education component of teacher competences (teaching models, ICT, foreign languages, entrepreneurship, career development, etc.).

Five to six training programmes are organised annually, but there is no data as to how these programmes (or some of them) pertain to VET teachers. Depending on the programmes, the objectives of the respective project and the coverage of the target groups, the training events have duration of one to four days. The offered programmes do not focus at all on training of mentors, but a new project has commenced in collaboration with the British Council and the MoES aimed at training of mentors in the English language. The programmes are realised depending on the providers and most often in schools.

It is difficult to conduct a comparative analysis of CPD for VET teachers and general school teachers, or between VET teachers who teach vocational subjects and VET teachers who teach general education subjects. There are no readily available data for establishing the actual numbers and relations. Representatives of the BDE, the VET Centre and the MoES see the solution to this problem in the creation of the Academy for Teachers. The Academy would absorb all the competences from the BDE and the VET Centre that pertain to CPD of teachers and could also provide the institutional basis for the systematic collection of data relating to CPD experiences.

Currently, most of the CPD offered by the BDE focuses on the needs of general rather than vocational teachers. The offer of training programmes that focus on the specific needs of VET teachers and trainers depends on the goals and objectives of projects and is tied to finite timeframes. There is no lasting supply of CPD programmes for VET teachers that addresses development needs in an ongoing manner. However, projects have provided a variety of training for some teachers over the last five years.

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TABLE 5.1 TYPE OF EDUCATION/TRAINING SUPPLY IN THE PERIOD 2000–15

Implementation by	Financed by	Name of in-service teacher training programme
GTZ	GTZ	Promotion of the vocational education system in the former Yugoslav Republic of Macedonia
Phare	EU	Vocational education training
American Institute for Research and International Reading Association	USAID	Teacher development component Career development of students component Career centres Real companies Virtual firms
Macedonian Civic Education Centre	USAID	Piloting the guidelines and instruments, including the procedures for professional and career development system in 23 primary and secondary schools (Teacher Professional and Career Development project) Strengthening school boards Monitoring of the work and planning of the professional development of teachers and school expert support staff (pilot phase) Establishing school integration teams Tools for in-class observation used by VET advisors School performance quality indicators revised Teachers certification procedures established Trainings on intercultural education School debates and forum theatres School principals modules to include interethnic integration in education revised in cooperation with State Examination Centre Trainings on interethnic integration in education provided to teachers in all VET schools through Interethnic Integration in Education project (IIEP)
Open the Windows	USAID	E-School -World Links teacher training component
VET Centre MCEC	KulturKontakt Austria	Establishing and managing school companies for acquiring knowledge and competences Entrepreneurship
Education Development Centre	USAID	Work readiness skills Work-based learning Career counselling certification
Institute of Pedagogy/UKIM Skopje	Finnish Ministry for Foreign Affairs	The developmental role of the teacher Development of a vocational pedagogy for all Development of learning on the job and collaboration with the world of labour Career guidance in the transition from school to the world of labour Assessment of students' achievements Project-based learning School-based development projects
VET Centre	IPA Component IV	Implementation of prepared standards and reformed curricula and production of training materials
Nansen Dialogue Centre Skopje	Ministry of Foreign Affairs of Norway	Nansen model for integrated education Intercultural education
National Agency for European Educational Programmes and Mobility	EU	Erasmus+

The nature of these programmes pertains to a number of significant components within the scope of work of VET teachers and trainers. **TABLE 5.1** demonstrates that so far, training focused on the introduction of new curricula in four-year/technical and three-year VET (GTZ, Phare) training for career

guidance, entrepreneurship, e-learning, skills development, etc. (USAID), implementation of new standards in three-year VET (VET Centre), intercultural education (Nansen Dialogue Centre), training for utilising the European mobility programmes (National Agency for European Education Programmes and Mobility). A significantly diverse supply of training was developed and implemented by the Institute of Pedagogy in collaboration with the Finnish JAMK University of Applied Sciences, which addresses a number of important topics for CPD of VET teachers. Unfortunately, this training offer was part of project activities and in regard to sustainability it was limited by the duration and timeframe of project realisation. Still, effects of these training events find their place in the work of VET teachers. External evaluations of these projects demonstrate that a number of teachers are satisfied with the training, and practice the gained competences in their daily work. As a benefit of implemented projects that contain a CPD component, many schools have improved their equipment used for student practical training, and have acquired competences for using the said equipment in their every-day teaching. Training of this kind, along with training for project-based learning, IT, e-learning, communication skills and training for contemporary learning techniques brought about the introduction of modern pedagogy in the teaching process among part of the teachers and schools. This practice is most pronounced in schools and among teachers included in or implementing projects.

The survey of VET teachers (**TABLE 5.2**) reveals that that most frequent form of professional development for VET teachers was in-service training in school (53% of VET teachers) and in-service training out of school (47%), followed by participation in educational conferences and workshops (36%). Of the total number of teachers, only 13.1% spent more than 30 hours in in-service training out of school. Just 35% of VET teachers received CPD which focused on their vocational specialism. Just less than 30% of VET teachers had the opportunity to learn from observations in other schools or from in-service training in a business environment. Positively we can conclude that taking all kinds of provision together more than 74% of VET teachers obtained some kind of CPD in the last 12 months. However, the negative point is that around one quarter of VET teachers did not access any CPD in the last 12 months.

TABLE 5.2 HOW MANY HOURS OF THE FOLLOWING KINDS OF CPD (IN-SERVICE TRAINING) YOU RECEIVED OVER THE LAST 12 MONTHS (%)

If none state 0	Zero hour	2–30 hours	More than 30 hours
In-service training out of school	47.3	39.6	13.1
In-service training in school	53.0	43.9	3.1
Focus on the vocational specialism that you teach	64.0	31.3	4.7
Education conferences or workshops (where teachers and/or researchers present their research results and discuss educational issues)	64.3	32.4	3.3
Observation visits to other schools	72.6	25.0	2.4
Observation visits or in-service training courses that took place in business premises	74.7	24.0	1.3

The dominant location for conducting training is outside of school (52.7%). Although we know that 47% of teachers attended training in their respective schools, it is difficult to conclude whether such training was organised by the school or within the framework of a project where the school was used only as a venue.

TABLE 5.3 DURING THE LAST 12 MONTHS, DID YOU PARTICIPATE IN THE FOLLOWING FORMS OF PROFESSIONAL DEVELOPMENT?

	Yes (%)	No (%)	Responses
A programme that results in a formal qualification, e.g. a part-time university degree programme?	15.0	85.0	381
A network of teachers formed to support the professional development of teachers? By 'network' is meant a group of teachers from more than one school that meets or communicates regularly.	27.2	72.8	330
Individual or collaborative research on a topic of interest to you professionally?	33.4	66.6	297
Mentoring and/or peer observation and/or coaching, as part of a formal school arrangement?	30.1	69.9	314

For most VET teachers (85%) CPD does not result in any formal qualification. More positively a significant minority of teachers (33%) participated in individual or collaborative research while 27% participated in some kind of professional network. 30% participated in mentoring and/or peer observation and/or coaching, as part of a formal school arrangement.

In regard to modes of delivery, training for CPD of VET teachers is usually realised with duration of one to three or more days, and most often in cycles. The most common training event runs from Friday afternoon to Sunday. This is the usual dynamics for CPD realised through projects. This practice is prevalent in recent years, since the MoES does not allow teachers to attend training during working hours in order to protect teaching time. However, this arrangement may have a negative impact on teacher participation. Practices have also been recorded when, in certain cases, teachers take days off, days that are part of their annual leave, so as to be able to attend training events. However, training events organised by or in collaboration with the MoES are excepted from this rule and **TABLE 5.4** shows that 42.8% of teachers received time to carry out CPD.

TABLE 5.4 FOR THE PROFESSIONAL DEVELOPMENT THAT YOU PARTICIPATED IN DURING THE LAST 12 MONTHS, DID YOU RECEIVE ANY OF THE FOLLOWING KINDS OF SUPPORT?

	Yes (%)	No (%)	Responses
I received scheduled time for activities that took place during regular working hours at the school	42.8	57.2	425
I received a salary supplement for activities outside working hours	2.2	97.8	405
I received non-monetary support for activities outside working hours (reduced teaching, days off, study leave, etc.).	16.1	83.9	410

It was unusual for teachers to be compensated in salary or by time for CPD that took place outside of working hours (Table 5.4).

TABLE 5.5 FOR THE PROFESSIONAL DEVELOPMENT IN WHICH YOU PARTICIPATED IN THE LAST 12 MONTHS, HOW MUCH DID YOU PERSONALLY HAVE TO PAY FOR?

None of the cost	83.0%		366
Some of the cost	10.9%		48
All of the cost	6.1%		27
Total			441

In general, teachers are not personally paying for their CPD. In most cases training is paid for by a project and perhaps in some cases by the BDE. The fact that teachers do not pay for their CPD may reduce their expectations. However, about 41% of teachers did report that cost was a barrier so it may be that there are other forms of CPD which they do not take up or that they are concerned about associated costs, such as travel costs.

The most popular topics for CPD were Student evaluation and assessment practices, ICT skills for teaching and teaching in a multicultural or multilingual setting (**TABLE 5.6**). There was less participation in CPD addressing: New technologies in the workplace, Approaches to developing cross-occupational competences for future work, Knowledge and understanding in my subject field, Teaching students with special needs and Approaches to individualised learning. These data evidence the scarcity of training opportunities for professional development of teachers of vocational subjects, since Table 8.2 below suggests that many VET teachers believed that they needed these kinds of training.

TABLE 5.6 DID THE PROFESSIONAL DEVELOPMENT ACTIVITIES YOU PARTICIPATED IN DURING THE LAST 12 MONTHS COVER THE FOLLOWING TOPICS?

	Yes	No	Responses
Student evaluation and assessment practices	56.3	43.7	435
ICT skills for teaching	54.0	46.0	435
Teaching in a multicultural or multilingual setting	52.1	47.9	426
Student career guidance and counselling	45.4	54.6	427
Updating my professional knowledge and skills in relation to current practice in the workplace.	41.4	58.6	428
Pedagogical competences in teaching my subject field(s), including giving feedback to learners	41.1	58.9	435
Knowledge of the curriculum	40.7	59.3	430
Student behaviour and classroom management	40.4	59.6	431
Teaching cross-curricular skills (e.g. problem solving, learning-to-learn)	40.1	59.9	426
Approaches to individualised learning	37.9	62.1	428
Teaching students with special needs	36.9	63.1	428
Knowledge and understanding in my subject field(s)	35.8	64.2	439
Approaches to developing cross-occupational competences for future work (e.g. enterprise skills)	34.6	65.4	428
New technologies in the workplace	32.9	67.1	431

The dominance of forms of CPD which aims to develop generic teaching competences, equally important for teachers teaching general subjects and for teachers teaching vocational subjects, is consistent with the dominant role played by the BDE in provision. It is true that around 34% of these teachers teach general subjects rather than vocational subjects, however, the data suggest that there is a lack of CPD that focuses on specialist vocational needs.

5.1 Conclusions

The volume of CPD obtained by VET teachers each year is very limited and is more likely to be of a generic character than to address the specific needs of vocational teachers. However, there is evidence that around 74% of VET teachers do access a variety of CPD programmes usually through projects organised and managed by international organisations (in cooperation with the BDE or VET Centre) or by the BDE and the VET Centre. There is no stable supply of training which can be repeated and delivered according to needs of schools or teachers.

On a project level, the type of training depends on project goals and objectives, whereas the training provided by the BDE and VET Centre most often pertains to implementation of new curricula or implementation of MoES, BDE or VET Centre initiatives, such as external student assessment. In other projects, organised and realised by international organisations (in partnership with local providers and regulators) teachers participated in different types of training (IT, project-based learning, e-learning, communication skills, intercultural competences, entrepreneurship, mentoring, contemporary pedagogy, etc.). These types of training events most often depend on the objectives of the projects under implementation.

The competences of the BDE for accreditation of programmes for CPD of VET teachers and for implementing CPD provides it with an advantage in respect to the VET Centre, and allows for more frequent organisation and realisation of CPD focusing on the needs of general teachers.

Training within CPD of VET teachers is not an on-going component of school activities that are planned and executed in correlation with the detected educational needs of teachers. Training events organised in a business environment are a rarity in the former Yugoslav Republic of Macedonia. Such a practice has yet to be established in the VET system. The rare incidents are due to bilateral agreements between VET schools and businesses. The lack of business cooperation for VET schools is an old problem, already addressed in the Country VET Strategy 2013–2020, which provided several measures for overcoming this hurdle.

The same is true of the exchange of experiences and services between VET schools. This practise also has not yet permeated the VET system. It is most often realised at the level of professional associations, but rarely between schools. The European Peer Review Quality Assurance Model encourages such collaboration.

5.2 Recommendations

■ It is evident that the continuing professional development (CPD) of VET teachers is in urgent need of reform. CPD is too theoretical without much practice and CPD is usually a formal (often obligatory) offer which does not respond to teacher needs.

■ Given that the VET Centre and the BDE are competent for CPD of VET teachers and their staff have a task to carry out forms of CPD for teachers, it is necessary for this supply to be developed into sets of training programmes to be offered by the VET Centre and the BDE to VET schools. This task must be financially supported with activities that are planned in advance and represent a constituent part of the institutions' budgets.

■ Programmes for CPD should be developed according to defined standards and sets of competences in line with the different levels of career development of VET teachers.

■ An open CPD on-line platform for VET teachers and mentors should be established, offering information, research results, examples of good practices and programmes for e-learning.

- Chambers, in collaboration with the business community should develop and accredit programmes for strengthening the vocational competences of VET teachers.

- CPD of VET teachers should be established on an open basis, encouraging the involvement of a number of independent providers who will operate on profit basis. To this end, a voucher system for CPD should be designed and instituted. Each teacher should receive an appropriate number of vouchers that will enable him/her to meet the requirements for professional development on annual basis and the freedom to select the provider also taking into account specific needs.

- The VET Centre should maintain a database on CPD for VET teachers. Each VET school should maintain internal records and send annually information in teachers involved in various forms of CPD. The database should be regularly updated.

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

Programmes for CPD of VET teachers are usually designed by the organisers of the respective training with the assistance of domestic and/or international experts.

In some cases standardised (international or domestic) programmes are realised by international or domestic organisations with the help of domestic and international experts, most often hired on a project level. Such is the case of the programme of the Nansen Model for Integrated Education, which is standardised and constantly available and open for any teacher. The advantage of this programme lies in its evolving nature, in that some of its components develop on the basis of findings from regular external evaluations. Training within CPD usually results in a certificate verifying attendance, which is not evidence of competences developed. True verification and certification of competences acquired during training are rare (one example was the certification of the programme for Interethnic Integration in Education).

Further, the impact of the training on teachers and their work with students is rarely verified. Most often, the process ends with the end of the project, and final evaluations rarely touch the question of project impact.

The question of the quality of the training from the viewpoint of methodological and pedagogical/andragogical foundation remains open. No clear evidence is available as to the extent to which experts delivering teacher training possess the necessary expertise / competences for education of adults. Frequently university professors are hired to deliver training, who have experience and competences for educational work with children and youth, but lack experience and competences for educational work with adults. To address this weakness, the state has stipulated in the Law on Adult Education[17] an obligation for each provider that works with adults to have undergone andragogical training in order to work with adults. Unfortunately, although this obligation is regulated by law, it is not implemented in practice and the accreditation of providers is carried out without respecting this obligation.

Quality assurance of provision and providers is mostly carried out through occasional and final evaluations and through the work of the education inspectorate, the BDE and the VET Centre. In case of project activities focused on CPD of VET teachers, quality assurance rests with the project implementing organisation and is carried out through internal supervision and evaluation of the achievement of the goals of the project. Whole school evaluation, carried out by the State Education Inspectorate, is part of the system for quality assurance, as is the self-evaluation, carried out by VET schools. Training was organised on both processes for VET school employees. Other types of training on quality assurance are rare and are part of project-based activities.

This research provides information on the quality of the training delivered to VET teachers, viewed from the perspective of its impact on the different components of teachers' work (**FIGURE 6.1**). The responses from VET teachers suggest that at least 30% of participants in CPD reported high impact whilst around 25% report no or low impact. The rest report medium impact or don't know. It appears then that programmes with the same focus have differential impact on different teachers which may result from differences in the quality of delivery at different events or from differences in the needs of teachers – for example, qualitative evidence suggests that some teachers may have received inappropriate CPD.

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[17] Law on Adult Education, *Official Gazette of the Republic of Macedonia*, No 7/08

FIGURE 6.1 IMPACT OF CPD
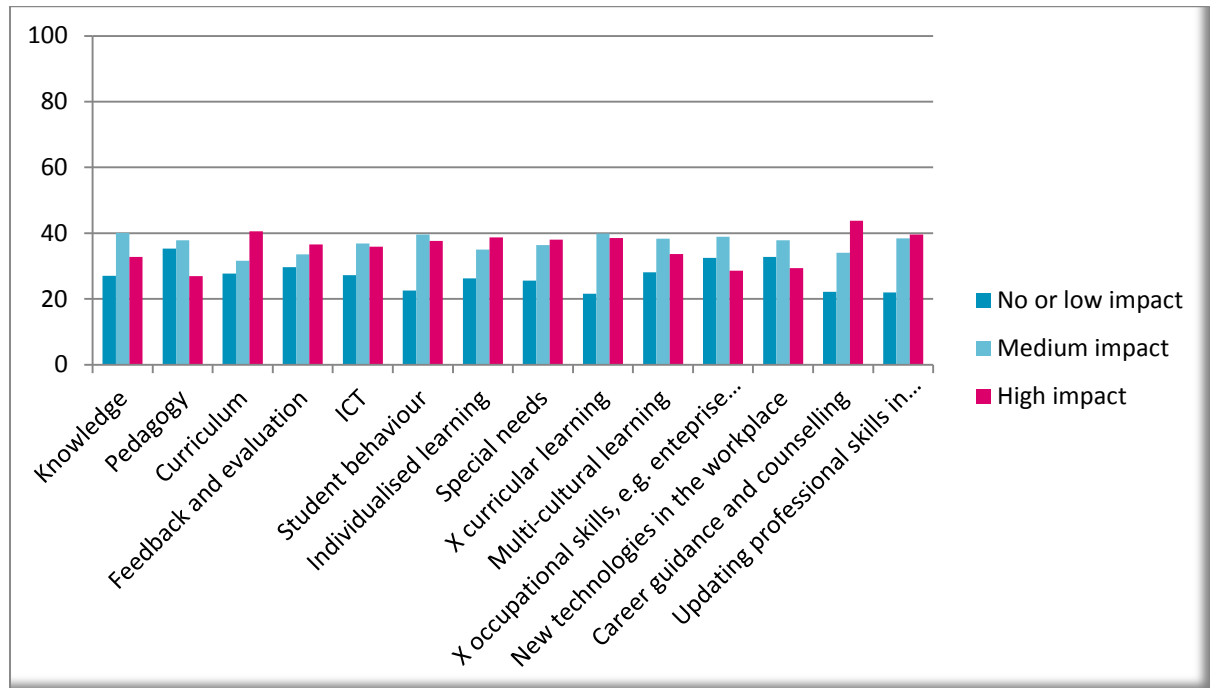
These judgements about different kinds of training suggest that quality was variable between events or that perhaps that some CPD was not delivered to those teachers that needed it. More effective evaluation of CPD would help to improve impact.

As CPD of VET teachers is primarily project-based and most often limited in time and coverage, it is impossible to speak about a regular practice of programme change depending on findings of periodical evaluations. Programme change and improvement are rare, exceptions being the Nansen Dialogue Centre's Model of Intercultural Education and the USAID Interethnic Integration programme. Other programmes are most often incidental, time-bound and insufficiently transparent.

6.1 Conclusions

Programmes for CPD of VET teachers are most often designed according to the needs of implemented projects. Some of these programmes are based on previous assessment of teacher needs. However, the question remains whether the needs analysis is focused on the knowledge and skills already planned within a respective project or on all education and training needs of VET teachers, according to priority.

Services are mostly delivered by external experts hired for the needs and goals of the respective project. The issue of their andragogical competences, i.e. abilities to work with adult learners, remains open.

In regard to the impact of training for CPD low level of satisfaction is expressed by around 25% of the trained teachers. This implies that there is a waste of resources. Low impact may be explained by poor design or poor targeting. These inefficiencies are reducing the perceived value of CPD for some teachers. There is little evaluation so design is not informed by feedback from delivery.

Programmes for CPD organised by the BDE and VET Centre most often relate to public policies. They are public and transparent, and correspond with state initiatives primarily pertaining to introduction of new curricula, teacher competences necessary for implementation of innovations in teaching (external assessment, application of software for records and open communication with the public, ICT, etc.).

The system of permanent and accredited providers of CPD for VET teachers is poor and a catalogue of educational and training supply that could be used by schools and VET teachers freely and based on needs does not exist.

6.2   Recommendations

■ Modernization and standardisation of CPD programmes is required. To this end, it is necessary to develop a National Framework of Teacher Qualifications, which would serve as basis for training programmes.

■ The Government, the VET Centre and the BDE should support the emergence of providers of CPD for VET teachers.

■ Providers of CPD for VET teachers should be required to conduct occasional internal and final external evaluations of their programmes.

■ Providers of CPD for VET teachers should issue certificates of attendance and assessment of successful completion of the training to each participant.

■ The VET Centre, the BDE and VET schools should conduct regular monitoring of the effects of the CPD training events in the work of the teachers.

■ Accreditation should ensure that programmes strictly respect the legal provisions relating to andragogical requirements and design in accordance with the characteristics of the learners.

■ The VET Centre, the BDE and the Adult Education Centre should develop programmes for training of providers of CPD for VET teachers.

■ The VET Centre, the BDE and the Adult Education Centre should publish and update a catalogue CPD of VET teachers.

7. SCHOOL-BASED PROVISION

According to the Law on Secondary Education[18] and the Rulebook on the Conditions and Manner of Taking the Post-induction Exam for Teachers and Expert School Support Staff in Public Secondary Schools[19], a teacher employed for the first time in a public school has a status of apprentice. The apprenticeship/induction period has duration of one year. A public school apprentice takes an apprenticeship/induction examination. The examination is taken according to a predetermined programme in front of an expert commission put together by the MoES. Before each examination period, the MoES distributes a notification to each secondary school containing the deadline for submission of applications for the examination, necessary documents and other information pertaining to the examination.

The teacher-apprentice prepares for the apprenticeship/induction examination with the help of his/her mentor who is chosen by the school principal, from among better/more experienced teachers. If there is no teacher in the school who teaches the respective subject, a teacher from the nearest secondary school who teaches the same subject can also be a mentor. Unfortunately, it often happens in the practice that a mentor is appointed who does not teach the respective subject.

Although this obligation was established as far back as 1996, more than 40% of teachers have not received training in line with the preparatory programme when first employed. The number of teachers who have not attended a preparatory programme is slightly higher among teachers who have been working for longer (see **TABLE 7.1**)

TABLE 7.1 I TOOK/TAKE PART IN AN INDUCTION PROGRAMME IN MY FIRST REGULAR EMPLOYMENT AS A TEACHER

I took/take part in an induction programme in my first regular employment as a teacher	Yes	No
0–5 years of teaching experience	58.0	42.0
6–15 years of teaching experience	56.5	43.5
More than 16 years of teaching experience	54.8	45.2

A similar proportion of VET teachers attended an informal preparatory programme when they started to work as a teacher – which may have been offered as an alternative to a formal induction.

TABLE 7.2 I TOOK/TAKE PART IN INFORMAL INDUCTION ACTIVITIES NOT PART OF AN INDUCTION PROGRAMME IN MY FIRST REGULAR EMPLOYMENT AS A TEACHER

| I took/take part in informal induction activities not part of an induction programme in my first regular employment as a teacher	Yes	No
0–5 years	45.3	54.7
6–15 years	49.7	50.3
More than 16 years	51.4	48.6

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[18] Law on Secondary Education, consolidated text, http://mon.gov.mk/images/documents/zakoni/Zakon_za_srednoto_obrazovanie_06_08_2015.pdf
[19] *Official Gazette of the Republic of Macedonia*, No 27/96

It is evident that the preparatory/induction period is becoming more formalised and is increasingly organised through introduction of formal programmes for teacher induction. This represents a measure of progress, however, the fact that 42% of teachers with less than six years of teaching experience received no formal induction is a concern.

The implementation of an organised system for induction of new teachers is also evident from the results that highlight that teachers who have been working for longer periods of time received less mentoring than teachers who have been employed more recently (**FIGURE 7.1**).

FIGURE 7.1 RECEIVED MENTORING
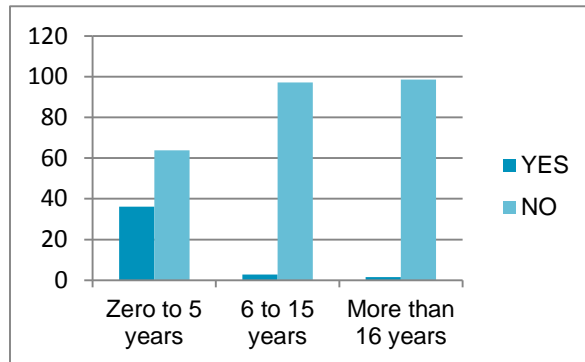
FIGURE 7.2 SERVED AS MENTOR
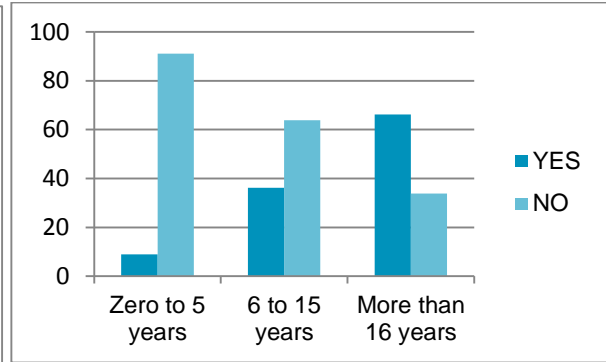
Of course, more experienced teachers have served as mentors in comparison to younger teachers. This makes sense, because the law stipulates that mentors are to be selected from among more experienced teachers (**FIGURE 7.2**). In accordance with this provision, more teachers with longer working experience have had more training on mentoring (**FIGURE 7.3**). However, the data reveal that 171 teachers served as mentors, whilst only 79 received training to carry out this function.

FIGURE 7.3 RECEIVED TRAINING FOR MENTORING
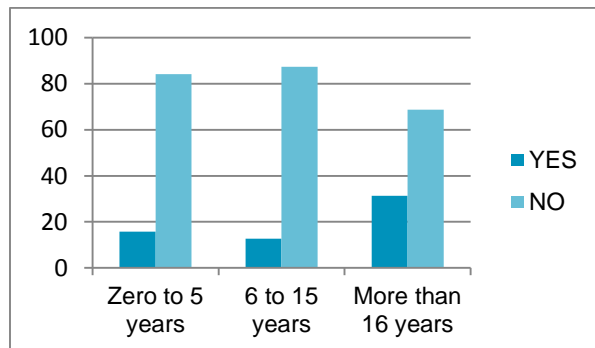
According to the Law on Teachers from 2015, teachers can progress into career level of teacher-mentor if they:

■ have at least five years of work experience as teacher;

■ possess a license for teacher, which is to be issued by the future Academy for Teachers that is also responsible for organising the training for acquiring the license;

■ meet the professional standards for teacher-mentor;

■ have featured at least once in the published report with results from the conducted external assessment of the achievement of students that contains 20% of teachers with smallest discrepancies, between the two types of assessment – the grade that the students had received from the teacher at the end of the school year and the results/grades the students had achieved at the external testing;

- have not featured in the last five years in the published report with results from the conducted external assessment of the achievement of students containing 20% of teachers with highest discrepancies in the results; and

- have received a mark not less than four (4) in the assessment of his/her work from the last conducted integral evaluation.

Whether the professional standards for the step teacher-mentor have been met is verified by a commission established by the mnister[20]. These regulations represent formal requirements relating to a change in formal career status; it is not clear whether in fact those teachers involved in mentoring possess this formal status.

The survey provides some evidence about the extent to which VET teachers carry out informal discussions with other teachers or with managers or pedagogic advisors relating to their teaching.

TABLE 7.3 DURING THE LAST MONTH, DID YOU PARTICIPATE IN THE FOLLOWING FORMS OF IN-SCHOOL PROFESSIONAL DEVELOPMENT?

	Yes		No		Total responses
	%	Number	%	Number	
Planned discussions with other teachers relating to your teaching?	51.9	235	48.1	218	453
Planned discussions with managers or with pedagogic advisors relating to your teaching?	51.1	232	48.9	222	454
Informal discussions with other teachers or with managers or pedagogic advisors relating to your teaching?	78.5	362	21.5	99	461

It is evident that planned collaborative work is not a regular practice for about half of VET teachers. Informal collaboration is more widespread. This represents a missed professional development opportunity for VET teachers.

It can be concluded from stakeholder interviews that some schools have high levels of collaborative work, which can be seen as a kind of CPD. These schools are primarily the ones that conduct regular analysis of the educational needs of their teachers, carry out their own internal teacher training with the help of external experts or as part of the collaboration with the business sector. This type of CPD is mostly funded by the schools or through exchange of services with the business sector.

7.1 Conclusions

School-based CPD provision is undeveloped in the former Yugoslav Republic of Macedonia. Formally, there are preparatory programmes, including mentoring, for most but not all apprentice/novice teachers. Some 46% of mentors have received training. It is not clear to what extent schools organise their own CPD to meet their own needs, however, this does not appear to be widespread in most schools and it depends on the funding available to the school (see below). Some schools have been able to participate in particular projects which particularly addressed their needs. Formal collaborative forms of working between teachers at school level are poorly developed for around 50% of VET teachers.

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[20] Law on Teachers in Primary and Secondary Schools, *Official Gazette of the Republic of Macedonia*, No 10/15

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7.2   Recommendations

■ Schools should have an identified line in their school budgets earmarked for CPD.

■ Schools could be given more support to identify professional development needs and to organise their own CPD, working in partnership with employers or with CPD providers.

■ Planning and evaluation of CPD should form part of school planning and internal evaluation.

8. PROFESSIONAL DEVELOPMENT NEEDS

VET schools organise and deliver CPD for their own staff in a number of ways. From interviews with schools we can conclude that some schools carry out assessment of the needs for professional development of teachers using questionnaires, discussions with teachers, classroom observation and weaknesses identified during control of the quality of the work of teachers, including results from the external assessment of students. The results of conducted internal self-evaluations and of the external integral evaluation of the school carried out by the State Education Inspectorate are a constituent part of these analyses.

On the basis of such analyses, school development plans are developed including forms of suitable CPD, such as mentor support. In certain cases collaboration is established with companies or education/training providers for the purpose of carrying out CPD for VET teachers. This practice is, for example, a regular component of the work of the secondary VET school ASUC 'Boro Petrushevski' from Skopje. Such collaboration largely depends on the funds available to the school.

TABLE 8.1 WHOSE RESPONSIBILITY IS IT TO IDENTIFY YOUR PROFESSIONAL DEVELOPMENT NEEDS AND TO FIND SUITABLE TRAINING? (%)

	I agree	I disagree	I don't know
It is mainly my responsibility to identify my own professional development needs and to find suitable training	54.9	31.2	13.9
My school (employer) helps me to identify my professional development needs and to find suitable training	53.1	31.4	15.5
There is a well-defined process for assessing my training needs and then providing suitable training, for example, through an annual professional development plan	42.7	30.8	26.5

In regard to the responsibility for identifying teacher needs for CPD, we see different interpretations from the teachers. A large portion (54.9%) believes that it is their own responsibility, whereas 53% say that they are helped by their schools. 42.7%, a minority confirms that there is a well-defined process for identification and provision of CPD (**TABLE 8.1**).

8.1 Professional standards

There are no professional standards for VET teachers in the former Yugoslav Republic of Macedonia. The National Qualifications Framework is still in preparation and the standards for teacher qualifications have not been developed. The approach of one general framework of competences for all teachers (preschool, primary school and vocational teachers) persists.

As part of the Teacher Professional and Career Development project, implemented with financial support from USAID, a document that defines Teacher Core Professional Competences and Standards for Teacher-Mentor and Teacher-Advisor was developed[21]. The document was developed by a working group comprising education experts, teachers and representatives of the BDE and the VET Centre. This document provides a broad spectrum of competences every teacher should possess, including specific competences relevant for teachers responsible for practical training in VET schools. It represents a basis for the development of competences and standards for professional qualification of teachers.

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[21] http://mk.mcgo.org.mk/usaid-teacher-professional-and-career-development-project/

Furthermore the document contains standards for advancing into teacher-mentor and teacher-advisor. The competences and standards are relevant and address all teachers in all tiers of education:

Teacher core professional competences and standards relate to:

■ professional values, that any teacher is expected to possess and respect;

■ professional knowledge and skills that any teacher is expected to have acquired during his/her initial teacher training, the induction/apprenticeship period and the years of educational work[22].

A Framework of teacher competences was already included in the National Programme for Development of Education 2005–2015, which also pertains to all teachers and is primarily focused on generic competences. Other initiatives in recent years also aimed at developing a Framework of Teacher Competences, such as the regional project 'Advancing Teacher Professionalism for Inclusive, Quality and Relevant Education' (ATEPIE) implemented during 2011–13 by the Centre for Education Policy (Belgrade), in which representatives from several countries from the region (Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Montenegro and Serbia) designed a Framework of Teacher Competences covering six key areas.

Another example of efforts to define teacher competences and introduce standards for teacher qualifications in VET is the initiative of the Institute of Pedagogy, which through a Tempus project sought to build a new approach not only in initial teacher education, but also in in-service teacher training. The goal of the project was to establish flexible, highly organised and continuing pre-service and in-service training for secondary school teachers. A modular curriculum was constructed, established on the principles of credit point system, comprising two spheres of VET teacher: education and training. A Career Development Model was designed for the in-service training needs of VET teachers. This model dispensed with the then uniform treatment of teacher quality and remuneration. It was based on a differentiation of teachers in four levels: volunteer, junior teacher, teacher and master teacher. This curriculum and the model for career development are examples of efforts that did not find their place in the state policy on CPD for VET teachers. Still, this experience may serve the future establishment of a system for CPD of VET teachers in the country.

Once a National Framework of Teacher Qualifications is developed, the adopted standards for teachers can represent a reference framework of indicators not only in processes of external evaluation but also in the processes of self-evaluation. Such standards would be a foundation not only for carrying out analyses of educational needs of VET teachers but also for development of programmes for CPD for VET teachers.

8.2 Training demand and supply

Most of the training delivered by public providers (VET Centre and BDE) represents training of VET teachers for implementation of new or revised curricula. The rest of the training is project-based and most of the delivered in collaboration with international organisations and/or the NGO sector, primarily focused on the development of generic competences. The starting point for all instances is the assumption that such training is necessary for the teachers, often accompanied by analysis of the needs of VET teachers. Mostly such analyses focus on the needs compatible with the goals/objectives of the projects, not necessarily reflecting the true priority needs of VET teachers. This is evident from the survey of VET teachers who report the following priorities with respect to training needs: Teaching students with special needs, new technologies in the work, updating my professional knowledge and skills in relation to current practice in the workplace and Student career guidance and counselling.

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[22] Ibid.

Teachers say they feel the least need for training in 'knowledge and understanding in my subject field(s)' and 'knowledge of the curriculum' (**TABLE 8.2**).

TABLE 8.2 **FOR EACH OF THE AREAS LISTED BELOW, PLEASE INDICATE THE DEGREE TO WHICH YOU CURRENTLY NEED PROFESSIONAL DEVELOPMENT**

Needs	No need at present	Low level of need	Moderate level of need	High level of need
Teaching students with special needs	19.7	17.7	29.5	33.2
New technologies in the workplace	12.2	21.5	37.2	29.1
Updating my professional knowledge and skills in relation to current practice in the workplace.	15.0	21.1	35.9	28.0
Student career guidance and counselling	20.0	22.0	33.8	24.2
Approaches to developing cross-occupational competences for future work (e.g. enterprise skills)	21.5	25.5	35.3	17.7
ICT (information and communication technology) skills for teaching	27.8	23.3	32.4	16.5
Teaching cross-curricular skills (e.g. problem solving, learning-to-learn)	23.1	29.3	31.7	15.9
Approaches to individualised learning	27.0	27.0	32.1	13.9
Teaching in a multicultural or multilingual setting	32.1	26.4	28.6	12.9
Student evaluation and assessment practices	29.0	31.2	27.9	11.8
Student behaviour and classroom management	34.2	25.3	30.3	10.2
Pedagogical competences in teaching my subject field(s), including giving feedback to learners	33.6	28.7	30.7	7.0
Knowledge and understanding in my subject field(s)	46.7	24.9	22.8	5.6
Knowledge of the curriculum	48.0	25.1	21.4	5.5

A moderate level of need is reported in the following areas: approaches to developing cross-occupational competences for future work (e.g. enterprise skills); ICT (information and communication technology) skills for teaching; teaching cross-curricular skills (e.g. problem solving, learning-to-learn); and approaches to individualised learning.

The responses of the teachers depend partly on what training they have already received. However, it is clear that current training provision is not closely matched to the perception of priorities by VET teachers. This lack of correspondence is most pronounced in respect of training related to new technologies and changes on the labour market (only 33% said that had received training addressing this as against 66% that expressed a moderate or high need) and the demand for new knowledge and skills the work force faces (only 41% said that had received training against 64% that expressed a moderate or high need). In the absence of other professional development providers, the best way for VET schools to meet these demands is through collaboration with the business sector. The interviews with stakeholders revealed this to be a regular practice in some schools.

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TABLE 8.3 HOW STRONGLY DO YOU AGREE OR DISAGREE THAT THE FOLLOWING PRESENT BARRIERS TO YOUR PARTICIPATION IN PROFESSIONAL DEVELOPMENT?

	Strongly disagree	Disagree	Agree	Strongly agree
I do not have the pre-requisites (e.g. qualifications, experience, seniority)	68.1	26.2	5.2	0.4
Professional development is too expensive / unaffordable	16.7	42.1	36.7	4.6
There is a lack of support from my employer (school)	18.8	44.2	28.0	9.0
Professional development conflicts with my work schedule	23.3	54.5	18.9	3.3
I do not have time because of family or personal responsibilities	36.5	49.1	12.4	2.0
There is no relevant professional development offered	10.0	25.9	45.8	18.3
There are no incentives for participating in such activities	12.1	23.7	42.1	22.1

Statements of VET teachers confirm that strongest barriers for them to participate in CPD, are above all lack of relevant professional development offer and incentives for participation in this kind of activity. 41% report that cost is a barrier. Stakeholder interviews provided a confirmation for these claims. Interviews highlight that without projects, they (schools) could not find sufficient funds for hiring providers or external experts to conduct CPD of their teachers, since their budgets lack funds earmarked for this development issue.

In general there is a lack of methodology and capacity for the identification of professional development needs at school level. The interviews point out that schools and teachers who are experienced in CPD (primarily project-based) have a greater awareness of CPD and are more likely to have an organised approach to identifying the needs of teachers for professional development. The same teachers also display a higher degree of self-development awareness.

8.3   Conclusions

At a national level the former Yugoslav Republic of Macedonia has established a **Teacher Core Professional Competencies and Standards** but this is not yet being used to assess needs or to inform the design of CPD programmes. At school level there is a requirement for planning professional development at a school level but, in many schools, there is a lack of methodology, resources and capacity to carry this out. Meanwhile, the design and provision of CPD programmes at a national level is largely driven by developments in curriculum and qualifications and is not tailored to the known needs of VET schools and teachers. Most schools are only able to identify and address their CPD needs to a limited extent. However, there some VET schools are active in identifying needs and organising provision of CPD.

8.4   Recommendations

■   The **Teacher Core Professional Competencies and Standards** should represent the basis for the analysis of CPD needs of VET teachers, should inform the design of programmes and should inform evaluation and self-assessment.

■   The VET Centre and the BDE should deliver training events for VET schools for proper carrying out of analysis of educational needs of teachers.

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- The VET Centre and the BDE should deliver training events for VET teachers for self-assessment of competences and establishing needs for CPD, making use of the Rulebooks and Guidelines that have been developed.

- The VET Centre and the BDE should carry out research to assess the needs for CPD among VET teachers and VET schools, establishing priority needs and implementing actions for addressing them directly and through school-based provision.

- Schools should be supported to develop processes that will enable them to meet the standards for external evaluation with respect to providing CPD. Schools which are effective at school-based CPD could assist other schools.

9. TEACHER FEEDBACK AND REVIEW

Feedback is an important tool for stimulating CPD of VET teachers. In VET schools, feedback is primarily provided to teachers by the principal and expert support staff (e.g. the pedagogue, psychologist). Such information mostly pertains to results from observations of the teacher's work during class and his/her workplans and teacher portfolios (**TABLE 9.1**).

TABLE 9.1 IN THIS SCHOOL, WHO USES THE FOLLOWING METHODS TO PROVIDE FEEDBACK TO YOU?

	External individuals or bodies	School principal or school managers	Assigned mentor	Other teachers	I have never received this feedback in this school
Feedback following direct observation of your classroom teaching	36.3	63.1	8.6	7.5	14.1
Feedback from student surveys about your teaching	10.0	45.0	5.8	12.4	35.7
Feedback following an assessment of your content knowledge	25.3	38.5	9.5	9.3	32.4
Feedback following an analysis of your students' test scores	14.6	34.9	8.7	13.9	37.2
Feedback following self- assessment of your work (e.g. you present of a portfolio of your planning work)	33.5	48.2	6.9	9.2	20.8
Feedback following surveys or discussions with parents or guardians	12.3	42.8	4.7	10.1	38.3

The least practiced method of feedback is feedback received from mentors and other teachers. Feedback obtained from external individuals or bodies mostly pertain to observations of the teacher's teaching/classroom work or designed workplans and teacher portfolios. This is likely to be feedback from education inspectors and/or BDE or VET Centre advisers.

Feedback mostly contributes to the strengthening of the motivation, self-confidence and satisfaction with the work of VET teachers, with least influence being realised on acquiring financial benefits (bonuses). (**TABLE 9.2**)

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TABLE 9.2 CONCERNING THE FEEDBACK YOU HAVE RECEIVED AT THIS SCHOOL, TO WHAT EXTENT HAS IT DIRECTLY LED TO A POSITIVE CHANGE IN ANY OF THE FOLLOWING?

	No positive change	Small change	Moderate change	Large change	Don't know
Your public recognition from the principal and/or your colleagues	9.4	18.3	32.9	22.6	16.8
Your role in school development initiatives (e.g. curriculum development group, development of school objectives)	9.6	18.6	40.5	15.4	15.9
Likelihood of your career advancement (e.g. promotion)	18.1	20.0	29.2	16.9	15.9
The amount or type of professional development (in-service training) you undertake	9.8	22.2	33.7	18.3	15.9
Your job responsibilities at this school	8.7	18.8	36.7	25.6	10.1
Your confidence as a teacher	5.1	14.0	34.9	39.3	6.7
Your salary and/or financial bonus	52.5	10.4	16.6	11.3	9.2
Your classroom management practices	9.8	19.8	37.3	22.7	10.5
Your knowledge and understanding of your main subject field(s)	13.5	16.9	31.9	27.5	10.3
Your teaching practices	7.7	18.6	37.0	26.6	10.2
Your methods for teaching students with special needs	15.4	18.2	25.1	16.2	25.1
Your use of student assessments to improve student learning	8.1	18.3	40.0	22.7	10.9
Your job satisfaction	11.7	13.4	32.4	34.8	7.8
Your motivation	12.6	12.3	32.4	34.3	8.5

It is a source of concern to see that close to half of the respondents stated that feedback has only moderate or little influence over accessing CPD. This is confirmed in **TABLE 9.3**. Close to half of the respondents stated that teacher appraisal and feedback are largely done to fulfil administrative requirements. There are different opinions in regard to the influence of assessment of teachers and feedback on the way teachers teach. Nevertheless, 53.6% of VET teachers believe that both measures have a positive effect on their work.

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TABLE 9.3 TEACHER APPRAISAL, FEEDBACK AND PROFESSIONAL DEVELOPMENT IN SCHOOL MORE GENERALLY

	Strongly disagree	Disagree	Agree	Strongly agree
The best performing teachers in this school receive the greatest recognition (e.g. rewards, additional training or responsibilities).	27.3	44.2	25.5	3.0
Teacher appraisal and feedback have little impact upon the way teachers teach in the classroom.	12.1	41.5	40.6	5.8
Teacher appraisal and feedback are largely done to fulfil administrative requirements.	10.1	29.2	47.6	13.0
A development or training plan is established for teachers to improve their work as a teacher.	14.2	30.3	49.2	6.4
Feedback is provided to teachers based on a thorough assessment of their teaching.	13.1	35.6	45.1	6.2
If a teacher is consistently under-performing, he/she would be dismissed.	28.9	52.4	14.6	4.1
Measures to remedy any weaknesses in teaching are discussed with the teacher.	10.5	22.0	61.4	6.1
A mentor is appointed to help the teacher improve his/her teaching.	14.7	28.6	47.0	9.7

Most teachers expect that low performing teachers would be supported to improve their teaching, rather than dismissed.

9.1 Conclusions

Internal feedback is primarily provided by principals and school expert support staff. It focuses on the classroom work of the teacher and his/her completion of work plans. External feedback also mainly relates to the work of the teacher in the classroom and developed work plans. This feedback is received largely from State Education Inspectorate's inspectors and BDE or VET Centre advisers. Less frequently feedback is given from student assessment of the teacher's work, external student assessment or parent feedback.

For the majority of VET teachers, feedback has a positive impact on confidence and job satisfaction. Importantly, for a significant minority it has a positive impact upon teaching practice. Interventions are needed to enhance feedback and maximise impact, feedback needs to become a more extensive practice in VET schools.

9.2 Recommendations

■ There should be greater use of different kinds of feedback, e.g. feedback from peers, feedback using student assessment data.

■ There should be more focus of feedback on developing teaching practice.

■ There should be a better linkage between feedback and other forms of CPD and collaboration.

10. FUNDING

Problems in the financing of VET are a major concern for stakeholders. The costs of financing VET fall mostly on the Ministry of Education and Science, on the basis of its work programmes and annual budget approved by the Government. Financing of VET schools follows a methodology for allocation of block/lump sum grants for secondary education to municipalities and the city of Skopje[23]. The municipalities receive block grants from the Ministry of Education and Science which are in general used for salaries, student transportation and heating costs. Only a small portion of the funds are allocated to development issues, such as CPD of VET teachers. Part of the operational costs is covered by the schools themselves or by the respective municipality.

The overall state expenses for initial and continuing VET are difficult to calculate, as they are a portion of the overall financing of secondary education, i.e. there is no delineation between funding general and vocational education.

In addition to funding allocated from the state budget, VET receives additional funds through projects, most often implemented by international donors, and special funds from different Government ministries. Some schools organise income generating activities, such as training for outside users, provision of diverse services and production and sale of products. Unfortunately, such practices are rare.

10.1 Conclusions

Funding of CPD of VET teachers is the weakest link in the VET system. There is a lack of information on how much is spent upon CPD at different levels and for different kinds of teacher. International donor projects have contributed substantially to CPD funding and to the design of the CPD system. However, it is not clear whether there is financial planning to ensure that sustainable systems and provision are in place.

There is a lack of clarity about the how funds are allocated. The BDE has funding to support the provision of a limited number of CPD programmes, largely aimed at general teachers, whilst the VET Centre does not have funding to make significant provision of CPD. Most VET schools lack a significant budget for CPD. On the other hand, there are a number of separate projects which have funding to support CPD programmes, some of these operate in partnership with the VET Centre of the BDE.

10.2 Recommendations

■ Obligations of VET teachers in respect of CPD which are part of the legislative requirements should be supported also by appropriate dedicated funding.

■ Funding of CPD for VET teachers should be transparent and a constituent element of the budgets of the Government, the MoES, the VET Centre, the BDE and VET schools.

■ BDE and VET Centre plans for CPD should be defined on annual level and should contain a financial calculation necessary for their successful realisation.

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[23] Budget of the former Yugoslav Republic of Macedonia for 2011 and 2012, Directive on the methodology for allocation of dedicated and block grants in secondary education, *Official Gazette of the former Yugoslav Republic of Macedonia*, 176/2011; interviews with directors, review of school budgets.

- Consideration should be given to alternative mechanisms that could increase efficiency and effectiveness, for example, delegating part of CPD budgets to schools or vouchers for teachers.

- There should be record keeping and analysis of spending on CPD for VET teachers at different levels and over time, in order to inform decision making.

11. RECOGNITION AND INCENTIVISATION

The majority of teachers that participated in CPD reported that it had medium or strong positive impact for them. CPD is also a formal requirement and the completion of CPD is recognised through the career structure.

Pursuant to the Law on Secondary Education[24], VET teachers are required throughout their career to undertake professional development, through accredited programmes for professional development delivered by public and private institutions, citizen's associations and companies. Teachers are required to complete at least 13–14 hours of CPD each year.

The minister in cooperation with the BDE, the VET Centre and the State Examination Centre adopts an annual programme for professional development and promotion of teachers. Every school maintains a professional portfolio for the professional development of each of its teachers.

On the basis of achievements in the process of CPD, teachers can progress into higher steps: teacher – mentor and teacher – advisor. The decision for the promotion into the teacher-mentor step is adopted by a school commission formed by the school principle, whereas the decision for promotion into the teacher-advisor step is adopted by a commission established by the Minister of Education and Science.

The commissions, when deciding on promotion, take into account CPD achievements and results from the external assessment contained in the report on the work of the respective teacher. Upon conclusion of each school year, the school may carry out promotion of three teachers into the step teacher-mentor and may propose three teachers for promotion into the step teacher-advisor. The salary of the teacher depends on the respective step.

These opportunities for promotion and incentives should positive influence VET teachers by increasing their participation in CPD processes. However, there are certain barriers that adversely affect the success of their initiative.

VET teachers point to lack of relevant professional development offer and of incentives for participating in such activities as strongest barriers for their participation in CPD. Some 41% report that cost is a barrier (Table 8.3).

11.1 Conclusions

It is evident that VET teachers do not lack motivation for CPD. The problem lies in insufficient opportunities and ways to fulfilling it.

Existing barriers primarily pertain to lack of funding and poor education/training supply.

Previous legislative solutions provided for mandatory CPD for teachers in the course of one year, without detailing what kind of CPD was required. That was sufficient motive for teachers to take part in training events regardless of whether that particular training was valuable for them or not.

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[24] Law on Secondary Education, consolidated text,
http://mon.gov.mk/images/documents/zakoni/Zakon_za_srednoto_obrazovanie_06_08_2015.pdf

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With the adoption of the standards and the Law on Teachers, this practice is expected to be overcome. Now, teachers will have to adapt CPD to their real needs. Motivation for participation of teachers in CPD has been directly linked to recognised need. The effects of these measures are expected to be evident in the future.

11.2 Recommendations

■ Explore how VET teachers can be certificated, in a systematic fashion, to recognise the competences developed through CPD and thus to incentivise and valorise CPD.

■ Ensure that those teachers who achieve formal CPD requirements are recognised and rewarded at school level and more generally.

■ Monitor provision so that **all** VET teachers have the opportunity to access CPD that will fulfil legal requirements and meet their professional development needs.

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

Policies

Practical training of students in companies is a frequently highlighted problem. The organisation and realisation of practical training of students in companies is relatively limited in Macedonia and is usually based on agreements for collaboration concluded between VET schools and companies that result from personal contacts and ties among stakeholders.

For these reasons, the Strategy for Vocational Education and Training 2013–2020 insists on improving the quality and competences of trainers/instructors, both in schools and in companies, through the introduction of flexible pathways at all education levels.

The Law on Vocational Education and Training[25] regulates training of VET students in companies; they can perform practical training of students, if they meet requirements regulating space, equipment and required staff. The requirements are established by the VET Centre and approved by respective Chambers (chambers of commerce/industry).

Standards for company trainers are developed by the VET Centre and approved by respective Chambers upon previous positive opinion of the MoES.

The chambers maintain a Registry for verification of companies for practical training of students.

Pursuant to law, the employer is required to:

■ achieve the objectives for practical training contained in the curricula in accordance with a prescribed lesson number;

■ conclude an agreement with the VET school and student for the realisation of the practical training;

■ facilitate compensation for student work in accordance with conditions provided for in the agreement; and

■ ensure safety and protection at work pursuant to law.

For the period spent in training, a training agreement is concluded between the school, employer and student, with parents signing for a minor student.

Organisations

In 2012, the VET Centre, within the framework of the Twinning project[26] 'Support to Modernisation of the Education and Training System', developed a programme for pedagogical-andragogical training of mentors of students undertaking practical training with employers[27].

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[25] Law on Secondary Education, consolidated text, http://mon.gov.mk/images/documents/zakoni/Zakon%20za%20struchnoto%20obrazovanie%20i%20obuka%202014.pdf

[26] Twinning project 'Support to modernisation of the education and training system', IPA component (MK/2007/IB/SO/03), EU-funded project

[27] VET Centre, Programme for pedagogical-andragogical training of mentors of students for practical training with employers, www.csoo.edu.mk/images/stories/D4_MK_Programa_obuka_mentori_rabotodavaci.pdf

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Company mentors are company employees who are responsible for supervising students during their training; the majority have no pedagogical-andragogical experience. Through this programme they can acquire basic pedagogical and vocational knowledge, skills and competences necessary for their work as mentors of students. The programme includes an introduction to basic developmental characteristics of students, basic psychological and pedagogic characteristics of teaching and learning, importance of communication skills and skills for resolving conflict in the work with students, as well to the legislation governing education and protection and health at work.

The mentor training programme takes 50 lesson hours of which 24 contact hours and 26 hours of individual work.

The programme for pedagogical-andragogical training of mentors is open for individuals with:

■ three- or four-year vocational education and at least five years of relevant work experience; or

■ higher education and at least two years of relevant work experience.

In order to successfully complete the programme for pedagogical-andragogical training, the candidate for mentoring students' practical training with employers must attend all 24 contact hours, write a project assignment and successfully present/defend it. After the completion of the training programme the candidate is awarded a certificate for successful completion of pedagogical-andragogical training for mentor of students for practical training.

There are no private providers of training for trainers/mentors in the country. Training of trainers/mentors lies mostly in the hands of the VET Centre, partly in bilateral agreements between VET schools and companies, and in the activities of the chambers of commerce.

Training of trainers of students in companies is also conducted by the chambers of crafts. They are responsible for carrying out the so-called master examination for a specific craft, organised for craftsmen who have completed the appropriate education and practical training. The Master Exam is taken in front of a commission formed by the respective chamber. Upon completion, the candidates receive a certificate with the title Master. The craftsman who has this title can accept students for practical training, after s/he concludes an agreement with the student and the school[28].

The Youth Employability Skills (YES) Network project, implemented by the Education Development Centre and funded by the US Agency for International Development (USAID), has created a special programme for training of mentors. The Mentors in Companies programme supports companies through training staff to work with students who come to realize their practical learning in companies, but in accordance with the school programmes. The developed standards for mentors in companies and the training manual for specialized and other personnel for conducting practical training with an employer aims to help and support the cooperation with the schools and the effectiveness of the students' practice in companies[29]. The YES Network developed in cooperation with the VET Centre a methodology for training teachers to provide this type of experience (i.e. orientation for externship). The orientation methodology helps teachers plan this learning experience, define learning goals, plan and realise the cooperation with companies and evaluate this experience.

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[28] Law on Crafts and Artisanship, *Official Gazette of the Republic of Macedonia*, No 62 of 16 September 2004; Law on Amendments and Supplementation of the of the Law on Crafts and Artisanship, *Official Gazette*, No 55 of 4 May 2007

[29] www.yesnetwork.mk/about-the-project

Capability

Training for company trainers/mentors, except for master craftsmen, is still not mandatory. Training carried out by the VET Centre is still in its pilot phase and policies in this area are yet to be considered.

Specialised centres for training of trainers do not exist and any initiative falls within the framework of a specific project. The only regulated activity for training of trainers is the master examination which awards a license to craftsmen to become trainers for training of students.

Funding

Special regular funds earmarked for training of trainers/mentors do not exist. Most training events are covered with project funds, except for the master examination, which is paid for by the candidates themselves.

Standards

Standards for trainers/mentors in companies have been developed within the Youth Employability Skills (YES) Network project, which represent a basis on which the programme for training of mentors is founded.

12.1 Conclusions

Training of trainers/mentors in companies is still not developed in the former Yugoslav Republic of Macedonia. Several initiatives exist that tend to strengthen this issue through development of training standards and programmes, in particular for mentors, but they are still limited to certain project activities are not part of an established system.

It is still early to assess whether companies will be interested in training their employees to become trainers/mentors. Analyses conducted indicate that their interest is small not only in trainers/mentors, but also in a wider collaboration with the education community.

12.2 Recommendations

■ Explore extent of need for training of company trainers with companies. Depending on extent of need:

- take steps to raise awareness of the contribution that company trainers can make;

- investigate the establishment of special training funds in the budget of the MoES or other ministries to support the training of company-based trainers;

- enable companies to acquire specific benefits in exchange for contributions to training of trainers and mentors and collaboration with educational institutions. The Law on Vocational Education and Training provides for such a possibility (a company is entitled to financial, customs and tax benefits/incentives for taking part in practical training of VET students – Article 15), but unfortunately this provision has still not been realised.

13. CONCLUSIONS AND RECOMMENDATIONS

CPD for VET teachers is an important issue for the former Yugoslav Republic of Macedonia, which is being addressed primarily by development of new policies and strategies. Unfortunately, there is usually a gap between policy and legislation, on the one hand, and implementation, on the other. Implementation mostly occurs within projects and programmes realised with international support and is closely aligned with the goals of these initiatives rather than with the real needs of teachers. There is no systematic approach based on a continuing analysis of the needs of all VET teachers to inform the development of short-term provision or long-term training plans.

There is high awareness of the issue of CPD for VET teachers and it is reflected in different strategic and development documents. National policy makers have the greatest influence upon policy making, although other stakeholders are consulted. Despite industry's formal involvement in the work of institutions, bodies and commissions, it has still not been able to push for a more demand-led policy agenda in a consistent and concerted way.

Another serious problem is the frequent absence of evaluations at individual and institutional level of the projects which involve training of teachers. There is no clear evidence of the impact of training delivered on teacher performance and the quality of teaching and learning.

This research confirms that CPD of VET teachers is in urgent need of reform. CPD is most often too theoretical, it neglects the practical dimension of vocational teaching, and it represents usually a formal (often obligatory) offer which most often is not preceded by assessment of teacher needs.

The scope of the CPD annual supply for VET teachers does not satisfy the needs of VET teachers and often depends on the scope and objectives of different projects organised and managed mainly by international organisations or on the work of the Bureau for the Development of Education (BDE) and the VET Centre. Some 64% of the VET teachers surveyed believe that no relevant professional development is offered to them.

According to Law, the competences for CPD of VET teachers rest with the BDE and the VET Centre. The VET Centre, although established directly by the Government, depends on the BDE for its funding, which is an authority within the MoES. Currently the VET Centre lacks funding to deliver extensive, good quality CPD for VET teachers.

The BDE has the competence to accredit programmes for CPD of VET teachers and CPD provision. This arrangement does not lead to a supply of training which can be repeated and delivered according to the needs of VET schools or teachers. According to this research, on average VET teachers received 21.6 hours of CPD outside of school and 8.7 hours in school over the last 12 months. However, 47% of VET teachers received no out of school CPD in the last 12 months, 53% received no CPD within school and 64% received no CPD that addressed the vocational specialism they teach. Possibilities for attending training organised in a business environment are limited: 25% of VET teachers reported participation in the last 12 months.

Programmes for CPD organised by the BDE and the VET Centre most often relate to public policies. They are public and transparent, and correspond to state initiatives primarily pertaining to the introduction of new curricula, teacher competences necessary for implementation of innovations in teaching (external assessment, application of software for records and open communication with the public, ICT, etc.).

There is not an effective system for accrediting permanent providers of CPD for VET teachers and there is no catalogue of CPD programmes that schools and teachers can draw upon to meet their

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needs. It is necessary to expand the number of providers of CPD for VET teachers through strong support from the Government, the VET Centre and the BDE.

There is insufficient school-based training and where it does exist is it likely to be haphazard rather than an on-going component of school activities that are planned and executed in correlation with the known professional development needs of teachers. Formally, CPD is conducted through preparatory programmes for apprentice/novice teachers and mentor teachers. School-based provision is limited by capacity and funding. Collaborative work between teachers at school level is in need of support and development.

Internal feedback is primarily provided by principals and expert support staff. It predominantly focuses on the classroom work of the teacher and his/her completion of work plans. Externally, feedback also mainly relates to the work of the teacher in the classroom and developed work plans. Feedback is largely received from the State Examination Centre's inspectors and BDE or VET Centre advisers. Teachers report that feedback has a positive effect on their self-confidence, satisfaction and motivation. Less frequently feedback is given through student assessment of the teacher's work, external student assessment or parent feedback.

Funding of CPD for VET teachers is the weakest link in the VET system. There are no earmarked funds for this purpose; it is most often funded through the VET Centre and the BDE or through project funds of international organisations or NGOs. Lack of resources for CPD and the poor education and training offer of programmes and of providers are the key weaknesses of the country's CPD system.

Participation of VET teachers in CPD programmes is recognised through specific financial and status benefits and through the processes of promotion to higher career steps. The survey provides evidence of the impact of CPD: typically more than 30% of CPD participants report that CPD had a high impact on their teaching while at least 20% report no or low impact.

Training of trainers/mentors in companies is poorly developed in the former Yugoslav Republic of Macedonia. Initiatives exist that address this issue through the development of training standards and programmes, but they are still limited to certain project activities and are not part of an established system for training of trainers/mentors.

13.1 Recommendations

With regard to the CPD system, the Ministry of Education and Science (MoES), the Bureau for the Development of Education (BDE), the VET Centre, municipal authorities, VET schools, CPD providers and other stakeholders and social partners should work together to:

1. improve participation of stakeholders in the development of policies for CPD – Stakeholders and social partners should be engaged not only in consultation but also in governance of institutions and agencies at different levels so that they can contribute to strategy and planning;

2. enhance the participation of VET schools and industry in creating policies for CPD – Their active involvement should have a particular focus upon feasibility, relevance and implementation;

3. coordinate and monitor the reform process to ensure that agreed policies are implemented successfully and that feedback from implementation is shared and taken into account;

4. clarify institutional responsibilities and relationships and provide clear leadership for implementation of policies;

5. make provision of appropriate resources so that the responsible bodies, the VET Centre and the BDE (and in the future, the Academy for Teachers), are able to plan and deliver appropriate CPD for VET teachers;

6. integrate effective initiatives and programmes for CPD, which have been supported and shaped by multiple internal and external agencies, into the national system.

With respect to CPD provision for VET teachers, the VET Centre should, in collaboration with the BDE:

7. develop a catalogue of training programmes and training providers. The catalogue should make it possible for VET teachers and schools to identify accredited CPD programmes and providers in line with their particular needs;

8. establish an open, on-line CPD platform for VET teachers and mentors offering information, research findings, examples of good practice in CPD and programmes of CPD through e-learning;

9. support and encourage the emergence of providers of CPD for VET teachers;

10. establish and, in partnership with VET schools and teachers, update a database of information relating to the CPD experiences of VET teachers and thus permit analysis and monitoring of CPD provision.

Employers and their organisations and associations, in collaboration with other stakeholders, should:

11. enter into consultation with other actors and agencies to inform the design, delivery and accreditation of CPD programmes for VET teachers and trainers;

12. develop and accredit programmes for strengthening the vocational competences of VET teachers;

13. explore the need for training of company trainers with companies and consider how this could be addressed collectively, in partnership with public agencies.

With respect to the design and quality assurance of CPD for VET teachers and trainers, CPD providers, the VET Centre, the BDE and the Adult Education Centre should work together to:

14. develop programmes for CPD in line with the different career levels of VET teachers;

15. make use of the Teacher Core Professional Competences and standards for VET teachers to help to identify teachers' training needs, to design CPD programmes and to analyse needs;

16. agree and implement external evaluation for CPD programmes and monitoring of impact of training upon teaching and learning so that CPD can be developed and improved over time;

17. ensure that the requirements for accreditation of CPD programmes are respected, particularly with respect to having an appropriate methodology (suitable for adult VET teachers) and effectiveness;

18. develop training programmes for trainers employed by providers of CPD for VET teachers;

19. explore ways of improving quality assurance for CPD provision, for example, making use of the European Peer Review Model for Quality Assurance and requirements concerning the qualifications of trainers.

With respect to recognition and valorisation of CPD, VET schools and state agencies should collaborate to:

20. explore how VET teachers can be certificated, in a systematic fashion, to recognise the competences developed through CPD and thus to incentivise and valorise CPD;

21. ensure that those teachers who achieve formal CPD requirements are recognised and rewarded at school level;

22. monitor provision so that all VET teachers do have the opportunity to access CPD that will fulfil legal requirements and meet their professional development needs.

With respect to the identification of training needs and school-based provision of CPD:

23. the VET Centre and the BDE should provide training events for VET teachers and for those with responsibility for CPD in schools to support school-wide and individual identification of training needs, analysis, planning and monitoring of CPD provision;

24. the VET Centre and the BDE should, in collaboration with VET schools and other stakeholders, carry out research into the professional development needs of VET teachers and instructors and of VET schools;

25. the analysis of professional needs of teachers should become a regular practice in schools;

26. the planning and provision of school-based CPD should be a regular activity and should be subject to internal and external evaluation;

27. there should be greater use of different kinds of feedback for VET teachers, in particular with a focus on teaching and learning e.g. feedback from peers, feedback using student assessment data.

With respect to the funding of VET:

28. legislative requirements for CPD for VET teachers should be backed up by dedicated funding;

29. funding of CPD for VET teachers should be transparent and constitute an identifiable element of the budgets of the MoES, the VET Centre, the BDE and VET schools;

30. BDE and VET Centre plans for CPD programmes should be defined annually and should be accompanied by a financial commitment necessary for their successful realisation;

31. financial planning should take account of financial contributions from international donors and other partners so that budget-making is informed by a comprehensive account of resources;

32. consideration should be given to alternative mechanisms that could increase efficiency and effectiveness, for example, delegating part of CPD budgets to schools or vouchers for teachers.

ABBREVIATIONS

BDE   Bureau for Development of Education

CPD   Continuing professional development

ETF   European Training Foundation

EU   European Union

ICT   Information and communication technology

IT   Information technology

MCEC   Macedonian Civic Education Centre

MoES   Ministry of Education and Science

MoF   Ministry of Finance

NGO   Non-governmental organisation

SEC   State Examination Centre

USAID   US Agency for International Development

VET   Vocational education and training

YES   Youth Employability Skills

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