

**Conceptual Framework for a Programme of Renewal
of Pre-service Education for VET and CVET Teachers/Trainers
in Montenegro**

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INTRODUCTION

[The notes under 3.4 in the Book of Changes, pp. 62ff. could be used as an introduction.]

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This paper contains detailed suggestions and proposals as to how the overall structure and functioning of the present system of pre-service training for VET and CVET teachers/trainers might be renewed and transformed against the background of current debates and ongoing reforms in the wider European context.

Most of the suggestions made in this paper would be applicable to other categories of teachers as well. It is generally thought to be plausible for practical, theoretical and political reasons to regard the teaching profession (general education teachers, special needs education teachers, vocational education and training teachers) as a comprehensive unit having largely similar needs and problems. This does not exclude to introduce certain variations into courses for specific groups of teacher students depending on specific demands which have to be made from the side of occupational qualification requirements.

The proposals which are offered below for particular aspects of renewing the pre-service education of teachers/trainers in VET and CVET in Montenegro will refer basically to two groups of persons:

- a) the prospective teachers in the area of VET and CVET, general subject teachers and vocational subject teachers as well as practice teachers;
- b) the prospective trainers in VET and CVET functions, mostly operating in the context of companies but also in school workshops.

I am well aware of the fact that there is a long-standing tradition of polarising these two groups. The provision of pedagogical qualifications is divided between university trained teachers of theory and industry masters/trainers/instructors who often have very little or no pedagogical education at all. Some countries have introduced legislation setting certain standards for the education of masters/trainers in industry and particularly for the pedagogical knowledge and competence required of them. However, in the past it was widely assumed at the level of companies that the respective tasks of instruction could be largely dealt with on the basis of the accumulated work experience of trainers. Quite clearly there are limits to obliging private companies to introduce higher standards of education and training for trainers/instructors. On the other hand there is now a growing awareness in many companies that their respective qualification needs and the demand for competent and flexible workers would presuppose high quality training efforts and highly qualified trainers. At the same time it has been remarked that the lack of up-to-date vocational as well as pedagogical qualifications of the masters/trainers is a serious problem of vocational schools. It is true that in a transition phase where the old links between schools and companies have broken down and where the equipment of school workshops is becoming more and more outdated such problems are even becoming more significant. Hence more should be done to close the gap between VET teachers and VET trainers/masters by educating the masters for a central pedagogical role in VET and CVET contexts. This could perhaps be achieved by creating an academically educated group of vocational practice teachers, thus bridging the wide gap between vocational theory teachers and vocational practice trainers.

While I am convinced that an academic education for vocational theory and practice teachers is in fact required by current demands on their work, I am of course not ignoring the many

criticisms which have been made in relation to the academic education of VET and CVET teachers and its results. The university as a place of education and learning does not deliver. It could be reproached of firmly closing its eyes in the face of growing problems with the education of teachers and of disregarding a few very fundamental facts about the process of learning to teach. They are in particular:

Fact (1): Nature of the teacher's job

(a) *Communication and social interaction in indeterminate situations.* Much of traditional teacher education is organised in ways as if teaching could and should be regarded as a kind of technical, mechanical process. This is obvious wherever emphasis is put on the „methodology“ of teaching but also in the kind of emphasis given to information transmission in teacher education courses. The assumption behind this particular emphasis is that there is a more or less clearly defined range of theoretical insights and practical recommendations which could be simply handed down as tools of teaching to the next generation of teachers. It is believed that there is a set of effective teaching methods to be used in the classroom, and if a prospective teacher has learnt how to properly use them, then the effects and outcomes are thought to be largely predictable. It is believed that there is a more or less clearly defined range of disciplinary measures and steps for dealing with discipline problems in the classroom, and if a teacher knows how to apply them, then the effects are thought to be largely predictable. Etc. etc. However, it is ever so obvious that teaching and learning is not a mechanical process like e.g. rolling steel or manufacturing a table or baking a cake where standard procedures and standard outcomes might be required and feasible. Teaching and learning is based on social interaction (communication) in the classroom between persons who have individual orientations, motivations and competencies, and on the indeterminacy of classroom situations, with the outcomes of course never being predictable.

(b) *Uselessness of recipes and rules for teaching.* Recipes of the type „Don't smile before Christmas“ are indeed part and parcel of the lore of teaching (and often perhaps also part and parcel of many teacher education courses). Older teachers facing newcomers and beginners would generously offer advice on how to deal with problems in the classroom by providing them with the recipes and rules which they believe to have worked in the context of their own experience and that of earlier generations of teachers. It goes without saying that this is more belief and imagination than a matter of fact. Some critical observers would even go as far as maintaining that the only „theoretical“ knowledge an average teacher usually has would consist in a set of a few dozens of such simplistic rules and recipes for teaching.

(c) *Role of experience in teaching.* If teaching is not a mechanical process but a process of communication and social interaction which is deeply influenced by interests, motivations and interpretations of persons involved, then it becomes clear that learning to teach will out of necessity be based on experience. However, experience could never be imagined to accumulate in such a way that after a certain time (say after five years of teaching experience) a teacher would have reached a level of maturity and security not to be surpassed in years to follow. Rather experience has a specific dual character in the process of learning to teach – it is a vital element in acquiring a basic competence in teaching, and at the same time the sediments of experience need to be thrown over board in the face of changing demands and requirements on the teacher's job. There is nothing like stability, security and continuity in the work of teachers but permanent demands on new learning and adaptation.

Fact (2): Limitations of producing professionalism through teacher-education

(a) *Definition of real teaching competence in social interaction.* We have all seen this or that catalogue of teachers' competencies as they have been published and partly also applied in recent years e.g. in Switzerland, in Germany, in Sweden. They are all based on the assumption that competencies could be analysed and defined by governments as universally

valid catalogues, that could be taught and acquired in formal education processes and that they would then become part of the personality of prospective teachers who would be able to draw on the reservoir of competencies according to the needs of classroom teaching all through their professional life. It is fully ignored in this perspective that requirements on the teacher at his workplace are defined by the social situation in the classroom and that the classroom situation only reflects prevailing social problems and structural changes in the wider society. In the more narrow sense it is the classroom situation (the problems of which teacher-educators pretend to be able to anticipate over a range of five to ten years!), it is a social interactive process between teachers and students which reveals teachers as being competent or incompetent. Thus it appears at this level that competence is a social concept and a social reality depending fully on social interaction processes. It is a commonplace that this social reality is constantly changing. However, the narrow classroom view proves to be much too narrow. Even the success or failure of the teaching of reading, writing and arithmetic, not to speak of everything else contained in the school curriculum, depends entirely on the more general situation in society. It is this general situation which makes teachers appear more and more incompetent, for no fault of their own but for structural reasons beyond their control. No catalogue of teachers' „competencies“, neatly laid out as it may be, and being used for assessment in the access to the teaching profession, will prevent that from happening. Such catalogues are nothing but a sign of medieval superstition and ignorance.

(b) *Problems of anticipation and generalisation of qualification requirements.* At this point teacher-education institutions have a very serious problem. They are more or less completely separated from the social processes of defining competence at the level of schools. There is nothing like coherent efforts of doing systematic research on qualification requirements as set by the changing social reality of schools. Teacher-educators are not seriously required to have any competence or knowledge concerning the development of teaching in schools and very many of them have no proper experience at all in schoolteaching. How, then, could the relevant knowledge possibly be generated in this context on professional competence ... But even if all these problems which are so evident in the life of an average teacher-education institution did not exist at all, the serious and fundamental problems they are faced with would remain: namely either claiming to be able to anticipate qualification requirements of schoolteaching over a period of 40 to 50 years or - if being clear-sighted enough not to raise such non-sensical claims - to feed teachers with an extremely abstract, generalised and mostly meaningless kind of knowledge which is not related at all to qualification requirements and does not care at all about them.

(c) *Internal contradictions of the teaching and learning process.* It is hardly exaggerated to say that universities treat their students like machines to be fed with material and then delivering a product in tests and examinations – but not as persons with motivations, interests, value orientations and previous knowledge. The result is quite clear: On average students (and qualified teachers) do not think highly of their teacher-educators. Their experience of teaching and learning processes in teacher-education courses is such that anyone would find it hard to regard them as appropriate models for dealing with their own future teaching tasks. One could go as far as saying that the university in the average situation appears to be obsessed with the idea of demotivating students for further independent learning and for any learning at all. Once students have gone through the first year of academic studies, they would therefore give increasingly less weight to formal learning processes in the context of their teacher-education course.

Fact (3): Importance of learning on-the-job for acquiring professional competence

(a) *Professional development as acquiring competencies of survival in the classroom.* The very simple question then is: In which ways would a teacher tend to react once he or she finds

out, once he/she has finished pre-service education and acquired a wonderful degree, that all his/her knowledge, personal charm and dirty tricks plus the arsenal of disciplinary powers does not take him/her very far - except that some of them might contribute to increasing his/her problems in the classroom. Certainly there is not only one possible reaction. However, there might be a number of incentives for teachers in the face of the changing labour process to throw the very idea of competencies as it has been inculcated into him completely overboard and start thinking about how he or she could make life in school supportable. Undoubtedly survival in school/in the classroom also requires a vast repertoire of special competencies, competencies to be developed in a painful process, but I am sure that they would be seen as conflicting with the catalogues concocted by governments. Insisting on the government catalogues will achieve nothing but increasing defiance and resistance on the side of teachers against government policies in education.

(b) *Learning on-the-job.* Whether teacher-educators like this or not, for practising teachers themselves there is little doubt that in spite of other influences on-the-job learning does indeed play a central and dominant role in their professional development. This implies that experience (and maybe also reflection on that experience) will be the main method of acquiring pedagogical competencies. Changes, even from the same sort of experience, will not occur in a uniform manner but depending on personal qualities, intentions, prior experiences, social origin, general workplace conditions, etc. It is, however, important to stress that on-the-job learning presupposes specific school and classroom contexts and specific impacts of such contexts. The kind of generalised knowledge and competence independent of contexts, as the one initial teacher-education usually focuses upon, will never be achieved through on-the-job learning. Any change of context will inevitably implicate the teacher in new learning processes. On the other hand problems arising on the job will never lend themselves to treatment on the basis of the generalised knowledge and competence independent of contexts which represents the core of teacher-education ideology. Seen in this particular perspective, the process of teachers learning to teach has always been an informal *life-long learning process* and nothing else (see Graph 2). Within this process catalogues of competencies as prescribed by governments for teacher-education are just irrelevant. They are even formulated in ways that it is practically impossible to know on the basis of allegedly rational assessment whether a student is up to standard or not.

(c) *Limits of teacher development and professional competence.* Certainly there is no reason for idealising the informal experiential process of life-long learning. Undoubtedly teacher development could not be expected to occur as a simple process of continuous and automatic improvement, ending only with retirement. The possibility of a teacher changing in a negative sense is not just a hypothetical question. The possibility of a teacher ending up in situation of burn-out and bitterness is always there. The possibility of a teacher misinterpreting his/her own experience and not understanding himself/herself the complexities of his/her development could never be excluded. This also creates some methodological problems for biographical research into teachers' careers.

But there are more important reasons for not being too overoptimistic about the results of experiential on-the-job-learning of teachers. All problems connected to informal life-long learning processes of teachers are focused in the relations between teachers and pupils, although they definitely do not all originate in that relationship. Pressures, conflicts, and antagonisms generated and operating in the society at large are omnipresent in the classroom, whether the teacher and the pupils know this or not. Typically teachers are working under circumstances and conditions which are far beyond their influence, and the existing social division of labour has a tendency to prevent them from gaining insight into this situation. Here lies a major difficulty in bringing to bear teachers' professional competence upon the teaching and learning process.

Having listed a few simple facts which could not be a secret to anyone, it seems legitimate to ask: Is it more than a hopeless romanticism to believe that the university could be able to equip prospective teachers with professional competence for teaching activities in real working life? There is an obvious mismatch between formal arrangements for teacher education and the actual processes of learning to teach and we might well question the validity and effectiveness of teacher education courses, as some researchers have already done:

- Teacher education as a formal system of teaching and learning is not powerful enough to overcome the influence of early childhood and family socialization as well as mostly unreflected models of good teaching taken over from school days. [Resistance]
- Teacher education as a formal system of teaching and learning is counterbalanced and overshadowed by a complex system of informal processes of learning taking place during pre-service education and during induction. [Interference]
- Teacher education as a formal system of teaching and learning faces an increasing tendency on the side of teacher students to display attitudes which could best be summed up with the formula of „refusal of learning“. [Obstacles]
- Teacher education as a formal system of teaching and learning is of a very low relevance for the professional formation of teachers insofar as teachers are actually formed by the practical experience of teaching, i.e. learning on the job. [Devaluation]

Even if the truth of such conclusions could not be denied, it has to be pointed out that they are based on observations and analyses of an entirely insufficient and inadequate system of TE. Nobody claims that this system could not be changed or even improved. This paper tries to argue in favour of such changes and improvements.

PROPOSALS AND SUGGESTIONS

1. Principles and key features of an alternative model of pre-service education for teachers/trainers in VET and CVET

The alternative model which is proposed here could be described as having the following fundamental characteristics and key features:

(1) *Pre-service education as focusing on professional education.* Considering the professional activity which teachers are expected to develop, pre-service TE ought to have a clear emphasis on professional education. As a result the core element in teacher education would be represented by the Educational Sciences not by subjects. The Educational Sciences would focus on school education and workplace education of young persons and adults. Very clear distinctions should be made between studying for a degree in a discipline/a subject area (e.g. economics) and studying for becoming a teacher (e.g. of economics).

(2) *Pre-service education as based on a strong research orientation.* Pre-service TE should make a strong research orientation its main business in educating prospective teachers, providing students with up-to-date knowledge about the status and the tendencies in research in various fields and involving them actively, as much as possible, in smaller and bigger research efforts.

(3) *Pre-service education as referring both to academic disciplines and school subjects.* Everywhere pre-service TE tries more or less in vain to come to terms with the dualism of academic subjects/school subjects presenting a particular problem for any kind of TE. It has to be taken into consideration that the two sides of the dualism represent completely different traditions being absolutely independent from one another. Thus, pre-service TE should clearly distinguish academic disciplines and school subjects, and the curriculum should provide research contact with both areas and traditions in balanced ways. The theory of school subjects is something of utmost importance for prospective teachers.

(4) *Pre-service education as promoting reflection on moral, political and social aspects of theories and practice.* Curricula and theoretical conceptions in TE, under whatever system and in whichever country, are moral in principle, political in their functions and social in origin. This applies also to principles and conceptions of teaching practice. One of the major tasks of pre-service TE lies in promoting reflection of students and teacher educators on these aspects, in the disciplines no less than in the Educational Sciences. Parallels with corresponding tasks while teaching various subjects at school level should be permanently drawn.

(5) *Pre-service education as requiring workplace experience and regular workplace contact of teachers students and teacher educators.* In teacher and trainer education there is a lack of focus on knowledge of work processes, on job configuration in companies, on job analysis, and on how learning takes place on the job in companies. This situation could only be remedied if workplace experience is required of students before they enter teacher/trainer education and if regular contact with different workplaces is organised for students and for teacher/trainer educators during participation in a teacher/trainer education course.

(6) *Pre-service education as recognizing the value of school practice for teacher students but not organizing it.* In order to provide students with adequate knowledge of the labour process of teaching in schools and companies, experiments with some form of a dual system of pre-service TE should be promoted, with periods of theoretical pedagogical studies alternating with periods of practical teaching of real classes in schools under the supervision of an experienced teacher or, alternatively, with students being required to spend a full day in schools (or other institutions they wish to be educated for) throughout the duration of their academic education.

(7) *Pre-service education as establishing a permanent didactical culture in courses and seminars.* Teacher educators and teacher students (trainers and trainees), both functioning as role models in TE, should be encouraged to collaborate in establishing a didactical culture throughout the entire teaching and learning process in TE. Parallels with the need for developing an adequate and diversified didactical culture at school level should be constantly drawn.

(8) *Pre-service education as emphasising adult learning principles.* The adult learner is generally perceived to have characteristics that are unique. The unique qualities of the adult learner must be recognised and special teaching and learning responses must be developed to meet their needs. It appears to be important to conceive pre-service TE for young adults as a process which involves the whole person as an intelligent agent in the process.

(9) *Pre-service education as favouring new teaching methods.* In contrast with prevailing practice, TE courses should view students as active learning partners, implement cooperative learning and choice, make learning experiences relevant and meaningful, encourage active citizenship, and create an environment conducive to reflective and critical thinking. Only by the experience of such a learning environment will prospective teachers be encouraged to adopt corresponding attitudes at school level.

(10) *Pre-service education as consciously dealing with the role of the hidden curriculum and teacher thinking.* One of the basic problems of pre-service TE in any kind of system is the co-existence of an official and a hidden curriculum, of organised learning and student thinking/teacher educator thinking, of formal and informal learning processes. The particular role and effects of the hidden curriculum as well as teacher thinking should be made the object of joint reflection of teacher students and teacher educators and awareness of relations with the formal curriculum should be raised. Parallels with the existence of a hidden curriculum and teacher thinking in the context of school teaching should be expressly drawn.

(11) *Pre-service education as applying alternative methods of evaluation and assessment.* Pre-service TE should abandon the traditional „testing culture“ in favour of an assessment culture that is characterized as follows: an occasion for learning rather than testing; formative and ongoing; based on a criterion-referenced philosophy of evaluation that focuses on accomplishment rather than rank; based on what prospective teachers are expected to know rather than on what is easy to score; and entailing the use of multiple performance assessments, teaching portfolios, verbal assessments and feedback, and assessment centres. Parallels with evaluation and assessment procedures and problems at school level should be permanently kept in mind and discussed.

(13) *Pre-service education institutions as adopting a policy of Europeanisation/internationalisation of teacher/trainer education programmes.* Teacher/trainer educators and students should be encouraged to participate actively in developing an institutional policy for the internationalisation of teacher/trainer education programmes. That would imply, among others, the willingness to participate in exchange programmes, the promotion of language learning, the introduction of new elements into the curriculum, the provision of facilities and teaching opportunities for incoming students and teacher/trainer educators, etc.

2. Structure of a renewed pre-service education system for teachers/trainers in VET and CVET

There is no doubt that politicians, administrators and teacher educators have some firmly rooted beliefs and opinions about the validity of choices in the institutional form, the organisational framework and the curricular norms of initial TE. Such beliefs include (mostly hidden) assumptions on the outcome of differing arrangements, i.e. on the effect they might have on the teaching-learning process and its results. „Good“ systems and models are thus distinguished from „bad“ or „not so good“ systems and models of initial TE, on the basis of prejudices and superstition. But the criteria for such distinctions are hardly ever formulated openly and comparative research on the relative merits is practically never conducted.

More or less vaguely many teacher educators feel today that an enormous mass of problems has indeed accumulated in ITE systems everywhere in Europe. Some tend to think that this would require and justify radical and fundamental reforms, others believe in the beneficial effects of universitisation, longer periods of pre-service training, more practical training, yet another curriculum reform, a compulsory induction period for everybody, a re-organisation of in-service training, etc. It could easily be concluded from the ongoing discussion that it is still very much unclear in many respects what kind of problems TE is actually confronted with. Research in this area is patently insufficient although there is absolutely no dearth of opinions, statements, claims, guesses, etc.

This in itself is already not easy to understand but even less so is another fact: We have undoubtedly enough experience in Europe from the last decades with processes of universitisation, of one-phase, two-phase and three-phase teacher education models, of TE with and without professional preparation, of TE without induction periods and with shorter or longer induction periods, etc. Nevertheless, it is extremely difficult to dig up evaluations of any kind of past reforms, and this may be one explanation why the same sort of proposals are offered again and again as universal remedies, in some instances for more than hundred years now, and why proposals are more often based on prejudices and vague assumptions than on logic and rational analysis.

Generally it could be assumed that variations in the structures of teacher education will have no visible effect on the improvement of the quality of teacher education.

2.1. Institutional basis for providing pre-service education

Pre-service teacher education for prospective VET and CVET teachers/trainers is the joint responsibility of university (faculties), schools and companies. Fundamentally, all VET and CVET teachers/trainers should receive an academic education which is provided by the University of Montenegro, its various faculties and departments. However, for shorter programmes of pre-service education (up to two years) other institutions might receive accreditation as well.

Role of the university

The university, particularly the Faculty of Philosophy at Niksic and the Faculty of Sciences and Mathematics at Podgorica, but apart from that all other academic faculties, colleges or institutes, public or private, should offer a full range of courses for prospective teachers/trainers in the area of VET and CVET. The existing fragmented structures should be abolished and be replaced by a coherent structure.

Responsibility for the elaboration of curricular plans. The university itself is responsible, within the frame of reference to be established at national level (essentially with regard to the question which components to include and the importance of each one, depending on the levels of education), for elaborating and approving curricular plans for each course offered by

the respective faculties. However, when dealing with teacher-education courses, it is necessary for the Ministry of Education and Science to recognize them as qualifying for teaching. In this way, the Ministry of Education and Science is, in the final analysis, the responsible body for legitimating the study plans which, according to their judgement, qualify for teaching.

Duration of courses. As for the duration, the completion the teacher/trainer education courses require a minimum of nine semesters (of 15 weeks each), including one semester which is reserved for final examinations.

Academic degrees. For pre-service education there will be just one degree which will be awarded to all groups of VET and CVET teachers, with corresponding specifications for vocational area and occupational specialisation, who successfully finish their studies with the final examination.

Admission to teacher/trainer education courses. The admission to any course in higher education and, therefore, to any teacher-education course, can be applied for with any qualified school leaving certificate of an upper secondary school after at least twelve years of schooling and with proof of having gained experience in a workplace related to the field of study chosen for a minimum of six months.

At a European level the rules for admission to initial TE have been tightened and stricter criteria have been introduced. In most countries applicants to initial TE for primary and secondary schools have to hold a qualified school leaving certificate of an upper secondary school which could be obtained no earlier than after twelve years of schooling. In some other countries with the teaching profession occupying a higher status even stricter criteria for admission are in operation (e.g. Ireland, Finland). In so-called 4+1 models the successful completion of academic studies in (mainly two) subjects requires a minimum of four years of study before students could apply for admission to initial TE and professional training lasting (mostly) one year (e.g. the Netherlands for upper secondary school teachers). In France the successful completion of three years of study at university level is now defined as the general criterion for admission of almost all teacher students to initial TE and professional training at specialised institutions (the *Instituts Universitaires de la Formation des Maîtres*) lasts two more years.

Role of secondary schools

All kinds of VET and CVET schools and other institutions will take on a direct and important role in teacher/trainer education if a kind of dual system of teacher/trainer preparation is introduced either in the form of a sandwich system or as a simultaneous system. Responsibility for the component of school experience and pedagogical practice lies with the respective schools. Students will be accompanied and supervised during school experience periods by mentors who will be recruited from the group of school teachers. Some kind of supplementary courses might be necessary for providing teachers with basic competencies in the field of mentoring.

The following rules and regulations would be valid for the organisation of school experience for students:

- (i) the teacher education institution participates in choosing the teacher of the school who is to accompany the student during school experience periods;
- (ii) this teacher receives an addition to the salary, given by the teacher education institution and
- (iii) does not benefit from any reduction in service for this task to be granted by the Ministry of Education and Science;

(iv) wherever teaching, the student assumes the responsibility for the teaching in the classes which are allocated to the accompanying teacher and

(v) there is no work contract with the Ministry of Education, nor is any salary received by the teacher student;

(vi) the evaluation of school experience and pedagogical practice is the responsibility of the student and the mentor; the teacher education institution would be informed about the evaluation made.

Role of companies

Companies have a vital role to play in teacher/trainer education under two major headings:

(a) All students being educated for becoming teachers in the area of VET and CVET will need substantial workplace experience, particularly so teachers of vocational subjects and practice teachers but also general subject teachers intending to work permanently in VET and CVET contexts. Such workplace experience could only be offered by companies operating in the region. It could be assumed that companies have an interest of their own to offer facilities and opportunities for workplace experience since this would most certainly have a positive effect on the quality of VET and CVET students in secondary education.

(b) All students being educated for professional work in training centres of companies will also need substantial workplace experience before being admitted to university study and while studying at university.

For placements in companies the following rules and regulations would apply:

The following rules and regulations would be valid for the organisation of school experience for students:

(i) the teacher education institution develops expectations and standards for choosing the trainer/mentor of the company who is to accompany the student during workplace experience periods and transmits them to the company in question;

(ii) this trainer receives an addition to the salary, given by the teacher/trainer education institution and

(iii) there is no work contract with the respective company chosen for workplace experience, nor is any salary received by the student;

(iv) the evaluation of workplace experience and work practice is the responsibility of the student and the trainer/mentor; the teacher/trainer education institution would be informed about the evaluation made.

2.2. General structure and different profiles of teacher education courses

Study programmes for prospective teachers could be organized and structured in very much different ways:

- A first distinction to be made is that between concurrent, integrated and consecutive models. In the integrated model admission is immediately made in a teacher-education course; with the consecutive model, such a decision is made, almost always, after an academic education which, in general, is not destined only for the education of teachers. In concurrent models the different components of initial TE mentioned above have to be studied in parallel. A great deal of attention is often given to studies in subject matter methodology and teaching practice (e.g. Austria, Belgium, Ireland, the B.Ed. route in England and Wales). Many programmes of ITE for primary school teachers are based on this model. In integrated models the different components are not only offered in parallel but in an integrated way focusing on professionally relevant topics and integrating

„theoretical“ and „practical“ studies. In some countries a trend towards integrated models could be observed (e.g. Scandinavian countries, Spain). In consecutive models prospective teachers are required to study academic disciplines/subjects first – and sometimes also the sciences of the teaching profession – and then in a second phase professional studies and teaching practice are added on top (e.g. the PGCE in England and Wales). Many programmes of initial TE for teachers at (upper) secondary level are organized as consecutive ones (e.g. Ireland, the Netherlands, Portugal, Spain).

- A second distinction to be made concerns modularized and non-modularized models of initial TE. Modularized models represent tendencies of more strictly regulating the study organisation of TE courses and intend to offer clearly defined units (modules). Modules are often compulsory modules and it is left to the choice of student teachers which modules will be taken in which sequence. Some Scandinavian countries increasingly offer this type of study organization (e.g. Finland).
- A third distinction to be made regards so-called one-phase and two-phase models of initial TE. In one-phase models the successful completion of studies at institutions of TE enables the prospective teacher to apply immediately for a post on the basis of the university diploma since he or she is assumed to have acquired all the necessary qualifications for teaching (e.g. Belgium). In two-phase models the first phase which is often reduced to studies in academic disciplines is followed by school-based training and special theoretical courses mainly dealing with subject methodology (e.g. the German Vorbereitungsdienst, the Austrian Unterrichtspraktikum; Denmark; France). Each phase requires students to take a specific examination (in Germany the 1. und 2. Staatsprüfung, both examinations administered by the state).

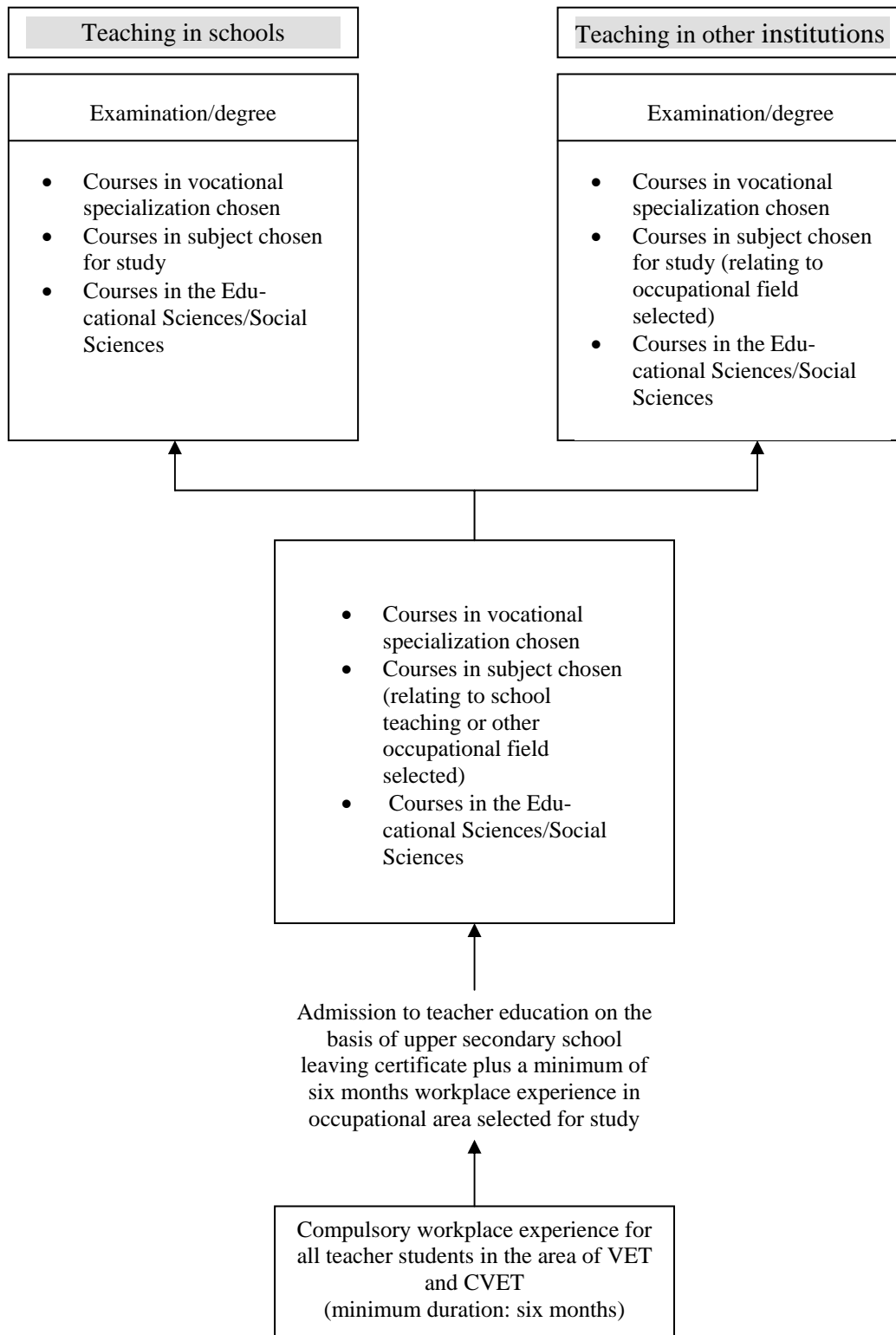
Teacher education courses in Montenegro have traditionally been offered as one-phase courses and there is no reason to diverge from this tradition. Courses should be available both according to the concurrent model and the consecutive model, catering for different student populations.

Different profiles could be imagined within concurrent and consecutive models according to the needs of schools and business. A standard version would offer courses for the following profiles:

- Occupational field A: VET and CVET in schools
- Occupational field B: VET and CVET in companies
- Occupational field C: Vocational rehabilitation
- Occupational field D: Social pedagogics in VET and CVET
- Occupational field E:

The general structure of a teacher/trainer education course could be conceived in ways indicated by Graph 1. In the first part of TE studies (four semesters) students are provided courses in the vocational specialization chosen (engineering/technology, commerce and trade, communication, agriculture, social work, arts, etc.), in a subject they intend to teach and in the Educational Sciences/social Sciences. There would be no differentiation according to occupational fields/professional profile chosen in the first two semesters. There is a possibility of administering an intermediate examination at this point. In the second part of TE studies (for semesters) students are provided with courses in the vocational specialization chosen, in a subject they intend to teach (with a differentiation according to occupational fields chosen) and in the Educational Sciences/Social Sciences. One semester would be allocated for final examinations.

Graph 1. Study course organisation (concurrent model, based on traditional philosophy)



A very fundamental problem consists in defining the place of school experience and workplace experience within the overall organisation of TE course programmes. For workplace experience the following standards should be observed:

- (a) Students are required, as part of admission procedures, to acquire workplace experience in the area of the vocational specialization for which they intend to be educated before the beginning of their study course.
- (b) Students are required to participate in two or three practica of four weeks each in the area of the vocational specialization for which they intend to be educated during the time of their TE course (or alternatively workplace experience of three months duration after the fourth semester).

For school experience there are three possible options:

- (a) Students are required to pass through a first phase of university based TE which contains no elements of school experience and then a second phase of school based TE (which could also be interpreted in terms of an induction phase).
- (b) Students are required to spend a day per week in school throughout the entire duration of their TE course, except the examination semester.
- (c) Students are required to take part in school experience projects of six months duration each before the beginning of their study course and after the fourth semester (or alternatively after the third and the sixth semester).

2.3. General orientation and components of teacher education courses

By tradition, teacher education courses are based on the philosophy that teacher students should be given an opportunity of acquiring

- above all excellent subject knowledge, mainly limited to the study of one or two academic subjects, not necessarily corresponding to school subjects;
- related competence and knowledge in the field of subject didactics;
- basic competence and knowledge in the foundation subjects which includes anthropology, psychology, philosophy, sociology;
- basic skills and competence in teaching through practical participation in all aspects of schools' work (practice periods, practicum).

Sober reflection on what students are actually able to achieve under this philosophy tells us that not only do these components exist in pre-service teacher education without any visible kind of coordination or integration but that also the university does not succeed in producing any particular effects in any of these areas which could be assumed to be useful for the socialization into the teaching profession.

Dissatisfaction with the traditional organisation of TE studies has led to the formulation of alternative philosophies. Some propose a restructured teacher preparation programme incorporating integrated content, integrated academic and work-based learning, a general project orientation, partnerships with business/industries, a full range of clinical experiences and applied instructional technology, etc. Others question whether the vocational education curriculum should remain a collection of separate fields or be restructured into a comprehensive subject for learning about work, family and community roles. Corresponding conclusions would have to be drawn for reorganizing teacher education programmes.

Under whichever general orientation, a traditional or a modern one, Educational Studies will have to occupy a dominant position. It is nothing short of absurd that the academic disciplines should have so much more weight in the preparation of prospective teachers/trainers for the teaching profession. This is in sharp contradiction with the simple fact that teachers are

educated for the *teaching* profession – not for transmitting (maybe even in incompetent ways and without the slightest didactical effort) their restricted knowledge about certain academic disciplines and their often ridiculous theories to disinterested groups of young people in secondary schools and companies who could not care less and are absolutely justified in not caring ... A teacher/trainer education programme which fails to give clear priority to the Educational Studies could without any hesitation be predicted to have no use whatsoever for anyone and to be a waste of time.

2.4. Provisions for direct learning/open and distance learning

Direct learning. The majority of students will opt for courses being offered in the form of direct learning experiences, and this is the traditional way in which courses have been offered by universities.

Depending on the demand for teachers and the need for recruiting from a wide range of interested groups and persons, the university might decide to offer both full-time and part-time study programmes for prospective teachers in the field of VET and CVET.

Open and distance learning. Initiatives should be taken to provide prospective teachers/trainers with the opportunity of choosing a pre-service education in non-traditional ways, i.e. through distance learning and the use of multimedia facilities. This would presuppose that the university has the resources for developing course materials, or there will be other institutions engaging in the development of course materials. The principal supports for distance learning might still be books and written documents but the use of multimedia (integrating text, images, audio, video) could be assumed to be more effective. With the computer and the Internet opportunities for providing pre-service TE to large groups of persons not being physically present in one room and facing a teacher/trainer educator directly have greatly increased. They should be used as much as possible wherever the specific purpose of training does not require the physical presence of the trainee.

Apart from that there are many modern techniques for delivering distance programmes, including directed reading, project work, telephone tutorials, mentoring, interactive video, electronic mail, and television/radio broadcasting. Although they are mostly used in professional development programmes, they could certainly be adapted to the purposes of pre-service education as well.

3. Curriculum elements of a renewed pre-service education for teachers/trainers in the area of VET and CVET

3.1. Dual systems of learning and knowledge

The learning and acquisition of knowledge, skills and attitudes of students is a much more complicated process than many teachers would normally believe (or would in fact be aware of). In a wider perspective, we are faced with the dualism of learning in schools (as state institutions) and learning in various contexts of class society, in particular in the contexts of family socialisation, peer group socialisation and workplace socialization. Knowledge acquired outside schools, particularly in families, in peer groups, at the workplace etc., has a completely different status - this is the indispensable knowledge needed for finding one's way, getting along and dealing with problems in real life. Students would normally understand the difference without problems – knowledge acquired in schools, together with the corresponding certificates and diploma, would be relevant for progressing within the education system and then for career entry within the existing social division of labour. Beyond career entry it would mostly turn out to be of no use whatsoever in occupational contexts or in life situations as such. Such knowledge would also be very rapidly devalued as soon as unemployment for school leavers becomes a major phenomenon. Anyone teaching at school level could easily know about these effects. In other words: There is a clear hierarchy of elements of learning and knowledge in the minds of students ordering knowledge according to where it was acquired, under which circumstances and for which purposes.

Considering nothing but the school context, we are faced with another highly problematic dualism – the dualism of the official and the hidden curriculum. Teachers seem to largely rely with confidence on the values and effects of the official curriculum and related learning processes on the side of students. However, the available research appears to suggest that there is a strong interference between the two curricula which tends to assign much greater importance and effectiveness to the hidden curriculum. Again there is a clear hierarchy of elements of learning and knowledge based on the fact that students would tend to give much greater importance to what teachers do than on what they say.

This dualism of an official and a hidden curriculum is not a particular disease of schools but could be found as permeating all activities of initial and further vocational education and training in companies in the same ways. It affects theoretical and practical training. Although this is an area in which little or no relevant research has been conducted on the problem, it could be assumed that the informal curriculum has a much greater bearing on the workplace based learning of young persons and adults and that in fact the usual hierarchy exists with relation to any kind of vocational education and training in companies.

The same kind of twofold dualism has always existed in teacher/trainer education: Teacher/trainer education programmes and courses are just as well characterised by the dualism of an official and a hidden curriculum which represents the general and permanent framework for learning processes of teacher students at the level of higher education establishments. Looking beyond the higher education sector, teacher students would continuously undergo processes of acquiring knowledge, skills and attitudes being relevant not only for life in general but then also (at least in part) for teaching. Acquisition would take place before, during and after participating in teacher education programmes and it would have far-reaching effects on learning processes in teacher education programmes.

The standard attitude of teachers, trainers and teacher/trainer educators in the face of these dualisms is characterized by a tendency to simply ignore them. This might be part of an explanation why traditional teacher/trainer education programmes are so ineffective. It is suggested here, on the contrary, to make the two dualisms a key element of analysis and

reflection in teacher/trainer education courses, be this in the Educational Sciences or in the disciplines or in practice periods in schools and companies. Some of the major elements teacher/trainer education programmes might have to focus on are discussed below.

3.2. Informal curriculum (at university, with parallels at school, at the workplace)

➔ *Values and attitudes of teacher/trainer students and teacher educators brought to teaching and teacher education (implicit knowledge, implicit theories).*

Teacher/trainer students are not arriving at university in a state of complete innocence. They have acquired in the pre-training phase (beginning with their birth) general orientations and expectations related to university studies and to their prospective jobs. In many instances expectations are very specific even if not always very realistic. Substantial minorities have a record of teaching, sometimes extending over a period of five or six years, before entering the pre-service phase of teacher education. Images of good and bad teaching have developed in the minds of students over the years of schooling and they continue to be maintained and defended during years of academic study. It is a serious problem that the socialisation process of teacher/trainer students before taking up studies is usually regarded as being irrelevant and is not made the object of reflection and debate. As a result entrenched habits, attitudes and orientations continue to be a major factor in learning processes of students, often standing in the way of academic learning and substantial results.

Anyone who has spent some time with teacher/trainer students probably knows fully well that many teacher/trainer educators are in more or less permanent conflict with the personal views, aspirations and models of students concerning ways of becoming a competent teacher. Actually almost everyone appears to know what a good teacher is, almost regularly forgetting that these are images originating in school days and being formulated from a perspective as pupils. Fundamentally it seems to be a rather naive assumption that students just have to be faced with a catalogue containing a set of competencies they will be assessed for in order for them being ready to throw their previous images of a good competent teacher overboard. We should rather suspect that students will make the necessary superficial moves and noises in assessment situations in order to convince teacher educators, mentors, government inspectors and whoever of their respecting the official standards for qualifying as a (beginning) teacher.

➔ *Informal group relations among teacher/trainer students.*

Group dynamics are an important aspect of any teaching-learning process, and even more important are the informal relations within learning groups. The „learning climate“ within small groups will be determined to a large degree by such informal relations (certainly also by informal relations between teacher/trainer educators and students). It is often difficult to see why a group reacts the way it does and usually teacher/trainer educators just lack the kind of information they would need about values and motivations of students. At the same time the informal relations between students, being seen as more relevant than formal relations in the classroom, would facilitate processes of members of the group learning from each other more than from teacher/trainer educators. Of course it is a problem what exactly is being learnt in these constellations.

➔ *Hidden curriculum of teaching and learning processes.*

The dominant tradition of teacher/trainer education certainly does not motivate students for active, self-determined, self-organised learning – and is probably not even intended to do so. Very often it takes place in hierarchical settings requiring the students to listen passively and suppress all questions and problems they might have. Hardly anyone would claim that this is a very promising and effective arrangement for successful learning. Looking more closely into the arrangement and basic problems of teaching and learning situations in teacher/trainer

education, it is extremely difficult to avoid the conclusion that they are planned (or at least functioning in a way) to prevent and sabotage learning, not to promote and facilitate it:

- a) *Teacher educators as poor role models for teacher students.* Teacher/trainer educators seem to be characterised by the same kind of basic attitude as has been found to be typical for teachers as well: They appear not to gear their planning to the way in which students are likely to actually deal with curriculum content but rather on the sequencing of such content. That is, in general they appear to be more concerned with the technical aspects of information transfer than with the sense students make of the information. The focus of instruction is some abstract target skill or knowledge itself, not the process that facilitates the acquisition of these. On top of this the quality of teaching methods in universities and other higher education institutions is widely thought to be poor and passed on to students as such. Processes of teaching and learning in teacher/trainer education appear to be highly ritualised, requiring students to adapt to a range of the strangest rituals. In other words, the learner, actual learning processes and theories of learning are generally ignored in teacher/trainer education courses. Teacher/trainer students tend to be particularly critical of this fact, often having a low esteem for the pedagogical competence of teaching staff.
- b) *Hierarchical relations between teacher educators and students.* Independent of the system or model of teacher/trainer education, interaction between teacher/trainer educators and students is very often characterised by hierarchical relations. This includes a basic orientation of teaching-learning processes on passive learning although the inefficiency and the counterproductive effects of such an orientation could be no secret to teacher/trainer educators. It is just one particular aspect of this situation that as a rule students are not (sufficiently) familiarised with the results of current research nor given opportunities for participating actively in research activities. Very often a kind of knowledge is transmitted to them which is unrelated to the respective state of the art in educational research and to basic results of past research. It has been concluded from this that teacher/trainer education is certainly not a very practical business but equally far removed from being a theoretical business.
- c) *Emphasis on socialisation through disciplinary studies.* Everywhere in Europe teacher/trainer education courses, be this for teaching in primary schools or in secondary schools, are characterised by a clear emphasis on disciplinary studies. This kind of emphasis is all the more strange, as it could hardly be claimed that such disciplinary studies are to be seen as an indispensable element in the process of teachers learning to teach. Teacher/trainer education always grappled with the dualism of academic disciplines/school subjects, persistently ignoring the fact that the two sides represent completely different traditions being absolutely independent of each other. As for the academic disciplines, they have developed in ways which tend to obscure their social origins, their political functions and their practical-moral meaning.
- d) *Obsession with testing and assessment of students.* In almost all European countries teacher/trainer education is clearly characterised by an extreme obsession with testing and evaluative assessment of students. The available knowledge accumulated in the Educational Sciences about the limits and disadvantages (if not complete uselessness) of the prevailing techniques of evaluation and assessment at school level is generally ignored by teacher/trainer educators once it comes to tests and examinations at higher education level. Strategies of the evaluation of students' learning processes thus are patently inadequate. They also reflect and reproduce the existing separation and the gap between school teaching and teacher/trainer education, since the criteria of success are usually defined in terms of academic standards and achievement but not in terms of the quality of professional practice in schools and companies. A more important aspect of the obsession with assessment consists in its promoting a highly superficial attitude of students and

teacher/trainer educators towards course content and learning processes. This is bound to have highly negative effects on the learning processes of students.

The prevailing situation at the level of teaching and learning processes in teacher-education could hardly be stranger: Political contexts and functions of teacher/trainer education are believed to be meaningless, course content and structure do not matter, learners and their specific processes of learning are regarded with contempt, the idiocies of testing and examinations are defended tooth and nails, or at least silently accepted as a necessary evil, professional competence is seen as somehow falling from heaven as a result of teacher/trainer educators lecturing students about meaningless theories ...

→ *Student thinking/teacher educator thinking.*

Anyone who has some kind of experience with classroom teaching knows that thoughts are wandering even while you are speaking and perhaps more so while you are not speaking. This would be true for students and teacher/trainer educators alike. The kind of thoughts persons have and which do not even coincide with their speech (communications) could be regarded as an inner monologue representing reflections, comments and interpretations of ongoing teaching and learning processes and of participating persons by the persons involved – but very often reflections and comments on persons, facts and experiences which have absolutely nothing to do with ongoing learning processes and their particular content. Obviously this is also a problem of interest and motivation of students and teacher/trainer educators, or even a sign of resistance to the demands put on students in the classroom. Some well-known researchers having defined schools (like prisons, hospitals etc.) as totalitarian institutions have claimed that the „inner monologue“ could be interpreted as an act of survival tactics on the side of students. Others have spoken of the „frontstage“ and the „backstage“ of teaching and learning processes. Whatever the interpretation, it is quite clear that these informal processes interfere with the aims and objectives of organised learning, in schools and companies no less than in university faculties.

→ *Informal processes of defining quality standards, evaluation and assessment.*

Evaluation is not really a new phenomenon in teacher education, nor is it in the area of higher education in general. All higher education institutions, all university faculties and departments have always had (sometimes quite elaborate) informal mechanisms of permanent (!) internal evaluation and assessment. Depending on the degree of these informal mechanisms being operative, and on the way they were handled, faculties and departments were in a position to develop not only internal standards of quality but also more or less informal procedures of putting group pressure on staff members who were believed not to properly fulfil their duties - or of distributing rewards to those who were evaluated positively. Certainly it could not be excluded that under local circumstances standards of research and teaching might be quite idiosyncratic or even absurd. Certainly there was no guarantee that standards resulted from a democratic process of debate and decisions among colleagues, and they might well be based on the autocratic power of individuals or „leading circles“ within the larger framework of a faculty or department. However, there could be no doubt about the relevance of these mechanisms within small group situations of university institutions and their (varying) effects on the definition of the quality of research and teaching.

The traditional role of students in assessing teaching of staff members represents an important aspect of informal processes of evaluation and assessment. In a more liberal and open system of study organisation (e.g. in Germany) students would usually express the results of their assessment by voting with their feet. The share of compulsory courses is extremely low for teacher students at the level of university studies as the first phase of teacher preparation (this is different in the second phase of school-based training in the Ausbildungs- und Studienseminare). Beyond the few compulsory elements students are completely free to

choose from the existing offer – although there is now an increasing tendency to destroy this freedom through current reforms of the study organisation. Students are also completely free to choose specific members of staff in the case of parallel course offers. Students are mostly not obliged to attend a course for the duration of a full semester if they do not like the course or the teacher or both. They do take the liberty to attend from time to time wherever that is possible, if they believe that this is a rational way of dealing with a particular course. There are non-compulsory courses with compulsory attendance for those who want a certificate at the end but again the number of certificates teacher students have to acquire is very low by international standards. Most importantly, students are free to extend their studies beyond the limits of minimum duration set by examination regulations.

Within such a system, an unpopular or an incompetent or a (sometimes/regularly) not very well prepared staff member would normally very soon be stranded with decreasing numbers of attending students. Quite often students, at least some of them, would not just stay away or change to other courses, if they dislike a particular staff member or the way he/she runs a course, but would not hesitate to complain about it. Except in very large departments and faculties such events would normally not remain hidden from other staff members but would form part of the normal gossip, and it could very well be assumed that the popularity, the efforts and the degree of success of a teacher educator would be quite known to the rest of the department, not to speak of the entire student population which has its own functioning mechanisms of spreading news and rumours. It is on this basis that group pressure again comes into play.

While these are normal procedures within a more liberal and open system, students would also have ways of expressing the results of their personal evaluation of courses and competencies of teacher educators in a more strictly regulated system (as e.g. in the United Kingdom).

Apparently, the formal mechanisms for the evaluation and assessment of students' achievement were always more elaborate and more intense than in the case of teacher/trainer educators. However, behind the smokescreen of formal occasions, general procedures and established standards for assessment the evaluation of students were always clearly determined by informal processes. Any teacher/trainer educator will be sufficiently familiar with these informal processes, even if he/she does not reflect much about them. Their impact is particularly strong on the occasion of formal written and oral examinations taken at the end of study or at an intermediate stage during studies but basically it would be universal wherever evaluation of students takes place. The kind of distortions resulting from teacher/trainer educator's expectations, personal likes and dislikes, the halo effect, insufficient information about the student, one-sided task definitions, etc. are all too well known and do not have to be explained again in this context. Such distortions are continuously being developed inside informal processes in teacher/trainer education, and they are quite unavoidable elements which could never really be eliminated as long as evaluation continues to be organised in traditional ways.

3.3. Formal curriculum (at university, with parallels at school, at the workplace)

It seems to be a common problem that the preference structure of teacher/trainer students is heavily biased in favour of subject studies, although there may be some differences between primary and secondary school teachers in this respect. This is of course in line with the equally heavy emphasis given to subject studies in the official, formal curriculum of pre-service TE for all categories of teachers/trainers and the low importance of everything related to the professional education of prospective teachers/trainers. As a result teachers/trainers tend to bring to their classroom teaching the technologies, conceptions and modes of discourse from their academic subjects/ disciplinary studies. This is in open contradiction with

the fact that the profession they are educated for is the *teaching* profession – and not that of a specialist in certain subject areas (engineer, economist, geographer, etc.). In accordance with the professional orientation of teachers, pre-service TE ought to have a clear emphasis on corresponding professional studies, i.e. mainly on the Educational Sciences, on the theory and didactics of school subjects/in-company training subjects and on school experience/workplace experience in companies.

Everywhere pre-service TE tries more or less in vain to come to terms with the dualism of academic subjects/school subjects presenting a particular problem for any kind of TE. It has to be taken into consideration that the two sides of the dualism represent completely different traditions being absolutely independent of each other. School subjects are in no way small-size reproductions of academic disciplines, neither today nor in the past. At the same time academic subjects with the extreme forms of specialisation which have developed in this century could obviously not be made the basis of teaching at school/company level. Thus, pre-service TE should clearly distinguish academic disciplines and school subjects, and the curriculum should provide research contact with both areas and traditions in balanced ways.

There is still another very fundamental problem with an exaggerated emphasis on the academic disciplines in teacher/trainer education courses: Curricula and theoretical conceptions in TE, under whatever system and in whichever country, are moral in principle, political in their functions and social in origin. This applies also to principles and conceptions of teaching practice. While this is a universal phenomenon, there is an evident tendency, particularly in the subjects, to ignore these contextual aspects and the effects that might be produced on teaching and learning processes. By ignoring them there is obviously no way to pretend that they are inexistent or tend to disappear. One of the major tasks of pre-service TE lies in promoting reflection of students and teacher/trainer educators on the moral, political and social aspects of curricula, theories and scientific work. Parallels with corresponding tasks while teaching subjects at school level/company level should be permanently drawn.

A standard programme of the Educational Sciences would comprise the following elements:

A Education and training

- Classical theories of education and training
- Systematic aspects of present-day debates on education and training

B Development and learning

- Development psychology as a basis for understanding education and learning
- Psychology of learning as a basis for understanding education and learning
- Interaction and communication in fields of educational activity
- Learning diagnostics and counselling in pedagogical processes

C Education and society

- Theories of socialisation, particularly socialisation in academic contexts/at school/at work
- Changing structures of childhood and youth and their relevance for education
- Sociology of the university/the school/the company
- Migration and intercultural education

D Classroom and workplace teaching/general didactics

- Models of didactics and didactical planning activities
- Conflicts in teaching and learning environments
- Methodology and media of teaching and learning
- Analysis of the teaching-learning process: promoting student achievement and assessment

E Institutions and organisation of the education system

- General aspects of education systems
- Administration and management of educational institutions
- School development
- Teaching profession and the role of the teacher

F Education policy

- General aspects of education policy
- Strategic planning in education policy, management of education reform
- Centralisation and decentralisation in education systems
- Employment conditions of teachers/trainers

It is of course an open question whether such a standard programme in itself will be a solid basis for developing the required abilities and competences in prospective teachers/trainers. Certainly we could imagine viable alternatives to this programme. However, I will not deal with them here as they could easily be located in the available literature or via the description of programmes on the respective websites of teacher/trainer education institutions.

It is my conclusion from the brief analysis undertaken above that the functioning and outcomes of teacher education in any system are largely determined by the informal processes of learning, not the formal processes. Considering some of the major informal processes taking place in teacher/trainer education (constitution of teaching competence, on-the-job learning, learning in the context of the hidden curriculum of initial teacher education, definition of quality standards, evaluation and assessment), it is an obvious fact that informal processes are just ignored in traditional teacher/trainer education programmes.

4. Educational processes in the renewed pre-service education system for teachers/trainers in the area of VET and CVET

4.1. Course planning

Within the framework of various teacher education programmes offered by the university and accredited by the responsible authority at national level the task of course planning falls either on the faculty/department or on the individual teacher/trainer educator. Two fundamental positions appear to be possible concerning principles of course planning:

(a) The teacher/trainer educator has the exclusive responsibility for planning a particular course which he/she is going to offer, being responsible mainly to the faculty. He/she establishes a syllabus or work plan for the entire semester, either based on the notion of lecturing students on the proposed theme or based on the notion of group work/individual work of students on different aspects of the proposed theme or on a combination of the two. The proposed syllabus contains detailed information concerning

- a general course description,
- required books for reading,
- specific course requirements,
- a course schedule,
- products expected from students (writing assignments, presentations, debates, etc.),
- course examinations,
- notes on grading of students' work.

The syllabus for each course is made available to students at least three months ahead of the beginning of the course (for an example of such a syllabus see Appendix 2).

(b) The teacher/trainer educator formulates a basic theme for a course but concrete planning of a particular course is done through the joint effort of students and the teacher/trainer educator. Thus students are being given a chance to formulate their own interests and motivations concerning the proposed theme, to choose a specific task which they wish to take over in the context of the course, to decide if they want to work individually or in a team and to agree with other students on who is going to form a team for the specific task to be dealt with. It is in every respect desirable to involve students as much as possible in course planning in order to increase their autonomy and responsibility for their own learning processes.

4.2. Teaching and learning processes

Teacher/trainer education should concentrate on the theoretical and practical development of a new pedagogical scenario: from teaching to a setting where the focus is on the students' learning processes and on the forms of organisation which support this learning. We know that teacher/trainer educators and students are interested in the new styles of learning demanded. In many countries, new curricula are focused on independent learning on an individual basis or in teams. This does not mean that lectures and phases of information transmission will have to completely disappear.

→ *Collaborative work of learners in groups/teams (students and teacher educators).*

Learning in small and larger groups which via cooperative efforts autonomously develop strategies of analysing and reflecting on relevant themes and problems, indeed the very self-organisation of such group processes by TE students represent highly important forms of experience which should be much more heavily emphasised in teacher/trainer education courses. Such forms could be expected to contribute to strengthening the responsibility for collective processes of learning, development and growth, to promoting specific skills like the

ability of cooperating and working in teams, to leaving more scope for students to learn and grow according to their specific abilities, needs, interests and motivations as well as to demonstrating the particular benefits but also the particular difficulties of collaborative work. Students will have to be invited to provide evaluation and documentation of self-directed learning and they will have to be advised on proper ways of doing this if there are no suggestions of their own in the matter. According to relevant research the quality of schools appears to depend almost entirely on this ability of teachers for cooperating in teams. Opportunities for acquiring such skills must and could be given to prospective teachers/trainers already while being educated at university.

→ *Independent self-directed learning on an individual basis.*

Probably no-one has any doubts that teaching and training in schools and companies does represent a kind of professional activity which requires a good deal of personal judgement, individual decisions and independent work. The philosophy of traditional teacher/trainer education courses seems to be based on the conviction that the best way of preparing prospective teachers/trainers for such professional activity is to treat students like small children (minors) who have to be told in every respect by adults what to do and what not to do and who will be punished with bad marks and failure in examinations if they do not follow the orders and instructions of the adults word by word. Any teacher/trainer institution not being able to dissociate itself from this tradition could as well be closed down for not having any positive effect on its students and their professional preparation. It is a matter of experience that the best results in learning are almost always achieved if the interests, motivations and specific abilities of students are taken into account and respected as being relevant for the learning process. This is one of the fundamental reasons why students should be given opportunities on a large scale for self-directed learning on an individual basis. Directed and self-directed learning could well be envisaged as having a place in teacher/trainer education courses but quite clearly forms of self-directed learning on an individual basis and in teams should be predominant. Students will have to be invited to provide evaluation and documentation of self-directed learning and they will have to be advised on proper ways of doing this if there are no suggestions of their own in the matter. An early experience of self-directed learning and self-evaluation procedures is absolutely vital in anticipation of future requirements on the work of teachers/trainers.

→ *Research orientation (for students and teacher educators).*

It has to be admitted that traditionally (educational) research does not play a significant role in pre-service TE, that there are few systematic attempts to mediate research for students and to induct them into the procedures and standards of educational and subject-related research. Teacher/trainer students for their part mostly do not seem to value educational or disciplinary research highly, very often just being interested in learning the 'tricks of the trade' and showing little understanding of the research issues and methodological problems in the educational sciences or in the disciplines. Against this tradition, pre-service TE should make a strong research orientation its main business in educating prospective teachers, providing students with up-to-date knowledge about the status, tendencies and the methodological problems in research in various fields and involving them actively, as much as possible, in concrete (smaller and bigger) research efforts and projects defined by themselves or developed by a teacher/trainer educator.

Research should have a clear focus on real and fundamental problems of university education, school education and workplace education. One of the basic problems of pre-service TE (and school education/workplace education) in any kind of system is the co-existence of an official and a hidden curriculum, of organised learning processes and student thinking/teacher educator thinking, of formal and informal learning processes. The particular role and effects

of the hidden curriculum and teacher thinking in relation to the formal curriculum as well as alternative forms of organising and evaluating teaching and learning processes should be made the main and central object of joint analysis and reflection of teacher/trainer students and teacher educators. Parallels with the existence of a hidden curriculum and teacher thinking in the context of school teaching should be expressly drawn. Students will be invited to acquire a research attitude early in their study course in order to be able to apply the same (action) research attitude to their job and the problems they have to deal with in their daily work once they have become teachers/trainers.

→ *Focus on activity and ability to act professionally (students and teacher educators).*

The learning process of students should be based on the fundamental idea of involving them in a vast range of appropriate activities which will be useful for their future professional work. Such appropriate activities would include mainly research activity, reading and reviewing activity, planning activity, organisation of teaching and learning process activity, teaching activity, moderator and facilitator activity, cooperation activity, counselling activity, evaluation activity. „Activity“ should be taken in the very literal sense that students become active and are given the opportunity of acquiring the ability to act in situations relating to the qualification demands of their professional work. It is of utmost importance that the university itself must be regarded as an adequate place of learning (and teaching) which could be transformed into a field for testing and developing many of the abilities which prospective teachers/trainers are required to show in exercising their profession. It is another matter that not many universities/faculties have actually begun to operate this transformation process. Apart from that all activities mentioned above could and would not only be developed in the context of university studies but also during school experience and workplace experience phases.

→ *Emphasis on project and product orientation (for students and teacher educators).*

It is particularly vital for the area of Educational Studies that course planning and courses move away from the traditional division of labour which characterizes teaching and research in Faculties of Education (History of Education and Education Policy; Theory of Education and Education Policy; Comparative Education and Comparative Education Policy) if the kind of reliance on fragmented knowledge somehow adding up in the minds of students to an integrated vision of education should appear to be too optimistic and naive and if real problems of teaching and learning should be made the major focus of pre-service TE. The alternative consists in using as much as possible the project method the advantages of which have been sufficiently made clear a long time ago, without ever having a notable effect on university teaching. Projects relate to the solving of identifiable problems which might be first of all isolated and unique but should have sufficient elements of being general and representative. Projects ought to relate to real life situations calling for action. The group dealing with a project would work to a large extent independently towards a predetermined goal, on the basis of realistic facts and requirements. Using the project method, those being involved would learn how to tackle a problem autonomously and how to find an appropriate solution to it by acquiring and using the knowledge and competence required for the task. Quite apart from the motivation which a project normally generates, the element of co-operation and joint decision-making is of particular relevance. The project method implies that the group dealing with a particular task would come up with suggestions and conclusions concerning the problem and that each project results in a product. The nature of the product will depend on the characteristics of the project.

→ *Permanent didactical culture in courses and seminars (students and teacher educators).*

Like the prevailing conception of school learning, pre-service TE follows mostly an information-transmission model and is based on a master-apprentice relationship between

teacher/trainer educators and students. This deeply rooted tradition is manifested in the excessive amount of contact teaching in the format of lecturing, often without any methodological or didactical effort behind it. Probably this is why the pedagogical competences of teacher educators are very often held in low esteem by students. Teacher educators and teacher students, both functioning as role models in TE, should be encouraged to collaborate in establishing a didactical culture throughout the entire teaching and learning process in TE. Parallels with the need for developing an adequate and diversified didactical culture at school level should be constantly drawn.

→ *New teaching methods/adult learning principles.*

Independent of the system or model of pre-service TE, interaction between teacher/trainer educators and students is traditionally characterized by hierarchical relations. This includes a basic orientation of teaching-learning processes on passive learning although the inefficiency and the counterproductive effects of such an orientation are no secret to teacher/trainer educators. It comes as no surprise that teachers/trainers educated under such conditions have a tendency to find nothing problematic about hierarchical relations between themselves and students at school level/company level. In contrast with such prevailing practice, TE courses should view students as active learning partners, implement co-operative learning and choice, make learning experiences relevant and meaningful, encourage active citizenship, and create an environment conducive to reflective and critical thinking. Only through such experience will prospective teachers/trainers be encouraged to adopt corresponding attitudes at school level/company level. Contemporary approaches to education require teachers/trainers to develop new methods suitable to their roles as collaborators, facilitators of learning, and lifelong learners; become as familiar with the workplace as they are with the school setting; and make school settings reflect workplace environments. Such orientations ought to be anticipated and practised in classroom situations on all TE courses.

In so doing pre-service TE needs to emphasize generally accepted adult learning principles. The adult learner is generally perceived to have characteristics that are unique. The unique qualities of the adult learner must be recognised and special teaching and learning responses must be developed to meet their needs. It appears to be important to conceive pre-service TE for young adults as a process which involves the whole person as an intelligent agent in the process. The following would be regarded as „foundation stones“ of adult learning theory:

- Adults are motivated to learn as they experience needs and interests that learning will satisfy; therefore, these are the appropriate starting points for organising adult learning activities.
- Adults' orientation to learning is life-centred; therefore, the appropriate units for organising adult learning are life situations, not subjects.
- Experience is the richest resource for adults' learning; therefore, the core methodology of adult education is the analysis of experience.
- Adults have a deep need to be self-directing; therefore, the role of the teacher/trainer educator is to engage in a process of mutual inquiry with them rather than to transmit knowledge to them and then evaluate their conformity to it.
- Individual differences among people increase with age; therefore, adult education must make optimal provision for differences in style, time, place and pace of learning, it must respect adults' particular abilities and strengths, their subjective theories and their personal aspirations.

4.3. Counselling

If the pre-service TE system was transformed in ways suggested in this paper, the roles of teacher/trainer educators would have to change substantially. Instead of teaching adults and providing them with instructions on why to learn, when to learn, what to learn, how to learn,

what results to produce, they would basically have to regard themselves as counsellors, as facilitators, as advisers, as persons with monitoring tasks, as resource persons, as part of a learning organisation, etc. The following conclusions could be drawn on the side of needs for staff development for teacher educators:

There is a need to train the educators of teachers (pre-service and in-service) and of administrators (pre-service and in-service) in organising the education of teachers as adult learning processes which involve the whole person as an intelligent agent in that process.

- Careers of teacher/trainer educators should be based on levels of competence. This appears to be particularly important for beginning teacher/trainer educators and staff persons in educating administrators. Thus, systematic efforts of providing specific forms of induction as well as courses of professional development are necessary. This includes related procedures of appraisal.
- Within learning processes of teachers and administrators, teacher/trainer educators represent models of learning. Therefore, reflective practices and self-evaluation of educators should be stimulated in adequate ways, ensuring that the models are consistent with the aim of promoting active, self-directed learning of prospective teachers and trainers.
- Counselling of teachers and trainers in phases of pre-service (and in-service) education should become a major task of teacher/trainer educators. This implies that educators are aware of effective models of counselling and moreover are capable of using good practices in their daily counselling activities.
- In the self-evaluation of learning processes prospective teachers and trainers should be given appropriate guidance and advice by teacher educators. Consequently, educators have to be expected to acquire the necessary knowledge and practice in order to be able to provide such guidance.

4.4. Assessment

The available knowledge accumulated in the Educational Sciences about the limits and disadvantages of the prevailing techniques of evaluation and assessment at school level is generally ignored by teacher/trainer educators once it comes to tests and examinations at higher education level. Strategies of the evaluation and assessment of students' learning processes thus are patently inadequate. They also reflect and reproduce the existing separation and the gap between school teaching/in-company training and TE since the criteria of success are usually defined in terms of academic standards and achievement but not in terms of the quality of professional practice. This is an unacceptable state of affairs, independent of how long it has lasted. Pre-service TE should make a serious effort to apply alternative methods of evaluation and assessment, abandoning the traditional „testing culture“ in favour of an assessment culture that is characterized as follows: an occasion for learning rather than testing; formative and ongoing; based on a criterion-referenced philosophy of evaluation that focuses on accomplishment rather than rank; based on what prospective teachers are expected to know and be able to do rather than on what is easy to score; and entailing the use of multiple performance assessments, teaching portfolios, verbal assessments and feedback, and assessment centres. Parallels with evaluation and assessment procedures and problems at school level should be permanently kept in mind and discussed with students.

5. Internationalisation of pre-service education for teachers/trainers in the areas of VET and CVET

Until very recently (and perhaps even today), (teacher/trainer) education could be seen as one of the most isolated, nationally oriented sectors of society. There was a huge discrepancy between the reality of global/European integration and the narrowly national educational systems and curricula. Teachers as well as teacher educators often did not and do not know about differences in curricula, in pedagogical approaches, in the educational systems on an international level. And if they know about differences they tend to be unaware of the vast field of common problems and common traditions in the development of education and educational systems. Even today most of them are still in a process of discovery, slowly realising what they have missed in the past. Education at all levels is badly in need of innovation.

Innovation of the educational system, aimed at adjusting to the new and sometimes even not so new international/European realities and introducing a European/international dimension into (teacher/trainer) education, would require changes mainly at three levels (see also Graph 2 and 3):

- ① Europeanisation/internationalisation of the curriculum in terms of subject matter. Briefly put, this means that in the teaching of all subjects attention be paid to the European/international context of current social, political, and economic developments. It is evident that this cannot be accomplished in all subjects equally. There is more scope for innovation in the social subjects than in sciences, more scope in language teaching than in physical education.
- ② Knowledge of foreign languages geared towards communicative skills. The guiding principle in this context is society's demand for people who have mastered more than one language. An excellent command of several foreign languages is more often mentioned in recruitment ads. Right now most students with a vocational training or university degree have only a mediocre command of foreign languages.
- ③ Europeanisation/internationalisation of education in terms of mobility and increased contacts among young people from different countries. Insights in other cultures can best be acquired by direct communication with those cultures. The methodology in this field still needs a lot of attention, particularly regarding extracurricular projects and actual exchange.

5.1. A bottom-up approach to internationalisation

How could this necessary process of innovation be initiated? It would be difficult to ignore that policy makers and managers in education often firmly believe in the virtues of a top-down model and in the positive effects of such an approach which permits them to formulate policies of their own. However, results of such an approach mostly have been very unsatisfactory, if not disastrous, and every teacher educator will be able to cite examples. Attempting to maintain political control of a process whose benefits and scope tend to be only partially visible in the initial stages - and sometimes not visible at all - easily turns into producing lots of counterproductive effects. Understandably teacher educators are also inclined to dislike their being regarded as the instrument of executing policies which have been formulated elsewhere and are then forced upon them. But above all it is simply a commonplace to say that teacher education cannot be innovated if those working in the field are unmotivated to do so and if innovation does not correspond to the needs of the younger generation.

Graph 2. Dimensions of the Europeanisation/internationalisation of teacher/trainer education programmes



Thus it is almost a banality to say that a bottom-up approach deserves preference over a top-down model when introducing a European/international dimension in teacher education. This is a matter of autonomy, motivation and at the same time efficiency of teacher educators. Only in the case of innovative efforts being undertaken by educators themselves is there a chance of organising innovation as a learning process for both teachers and management. Such a model of innovation as a learning process is necessarily based on a non-hierarchical system of plans, execution of plans, evaluation, revision of plans, etc. The process is not finished when a certain goal is reached because the goal is continuous improvement. The strategy which is discussed below could serve as a point of departure for such a process.

Probably the best way to convince teacher educators or entire departments and institutions of the use of an internationalised curriculum for teacher education is

- by asking questions about their attitudes towards the European/international dimension and evaluating them jointly;
- by giving teacher educators a chance to be exposed to the same kind of European/international experiences students have when studying abroad;
- by aiming at an institutional policy which might support teacher educators and institutions in their efforts to introduce and maintain a European/international dimension;

5.2. Activating faculties/departments/institutions for innovation

Those individuals or entire departments and institutions which show a very reserved attitude towards changes can be activated, not by imposing anything from above but by trying to involve them in a joint process of evaluating the curriculum in view of the

European/international dimension. The following questions might help to formulate the request for evaluation:

- a. In what ways do you prepare students for a potential job abroad? Is it desirable to emphasise this aspect more in your courses and how can this be achieved?
- b. Which courses or parts of courses contribute to the preparation of your students for a position in which they will be confronted with people from various nations and cultures? Which elements of your courses help students to understand other cultures and other systems of values?
- c. Which elements of your courses contribute to the student's knowledge of your field or subject and his knowledge of the way your subject is taught in other countries? Is more emphasis on this aspect desirable and how can that be realised?
- d. Which parts of your curriculum are geared towards foreign education systems or traditions? Is more emphasis on this aspect desirable and how can that be realised?
- e. Which elements of your curriculum/courses are aimed at improving a student's verbal and written communicative skills? Does this apply to other languages than the student's mother tongue? Is it desirable to put more emphasis on this aspect and how do you think that can be done?
- f. Which elements of the curriculum contribute to a student's understanding of the political decision-making process at a local, national and European level? Are the interrelations between those levels addressed?
- g. Check for each module whether the right balance exists between a national and a European or international perspective.
- h. Which concrete international experiences do students have as a result of their curriculum? Is it a mandatory or optional part of the curriculum? Do you see reasons and opportunities for expanding the international experience of your students, whether it be on a mandatory or optional basis?
- i. Are your students being prepared for initiating and maintaining international contacts? Is it desirable to pay attention to this skill, and if so, which possibilities do you see?
- j. Have you compared your curriculum/courses with those of one or more other European countries, and if so, what were the outcomes of this comparison?

A self-evaluation according to this list of questions can be a starting point for an exchange of thoughts within the department and between the department and management. This could be a useful element in a joint effort to develop actions to improve the courses and innovate the curriculum in the sense of internationalising teacher education.

5.3. International experiences for teacher/trainer educators

Teacher educators can best understand the significance of a European dimension in education through first-hand experience of other curricula and education systems beyond the boundaries of their respective national systems. Teacher educators and teacher education institutions could start a policy aimed at official contacts of their own staff with that of teacher education institutions abroad.

This can be accomplished in several ways. For example, a teacher education institution or individual colleagues can initiate the organisation of a yearly conference or workshop. Secondly, there are opportunities for taking part in programmes and networks like the ones initiated by the Commission of the EC. Faculties and colleges can encourage their staff to join such programmes of international organisations, as almost all disciplines now have some sort of international network which arranges meetings and conferences. Next, colleges can encourage their staff to make field trips to other countries to study foreign educational issues or systems. It is equally important to invite guest lecturers. Having people around on campus, for a shorter or longer while, who come from other educational contexts can have a very

stimulating impact on both staff and students. Having members of your own staff teach elsewhere can have the same beneficial effect. In addition, teacher education colleges could promote scientific research of international education as a joint enterprise of institutions in various countries.

Finally, to end this incomplete list of possibilities for motivating educators to introduce a European/international dimension in their teaching, it should be pointed out that there are various ways of initiating international contacts. Large expensive conferences with copious meals and pricy hotels can produce some good results, but they can be counterproductive as well. People may think that participants are merely motivated by hedonistic or selfish impulses, especially when continuously the same 'foreign experts' show up. However, one can also opt for a much more informal approach based on personal contact. It has been agreed, for instance, by some institutions to house foreign participants as much as possible with colleagues who are in the same field. This not only saves hotel costs but also encourages colleagues to share professional experiences which may be quite enriching for both.

Once teacher educators become intrinsically motivated to change the curriculum in order to introduce a European/international dimension, it is again a management task to bring all these ideas and plans together. Departments can be asked to formulate their own plans in terms of internationalisation, but out of this an institutional policy has to arise which will lend the necessary support to teacher educators participating in the introduction of a European/international dimension. This cannot be done simply by putting a staple through these plans.

A substantial renewal of the curriculum is not unlikely to have a number of consequences which cannot be (entirely) anticipated. Yet even these consequences, whether desirable or undesirable, might have an innovative impact. One example is that teacher educators endeavouring to initiate an exchange programme inevitably also come into close contact with the curriculum of the partner institution. That curriculum often includes different subjects, or subjects which are treated differently, another method of testing, etc. In many cases this is an enriching experience for teacher educators involved, and it can result in improvements of the curriculum or teaching methodology at one's own institution. Although the aim was to initiate an exchange programme, the side-effect is a positive one as well.

Apart from that the decision to co-operate with a foreign educational institution might change the way colleges or departments are run. Co-operation breaks down old structures and opens new vistas, whether they are intended or not. When a Dutch institution was setting up an ERASMUS exchange programme with a partner institution in London, it appeared that the relationship between their Faculty of Education and their other faculties was quite underdeveloped. They were hardly aware of each other's curricula and there was little contact among teachers from various faculties. In fact, quite stereotypical views prevailed: teacher educators blaming subject teachers for their ignorance of teaching methods, and the latter despising the former for not teaching 'hard facts'. Because the Dutch side wanted to find for their students a combination of subject learning and education methodology, the faculties involved at the British partner institution were pushed to communicate. This contact aroused an interest among the British teachers, including the subject teachers, in the way Dutch teacher education colleges integrate teaching subjects and education.

Co-operation obviously might also cause changes in one's own institutional organisation. It is, for instance, quite possible that one institution decides to adopt a trimester system, because it will be easier to realise an exchange programme if both curricula are structured similarly. The same applies to the timing of internships or even to the division of departments, sections, etc. At a Dutch institution the contacts with its English ERASMUS partner resulted in a debate on

whether it would not be preferable to have students first select a field and later prepare them for teaching rather than the integrated model.

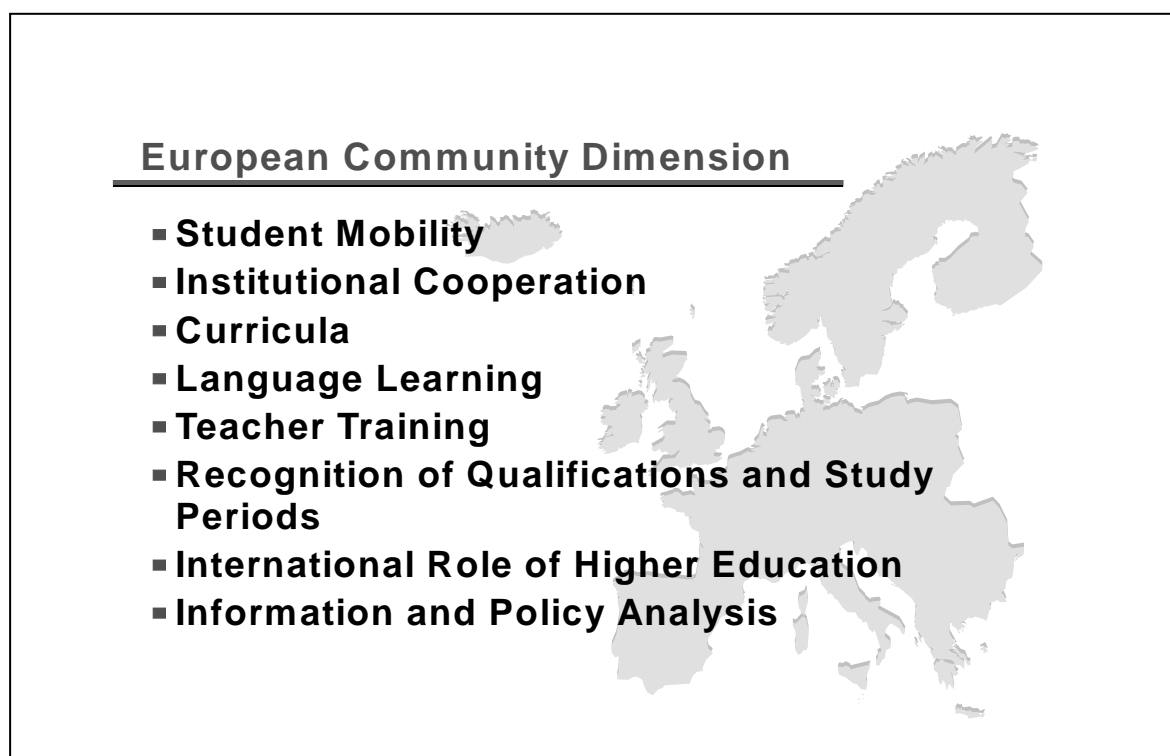
Another perhaps not quite intended effect of exchange programmes might be the international atmosphere which sometimes does spread on a campus. This can have a particularly encouraging impact on students and teachers alike. Students not only get acquainted with their peers and training institutions in another country, but they also may find a stimulus for furthering their own international orientation. As a matter of fact, this 'side-effect' can also be the explicit aim of classes which are geared towards acquiring knowledge of other education systems.

5.4. Elements of an institutional policy of internationalisation

When initiatives have been taken and projects have started, time has come to think about goals for the short and longer term. The general goals can refer to:

- numbers of outgoing and incoming student;
- numbers of staff exchanges;
- conferences, symposia to be organised;
- development or modification of (for example common) modules;
- language training for students and staff;
- an infrastructure for internationalisation, like housing, knowledge about grants and programmes, provisions for foreign colleagues visiting the institute, etc.

Graph 3. Aspects of introducing a European/international dimension



An institutional strategy would also include efforts to set up a library of curriculum modules for introducing a European/international dimension which could be used by colleagues if they wish to do so. This might require some prior discussion about specific educational goals concerning knowledge, attitudes and opinions and practical skills. For example, a taxonomy

of practical skills to be acquired by teacher students through studying the various curriculum elements might include the following aspects:

- *Communicative skills*
Young people must not only speak and write several languages in a technically proficient way but also be familiar with cultural codes. It is a well-known fact that someone who is unfamiliar with cultural codes is easily seen as unmannered.
- *Giving presentations in another language*
Someone who possesses various communicative skills is not necessarily good at giving a presentation. Education pays little attention to this skill. Debating clubs have generally disappeared from schools and teacher education, and most young people have only gained some experience in giving in-class presentations. It hardly needs saying that in international contexts presenting one's ideas well is even more pertinent. Because the language deficit provides an additional obstacle, it is no luxury to devote extra attention to presentational skills. In teacher education this skill is of course essential.
- *Writing in a foreign language*
Writing is a form of communication yet it deserves special emphasis. Because of fax and e-mail, international correspondence takes place at a much higher speed. This means that there is not always time to have letters translated first. Recruitment advertisements often mention good writing skills in more than one language as one of the criteria for hiring.
- *Understanding cultural codes*
Increased mobility in Europe reinforces the multicultural character of society. At school, at work, and elsewhere it is increasingly common to come into contact with people from various cultural backgrounds. More than previous generations, today's youngsters must be able to understand other systems of norms and values. Hence cultural anthropology is not a science of the past but rather of the future.
- *Consulting international sources and establishing contacts*
Because more and more information on professional matters comes from non-national sources, this skill is now extremely important.
- *Analysing problems in their international context*
Social problems which formerly had a national impact, now often have an international dimension. For example, policies regarding drugs, abortion, or euthanasia in one country cannot be seen as entirely unconnected to policies of other countries in Europe. It still happens that politicians are unaware of European regulations, for example in media issues, and stick to national perspectives.

For reasons of efficiency some curriculum elements can be offered as a general requirement or as part of a general education module (see also Appendix 1 for suggestions concerning the planning of a course programme in the field of Comparative Education). One can think of modules about:

- European education;
- foreign education systems and traditions;
- the practice of teaching in an intercultural context;
- verbal and written communicative training in foreign languages;
- organising exchange programmes for students and educators;
- developing one or more majors in European education.

Policies which apply to the entire institution are ideally based on each department's report and conclusions. Such communal policies can pertain to the introduction of new compulsory or optional subjects or modules, but they can also involve organisational issues.

Not after, but concomitantly and as a part of the process of developing a policy on Europeanisation/internationalisation, it is necessary to build up an infrastructure to ensure a professional execution of this policy. There is no blueprint for such an infrastructure, because it has to do with size and circumstances. Institutions which have a lot of foreign students coming in each year for permanent or summer courses, will need a good developed system of enrolment. Institutions with a lot of outgoing students will stress the availability of information on possibilities for these groups. It will often be profitable to appoint personnel or to set up a centre where information and specific tasks are concentrated.

In general, the most important elements of an institutional infrastructure include:

- an information system about the possibilities of study abroad, grants, formalities, mutual recognition of credits, etc.;
- an information system for staff, interested in international exchanges or programmes in their area;
- a system of distribution of student rooms available for incoming students;
- a system for guidance of incoming students (introduction, mentor-system, social activities to integrate foreign students);
- a provision for foreign visitors interested in parts of the organisation: programmes have to be set up, housing has to be arranged, etc.;
- housing for guest-lecturers who stay for a longer period;
- a pool of curriculum modules which could be used by colleagues for their courses;
- a library on European education, educational systems, Comparative Education, etc.

6. Evaluation and accreditation of pre-service education for teachers/trainers in VET and CVET

New models of changing the governance of higher education and increasing the responsibility of individual teacher education institutions are being set up everywhere. This is bound to have an impact on concrete relations between Ministries and higher education institutions. In order to guarantee high levels of quality in pre-service TE and in order to continuously improve the supply of pre-service TE, all activities must be evaluated regularly. Evaluation covers the following aspects: the evaluation of pre-service education activities; the evaluation and accreditation of institutions providing INSET programmes and courses; the evaluation of programmes and course offers. None of this could be established overnight and a period of transition will be needed before the system could be made fully operational.

(a) *Evaluation of pre-service education activities.* The continuous evaluation of pre-service activities is a major responsibility of university faculties/departments and teacher/trainer educators themselves. Adequate and simple instruments for evaluation of activities will have to be developed and used, and faculties/departments will have to be given support in developing their own instruments or in disposing of a range of models which could be easily applied. All evaluation reports and documents of schools/school associations are passed on to the Ministry or a responsible Evaluation and Accreditation Centre which establishes a summary report for the faculties/departments under their authority.

(b) *Evaluation and accreditation of the institutions providing programmes and courses.* All institutions intending to offer programmes and courses for pre-service TE have to apply to the Ministry or the Evaluation and Accreditation Centre, if such a centre is established. Authorisation depends on a judgement of the credibility of the institution to offer pre-service education of quality, which is why the process is named accreditation. This authorisation could be valid for a maximum of three to five years, at the end of which it may be renewed following an evaluation which can and should take into account the quality of pre-service education provided during that period. This evaluation will take into account the self-evaluation which the institution itself carries out during the three to five years. The Evaluation Accreditation Centre (or the Ministry) develops a set of criteria for the evaluation and accreditation of institutions.

(c) *Evaluation of programmes and course offers.* No pre-service education course should take place without previous authorisation from the responsible Centre or the Ministry, following an appreciation of its quality. Before a programme or a course offer could finally be authorised, it has to be submitted to the responsible structure administering the funds to be allocated to pre-service TE. Although the principal question looked into by this structure is if and how a course could be financed, presupposing that the quality is guaranteed by previous accreditation, the fact is that it becomes necessary to check its position in terms of financial priorities. The priorities could be defined in terms of the content of the programmes and courses, the teachers targeted, the methodologies and the maximum duration of the courses.

The national Evaluation and Accreditation Centre should organise the evaluation of the efficiency of the pre-service education system and present proposals to the Minister of Education and Science and the pre-service education institutions for any improvements. The particular responsibilities of the Centre are a matter of debate; they could go as far as comprising the exclusive responsibility for (not only participation in) the evaluation (i) of the effectiveness of the system, (ii) of the connection of in-service with initial and specialised education, but also (iii) of the balance between supply and demand; to regulate the existing supply, planning, mainly in what concerns resources.

Appendix

Basic orientations for planning a course programme in the field of Comparative Education

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The project is thought to be useful for a number of purposes which are directly linked to endeavours of integrating a European dimension into TE because it could help

- to assemble data and information which might facilitate transnational co-operation and networking between teacher educators and teachers;
- to provide reliable and relevant information for students and staff involved in European mobility programmes/exchanges and preparing for going abroad;
- to supply realistic and up-to-date material for teacher education courses in Comparative Education;
- to undertake and demonstrate alternative forms of research in comparative education (beyond normative and structural descriptions);
- to create links for and with proposed research networks in the field of education at European level.

1. The traditional paradigm: Comparative Education and nationalist values

We expect from any research being conducted within the scope of CE that through comparing educational systems it should not just register schematically their identity or their differences but should enable us to understand the process of Europeanisation/internationalisation of educational systems, possibly even contribute to promoting and supporting this process of Europeanisation/internationalisation. It is, however, quite obvious that CE, with very few exceptions, has so far failed to produce results of this kind. From its origins to the present day, and particularly in the period since the Second World War, CE has continuously presented itself as a reservoir of nationalist fantasies and prejudices, phrased in terms of the diversity of national cultures and the uniqueness of national characters.

Since we know how wording and meaning could differ widely, this does not necessarily imply that traditional CE normally speaks the language of nationalism and nationalist ideology. In fact it hardly ever does so. As a specific branch of academic research and teaching, it has rather been a potpourri of national prejudices in itself, even where it has not presented them in clearly nationalist terms. It is only too well known how in the past CE has again and again given sufficient proof of its ability to serve as a propagandistic instrument of Cold War and generally as an instrument of political and cultural confrontation. In this particular respect its role has even increased over the past few years. The more the nation state loses its importance in the development and stabilisation of societies, the more theories of the uniqueness, homogeneity and genuine value of national cultures are concocted and ventilated in all four corners of the world. Anyone wishing to get an impression of this tendency will only have to look into the daily papers.

Apart from contents and meaning, CE bears the mark of nationalism in yet another important respect: Despite many problems with extending the university base of CE in the past, it has to be acknowledged that European comparative educationists have been active on two fronts, with a relative measure of success - the creation and preservation of (a) scientific journals and (b) professional societies. In both instances the basically nationalist orientation of CE is hard

to overlook. One of our Belgian colleagues, Henk van Daele, has asked in a recent article: "Why are most of the scientific journals devoted to our field of study 'national' journals, and why do members of the editorial board usually belong to only one nationality?" And he also asked, "why are most of our professional societies organised on a national basis?", pointing out in a footnote that besides the Comparative Education Society in Europe (CESE), there are only three supranational societies in Europe - the French-speaking 'Association francophone d'éducation comparée' (AFEC), the Dutch-speaking 'Nederlandstalig Gezelschap voor de Vergelijkende Studie van Onderwijs en Opvoeding' (NGVO), and the recently founded Nordic Society of Comparative Education.

These historical developments cannot be dealt with in detail in the context of this paper. Rather we will have to concentrate on the structural elements and basic research strategies in CE, i.e. on established and generally accepted ways of comparing educational systems. They invariably include, explicitly or implicitly,

- a particular definition of the subject;
- a particular way of selecting sources and particular methodological choices;
- particular results and particular ways of interpreting them.

The combined effect of politically motivated choices in all of these respects produces a very specific result: nationalist fantasies as the main subject and the principal orientation of this branch of scientific research. These fantasies are even permanently 'confirmed' on a methodological level.

CE invents a subject

In an article written for an educational handbook in 1964, Leonhard Froese, one of the grand old men of CE in Germany, has stated succinctly and briefly that its subject had to be described as being "the reality of education and training". In this respect, he argued, CE could be regarded as sharing its subject with the History of Education. While the History of Education proposes to analyse this reality in a kind of vertical perspective, CE does so in a kind of horizontal perspective. However, the essential fact in both instances, he thought, was their dealing with "the origin and development of educational reality and educational theory". He might have added as well that in both instances we have to acknowledge the fundamental role of comparisons, in CE as in the History of Education.

Anyone being familiar with the products and results of CE (as it is, not as it *should be* according to some theoreticians) will have to admit that few descriptions could be imagined which are less applicable to this branch of educational science than the one formulated so clearly and convincingly by L. Froese. CE certainly deals with many aspects - but very seldom, if ever, with the reality and the transformations of education and educational systems.

Available comparisons usually refer to one or more of the following aspects: educational policies (as laid down in official documents, on paper); administrative systems (on paper); legal norms; institutional structures (on paper); general goals of education (as formulated in basic laws etc., on paper); curriculum content (as defined by national or regional official bodies, on paper); educational personnel; finance of education; teacher education systems (as defined by relevant laws and formal curricula, on paper).

These are mainly headings which have been used as a standard reference for structuring the different country reports in the "Encyclopedia of Comparative Education and National Systems of Education" edited in 1988 by T.N. Postlethwaite. But similar ways of structuring reports could easily be found in any other handbook of CE or in almost all of the country studies which have come to my attention. The central defect in them is their strictly limiting analysis to the normative and formal aspects of educational systems, to the paper definitions. Anyone who wants to be informed about the educational reality of whatever country in East

or West, South or North (not to speak of the origins and of the development of that reality) could well spare himself the trouble of looking into the very latest edition of any handbook - he/she would only be very much disappointed. In the context of mobility and of transnational co-operation, i.e. in the context of European/international projects, the various products of traditional CE have to be regarded as being completely useless.

Such limitations are far from being accidental: The description of educational systems in CE is based on some non-explicit fundamental assumptions about their political and social functioning (not to say on complete unreflected theories of society and the state). If they were made explicit they would have to be formulated as follows:

- The reality of educational systems is completely or fundamentally determined by *normative acts* (legal provisions, administrative planning and norms, political intentions and decisions at the level of Parliament or at the level of party politics, etc.).
- The functioning of educational systems is completely or fundamentally determined by their *organisational structure* as defined in general by the state/government institutions.
- Social reproduction through educational systems which is of central importance in the social reproduction of industrial societies in general can be regulated completely or almost completely through the *state/government, its interventions and its regulative policies*.
- The activities of the State in general and its educational policies in particular are completely or fundamentally determined by the *will* of putting constitutional norms into practice, and in the second place by *political programmes* and the *intentions of politicians*, by *political decision-making*.

We will not comment on the well-foundedness of such assumptions since this is rather a subject for separate discussion. Anyway the practical examples coming to our minds do not support any of these assumptions. However, it seems more important to emphasise the main consequences of restricting analysis to the normative and formal aspects of educational systems: Such a restriction offers the necessary guarantees that results of comparative research are already defined in advance, in a sort of self-fulfilling prophecy. These results are invariably catalogued in a long and almost endless list of differences between the systems compared (since admittedly on paper educational systems in Europe and the world are so very different). At the same time it allows researchers to treat the area of identity/similarity between the systems compared as inexistent or completely subordinate. Thus reality remains strangely invisible behind the smokescreen of paper definitions. Such a research procedure inevitably ends up in painting on large canvass the colourful picture of the unique national identity of an educational and cultural system and, in comparison, the enormous diversity of national systems. As a piece of art this might be interesting for its particular inventiveness, as a piece of research such inventions certainly deserve much less admiration - if any admiration at all.

Wherever a tiny minority of researchers has deemed more appropriate to concentrate on realities, problems and actual transformations of educational systems instead of paper definitions, pompous political declarations of intent and utopian strategic plans of educational administrations, this has regularly led to entirely different results. This kind of realistic comparative analysis which is still in its infancy and a lot of personal impressions from visits to other countries add up to the conclusion of a very vast area of identity between educational systems at an international level. It is our conviction that detailed analysis will be able to demonstrate the existence of a vast area of common problems and solutions or attempts of

solutions on a world scale, with diversity playing only a strictly minor role at the level of the real functioning of educational systems.

CE develops a self-fulfilling methodology

Thus, the principal conclusion to be drawn so far is: CE has not succeeded in past decades to develop a consistent body of knowledge referring to the reality and the transformation of educational systems. Its traditional subject definitions clearly prevent it (and us) from seeing how far the identity of educational systems goes (including East-West comparisons), and methodological choices are made in a way to confirm the correctness of nationalist fantasies.

In selecting sources CE has usually given preference to whatever is produced at the level of government politics (in its normative-juridical form, not in the sense of a realistic analysis) and it has largely ignored other possible sources. The norms and orientations advocated in official publications (policy documents, educational legislation, etc.) might acquire a certain relative importance only if we could confront them systematically with the educational reality of a specific country or more than one country. (In the end we are not even much wiser once we find out about the extremely wide gap between reality and political norms since fundamentally we want to understand the complicated interplay of factors and elements in *reality*.)

In doing so special emphasis would have to be laid on a solid knowledge of the day-to-day functioning of educational institutions at classroom and course level. Finding, however, that exactly this level is regularly ignored in comparative research - and not just in a few isolated cases of inadequacy - we are rather bound to conclude that we are confronted with constituting principles of research in CE. In fact it could not be denied that sources other than the heaps of paper produced by state/government institutions are patently available at all levels for anyone who wants to make use of them.

The preceding remarks lead us to important if normally implicit assumptions of CE in treating the different sources available:

- The legal basis and the administrative definitions of educational systems have to be regarded as the most valuable sources for comparative research; compared with them other sources are of "lower origin" (this includes the concept of the primacy of politics).
- All sources are born equal as to their validity but government and other official sources are more equal than others.
- There is no need for criticising sources by applying the traditional methods of philology, sociology, political economy etc.; statements in sources should be taken at face value, there is no difference between wording and meaning, there is no hidden meaning of texts, and therefore sources have only to be cited or summarised.
- Sources are independent of the socio-historical context to which they belong, and it is therefore unnecessary to refer to that context for understanding and interpreting texts.

These assumptions are so widely shared by the scientific community in CE as to justify the label of a dominant "methodological monism". Methods of *field research* as well as the latest variants of educational *action research*, methods of ethnological and socio-psychological *small group research*, methods of *system analysis* in sociology, political science, economics and political economy, methods of *policy analysis* in sociology, political science, economics and political economy are practically all ignored. The poverty of CE methodology is indeed one of the most extreme examples in the field of educational research in general.

There is of course a very close relationship between subject definition, research methods and results of research, and we might even see results as being predetermined by choices in subject definition and research methodology. Adhering to a methodology of staring into the void, CE manages to perceive again and again the same artefact and nothing but this artefact: the unique character of specific national cultures and their basic differences. From here it is just a small step to an unconditional defence of nationalism.

CE supports the lost cause of national cultures

While today the Europeanisation/internationalisation of educational systems (as a historical cultural and social process) has to be seen rather as a matter even more of the past than of the future, CE stubbornly clings to its nostalgic fantasies of independent and diverse national cultures and wild dreams of maintaining their imaginary independence and diversity.

Everywhere in Europe so-called ethnic groups endeavour to grab a piece of the disintegrating federal states to satisfy their nationalist aspirations. In each case the argument of separate national cultures as the basis of newly emerging nation states and their having been suppressed in the past by centralist regimes plays a decisive role. Everywhere rigorous forms of suppressing and assimilating minorities in the newly founded states, particularly in the area of culture and education, as well as a rigid setting-off of one's own "nation" from other "nations" have been structural elements of the new foundations. The vanities of fictitious national cultures and a general attitude of intolerance which accompanies them invariably are spreading like wildfire. But such vanities are by no means a privilege of Eastern Europe, as some might be inclined to think. The ideology of being different and nationalist prejudices of all kinds is equally fostered politically as well as scientifically in East and West, North and South.

We are entirely used to hearing about the increasing internationalisation/globalisation of the economy, about the globalisation of science and technology, about the globalisation of transport, about the globalisation of communication and information. But somehow mysteriously this has left untouched the domains of culture and education which purportedly continue to be just as much different and distinct from one country to another as in past centuries - if we wish to believe the ideologues of national identity and diversity. Thus, in discussing the European education systems or European culture we are still dealing with a clear willingness to ignore the interdependence of national education systems, the very long history of imports and exports of educational ideas, the age-old tradition of international contacts between teacher educators and educational theorists, the globalisation of problems in the development of educational systems. Unfortunately (for those still dreaming of the golden age of national identities) it has proved quite impossible to put a huge fence around the educational systems of nations, while the rest of society was increasingly subjected to processes of internationalisation. There is indeed much more uniformity in European educational systems than most comparative educationists would be prepared to admit, and this uniformity is only hidden under a thin veil of different organisational structures, different legal systems, different administrative procedures in different countries.

The strange preference structure of researchers clinging tenaciously to the idea of an overriding importance to be attributed to cultural diversity (represented and protected by the nation states) does indeed deserve to be analysed more closely. However, this is not possible within the limits of an introductory paper like this. Suffice it to mention just one major point: It seems very hard to ignore the fact that the scientific artefacts generated by a very specific research perspective fit extremely well into the framework of the very specific interests connected with the nation state and its political elites. Yet the nation state is certainly waning - this is the conclusion which has to be drawn from an observation of the few relatively strong nation states that have remained, not from that of the extremely fragile foundations of recent

years which have not and will not be able to survive without massive support from outside. CE - in its subordination to and symbiosis with the elites of the nation state - has married a cause which is already lost.

2. A change of paradigm: Comparative Education and the historical process of Europeanisation/internationalisation

Putting the historical process of Europeanisation at the centre of reflection and analysis, and not the nation state and imaginary national cultures in their alleged diversity - this could and should be the starting point for an alternative approach in CE. The details and implications of such a change of paradigm, being at present without a major research tradition behind it and without any substantial body of results from research, will still have to be elaborated and discussed, but we will try to indicate some elements of major importance at this point.

Dynamics of TE systems

Like the rest of society, TE systems and its parts are constantly evolving and changing, rapidly or slowly. In fact that is their main characteristics - to be evolving and changing. Thus, the fundamental task of any research project lies in describing and explaining these changes and the factors and causes behind it, instead of producing a kind of fantastic still life picture of structures, organisations, legal frameworks and funding provisions, clearly defined and neatly laid out, which seems to change only once in a decade (at best) with new editions of the relevant handbooks of comparative education. Certainly, it does not suffice either to equate changes simply with new legislation, as is mostly the case, because this is in itself a question what kind of changes are actually brought about by legislation and administrative acts. We have too many examples from past decades of legislation and administrative acts which did not in any way succeed in regulating life at school or higher education level. Higher education in general and TE systems in particular evidently have a dynamics of their own. While it would be slightly exaggerated to say that at present we know nothing about the dynamics of TE systems, we are certainly still very much at the beginning of formulating plausible hypotheses and constructing theories. Thus, it will be a major task of an alternative approach in TE to describe and interpret the process of change in TE systems.

System change as a social process

Looking for reasons, we find that the changes and transformation of TE systems are nothing but part and expression of ongoing social processes in the wider society, involving groups and individuals, the use of power and resistance, interests and conflicts, bargaining and pressure, decisions and non-decisions, reproduction of inequality and discrimination, innovation and defence of tradition, etc. In short, they involve what some sociologists have called 'the production of politics', always presupposing actors, policies and conditions under which these policies could be implemented, or fail. Unfortunately CE has hardly ever been concerned with either these social processes or the politics of different groups, being so exclusively interested in, not to say fascinated by, government politics and legislation in the shape of paper declarations.

Multiple perspectives I: Positions of different actors

Once the narrow perspective on government politics is given up, the presence of a host of other actors on the scene of changing TE systems and the social process involved becomes evident. One of the major problems consists of course in going beyond a mere listing of different groups of actors and their positions and in drawing conclusions about the weight, the influence, the power, the efficiency (or whatever you might want to call it) of actors. Traditional research has constructed, although more implicitly than explicitly, hierarchies of influence and power, assuming a sort of omnipotence of governments in planning and

directing the dynamic development of society, and this is an assumption which has always been shared by researchers in Eastern and Western Europe. At the same time it has been part of the assumption to regard actors at the level of teaching and learning in TE as a passive element, as objects and not as subjects of politics. Evidently, the assumption as such is perfectly in line with the prevailing self-image of governments and politicians.

Focus on problems

Changes in TE systems or its parts sometimes have the enormous advantage of solving problems but past experience rather tells us that mostly they are creating more new ones than solving old ones. On the other hand problems that have already been solved will probably not attract as much our attention as problems that have not yet been solved, and this quite rightly so. More or less vaguely many teacher educators feel today that an enormous mass of problems has indeed accumulated in TE systems everywhere in Europe. Some tend to think that this would require and justify radical and fundamental reforms, others believe in the beneficial effects of universitisation, longer periods of pre-service training, more practical training, yet another curriculum reform, a compulsory induction period for everybody, a re-organisation of in-service training, etc.

It could easily be concluded from the ongoing discussion that it is still very much unclear in many respects what kind of problems TE is actually confronted with. Research in this area is patently insufficient although there is absolutely no dearth of opinions, statements, claims, guesses, etc. This in itself is already not easy to understand. But another fact is even harder to understand: We undoubtedly have enough experience in Europe from the last decades with processes of universitisation, of one-phase, two-phase and three-phase teacher education models, of TE with and without professional preparation, of TE without induction periods and with shorter or longer induction periods, etc. Nevertheless, it is extremely difficult to dig up evaluations of any kind of past reforms, and this may be one explanation why the same sort of proposals are offered again and again as universal remedies, in some instances for more than hundred years now. Thus, it will be a major task of an alternative approach in CE to discuss what kind of problems TE is actually faced with.

Context and origins of problems

Even those not adhering to Hegelian or Marxian ideas of the totality of systems and their definitions representing truth, and anything less than the totality being a mere abstraction from reality, will have to admit that problems in TE are hardly ever isolated from each other. Putting emphasis on real changes and real transformations as produced by social processes clearly implies to give up the narrow orientation on government policies and to take into consideration all levels of the functioning of TE systems, each level separately and all levels seen together as a complex mechanism of interdependence and mutual influences. Basically this presupposes to investigate and analyse changes taking place

- at course level, i.e. at the level of everyday teaching and learning;
- at the level of the overall functioning of faculties, of universities and other higher education institutions;
- at the level of relations between vocational/professional education and labour market development;
- at the level of relations between higher education and social reproduction;
- at the level of government policies in relation to higher education systems.

TE has numerous links with other areas of social activity and the social process which could certainly be disregarded but which do not simply disappear because they are disregarded in educational theory. Many problems in TE do in fact originate outside TE systems, although this is not to say that there are no home-made problems originating inside.

Consequently, problems in TE need to be analysed in social, political and ideological terms, not as a result of any kind of arbitrary decision or strange personal inclinations but as a result of the existing links, influences and mediations. It is a sobering fact that the actual complexity of problems in TE is hardly ever brought to light in relevant research or statements by educational scientists. This might be another reason why most of the proposals made for the reform of TE in past decades have either never been translated into concrete changes or, if changes have been attempted, have largely remained without much effect. Here lies another major task for an alternative approach in CE insofar as we need to know much more about the real complexity of problems.

Multiple perspectives II: Inside/Outside views

It is quite evident that changes, problems as well as the context and origins of problems are usually described and interpreted in different ways by different educational scientists or teacher educators. This is indeed a healthy situation - although it has led some theoreticians into believing that problems (and theories) are a matter of nothing but subjective definitions and interpretations, all being more or less on an equal footing. We may assume that inside views of the problems of TE in a specific country (i.e. views formulated by someone who is living permanently in this country) are normally conditioned by other factors and experiences than outside views. This is what makes it so attractive and important to systematically confront inside and outside views within the scope of an alternative approach (the usual handbooks never do this).