

**Conceptual Framework for Establishing
a Continuous Programme of In-service Education
for VET and CVET Teachers
in Montenegro**

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INTRODUCTION

[The notes under 3.5 in the Book of Changes, pp. 64ff. 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 in-service training for VET and CVET teachers/trainers might be transformed even under quite difficult circumstances, with the aim of establishing a more realistic, more responsive and more effective system of staff development.

This alternative system could certainly not be created overnight. It will need the concentrated and continued effort of the Ministry of Education and Science, new institutions which ought to be set up like a Centre for INSET of Teachers and Trainers, the university and its various faculties, workers' universities, secondary schools providing INSET, training centres in companies (as far as they still exist or could be newly founded), other possible providers, the social partners – and above all the willingness of training institutions and teachers/trainers to take over new responsibilities in planning and managing their own staff development programmes and courses. It should not be underestimated that there are many obstacles and problems standing in the way of the transition to such a new system. A serious effort should be made to include training centres in companies in this system and to set appropriate standards, in cooperation with the social partners, for in-company training as well.

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

- a) the teachers in the area of VET and CVET, mostly doing service in the context of schools,
- b) the trainers in VET and CVET functions, mostly operating in the context of companies,
- c) the education managers in the area of VET and CVET, both at school and at company level.

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. However, specific needs of teachers and trainers in VET and CVET are addressed, wherever necessary.

PROPOSALS AND SUGGESTIONS

1. Principles and key features of an alternative model of INSET for teachers/trainers and administrators

The general situation in the field of in-service teacher/trainer education in Montenegro, much more so than in the field of pre-service teacher education, could be described as being quite problematic and unsatisfactory as a result of developments in the last decade.

At the same time some of the more permanent problems of in-service teacher/trainer education in Montenegro, as far as they are unrelated to political and social change (education system reforms), remain unsolved. The effectiveness of in-service courses taking place at long intervals which are separated from the daily reality of teaching and often also from the ordinary problems of teachers/trainers could generally be doubted. However, even these largely ineffective forms have to a large extent gradually disappeared in recent years. Teachers' and trainers' professional development now tends to consist in little more than informal, individual, private learning on the job. Similar doubts are often expressed by experts about the positive effects of pre-service education on the professional development of teachers. Courses are hardly ever related to the specific demands being put on the qualification of teachers from the side of their future workplaces and equally not related to the experiences and theories of teacher students as acquired in pre-university study phases. Links between pre-service education and in-service education are practically non-existent, as each phase operates in isolation from the other and without seriously seeing itself as building on previous experience and insight.

In-service education of teachers and trainers in Montenegro needs a new general orientation, a new framework of support for schools and teachers, and new political strategies and actions in order to facilitate the transition to an alternative effective model of constructing and providing a continuous system of in-service education. The alternative model which is proposed here could be described as having the following ten fundamental characteristics and key features:

(a) *In-service education as a system of life-long learning and of continuing professional development.* Struggling with the tasks and problems of their job, teachers, administrators and trainers are passing through a process of informal life-long learning which tends to represent the most relevant formative influence in their professional development. This process of informal on-the-job learning has a number of drawbacks and certain limits. It ought to be complemented by more group-based, rational and reflective processes of formal life-long learning which would focus on experiences made in informal processes and would enable teachers to gain a better understanding of its uses and limitations.

(b) *In-service education as emphasising and promoting the idea of the school/the company as a learning organisation.* The school itself should be seen as a basic unit combining education of young persons, professional development of teachers and educational research. It is in this context that the specific problems of schools and the specific needs of teachers and administrators could best be taken into account. In-service education should not only focus on the school but also be to a large degree school-based. At the same time school-based in-service education will require and facilitate the close co-operation of colleagues, thus helping to overcome traditional ways of working in isolation on common problems. It should be embedded into programmes for school development and school quality/school improvement. Based on this new understanding of in-service education, schools should be transformed into learning organisations. Similar orientations should be applied to the in-service training of trainers and of education managers at company level. Generally companies should develop a learning culture and transform themselves into learning organisations. This is justified by the

kind of requirements resulting from more recent developments at the level of technological change.

(c) *In-service education as responding to the fact of diversity and the demands for flexibility.* Corresponding to the diversity of educational contexts in schools and the diversity of needs, motivation, ambitions and expectations of teachers themselves, there will be differing educational demands for professional development from the side of schools and teachers. At the same time educational reform poses different problems and challenges for different groups of teachers. Thus, continuing professional development requires a flexible system of formative activities, including flexible use of the modalities, content and media of in-service education responding to the diversity of situations and problems. Any needs analysis to be made should be related mainly to the informal learning experiences of teachers and administrators and should be closely connected to individualised staff development and review procedures. This should apply to trainers and education managers at company level as well.

(d) *In-service education as a decentralised system which favours participation.* Teachers and administrators should be encouraged to see themselves as being responsible for their own continuing professional development, participating actively in the design, the development and the evaluation of formative activities and experiences. The idea of decentralisation excludes any kind of uniform and standardised education and requires professional development initiatives to be based on a network of decentralised institutional support providing material and human resources for professional development. There is a need for developing a school-based culture of professional development as one of the major tasks and responsibilities of teachers, and there is a need for leaving the process of planning, devising, implementing and evaluating INSET to teachers as groups of colleagues (not necessarily limited to one school).

(e) *In-service education as being based on a developmental approach (cycles, phases, stages in the life of a teacher).* Available evidence suggests that there are identifiable career stages through which teachers progress within the span of their professional lives. It is not so important how many stages and transition phases one would like to identify and whether they be interpreted in terms of life-age theories, life-cycle theories or developmental-stage theories. Career stages do indicate a need for differentiated professional developments programmes which take into account the specific concerns of individuals in different phases of development.

(f) *In-service education as relating to professional and non-professional problems of adults.* Any programme of INSET should pose the question in which way general characteristics and problems of adult life influence staff development needs. There is a need to depart from traditions of seeing staff development as something narrowly related to professional problems, more or less rigorously excluding all kinds of personal problems (holistic view of teachers and teacher development, trainers and trainer development).

(g) *In-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 INSET for 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 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.

(h) *In-service education as requiring procedures for staff development and review and as being a major factor in career advancement/promotion.* Staff development and review is the process whereby the development and training needs are assessed and agreed in relation to their current practice, the requirements of the school development plan and the wider and longer term needs of the education service. The process includes making suitable arrangements to meet development needs, as far as possible, within available resources. As it provides regular evidence on the professional development of teachers, staff development and review would permit the development of more rational criteria for career advancement/promotion of teachers.

The model outlined above is based on a systemic approach to INSET problems, simultaneously suggesting innovations at the level of aims and objectives, contents, methodology, media and materials as well as the professional formation of teachers, school directors, trainers, education managers in industry, etc. It aims at achieving two very general objectives:

- improve the professional knowledge and competence of teachers, trainers and administrators promoting attitudes of openness towards educational investigation, experimentation and innovation which are deemed necessary in order to be able to relate to the changes taking place in society and to the ongoing transformation of the education sector;
- offer a framework for the professional development of teachers, trainers and administrators which takes into account the demands and needs of the persons undergoing training, the expectations of social partners, the necessities resulting from the processes of educational reform, particularly from recent curriculum reforms, and the initiatives of the education authorities.

2. Structures of the new system and responsibilities in INSET for VET and CVET teachers/trainers

The continuing professional development of VET and CVET teachers, trainers and administrators, based on the above principles and key features, must be conceived as a complex, diverse and permanent process involving all actors being able and willing to contribute their experience, knowledge and ideas. Fundamentally, the continuous functioning of the process requires solid structures in the form of a system of governance and political sharing of responsibility, in the form of an institutional basis for providing INSET, in the form of adequate curricular planning mechanisms and choices and in the form of funding mechanisms which will warrant the necessary co-ordination and coherence of a wide range of possible activities being offered by a larger number of providers. Such structures must be available and operational at all levels:

- at the level of schools and schools’ associations;
- at the level of companies;
- at the level of the Workers’ Universities;
- at the level of academic institutions like faculties, colleges, academies;
- at the level of the social partners (employers’ organisations, trade unions);
- at the level of private providers;
- at the level of the Employment Office;
- at the level of the political centre/the government/the Ministry.

2.1. System of governance and sharing of responsibilities

(a) Schools and groups (associations) of schools

Role of schools/school boards: The system of governance of schools is expected to be fundamentally changed in coming years: It is generally agreed that at all levels, from kindergarten to universities, there should be self-governance. The management committee of the school (school board), consisting of teachers, students, parents and representatives of the local community, is to be in charge of managing and monitoring all affairs related to the school.

Responsibility in in-service training: So far schools have had no administrative authority in dealing with INSET matters. However, it is in the line of suggestions made in this paper that schools/school associations should become the main providers of INSET themselves, taking over, after a period of transition, the planning and organisation the greater part of the entire supply of training activities. It appears logical that such an important role of schools/school associations to be played in the future would require close co-operation with the school board and possibly even an active role of the school board in proposing specific projects, in evaluating INSET programmes and courses before and after their being run, in reviewing the overall progress being made in the area of staff development, etc.

(b) Companies

Role of companies: With the disappearing of most large public enterprises in the course of the economic crisis of recent years quite a problematic situation has arisen. In the past public enterprises would have been bound to some extent by existing legislative and administrative norms. The area of private ownership in industry and commerce is developing only slowly but as it is growing relations between the political centre and companies will definitely no longer be the same. Basically companies would certainly claim to decide autonomously about INSET activities for VET and CVET trainers and education managers. At present most

companies would perhaps not even be inclined at all to invest in the education of their trainer-employees.

Responsibility in in-service training: Private (and public) companies could hardly be obliged to offer their employees (trainers, education managers) any kind of INSET at all. Nevertheless the Ministry ought to make an effort to come to an agreement about INSET for this group of persons, particularly as far as they are involved in VET activities, and to establish general regulations and norms for such training.

(c) Social partners

Role of social partners: There is an urgent need to involve the social partners in all aspects of decision-making in the area of INSET for teachers, trainers and administrators for VET and CVET purposes, independent of the question who is going to offer INSET concretely in the future. At present the effective involvement and real influence of social partners on the design, implementation and monitoring of the VET and CVET training policy appear to be quite limited in practice. Apart from that, the dialogue among employers' associations and trade unions on matters relating to VET and CVET training policy seems to be little more than marginal. It should also be mentioned that inside employers' associations it is often difficult to arrive at agreements on foundations and elements of common policy in VET and CVET policy matters.

Responsibility in in-service training: To start with, institutional structures for the wider VET and CVET system including INSET matters should be formally established. Within this institutional structure the social partners should be given adequate space for representing their interests and making their voices heard. However, this might not yet be a solution to the problems just mentioned. More thoughts will be needed on how the active participation of social partners and their level of sharing responsibilities could be enhanced.

(d) Political authorities/Ministry

Role of the Ministry of Education and Science: The function of the MES is defined by law as focusing on the promotion and dissemination of education, science and culture. All publicly financed education is subordinate to or under the supervision of the Ministry. The administrative fields of the Ministry include not only pre-school, primary, secondary, vocational and higher education and educational research, but also cultural and scientific affairs and non-formal education as well.

The Ministry provides guidance and advice for the operation of local public and private educational institutions, as well as financial assistance. It defines policies with regard to education, science and culture and it is responsible for the implementation of these policies. In addition, the MES publishes and approves textbooks and curriculum and provides support for the supervision of local education institutions and the university.

Responsibility in in-service education: The overall jurisdiction (co-ordination and evaluation of the effectiveness of the system) should in the future be attributed to the Ministry of Education and should be attributed solely to it, its scope being: (i) establishing in-service education priorities at national level and feeding them into the planning process at local level, (ii) creating national programmes related to the educational reform and other national initiatives and (iii) co-ordinating, administering and evaluating the in-service education system in terms of national policies; (iv) developing a policy of evaluation and accreditation of INSET institutions and activities. There are obvious limits to extending the responsibility of the Ministry to training activities inside companies and to the functioning of private providers of courses. However, the Ministry ought to develop a policy of providing general norms for

these sectors which are agreed upon with the social partners and to install appropriate inspection services vis-a-vis providers.

(e) New Centre for INSET of Teachers and Administrators

Role of a Centre for INSET of Teachers: It could be advisable to establish a new national Centre for INSET of Teachers. The INSET centre might have a vital role to play in planning, organising, providing and evaluating INSET of VET and CVET teachers, trainers and administrators. The overall tasks of the INSET centre could be described as follows:

- basic centre for identifying staff development needs at the local/regional/national level;
- disseminator of experience in staff development programmes and activities;
- promoter of continuing professional development;
- unit for collection and dissemination of information and materials being relevant for staff development;
- place of meeting and personal encounter for all members of the teaching profession.

Responsibility in in-service training: In this wider context it ought to fulfill the following specific functions:

- to carry out all plans for an improvement of teacher-education, approved and commissioned by the Education Administration and for the improvement of trainer education;
- to collect, work out and develop all initiatives of improvement and updating proposed within the area of teacher-education and for the schools under the authority of the Ministry and for trainer education;
- to carry out activities involved in innovation, research and experimentation in the educational field, preferably under the aspect of applied science;
- to facilitate a documentary service for dissemination and elaboration of didactic and pedagogical material to the teachers and school centres of the local districts as well as to trainers and companies;
- to organise activities serving to encourage participation in discussions related to the proposed measures of education reform and in the dissemination of corresponding information;
- to promote and support the participation of teachers/trainers in seminars, work groups or other activities of professional development;
- to ensure that the content of study plans and programmes corresponds in an adequate and balanced manner to the particular means employed;
- to gather and to offer material support to the activities of the collective group of teachers/administrators working for the reform of the education system and for trainers;
- to provide counselling and guidance to teachers/trainers in the process of staff development;
- all other task which may be entrusted to them by the general administration.

2.2. Institutional basis for providing INSET

In-service teacher/trainer education can be offered and organised in an abstract sense by a wide range of institutions including: (i) school association centres which consist of groups of schools associating for the exclusive purpose of in-service teacher-education; (ii) the academic institutions being responsible for pre-service teacher education, particularly the Faculty of Philosophy at Niksic and the Faculty of Sciences and Mathematics at Podgorica; (iii) all other academic faculties, colleges or institutes, public or private; (iv) teachers' associations; (v) the Workers' Academies; (vi) public and private companies organising

courses for their employees operating as trainers or education managers; (vii) employers' organisations and trade unions; (viii) any other relevant group in society or person having a specific interest in providing INSET (political parties, youth organisations, museums and other cultural institutions, churches, private profit-making institutions, etc.); (ix) services of the Ministry of Education, in a supplementary way. All these institutions acting as providers of INSET will be autonomously deciding on their particular INSET offer and choosing the aims, objectives and methodologies of courses as well as the respective teaching staff to be employed. There should, however, be a legal definition of the minimum qualifications that the teacher educators within these several institutions must hold for in-service education.

In recent times and under the pressure of economic changes most companies/employers have shown no particular interest in acting as organisers of INSET activities for their employees and for the (potential) trainers of specific groups of employees, young persons as well as adults. It seems that in the near future the task of providing INSET for VET and CVET teachers, administrators and trainers will largely fall on the state and its relevant institutions.

(a) Secondary Schools and groups (associations) of schools, academic and adult education institutions

A major aspect of this in-service training system reveals itself in the fact that public and private schools in the field of VET and CVET are encouraged to associate to fulfill the functions of in-service education for teachers, administrators and trainers, such as identifying needs and supplying courses, whether through their own initiative with the eventual support of other institutions, or by stimulating the initiative of other institutions, being equipped perhaps with more abundant and more adequate means. There is no reason that these centres should confine their activities only to in-service education; they might in fact decide to widen their scope of activity with the aim of functioning also as resource centres, where resources should be produced, organised and made available at the level of the respective group of schools, adding incentive and support to the development, analysis and spreading of innovative pedagogical experiences and ideas. These centres are under the control of a committee on which all the schools are represented, under the leadership of a permanent director chosen by the committee. It is desirable that institutions of higher education assist these centres within the field of in-service education, identifying needs, elaborating plans and conceiving and developing projects.

There should be no doubt that in terms of significance and in terms of quantity the entire system of providing INSET will be dependent largely on the activities of schools and schools' associations. Other providers will either have a supplementary function or they will act as service and resource institutions for schools/schools' associations or they will establish close links of co-operation in planning, providing and evaluating INSET jointly with schools/schools' associations.

Apart from the usual in-company training, Workers' universities were the only institutions in the past being engaged in adult education on a regular basis. Although only three of such institutions are now operational (and working under unsatisfactory conditions), it seems unreasonable to ignore the potential which the Workers' universities offer in the area of adult education and particularly in the area of INSET for VET and CVET teachers and trainers. This would probably imply a major reorganisation of their services. However, they might in some way offer alternatives to the activity of private providers in the field.

Universities and other higher education institutions have not systematically acted as providers of INSET in the past. However, institutions should be encouraged to show a greater interest to extend their activities to INSET as well. University faculties ought to become aware of the

need of playing a greater role within the context of a life-long learning concept for teachers, administrators and trainers and developing integrated concepts for that. Another reason will be the current need for updating the knowledge and improving the competence of teachers and trainers, a task which above all faculties as providers of pre-service education of teachers should not want to leave in the hands of other institutions. INSET activities of academic institutions might even include a more systematic programme of providing certificates, diplomas and Master's degrees related to the area of INSET for teachers.

(b) Training centres of companies

In the 70s and 80s training centres of companies were by far the most important providers of INSET for employees. This implies that companies were also recruiting the teachers, administrators and trainers needed to run INSET courses. With the closing down of many companies, particularly most of the large and medium size employers, in recent years of economic decline, almost all training centres ceased to exist. Newly founded companies are often reluctant to envisage the setting up of new training centres or even the organisation of very simple training activities beyond instruction of extremely short-term duration. In the medium term it is not imaginable that employers could do without training facilities of their own. However, at present many factors work in the direction of discouraging employers in this respect.

However, the real challenge does not consist in encouraging employers to organise this or that INSET activity for teachers and trainers being involved in in-company training. Rather it consists in achieving the transition to a learning culture in companies. Management has a central role in developing such a learning culture within the company. Work could be organised in such a way that it becomes attractive and interesting to learn. However, applying the concept of the learning organisation is easier said than done. One of the biggest initial challenges is to motivate people to learn (and perhaps even more so to motivate employers to offer opportunities for learning). But even more important are the ways jobs and tasks are designed, and how frequently people move between them. Many traditional jobs are defined in such a way that they under-use the potential of employees, particularly for areas like independent learning, responsibility, cooperation and mastery of tasks. Hence traditional strategies of job design would have to be changed. In the end a company which succeeds in the transition to a learning organisation would out of necessity have to cancel the traditional separation of learning- and work-organisation. Teaching and learning would become normal components of the working process and of management. Obviously this would have very far-reaching consequences for INSET of teachers and trainers at company level.

(c) Other providers

Following the example of developments in other countries, it could be expected that new private providers, particularly in the area of CVET, will be interested in offering courses for teachers, trainers and administrators in specific areas of INSET. It could not be excluded that private providers will gain a certain influence on the market in the future, trying to fill gaps which will otherwise be left by public providers and make money out of this activity. But while there will be a fast-growing privately organised training market, it could be expected from experience in other countries that in many cases the quality of the training provided will remain questionable in terms of equipment, methods and professional qualifications of teachers/ trainers.

(d) Political authorities

Whereas in former times INSET would mainly be organised by the School Inspectorate (under the authority and the supervision of the Ministry of Science and Education), this is

now regarded to be an insufficient basis for dealing with current and future problems of education reform. That does not exclude the possibility of the Ministry continuing to organise specific activities in INSET, especially if they are of a certain national importance. However, the Ministry (and a Centre for INSET of Teachers and Administrators) would largely reorganise its functions in the sense of goal-setting, supervision and evaluation.

(e) Resource centres as support institutions

There is a need for establishing resource centres for INSET. It is not quite clear yet which specific institution could take over functions of a resource centre at this time but nothing seriously speaks against a larger school associations with corresponding potential to do this. Its main purpose lies in supplying didactic resources to the teaching staff of those schools with the strongest needs and in offering advice for their didactic application - all in view of promoting dynamic forces in the development of schools. It is a question whether companies and employers' associations should not be encouraged to establish such resource centres for their particular purposes as well.

The priority functions of such resource centres can be summarised as follows:

- to assist in the design and implementation of didactic material for advisory and training activities in the respective local area in the field of application of new media;
- to set up an inventory of the didactic material supplied by the Education Administration, store it and co-ordinate its distribution;
- to design and/or elaborate didactic material for different areas of support corresponding to the needs of the school centres in their local area;
- to put the Resource Centre at the disposition of the teaching and training staff as a place of encounter with the aim of producing and exchanging materials, through assisting them in the production design and in the handling of the audio-visual equipment with special attention to the practices involved in maintaining its operational value;
- all other matters with which the Education Administration might entrust the Centre within the range of its designated functions.

(f) Open and distance learning

Initiatives should be taken to train teachers, trainers and administrators in non-traditional ways, i.e. through distance learning and the use of multimedia facilities. This would presuppose the existence of 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 INSET to large groups of persons not being physically present in one room and facing a teacher 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.

2.3. Curriculum development and course planning for providing INSET

It is a major task at all levels to define areas of INSET and to opt for specific modalities of staff development and training in relation to specific needs. In fact the precise identification of concrete needs would be the starting point for any curriculum development activities and course planning, and thus it has to be made clear where needs would result from. Within the framework for an alternative system of INSET as proposed in this paper the first and foremost answer to this question would consist in underlining once again the central importance of school based INSET (SBI) as well as of the daily experience of teaching and problems arising in classroom teaching and extracurricular activities as well as in relation to colleagues,

parents, employers and the community. As far as trainers in companies are offered the opportunity for INSET, the same kind of emphasis ought to be made in their case.

On the other hand the central government (the MES) will again and again be in a situation where it has demands of its own, particularly in the context of education reform policies. Such policies will probably be initiated on a large scale in coming years, thus entailing specific needs for staff development. On top of that the situation in Montenegro is such that massive staff development activities would result from the high level of unemployment, from processes of economic and technological modernisation and the resulting needs for retraining the workforce. Thus three major motivations for providing INSET to teachers, trainers and administrators could be identified:

- INSET in relation to current education reforms;
- INSET in relation to unemployment and the promotion of employability;
- INSET in relation to economic and technological change (modernisation of production and distribution processes) and the development of relevant skills and competencies.

Each of them ought to entail corresponding training activities which will require specific initiatives at the level of curriculum development and course planning.

INSET needs as derived from education reform policies. In times of education reform massive demands tend to be put on teachers, and depending on the scope of the changes introduced teachers/trainers might well have to substantially reorganise their classroom teaching. Education administrators would also have to adapt to new tasks. Although not everything will change in Montenegro at the level of the curriculum, teachers and administrators are clearly faced with a vast range of new demands concerning almost every area of their professional activity. Quite a long list of needs could be derived from an analysis of curriculum change and more general changes in education policy, concerning VET and CVET teachers/trainers and educational administrators as much as teacher educators. Such needs would form the background against which comprehensive programmes for staff development would have to be developed and drafted in order to offer opportunities for retraining. The list could serve as an instrument in planning staff development programmes and courses, as efforts have been made to construct it in systematic ways.

If these needs are derived from the education reform policies and some of their most fundamental aspects, it is natural that VET and CVET teachers and school administrators would have their own particular views about needs and about support which they would expect to be forthcoming in times of curriculum change. Such a major curriculum change is underway in Montenegro and teachers will need help in order to be able to cope with it. Some of the features which must be seen as being important are:

- There is an appropriate and 'expert-led' staff development associated with curricular change (see separate suggestions on short-term courses in this area). Staff development would make curricular changes less daunting and, while other approaches could on principle be used (for example open learning and support packages, adaptation from textbooks and the exchanging of materials among teachers) and could well be effectively supportive of curricular change, staff development is the major factor underpinning effective change.

Such staff development could include: in-service provision led by 'experts' and resource persons; development time; national conferences with workshops to launch materials; opportunities for informal discussions; cascade training; local support groups; visits from curriculum development advisers; provision of exemplary materials for consideration in

structured ways; practical sessions. In general workshop approaches should be used which advance explanations and expand on draft or skeletal syllabi.

- The support is accessible and relevant to real problems. Basically teachers should be given support materials in the form of lesson plans/classroom resources in order to be able to cope with the change. Teachers will tend to value materials that actually try to help them solve their problems through:
 - being clear and accessible and relevant to the syllabus;
 - offering ideas and actual examples of examination questions;
 - explaining the rationale for change in the curriculum clearly;
 - being able to be built into school development plans;
 - conforming to the effective classroom practice of the teacher;
 - being based on good practice;
 - being well differentiated.

There should be no reason why teachers cannot prepare materials themselves and work through and modify supplied materials. However, it is important that time and resources are provided for that.

- Support materials are immediately usable by teachers, and can be adapted to local circumstances without any difficulty. For obvious reasons teachers will value curriculum support materials that are more fully developed.
- The management structure within schools is accommodating of the curricular change. It would certainly be desirable that management provides resources for curriculum development of classroom materials, combined with development time that would include in-service workshops on managing change and management training in general. Teachers and administrators will value being given time for discussion with peers and for departmental or subject-focused planning. Normal consultation channels within school would suffice for that, offering opportunities to share development needs and including discussions at departmental/school meetings. Beyond that it might be helpful for school management to issue questionnaires in order to identify needs of teachers.
- There is a short line of communication between schools and the central agency responsible for curriculum change. 'Cascade' approaches to staff development are often seen by teachers as inappropriate or limited because experience suggests that often the school element is sketchy and much depends on the qualities and skill of the personnel selected to be the disseminators of new knowledge or skills. the methodology adopted higher up the cascade is often 'hands on' or experiential but such approaches are again and again not duplicated at school level and there is a serious risk of the 'message' becoming diluted or distorted in the transmission process. An alternative approach to be suggested is the 'drip' approach, in which all teachers should have opportunities to attend workshops and seminars which might be local repeats of national launching conferences.

INSET needs as derived from the growth of unemployment and from threatening unemployment. Given the fact that today the unemployment level in Montenegro is comparatively high (something between 30 and 40 per cent of the active population, depending on how the count is made), that the percentage of long-term unemployed persons is very high (73 per cent being unemployed for more than a year) and that the share of young people in overall unemployment is also very high (60 per cent of the unemployed are young persons without any work experience), there is an obvious need for massive retraining efforts, both for known and unknown employers. However, according to available information the

actual provision of training is entirely insufficient and unsystematic, offering no more than piecemeal skill upgrading and lacking an appropriate assessment and certification system. Apart from financial constraints, one of the major reasons for this deplorable state of affairs might be the complete lack of relevant INSET activities and courses for teachers, trainers and administrators in VET and CVET.

Teachers and trainers would badly need to be updated continuously through INSET on how they could make a contribution to tackling the following unemployment related problems:

- How could VET and CVET be made more attractive to the large group of unemployed young persons without any kind of work experience? Nowadays there seems to be a clear tendency on the side of parents and students to give preference to general education once young people have reached the threshold of finishing compulsory education. Even in countries with a long-standing, highly regarded vocational education culture, interest of young people has been decreasing. In countries where vocational training is not fully developed (or almost exclusively school-based) the situation appears to be even worse. Young people often have no other choice than between general education schools for the better and vocational schools for the rest. The low status of vocational training is sometimes linked with a low perception of jobs in (manufacturing) industry and more frequently, all kind of blue-collar work. In addition high levels of unemployment have the effect of decreasing the value of VET and CVET in the eyes of parents and students. In order to improve the current situation and trends the following steps should be taken
 - to make vocational education and training more interesting for young people by developing and stressing its attractive features (more resources, more quality, more emphasis on applied learning methods, more autonomy for students etc.);
 - to enhance the value of vocational education and training by employing motivated and qualified teachers/trainers and providing them with opportunities for career advancement;
 - to promote vocational education and training as an equivalent to general education (including improved access to higher education levels);
 - to establish educational pathways in a way that vocational education and training could not be conceived as a closed educational road;
 - to make industry more responsible and require it to express clearer views about the value and needs of vocational education;
- How could the employability of unemployed young persons be improved through adequate offers of VET and CVET activities?
- How could VET and CVET activities be delivered in practice in order to contribute to diminishing the risk of becoming unemployed for young people?

The answer to such questions could not be left to the initiative and imagination of individual teachers. Rather some sort of institutional solution ought to be found through developing systematic and coherent curricula for INSET of teachers and trainers and corresponding training offers.

INSET needs as derived from technological change. With the restructuring of the economy of Montenegro it could be expected that workers and employees will face massive tendencies of technological change in many areas. General aspects of technological change and resulting changes in labour organisation and job content in a wider European/international context have often been described in recent times (a typical version is represented in Table 1). Even if such descriptions might always contain an element of simplification and exaggeration, they appear

to be largely helpful in providing some general orientations for defining new skill and knowledge requirements for VET and CVET activities and for drawing some general conclusions with regard to INSET needs of VET and CVET teachers/trainers both at school and company level.

Table 1. Industrial change: Job content and labour organisation

Traditional job patterns	Emerging job patterns
<ul style="list-style-type: none"> – Narrowly defined jobs. Single and fragmented tasks. Compartmentalization of knowledge. Task oriented job specialization. – Rigid employment framework. Occupational classifications based on skill and seniority. Individual tasks and accountability. – Straightforward paper, control or assembly work. Prescribed work. Much routine work of low level. Separation of thought and action. Low personal advancement. – Jobs require skill, dexterity and speed of manual execution. – Predominance of heavy (physical) work, sometimes dangerous and unhealthy. Tangible relationship with product and material. Technology is a physical concept. – Adversarial industrial relations. Collective bargaining and agreements to solve conflicts. Power-based relationships. – Higher wages to get consent to poor job content. Pay based on results, output and productivity. Status separation between job categories. 	<ul style="list-style-type: none"> – Broader task definitions with a longer time horizon. Multiple and multidisciplinary tasks and knowledge needs. Result and project based job requirements. – Flexible and changing employment. Occupation as a function of adaptability. Team-work, interacting with colleagues, customers or suppliers. Evaluation of group performance. – More abstract and intellectual work. Less supervision. Routine work disappears and need for anticipation, creativity, decision making and problem-solving. Combination of thought and action. Importance of self-advancement. – Emphasis on speed of perception, reaction and intelligent coordination. – Move to communication and computer based work. Stress intensive. Less use of physical energy and strength. Safety of workers. Interface with product or material. Technology penetrates all aspects of a job. – Explicit long-term compromises between management and workers/employees (via job tenure and/or sharing dividends. Participative attitude. – Human resource policies to spur the commitment of workers. Alternative payment systems, more based on risks and goals achieved. Blurring of status differences.

First of all, a brief word of warning appears to be necessary. In curriculum development for INSET, there is no easy path leading straight from a description of major processes of technological change to qualification needs and competences and from there to contents and modalities of (continuing) vocational education and training and finally to demands on the education (pre-service and in-service) of teachers and trainers in VET and CVET. Both the precise information needed at each level and the possibility of simple deduction from one level to the next are hardly ever available to curriculum developers. At the same time there is a problem of perspective since past developments and present situations could not simply be extended in linear ways into prognostic assumptions about future trends. Hence there is increasing doubt whether companies, employment offices and research institutions can really

predict skill needs either for the working population or for teachers/trainers in the areas of VET and CVET.

This being said, it is quite clear what kind of emphasis ought to be made in INSET for teachers, trainers and education managers under conditions of past and future technological change and changing job patterns. Teachers/trainers should become capable, through pre-service and in-service training, for an active involvement in

- developing total competence in people, young persons and adults;
- preparing people and society for a lifetime of learning;
- adopting quality concepts in education and training;
- stimulating a learning culture in schools and companies;
- enhancing cooperation and mutual recognition between teachers/trainers in schools and teachers/trainers in industry;
- giving special consideration to the education and training requirements of SMEs;
- promoting the introduction of a European dimension in education;
- familiarizing themselves thoroughly with emerging job patterns and labour organisation.

While these aspects could serve as a general job description of teachers/trainers, they do represent at the same time demands to be put on their own education and training (pre-service and in-service) and guidelines for curriculum planning in INSET for teachers, trainers and administrators at school and at company level.

In accordance with previous considerations in this paper, a number of principles for course planning (i.e. for defining areas of staff development and modalities of training) should be kept in mind. Programmes and courses at school level should have:

- a focus on the school as the centre for professional development;
- a focus on informal learning processes of teachers and administrators;
- a focus on specific and concrete problems in the professional life of teachers and administrators;
- a focus on the particular forms of adult learning;
- a focus on continuing professional development of teachers and administrators;
- a focus on phases/stages/cycles of adult development and the specific needs arising at each individual stage.

Modalities of courses to be offered for staff development must be clearly related to the above mentioned principles. Possible modalities are:

- staff meetings with a pedagogical emphasis;
- planned activity days with a pedagogical focus;
- study days;
- seminars and workshops in the context of organisational development/school development planning;
- departmental meetings with a pedagogical emphasis;
- learning groups focusing on problems of persons;
- pedagogical working groups;
- interval seminars;
- outdoor activities/excursions/visit of other schools or colleagues, etc.

The definition of areas for staff development and of modalities of training must otherwise be entirely left to the decision of individual schools/school associations. There may be some general themes and topics being of interest for a larger number of schools and teachers but basically it could be assumed that there is a great diversity of interests and problems which have to be taken into account in planning SBI.

3. Planning and management of processes in the new system of INSET for VET and CVET teachers/trainers

The starting point for planning INSET activities should be a documentary framework to be issued by the MES and containing basic guidelines and suggestions for the medium-term development of INSET in Montenegro. While respecting the basic guidelines, schools/school associations and other providers will have their own particular emphasis in planning INSET according to local/regional needs and conditions. It is indeed vital that INSET planning and management should be more adapted to the specific conditions and the specific problems/needs as perceived by individual schools and groups of teachers/school administrators as well as trainers. On the following pages emphasis is largely put on the planning and management of processes at the level of schools (i.e. at the level of INSET for teachers and school managers). However, suggestions would similarly apply to other institutions as well.

(a) Schools and groups (associations) of schools

Planning of INSET programmes, courses and activities must involve the entire school and specifically those who have particular responsibilities in the planning process, namely the school director, the staff developer (if such a figure is to be introduced), the Advisory Committee for INSET and possibly also the School Board (see Appendix 1 for a checklist of staff development policy). Once INSET programmes, courses and activities have been authorised, schools will be free to manage their own INSET according to their particular needs and priorities.

Phases of planning of programmes

- Phase 1: Starting point: Consider the overall needs and plans of the school in the context of the school development programme and the staff development programme.
- Phase 2: Consider the framework of staff development activities as suggested by the MES/the Centre for INSET of Teachers and Administrators.
- Phase 3: Invite suggestions and proposals from the side of the teachers working at the school and from the Advisory Committee on INSET.
- Phase 4: Integrate different demands and proposals into a draft annual plan for staff development, define aims and objectives, procedures, measures and projects serving to achieve the stated aims and objectives.
- Phase 5: Discuss draft with school team; make modifications and corrections wherever necessary; decide on final plan to be submitted for authorisation.
- Phase 6: Once authorisation has been given - implement the staff development plan with the help of the staff developer, the School Board ... (INSET of educational management and of teachers as well as external facilitators).
- Phase 7: Evaluate outcomes of staff development activities on the basis of available documentation and oral reports, draw conclusions for continuing staff development programme; documentation of evaluation results.

The annual programmes for INSET activities of a particular school ought to represent a coherent framework which contains the totality of activities to be developed within a year, be they funded by the Ministry or not. This would not exclude that in cases of urgent need supplementary activities would be scheduled by schools/school associations. However, they

would not be eligible for funding under the general regulations pertaining to the provision of funding for INSET.

Phases of planning of individual activities

There is no single model for planning individual INSET activities at school level, given the diversity of possible forms and modalities of SBI but a general framework could be described as follows:

- Phase 1: Starting point for planning an activity would be experiences of participants, current problems in teaching, particular moments of conflict and suffering, subjective theories, specific interests in professional development.
- Phase 2: Preparation of activity by a team or by participants, with or without assistance from facilitators, resource persons, etc. coming from outside.
- Phase 3: Presentation of draft plan for activity to the participants, invitation for critique, modification and corrections, agreement about plan.
- Phase 4: Implementation of activity on the basis of consensus/agreements about aims and objectives, contents, documentation of processes and results, conclusions drawn; organisation of working groups, presentations by experts, interaction, exchange of experience and opinions, discussion of results.
- Phase 5: Evaluation of activity through a standardised questionnaire, through discussion of results and possible consequences, through linking to previous experience, through evaluation of evaluation process, documentation of evaluation results.

General objectives of the school staff development plan

The staff development plans of a particular school or association of schools are set up with the following aims:

- to establish general principles and tendencies for staff development at a particular school, putting staff development activities into the wider context of school development programmes;
- to define and legitimate priority areas for staff development and appropriate modalities of training at a particular school;
- to set up criteria for balancing out the training measures as proposed by the school with the priorities set by the national training plans;
- to incorporate the activities which are considered as priority matters in the influential areas defined by the MES/the Centre for INSET of Teachers and Administrators into the school development plans;
- to distribute the available resources in order to attend to the training needs which have become manifest on the side of the teachers and the project proposals having been made;
- create dynamic forces for the exchange of experience amongst the different providers and beneficiaries of INSET activities.

Functions of School Management

School management occupies a key position in planning, discussing, implementing and evaluating the staff development plans of the school. This does not mean that the school director himself/herself should deal with staff development matters in a more or less hierarchical way. These are sensitive matters and therefore each school should have a staff developer (as a line manager) being responsible for preparing the staff development plan and an Advisory Committee on Staff Development on which school management would be

represented. It is in the interest of school management that staff development plans be closely integrated with the overall school development plan/organisational development plan and the reviewing procedures in the context of teacher appraisal. In order to succeed in this respect, leaders and managers should be able to demonstrate their commitment to critical reflection and personal professional development through:

- being able to provide a rationale for the way in which they operate which takes account of a variety of perspectives;
- demonstrating that they regularly review their own practice;
- taking responsibility for their own professional development;
- being professionally inquisitive and thoughtful;
- actively encouraging critical reflection in others.

Functions of the Staff Development Co-ordinator

The staff developer would be responsible for coordinating INSET activities at school level. The strengths of a staff developer are expressed in the following points:

- The meeting agendas are distributed ahead of time and closely followed.
- The staff development co-ordinator is well prepared for each meeting of the advisory committee.
- The staff development plan is prepared on time and presented clearly and coherently by the staff development co-ordinator.
- The staff development plan is completely prepared and meets the approval of the relevant authority.
- The administrators on the committee value the staff development co-ordinator's efficiency in running meetings and gaining approval for the annual staff development plan.

Functions of the Advisory Committee for INSET

Each school should have, or have representation on, a formal committee or other body responsible for advising the school on all questions concerning the development, delivery and monitoring of staff development activities and the annual staff development plan.

The strengths of a Staff Development Advisory Committee would consist in the following points:

- The committee is appropriately representative of the various types of schools.
- The committee is balanced in terms of gender and age.
- The committee is balanced in terms of disciplines and specialities – Vocational Sciences, Math, Science, English, Social Studies, etc. as well as counselling and special education interests are represented on the committee.
- The committee is representative of school district staff, with the membership including teachers, counsellors and administrators.
- The committee includes representatives of the community/the employers' side.

(b) Political authorities

A documentary framework should be established by the MES within which the Annual Training Plan for INSET ought to be developed. Its intention should be to unify Primary and Secondary level teacher education, including general education, special needs and vocational education teachers, through creating a single network which focuses on the following general principles for action:

- the establishment of INSET plans, comprising all different levels of education and all geographical areas, with special attention to working out basic criteria for the focus and co-ordination of activities;
- the planning of activities in the field of teacher-education at different levels of proficiency so that they will offer the appropriate answers to the different needs of the individual teachers;
- procedures which will permit the personal professional development of each individual teacher although assuming that all teachers work together at the school as one single group;
- the planning of actions that promote the contact between different groups of teachers under the aspect of developing training activities along horizontal lines, such as exchanges and dissemination of pedagogical experiences, seminars and groups of lecturers, meeting, working days;
- the creation and expansion of coherent networks with decentralised structures in the field of INSET for defining the exact allocation of infrastructures and human and material resources in order to make them available for all teachers and to create a multiplier effect for all initiatives and activities required in this field;
- the establishment of co-operation plans and agreements for various purposes with different institutions and organisms being in a position to offer contributions and direct interventions of an educational nature;
- the creation of resource centres for documentation, dissemination and publication which will provide to the teachers with didactic and pedagogical material and reports and overviews of interesting experiences made in this field.

General objectives of the National Training Plan

Conceived as an orientation for the training proposals made each year, the National Training Plans are set up with the following general aims:

- to establish priority lines of action for INSET;
- to set up criteria for balancing out the training measures in the different areas in the short- and medium-term range;
- to incorporate the activities which are considered as priority matters in the influential areas defined by the MES into the local/regional plans and to integrate them coherently into the other proposals made;
- to distribute the resources in order to attend to the training needs which have become manifest on the side of the teachers;
- create dynamic forces for the exchange of experience amongst the different providers and beneficiaries of INSET activities.

Special sections covered by the National Training Plan

There are special sections on:

- objectives of the plan and definition of the general guidelines and priorities of action to cover the identified training needs, definition of demands put forward by the education system and the tendencies in the demand for training needs as expressed by the teachers, including those which are considered as priority demands by the national government/the MES;

- proposals of training models and strategies as well as general guidelines for the design and the organisation of procedures and criteria of cost approval for the different training activities;
- activities which correspond in a more precise manner to the demands expressed by the teachers of the different areas;
- estimated verified cost proposal in the form of a model, training strategies and special characteristics of the schools/school associations and the criteria applied;
- instruments, strategies and dissemination procedures to inform the teachers about the training offer which corresponds to each course;
- precise proposal of criteria and instruments which appear to be appropriate for the evaluation of measures and institutions and of the Training Plan itself.

Functions of the Centre for INSET of Teachers and Administrators

Major tasks concerning the development and management of a system of INSET for teachers, including VET teachers, could be devolved from the Ministry to a national Centre for INSET of Teachers. For the elaboration of the Training Plan, the Centre could be responsible, among others, for the following functions:

- analysis of training needs at local/regional level, with special consideration of the special needs proposals particularly articulated by the teachers, and the priorities of the education system;
- analysis of the resources available;
- definition of the priority areas and of criteria for action;
- definition of the objectives;
- study of methods and training strategies in order to adapt them to the objectives suggested;
- precise formulation or quantitative analysis of the activities laid out in the plan;
- elaboration of a proposal of follow-up and evaluation of the National Training Plan;
- approval of the Plan.

The plan proposal is presented for approval to the government/the MES.

4. Evaluation and accreditation in INSET for VET and CVET institutions and courses

In order to guarantee high levels of quality in INSET and in order to continuously improve the supply of INSET, all activities must be evaluated regularly. Evaluation covers the following aspects: the evaluation of in-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 in-service education activities.* The continuous evaluation of INSET activities, as far as they are run in schools and by schools/school associations is a major responsibility of schools and teachers themselves. Adequate and simple instruments for evaluation of activities will have to be developed and used, and schools will have to be given support in developing their own instruments or in disposing of a range of models which could be easily applied (examples in the Appendix). Wherever INSET activities are not organised by schools/school associations themselves but by central institutions, it is these institutions which are responsible for evaluation.

All evaluation reports and documents of schools/school associations are passed on to the responsible Centre which establishes a summary report for the schools under their authority. The summary reports and the reports on all other INSET activities not organised by schools are then passed on to the MES for an overall evaluation at national level. The task will be carried out by a National Committee for In-service Education (administrators, teachers and social partners' representatives) for which members are nominated by the MES. It could either be a small body of experts or it could have a broader and more representative composition, comprising, besides the Minister's representatives and the central and local services of the ministry, a larger number of individuals nominated by the various types of in-service education institutions, by the teachers' unions and by the private and co-operative school associations.

(b) *Evaluation and accreditation of the institutions providing programmes and courses.* All institutions intending to offer programmes and courses for INSET have to apply to the National Committee for In-service Education. Authorisation depends on a judgement of the credibility of the institution to offer in-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 in-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 National Committee for In-service Education develops a set of criteria for the evaluation and accreditation of institutions.

(c) *Evaluation of programmes and course offers.* No in-service education course should take place without previous authorisation from the responsible Centre and the National Committee, following an appreciation of its quality (for possible criteria see Appendix 2). 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 INSET. 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. Whenever expected costs for the courses fitting the priorities exceed the limits of the existing budget, clearly the selection will

focus on the relative quality of the proposals. Even though the request for the accreditation of a course already has an implicit evaluation of the respective quality on the part of the institution which wants to carry it out, this should not only certify the improvement of each teacher, but also evaluate the process and the results attained.

The National Committee for In-service Education should participate in the evaluation of the efficiency of the in-service education system and present proposals to the Minister of Education and Science and the in-service education institutions for any improvements. The particular responsibilities of the Committee are a matter of debate; they could go as far as comprising the exclusive responsibility for (not only participation) 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, and to participate in the definition of financing criteria for in-service education within the confines of its particular mission.

Although it does not have to be excluded (or might even be necessary under specific circumstances) that groups of teachers/schools/associations of schools run non-accredited courses, accreditation of INSET programmes and courses will be the rule. This could be linked to establishing a credit system for INSET courses based on the same principles as those being developed for the higher education sector. Credits could be used for purposes of career progression when attended by teachers who wish to qualify for a higher post. Courses taking place abroad can also be rated a posteriori and recognised as awarding credits for career progression. Finally, attendance at postgraduate training in the education field can also be credited for the purpose of career progression without any previous accreditation being necessary.

Generally it is reasonable to establish a planned system of award-bearing courses for teachers who wish to improve their theoretical knowledge and/or qualify for better jobs. Such a scheme would provide opportunities for teachers to enter at an appropriate level, whether Certificate or Diploma, and to progress to the level of award consistent with their own professional needs. The development of courses based on a 30-hour module of curriculum construction would also enhance opportunities for credit accumulation and credit transfer. Courses could be offered in a variety of modes - full-time, block-release, day-release, sandwich, part-time or open learning - always assuming that there will be increasing difficulties in education authorities supporting full-time secondment.

APPENDICES

Appendix 1

CHECKLIST FOR STAFF DEVELOPMENT POLICY (for educational management, particularly at school level)

The following elements are thought to be essential to a comprehensive policy for staff development:

Policy elements contributing to minimum competency

1. An induction policy for beginner teachers and for experienced teachers new to a school.

Within an induction policy there ought to be:

- (a) a strategy for familiarisation with school and pupils before commencing teaching;
- (b) observation and feedback on performance;
- (c) a related program of observation, visits and training;
- (d) a reduced workload to give time for planning;
- (e) professional support from a suitable colleague.

2. A policy for staff appraisal. This policy should:

- (a) be part of a policy for INSET and staff development more generally;
- (b) review the way the teacher is supported as well as his or her performance;
- (c) follow an agreed and understood code of practice.

3. A policy for INSET. Three points are worth noting:

- (a) It should be related to needs identified as part of induction or appraisal;
- (b) it should be clear how the needs of the individual and the needs of the school are accommodated;
- (c) resources must be available.

Policy elements contributing to professional self-development

4. Policies for staff appraisal and INSET. I repeat these two elements to emphasise that staff appraisal and INSET are not simply ways of raising performance to an adequate level. They are two major weapons in the manager's armoury for encouraging teachers to continue to develop and to innovate.

Policy for staff appraisal in this case should involve an examination of the teacher's satisfactions and those of the school in his or her performance, and should seek to extend the way in which school support can enable maximum benefit to be derived from such policy. It should also seek new goals which will utilise and extend the skills of the teacher to the full. INSET policy should also be related to enabling teachers to undertake successfully new challenges to their skills. This kind of INSET is less likely to be concerned with knowledge transmission or the improvement of existing performance than with problem-solving, exploring new areas and acquiring new skills.

5. A policy of support for school improvement, incorporating the following principles:

- (a) freedom and encouragement to innovate as a staff;
- (b) resources and support available;
- (c) no punishment for failure;
- (d) encouraging 'ownership' of the tasks or the development.

6. A policy of encouraging collaboration and teamwork. Key factors derived from experience appear to be:

- (a) shared planning;
- (b) shared evaluation;
- (c) team teaching;
- (d) encouraging 'ownership' of the task or the development;
- (e) studying each others' performance, using each other for feedback.

7. A policy of involvement in management and decision-making, including:

- (a) delegation of power, not just giving out jobs;
- (b) accepting responsibility for the development of teachers, their motivation, their job satisfaction;
- (c) seeking opportunities for individuals to experience leading other adults.

8. A policy of encouraging involvement in school-based research and development. Lessons we have learned so far are that school-based research and development:

- (a) needs active encouragement;
- (b) must be linked with the school's own needs;
- (c) needs resources to be available at the implementation stage.

9. A policy that recognises self-development as the mark of true professionalism and dedicated itself to achieving and maintaining that in every teacher.

(Source: M.F. Wideen/I. Andrews (eds.) *Staff Development for School Improvement*, New York: The Falmer Press, 1987, p. 192f.)

Appendix 2

STANDARDS AND INDICATORS OF QUALITY FOR THE EVALUATION OF STAFF DEVELOPMENT PROGRAMMES

The standards and indicators presented here are designed to be used by school personnel (teachers, administrators) in planning and conducting internal, developmental evaluations of their staff development programs.

Standard 1. Framework for Staff Development.

Staff development should be conducted within a framework that promotes individual growth and development, provides a positive climate for involvement, and has strong administrative support.

- 1.1. The potential benefits of the program should be stressed to participants well before the program begins.
- 1.2. Background material that would allow participants to benefit more fully from the program should be provided in advance.
- 1.3. Participants should be informed of the scheduling of staff development well in advance.
- 1.4. Support for staff development activities should be demonstrated by the principal, other administrators, and professional staff members.
- 1.5. Opportunities to participate in staff development activities should be presented to staff members in a positive manner.
- 1.6. Rewards for participation in staff development activities should be provided by the school system.
- 1.7. Requests to participate in mandatory staff development activities should not be presented in a coercive manner.
- 1.8. The school should provide compensatory time, pay, or other incentives for participating in staff development activities outside the normal workday.

Standard 2. Needs Assessment Policy and Procedures.

The school district should have guidelines and procedures for conducting a needs assessment for school-based staff development.

- 2.1. The needs assessment process should be based on causal analysis.
- 2.2. The statement of policies and procedures for school-based staff development should be available.
- 2.3. The school principal and/or the staff development specialist should be able to demonstrate familiarity with and ability to use the needs assessment policies and procedures of the school.
- 2.4. Records should be available to document the needs assessment conducted for each staff development activity undertaken and completed in the past 3 years.
- 2.5. Professional Development Plans (PDP) should be on file for individual staff members.

Standard 3. Advisory Committee.

The school or school system should have a staff development advisory committee that encourages participation by all parties involved in staff development activities.

- 3.1. The school should have, or have representation on, a formal committee or other body responsible for the development, conduct, and monitoring of staff development activities.
- 3.2. The committee should have wide representation from the faculty, staff, and administration of the school.

Standard 4. Staff Development Objectives.

The learning objectives and targeted competencies planned for each staff development course and/or activity should be clearly identified and communicated to participants.

- 4.1. There should be a syllabus and evaluation standards for each staff development course or activity.
- 4.2. There should be written objectives for each staff development course or activity, and the objectives should be linked closely to the needs analysis conducted prior to the development of the program.
- 4.3. There should be a written record showing how the program objectives were communicated to participants.
- 4.4. There should be a written record of the type of teacher competencies to be developed or enhanced by the staff development activity.
- 4.5. The competencies targeted should be related to the deficiencies or other needs identified through the annual evaluation process.
- 4.6. The content of the staff development activity should be directly related to the objectives and/or targeted competencies identified.

Standard 5. The Instructional Content.

The content of staff development courses and activities should be appropriate to the stated objectives and sufficiently rich and rigorous to achieve those objectives.

- 5.1. Staff development materials should be of professional quality and relevant to course or activity objectives.
- 5.2. The content of the program should be theoretically sound, up to date, challenging, and efficacious.
- 5.3. The school should be able to demonstrate that course content is sufficiently complex to address course or activity objectives.

Standard 6. Instructional Process.

The staff development instructional process should be based on adult learning theory and sound instructional practices.

- 6.1. The instructional process for staff development courses and activities should be characterized by the presentation of theory, modeling or demonstration, practice, feedback, and coaching.
- 6.2. Prior to a staff development course or activity, the school should sponsor readiness activities to prepare participants to get as much benefit from the program as possible.
- 6.3. The program should be structured to allow participants to benefit from the knowledge and experience of their program cohorts.
- 6.4. The program should be of sufficient length to have an impact on targeted objectives and competencies.
- 6.5. Instructional objectives should be consistent with and flow from the overall objectives of the school's or district's staff development program objectives.
- 6.6. There should be a mechanism for measuring whether or not the staff development courses and objectives have had an impact on targeted objectives and competencies.
- 6.7. The needs assessment report should link the staff development program to specific job performance expectations or professional development needs of participants.
- 6.8. Participants' ratings of the staff development program should indicate that the program was perceived as relevant to either their job performance or their professional development needs.

Standard 7. Staff Development Trainers.

The staff development trainers should be highly competent and have the backgrounds and experiences necessary to give them high credibility with program participants.

- 7.1. The trainer should have special expertise in the program content.
- 7.2. The trainer's background and experience should be similar to the participants', or the trainer should have a well-recognized expertise that lends credibility to his or her efforts.
- 7.3. The staff development trainer should have the ability to develop rapport with participants and to demonstrate an understanding of the problems, priorities, and needs of participants.
- 7.4. Trainers should have a demonstrated knowledge of adult learning theory.
- 7.5. Trainers should be able to incorporate modeling, feedback, and coaching into their instructional strategies.
- 7.6. Trainers should be able to demonstrate their ability to deliver effective programs.

Standard 8. Meeting Course/Activity Objectives.

The school should have a mechanism for determining the extent to which the objectives for staff development courses and activities have been accomplished.

- 8.1. The school should have written policies and procedures for the evaluation of all staff development courses and activities.
- 8.2. Follow-up activities should monitor the effectiveness of the application of program content to job activities.
- 8.3. All staff development programs should be rated for effectiveness by participants.

Standard 9. Follow-Up and Reinforcement.

The school should follow up staff development programs and activities to ensure that gains made as a result of training are reinforced and maintained.

- 9.1. There should be systematic procedures for determining the extent to which skills and cognitive materials are applied on the job.
- 9.2. There should be follow-up activities to reinforce program learning.

Standard 10. Participant Contribution.

The school should have formal procedures to allow participants to provide input into the evaluation and modification of the school's staff development program.

- 10.1. Participants in staff development courses and activities should be asked to provide formal input into the assessment and modification of the school's staff development program.
- 10.2. Participants should have the opportunity to rate the extent to which they perceive that they have input into the development, monitoring, and modification of the staff development program.

(Source: T.W. Mullins, *Staff Development Programs. A Guide to Evaluation*, Thousand Oaks, CA: Corwin Press, 1994, p. 89ff.)