



Professional Development of Teachers in BiH: From Promises to Ensuring Quality Teaching in Classrooms

Lidija Pisker

Table of Contents

| | |
|--|----|
| LIST OF ABBREVIATIONS | 2 |
| 1. EXECUTIVE SUMMARY | 3 |
| 2. INTRODUCTION | 4 |
| 2.1. Context and definition of the policy problem | 4 |
| 2.2. Methodology of the study | 4 |
| 2.3. Limitations of the study | 5 |
| 2.4. Roadmap of the study | 5 |
| 3. PROBLEM DESCRIPTION | 6 |
| 3.1. Legal framework of in-service training for secondary school teachers | 6 |
| 3.1.1. Schools | 7 |
| 3.1.2. Universities | 7 |
| 3.1.3. Pedagogical Institutes | 7 |
| 3.1.3.1. Overlapping competencies | 8 |
| 3.1.3.2. Understaffing | 9 |
| 3.1.3.3. Unsatisfactory quality of delivered programs | 9 |
| 3.1.3.4. Lack of cooperation | 10 |
| 3.2. Successful practices | 11 |
| 3.2.1. Non-governmental organizations | 11 |
| 3.2.1.1. Civitas BiH | 11 |
| 3.2.1.2. Centre for Professional Development of Teachers of the UWC-IB Initiative in BiH | 12 |
| 3.2.2. Professional development of teachers in the Republic of Slovenia | 13 |
| 4. POLICY OPTIONS | 14 |
| Policy option 1: Pedagogical institutes create a common strategy for standardized teacher training programs | 14 |
| Policy option 2: In-service teacher training programs are decentralized through a system of accreditation of relevant service providers | 14 |
| 5. CONCLUSION AND RECOMMENDATIONS | 15 |
| 6. BIBLIOGRAPHY | 17 |

LIST OF ABBREVIATIONS

BiH - Bosnia and Herzegovina

EU - European Union

FBiH - Federation of Bosnia and Herzegovina

IO - International Organization

MoE - Ministry of Education

NGO - Non-governmental Organization

OECD - Organization for Economic Cooperation and Development

OSCE - Organization for Security and Cooperation in Europe

PI - Pedagogical Institute

RS - Republika Srpska

UWCiM - United World College in Mostar

UWC-IB Initiative in BiH - United World Colleges and International Baccalaureate Initiative in BiH



“We are the generation of tomorrow being taught in schools of yesterday by teachers and with learning methods from beforehand in order to prepare for life beyond tomorrow.”¹

1. EXECUTIVE SUMMARY

Teachers are the key to education quality and improving teacher quality is the policy direction most likely to lead to success in school performance.² In Bosnia and Herzegovina (BiH), the role of teachers in quality education was formally recognized when all education ministers pledged to provide training for teachers as part of the 2002 state-level Education Reform Strategy, to ensure all secondary teachers received training in modern teaching methodologies between 2003 and 2006.³

In those three years, however, education authorities did not do much to adequately teach and train teachers. Several studies show that the quality of teaching in BiH secondary schools is still poor and inadequate to cope with new education demands whilst teachers are dissatisfied with existing teacher training policies. Consequently, their impact on student learning has stayed at a low level.

This paper analyses the current extremely fragmented and incoherent teacher training policies within the country, in order to recognize the obstacles to delivering quality programs. It also presents successful practices both in BiH and beyond its borders. Semi-structured interviews and analysis of legal and policy documents are used as a research tools.

In order to recommend the most suitable teacher training structure which would coincide with teacher needs, two policy options are examined in this paper. The first one considers the need to establish a state-level body responsible for professional development programs for teachers from the whole country. This body would contribute to centralizing the efforts and creating a common teacher training strategy.

Another policy option considered in this paper recognizes the role of non-governmental bodies as providers of in-service programs, since non-governmental organizations (NGOs) already play a significant role in training secondary teachers throughout the country. They organize teacher trainings in alignment with European standards which means that incorporating these quality initiatives in the system can contribute to the establishment of a sustainable model of professional development for teachers, and open the doors to successful education reform in BiH. Being a more realistic one, the second policy option is put forward in this paper.

The conclusion of this paper focuses on the need to establish harmonized and reform-oriented professional development standards, which include the accreditation of quality service providers, as well as an effective system of monitoring and evaluation of all offered programs.

¹ In 60s, before the reconstruction of schooling system in Germany, this quote from an unknown author was often quoted on the walls of German schools and universities.

² Contemporary education policies worldwide acknowledge the great significance teacher quality has to the overall quality of the education system and therefore advocate for putting the teacher in the centre of attention.

³ Message to the People of Bosnia and Herzegovina - Education Reform, *Ministries of education in BiH*, 2002, 11.

2. INTRODUCTION

Quality of teaching and the strength of teachers' competencies are recognized as the greatest indicators of educational success in democratic countries in the contemporary world. The skills and knowledge that students take with them after graduating from school are the best indicators of the skills and knowledge of their teachers. While modern countries recognize the need for investments in increasing the capacities of their teachers, education authorities in BiH put insufficient effort into establishing a systematic and standardized approach to educating the educators.

2.1. Context and definition of the policy problem

As the current situation in the education system of BiH indicates, teaching competencies are incompatible with modern educational demands, with three significant reasons identified. Firstly, in the war (1992-1995) and post-war period, a vast number of non-qualified persons were recruited due to a lack of certified teachers.⁴ Even university graduates lack adequate pedagogical and methodological skills and pre-service training for teachers is in fact general education.⁵ Secondly, although teachers' skills are inadequate to meet new education standards, pedagogical institutes and education ministries typically organize teacher training programs which are not based on the actual learning needs of teachers and hence do not manage to teach teachers new skills.⁶ And finally, educational authorities do not encourage teachers to take in-service professional development programs offered by international organizations and NGOs, even though these organizations played a key role in providing teacher training in the post-war period. As a consequence, not only are teachers' needs being neglected, but students' needs as well.⁷

In order to improve the quality of the BiH educational system in accordance with the standards of the European Union (EU), and, consequently, to accelerate EU integration, it is crucial to create a strategic approach to teacher training policy within a secondary education system reform strategy. This failed to be done during the elementary and higher education reforms undertaken over the last decade in BiH, which is one of the reasons why the results of these reforms are unsatisfactory.

2.2. Methodology of the study

In order to identify the main obstacles to the improvement of professional development programs for teachers in BiH, and to make recommendations for their improvement, this paper analyzes the existing policies in BiH, namely the institutional pre-service and in-service programs, as well as some innovative and successful teacher training initiatives and practices delivered by educational NGOs (Civitas BiH and UWC-IB Initiative in BiH). The objective is not only to determine possible examples of good practices, but also to propose their coordination and synchronization with the institutional programs, so that they can be a relevant contribution to the education reform.

"Experience from a number of countries indicates that unless teachers and their representatives are actively involved in policy formulation and feel a sense of "ownership" of reform, it

⁴ The EU-ICBE report on institutional and capacity building of the education system in BiH (2008) indicates that the number of teachers without adequate qualifications is going down but in some parts of the country, there is still a shortage of teachers of foreign languages, mathematics, arts and some specific professional subjects.

⁵ The Model for System Change in Secondary Education: Crafting a new education system in BiH. OSF BiH, 2002, 27.

⁶ Model za sistemske promjene u srednjoškolskom obrazovanju: Profesionalna obuka i usavršavanje nastavnika - Analiza potreba. *Open Society Fund BiH*, 2001, 14-17.

⁷ Lecture-delivery instruction and memory-reproductive learning are the prevailing teaching methods in BiH schools, the main cause being the lack of adequate teaching aids and teacher training in the implementation of modern teaching technologies.



is unlikely that substantial changes will be successfully implemented.”⁸ For that reason, the professional needs of teachers are examined through interviews with the main stakeholders - teachers and headteachers. This information serves as a basis for structuring the policy recommendations.

Furthermore, this paper analyzes the current teacher training policies in the reformed education system of Slovenia, a system that shared many common features with the BiH education system until the early 90s, but is now identified as a well-performing school system.⁹ Focused on making the teaching profession more attractive, the Slovenian government put a lot of effort into offering standardized in-service teacher training programs. At the same time, teachers in BiH are not trained systemically, as professionals in their respective domains.¹⁰ Based on this comparative approach, suggestions for the improvement of professional learning conditions and practice in BiH are being developed.

2.3. Limitations of the study

The field work for this study was carried out in late 2009 and in early 2010. Interviews were conducted with secondary school teachers and headteachers from BiH, as well as with representatives of Pedagogical Institutes (PIs), Ministries of Education (MoEs) and teachers and education experts from Slovenia. Semi-structured interviews were also used, as they are considered the most appropriate technique when exploring a person’s experiences and thoughts. Additionally, earlier research conducted by the author on teacher needs and training policies was also used for this study.

However, there are several limitations to this study. Firstly, the information on teacher training programs provided by governmental institutions is not complete since representatives of some PIs and MoEs refused to provide the information they were asked to provide.¹¹ Secondly, the greatest part of the study is based on interviews, which did offer a rich amount of information, but it is possible that respondents, to some extent, wanted to present the situation as they wanted it to be reported. The problem of deficient and low-quality teacher training opportunities presented in this paper is extracted from general information gathered about the experiences of teachers from the entire country, although there are cantons where PIs are more active in the field of professional development of teachers and are indeed willing to cooperate in order to improve the quality of teaching in their schools.

Furthermore, two successful practices of teacher training programs (Civitas BiH and UWC-IB Initiative in BiH) which are presented in this paper are not the only non-governmental service providers, but are chosen as the most relevant ones for they are appreciated as successful providers of education programs for teachers from across the country and their commitment to contribute to the in-service education of BiH teachers is permanent.

2.4. Roadmap of the study

In addition to conducting the field research, existing teacher training policies were analyzed and several studies previously conducted by other organizations were examined and compared to conclusions reached in this study.

⁸ Teacher Matters - Attracting, Developing and Retaining Effective Teachers. *OECD*, 2005, 213.

⁹ Education at a Glance 2008: OECD Indicators. *OECD*, 2008.

¹⁰ Institutional and Capacity Building Education System Bosnia and Herzegovina. EU-ICBE, 2008, 9.

¹¹ While some of the PIs and MoEs contacted were very cooperative and willing to help, others refused to take part in the research, not only by not wanting to be interviewed, but also by not sharing information on their teacher training policies and available programs although it was requested a number of times in accordance with the Freedom of Information Law.

In the Problem Definition section, this paper provides an overview of the existing vague legal framework, given it is one of the reasons for the low quality of in-service teacher training programs currently provided by the official authorities. To offer a contrast, successful practices that could be used as policy models will be presented, namely the **NGO initiatives** of Civitas BiH, and the Centre for Professional Development of Teachers of the UWC-IB Initiative in BiH, and the **National Teacher Training System in the Republic of Slovenia**.

The Policy Options section contains examination of current policies and suggestions for possible policy that could increase the quality of in-service educational programs for BiH teachers. Policy options are based on the research conducted for the purpose of this study. Nevertheless, support for the proposed conclusions is also identified in other relevant studies.

3. PROBLEM DESCRIPTION

All around the world, countries seeking to improve their education systems are investing in teacher learning as a major engine for academic success. "They treat teachers as professionals and make teachers' professional learning a high priority".¹² Given that quality education paves the way for the EU to become more competitive in a global environment, the EU asks for quality teacher training policies from its member countries but also requires from potential members to implement similar ones.

The main goal of the "knowledge-based society" which the EU intends to become is high-quality university education which allows for recognition of diplomas and mobility of teachers. As such, the main principle of education and training policies is "life-long learning".¹³ Teachers in EU countries must continue to update and improve their competencies and qualifications, as well as to develop interpersonal skills and make use of the widest possible range of learning settings (e.g. Information and Computer Technologies - ICT).¹⁴

In spite of these trends, BiH education policies still do not recognize the importance of investing in the professional development of teachers for the overall quality of the education system, which in turn benefits the whole of society.

3.1. Legal framework of in-service training for secondary school teachers

In-service teacher training in BiH is regulated by a set of laws, by-laws and instructions at entity level in the RS and cantonal levels in FBiH. Thus, there are no common recommendations, priorities or standards of quality to serve as a framework for the system of professional development at the state level. Issues regarding professional development are managed at the level of ministries.

According to the existing legislative frameworks, **schools, universities and PIs** are responsible for the professional development of teachers. Professional development organised by PIs is funded from funds allocated to the institute by the cantonal governments in FBiH (in some cantons PIs are financed through MoEs budgets) or entity Government (RS). Schools are supposed to finance the professional development of their teachers from the very limited budgets they are given by the cantonal ministries, which are usually insufficient even to maintain classes.

¹² Chui Weng, Ruth, Alethea Andree and Linda Darling Hammond. How Nations Invest in Teachers. *Educational Leadership*, 2009, 33.

¹³ Education and Training 2010. *Council of European Union*, 2004.

¹⁴ Ibid.



3.1.1. Schools

Regarding professional development at the school level, teachers are obliged to participate in “professional activities”, which consist of meetings of the same subject teachers in which they discuss yearly and monthly curricula and the themes of their classes.

Furthermore, each teacher has an obligation to present his or her individual professional development efforts to his or her colleagues - this could be the review of a book or presentation of new teaching methods at the teacher meetings. Occasionally, teachers are expected to organize an “experimental class”, and must also attend the experimental classes of their colleagues, who are teachers of the same subject. Apart from this, teachers are also obliged to be involved in research work or read professional literature.

Most of the teachers surveyed considered this type of professional development as not useful or effective. The ‘development’ activities were usually only a formal obligation and had no real effect on the development of teachers’ competencies.

3.1.2. Universities

University teaching faculties in BiH are responsible for the initial education of prospective teachers. The pre-service teacher training offered at universities consists predominantly of theoretical knowledge on pedagogy and the methodology of teaching, with insufficient inputs on how to deal with real life situations in the classrooms. Edina Suljić, teaching assistant of pedagogy and psychology at the University of Tuzla says that universities are still not practice-oriented. This leads to poor-quality teaching skills amongst young graduates. “During my four years of study I had the chance to be in a school only three times, which is when I actually had the chance to visit the staff room and see what the school register looks like,” she says.

Despite being the providers of initial education for teachers, university teaching faculties do not formally organize courses for in-service teacher training. Some teaching faculties have training programs for subject teachers and experts in other areas who are obliged to take “pedagogical groups of subjects” in order to get a teaching degree. A.M. from Sarajevo, who graduated from the Mathematics Faculty in Sarajevo with a major in biology, had no pedagogical classes during his studies. All he had to do to get a certificate to be able to work as a biology teacher was to pay the fees, attend one semester of pedagogy, psychology, didactics and methodical classes at the Pedagogical Faculty in Zenica and pass four exams.

Apart from giving this opportunity to graduates, it is rare for faculties to organize this in-service teacher training programs.

3.1.3. Pedagogical Institutes

Professional development in BiH is almost entirely governed by PIs¹⁵, although in some cantons MoEs organize training programs as well. There are a total of nine PIs in BiH - one in the RS, one in Brčko District and seven in FBiH. The main functions of PIs, in addition to professional development, include the development of curricula, the counselling and assessment of teachers, and the organization of professional exams for trainee teachers.

¹⁵ In this study, the term Pedagogical Institutes will be used for all governmental institutions of the same kind, together with the Institute for School Affairs and Pedagogical Institution in Brčko. Although their competencies slightly differ, one of their main tasks is to provide professional support for the development of teachers, which is of central interest to this research.

3.1.3.1. Overlapping competencies

There is a great regional inequality evident in PIs in BiH, both in terms of their coverage and performance. Una-Sana Canton, Tuzla Canton, Bosnia Podrinje Canton and Sarajevo Canton have their own independent PIs which ensure coverage throughout the entire canton. Teachers in the RS receive professional support and supervision from the Republic pedagogical institute, which has its main office in Banja Luka and branches in Foča, Prijedor, Doboj and Bijeljina. Since April 2008, Brčko District has its own Pedagogical Institution.

Central Bosnia Canton, Posavina Canton, Canton 10 and Zapadna Hercegovina Canton do not have their own PIs. In contrast, there are two PIs in Mostar. PI Mostar is responsible for schools using the FBiH curriculum in Hercegovina-Neretva Canton while Mostar Institute for School Affairs provides support to schools using the Croatian curriculum not only in this canton but also in Posavina Canton, Central Bosnia Canton, Zapadna Hercegovina Canton and Canton 10.

In Central Bosnia Canton, only partial coverage is provided. At the request of the MoE in Central Bosnia Canton, PI Zenica used to send its advisers to organize trainings for teachers from this canton. But, MoE proposed these seminars only to teachers teaching in the FBiH curriculum while teachers teaching in Croatian curriculum have trainings organized by Institute from Mostar. PI Zenica refused the further cooperation in those terms. Munevera Selmanović, head of PI Zenica, perceives this as a "segregation of teachers." According to her, "the content of trainings on, for instance, inclusive education is the same for all teachers and I do not see a reason why they should not be taught together."

The same problem arises in Žepče municipality which, since the beginning of the 2009/2010 school year, has been left out of the educational programs organized by PI Zenica. Although it is located within the Zenica Doboj Canton, Žepče gained autonomy in education due to the decision of the Constitutional Court of the FBiH to allow local self governance (as a municipality with a majority Croat population in a predominantly Bosniak canton).¹⁶

Accordingly, authority over professional support for teachers in this municipality is divided. While Mostar Institute only offers its services to teachers teaching the Croat curriculum (which is set in agreement between the Žepče municipality and Mostar Institute), pedagogical support to teachers teaching the FBiH curriculum should be governed by PI Zenica. However, the director of PI Zenica Selmanović says this set-up is an attempt to intentionally divide teachers, a situation which she does not want to support.

While politics is drawing borders not only in classrooms but in staff rooms as well, teachers are crying out for help. Žepče teachers teaching the FBiH curriculum have not been included in this year's winter training programs organized by PI Zenica. "We are left alone. We just want to be treated as our colleagues from other parts of the country," says one chemistry teacher.

Politics and the chaotic overlapping of competencies are creating a complicated and even confusing net of teacher training systems within the country. The weaknesses of such a system are evident and will be elaborated along the following lines.

¹⁶ According to the Constitution of the FBiH, competencies can be devolved from cantons to municipalities when the majority of the population in the municipality is of a different nationality/ethnicity than that of the canton as a whole.



3.1.3.2. Understaffing

The responsibilities of most of the PIs extend well above their capacity. Jago Musa, director of the Mostar Institute, has only 10 employed advisers and 10 external associates to cover a five-canton area. "You cannot physically cover the whole region," he says.

The other PIs also struggle with a lack of professional expertise. The PI in Bosnia Podrinje Canton has only one employee - the director. For twelve years, the PI director Salih Posvandžić has been hoping to get employees and start working properly. Cantonal Government made a decision to form a full-capacity PI with a minimum of four employees, but this decision has not been realised. Due to its understaffing, the PI does not offer any kind of in-service training, despite the fact that schools in the canton constantly complain about the lack of training.

Zenica Dobož Canton has around 4000 teachers and only 13 advisers to work with them. The director of PI Zenica has asked for additional employees several times but the cantonal government has not responded to the request so far. As well as PIs in other regions, Zenica PI does not have advisers for each subject. To get around this problem, PIs usually appoint teachers who work in schools, or sometimes university professors, to conduct relevant trainings about the subjects for which there are no permanent advisers.

Apart from professional training, advisers are also responsible for the supervision of teachers' performance, through visiting classes and suggesting improvements. However, teachers often perceive this approach as an inspection based on a "suspicion" about the quality of their classes, rather than a support to their development. The head of the PI in Mostar, Sabaheta Bijedić, says that the current system which makes advisers responsible for both professional development and supervision is a burden for advisers and should be improved in a way so that they become specialized in one area or another.

Due to the understaffing of responsible institutions, seminars and workshops are organized for teachers of some subjects, while others are never invited. A philosophy teacher from Posušje, who has worked as a teacher since 2006 in couple of schools in Zapadna Hercegovina Canton, says she has never been informed about any professional development opportunities. Many other teachers from other parts of the country say the same - that for years they have not attended a single training session organized by PIs in their cantons or entity.

3.1.3.3. Unsatisfactory quality of delivered programs

Professional development programs at the PI level usually take the form of lectures on mandatory subjects at the beginning of the school year or during school vacations. Teachers who have the opportunity to attend the offered programs say they are outdated, repetitive and they do not reflect the teachers' actual needs. Bakir Krpo is the headteacher at Gymnasium Mostar, a school that functions under the "two schools under one roof" principle, and whose teachers are, for that reason, receiving professional support from two different PIs.¹⁷ He sums up his teachers' dissatisfaction in these words: "Education programs of PIs are like a 'déjà vu' (...) and seminars are organized just for the sake of organizing seminars."

¹⁷ PI Mostar and Institute for School Affairs Mostar.

The type of training provided by pedagogical institutes varies and training topics usually relate to specific teaching subjects or changes in curricula. Asked about the impact of the PI educa-

tion programs in relation to improving the competencies of teachers working in his school, Mirsad Hadžihalilović, headteacher of Gymnasium “Meša Selimović” in Tuzla says: “They are good for them... because they do not have a chance to see anything better.”

In some cantons, attendance of programs organized by PIs is obligatory and leads to the promotion of teachers. PI Mostar organized a seminar for English language teachers during the winter holidays in the 2009/2010 school year but very few teachers showed up. The Deputy Minister of Education in Herzegovina Neretva Canton, Enes Hasanagić, responds that the absent teachers should have had their salaries reduced for one month. This, in his opinion, would influence attendance.

According to a by-law in Tuzla Canton, teachers get a point in their professional portfolio for their attendance of seminars organized by a PI or approved external provider (IOs or NGOs), and attendance is proved by a certificate. “The seminars they organize are monotonous, badly organized and officious - but as they are a precondition for promotion, teachers are pressured to attend them,” says a teacher from Kalesija. Representatives of PI Tuzla agree that the promotion system, which depends on physical presence at the seminars rather than on manifestation of quality teaching in the class, should be reconsidered.

3.1.3.4. Lack of cooperation

Although the practice of exchanging advisers’ expertise exists, cooperation or networking between PIs is limited and appears to depend on individual PI needs, as well as on political alignments. To this day, there have been only a few meetings attended by all PI directors in the country.

In its 2005 report, “Raising Debate: Does BiH Respect its International Commitments in the Field of Education - Questions for the Citizens of BiH”, the Organization for Security and Cooperation in Europe (OSCE) BiH states that in December 2004, the FBiH MoE undertook efforts to hold a meeting with all of the PI directors in the FBiH. However, after only two PI directors confirmed their attendance, the meeting was cancelled.¹⁸

¹⁸ Raising Debate: Is BiH Respecting its International Commitments in the Field of Education - Questions for the Citizens of BiH. *OSCE BiH*, 2005, 18.

For the UWC-IB BiH conference in February 2009, which was organized specifically for pedagogical institutes and aimed primarily at fostering cooperation between them, representatives of only six pedagogical institutes sent their representatives (out of six of them only one showed the interest to participate after receiving the invitation, the others were called, faxed and e-mailed dozens of times before they confirmed their attendance). They all declare the need for communication and cooperation, but showed no initiative or interest in using the given opportunities.

Communication between other stakeholders, namely IOs and NGOs, also varies. Although all PIs have cooperated with Civitas BiH for years, a barrier to accepting it as an equal partner still exists within some of them. The director of Civitas BiH Rahela Džidić summed up a common attitude amongst PIs staff: “(They say) why do we need some NGO to maintain what we are responsible for?”

As in-service training provided by NGOs must be authorized by the relevant PI, the cooperation usually begins with a request for authorization sent by the NGO to the PI and ends with the ap-



proval sent back from the PI to the NGO. In some cantons, approved training programs offered by NGOs are considered equal to PI-organised programs, as far as professional promotion of teachers is concerned.

In some cantons, the procedure of NGO program authorization is based more on the will and subjective impression of the person in charge, rather than on a set of previously defined criteria. In other PIs, an attempt has been made to establish a system of monitoring and evaluation. In Zenica PI, for instance, professional advisers attend training programs organized by NGOs and IOs together with teachers in order to monitor it and be informed about its content. The MoE in Tuzla Canton plans to introduce a catalogue until the end of this school year of the education programs on offer to teachers, and will issue a call for application procedure to all interested NGOs.

However, inconsistencies throughout the country and the current lack of political will to coordinate the work of the PIs make these individual attempts of improving the teacher training system unsustainable in the wider context. PIs, schools and university teaching faculties should work collaboratively to ensure that teachers develop from the very beginning of their careers. All the disparities discussed above clearly call into question the effective functioning of the education system and its ability to provide teachers with reliable and consistent standards, and training and support.¹⁹

¹⁹ Raising Debate: Is BiH Respecting its International Commitments in the Field of Education - Questions for the Citizens of BiH. *OSCE BiH*, 2005, 18.

3.2. Successful practices

In this chapter, successful practices within the country and in the Republic of Slovenia will be analysed in order to show examples that could serve as models for the reform of education policies in BiH.

3.2.1. Non-governmental organizations

There have been a number of IOs and NGOs offering in-service teacher training programs across the country in the post-war period. Some of them conducted their education programs with no cooperation with official educational structures; they also worked independently of each other and with no coordination. Thus, there is no reliable measure of the quality of their trainings, nor is there analysis of their contribution to teaching quality.

But despite the non-systematic and fragmented work of a number of education NGOs that operate or operated in BiH, two credible non-governmental service providers were identified during research for this paper.

3.2.1.1. Civitas BiH

Civitas BiH has provided interdisciplinary and standardized in-service training for teachers from the whole country since 1996. It established a 12-module Democracy and Human Rights Teacher Certification Program, which was developed to provide comprehensive and in-depth in-service teacher training about this theme because "every teacher should teach their students in a human rights context," as Rahela Džidić from Civitas says.

Civitas has trained more than 350 teachers from the whole country as part of its push to include democracy and human rights in the high school curriculum. Many teachers provided positive feedback about Civitas training sessions, because the sessions helped them achieve higher level of competencies in their work, especially as there is no university-level department for democracy and human rights.

All MoEs have formally supported the Civitas certification program as a “quality control mechanism for the implementation of education and human rights in secondary schools in BiH.”²⁰ The Memorandum of Understanding with Civitas signed by all MoEs in 2006 declared that only teachers who possess Civitas certificates may teach the subject of civil education, democracy and human rights at secondary schools²¹ starting with the 2006/2007 school year. However, the director of Civitas Rahela Džidić says that their recent research shows that out of 350 certified teachers, only half of them are engaged as teachers of this subject. Schools often assign a teacher of another subject to “cover” the democracy and human rights subject in order to fulfil their working norm.

Despite the formal support guaranteed by education authorities, a lack of institutional will to control teacher quality in schools makes NGO programs ‘Sisyphus work’. The efforts of Civitas to train teachers for standardized teaching of Democracy and Human Rights in secondary schools in BiH have to be repeated and transferred to those who actually teach the subject with no proper education.

3.2.1.2. Centre for Professional Development of Teachers of the UWC-IB Initiative in BiH

Besides the United World College as its core project in Mostar (UWCiM), the United World College and International Baccalaureate Initiative in BiH (UWC-IB Initiative in BiH) set up a Centre for Professional Development of Teachers in BiH in May 2006. The Centre, which organizes a series of workshops, seminars, conferences and study trips throughout the school year, seeks to increase the capacity of BiH teachers to use modern teaching technologies and practices in accordance with the International Baccalaureate²² (IB) program.

Lecturers at workshops are experienced, usually Slovenian, IB teachers (accompanied with teachers from UWCiM) who, on the basis of their own experience of working in both national and IB programs, can provide the best examples of innovative approaches to teaching for BiH teachers. “The great significance of the Centre’s activities is that they offer concrete advice and tips that teachers can use in their schools right away,” says Ivan Lorenčič, headteacher of Second Gymnasium in Maribor and director of the Centre.

Unlike seminars organized by PIs and MoEs, attendee evaluations indicate that teachers are very eager to attend programs like these. During each call for applications, the number of applications received by the Centre is double or even three times bigger than its capacity. Dobrila Đukanović, headteacher of Gymnasium “Filip Višnjić” in Bijeljina says her teachers are always very thrilled to go to the UWC-IB seminars. “They are definitely seminars of the highest quality which, even in very hard financial circumstances, allow teachers to immediately apply what they have learned for they offer a number of examples of low-cost teaching methods,” she says.

²⁰ Memorandum of Understanding. *Civitas BiH, MoEs, Council of Europe, 2006.*

²¹ Development of Education in BiH. State report. *Ministry of Civil Affairs BiH, 2008.*

²² IB methodology has evolved over the last 40 years to become an international benchmark for quality teaching, while the IB program itself is taught in over 2000 schools worldwide.



So far, the Centre has organized fifteen workshops and five study visits to Slovenia which were attended by over 500 teachers, headteachers, and representatives of education ministries and pedagogical institutes. The Centre covers the expense of the education activities for all participants, and provides them with free handout teacher booklets after each workshop.

3.2.2. Professional development of teachers in the Republic of Slovenia

Slovenian teacher training policy experienced a series of changes in the 1990s. While professional development for teachers in the 80s was merely a moral obligation, nowadays in Slovenia, constant professional training is a “must” for teachers. Teachers in Slovenia are obliged to undertake five days of in-service training annually. The Ministry of Education is responsible for the professional development, while the National Education Institute is responsible for organising and coordinating the training.

Training programs provide additional career opportunities and certain forms of training are compulsory for all teaching staff. Each year, the Ministry of Education issues a public tender with announced themes and the teachers choose freely which training they would like to attend.²³ An appropriate training program is determined and selected by the Ministry of Education based on a set of established criteria (compatibility of the program with the education standards; applicability of the content to the teaching; quality of the content; references of the provider, etc.) On the basis of the assessment of the expert council, selected programs are fully or partially financed by the Ministry of Education. Depending on the quality of the program, the Ministry finances 50, 75 or 100 per cent, while the school covers the rest from its own budget. Information about the programs on offer is published at the beginning of the school year in a special electronic catalogue from which teachers can freely choose which one to attend. “The offered programs are normally of good quality and relevant,” says English language teacher Mirko Mrčela from Gymnasium Bežigrad in Ljubljana.

On successful completion of a course of two days or more, teachers receive one point for professional promotion.²⁴ The motivation to attend in-service teacher training programs is directly related to the satisfaction with delivered programs. “Our teachers are satisfied with professional development opportunities,” says Branko Slivar, head of the Secondary School Department at the National Education Institute, explaining that the overall grade teacher gave to the quality of last year’s programs is 3.64 (4 being the highest grade).

Having in mind these facts, it is not a surprise that TALIS, the comprehensive international survey²⁵ on teaching and learning capacities in 23 different countries published in 2009 by the Organization for Economic Cooperation and Development (OECD), shows that almost 97% of Slovenian teachers participate in professional development activities.²⁶

The Slovenian system is successful for it gives a sense of ownership over all professional development opportunities to the Ministry of Education, while remaining, in fact, a partnership with all interested service providers who, compete for teachers’ interest with quality services.

²³ These programs are run not only by universities, but also by international organizations and private firms.

²⁴ Peček Čuk, Mojca. Responsibilities and autonomy of teachers in Slovenia. Accessed on December 12 at http://www.mszs.si/eurydice/pub/avtonomija/Respon_Autonomy_Slovenia.pdf.

²⁵ The OECD’s Teaching and Learning International Survey (TALIS) provides insights into how education systems are responding by providing the first internationally comparative perspective on the conditions of teaching and learning in 23 countries.

²⁶ Creating Effective Teaching and Learning Environments: First results from the OECD Teaching and Learning Survey - Teaching and Learning International Survey (TALIS). OECD, 2009.

4. POLICY OPTIONS

This section will examine two policy options proposed to solve the problem of the existing discrepancy between the skills of BiH teachers and their teaching needs.

Policy option 1: Pedagogical institutes create a common strategy for standardized teacher training programs

In the context of the teacher training system, PIs and MoEs currently do not have efficient mechanisms for cooperation and joint action. In order to foster this cooperation and encourage common projects, a "conference of education ministers"²⁷ model should be applied to create a PI cooperation network - in other words, a conference of directors of PIs.

In addition to managing the curriculum synchronization, the conference of education ministers would facilitate creation of a common strategy on professional development of teachers, hence enabling the standardized approach to in-service teacher training, sharing the expertise in the field and strengthening the training capacities. PIs could specialise in certain training programs which take full advantage of their capacities and target teachers' needs more effectively.

In order to establish common standards for educational and professional competencies, and to provide professional training and monitoring of education professionals, a centre or institute for professional training should be formed at the state level.²⁷

However, political willingness is a key precondition to establishing any kind of meaningful cooperation, which is perhaps burdened by the fact that education is one of the most politicized areas of public life in BiH. The centralization of the efforts to establish a single body for teachers of three different curricula is, for that reason, debatable. The same concern applies to the question of which authority would look after the centre or institute, since there is no state-level education ministry to coordinate a state-wide education strategy. The Ministry of Civil Affairs BiH oversees education at the state level but has no substantive competencies in "education", nor authority *vis-à-vis* cantons.²⁹

Furthermore, the Conference of Ministers of BiH has not been too successful in achieving its goals since its establishment, since it is rare that all ministers are present at its meetings, and its credibility and power to make significant policy plans remain questionable.

Policy option 2: In-service teacher training programs are decentralized through a system of accreditation of relevant service providers

Professional development as a key factor in ensuring quality education system is recognised in BiH legislation, such as the Framework Law and the 2002 Education Reform Strategy. Research conducted for this paper, however, shows that the promise made has not been realized, and the main reasons for this have been outlined.

The lack of institutional capacity to provide systematic teacher training mechanisms leaves a large number of teachers unsatisfied and unable to cope with new teaching demands, and teaching quality remains poor. External providers, such as IOs and NGOs, are providing training outside of the system.

²⁷ As the advisory body at state level which was established in 2008, the Conference of Ministers consists of all education ministers and the chief of the Education Department in Brčko District, and is in charge of coordinating education policy at state level. The Chair is the Minister of Civil Affairs of BiH.

²⁸ The Establishment and Development of the System of Professional Training and Advancement of Teachers in BiH. *UNICEF BiH*, 2004.

²⁹ Raising Debate: Is BiH Respecting its International Commitments in the Field of Education - Questions for the Citizens of BiH, *OSCE BiH*. 2005, 5.



To include good practices in the overall education strategy it is necessary to develop the authorization of available programs and integrate their implementation together with the programs of respective PIs so that their quality can be assessed and duplication avoided. The assessment and accreditation system of all offered programs (regardless of their institutional background) would differentiate quality programs from those that are inadequately prepared. Also, the capacities of PIs would be strengthened as they could specialise in certain training programs which take full advantage of their capacities and target teachers' needs more effectively.

As in the case of the Republic of Slovenia, MoEs could, on the basis of a public tender, select high quality programs. In that case, all offered programs would be monitored and chosen based on a set of established criteria. Consequently, through the process of accreditation, the low quality initiatives would be eliminated and a comprehensive database of all offered programs established.

As partners, government authorities and NGOs would cooperate to achieve the common goal of raising teaching quality in BiH schools. The benefits would be shared. PIs would increase the implementation of new education standards, while NGOs would become a sustainable part of the overall education strategy in the country.

Accredited, high quality training programs would contribute to the professional development of teachers. Teachers should also be able to choose between different programs in accordance with their professional needs, which would motivate them to attend seminars not only for the sake of adding a point to their professional portfolio, but also for meaningful professional growth.

5. CONCLUSION AND RECOMMENDATIONS

Current institutional teacher training policies in BiH diminish the possibility of achieving quality education in the secondary education system, which consequently slows down the pace of the EU integration process. As the analysis in this study shows, the existing systems are disfigured by legislation which, by recognising only PIs and universities as training providers, does not correspond to the reality on the ground.

The research conducted for the purpose of this study detected that teachers are not satisfied with the contribution of PIs and MoEs to their professional development, as the training on offer is usually outdated and not in alignment with the demands of modern curricula. Conversely, NGOs such as Civitas BiH and UWC-IB Initiative in BiH are implementing comprehensive training programs in accordance with European standards, which suit teachers' needs and provide the basis for education reform.

If BiH aims to establish harmonised professional development standards, the system of training could be decentralised to include non-governmental accredited providers. The authorization of relevant non-governmental service providers could enrich and strengthen the teacher training system taken as a whole.

The Slovenian example shows that training programs delivered by accredited organizations and companies can successfully be supervised and coordinated. This approach allows non-

governmental bodies to share their capacity and expertise in cooperation with governments, and creates a common convincing strategy in order to increase the quality of teaching.

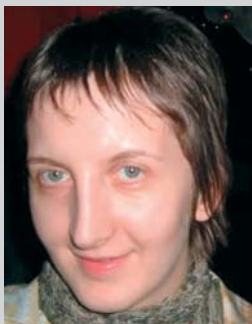
This policy study offers the following recommendations, targeted to education authorities in BiH:

- **MoEs/PIs should develop teaching and professional development standards to regulate the quality and basic principles of professional development.** This would establish the teacher competencies required for education reform and EU accession.
- **On the basis of a set of criteria, MoEs should choose and accredit quality programs through public calls or tenders for the implementation of the necessary training.** This would allow not only PIs but NGOs, IOs, private companies and others to compete with their programs to become accredited, high-quality providers.
- **Through accreditation, a catalogue of all approved quality training programs should be created.** This would enable a transparent and quality-based approach to teacher training.
- **The catalogues should be disseminated to teachers by competent MoEs.** This would allow teachers to be adequately informed about all quality training programs available and be able to choose between them.
- **On the basis of the catalogue offers, teachers should be able to choose training programs which target areas in which they need to develop or receive further training.** This would increase teachers' motivation, allow self-assessment and enable them to develop the skills and knowledge required to increase their teaching competencies.



6. BIBLIOGRAPHY

1. Alvarado, Felix and Diane La Voy. Teachers: Powerful Innovators. *Academy for Educational Development (AED) Global Learning Group*, 2006.
2. Barber, Michael and Mona Mourshed. How the World's Best Performing School Systems Come Out on Top. *McKinsey and Company*, 2007.
3. Buchberger, F. Teacher Education Policies in the European Union - Critical Analysis and Identification of Main Issues. General Report of the Conference "Teacher Education Policies in the European Union and Quality of Lifelong Learning", 2000.
4. Chui Weng, Ruth, Alethea Andree and Linda Darling Hammond. How Nations Invest in Teachers. *Educational Leadership*, 2009.
5. Common strategy for modernization of elementary and secondary education in BiH (White paper). *EC-TAER, CfBT and MoEs*, 2002.
6. Creating effective teaching and learning environments: First results from the OECD Teaching and Learning Survey - Teaching and Learning International Survey (TALIS). *OECD*, 2009.
7. Development of Education in Bosnia and Herzegovina - State Report. *Ministry of Civil Affairs BiH*, 2008.
8. Education and Trainings 2010. *Council of European Union*, 2004.
9. Education at a Glance 2008: OECD Indicators. *OECD*, 2008.
10. Framework Law on Primary and Secondary Education in BiH. *The Official Gazette of Bosnia and Herzegovina*, No 18. 2003.
11. Institutional and Capacity Building of Bosnia and Herzegovina Education System. *EU-ICBE*, 2008.
12. Karpati, Andrea. Teacher Training and Professional Development. In Green Book. *The Institute of Economics of the Hungarian Academy of Sciences*, 2006.
13. Lue, Elisabeth. The Role of Teachers, Schools and Communities in Quality Education. *Academy for Educational Development (AED) Global Learning Group*, 2005.
14. Memorandum of understanding between *Civitas BiH, MoEs, Council of Europe*, 2006.
15. Message to the People of BiH - Education Reform. Ministries of education in BiH, 2002.
16. Mid-term Development Strategy of BiH (PRSP) 2003 - 2007. *Council of Ministers BiH*, 2004.
17. Model za sistemske promjene u srednjoškolskom obrazovanju: Profesionalna obuka i usavršavanje nastavnika - Analiza potreba. *Open Society Fund BiH*, 2001.
18. Peček Čuk, Mojca. Responsibilities and autonomy of teachers in Slovenia. Accessed on December 12 on http://www.mszs.si/eurydice/pub/avtonomija/Respon_Autonomy_Slovenia.pdf
19. Pucko, Cveta, Juhani Hytonen and Geri Smyth. The restructuring of Teacher Education - a Case Study from Slovenia. Paper presented at the ATEE conference in Copenhagen, 1999.
20. Raising Debate: Is BiH Respecting its International Commitments in the Field of Education - Questions for the Citizens of BiH. *OSCE BiH*, 2005.
21. Report by the Director-General on the UNESCO World Conference on Education for Sustainable Development and the Bonn Declaration. *UNESCO*, 2009.
22. Siniscalco, Maria Teresa. A statistical profile of the teaching profession. *ILO and UNESCO*, 2002.
23. Teacher Matters - Attracting, Developing and Retaining Effective Teachers. *OECD*, 2005.



Lidija Pisker studied South Slavic languages and literature at the University of Sarajevo. During and following her studies, she worked as a journalist for the Media Plan Institute and for the Center for Investigative Reporting in Sarajevo (CIN). In 2007, she earned her M.A. degree in Democracy and Human Rights at the University of Bologna/University of Sarajevo. Currently, she works for United World Colleges and is engaged in policy researches on education issues for several organizations in BiH. She is a member of Alumni Association of the Centre for Interdisciplinary Postgraduate Studies.

24. The Establishment and Development of the System of Professional Training and Advancement of Teachers in BiH - Strategy Paper and Operational Guidelines on Professional Development of Teachers. *UNICEF BiH*, 2004.
25. The Model for System Change in Secondary Education: Crafting a new education system in BiH. *Open Society Fund BiH*, 2002.
26. The teaching profession in Europe: Profile, trends and concerns. Report I: Initial training and transition to working life. General lower secondary education. *Key topics in education in Europe*, Vol. 3. Eurydice, 2002.
27. Villegas-Reimers, Eleonora. Teacher Professional Development: An International Review of the Literature. *UNESCO International Institute for Educational Planning*, 2003.



A "Policy Development Fellowship Program" has been launched by the Open Society Fund BiH in early 2004 with the aim to improve BiH policy research and dialogue and to contribute to the development of a sound policy-making culture based on informative and empirically grounded policy options. The program provides an opportunity for selected fellows to collaborate with the Open Society Fund in conducting policy research and writing a policy study with the support of mentors and trainers during the whole process. Sixty three fellowships have been granted in three cycles since the starting of the Program.