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Improving Education Systems: Strategic Priorities for Teacher Training and Development, and the Monitoring of Teacher Quality

Budapest, December 3-6, 1998

Conference Proceedings

July 1999

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Edited by: Nisbet Gallacher
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Preface

The Conference Purpose and Participants

When the Open Society Institute and the World Bank discussed the idea of mounting a conference series we agreed that we would focus on topics of key policy importance to the countries in transition. We also agreed to invite only a limited number of countries to each conference since we wanted to ensure that the number attending each conference would be small enough for participants to have the opportunity to interact fully with each other and with the invited speakers. We were intent upon the conferences being real learning opportunities, with much of the learning taking place through the exchanges among the participants as well as with the invited speakers. Because policy formulation and implementation in any country is not merely a matter of decision making and action by officials of the Ministry of Education, we wanted to ensure also that other key stakeholders in the education systems of the countries were represented. Thus, participants from Ministries of Finance, parliamentary committees on education and teacher training (pre-service and in-service) were represented.

On selection of countries to participate, we were also clear: countries to be invited should be those with which either or both of the Open Society Institute and the World Bank have planned or on-going programmes of assistance in education, and the topic of the conference (teacher issues in this case) is a major focus of concern in that assistance programme. The Institute and the Bank see these conferences as extensions of the dialogue on our efforts to assist in the realignment and strengthening of the education systems in the invited countries. One of the most useful roles we feel we can play is to facilitate the flow of ideas and experience on the conference topic. Rather than look upon the conference as a vehicle to inform participants on the "best" approach, we have the objective of stimulating awareness of the varied approaches that have been tried in other countries, within the transition economies as well as in Western Europe, North America and elsewhere.

We have been greatly heartened by the very positive reactions of delegates to this conference, in their comments at the time, in the conference evaluation forms and in feedback since. These responses indicate that the conference was both timely and relevant to the current interests of participants; and that the combination of a varied range of excellent speakers and the opportunities for discussion, both in the structured sessions and informally, did indeed allow a good exchange of information on practice in the region and elsewhere, and opportunities to evaluate it.

Because we (OSI and the Bank) have on-going partnerships with all of the countries from which participants have come, we hope to be able to follow up the conference with related activities in each of your individual countries. We would welcome your suggestions on what form and timing of follow up would be most effective.

We also believe that opportunities for learning from each other is a process that should be facilitated. Through the relatively simple process of providing all of you with an address list of the participants, we hope that self-initiated interaction will occur. In particular, by our intent to link you up through e-mail, we believe that the process of self-initiated interaction will be a useful means of extending the impact of what was started in the conference.

The Institute and Bank as co-sponsors of the conference would welcome your comments and suggestions of how our conference series might be improved or be complemented by activities that add value to your efforts to realign and strengthen your education systems in order to support the open societies and market economies to which your countries are moving.

Jim Socknat, Education Sector Leader,
Europe and Central Asia Region,
The World Bank.

Cameron Harrison, Director,
Institute for Educational Policy,
Open Society Institute.

Chapter 1 Summary of Key Points, Issues and Areas for Action

Nisbet Gallacher, Conference Director

We were extremely fortunate throughout this conference to benefit from a succession of informative and thought-provoking contributions:

- Jim Kelly's after dinner speech on the first evening;
- Cameron Harrison's 'tour de force' the following morning;
- the information and diversity of the presentations and seminars on initial teacher training by Maria Nagy, Pierre Laderriere, Lora Juniaviciute and Nancy Harriman;
- the excellent presentation by Anthea Millett on Continuing Professional Development with all its realism and health warnings about attempting to transplant solutions;
- the statements and reactions by senior delegates from the region: Deputy Minister Panchev, Bulgaria; First Deputy Minister Kisilyov, Russia; and Professor Czinege, Hungary; and
- the wide ranging discussions in groups and informally.

The conference was not, of course, intended to provide a 'ready made' solution to teacher education in individual countries. While there will be undoubtedly be common elements, workable solutions will vary from country to country depending on particular circumstances and needs, and the current state of development. Rather, the conference was designed to provide information on a range of practice elsewhere and to highlight the kind of issues that need to be addressed in any reform being considered. The conference evaluations (see Appendix 3) suggest that this was achieved and that delegates felt as a result in a better position to consider the next steps they might take.

There were a number of important issues about which the conference was agreed:

- a good education system, one that is responsive to changing demands, is vital to social and economic development; and having such a system and highly professional teachers is more important now than ever before;

- if education is to provide the kind of support individuals and countries now require then a substantial refocussing on targets and standards relevant to current and emerging needs, and consequentially on curriculum content and pedagogy, has to be achieved;

- a much wider repertoire of teaching approaches is needed to develop in students the now vital attributes of creativity and imagination, problem-solving and decision-taking, ability to work cooperatively in teams and organisations, adaptability etc, while preserving and extending the traditional skills in language and numeracy;

- these have fundamental implications for the nature and balance of the subject expertise and other skills of the teaching force and the way teachers go about their job, and must be reflected in both the organisation and content of teacher training - of new entrants to the profession and, perhaps even more importantly, of teachers already in post;

- central to the quality of education, and Cameron Harrison helpfully offered us a definition of quality – 'fittedness for purpose' – in his talk, is the quality of teaching, and therefore the quality of teachers. So we might ask:

  Does the present role of the teacher in the classroom 'fit today's purpose'?
  Does the present style and content of teacher training 'fit today's purpose'?

I think we agreed that they did not and that substantial reform is necessary.

Such reform might fall broadly into:

- revision of educational targets and standards, and consequentially of the curriculum, including the range of teaching methods employed, to ensure that emerging individual, social and economic needs will be met;

- reform of both pre-service and in-service teacher education to equip new and existing teachers to meet these new demands;

- more systematic direction of teacher education, the introduction of quality standards and quality assurance, and changes in funding mechanisms.

In such considerations, resources and finance quickly become an issue. It does appear, however, that in many of the countries in Central and Eastern Europe significant resources are already directed to the professional development of teachers, with some 25-30% of total education budgets devoted to that in some countries. Indeed, the four weeks which teachers have free of students per year, and the availability of teacher support centres etc in some countries, is significantly in excess of what is available in many Western European countries.

If that is so, then targeting these resources on priorities, identified by some kind of needs assessment, is essential.

In his talk, Cameron Harrison asserted that 'governments nowadays don't just foot the bill, they take a close interest in how the money is spent and have introduced arrangements to monitor quality and value for money'. Anthea Millett amply exemplified that trend in what she had to say about recent developments in England and Wales.

This seems to pose a fundamental question for senior figures in government

> ***In how far is Government prepared to intervene to secure effective delivery of policy intentions?***

I was struck by the number of times in the presentations and discussions we heard of concerted attempts being made to bring elements of the education system together to improve teacher education:

- to allow a much greater proportion of teacher training to take place in carefully selected schools working collaboratively with institutes and colleges of higher education and universities;

- to capitalise on the up-to-date knowledge and qualities of good teachers to provide substantial amounts of the professional leadership, supervision and assessment of trainees, for example, in the mentoring arrangements in Maine and in the reforms in England and France;

- the attempts to make a continuum of the initial training of teachers, induction arrangements and further professional development, and to emphasise the importance of the last of these at all levels from new teacher to head teacher;

- the clear links being sought between quality of performance and reward.

The conference proceedings have identified a wide range of issues worthy of further examination by participants, among them:

- ***the role of Ministries in directing reform and in securing relevance and quality of training in line with agreed targets and standards;***

- ***the need for accreditation, or similar arrangements, and quality control;***

- ***where should training be provided and by whom;***

- ***the role of Higher Education institutions in teacher training;***

- ***the value of teacher education partnerships between schools and higher education institutions;***

- ***the funding of training;***

- ***ways of improving the status of teachers and of recognising and rewarding accomplishment in teaching.***

Jim Kelly quoted to us that 'there are three kinds of people in the world: those who make it happen; those who let it happen; and those who wonder what happened'. I hope the conference will have left delegates better informed of teacher education arrangements and issues more widely and ready to 'make it happen'; and better equipped to move into a period of review and the consideration of proposals for further development. The task will be far from easy – but little that is worthwhile in life ever is!

Chapter 2 The Role of Education and Teacher Education in meeting Individual, Social and Economic Needs

James Kelly, President, US National Board of Professional Teaching Standards

It is a great pleasure to be with you today in this beautiful city and to offer my compliments and personal thanks to the World Bank and the Open Society Institute for their foresight in organising this conference.

As the next century approaches, no subject is more important to domestic and international well being than education; and no single aspect of education is more important than teaching. Indeed, teaching and learning are the 'be-all' and 'end-all' of education: the rest - all the rest - must be designed to support teaching and learning.

My assignment this evening is to set the scene for two days of discussions about "improving education systems." I have been asked to examine the link between education and current and emerging "individual, social, and economic needs". A vast task for which, to undertake fully, I would need to write a book, not talk for thirty minutes. But let me immediately put you at your ease; I do intend to speak for only about half an hour and hope that I may be able to stimulate your thinking for the sessions over the next two days. I speak not as an expert on conditions in your countries, but as a person deeply involved in efforts to improve teaching in the United States by reshaping the standards and structures of the teacher workforce there. I offer my thinking in the hope that it helps to provoke a productive conversation at the conference.

First, I want to ask, "Why is education so important today, in America, in the countries attending this conference, indeed everywhere?" I know that conditions in your nations are difficult and that there is great variation in how your education systems are organised. There is, of course, no one way – no single method – to improve teaching and learning in schools. Perhaps at this conference, we can think about where to <u>begin</u> our new efforts; and sometimes the best ways to begin are not obvious!

There are three pressing reasons why we must re-examine systems and reform institutions in order to improve the outcomes of education. These three reasons complement and reinforce each other:

- most importantly, we must value each and every individual person and so we must seek to educate each person to the fullest extent of his or her ability;
- we must strengthen the social fabric of our societies and the social contract with our citizens so that diverse societies can continue to grow and develop, and so that we can live together successfully as people; and
- we must assure future productivity and economic prosperity across the globe by educating the children of today to be productive adults who think for a living.

In today's emerging economies, business moves where it can find workers with the skills needed to do the job. I choose my words carefully: the future economic growth of entire nations is at stake, and education is a big part of the equation.

Society's expectations for education must change. Today, we must expect schools to educate all students, not just the brightest, and to educate many to a level of achievement previously attained only by a few. We cannot afford to lose their productivity; indeed, we cannot afford to support their lack of productivity and still maintain our standard of living.

In this knowledge-driven world, a prerequisite for a prosperous and secure national future is a work force that commands more than basic skills. Workers must be able to communicate complex ideas, take advantage of the latest advances in science and technology, solve problems neither they nor their teachers have ever seen before, and throughout their lives, add real value to the goods and services they produce. Workers must be able to think for a living. Wealth will flow to the well-educated workforce.

So today, in most nations, social, economic and political conditions demand changes in education that outstrip the current capacity of the education system. These changes create major gaps between expectation for and performance of education systems.

In too many nations, the existing educational system – the education "industry" – suffers from a serious case of hardening of the arteries. It is encrusted with old ways and structures, with patterns of employment, compensation and recognition that have little or nothing to do with good teaching. The roles are rigid, the incentives are perverse, and the system undermines the performance of talented and committed teachers.

Consider the structure of teaching careers.

- Pre-service training is conducted in colleges by professors who too frequently have not recently taught in a school. The only professional standards available for beginners are entry requirements.

- A new teacher receives little or no clinical supervision by outstanding teachers. Work is organised in physically isolated classrooms.

- Evaluations of performance are sporadic, at best, and conducted by school administrators whose teaching experience is often not in the same specialty area as the teacher being evaluated. No incentives for excellence exist.

- Compensation increases are based on growing older and/or taking more university courses. There is no real standard by which to determine the effectiveness of professional development.

- Advancement usually means leaving teaching and being paid more never to teach again.

As leaders, we must recognise that real change does not come overnight. It comes as a result of a slow-growing awareness that a re-alignment is necessary, that change is inevitable. In most nations, change in schools will occur only when the gap between societal needs and school performance has created constructive tension that will force the education system to change. Schools must change to survive, because society is changing, and the educational system of the future must be different.

Hanging over school organizations today is the emerging revolution in communications technology, which will at some point offer a clear technological substitution for schools – a learning system that is very individualised and private and pays no attention to the social, civic and political interests of society. Children will soon be able to stay home and learn most basic skills and even more sophisticated reasoning skills through technology. Micro-computers that are 1000 times more powerful than today's models, but only as large as a deck of cards, will be available in a few years. New hardware and software will include portable, wireless computers with voice recognition and instant translation capabilities. Pools of capital measured in billions of dollars are now organised to find profitable ways to develop and deliver educational products directly to children, wherever they happen to be.

I do not mean to suggest that computers will replace schools. Schools will persist. But I do mean to suggest that the generic process of education (student learning) will be drastically changed by technology. Learning will get cheaper but school expenditures will continue to rise. Education will become more decentralised in homes and will involve "de-institutionalised" relationships between new vendors and households. School organizations will be slow to respond.

Important policy questions must be answered about this potential technological privatization of a public service. In the coming two decades, therefore, schools are an industry facing a classic challenge of technological substitution. All school clients, including poor clients, will have a new alternative. The computer and the Internet will offer students of all ages an equivalent of the decentralised power system sought by advocates of school vouchers. Vouchers haven't been adopted anywhere, but micro-computers will be ubiquitous.

For schooling – and teaching in them – to change, new thinking is urgently needed. Provocative new models of what successful schools of the future will be like are as yet absent. In a successful economy, in industry after industry, there is a fundamental re-examination of everything firms do and how they are organised to do them.

We desperately need such a fundamental re-think of the school as an organization. In this, we must insist on the absolute centrality of teaching and learning. We must insist that all professional educators teach something to someone. We must create roles, career paths, incentives and rewards for demonstrated accomplishment in teaching. We must expect teacher education to address not only pre-service training and entry standards, but career-long professional development based on standards for excellence.

The historic challenge we face is to understand how schools can perform their vital missions of academic education, social integration, human development and civic education while adapting traditional school organisation and pedagogy to the cost-effective technologies rapidly becoming available.

In the United States, the National Board for Professional Teaching Standards has developed 'National Board Certification' - a system that establishes high and rigorous standards and reliably identifies ***accomplished teachers*** who meet these standards. This system is now poised for widespread impact, and its content and process are attracting attention worldwide.

National Board Certification involves three critical elements:

- **standards** – establishing a unifying vision for what accomplished teachers must know and be able to do and what accomplished teaching practice is, and codifying these standards in specific teaching specialisations;

- **assessments** – creating reliable and valid performance assessments tailored to specific subjects taught and developmental levels of students instructed—assessments that are also powerful learning experiences for teachers; and

- **professional development** – providing a learning curriculum for excellent teaching and a repertoire of ways to incorporate the substance of this vision into teaching practice.

National Board standards and assessments are based on five general propositions about excellent teaching:

- Teachers are committed to students and their learning. They recognise differences in their students and adjust their teaching strategies accordingly. They understand how students develop and learn. They treat students equitably. Their mission extends beyond cognitive development to affective areas of motivation and focusing on the whole child.
- Teachers know the subjects they teach and how to teach those subjects to students. They understand how knowledge in their subject is created, organised and linked to other disciplines. They set high goals for student learning. They command specialised knowledge of how to design

instruction to achieve their goals. And they generate multiple paths for student learning.

- Teachers are responsible for managing and monitoring student learning. Their primary orientation is to facilitate student learning. They call on multiple methods to meet their goals. They orchestrate learning for individuals and groups. They place a premium on student engagement. They regularly assess student progress.
- Teachers think systematically about their practice and learn from experience. Teachers analyse the results of their decisions, reflect on their findings and use these insights to inform future instruction. They seek the advice of others, and they draw on research and scholarship to improve their practice.
- Teachers are members of learning communities. They contribute to school effectiveness by collaborating with other professionals. They involve parents in educating students. And they utilise resources that exist within their school communities.

Assessments for National Board Certification involve documentation and analysis of teaching in the classroom and essay examinations at assessment centres. Substantial salary incentives are being adopted by state and local employers with the active support of teacher organisations, business leaders and both major political parties. Almost half of the candidates are passing on their first try with almost 60% passing after retakes.

The system of National Board Certification is a cohesive substantive framework for teaching. National Board Certification is being rapidly institutionalised across the United States. It is already having unifying impacts on preparation, accreditation, licensing, interstate reciprocity, and the professional and public image of teaching as a career. Teacher education programmes, both pre-service and in-service, are focusing on helping teachers reach excellent standards within the profession's frameworks and expectations. A postulate of the National Board's work is that classroom teachers must be involved in every aspect of efforts to improve teaching and to strengthen the teaching profession.

Having a systematic vision of excellent teaching enables and allows a nation to treat teaching as a strategy variable rather than a cultural and institutional "given".

Beginners and veterans alike share a common language about teaching that cuts across disciplines, levels of teaching, school circumstances and regional administrative units.

A system for measuring the performance of teachers against established standards for excellence opens up the playing field – the market – of professional development. Standards for excellent teaching define the content of professional development. Suppliers in the professional development market can be those with established expertise – the credentials of performance. In the United States, National Board Certified Teachers, who are Board-certified for a ten-year period and then must renew their Board certificates, are expected to become active leaders of the professional development sector while remaining as teachers.

Recognised by peers and by the public for their expertise as measured by performance on rigorous assessments, accomplished teachers can be awarded additional compensation and thus retained in the classroom. A new labour market for accomplished teachers will quickly emerge, creating incentives for other teachers to demonstrate their excellence.

Existing suppliers of professional development will find that they must compete by showing that their products and services, in fact, result in improved teaching and not just in credential accumulation.

Investing in excellent teachers and systems to encourage and reward excellence is an efficient use of scarce government resources. New public confidence in a standards-based teaching profession will help attract and retain good teachers – two major problems with the traditional labour market for teachers in many nations. Institutionalising ways to recognise excellent teaching will create new career-long quality assurance mechanisms at higher thresholds of performance than are possible using only entry standards for beginners.

In closing, allow me to say that re-thinking and re-engineering old systems is hard work. The traditional response to social problems in most nations has been to do more of the same: more money, more time, more people, more energy. Indeed, one observer asserts that the principal difference between American political parties is that the Democrats propose more of the same, and the Republicans propose less of the same. Neither of these approaches is appropriate to the challenges we face in the next century.

The old system of teacher training, employment and compensation will not be reformed merely by pushing on it. It is precisely analogous to pushing a rope. Reform must be led by pulling on the system—judiciously, carefully, thoughtfully. The policy issue should be to think strategically about issues of demand, excellence, standards and incentives. It is this configuration of issues that offers maximum policy leverage on education reform.

Years ago a wise person wrote: "When it comes to the future, there are three kinds of people: those who make it happen, those who let it happen, and those who wonder what happened." I urge you to find ways to "make it happen" by focusing on the incentives and standards for teaching excellence in order to empower our most precious resource, our children, in the 21st century. Only by empowering them can we meet the broader national and societal challenges we face.

Chapter 3 The role of teachers, teaching methods, the school curriculum: implications for the academic and professional competence of teachers and the profile of the teaching force

3.1. PRESENTATION.

Cameron Harrison, Director, Institute for Educational Policy.

Summary
This paper begins by considering the interaction between educational systems and national economies. It emphasises the complexity of the relationships between the two, noting the differences between causal and enabling relationships; examines important ways in which the two systems interact; discusses ways in which changes in the world of work are driving development within education systems; identifies some implications of these changes for the nature and content of national education systems; and looks at the importance of teacher quality and how the processes of change at the focus of this paper force a re-definition of quality in relation to teaching.

The paper then offers an overview of ways in which this quality can be achieved through Initial (or Pre-Service) and In-Service Teacher Training looking, in particular, at qualifications and qualification routes, institutional arrangements and funding patterns, methods of determining needs and ways of ensuring quality.

Finally, the importance of ensuring arrangements for teacher supply and development, and for improving teaching quality, within an integrated, coherent and powerful framework of national policy is emphasised.

Education and the economy
During the late 1980's and throughout this present decade, young people in countries throughout Western Europe have, in steadily increasing numbers, chosen to remain in full-time school education beyond the official school leaving age of their country. The same trend of increasing voluntary participation has more recently also become apparent in university undergraduate courses. More than a few countries now have national targets of close to 50% of their age cohort participating successfully in higher education: some are practically at that stage already.

Though these trends are often described in terms of the increasing demands of life in an increasingly complex society, they very probably owe more to the direct impact of technological progress on the core business practices of industry, commerce and the public sector. Changes in patterns of employment have been radical as, for example, the blue-collar, semi-skilled and even whole sectors of the skilled, job market have collapsed as a consequence of the widespread introduction of automation into manufacturing processes.

While difficult periods of economic recession have exacerbated the consequences of these changes for youth employment, the real roots of the phenomenon lie deeper, in the more fundamental process of change in the nature of work which has brought changed demands and expectations of the labour market. It is not simply that the demand for traditional "blue-collar" employees has collapsed – though it has: rather, it is that the expectations which employers must have, in terms of adding value to core products or processes, has meant that all employees must posses a much greater level of personal, inter-personal and technical skills. At the same time, employers' expectations of workers seeking to enter the so-called white-collar job market have also risen steadily. In that employment sector, higher and higher levels of personal, organisational, and frequently also, technical skills are being required. The

days when the business of industry, commerce and government could be carried through by a small, well educated managerial and administrative elite, supported by a large, and hopefully obedient, workforce are gone. To sustain the high value-added processes of today's economy, and the levels of efficiency demanded of today's processes of governance, all, or at least the overwhelming majority, of today's employees must be contributing at a level of skill which can only be achieved through extensive education and training. The consequences for society as a whole are already clear and, in developed countries, governments are energetically struggling with the task of re-focussing and re-financing national educational systems to produce a small, well-educated elite, to face the challenges of producing an all-graduate – or near all-graduate – workforce.

But these changes should be considered not only from the point of view of the quantity of well educated people required to sustain and develop today's societies and economies: the issue of the quality of education offered to today's citizens and workers also demands attention. The concept of "quality" can, of course, be a difficult, as well as a helpful, issue. It can also be seductive and misleading. For example, the German vocational education system has been long regarded as the "Rolls-Royce" – or should I say the "Mercedes-Benz" - of vocational training. But it is now showing signs of distress. Why? Not because its delivering institutions have in any way diminished the nature of their contributions: rather because the core processes of the industry and commerce it was designed to serve have radically changed. The previous vocational training system emphasised specialisation and the highest standards of individual skills and craftsmanship, operating within a stable system. Present needs relate more to flexibility, speed of change and life-long learning within an often unstable context. Similarly, the Central and Eastern European education systems which have shown themselves to be excellent at producing an elite of first-class mathematicians, physicists and engineers must now re-examine that goal in the light of the broader and more complex demands of modern economies and modern democracies. Does the conception of a quality education require redefinition in these new, and changed, contexts? It seems to me it does: a re-focusing of goals and resources is indicated. But such a change is not necessarily attractive for all stakeholders. It is particularly difficult to move on from a system which has been successful in meeting the challenges of a former world. But the quality of one age, is the obsolescence of the next. This truth is often a difficult pill to swallow.

What then does quality of education mean in our present times? What needs should our education systems be serving? And how can the complex sets of demands - human, social and economic - placed upon national education systems be balanced? Some of the answers to these questions have already been hinted at in the first part of this paper. There are two I particularly wish to take a little further in this context.

First is the impact of technology on society, the economy and employment. An issue which has been well explored elsewhere in a range of forums. In such discussions it is commonplace to assert that the accelerating pace of change - and even progress - in our society is being driven by the achievements of technology. If the validity of this is conceded, and there seems no reason not to do so, then at least one of the implications for the processes of education is self-evident: the education system needs to equip young people to be able to deal with the technologies which drive and shape this process of change. At the very lowest level, that means they must be able to understand the broad functioning of key technological processes: they must be masters of the tools which technology has put at their disposal; and they must be equipped to play their part in dealing with the dynamic, and sometimes unstable, social patterns which are a consequence of these processes. These must be our goals for all our students, and they must be a priority. Do such goals presently form a main focus of the curricula of our schools and universities?

Second, and perhaps more fundamentally, Peter Drucker has, for me, a penetrating analysis of the forces which are changing our society. He points out that we live in the age of the organisation: that one of the most significant changes between the 19th Century and the present day is in the way in which the community transacts its business - whether social, civil or commercial. He points out that in the early part of the last century, setting aside the armed forces and the churches, large or even medium

sized organisations were practically unknown. Even the largest manufacturing organisations consisted of only a hundred or so workers with probably only one layer of management. He also points out that the business of government of even the largest countries was carried through offices of state consisting typically of four or five individuals. He argues that the most significant differences in society between now and then stem principally from the birth and growth of the network of sophisticated organisations, large and small, which drive and shape our society. This for me is a perceptive and illuminating line of thought. The fact that I can buy from my supermarket shelves in a small town on the westernmost fringe of Europe, a tray of fresh Kenyan okra for only 50 pence, is - on reflection - at least as much a triumph of organisation as it is of technology. The design and manufacture of a modern aircraft or car would, I realise, be impossible, even given all the advanced technology in the world, without the existence of modern sophisticated organisations. Do goals related to the acquisition of the skills and dispositions which young people must possess if they are to contribute to, and help shape, such organisations feature strongly enough in our schools and in our undergraduate courses?

In short, in the processes of change presently at work in the world, two trends have emerged: each compounding the effects of the other. Firstly, the nature of work in ever more complex and demanding organisations, and on ever more technically demanding tasks, has raised the expectations which employers have of their employees. Secondly, the impact of automation and of information and communication technologies on processes of production and management, and the increasing direct and social costs of labour, have meant that the need for unskilled, semi-skilled and indeed many categories of so-called skilled labour has diminished hugely. If an employee cannot add significant value to the product or service produced by the organisation, the organisation cannot afford to employ him or her.

An additional factor – and one which further compounds the effect of these trends - has been the expectations which employers now have in terms of planning for and coping with change in the work-place. Key to the employability of any individual is now his or her ability and willingness to learn, and to continue learning: his or her capacity to adjust to the unexpected and to react to it by developing new competencies. The creation of such skills and dispositions in all students is no longer the idealistic dream of the utopian liberal educator – the voice crying in the wilderness of a utilitarian society. The achievement of this dream has become a stark necessity for any modern education system built and funded to enable the communities which it serves to achieve and sustain the quality of life - material, social and spiritual - which 21st Century man and woman will grow up to expect.

The implications for national education systems are clear. If national education systems are to serve the human needs of the students they teach, and the manpower needs of business and commerce, which ultimately fund education, governments must ensure that the country's schools and universities reflect a proper understanding of the range of needs generated by life and work in a modern, post-industrial society. Government must also ensure that such understandings are properly and adequately reflected in the practices of these institutions and in the skills, values and priorities of the teachers and others who are the core of their existance and the major determinants of quality.

The Centrality of Teaching to Quality in Education

As the critical importance of education to the economy and the quality of life of communities and nations is more clearly recognised, so the attention of governments turns to issues of quality. As the scope of education spreads ever more widely, and as the costs associated with all sectors of education tend to spiral, so governments focus on matters of effectiveness, efficiency and value for money.

How are such concerns impacting on issues of teacher training and teacher quality? Before considering this directly, I want to stress that the key to effective management and application of resources is that any policy for development should reflect a sound understanding of how the system under consideration works. I offer a couple of illustrations. The first is from a field in which many governments have taken what appear, at first glance, to be positive steps to improve quality of provision –providing computers in schools. However, from a number of studies eg. OECD: TIMSS 1998 it is clear that – despite the apparently self-evident links - there appears to be no positive relationship between the provision of computers in schools and the performance of young people in mathematics

and science. Thus governments which plan to increase quality in mathematics and science education by spending more on computers may be in danger of wasting money. The second point is equally important. The relationship between improving quality and matters of funding is not as straightforward as it might seem. Not all improvement in quality costs more: paradoxically, sometimes cutting funding - or re-ordering processes of allocation of funds – can be used to drive quality up. For example, the UK government has increased student numbers in higher education by 50% over the last ten years, while simultaneously decreasing funding by 30% (HMSO: Dearing 1998). It has done this at the same time as driving hard on issues of quality. A range of evidence suggests that during this time, and taken overall, quality has increased.

While an analysis of the processes of schooling reveals many factors which impact on the quality of education experienced by the student or pupil – including factors which have their source outside the school system - two overall truths emerge – both based on an overwhelming range of evidence. Firstly, the most important single factor determining the quality of learning of a young person is the quality of his or her teacher. Secondly, and not unrelated, the next most significant factor is the quality of the school.

Let us focus, initially, on the first of these maxims: the most important single factor in determining the quality of education of a student or pupil is the quality of the teacher – or perhaps more properly, the quality of the teaching they experience. This distinction between teacher and teaching important. Quality is not just a matter of the qualifications, nor of the human characteristics, of the teacher. It is a function of what the teacher actually does – how the teacher behaves– in the classroom.

It is important to note that it appears to be impossible to circumvent this issue of quality of teaching. During the 1970's and 1980's, particularly in the USA, there was a movement to produce "Teacher-proof curricula" . These curricula were supported by detailed work-plans for the teacher and for the student, workbooks for students, textbooks and teachers guides, packs of equipment and audio-visual guides carefully integrated into the courses. This line of development was well intentioned, it was expensive, it generated a whole curriculum development industry – and it failed. The truth is that there is nothing one can do, no plans one can make, no resources one can apply, which can be as effective in supporting learning as the presence of a good teacher, teaching well.

This emphasises the importance and centrality to the quality of education of ensuring good teaching. But what do we mean by good teaching? What are the criteria for quality in this field? The best definitions of quality are simple – quality is the extent to which a product or a process, in this case the teaching process, meets its goals and satisfies its purposes. This definition forces a re-statement of the traditional view of the good teacher. It is no longer the only task of the good teacher to transmit to his or her students an understanding of those sets of knowledge and ideas which are of importance to their present and for their future. This goal remains critically important but good teaching must now, in addition, target equally the development of those skills and capabilities vital to the present and future functioning of the young people; and the nurturing and encouragement in them of those values and dispositions which will develop their humanity and enable them to play their part in the organisations and communities of the future.

The implications of this are clear. It is no longer sufficient to judge quality of teaching on the extent to which it transmits knowledge. We must also look at the extent to which teaching – and each school – is effective in cultivating those skills and dispositions central to our new educational goals. This presents significant challenges for curriculum designers – those who must answer the question, "What should happen in schools?". The time has gone when a curriculum could be simply a description of the path through the fields of knowledge (a close approximation to its original usage.) Now, a curriculum must reflect the demands not only of the fields of knowledge, but also the field of skills and capabilities, and - of increasing importance – the field of human qualities and dispositions. And this, in turn, emphasises the importance of teachers understanding the complexity of the task of teaching and the relationship between how they act in the classroom and the lessons the young people really learn. It is no longer

sufficient – if it ever was – for teachers simply to be masters of their subjects and to be the sources of insight and truth. Now they must ensure that what goes on in the classroom is aimed at supporting those other, and now equally important, goals of education. And this means, for many teachers in Central and Eastern Europe, not only learning a whole new set of skills, but also a whole readjustment of attitude.

The importance of good teaching is clear. Our communities and our organisations need young people who are excellent communicators; who can work effectively with others; who are confident in their own capacity to learn and to go on learning; and who are comfortable in the face of change of a sort and of a magnitude which will only increase. Teachers and schools, if they are to meet the challenges of the open society and the needs of the job market, must produce young people who are as knowledgeable as they are understanding; who are as imaginative as they are self-disciplined; who are as good at working in teams as they are at independent thought; and who are as enterprising as they are caring. The implications for teacher training, and teacher development, are self-evident. They will form the background against which you must judge the contributions of the next few days.

Teacher Training: one conceptual framework.

My task in the second part of this presentation is to offer you one conceptual framework to assist our thinking and deliberations over the next few days. This framework covers both Initial and In-service Teacher Training, commenting on each of these across four similar and parallel areas of concern: qualifications and qualification routes, institutional arrangements and funding patterns, methods of determining needs and ways of ensuring quality. I wish to talk you through each of these areas, explaining what is meant by each of the terms and illustrating each area with examples drawn from practice. These examples are intended not only to explain the ideas, but also to provide food for thought and possible options for the development of lines of policy.

Initial Teacher Education

a). Qualifications

Many countries offer several routes to qualification. For example, one route might be a full-time 3 or 4 year degree course having education as the focus and with teacher training included; a second might be a subject specific degree with teacher training added on during a further year's study and practice. Interestingly, some countries have been experimenting with an old idea in a new format: placing students with a subject specific degree into a school for their training year. Thus the "teaching school" has resurfaced. In this model, a university education department usually awards the teaching qualification and the course followed by the student is designed and supported by both school and university. There are some indications that this option offers significant attractions: it also can present significant challenges to existing stakeholders – especially the main teacher training institutions.

b). Institutional arrangements

The institutional arrangements or structure for teacher training generally have at their core either general universities or specialist teacher training institutes, or sometimes a combination of the two. In the universities, some students will study education in order to qualify as a teacher or, following a subject degree, move to a teacher training institute for professional training. In the teacher training institutions, students may undertake their year's teacher training following a degree or they may pursue a combined course offering a subject degree and teacher training simultaneously. Frequently, especially in Central and Eastern Europe, these pedagogical institutions have lower status than universities, are often described as failing to keep up with developments, and are extensively critisised as failing to prepare students for appropriate modern teaching approaches. There would seem to be a strong case for reviewing their role and function.

However in all countries there is increasing unease about the link between initial training and the first few years of teaching. All too often the need for support and additional training immediately after

initial qualification is ignored and some systems are considering making the initial qualification a provisional one with the full award only available after further training during the first few years practice.

c). Needs

Many countries now determine training needs through a series of analyses. First is the inculcation of values placed on education by society. Second is the set of needs required by industry and business in order to generate and sustain a good quality of life for the individual and the country. Third, and linked to the others, is the collection of specific objectives and purposes as expressed in the curriculum. But as well as the "what" there is also the question of "how much" training is required. Governments can either leave the determination of numbers to be trained as teachers to market forces, or try to plan the system using funding support to institutions or grants to students, or through an allocation of quotas so that throughput roughly matches need. Practice varies from country to country.

d). Quality

Quality is 'fitness for purpose'. Once needs and objectives have been set it is essential to check systematically to see that they are being overtaken and achieved. It is no use limiting the focus to numbers of teachers trained, for example, for they could be trained in the wrong things. The main focus must be on the effects of their teaching and how well the pupils are learning the range of knowledge and skills laid down. Wherever possible, proxies should be avoided and real effects should be evaluated. In some countries the process of quality assessment is linked with funding levels so that institutions considered to be meeting national objectives are given further support and encouragement while others are warned about performance and may be penalised, with changes forced upon them. They may even be taken over or closed. There are indications that there is significant potential for the improvement of quality in such an approach.

In service teacher training

a). Qualifications

In some countries teachers are rewarded for taking additional qualifications beyond the basic ones required to enter teaching. Where the nature of these qualifications is directly linked to the needs of the system, there is significant potential in such an approach. Sometimes, however, the appropriateness of the topics studied or the quality of the learning of the teacher is effectively ignored. That is not only wasteful and inefficient, but potentially damaging to the system broadcasting, as it does, confusing and disruptive messages about goals and purposes.

The issue of the quality of training is also critical. One of the problems facing many countries is the lack of skilled, experienced trainers who can target the required effect on pupils' learning and provide a course which will stimulate and allow teachers to achieve this effect in their own work.

In terms of incentives to teachers, in some cases the additional qualifications in themselves are sufficient reward especially when they form part of an "accumulation" scheme which builds to nationally recognised certificates, diplomas and even post graduate qualifications. In other cases, the reward of salary increases provides the incentive and this approach too can be linked to national qualifications. There is evidence that such approaches – attractive though they may be in principle – can have strong negative effects. There is a strong argument to link reward to actual performance on the core task – teaching – and not to secondary factors such as qualifications.

b). Institutional arrangements

In-service training is often organised through universities, pedagogical institutes or teachers' centres. In principle all these approaches can be sound but they can suffer from credibility problems, particularly the latter two. It is vital that in-service training is conducted by staff who appreciate the needs of the system and the teachers, who have the appropriate skills and who have, or can gain, the respect of

practitioners on the courses. Failure to achieve this should disqualify trainers and training institutions. In some systems trainers are appointed permanently to institutions, in some they are temporary and in others there is a mix. Ways have to be found of keeping all trainers refreshed, up to date and relevant.

Where training institutions are funded to supply training via an annual grant there can be a tendency for the training to be "supply driven", with institutions offering what they feel inclined to offer and what may be convenient to them rather than a portfolio of provision put together through analyses of national and local needs. Some countries have tackled this problem by transferring funding to Regions and/or schools, giving these bodies the means to buy training, or introducing a "voucher" scheme where the schools can use the vouchers on specified courses and the training providers are paid according to the numbers of vouchers they earn. Though there are potential pitfalls in such an approach, there are also very considerable advantages.

c). Needs

It is important for an assessment to be made of the training needs of the education system, the schools and individual teachers so that rational decisions can be taken on what training should be given priority. Once national needs are determined - for example, the need to support a new course in history, or a new method of teaching primary reading – then it is best for each school to ascertain what developments it will initiate in the next few years and to come to judgements about whether staff within the school are fully prepared for the development. Finally each member of staff, working within the guidelines and developments outlined by the Ministry / Region and the school, should assess his / her own capacity and suggest what training, if any, would be suitable for them. The teacher can also make suggestions for more personal training not necessarily directly related to the national and school plans and, wherever appropriate, the management should try to be supportive.

d). Quality

A certain amount of quality assurance can be undertaken through monitoring in-service systems, available qualifications, course design and course delivery but again it is important for the provision to be evaluated against real effects, namely, improvement in learning. Providers who have been successful should be encouraged and others made to improve or removed from a list of approved providers. Giving adequate choice to the user helps to generate useful indicators of good provision.

Quality in education

You may remember that excellent quotation from Galbraith that education not only supports democracy, it makes it essential. Education is a key factor in producing and sustaining a stable democracy and a developed economy. To be effective in this regard, the education system must model appropriately in its own practice the values and goals it claims to support.

It is the responsibility of democratic government, after reflection and national debate, to provide the framework of coherent policies within which the nation's education system will develop and improve. They and their agents should set the standards and targets for the education system and should make appropriate arrangements, both external and internal to the institutions involved, for monitoring its effectiveness. Procedures for quality assurance have to be laid down and linked to school development planning to ensure continual improvement. Within the national assessment of training needs, this school self evaluation and setting of new targets and challenges lead directly to the determination of particular training needs for the individual members of staff. This in turn identifies the focus, forms and volumes of initial and in-service training which should be provided.

Teachers are the central factor in determining the quality of the delivery of education in any country and teacher training is the key to the performance of teachers. The challenge for government is to ensure that effective and efficient means for developing and ensuring this quality are built into the system; and that the system itself is structured in a way which will ensure that this process generates its own dynamic for improvement. Finally, key to achieving such a goal is ensuring that all parts of the

system sustain a focus on the central goal of educational development – improving the quality of learning of our young people.

3.2. GROUP DISCUSSIONS: STRATEGIC PRIORITIES FOR TEACHER EDUCATION AND PROFESSIONAL DEVELOPMENT.

What major changes/developments are needed in:

- ***the content and subject balance of the school curriculum;***
- ***teaching methods;***

to meet your current and emerging social and economic needs?

Group 2.

- Previous education systems were quite politicised.
- Curricular change is needed to address needs of democracy and the labour market.
- Study programs are overloaded with information and facts. The concept of curriculum itself is changing; there is a need to change from the previous system of focusing on information delivery alone to development of skills needed by a democratic citizen and a fully developed person.
- Current systems are faced with low motivation of teachers.
- Rather than teaching only, we need to focus on Learning, Learning, Learning!!
- The best teachers are those who can manage the teaching and learning process.
- Curricular frameworks need to be more flexible and adapt to the needs of the individual learner.
- Changing needs in society are not sufficiently understood by the key actors in the education system. Teachers and professors in universities do not feel the pressure from society, so they are not on board with the need for change.

Group 3.

- make a shift from theoretical training to practical knowledge and skills;
- simplify school standards and curriculum (pupils are overloaded with school work);
- need for integration of courses and development of new textbooks, and people capable of developing them.

Group 4.

Problems: overcrowded curriculum; formalism.
Needs: individual approach, development and improvement of standards.

The teacher should be at the centre of the educational process. Technical progress and computers cannot substitute a teacher. Both technical achievements and educational values should be taken into consideration.

Quality of education depends on:

- level of teacher qualification;
- quality of educational programs;
- material and technical support;
- quality of management.

Group 5.

- move from knowledge base to knowledge plus competencies (communication, problem-solving, team-working etc - link to labour market);
- encourage teachers to increase the amount of interactive teaching.

What are the implications of these for

- ***the range of academic and professional competencies required in the teaching force;***
- ***the training of new teachers;***
- ***the recruitment, experience and training of personnel involved in teacher education?***

Group 2.

- Teachers need an appropriate combination of knowledge, pedagogical theory, skills and attitudes. It will be a challenge on teachers to make the shift to skills development from over-reliance on textbooks, and to face new approaches.
- Important to establish centres of innovation, network them and make them radiate to the rest of the community.
- Training systems must concentrate not only on teachers, but also teacher trainers, head teachers, inspectors, curricular advisors.
- Recruitment, training, re-training, professional and economic status must be addressed. Teachers are hired whether they are good or bad because so few people want to go into teaching. Also, there are lots of unqualified teachers who need training or replacement.
- Need to attain balance in distribution of time allotted for subjects and pedogogical practice. Good teachers develop through practice and reflecting on practice. Schools get the benefit also of reflecting on practice.
- More emphasis is needed on practice in schools. Universities are far from actual practice.
- The route to teacher training though apprenticeship ("Training School") should be available as an alternative model.

Group 3.

- take individual approach to each student and put students into the focus of the teaching process;
- prepare teachers capable of working in any conditions (incl. poor regions);
- improve educational content;
- curriculum should include both compulsory and optional subjects;
- teachers have to help pupils to learn during the lesson.

Group 4.

- changes and developments in society must influence and be reflected in teacher training;
- there is a demand for teachers of integrated subjects, teacher training system should address these needs;
- raise the social status of teachers;
- provide technical and material support for Teacher In-Service Institutions;
- organise round table discussions for education specialists of all levels where they can make plans, develop standards and conduct open discussions;
- provide network support for teachers;
- deploy regional support system for teachers and principals rather than state provided support.

Group 5.

- ensure that all trainers of teachers still teach in schools;
- more teaching practice for trainee teachers.

Bearing in mind the crucial role of education in social and economic development, to what extent and in what ways should Ministries exercise control of:

- ***the content and patterns of delivery of initial teacher training, for example, through issuing criteria to be satisfied; having schemes of accreditation of training providers; quality assurance arrangements;***

- ***the numbers and specialisms of teachers in training and the subject balance of the teaching force overall?***

Group 2.
- The content of and approach to initial teacher education must be regulated by the Ministry. Standards and assessment criteria are needed. Autonomy of universities is important, but it makes it difficult to interfere in the process directly, except through controlling the end product (assessment). University accreditation does assess the details of teacher preparation, other measures are needed.
- Perhaps a national body should be established to approve the accreditation of teacher training departments.
- Questions of role were raised: Who should be the ones to assess teacher quality? Scientists? Sociologists? A complex problem.
- Link between needs of secondary schools, curriculum and standards of teacher training is the role of the Ministry.
- Function of state to solve the problems of teacher salaries and teacher status.

Group 3.
- need to develop Central Testing System for Students (Russia);
- develop mechanisms for incentives to motivate teachers;
- train educational managers (demand re-training of school-masters);
- in conditions where the Pedagogical Institutes are in low demand among students, new mechanisms should be developed for student incentive and motivation to choose teaching profession;
- need to develop the system for assessment of teachers' performance;
- special training is required for teachers working in small schools (subject integration);
- should entrance exams to Pedagogical Institutes test the professional ability of students?

Group 4.
Ministries should:
- provide methodological support for schools, teachers and teacher in-service institutions;
- de-monopolise structure;
- develop and shape educational policy;
- develop national standards;
- introduce quality control;
- address national and regional needs when developing policy;
- help in the development of leadership capacity for representatives from the universities;

- assist local schools and institutions to become more self governing.

Group 5.
- address problem of getting new approaches introduced in autonomous institutions;
- explore possibility of using finance to attract institutions to make particular changes;
- recognise the importance of measuring quality of outputs rather than inputs.

Group 1. [Composite response to all three questions.]

PREVAILING CONDITIONS	POLICIES NEEDED TO	CHANGES NEEDED
economic transition	create awareness of current state	curriculum reform +
social implications of transition	develop a vision of the future	reform in teacher training and recruitment (incorporate knowledge and methods needed for envisaged future)
information technology developments	create models of good schools	promote quality teaching
outdated curriculum	initiate curriculum and methodological developments	education that compensates social differences
lack of funding	create demand of change in education system	improve training for school managers
attitudes of people	liberalise the system	monitor schools' performance
reluctance of people to change	build on existing good transitions	schools and teachers need to feel the pressure to change +
globalization	apply normative funding	have the freedom to change
new skills needed (leadership, management, critical thinking, problem-solving...)	give schools greater autonomy	teacher training (new methodology and curriculum)
	involve community (support + pressure)	include new needed skills into methods and curriculum
	build capacity at all levels	link with the community
	change reward systems	schools become service providers for the new society
	avoid formalism in reform	

Chapter 4 Initial Teacher Training

4.1 INTRODUCTION

Nisbet Gallacher, Conference Director

There is great variation in the way Initial Teacher Training is organised and provided in our different countries. The presentations and seminars this afternoon – by contributors from Hungary, France, Lithuania and United States - are designed to illustrate as much of that variety as time will allow and, I hope, will be helpful in informing your subsequent discussions and later considerations of initial teacher education provision.

There are, of course, a number of features which occur frequently, although with varying emphasis. I want to take a few minutes in this introduction to mention some of these and to offer a few thoughts and questions I will have in mind as I listen to the presentations. For example,

Good teachers must be knowledgeable about the subject(s) they teach, have a sound understanding of learning processes and have good practical teaching skills.

- Do student qualifications held on entry to training and the academic content of training, taken together, give the new teacher sufficient academic expertise?
- Does the training give due emphasis to professional studies and the development of competence in a range of teaching skills?
- Do students have the opportunity to see top class teachers in action and to work with them?
- Is 'teaching practice' a feature of training? Do the supervision arrangements for it offer good quality support, expert professional guidance and rigorous assessment of performance and progress?

Good education is vital to social and economic development, to the well-being of a country and its people. So the quality of teaching and of teachers, and therefore of teacher training, is vital.

- Are the training institutions autonomous or is there external, e.g. national, oversight of the content and quality of initial training?
- Are there national standards/guidelines? An accreditation scheme for training institutions?
- Is the content and quality of training monitored and evaluated?
- Is the supply of teachers and the specialist balance of the teaching force managed?

Training has to be good, but it also has to be relevant.

- Does it equip the new teacher well to meet both current and anticipated new demands in schools?
- Are the trainers well qualified and experienced in relation to today's demands? Do they have recent experience of good practice in schools?
- Are schools involved in the training process, for example, in mentoring students and in student assessment?
- Is ITT part of a wider training package? Is there a continuum into in-service professional development? Is there a probationary arrangement?

Training also has to be affordable and cost effective.

- How is teacher education funded?
- Do the arrangements represent good value for money?
- Do teacher qualifications have sufficiently high credibility to attract good entrants?
- What incentives are there for recruitment and retention?

4.2. PRESENTATION

Maria Nagy, Senior Researcher, National Institute for Public Education, Hungary

The 163000 teachers in Hungary belong to four major "corps" classified under three different names: *óvodapedagógusok* (kindergarten teachers), *tanítók* (primary school teachers) and *tanárok* (lower and also upper secondary school teachers). They receive their initial training in four different types of institutions (lower and upper secondary teachers have their own separate training systems). They constitute 86% of the present teaching force. Besides, there are some minor corps among which *gyógypedagógusok* (special-school teachers) and *szakoktatók* (vocational practical subject teachers) are the most numerous. They receive their training in two further different types of institutions and altogether constitute another 9% of the teaching force. The remaining 5% of teachers cannot be included in either of the above groups. The profession can be considered rather fragmented, not only in respect of their names and training institutions, but also in their traditions and professional identities. Some smaller "corps" like that of kindergarten teachers, special school teachers or some subject teacher groups (e.g. teachers of history, teachers of mathematics) tend to have strong professional identity which is continuously cherished by influential professional associations and various professional activities of the different corps. Though there are some institutions that train more than one type of teachers, there are none where all kinds of teacher training are provided. Some kind of teacher training is provided at 53 out of 90 different higher education institutions, state, denominational or private.

By international comparisons, students in teacher education constitute a very large part of the student population (See Table 1). Teacher education produces about one third of new graduates. During the last four or five decades a substantial part of training has been provided at 'non-regular' courses. About a quarter of the present teaching force acquired their first diplomas through such training. During decades of teacher shortage in the school system it was common to enter the profession without a qualification and get it at non-regular courses. Even today, when there is an over-supply in the manpower market, the rate of students in non-regular teacher training courses is as high as about 39% of students in regular courses. Most of them, however, study for a second diploma or for a teaching qualification to supplement their other higher education qualification. In contrast, about 94% of teachers in their twenties received their first qualifications in regular courses.

Table 1.
The Rate of Graduates with Teaching Qualifications, 1993/94

Country	The rate compared to all graduates	The rate compared to age group 20-24
Austria	15,7	4,5
Czech Republic	18,9	4,6
Denmark[1]	18,3	10,9
Finland[2]	12,9	12,2
France	13,7[2]	12,5[5]
Greece[1]	11,7	4,1
Hungary[3]	35,0	14,0
Italy[4]	2,7	0,7
the Netherlands[1]	12,5	7,1
Poland	17,4	8,8
Slovenia	11,2	5,4
Spain[1]	9,9	4,2
UK[1]	8,5	7,8

Source: Ladányi Andor in: Szabó László Tamás: *Tanárképzés Európában* (Teacher Training in Europe). Budapest, 1998.

The manpower market position of teachers in Hungary in recent years has been much determined by a substantial decline in the school-age population. This fall, however, is counterbalanced by several expansionist tendencies in the educational system since the political system change. With the end of state monopoly of schooling many new private and denominational schools have been founded: with the growth of local autonomy, new schools have been established in smaller places; with growing professional autonomy, and more regard to social demand, new types of schools (mixed secondary schools, secondary schools of different grades, etc.) have been established; and there is a substantial expansion in secondary schooling itself. Due to these trends, the number of general-school teachers even increased a little (about 2%) between 1986-1995. Since then, after the introduction of a restrictive budgetary policy on national level, the number has begun to fall (about 7% within two years). The number of upper secondary school pupils as well as their teachers have increased during the last decade (22% and 32%, respectively). Still, there are job possibilities for only about one third of new graduates each year, and no increase in demand is forecast.

Contrary to low demand for new entrants, there has been an ever-growing high demand for new skills and competencies in the profession since the beginning of the nineties, due to substantial changes in school education, and in social and economic demands. One factor is the structural changes in the school system. While previously, different corps of teachers were trained to teach a special age group, now they have to face pupils of very different age groups. Secondary schooling eg. might be entered at the age of 10, 12, 14 or even 16. Another source of change is strong decentralisation in education. It means that new responsibilities appear at school level, e. g. school staff have new responsibilities in pupil enrolment, curriculum development, textbook choice and pupil assessment, and also in their own professional development. These new responsibilities need new contacts with local decision-makers and the local public, especially with parents. Schools are introducing new managerial systems; new relationships between teachers and head teachers and among teachers evolve. Teachers themselves express their need for new skills in communication, teamwork and conflict-resolution. It seems inevitable to introduce these new skills and competencies into initial training.

Classroom practice has changed a lot in recent years, and there is a great demand for more changes, sometimes of very different kinds at the same time. Hungarian schools are considered to be basically "subject-centred" or "teacher-centred". Teachers face new demands for "child-centred" school practice, together with high demand for school effectiveness in terms of school results and competitiveness. With the expansion of the secondary school system, teachers have to adapt new methods and teaching styles for pupils from all social backgrounds. There are new challenges to involve students in the learning process and to adapt teaching to the different learning styles of pupils. Information technology also changes school culture, introducing new balances between teachers and pupils. There is a growing need for new learning areas like environmental studies, visual art, life skills, health education, etc. All this is expected to be reflected in teacher education.

In Hungary, as in some other central European countries, there is an interesting contrast between the social status and the social prestige of teachers. While any kind of teacher job is considered by the broader public to be very low-paid, teachers rank much higher in social prestige. Teaching is however a very "feminine" job: while the rate of women among all students in higher education is about 52%, it is about 70% among student teachers. On the job, however, their rate is even higher, about 78%.

Table 2 shows the four different types of teacher training institutions that train 86% of the teaching force. Column one refers to the school level and the type of school where the qualification acquired at the given institution can be used. Some of the structural and curricular changes in school education can be traced here. In primary education, eg. while the previous 8-grade general school has been preserved, pupils can leave it after grade 4 or 6 to enter secondary schools. On the other hand, the new National Core Curriculum spans primary education to grades 5 and 6, and makes it possible for primary school teachers (*tanítók*) to be employed at this grade. Training at the same time was also lengthened from the previous 3 to 4 years (see column 3). The government introduced qualification requirements for this type of teacher training in 1994 (see column 4). Although there are two types of institutions for teachers in lower and upper secondary education (one is provided at teacher training colleges, and the other at universities (see column 5)), the government issued common professional qualification

requirements for both types of training (see column 4). It is also a government policy to encourage and even force integration of higher education institutions, teacher training institutions included. According to policy plans it is very likely that colleges training teachers for the second stage of basic education will be merged with the pedagogical departments of universities and will become the basis of a new system of teacher training.

Table 3.
Institutions and Qualification Requirements*

School level Type of school	Provider (Institution)	Length of training	Organization of courses	Level of education
Kindergarten (*Óvoda*) (age group 3-7)	Kindergarten Teacher Training College (*Pedagógiai Fõiskola*)	3 years	Concurrent: general education and teaching-specific subjects Practice: 30% Additional special subjects (e.g. visual education) might be acquired.	Non-university higher education
Primary education (*általános iskola* 1-4, 5-6 grades) (age group: 6/7-10/12)	Primary School Teacher Training College (*Tanítóképzõ Fõiskola*)	4 years	Concurrent: General education for grades 1-4, specialisation in at least one subject area for grades 5-6 (15-17%) Practice: 15-20%	Non-university higher education
Lower secondary education (*általános iskola*, 5-8/10 grades) (age group 10-14/16)	Teacher Training Colleges (*Tanárképzõ Fõiskola*)	4 years	Concurrent General professional training (20-30%) plus teachers specialise in two subjects	Non-university higher education
Upper secondary education (Grades 8-12/13) (age group 14-18/19)	Universities	5 years	Concurrent/consecutive General professional training (20-30%) plus teachers specialise in one or two subjects	University level education

* General education (no special education, no education for national minorities, no vocational education)

Higher education institutions (teacher training institutions included) enjoy a high level of autonomy. So it is difficult to describe the main trends and changes in the content and methods of teacher education. Critics of present practice emphasise that while theoretical knowledge is sufficiently transmitted through training, subject methodology is very much underdeveloped. By and large, it is agreed that teacher training, especially at university level can be much more characterised by scientific orientation than preparing students to respond to classroom practice needs, especially to the changing needs of classrooms. There is also a general concern in connection with the rate of practice in teacher training, which is considered to be most insufficient. According to a 1993 survey, however, the number of innovations in the field of pedagogy is substantial (especially in introducing child-centred pedagogy - so called "alternative pedagogies", new communication skills, curriculum development, school assessment). There are several innovations in the field of subject teaching too (introducing new subjects like home economics, environmental studies, visual arts etc.). Some new teacher specialization is also introduced, like student counselor, free-time manager, social science teacher, teachers dealing with high ability pupils, etc. A main source of innovations is international co-operation and exchange in teacher training institutions and it is also a main tool in "training the trainers".

There is a concern about the cost of teacher training, about the inconsistency between the low manpower demand for teachers and the high rate of enrolment in teacher training. What happens in teacher training nowadays is much more influenced by individual decisions of students and an expansionist higher education sector than by job opportunity considerations. This expansionist policy, on the other hand, is much influenced by individual initiatives and ambitions made possible by the degree of autonomy of higher education institutions, rather than by economic or manpower demand considerations of administrators and policy-makers on government level. At the same time, it is accepted by central government because of the growing social demand for higher education that had been previously restricted by strict central planning under state socialism. Many students graduating from teacher training institutions are likely to face unemployment, but it may be risked to suggest that they might have faced the same fate without enrolling in teacher training, too, because of high youth unemployment. International experience, on the other hand, does show that with higher level of education they have better chances of employment in the future, even if not in their learned profession. All in all, the economic costs of the expansion in teacher training seem to be counterbalanced by the social benefits so far.

Where government policies in connection with teacher training are clearly observed, is in the effort to introduce quality control into teacher training. The introduction of qualification requirements, and the set up of an Accreditation Committee in 1996 for the whole higher education system, are two major measures that have recently been introduced. Accreditation procedures make it inevitable for teacher training institutions, too, to reflect upon their practice and also encourages strategic thinking in their activities. Integration tendencies in higher education may lead to better integration and co-operation in teacher training as well.

In recent times much more has happened in the field of in-service than in initial training of teachers in Hungary. In the 1996 Amendment of the 1993 Act on Public Education, compulsory in-service training for new entrants into the profession was introduced, and a stable amount of 0,5% of educational budget was ensured annually for the financing of INSET. Decisions about participation of teachers was transferred to school staff themselves. There is a substantial growth both in demand and supply in this field. Quickly changing social and economic needs, demands for new subject and methodological competencies, just like the present manpower market position of teachers, make it quite possible that, in this field, major changes and events may be expected in the near future, too.

4.3 PRESENTATION

Pierre Laderriere, Education Policy Consultant, France

Introduction

There are some specific circumstances that, I think, make recent changes in teacher training in France of interest to you. First, the French system has historically been very centralised, only at the beginning of the 80's was a process of decentralisation initiated. Second, except for primary education, teacher education was mainly discipline oriented at the expense of a more seriously conceived professionalism. Third, recurrent recruitment crises underlined the need to look at the teaching profession in an integrated way, i.e., to consider together policies and strategies of recruitment, training, utilisation and socio-economic status within an overall human resource development. Fourth, as in other countries, French authorities had to build a teacher training system able to respond to multiple challenges in society and education:

- democratisation of access to upper levels of the system;
- curriculum development in a broader framework of permanent innovation policy, to equip more students with higher and better qualifications;
- subtle adjustment of supply of and demand for highly qualified manpower through the offer of new competencies, favouring the employability and adaptability of the individual throughout their life;

Fifth, the development of a new, relevant teacher training policy challenged the uncoordinated initiatives of different institutions responsible for quite separate teaching categories.

I. Background

a) The teaching profession

Until the end of the 80's, the teacher training system was split in sub-systems corresponding to the different categories of teachers and their related culture. For example, primary teachers were trained for two years, after completing two years of a university course, in a regional non-academic professional institution. Vocational teachers were also trained in six special non-academic vocational teacher training colleges. Secondary school teachers in general and technological streams were, with very few exceptions, all university graduates. After their initial certification, they joined regional training centres where they were offered some lectures and seminars on teaching theory and practice, while they were teaching in one or two classes under the guidance of a pedagogical adviser (an experienced teacher). Major differences in educational background and the civil servant status of the French teacher (recruited through competitive examinations) prevented a rapid and flexible adjustment in recruitment policies to respond to emerging qualitative and quantitative needs at both national and regional levels.

Salary and working conditions, which were closely related to the content and length of training, reinforced the difficulties of recruitment per region. It was also thought that such a complicated teacher training system was confusing for potential candidates to the teaching profession.

There was also a rather weak interest of the French academic world in educational sciences and the teaching/learning process. Student-teachers in primary and vocational teacher training colleges were more exposed to pedagogical/professional issues, even if they should have benefited from a more academic context. The successive reforms of secondary education were seriously endangered by a dominant mono-disciplinary education of future teachers, insufficiently related to the real teaching/learning conditions now existing in secondary schools. The massification of secondary education took place in a context of growing diversity in the student body and it was clear that it was no longer possible to offer "more of the same".

b) An evolving context

In the first half of the 80's, the French government had already introduced a new framework for educational development. Particularly secondary schools and higher education institutions were offered relative autonomy, while the local educational administrative units of the state were allowed to take decisions without immediately referring to their hierarchy. Decentralisation of the system, transferring responsibilities to both local authorities and the schools, made its management more complicated, but gave the schools an autonomy never experienced before. The central state kept some key responsibilities, those considered strategic, such as curriculum development, examination control, human resource development, major financial contribution and overall assessment of the system.

Each school is expected to have a plan reflecting the particular objectives of the school within its local context and in the framework of overall national goals. The plan should be built through a school-based review involving all the staff and representatives of students, parents, local authorities and of various social groups, such as employers. It should indicate the ways and means of achieving priority targets in a given time, including by mobilising the staff individually and collectively through well designed in-service courses. After its agreement by the local representative of the state, the plan becomes the instrument for school development. The counterpart of such relative autonomy is a growing concern for accountability of the institution to its various "masters" - a complicated development requiring both individual and collective commitment. Each institution should be able to call for support in this field, particularly for the introduction of self-evaluation (a learning process in itself) and the development of educational indicators coherently articulated at local, regional and national levels.

These changing conditions of school work challenged the traditional definition of professionalism and relevant practice; as in other countries, the French authorities elaborated a new teacher profile corresponding to what was called in OECD circles, an "open professionalism".

c) A new professional profile

The changes in the teaching and learning process in schools involved a break with individualism in teaching and the scientific analysis of practice. The following, taken together, define a new profile of the professional:

- an education centred on individual and group teaching of pupils, with greater attention to the child's overall development;
- an education conducted in close co-operation with other school staff, - the "team teaching" aspect;
- an ability to identify pupil needs and learning problems;
- the setting of educational targets for the school curriculum, their analysis and the review of such targets as necessary;
- the development and adaptation of curricula and teaching methods in a broader action research context;
- assessment of the results achieved;
- co-operation with parents, representatives of the surrounding community and those responsible for other social and cultural activities, etc.;
- continuing dialogue with pupils, to get to know them better and give individual advice, and to present the teaching/learning plan clearly and discuss it with them;
- participation in continuous training activities as trainer and trainee;
- participation in the planning and management of the school, and the expression of opinions on the development of the education system in general on the basis of experience.

d) New institutions.

Following broad consultations on educational reform and the preparation of a special report proposing major changes in initial teacher training, the 1989 frame-law for education provided for the creation of new public higher education institutions called University Teacher Training Institutions (IUFM). Such an institute can be considered as an academic professional school outside university, but using university in-puts mainly at subject matter level. The institutes are placed outside the university because of the rather segmented structure of the French higher or tertiary education system. In these circumstances, the only viable political strategy was to create an independent teacher training institution making the best use of the resource existing in the other scattered institutions. To balance the demand for and the supply of teachers, especially at regional level, an IUFM was created in each "académie" (education region) and had to organise its close relationship with one or more universities existing in the "académie". The IUFM curriculum was designed to respond qualitatively and quantitatively to new demands and to the need of an improved professionalism. It was also designed to offer a minimum "common professional culture" to all future school teachers, to increase their co-operation, to favour their mobility and to facilitate the acquisition of an equal status (including in income terms for primary and vocational teachers). After a pilot phase of one year (September 1990-September 1991) in three institutes, all the IUFM started to work in the 28 education regions in September 1991. A further IUFM was added later.

II. Strategy of implementation

a) The overall structure

A chart at Annex 1 summarises the pattern of the new training system. A basic element of the unification is the Bachelor degree (or equivalent diploma-3 years) that each student should get before enrolling in an IUFM. Candidates are admitted on their records, sometimes followed by an interview. If the number of candidates exceeds the number of places, the IUFMs apply a screening device that is generally based on the type of degree already acquired, striking a balance among disciplines. The Bachelor requirement suggests that we are in a so-called sequential training. But practice is a bit different. Some universities, sometimes in agreement with the local IUFM, have created optional "pre-professional" modules that can be followed mainly during the first two years of university studies. It is an initiation to school life that could be of help for students still hesitating whether to opt for a teaching career. The acquisition of such modules may be taken into consideration when screening is applied.

The IUFM training course lasts two years, but the two years are very different. The first is entirely devoted to the preparation for the competitive examination. The candidate is therefore considered as a general student. If he or she succeeds in the competitive examination, he or she enters the second IUFM year as a state-employed trainee teacher and is remunerated as such, since he or she will give a certain number of lessons during the training period. According to the trends in supply of and demand for teachers, a first year IUFM student – or a student in the third university year – may get a fellowship in a subject currently in deficit in one region or another. Such assistance is awarded on the basis of merit criteria and experience. It is during the first IUFM year that a division of labour exists between the local IUFM and university(ies). The preparation for the competitive examination emphasises training in the subject matter and is therefore offered at university. But this situation applies mainly to future secondary teachers specialising in one discipline, because, until now, French universities are rarely equipped to offer relevant courses for future pre-primary, primary and vocational teachers. For these cases, the IUFM develops its training curriculum and mobilises teacher trainers to prepare the students for the competitive exam. There is also a minimum in-put of the IUFM itself in the education and training of future secondary teachers through the organisation of methodological courses and of some weeks of teaching observation and practice.

Desirably, the future teacher should enrol in the same IUFM for both the first and second year to guarantee coherence in the training atmosphere. The second is entirely devoted to the "professional" part of the training completely managed by the IUFM. School-based practice and experience are emphasised. The trainee could be in charge of one or several forms during the school year. Future technical and vocational teachers also spend time in industrial and commercial companies.

During this second training year, the trainee teacher undertakes a personal training project, composed of various elements, which is validated at the end of the year. The validation process takes into account three elements, each subject to its own evaluation:

- performance in the class room during the year;
- additional theoretical courses;
- dissertation on a topic linked to teaching practice.

On the basis of their performance, a list of those trainees who have reached the required standards is sent to the regional chief education officer (the "recteur d'académie"). He then convenes regional accreditation boards which review the records of the trainee teachers and recommend those who are successful, those who need to repeat their year of training and those who have definitively failed. These recommendations are sent to the official authorities at regional level for primary teachers and at national level for secondary teachers. Successful candidates immediately become civil servant and are appointed to a school in the same region, by the regional authority if they are primary teachers, and anywhere in the country, by the national authority if they are secondary teachers.

b) The training curriculum and its assessment

The main features of the teacher training curriculum are:

1. Each IUFM draws up its own overall training programme on the basis of national guidelines and regulations issued by the Ministry. The programme is sent to the Ministry who ask an ad-hoc committee to check if it corresponds to national objectives. If it does the programme benefits from a national agreement for a period of four years. As for other academic curricula, there is therefore a re-accreditation process, offering a possibility both to analyse continuously and up-date the training curriculum. This procedure makes it possible to reconcile the autonomy of IUFM with coherent training measures at national level.
2. The French tradition of high academic ability in individual subject matters has been kept through the prerequisite of a bachelor degree for all (a certain percentage of students already get a master) and the always difficult competitive examination for access to the more professional part of the training;
3. Some teaching practice and courses on the structures and workings of the education system are offered during the first year and are tested during the oral part of the competitive examination (the student should pass the written part before being allowed to continue with the oral part); at this stage, the communication skills of the candidates are assessed together with their understanding of the development of their subject and their knowledge of schools.
4. During the second year, there are sequences of teaching practice, internship/observation, collection of data, analyses, group and individual discussions with school staff, pedagogical advisers, other teacher trainers, researchers, etc, in different categories of school and in professional courses at the IUFM. In these, there is a new balance between theory and practice and a deepening of their close relationship. It is considered as a probationary period, so the trainee teacher is certificated at the end of it.
5. Common sessions between students destined to the primary and secondary sectors are organised to promote mutual understanding of what goes on at the different levels of teaching. They mainly concentrate on how the teaching of particular subject differs at the primary and secondary levels.

The initial accreditation and re-accreditation of the curriculum are accompanied by other assessment procedures. First, the IUFM, as the universities, are invited to draw-up a working plan for a given period, which includes the curriculum programme itself. Such a plan aims at profiling the institute and

showing how its main objectives will be met. It is the product of intense staff discussions, conducted in co-operation with the various partners of the institute. It is a self-review which directly or indirectly touches upon the training programme itself.

Second, the working plan is the basis of the negotiations with the Ministry on the four-year contract which will determine the on-going relationships between the Ministry and the institute, as is the case for universities.

Third, there is a regular internal follow-up of the overall plan and its training curriculum component through two major bodies:

- the governing board, chaired by the head of the regional administration of education (nominated by the government);
- the scientific and pedagogical council, which is regularly fed by internal follow-up of the teams in charge of school practice and internship/observation.

Fourth, as the universities, the IUFM are subject to an external evaluation by the National Committee for Evaluation of Higher Education Institutions. Eight such evaluations have already been performed and several are going on. The outcomes of such an evaluation, which are published, including on the WEB, are at the disposal of any interested body, including the Ministry of course, and mainly aim at the development of the IUFM concerned. It starts with an internal (self-) evaluation, is realised by outside experts and includes comments by its Director on the conclusions of the evaluators.

Fifth, although a degree of coherence between the 29 institutes is ensured through the legislation, including the appointment of their Director by the Ministry, the IUFM can nevertheless act on their own initiative within a broad framework to meet specific regional needs. Hence the importance of the national conference of the IUFM directors which meets regularly to consider issues of common interest. Sixth, as for other French public institutions, various evaluations are regularly performed, by sectoral bodies, such as the accounting court, the central inspectorate of school administration, etc.

III. Resource and partnership

When a country opts for a national status for its teaching profession, it should logically put at the disposal of the teacher training institutions some basic figures of future demand broken down by subject matter and region. In France, such calculations are made by the relevant units of the Ministry, on the basis of information and data sent by the administrators located in the regions and through a constant dialogue between the centre and the periphery for final adjustment. The number of future posts is of course also determined by the amount of money available at a given time. It is on this basis that each IUFM will manage its own resource and establish the required partnership.

a) Material resource

At the beginning of the reform it was not considered necessary to build new premises, as the buildings and equipment of the previous non-academic teacher training colleges were available and allocated to the IUFM. There was nevertheless difficulty in using them systematically because they were generally scattered throughout the region and not always located close to relevant universities. Hence the complicated organisation of timetables for both students, trainees and various categories of teacher trainers, including for offering common courses to future primary and secondary teachers. The equipment of the previous teacher training colleges was rather good and their more decentralised location could be of help in developing a more systematic INSET. In recent years, through exchanges of premises and the building and hiring of additional ones, the situation has improved in some places. The yearly budget of each institute, within the four-year contractual plan, is centrally funded. Some resources are linked to precise expenditures such as restaurant, housing, INSET. Fees, in France, represent a very low percentage of the resource.

b) Human resource

The teacher trainers are drawn from a wide range of academics and practitioners. Teacher trainers and researchers posted to IUFM are chosen by specialist university boards. Training staff have permanent posts: there are academics appointed to earmarked posts in the institutes, academics newly recruited by the universities and seconded to the institutes for a fixed four year term, primary and secondary school teachers, selected appointments to satisfy specific needs, and trainers from the former teacher training colleges which were offered the possibility to opt for the new system (most of them chose to do so). There are also part time or temporary appointments of primary and secondary school teachers or of inspectors in charge of specific seminars or tutorials. The IUFM also rely on a large body of teachers/pedagogical advisers available in the different types of school to coach the students during their school-based training. The integration of these multiple categories of staff was not an easy task and the challenge is still there in certain places. The institutes were obliged to develop multiple courses and seminars for their own staff. Even if such a model is difficult to implement, it has a great potential based on the variety of knowledge and experience of the various trainers. In a long term perspective, it could favour dynamic and collective research and development activities on the teaching/learning process and the teacher and educational training.

c) Partnership policy

By definition, a seriously conceived professional training can only function through partnership, because it should expose the trainees to multiple experiences generally offered in different sites. The French strategy to implement the IUFM reform is a good example of the type of partnership policy to be built.

First, partnership should be developed with nearby universities, mainly in charge of the subject matter preparation for the competitive examination for future secondary teachers. Agreements are therefore signed between the institute and the relevant university concerning the precise university in-put and related cost to be reimbursed by the IFUM, the articulation of the academic courses with the practice in schools managed by the institute, the potential common activities in educational R&D, etc.

Second, to have easy access to a network of exemplary schools and teacher advisers, the IUFM should rely on the regional educational authorities and their staff of inspectors, counsellors, etc. who should have a good knowledge of the schools for which they are responsible. The institutes are informed by the regional administration of the school where there are opportunities for teaching practice. Inspectors, attached to the regional administration, can recommend good teachers to lead specific training seminars and contribute to training courses and the assessment of the trainees. The validation of studies, certification of the trainee, nomination of the fully-fledged teacher in a post, etc, call for a close collaboration between the IUFM and the regional authorities.

Third, but concerning the trainee teachers in vocational and technical education, a partnership should be established with private firms where several weeks of internship are required from the future teachers.

Fourth, partnership with local authorities could be helpful for ad-hoc purposes, such as international exchanges, search for specific fellowship, student social and cultural life, equipment, etc.

Fifth, as in the case of the regional authorities or the universities, the legislation itself calls for a permanent partnership with the central authorities, i.e. the Ministry of Education. Not only because of the formal accreditation process of the curriculum or the contractual relationships, but also because the Ministry is the place where both the overall demand for and supply of teachers are assessed. For that purpose, there should be a constant dialogue between the centre and the periphery.

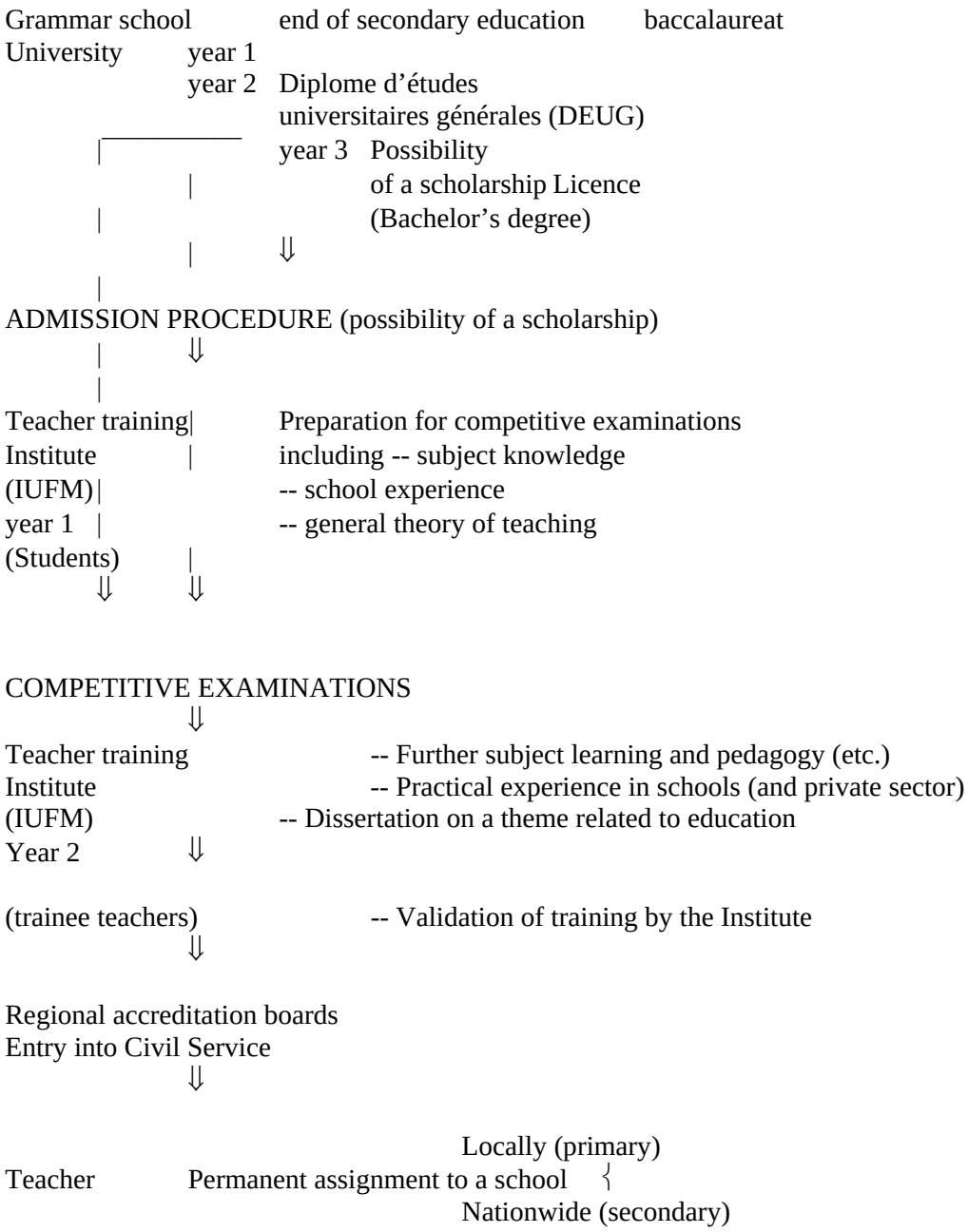
IV. Conclusion

The challenge to the French authorities, when it was decided to reform initial teacher training, was to make more transparent and equal, the access to the teaching profession, within a particularly complex higher education system. Faced with a certain reluctance, if not an inability, by the traditional universities to handle and pilot such a change, it was decided as a compromise, to build a new academic professional institution recruiting its students after the bachelor, but clearly situated outside the university, with the latter continuing to make their traditional in-put in subject matter education, through a specific co-operative mechanism.

Eight years after their creation, there is a certain consensus that some of the major objectives of the IUFM have been met and that French authorities certainly got value for money, considering the transition strategy which was adopted. A quasi balance between supply of and demand for teachers has been reached. Special student aid programmes in shortage areas have more or less disappeared. The unification of status of the different categories of teachers, thanks to a common legislation and place of training, has been widely accepted by French society. Undoubtedly, the initially very diversified training teams are gaining coherence and, in general, the practice time in schools and the exposure of the trainees to different school contexts have been praised by the various partners. In these circumstances, it appears that the relationship between theory and practice has improved, even if there is still room for progress in this field, which is at the heart of the matter. Initially, the reform was strongly opposed by several groups, which could be explained by the too short period of experimentation preceding its adoption. The OECD review performed in 1995 assessed this innovation. It underlined the contextual difficulties, such as those created by the civil servant status of the teacher and its training consequences, but praised the French authorities for such a move and recommended some short and long term actions. In conjunction with these recommendations, to ensure continuity in teacher training in the context of the emerging concept of lifelong learning, the French government has recently decided to integrate into the IUFM the special in-service teacher training units created in the 80's in each educational region. Such a change could reinforce the professionalisation of teachers and further help and legitimise a regular teacher evaluation throughout professional life. As yet, teaching quality is guaranteed only by the certification process described above and this is a recognised weakness of the functioning of the system.

Annex 1. (to Chapter 4.3)

Initial teacher training in France



4.4. PRESENTATION.

Lora Juniavieiute, Head of Teacher Training Division, Ministry of Education and Science, Lithuania.

The Dean of the Klaipeda university in Lithuania, assistant professor A.Lukoshyavichus, gave a definition of the kind of teacher we are trying to train: 'When a man grows crops, weeds are inevitable. We are trying to train teachers who could water the crops and weed them as well'. But we know that it will take not one year, but many to train high quality teachers and to create an equally top-quality system for training them.

The aims of the education system in Lithuania and the process of renovating the society can only be implemented if we train teachers who are:

- specialists, knowing a definite subject and able to work in the pertinent domain. Knowledge, skills and habits can be acquired in the process of training at school and in the course of practical work;
- well versed in didactics and methods and who know not only their subject, but are also capable of sharing knowledge, skills and habits with other people. Therefore, in addition to knowledge, a teacher needs training in psychology and methods, which acquires a great importance when getting ready for working at school;
- educators and pedagogues: people who love other people, willing and able to help them, capable of influencing them not only in word, but also through their personal qualities.

Following the restoration of our Republic's independence, the higher education system reform began. A lot has been done:

- a three-stage system of training was introduced;
- training of scientists began at Masters' courses;
- the legal status of higher school was changed. Higher schools became autonomous and independent. Statutes of higher educational establishments were registered as their basic legal documents.

Teacher training is regulated by the Law on Education, the Law on Science and Studies, the Conception of Education in Lithuania, the Statutes of higher schools and the general Statute of colleges. The following categories of teachers are trained within the framework of the teacher training system:

- teachers for pre-school education;
- teachers for primary education;
- teachers for working with handicapped children;
- social pedagogues;
- lecturers for higher schools;
- andragogues.

Two kinds of training exist for educating teachers:

- University training;
- University-professional training.

Teachers are trained in colleges and higher schools approved by the Ministry of Education and Science. The right to train teachers can also be granted to certain departments in other higher schools. The requirement for teachers and subjects is determined by the Ministry of Education and Science.

There are four stages of teacher training:

Stage 1 – college education;
Stage 2 – higher education;
Stage 3 – Master's course;
Stage 4 – Doctorate.

Students are admitted to colleges and higher schools without special preferences. Applicants have to take a number of tests, which should show if they possess the personal qualities required of a pedagogue.

In stage 1, teachers are trained in colleges which may be associated with higher educational establishments. They may be admitted with general secondary education or with a higher education qualification in another field. The term of study is 3 - 4 years. The forms of training are day-time, evening and correspondence, with state examinations at the end of study. College graduates can work in pre-school institutions, primary and basic schools (forms 1 – 9). In some cases they may work as teachers in secondary schools or continue training in the pedagogical higher educational institutions.

Stage 2 institutions train specialists in all subjects. They admit persons with complete secondary education or with a higher education in other fields. The term of study is 4 - 5 years. The forms of training are day-time, evening and correspondence, with state examinations at the end of study. Those who have completed stage 2 training have the right to work as teachers in secondary schools or continue training at the Master's course or Doctorate level.

Stage 3 institutions are intended for training of teachers and education leaders. They admit persons with a Bachelor's degree and, normally, at least one year of practical experience as a teacher. The term of study is 2 years. The form of training is determined by the institution itself. At the end of training the trainees have to defend a thesis to obtain a Master's degree. Graduates of this kind of institutions have the right to teach at gymnasia and special schools or to continue their education at Doctorate level.

Stage 4 institutions (Doctorate) train top quality specialists for the higher schools and colleges. The conditions of admittance, the term and the procedure of training are set by the institution itself.

A diploma is conferred on a person who has completed training in any of the stages, in which specialty (specialization) and qualification (scientific degree) are indicated. The following degrees are awarded to pedagogues:

Bachelor – to graduates of stage 2 teacher training institutions;
Master – to graduates of stage 3 institutions.

Pedagogical qualifications are conferred on the graduates of institutions in stages 1 – 3, provided they meet the state requirements for the specialty they have studied. State qualification requirements are set by the Ministry of Education and Science. Pedagogues with high qualifications who have defended a Doctorate thesis are awarded the academic title of assistant professor or professor.

Graduates of non-pedagogical institutions can get pedagogical education in the institutions authorised to train teachers. The term and the form of training are decided by the institution.

Teachers for the vocational education sphere can be trained by specialist non-pedagogical institutions. These teachers must have a professional education, work experience and a pedagogical education they can get at special courses.

Plans for teacher training are worked out by the institution itself. Students are allowed to take two courses at the same time so they teach at least two subjects. Currently, the retraining of teachers has

acquired a great importance in Lithuania, since specialists are lacking in some areas, particularly foreign languages. Higher educational institutions can re-train teachers in compliance with procedures developed by the Ministry.

The scope of material in each pedagogical specialty, in the humanities, civics, pedagogical, psychological and academic subjects, as well as the duration of teaching practice, are decided by the higher educational institution in agreement with the Ministry of Education and Science.

4.5 PRESENTATION

Nancy Harriman, Director of Teacher Education, University of Southern Maine, United States

Formally instituted in 1989, the ***Extended Teacher Education Programme (ETEP)*** has earned a strong reputation as an exemplary programme whose graduates are highly successful in promoting student learning and school renewal.

Philosophy

The Programme was designed to improve the preparation of elementary and secondary teachers in several ways. It is based on three principal assumptions:

- individuals who wish to teach must be well educated themselves before trying to guide the learning of even young elementary children;
- extensive, mentored experience in elementary and secondary schools is a crucial component in learning to teach;
- the faculty in the university and experienced teachers in schools both have crucial roles to play in preparing teachers, and need to work together respectfully to support new teachers during their preparation.

To realise this goal, all candidates complete 'internships' in professional development school sites. These sites are specified school districts which share the costs of the programme and whose staff mentor and assist in teaching courses to the interns.

Organisation of the Program

The Programme has three discrete levels:

1. a minor in Educational Studies for students earning a Bachelor's degree with a liberal arts major;

2. a one-year internship in a partner school concurrent with graduate study in teaching; and

3. four additional courses teachers take during their first or second year of teaching to complete their Master's degree in Education.

The three complementary levels of the programme are designed to support teachers' development from early stages of exploring teaching as a career (level one), through in-depth field-based study of pedagogical approaches (level two), to refinement of one's professional abilities and future goals. All levels emphasise strategies teachers in the field are using effectively to address current issues and dilemmas. Faculty emphasise that teaching is an honourable profession which entails complex responsibilities.

Qualifications and Evaluation

At each level candidates must meet academic criteria as well as demonstrate ethical, interpersonal and professional attributes consistent with the standards and portrait of a teacher developed by the faculty. Teachers who mentor interns at the site schools play a crucial role in the evaluation process.

Key Components of the Program

Three aspects of the programme which have contributed significantly to its success are:

- partnerships between the university and elementary/secondary school districts;
- mentoring; and
- quality standards.

Each of those aspects is described with regard to the internship (certification) level of the programme.

Partnerships

Faculty from the university and selected school districts have worked together to conceptualise, field-test and continually refine the programme. When the ETEP programme was formally organised in the early 1990's, school districts were selected to host the programme which were actively implementing strategies for school and teacher development consistent with the programme's philosophy. Teachers in the selected schools were involved in decisions about whether to participate in the Programme. Currently, five sites which each include multiple elementary and secondary schools host the programme's interns.

Approximately 15-20 interns are accepted in each site each year by a joint committee of university and school faculty. Costs for supervising and supporting the interns are shared by the university and school sites. For example, interns are invited to participate in all the professional development activities provided for teachers in sites. They are also included in other cultural/educational activities sponsored by the schools and have access to many resources of the schools such as media, technology and teaching materials. Schools also support the interns through staff time for orientation, observations, discussion and mentoring.

The university supports the partnership by sharing resources with the schools including technology, library and research assistance. The university also reimburses each school site for the half-time reassignment of a professional within the district to supervise the interns and co-coordinate the programme.

Another important organization works with our teacher education programme to support educational improvement in K-12 schools - the Southern Maine Partnership. It is a consortium of about 29 school systems and other smaller colleges in our region of the state. It is based in the College of Education at University of Southern Maine and works collaboratively with school district leaders and staff to write grants, provide staff development and sponsor school improvement projects. It is a requirement that our partner schools belong to the Partnership.

In fact, the Partnership was formed prior to the development of the ETEP programme. Several staff in our college had established strong relationships with Partnership members and knew their work fairly well. Thus, the first schools invited to participate were those which had already made significant progress in developing the kind of curriculum and school climate we wanted our interns to experience. Individuals from the university and their colleagues in those schools worked together to decide how the teacher preparation programme could best be integrated in that site.

Now, when we add new schools we have a set of criteria. A committee of staff from the faculty and teachers from current partner schools reviews applications, does school visits, meets with school leaders and staff from those schools, and then selects. In both cases, the full faculty of a school vote whether to

host interns or not. We want the entire school to share the responsibility for supporting the interns, it is not just the job of one mentor teacher. We have found that a school leader who is excited about partnering with the university and commits time to greeting and integrating interns into the life of the school can make a big difference. One of the problems we are now confronting, as our partnerships mature, is a high level of turnover in school leaders and mentor teachers. One result is that faculty have to invest more energy in mentor training and support.

Mentoring

Each intern is assigned to 2-3 mentor teachers over the course of the internship year. Mentor teachers, site coordinators and interns participate in making decisions about the assignments.

The site coordinator is a crucial component of our programme. Each of our five sites is managed by a university faculty site coordinator and a professional educator site coordinator from the school district. At least half of each coordinator's assigned work is in the ETEP programme. The coordinators co-teach a weekly seminar, arrange classroom placements and manage the overall programme at the site. They also provide linkages between initiatives and needs within the schools and resources in the university.

Every effort is made to choose high quality mentors who are professionally and personally committed to mentoring. The site coordinators look for mentors who are highly effective teachers, will commit time to supporting an intern and are willing to share their classrooms. Sometimes, teachers who are the most innovative don't like to turn over control of their class to another person so the intern doesn't get enough experience; in other cases, some teacher leaders who are very involved in many other school activities do not have time to spend conferencing with an intern. In all situations the matching process must be mutual. Interns have a chance to express their preference for mentors with whom they would like to work and mentors always have the choice of accepting a particular intern or not.

Mentor teachers provide support in many direct and indirect ways. To prepare for this, the site coordinators provide orientation and professional development sessions for mentors prior to and during the internship year. Many site coordinators meet monthly with mentor teachers to share experiences and refine their mentoring skills while interns teach their classes. Mentor teachers also play an active role in evaluating the interns progress throughout the year.

Others also contribute significantly to the mentoring process. Many professionals in site schools, including administrators, counselors, special educators, technology specialists and other teachers, welcome interns into their classrooms and schools. Their acknowledgment, advice and support are a critical part of the interns' experience.

The site coordinators also work closely with each cohort of interns to build strong relationships and open communication. The internship year is very intensive so support from peers is crucial. Each group is different but usually very strong bonds are formed which last beyond the internship year. Working collaboratively is emphasised as a necessary and valued professional attribute.

Quality Standards

Quality standards are a high priority. The first paper developed by school and university faculty was a Portrait of a Teacher. This profiles the type of teacher we believe graduates can become and are needed to educate our society's children.

The second piece to be developed a few years later was a complementary set of teaching standards, USM Teacher Education Outcomes. Adapted from standards under development concurrently by several national organisations, these eleven outcomes specify the professional knowledge and performances expected of our graduates. These documents are used throughout the three levels of the programme to guide admission, evaluation and level completion decisions. Teacher candidates are

required to provide evidence that they have acquired the knowledge base and demonstrated the professional attributes and performances. Various tools and procedures have been developed to provide guidance and frequent feedback to candidates throughout their development as teachers.

However, Maine does still have initial teacher certification processes that specify a set of courses candidates must complete. They include a minimum number of hours of practicum work and a student teaching experience. Several staff from our programme have worked with members of our state's Board of Education and Department of Education and Cultural Services to plan for a transition to a performance assessment system. Our state does not have the financial resources many states have to support the development of such a system so we are carefully studying options. What has worked very well as a quality assurance process for ninety candidates a year in the ETEP programme may be more difficult to implement directly and reliably for several thousand candidates a year state-wide.

The discussion and learning stimulated by a state-wide advisory committee made up of teachers, union representatives, administrators, and college faculty from public and private institutions, has been very worthwhile. It has "raised the conversation" about preparation of teachers in Maine and the importance of ensuring that new teachers have demonstrated an ability to meet professional standards prior to entering the classroom. Sometimes such committees are frustrating because it is very difficult to get consensus and politics slow the decision-making process. However, they are very educational. Members take back to their institutions a better understanding of why some changes should be made, how to make them happen and what some of the barriers are to them. They also can lead to further networking among members from different universities and schools.

Maine is also one of the states working to implement recommendations of the National Commission on ***Teaching and America's Future***. As part of that work, some money is being provided to support a small group of candidates for the National Board of Professional Teaching Standards certification described by Jim Kelly. One of our ETEP site coordinators was selected to be in that group.

Summary

It is difficult to capture in description of programme components the rigour and vigour which have been infused into the teacher preparation process through this approach. Teachers who participate find it demanding but incredibly renewing to their own practice. They delight in the interns' enthusiasm and willingness to try new teaching approaches and as a result often refine their own teaching in ways they would not have if working in isolation. Administrators actively seek the programme's graduates. They perceive graduates to bring the benefits of experienced rather than novice teachers because of the intensive internship and socialisation within a school district.

Chapter 5. Continuing Professional Development (CPD)

5.1. PRESENTATION

Anthea Millett, Chief Executive, Teacher Training Agency, England and Wales

Thank you for the invitation to join in your discussions today and to contribute to them by outlining how in England we currently propose to prepare existing teachers more effectively to meet the demands which will be made on them in future years.

I need to begin by explaining something of what the Teacher Training Agency is, what it does and what were the main issues which led to its creation.

The Teacher Training Agency (TTA)

The Agency was established four years ago by an Act of Parliament. It was created in order to develop and implement new national policies for teacher training and teacher recruitment. Why? Because Ministers were determined to improve both the content and standards of teacher training. A determination fuelled by the convictions underlined by inspection evidence, that it is the individual teacher in his or her classroom that makes the key difference to pupils' progress and standards of achievement.

The Agency is funded by the Government and carries out work devolved to it by Act of Parliament and, additionally, under remits agreed from time to time with the Government of the day. The Agency is run by a board or council of members appointed by the Secretary of State for Education and Employment.

The remit of the Agency brings together in one body a range of functions, which until 1994 were dispersed among the government's Department for Education and Employment (DfEE), the Higher Education Funding Council (HEFCE), the Teaching as a Career Unit (TASC), and the Council for Accreditation of Teacher Education (CATE).

The objectives given to the Agency in 1994 were:

- to promote teaching as a career;
- to improve the quality and efficiency of all routes into teaching;
- to secure the involvement of schools in all courses for the initial training (i.e. pre-service training) of school teachers (ITT);
- to develop the first ever national training curriculum for initial teacher training, and to revise the standards and course requirements for new teachers;
- to secure a new, coherent framework for the continuing professional development (CPD) of the teaching force.

Training – A Continuous Process

We see the training of our teachers as a continuous process not one separated into the 3 watertight compartments of initial (pre-service), induction and in-service training. The linkage between them is very important and is reflected in two ways.

First, all our initial trainees are trained in partnerships of higher education institutions (HEIs) and schools, with 20 out of the 36 weeks of the Postgraduate course spent in these schools. Training in this way has helped schools to see their responsibility for training the next generation of teachers but it has also proved to be a very powerful school improvement tool in its own right since training new teachers causes existing teachers to reflect on and improve their own practice.

Second, the induction year for the newly qualified teacher (NQT) is based on the Career Entry Profile compiled by the HEI tutor, school tutor and trainee, which sets out the strengths and areas for development of the NQT in their induction year.

I want to turn now to the main subject of this talk - the continuing professional development of our existing teaching force. This is in some ways, the most exciting and problematic area of our work.

Funding for and quality of CPD

The funding for CPD of teachers was, and indeed still is, highly complex, with monies being available on 3 different routes: from central government funds channeled through local education authorities (LEAs); from LEAs own budgets for in-service training, part devolved to schools, part retained by LEAs for locally provided in service training; and via TTA in-service training funds devolved to universities to subsidise courses for school teachers. Each year from these 3 sources we spend something of the order of £500m in total on in-service training for some 400,000 teachers in 23,000 primary and secondary schools. Until last year the priorities for school teacher in-service training were derived from two main sources: first, central government's national priorities such as literacy, numeracy, information technology, behaviour and discipline, etc and second the priorities of individual teachers. Very little attention was paid to school priorities for training.

On the quality front, none of the provision was monitored for quality and only a very small proportion of the training led to additional qualifications for teachers, all of which were academic rather than professional in nature, and teachers received no recognition or reward for undertaking this further professional training. The reality was that some teachers never undertook any training once they had gained their initial qualification.

So in 1995 TTA embarked on the first stage of CPD reform when we commissioned a research study into the continuing professional development of a representative sample of teachers. This produced four main findings:

- professional development was often ad hoc with insufficient linkage to school development planning, personal development planning and appraisal;
- there was little consistency in how much schools spent on professional development;
- very few teachers believed professional development activities had any impact on their work in the classroom; and
- schools rarely had systematic methods in place to evaluate the effectiveness of in-service training or CPD.

The New framework for CPD

As a result of this study, TTA proposed and ministers accepted the TTA's framework of professional standards aimed to address these problems by establishing clear expectations of teachers at different points in their professional development, from the newly qualified through to serving head teachers, with the intention of raising standards in schools and providing recognition and support for the achievements of teachers and heads.

The main objectives of the new CPD framework are to:

- help teachers at different points in the profession to plan and monitor their development, training and performance effectively, and to set clear relevant targets for improvement;
- ensure the focus at every point is on improving pupils' achievement and the quality of their education;
- provide a basis for the professional recognition of teachers' achievements;
- help providers of professional development activities to plan and provide high quality training, which makes effective use of teachers' time and brings maximum benefit to their pupils.

So far, national standards have been developed at 6 key points in teaching:

- **National standards for the award of Qualified Teacher Status (QTS)**

QTS must be achieved by all those who wish to enter the profession. It is the first professional qualification in the framework. To accompany the qualification, the TTA has developed a Career Entry Profile which all new teachers will take with them into their first teaching post from September 1999.

- **National Standards for registration at the end of induction.**

These standards build on the QTS standards awarded at the end of training. Achieving these standards allows a teacher to register with the new General Teaching Council, which comes into operation in year 2000.

- **National standards for Special Educational Needs Co-ordinators (SENCOs)**

Draft standards have been developed and have recently been the subject of wide consultation. They set out the management, curricular and pedagogic standards expected of SEN co-ordinators in mainstream schools.

- **National Standards for SEN specialists**

i.e. those who work with severely disabled pupils in mainstream and in special schools.

- **National Standards for subject leaders**

Effective subject leadership is essential to the raising of standards in schools. The standards should help subject leaders, their schools, local education authorities and others in using them to inform their professional development.

- **National Standards for Advanced Skills Teachers**

The AST is a new grade of teacher and government hopes to appoint some 5000 of them in the coming year. Their role is as the expert pedagogue teaching children and supporting other teachers in their pedagogy.

- **National Standards for head teachers**

The head teacher standards underpin three national programmes aimed at aspiring, new and serving head teachers:

- The National Professional Qualification for Headship (NPQH); Preparation
- The Head teacher leadership and Management Programme (HEADLAMP); Induction, and
- Leadership Programme for Serving Head teachers (LPSH); Extension.

All our standards are designed to make clear for teachers at different points in the profession the knowledge, understanding and skills they need to do their jobs effectively – as well as the training and development needed to re-invigorate, re-enthuse and re-motivate people throughout the profession, including those at senior level.

Included in the standards are key issues which consultees have agreed are vital to the role described and which have been identified in the Government's Education White Paper "Excellence In Schools" as national targets over the next five years. Such issues include literacy, numeracy and information technology, behaviour and discipline, raising standards for all pupils including those with special educational needs, business/industry links and homework.

Although the framework makes no assumption that teachers should adopt particular career patterns or necessarily aspire to subject leader or head teacher status, it can provide a basis for teachers to plan their career progression.

In drawing up the standards, we worked closely with the teaching profession and its representatives and struck a chord with the thousands of teachers who have wanted a more strategic and planned approach

to their professional development. Following the completion of the standards, their application within the education service has taken a variety of forms: Two of them, the QTS standards and the head teacher standards both underpin qualifications, the first for entry to the profession and the second for entry to headship. We are currently consulting about whether the SENCO standards and the standards for SEN specialists should also form the basis of qualifications.

The Subject Leader Standards have in many areas been incorporated into the teachers' appraisal process while the various subject associations have also customised the TTA's generic standards for heads of particular subject departments and I hope the subject associations will give recognition within their ranks to those individual heads of department who achieve excellence in application of the Standards.

Standards for ASTs have to be met by those seeking AST status, which brings enhanced responsibilities and higher salary, while the Standards for Induction give access to registered teacher status. This variety of uses for the Standards within the English system reflects, in my view, the different intentions of government towards the reform of the teaching profession. It also reflects the very real cost implications of providing qualifications to underpin each and every set of standards. They are too high!

You will recognise that the agenda of action I have described contains some highly contentious elements. Partners in the education service, including local education authorities and teacher unions have, while welcoming much of what we have done, also sometimes had reservations about the pace or direction of change. TTA has moved quickly and although still a young organisation it has made, through its hard-driving approach to reform, a very substantial contribution to changing not only the way we train teachers but also to how we now perceive teachers and teaching in England. Through our actions we have generated debate about teachers' professionalism, about classroom-based research and about the nature and quality of initial and in-service training. But much more remains to be done.

The Aims of the Reforms

In 1997, the TTA began the second stage of its CPD work following the passage into law of the first of the Labour Government's Education Acts. The Teacher Training Agency then received a demanding and significant new remit from the Secretary of State. The letter set out nearly 50 requirements on which the TTA would be working, with the help of the profession and others. You will be relieved to hear that I do not propose to detail each in turn. What I have done, is to encapsulate them in the form of the following seven challenges, which seek to secure a teaching profession which is

- better inducted;
- better developed after entering teaching;
- better deployed;
- better assisted;
- better led;
- better managed and appraised, and
- better represented.

Let me now explain briefly where we are under each of these challenges and say what I think are particularly important priorities.

Better Inducted

The first year of teaching is, as any teacher will tell you, critical to the long-term performance of a newly qualified teacher. The Government has decided that, while Qualified Teacher Status (QTS) should continue to be awarded at the end of initial training, it should be confirmed at the end of the induction year. That year will be all about trainees consolidating - day in, day out – performance as measured against the QTS standards and meeting the new induction standards as well.

The Government has produced a discussion paper on the proposed content and coverage of the

induction year and the final assessment arrangements and we are consulting on it at present.

The major features of this induction year are:

- each NQT comes into their first post with A Career Entry Profile setting out the strengths of the individual and the areas for further development;
- a reduced timetable for the NQT to ensure time for further development and training;
- a professional mentor within the school to develop with the NQT their action plan for the year;
- an external body to oversee the inductees' programme and confirm, or otherwise, the head teacher's assessment at the end of the year;
- registration of successful NQTs with the new General Teaching Council.

It is critical to recognise the importance of the induction year in securing consistent high standards of performance from all our teachers. The Career Entry Profile will be a compulsory part of the scene from next summer. It will both aid the induction process and also allow us to build seamlessly into the continuing professional development needs of teachers once they are established in the profession.

Better Developed after Entering Teaching

High quality and relevant continuing professional development is the hallmark of all successful professions. For many serving teachers, however, the training they undertake is ad hoc, often unrelated to the needs of their pupils and sometimes of a very poor standard indeed.

In his remit letter to us, the Secretary of State set out a bold vision of a substantial programme of re-skilling and updating the knowledge and techniques available to serving teachers. Priorities for training are a clear and structured plan which builds on the programme for literacy and numeracy and for familiarisation with information and communication technology. The Government has made clear its core commitment to raising standards in these areas. After that job has been done no doubt other priorities will follow.

The Secretary of State has also asked that the Board look at the framework of CPD standards which we have developed and consider whether the overall pattern of levels and specialisms is right or whether further work is needed. He also seeks views on how standards might best be used to help teachers in planning their professional development and training and on the case for developing further national qualifications beyond QTS. Without prejudging our response, it is clear that, internationally, the notion of such a professional development framework is an idea whose time has come – in our case, nearly 30 years after the need for a more coherent approach to teachers' professional development was identified by the James report.

In the area of Information and Communication Technology, the government will make resources available from the Lottery Fund to ensure greater ICT competence and confidence across the teaching force. The TTA is developing and implementing the necessary training arrangements. Key areas are the establishment of criteria for training quality, the commissioning of diagnostic materials and advice on the quality of bids from training providers. We shall also be contributing professional advice and support in relation to the Virtual Teachers Centre, in the context both of the National Grid for Learning and of the University for Industry.

Training in hardware and software matters will be important but should not distract us from the core question, which is – how do we help teachers to learn when the use of IT will help them teach their subject better than conventional modes of delivery, and when the use of IT is better avoided? We do have the new ITT National Curriculum for ICT for trainee teachers and this will be vital in establishing the baseline for serving teachers.

Better Led

All evidence makes it clear that good head teachers are essential to the achievement of the Government's programmes of reform. And it is not just politicians and the TTA that are aware of the need for good leadership. Pupils, parents and teachers, all confirm the evidence coming from inspection that head teachers are key to the successful education of pupils. Of course, there are many good head teachers in our schools. But, we need to ensure that there are many more if we are to tackle seriously the challenges facing schools and colleges in the next century.

What do head teachers do which is so significant to improving standards? It is in part a matter of

- being visible to pupils and promoting the ethos of the school i.e. what the school stands for;
- creating and communicating a vision and direction for the school, high expectations and a sense of purpose;
- facilitating teachers' work through good organisation and management and through monitoring teaching and learning in classrooms;
- leading, motivating, supporting, challenging and developing staff to secure improvement;
- setting priorities and focusing efforts on those priorities at the same time mediating pressures on their staff;
- deploying people and resources efficiently and effectively in ways that encourage rather than constrain teachers in their job of teaching;
- welcoming their accountability for the efficiency and effectiveness of the school.

All of this and more is reflected in the three headship initiatives which I mentioned earlier.

All three programmes are based on the assessment of the needs of the individual and the TTA's National Standards, and they are all designed to reflect government priorities and to improve leadership standards in our schools. But, they are very different in design and delivery. The NPQH is an extensive modular training programme, run by twelve regional centres, which are regulated by the TTA. NPQH covers all aspects of headship and can be taken over a three-year period. Assessment is of both the individual modules and of the whole programme and successful candidates are awarded the professional qualification of NPQH.

The second programme, HEADLAMP, is far more flexible. Candidates can access up to £2,500 towards the costs of, essentially, bespoke training on aspects of headship where they and their governing body feel that there is a need for further training. They may choose their training from any provider on a list of training providers held by TTA.

We have also taken forward, in response to another request from Ministers, the development of the third programme, a new high quality training programme for existing heads to challenge and equip every participant to raise their own standards and standards in their schools. The LPSH has been developed by TTA in association with HAY Management Consultants, with Open University and the National Association of Head Teachers (NAHT). The programme went live this November and it is already oversubscribed threefold. We do not see this programme, the LPSH, as fulfilling all the CPD needs of a serving head. It is a national programme but it will sit alongside existing local programmes. It is a leading edge programme with five major components.

First, judgements from a rounded appraisal of the participant head in relation to the leadership characteristics possessed by the head; the school ethos created by the head; and the management styles employed by the head. Questionnaires on these three areas are completed by up to five members of the school staff and governors, and by the head. The data is analysed and comparisons can then be drawn as between the head's perceptions and those of the staff that work with the head. The second feature of the programme is the school's own inspection and examination results data and the targets it has been set by DfEE and LEA. The third element is the national standards for headship.

All three elements come together in a powerfully challenging programme and if all that is not enough there is also an Information and Communication Technology component designed to ensure our heads are IT literate. We also link them with a business partner. The former because if our heads are not IT literate then they will not urge their staff to use IT and the latter because heads need an objective sounding board for new ideas and a senior manager from industry or business can provide a very useful perspective on issues which the school faces.

Some of the key messages which have emerged so far on Headship training are:

- it is improving people and their leadership skills and behaviour, which is more important than tinkering with structures;
- highly effective headship is crucial to securing effective teaching and improved standards;
- good heads are as good as leaders as the very best in any sector of business or industry;
- the role of the head is not sufficiently highly prized at present;
- business partnerships work in both directions;
- when the training is good enough, heads, whatever their age, experience or stature, will compete to get onto training programmes.

Better Managed and Appraised

The professional framework of standards I spoke of earlier is already helping to secure better leadership and management. A teaching force working for improvement deserves to have its progress recognised. Appraisal should be the means by which it is achieved. We are now waiting on government for revised appraisal arrangements.

Better Deployed

At present, the deployment of our teachers means that the best of them are often promoted away from teaching. Because we have had no clear criteria for recognition of high quality teaching, many promotions have been related not to classroom practice but to the performance of other pastoral or administrative tasks. We must in future promote new and good teachers who choose to stay in the classroom.

Better Assisted

In looking at all other professions it readily becomes apparent that the infrastructure of assistance offered to individuals is more fully developed than in teaching. Better trained non-teaching assistants, and more extensive IT support, point the way for teaching in the future. We must find ways of making more effective use of all the resources at our disposal and this means finding new ways of enhancing the delivery of the curriculum. One of the ways of ensuring this is to see that classroom assistants are better employed. We need to build strong career ladders for them, so that those who have the knowledge and ability to go on to become teachers can do so.

Better Represented

Teachers have long needed a strong and independent professional voice. We must have high hopes for the General Teaching Council (GTC) proposed in the Government's second Education Act. Provided it is not a talking shop, and has sufficient grassroots support, it could provide a valuable focus for the profession to have a say on professional and regulatory issues. The GTC will not be set up until 2000 and it has a formidable list of areas in which it will be able to offer advice to the Secretary of State and to other bodies including the Office for Standards in Education (OFSTED), the Qualifications and Curriculum Authority (QCA) and the TTA:

The advisory responsibilities of the General Teaching Council include: standards of teaching; standards of conduct for teachers; the role of the teaching profession; the training, career development and performance management of teachers; recruitment to the teaching profession; and medical fitness to

teach. There is a real opportunity here for teaching to show its maturity as a profession and to work with the Government and its agencies in the interests of raising standards in schools.

Future Challenges

This is the Government agenda on which TTA has been engaged so far. But the third stage of its work will begin very soon. On 4 December 1998, the Government launched a new consultative Green Paper (leading to a Bill) on the future of the teaching profession that has far reaching implications for TTA as well as for teachers and schools.

Its main provisions are:

- a new structure for the teaching profession;
- leadership level;
- senior professional level;
- first professional level;
- qualified teaching assistants;
- school-support staff;
- a national college for school leadership;
- appraisal as the basis for judgements on pay and career development;
- a performance threshold to higher pay;
- a school bonus scheme;
- more flexibility and rigour in initial teacher training;
- systematic career and professional development;
- a national fast-track scheme for talented trainees and teachers;
- more and better trained teaching assistants;
- collaborative working among small schools.

We eagerly await the close of the consultation period to see where our new responsibilities will lead us.

In conclusion, the success criteria for the Government's CPD plans must be that:

- pupil achievement, based on high expectations, is the focus for all teacher training, teaching and school leadership;
- the good things that our schools and their teachers are achieving are promoted in a conscious, concerted manner;
- enough well-qualified trainees are being recruited;
- teacher trainers and trainees and serving teachers are clear about what teachers and they themselves have to know, understand and be able to do;
- there are coherent standards for, and expectations of, the profession;
- teachers are working on the basis of evidence and up to date subject and pedagogic knowledge;
- teachers receive the full potential benefit of working with classroom assistants and ICT;
- confidence and status are such that teachers – and teacher trainers, for that matter – are not afraid of criticism, and welcome new ideas and outside perspectives; and
- teachers are advocating teaching as a top profession for others to join.

5.2 GROUP DISCUSSION: PROFESSIONAL DEVELOPMENT OF TEACHERS.

Bearing in mind current social and economic demands, what should now be the priorities for upgrading the knowledge and skills of the existing teaching force?

Group 1.

- new teaching methods (practical training);
- classroom management (manage learning, not teaching);
- curriculum development (for choosing teaching materials and 'creating' curriculum in the classroom);
- develop teachers as 'explainers';
- develop teachers as role-models;
- subject-training as needed by the new curriculum (get away from the current model based almost on subject-only);
- assessment of pupils.

Group 2.

- Reforming teacher training must be part of larger reform in education (curriculum, textbook and assessment change). New strategies and methods to focus on system changes as well as methodology change (student centred approach, interactive methods, problem solving).
- Provide special courses for teacher trainers on adult learning methods; peer coaching structures are important.
- Priority should be given to teamwork of teachers within a school, and working with outside specialists.
- Training should be linked to a school development plan.

Group 3.

- The definition of standards should be developed, presently countries have different understandings.
- Prepare the legal foundations and target programs of professional development; introduce new educational methods and technologies; improve educational quality.

Group 4.

- achieve balance of theoretical and practical skills;
- decentralise in-service teacher training;
- use variety of different forms of teacher training; short-term and long-term development of the appraisal system;
- leadership (for teachers and school directors);
- project development;
- establishment of management institutions (structures) for educational leaders;
- involvement of local communities in teacher training;
- quality of in-service teacher institutions.

Group 5.

- Priorities: general (equality of opportunity, curriculum development, vocational education, quality assurance); concrete (integrated teaching, assessment); skills (group working, head teacher training, mentoring); and personal career development.

How can resources be directed specifically to these priorities? By whom? Could resources be redirected from other areas?

Group 1.

- create demand in the system for the type of training needed by: performing needs-assessment; sharing results with teachers; incorporating the results into quality assessment systems.
- the central authority (MoE) should develop policies and strategies in this respect.

Group 2.

- Funding to target strengthening of key institutions: new role for teacher centres; strengthen institutional networks of inspectors and training centres; establish national centre for teacher training.
- Cascade model as a temporary measure, but development of institutional structure provides sustainability. Cascade should be supplemented by direct work with teachers and schools.
- Funding can be given to the teachers or schools to obtain training at the regional level.
- NGO participation in teacher training important.

Group 3.

- Different countries will resolve the problem of allocation and re-direction of resources in different ways.

Group 4.

- multi-channel financing for teacher training (government financing, non- budget financing, co-funding, sponsorship, and local budget);
- financial independence of educational institutions;
- development of non-governmental teacher training institutions and agencies;
- creation of appraisal system to stimulate teachers to further development;
- government being the main sponsor of the educational system (up to 80 %), it should determine the educational policy.

Group 5.

- Resources can be obtained / directed as earmarked finance from Government for specific development; as reward for quality performance; through a central agency; using vocational training tax on firms; or through a National Lottery.

What groups should be given priority, for example, teacher trainers, heads of schools, teachers of specific subjects?

Group 1.

Training of trainers

- WHY: trainers have a crucial role in developing teachers.
- WHAT ON: methods and content.
- HOW: best to have trainers who have recent teaching experience, but academic input is also needed.

Options:

- fellowships for teachers to be trainers;
- train teachers as Master Teachers;
- develop Teaching Schools;
- define trainers as a profession (but, danger then of losing teacher credibility if trainers are away from teaching for a long time).

Training of head teachers

- WHY: managers of school are crucial to e.g. manage change, monitor school processes and progress, motivate teachers;
- leverage (inexpensive training costs, strong effects on schools)
- WHAT ON: leadership; management of resources and of personnel.

Group 2.

- To raise training capacity, disseminate information on reform problems and do training in methods, through training key people in the system: subject inspectors.
- New teacher trainers are needed – active teacher training groups need to be created. Possible to utilise teachers who have already been trained by other programs (NGOs, donors such as Soros, Goethe Institute, USAID, World Bank) to form core of trainers.
- There is a tension between the old system of teacher training and new demands.
- Unqualified teachers need to be given priority in training.
- Pressure of emergency and reform: poverty related problems need to be addressed as well as reform related priorities.

Group 3.

In ideal situation, training of all groups should be done simultaneously. In conditions of shortage of finance, priorities should be given to:

- people involved in development of standards;
- trainers of teachers;
- head-masters/ school managers;
- teacher leaders and subject teachers;
- development and publishing of educational magazines and providing them to schools.

Group 4.

- priorities should be given to all the groups;
- analysis of needs of groups is required.

Group 5.

- Although in many cases responsibility for teachers has moved to local authorities, Ministries may be able direct finance to the required areas eg. by the use of standards, grants, funding formulae biased towards the user; use of carefully selected public or private institutions; or using outside funding.

- Priority groups will depend on country but mentioned were teacher trainers, heads of schools and certain subject teachers. Cases can be made for approaching a number of groups at once and for a core plus choice offering to teachers to retrain.

What role should Ministries play in identifying priorities and in the funding of professional development? In accrediting providers?

Group 1.

- MOE has a main role in identifying priorities – through needs-assessment and research-data collection;
- accreditation and professional development standards should be set;

- funding: liberalise training, but solve the following problems:
    1. keep funds at the disposal of the MOE for supporting schools in training their teachers;
    2. make sure these funds are used as aimed by the MOE (best way: regulating this by the system itself through creating the demand and checking training budget is used for training);
    3. decide what training agencies to set-up (central or private) and develop policies accordingly;
    4. get feed-back and adjust strategies accordingly.

Group 2.

- Standards for qualifications of school directors and teachers should be set.
- Ministries should evaluate training and evaluate outcomes in student achievement.
- Should institutions, trainers or courses be accredited?
- Accreditation system can allow for decentralisation of provision of training.
- Accreditation is not a substitute for evaluation of training provided.

Group 3.

- In different countries it would be different in accordance with the law.

Group 4.

- the Ministry is the main source of financing and thus is entitled to execute control over spending;
- mandatory system of accreditation of educational institutions and control over their quality and standards development.

Group 5.

- The role for the Ministry, which should be strictly limited, is to start discussion in the country among education, industry and business; to refine strategy; and to define goals.

What incentives might encourage professional development as an essential part of career development and refreshment?

Group 1.
- quality-assessment systems should be introduced and used to define aims of professional development;
- reward achieving teachers.

Group 2.
- Teachers as trainers might receive additional pay and partial release from teaching duties to allow for peer training;
- Assessment of teachers through testing on subject expertise and observation of classroom practice to classify teachers and link to salary increases. (Introduced in Georgia on a volunteer basis at first).
- Training on certain priorities should be compulsory, but so also should career rewards and developing a career identity.

Group 3.
- Comprehensive approach should be developed which will include moral and financial incentives and will raise the prestige of the profession.

Group 4.
- financial stimulation;
- opportunities for career development.

Group 5.
- Incentives are required, such as: better defined career paths; and links between career / professional development and reward whether financial, qualification or positional (eg becoming a mentor).

How might professional development be linked to needs identified from assessments of the performance of teachers?

Group 1.
- define a new teacher profile;
- undertake needs assessment of the current state against the desired profile;
- share results of needs assessment with teachers;
- incorporate results of needs assessment into quality assessment systems to create demand for the professional development of teachers in the direction wanted by the policy-makers.

Group 2.
- Teacher evaluation performed by subject leader (inspectorate level) and by school director;
- Inspectorates should conduct needs analysis and pass information to training centres.

Group 3.
- Professional development should be tied to the priorities of the society.

Group 4.
- **-**

Group 5.
- A system of identifying institutional and personal professional needs is required. It may be helpful to move choice and finance towards the users (school and individual teacher).

Chapter 6. Reflections by Country Delegates

6.1. Ventzeslav Panchev, Deputy Minister of Ministry of Education and Science of Republic of Bulgaria.

The Ministry of Education and Science of the Republic of Bulgaria has recently been reconsidering the whole system of training and qualifying teachers. We have been working on establishing a new basis of legal regulations for the development of education and its main components : Law of Educational Degree, Educational Minimum and Syllabus. As a result, there have been important changes and transformations in the school curricula and textbooks, and demands for teachers to change their methods, ways of working, motivation and approach to students. So the issue of training and qualifying teachers is one of our major priorities and it will be discussed at the current negotiations with representatives of the World Bank on funding educational projects. The fact that we had firmly decided to tackle all these problems makes our participation in the conference very important and timely.

The conference has given us opportunities:

- to identify major problems in the process of training and qualifying teachers and to compare these with the situation in other countries in process of change;
- to enlarge and enrich our vision on these problems;
- to share our experience in solving these problems with other participants and learn about their problems;
- to assess our positive and useful activities and to find out where we do need some more analytical work, and where and how to apply the new ideas and instruments we have learned at the conference.

Generally, we are convinced now that we are on the right track in our efforts to decentralise the system of educational government and to develop the new role of the Ministry of Education and Science in working out and applying standards and criteria for training and qualifying teachers. At the conference we have clarified our view about the nature of the relations between autonomous universities and MES in this process. The discussions we have taken part in have convinced us that we have been right to aim at establishing a system of funding that would provide for effective and high quality training of teachers, while allowing schools the opportunity to work out their own strategy. A predominant understanding at the conference would be that we have to ensure transparency and publicity of the results of our new system for training and qualifying teachers, which is very important for us as well.

The English system that we had the opportunity to examine exemplified well the complexity of the approach needed to solve these problems and we would avail ourselves of it with gratitude. However, the discussions at the conference have made it clear that there is no universal remedy. Therefore we need to analyse the specific characteristic features of our current educational system and our analyses will be more effective as a result of the opportunities for information and discussion at the conference.

The conference was a real mine of information for which we are deeply grateful.

6.2 Professor Imre Czinege, Ministry of Education, Hungary

Current Situation in Central/East (C/E) European countries

After the dramatic changes in the region in recent years, there are both similarities and very significant differences among these countries. The most common characteristic is that the political changes were associated with a very deep economic crisis in each country, which in turn has caused a strong polarisation within the society. A small minority of the population became rich and the majority live below the minimum acceptable living standard. Those countries which suffered shorter and less deep economic recession have started to establish a rapidly developing market economy in recent years, but others have remained in deep crisis. To overcome these difficulties, each group of C/E European countries needs a complex treatment, but all experts agree that education has a key role in the recovery process.

The role of education in the transition period

There is a double challenge to education:

- to supply the society with skilled labour output from each level of education (general education, vocational training, higher education)
- to help groups in critical social situations to access education (poor families, minorities, economically and socially handicapped young people)

To fulfil these demands a complex reorganisation of education is needed as the former centralised models are not able to follow the rapid changes in the economy. It is necessary to accept at government level that education is a strategic investment, and to ensure that this investment pays back at the highest efficiency. This is the policy of the new Hungarian government, and the Ministry of Education serves this objective.

Teachers have a key role in the reform process of education: their active participation is necessary. However, a fundamental problem of each C/E European country is that while on one hand governments wish to improve the quality of education, on the other, teachers have low salaries, limited career opportunities and a permanent threat of losing their job. To solve this complex problem a harmonised policy is needed which makes an appropriate balance between the demands and the resources.

The role of policy forming boards in the reform process

In the former centralised system all reforms could be initiated only from “above”. Although these reflexes still exist on all levels of public administration, all participants must forget them now: only the optimum balance between “top - down” and “bottom - up” initiatives can result in a good solution. Hence, the most important steps of the reform process are the following:

- good preparation, wide but limited public discussion;
- establishment of an appropriate legislative and financial framework by state organisations (government, parliament);
- allowing education institutes and their organisations to find the best solutions at local level;
- Ministry of Education has to be an important but invisible participant in the process - similar to the good referee in a football match.

The main common objectives of the education reform in C/E European countries

Primary education (6-16 years age group, 100% should be enrolled)

- strong basic knowledge
- minimising the initial cultural and social differences
- socialisation of handicapped groups
- extra care for talented pupils

Secondary education (14-18 years age group, 70-80% should be enrolled)

- high level literacy, natural sciences, social and cultural studies
- language skills (at least two foreign languages)
- methodological preparation for independent learning and further education
- preparation for higher education

Vocational training (16-21 years age group, alternative enrolment to secondary education)

- development of fundamental knowledge (for example calculus, time management, team work)
- professional skills
- ability and demand for life-long learning

Higher education (19-28 years age group, 30-35% should be enrolled)

- highly trained professionals possessing general knowledge, who are able to apply these skills
- high level language skills (active use of two foreign languages)
- different levels of training (undergraduate– 3...4 years, graduate– 4...6 years, postgraduate – 1...3 year programmes)
- ability and demand for life-long learning

General requirements at each level

- Quality Assurance System at national and at institutional level
- Well qualified teachers
- Organised training and career development of teachers
- Appropriate managers for institutes
- Autonomy and accountability of institutes

Summary

- Recognise the common features of the present situation in C/E European countries
- Find examples of good methods either from EU-countries or from the neighbouring countries
- Apply the experience gained to solve the national problems on an individual basis.

Appendix 1.

Country Paper – Bulgaria.

1. Structure of School Education

1.1. Age of the students on entry; number of years in each level.

School training starts at the age of 7, attained in the year of admittance to the First Grade. Children of complete 6 years of age can be admitted if their physical and mental condition judged by their parents or guardians warrant that. [art.7, para.2 of the Education Act].

According to level, school education can be primary or secondary; while according to type of training, it can be general or professional [art.22, para.1 of the Education Act].

Primary education is carried out in two stages: Elementary – from 1 to IV grade**,** and Junior High School – from V to VIII Grade [art.27, para.1 of the Public Education Act]. The number of years in each level are:

1. Elementary School I to IV Grade incl. /4 years.
2. Junior High School V to VIII Grade incl. /4 years.
3. Primary School I to VIII Grade incl. /8 years.
4. Secondary/High Schools IX to XII Grade incl. /4 years.
5. Professional/Vocational Schools VIII to XII Grade incl. /5 years.
6. General Education Schools I to XII Grade incl. /12 years.

1.2. Number of Schools by location.

The number of General Education schools is 3361, of which 2229 are in villages and 1132 in towns.

The distribution according to size of all types of schools [General Education, Professional and Specialised schools] is:

0 to 50 students	754
51 to 100 students	931
101 to 160 students	667
161 to 300 students	665
over 300 students	419.

1.3. Students; teachers; student-teacher ratio.

The total number of students in the general schools is 904,418. The total number of pedagogical staff (headmasters, deputy headmasters, pedagogical advisors, teachers and supervisors) is 82,807.
In implementation of Ordinance Nos. 3 and *5* which define the number of students and children in the classes and groups at schools, kindergartens and supporting units, the ratio of 10.9 students for each pedagogical staff is determined.

1.4. School management.

The structure of the management in the system of secondary education is: Ministry of Education and Science - Educational Inspectorate of the MES - school. The management of a school are the Headmaster, the Teachers' Council and the School Board of Trustees.

The school is managed by the headmaster, who is appointed on the basis of a competitive procedure. The headmaster is responsible for the overall activities of the school such as: implementating the State policies in the field of education; representing the school before institutions, organisations, or persons; exercising internal control in accordance with his prerogatives which are defined in regulatory documents.

The Teachers' (Pedagogical) Council is a specialised body which decides key pedagogical issues. The members and functions of the Teachers' Council are defined in the Regulation on the Application of the Law on Public Education and in the school regulations.

The Pedagogical Council approves the Code of Conduct of the school, selects the forms of training and the procedures for their implementation, reviews and acts on the results of the training and approves the individual plans and programs for the training of students.

The School Board of Trustees is a community organisation in support of the school. Its members and activities are defined in a Regulation which is approved by the Minister of Education and Science.

The number of the teaching and non-teaching staff in the schools is determined in Ordinance 3 on the number of staff in the System of Public Education.

2. Curriculum and student assessment.

2.1 Syllabus Definition.

The syllabus of the General Secondary Schools is approved by the Minister of Education and Science. The schools then develop school syllabuses in accordance with the syllabus approved by the Minister, which are approved by the Teachers' Council.

2.2. Subjects studied.

The subjects studied, defined in the syllabus of the secondary schools, are: Bulgarian Language and Literature, Foreign Languages, Mathematics, Information Technologies, Country Study, History, Philosophy, Natural Sciences, Physics and Astronomy, Chemistry, Biology, Geography, Arts, Music, Crafts, Crafts and Mechanics, Technologies, Physical Education (Sports).

The syllabus defines the class constrictions (number of classes) for each subject.

2.3. Student assessment.

The appraisal of knowledge and skills of students is done in accordance with the grade appraisal system used in the country (from 2=poor mark to 6=excellent mark), through awarding these marks at the end of a term, at the end of a school year and at graduation from each educational level.

The marks given at the end of a term are based on the current marks given to the students in each subject of the syllabus, the annual marks are awarded on the basis of both the current and the term marks. The current marks are put in students' mark-books and class-registers; the term, annual and graduation marks are put in students' mark-books, class-registers, certificates for a completed grade, personal files and diplomas(certificates) for a completed educational level.

Reporting to parents is done through current, term and annual marks in each subject of the syllabus, in accordance with which the training is carried out, reflected in the students mark-books, certificates for completed grade and diplomas for completed educational level.

2.4 Current Development Priorities.

These are:

- Development of State Educational Requirements for: education levels, general education minimum and syllabus; an assessment system; curriculum standards.
- Extending foreign language studies through the gradual introduction of a first foreign language for the children in the First Grade of Primary Schools and introduction of a second language at latest in the Fifth Grade.
- Commencing the first stage of the program for implementation of the National Education Strategy on Information and Communication Technologies(ICT): development of ICT training documentation; development of training modules; training of teachers; implementation of pilot projects.
- Decentralisation of education management with the purpose of promoting independent, active school policy to achieve efficiently the educational objectives.
- Developing Regulations for Implementation of the Act on Amendment of the Public Education Act.

On July 14, a Job Description for Teacher-methodologists in Foreign Languages was approved with a Resolution of the Ministry of Education and Science. A Nominal Order of the Minister of Education and Science has been prepared to define a network of teacher-methodologists in regions, and a three-year Contract has been signed between the Minister of Education and Science and the respective teacher-methodologists to perform their duties regulated in the Job Description.

3. Post- Graduate Vocational Training and Career Development.

3.1 Regulations.

The scope of teachers' vocational training is defined in Ordinance No.5 of the Ministry of Education and Science regarding conditions for pedagogical staff vocational training within the system of public education and the order in which professional qualification degree is gained [promulgated in State Journal, vol.6 of 1997; amended in vol.8 of 1997; compl. in vol. 73 of 1997].

3.2. Scope, level and type of vocational training undertaken.

The following positions can be subject to vocational training and can gain qualification degrees, pursuant to Ordinance 5:

- Headmasters, teachers, deputy headmasters acting as active teachers, supervisors, heads of branches (subsidiary educational establishments) of Crafts and Polytechnic Schools, logopaedists, pedagogues, tutors; psychologists, choreographers, computer room teachers and training advisors in kindergartens; schools and their support units pursuant to art. 2 of the Education Act, which meet the requirements for occupation of the respective position according to normative act of the Minister of Education, Science and Technology;
- Specialists in the state and municipal support units, who train and supervise children and students;
- Specialists who exercise training, methodological, organisational and pedagogical functions in the Ministry of Education, Science and Technology(MEST); in the Regional Inspectorates (RI) to MEST; and in teachers' establishments for Professional and Creative Improvement.

Professional Degrees can also be gained by:

- Education specialists in Municipal Administrations who have received the qualification of a "teacher", or have other pedagogical qualifications and at the time of application have the necessary pedagogical experience for these positions in accordance with the requirements of Ordinance No5.
- Persons in elective office in teachers' syndicates, who have gained the qualification of a "teacher", or have been appointed regular teachers and at the time of application have the necessary pedagogical experience for these positions in accordance with the requirements of Ordinance No5.

The Teachers' Vocational Training System is based on the principle of voluntary participation. All teachers can take part in different types of vocational training of their own will or under recommendation from their employer (the headmaster) or the controlling body (RI of MEST).
The labour, financial and other conditions for participation in vocational training activities are contracted between teachers and their employers (the headmasters), while the training conditions are contracted between the applicants and the Training Institution (the Higher School).

Priority groups who shall be included in vocational training activities are:
- teachers whose subjects and fields are subject to new state educational requirements;
- teachers occupying a position which is new to the education system;
- teachers who are about to take a new position;
- teachers who occupy a position after a break in their experience of over three school years.

3.3. Definition of priority fields and co-ordination with resources.

Priority fields in the sphere of vocational training are defined by MEST and are reflected in the syllabi of the specialised qualification units (Teachers' Vocational Retraining Institute).
For the 1998/99 school year, the priority fields are:
- foreign language teaching and early foreign language teaching;
- integration of Information Technology in education.

3.4. Provision of Vocational Training.

Vocational Training is carried out within the Higher Education System by legitimate Higher Schools or their structural units.

Within the Higher Schools network, there are specialised Vocational Training Institutes for Teachers, whose main function is the organisation and provision of different types of vocational training. They have the status of juridical units, financed from the budget of the respective higher school. They develop and submit to the Minister of Education and Science, annual plans for pedagogical staff vocational training funded by the State.

The main types of vocational training are:
- general courses with a required attendance of at least three weeks;
- courses on a specific subject duration up to two weeks with a curriculum which includes theoretical and practical training on a specific pedagogical problem;
- instruction courses duration up to one week with a curriculum ensuring training on a new syllabus, specific professional functions, etc.
- pedagogical specialisation;
- specialisation in a specific scientific field;
- training ensuring specific pedagogical skills and their improvement;
- seminar, practice, problem group, conference, etc.

The vocational training can be done at school, regional or national level.

3.5. Role of the Headmaster and outside Agencies.

The headmasters of schools and kindergartens, as well as their support units, are the organisers and co-ordinators of the vocational training activities at school level. Together with an expert from the controlling body (RI to MEST), they prepare the admittance recommendation for teachers to the vocational training procedures.

3.6. Award of qualification degrees and links to career development.

The existing Vocational Training System for Teachers covers five levels, called vocational degrees. (Fifth-first vocational degree - VD), corresponding to the level of professional competency reached by the teacher.

For each VD, examination procedures have been envisaged aiming at appraisal of the level of professional competency reached by the candidates, which is closely related to the position held by them. In order to gain access to the procedures, the necessary pedagogical experience is required, together with a recommendation from the employer (the Headmaster) and the controlling body (RI to MEST).

Admission to the procedures is not bound with completion of a specific type of vocational training, with the exception of III VD, which requires the successful completion of a one-year-vocational specialisation in a Higher School or its branch/unit.

Achieving VD may gain higher payment and the right to manage vocational training activities on a school level.

3.7. Funding of personal development.

Pursuant to article 98 of the Regulations for Implementation of the Public Education Act, funds for teachers' vocational training are ensured by the MEST, if:

- new state education requirements are introduced or the existing ones are being changed;
- objective reasons impose the need for gaining new qualification in order to change the position or the specifics of the job.

In all other cases, funds for vocational qualification are ensured by the person or sponsors.

In order to be admitted to VD procedures, the candidate must pay administrative fees.

No fees are payable for vocational training in the specialised Teacher's Vocational Training Institutes if the training is carried out in forms approved by the Minister of Education and Science, which have been envisaged in the annual plan of the respective Institute.

4.8. Quality and efficiency of training.

So far no systematic efforts have been made to evaluate the quality and efficiency of the vocational training offered. The difficulties arise from the lack of legally defined requirements on vocational training overall.

4.9. Remuneration of teachers.

The main objectives of the policy on incomes in the education system, which is part of the comprehensive policy on incomes in the country, is the preservation of the social status of the achieved level of salaries and the creation of conditions for increasing the incomes of the persons employed. These objectives are implemented through the normative acts on salaries in the system of secondary education.

A Decree of the Council of Ministers approved a classification of the staff positions by degrees and level of starting salary for all jobs in the system of science, higher and secondary education. This enumerates the respective degrees of seniority and the starting salaries for them.

The Regulation on the individual monthly salaries of the secondary school staff within the system of the Ministry of Education and Science defines the unified mechanisms for the formation of teaching staff salaries. The pay received is a function of personal qualifications, the time in service on the job and the

category of the educational or day care establishment. There is a regulatory prerequisite in place allowing, through the system of incomes, for the attraction into the system of education of specialists with a high degree of professional qualifications and erudition.

As stipulated in section 35 of the Act on the Amendment of the Public Education Act, persons employed in the system of Public Education receive additional payments three time a year on the basis of an Ordinance of the Minister of Education and Science. The Ordinance has been drafted and will be submitted for coordination, costing and approval. It created the regulatory mechanisms for an increase in the real incomes of the people employed in the educational system. These ideas will be implemented in 1999.

Teacher training (training and re-training) is financed exclusively by the State Budget. The training and re-training paid for by the Budget is organised in three Central Institutes for Teacher Training. The universities can also conduct training courses, which as a rule are paid by the trainee.

The Public Education Act requires the definition of a cost per student. At the moment the cost per student is calculated on the basis of the allocated subsidy from the State Budget.

Appendix 2.

Country Paper – Mongolia.

1. Organisation of school education

- By law the age of entry to school education is eight years, although given evidence of special preparation it can be 6-7 years.
- Primary and secondary education is divided into three steps: primary education lasting 4 years, basic education lasting a further 4 years, and to complete secondary education a further 2 years (4-4-2).
- In the 1998-99 academic year there are 627 schools (607 public, 20 private) with 447121 students and 18125 teachers. The student/teacher ratio is 24.6:1.
- Of the total number of schools: 110 are in Ulaanbaatar; a further 115 are in provincial centres (84 high schools, 19 lower secondary and 12 primary); and 402 schools are in the countryside (152 high schools, 188 lower secondary, 62 primary)

The management of primary and general secondary education is divided among the State Administrative Central Organisation (the Ministry), local Governors' administration units and school administration. The school administration consists of school governing council, teacher council, training methodological unit, and student and parent organisations. The governing council will consist of representatives of founder, state administrative organisation, teachers, and students and parent representatives of the school. This Board of Representatives is responsible for appointing the principal of the school, adopting the planning and policy development program, determining and changing the internal rules of the school and its structure, and also has responsibility for salary scheme and distribution of annual budget. Also, the Board has control over budget expenses, and determines a payment amount for the dormitory service and the year report.

2. Curriculum and Student Assessment

In 1998, school curriculum standards were adopted and came into force in the 1998-99 academic year.

The curriculum of the primary, lower secondary and upper secondary (high) schools consists of two components: invariant (80%) and variable (20%). The invariant component includes five nominated sections which are implemented through 8-9 subjects in grades 1- 4 in primary school, 11-12 subjects in grades 5-8 in lower secondary school and 12-13 subjects in grades 9-10 in high school on humanities, social sciences, natural sciences, mathematics, and technique and technology.

The variable component of the curriculum is divided into common compulsory and school administered sub-parts. The first sub-part includes health education, ecology, economics and law and is put to the purpose of supporting student and local needs within the changing world and in the country. Within the school administered curriculum, students can make a choice of interesting subjects and, within needs, the subjects can be externalised or deepened in every grade.

Invariant and variable subjects will be planned into the time-table of grades 1-4 of primary school and take 22-24 hours a week for a total of 34 weeks; grades 5-8 of lower secondary school for 27-30 hours for a total of 35 weeks; and grades 9-10 in high school for 30 hours for a total of 36 weeks.

40% of total curriculum, the variable curriculum and 20% of the invariant curriculum, depend on the local and student needs; schools may adjust this element of curriculum without violation of curriculum

standards. In accordance with related laws and the Ministry's educational policy, schools have a right to develop variations of the Training Plan and to implement them.

Recently, the Ministry of Science, Technology, Education and Culture has adopted a new sample-rule on assessment and scoring of students' academic performance: knowledge, skills and attitudes. In accordance with this rule, primary school pupils will be evaluated by the standard and non-standard assessment; students of lower secondary and high school will be evaluated after finishing themes or subject courses, on transfer to the next grade or in graduation examinations. The assessment standard has five levels and every student is marked A, B, C, D, F as decided. The examinations on accomplishment of educational standards in primary schools are determined by the county, of lower secondary school standards by aimag (province) and city, and of complete upper secondary educational standards by the Ministry.

An instructional process and the names of examinations determining results of stage, period and the content of education is being worked out in the beginning of the academic year and teachers, students and parents are being informed about it. Schools are required constantly to inform parents and students of the results of examinations and teachers are required to give advice on what they have to turn their attention to next.

Every academic year 10-15% of graduates of the complete secondary education acquire initial vocational education; 40% of them are continuing this and have enrolled in the extra-mural or in-depth education program.

3. Initial Teacher Training

Institutions training secondary school teachers administer their entrance exams. In many cases, teacher colleges prepare and train primary school teachers; and universities train teachers of lower secondary and high schools, enabling them to teach one or two disciplines. For educational degrees, a diploma requires 90 credit hours, a bachelor's degree in colleges and universities 120, a masters degree 150 and a doctorate at least 210, respectively. After graduation students have a right to teach.

Nowadays, 18 universities and colleges offer teacher pre-service programmes (10 private and 8 public). 14 of these universities and colleges are located in Ulaanbaatar, the other 4 are in rural areas. An accreditation process of universities and colleges has just begun.

Teachers' performance is evaluated based on their workload, quality of teaching and professional skills and experience. The evaluation results determine an increment on their salary. Schools are authorised to recruit teachers. School administrators and teachers have to sign a contract that reflects terms of service, duties and responsibilities, rights and benefits, and other conditions.

Universities and colleges are financed from a variety of sources: government subsidies, students' tuition fees, contractual research activities, self income generating activities, donations etc. Student payment depends on the programs offered by the educational institutions. The university or college Governing Board is authorised to regulate and approve salary policy and schemes for instructors and professors. There are no special admission conditions for teacher training institutions; the common general entrance requirements for all higher educational institutions are applied.

4. In-service Professional and Career Development of teachers.

A new policy and regulations for pre-service and in-service training of teachers and instructors is being developed. In 1998, the financing of in-service training courses for upgrading the qualifications of teachers has moved to a voucher system. The trainees have a right to choose courses and forms of study they consider appropriate and valuable. In this regard, it is expected that various programs and forms of study will be developed and proposed by which opportunities for trainees would be enriched.

In 1999, 234 million *togrigs* (*togrig*(T) is a national currency: 850T=1 US$ at December 1998), are distributed for training 6126 teachers as a voucher. Also, establishment of the educational information network is underway and will be accomplished in the next year, connecting the Ministry with local education centres. The program is assisted by the Mongolia Foundation for Open Society and the Asian Development Bank. The programme includes the establishment of 6 regional Information Resource Centres for teachers. In the first stage, information flow for humanities and social sciences teachers will be provided.

Teachers are qualified as advisor-teacher, senior-teacher, methodologist-teacher and teacher. These qualification levels are designated in special rules incorporating such students' academic achievements, follow up of children's talent, the ethics of teachers and many other requirements. If a teacher's skills are sufficient under these requirements he/she can put a request to increase from one level to another.

Per-student expense based financing of schools will be introduced from 1st January 1999 and this will promote the enrolment of drop-out children to the school.

The student/teacher ratio has been increasing in recent years as the following statistics show:

1993 - 19.2
1994 - 19.9
1995 - 20.8
1996 - 20.8
1997 - 23.5
1998 - 24.6

These numbers vary across the country and, depending on circumstances, financing is differentiated.

5. Assessment of teacher performance

Teachers wishing to increase their educational degree must apply to the school Board on education degree which makes a decision and represents it to the Advisor, Teacher Commission, which is organised by the Governor of the province or city. Upon the evaluation of these steps, the Commission makes a decision.

Appendix 3

Conference Evaluation

[Note. Of 29 delegates from participating countries, 22 completed interim evaluation sheets (at the end of Friday) and 25 the final evaluation sheets at the end of the conference. Not all responded in all sections. Figures given are the percentage of responses in each category.]

Presentation: *The role of education in meeting current and emerging individual, social and economic needs.*

Quality		**Usefulness**	
Very good:	75%	Very useful:	38%
Good:	25%	Useful:	62%
Not Good:	-	Not useful:	-

Presentation: *The role of teachers, teaching methods, the school curriculum: implications for the academic and professional competence of teachers and the profile of the teaching force.*

Quality		**Usefulness**	
Very good:	82%	Very useful:	68%
Good:	18%	Useful:	32%
Not Good:	-	Not useful:	-

Presentations: *Initial Teacher Training.*

Quality		**Usefulness**	
Very good:	36%	Very useful:	41%
Good:	57%	Useful:	57%
Not Good:	7	Not useful:	2

Presentation: *Professional Development of Teachers and related issues*

Quality		**Usefulness**	
Very good:	88%	Very useful:	80%
Good:	12%	Useful:	20%
Not Good:	-	Not useful:	-

Group Discussion: *Strategic Priorities for teacher education and professional development.*

Very good:	55%

Good:	45%
Not Good:	-

Seminars: *Initial Teacher Training.*

Very good:	47%
Good:	53%
Not Good:	-

Group Discussion: *Issues in Professional Development.*

Very good:	48%
Good:	44%
Not Good:	8

The balance of presentations and group discussions:

Very good:	41%
Good:	59%
Not Good:	-

Did you find the conference

Very good:	52%
Good:	48%
Not Good:	-

Were the arrangements for it:

Very good:	76%
Good:	24%
Not Good:	-

Appendix 4

World Bank/OSI Invitation Conference:
Budapest, 3–6 December 1998

Improving Education Systems:
Strategic Priorities for Teacher Training and Development, and the Monitoring of Teacher Quality

Conference Programme

Thursday 3 December

1800 Reception and Welcome

1900 Dinner.

Chair: *Jim Socknat, World Bank*.

Presentation:

The role of education in meeting current and emerging individual, social and economic needs.

- *Jim Kelly, President, US National Board of Professional Teaching Standards.*

Friday 4 December

0900 – 1030

Chair: *Ana-Maria Sandi, World Bank, Romania.*

Presentation:

The role of teachers, teaching methods, the school curriculum: implications for the academic and professional competence of teachers and the profile of the teaching force.

- *Cameron Harrison, Director, Institute for Educational Policy.*

1030 Coffee

1100 – 1230

Group discussion:

Strategic priorities for teacher education and professional development.

1230 Lunch

Afternoon: Initial Teacher Training.

1400 – 1530

Chair: *Nisbet Gallacher, Conference Director*.

Presentations:

The characteristics and objectives of models of initial teacher training.

- *Nisbet Gallacher*

Evaluative descriptions of exemplars of four such models.

- *Maria Nagy, Senior Researcher, National Institute for Public Education, Hungary.*
- *Pierre Laderriere, Education Policy Consultant, France.*
- *Lora Juniaviciute, Head of Teacher Training Division, Ministry of Education and Science, Lithuania.*
- *Nancy Harriman, Director of Teacher Education, University of Southern Maine, United States.*

1530 Coffee

Over coffee, country delegations are invited to consider the relevance of these models to their own situation and determine which one(s) they would like to explore further with the relevant presenters.

1600 – 1730

Delegates will have opportunities to explore further the models of their choice in seminar sessions with relevant presenters. *[Note: the session will be structured to make presenters available in two consecutive blocks of about 40 minutes each. Delegations may choose to split up and inquire further into a number of such models or stay together and research further any two.]*

1830 – 1930 **Reception by the Office of the Rector of the University of Central Europe**.

2000 Dinner.

Saturday 5 December.

Morning: In-service Professional Development of Teachers and related issues.

0900 – 1030

Chair: *Ian Whitman, OECD.*

Presentation:

Professional development of teachers and related issues.

- *Anthea Millett, Chief Executive, Teacher Training Agency, England and Wales.*

1030 Coffee

1100 – 1230

Group discussion:

Issues in the professional development of teachers.

1230 Lunch

1400 – 1500

Presentations:

Reflections by delegates from participant countries on the earlier sessions, giving their reaction to what they have heard and the messages they will take away.

1500 Coffee

1530 – 1630

Chair: *Cameron Harrison, Director, Institute for Educational Policy, OSI.*

Summary of the key points, issues and areas for action raised in the conference.

- *Nisbet Gallacher, Conference Director.*

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Conference Evaluation and The Way Forward.

- *Jim Socknat, World Bank*

1930 Dinner

Appendix 5.

List of Participants

Country Delegates.

Albania

Andrea Marto, Deputy Minister, Ministry of Education and Science.

Ylli Vejsiu, Head of Parliamentary Education Commission.

Sokol Dodbiba, Director of Treasury Department, Ministry of Finance.

Bujar Basha, Director of Pedagogical Institute, Tirana.

Azerbaidjan

Akif Musayev, Head of the Working Group of the Commission on Education Sector Reform, Head of Department of Economy of Oil Academy.

Isa Mamedov, Member of the Working Group of the Commission on Education Sector Reform, Director of Baku Teacher Training Institute.

Mirdamat Sadikhov, Member of the Working Group of the Commission on Education Sector Reform, Director of the Finance & Economical College.

Bulgaria

Ventzeslav Panchev, Deputy Minister, Ministry of Education and Science.

Miolena Marcova, Head of Education Unit, Ministry of Finance.

Diliana Mikova, Chief of General Education, Ministry of Education and Science.

Pencho Mihnev, Senior Expert in the General Education Department, Ministry of Education and Science.

Georgia

Alexander Kartosia, Minister of Education

Nathela Giunashvili, Advisor to the Minister of Education

Koba Imedashvili, Head of Education Department at State Chancellery.

Grigol Murgulia, Director of Teacher Training Institute, Tbilisi

Hungary

Imre Czinege, Chief Advisor to the Minister on Higher Education, Ministry of Education.

Kojanicz Laszlo, Chief Advisor to the Minister on School Education, Ministry of Education.

Mihaly Fedor, Head of Department of Vocational Training, Ministry of Education.

Mongolia

R. Bat-Erdene, State Secretary of MOSTEC

B. Baatarzorig, Head of Public Administration and Management Department, MOSTEC

N. Nergui, Senior Officer of Strategic Management Department, MOSTEC

B. Nanzaddorj, Senior Economist, Budget Department, Ministry of Finance

Poland

Jacek Kowalski, Vice-Director, National In-service Teacher Training Centre.

Bogumila Hiszpanska, Senior Officer in the Department of Teacher In-service Training, Ministry of Education.

Romania

Lucia Gliga, Director of Teacher Training & Personal, Ministry of National Education.

Eugen Palade, Head of the Romanian World Bank Education Project, Ministry of National Education.

Russia

Alexander Kisilyov, First Deputy Minister, Ministry of General and Professional Education.

Gennady Shestakov, Chief of Department, Educational Programs and Standards for Higher and Secondary Education, Ministry of General and Professional Education.

Speakers.

Dr Nancy Harriman, Director of Extended Teacher Education Program, University of Southern Maine, United States.

Lora Juniaviciute, Head of Teacher Training Division , Ministry of Education and Science, Lithuania.

Jim Kelly, President, National Board for Professional Teaching Standards, United States.

Pierre Laderriere, Consultant in Educational Policy, formerly International Officer, OECD.

Anthea Millett, Director, Teacher Training Agency, England and Wales.

Maria Nagy, Senior Researcher, National Institute for Public Education, Hungary.

Guests.

Ian Whitman, Centre for Co-operation with Non-Member Economies, Directorate for Education, Employment, Labour and Social Affair, OECD.

Rhett Bowlin, Acting Director of HESP, Open Society Institute, Budapest.

World Bank Representatives

James Socknat, Education Sector Leader, Washington D.C.

Mary Canning, Senior Education Specialist, Budapest.

Ernesto Cuadra, Senior Education Specialist, Human Development Unit (Europe and Central Asia Region),Washington D.C.

Yael Duthilleul, Education Specialist, Human Development Sector Unit (Europe and Central Asia Region),Washington D.C.

Ana Maria Sandi, Project Officer, Bucharest.

Halil Dundar, Education Economist, Washington D.C.

Institute for Educational Policy Representatives

Cameron Harrison Director	Csaba Lorinczi Senior Advisor
Walter Beveridge Deputy Director	Péter Radó Education Fellow
Heather Iliff Assistant Director	Yelena Kouznetsova Development Officer
Hristo Kyuchukov Education Fellow	Vinogradova Svetlana Development Officer
Armen Rostomian Education Fellow	Natalia Shablya Development Officer
Jana Huttova Education Fellow	Éva Badar Program Assistant
Christina McDonald Senior Development Officer	Dóra Dezsõ Office Coordinator
Lucinia Bal Information Officer	Gabi Kurthi Administrative Assistant

Conference Director

Nisbet Gallacher, Consultant in Educational Management and Development,
formerly HM Senior Chief Inspector of Schools,
Scottish Office Education and Industry Department.

Translators

Nick Grigoryev.

Anatoly Naumov.

Olena Kivshyk.