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Teacher Professional and Career Development Project

MACEDONIAN CIVIC EDUCATION CENTER

POLICY AND PRACTICE ANALYSIS
OF THE TEACHER PROFESSIONAL AND CAREER DEVELOPMENT IN THE REPUBLIC OF MACEDONIA

Skopje, 2013

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The analysis was prepared by:

Gorica Mickovska, MA

Vera Kondik Mitkovska

Loreta Georgieva, MA

Aleksandar Stamboliev, MA

Besa Reci

Editors:

Vesna Horvatovik, MA

Mitko Ceslarov, MA

Translation:

Irena Visinska Buzarovska

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LIST OF ABBREVIATIONS

BDE	Bureau for Development of Education
NEC	National Examinations Centre
SEI	State Education Inspectorate
EMIS	Education Management Information System
EU	European Union
MoES	Ministry of Education and Science
MCEC	Macedonian Civic Education Centre
ISCED	International Standard Classification of Education
OECD	Organization for Economic Co-operation and Development
PDIF	Pension and Disability Insurance Fund
PIRLS	Progress in International Reading Literacy Study
PISA	Program for International Student Assessment
SABER	System Approach for Better Education Results (created by the World Bank)
SABER Teachers	System Approach for Better Education Results – teaching policy
UESC	Union of Education, Science and Culture in Macedonia
TIMSS	Trends in International Mathematics and Science Study
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	The United Nations Children's Fund
USAID	U.S. Agency for International Development
HIF	Health Insurance Fund
VETC	Vocational Education and Training Centre
Step by Step	Foundation for Education and Cultural Initiatives "Step by Step" - Macedonia

INTRODUCTION

This analysis comprises findings on the policies and practices of the professional and career development of teachers and other educational staff in the Republic of Macedonia. Several separate studies have been conducted for this purpose. Findings from these studies have been analyzed and compared with trends in the field of professional and career development seen through the prism of international research studies as well as with the policies and practices in other countries. All activities have been implemented within the Teacher Professional and Career Development Project in the period between April and September 2013.

On the basis of the received findings, this document contains proposed measures and activities for improvement of the system for professional and career development of teachers[1] in Macedonia.

The Teacher Professional and Career Development Project is funded by USAID and implemented by the Macedonian Civic Education Center (MCEC) in cooperation with the Bureau for Development of Education (BDE). The Analysis is one of the initial activities of the Project and is a result of the commitment to use relevant data for policymaking in the area of education as well as for implementation of Project activities.

[1] For the purposes of this project, the term teachers is used in the sense of education staff in schools (teachers and school support staff).

1. TEACHERS AND THE QUALITY OF EDUCATION

Education reforms undertaken in many developed and developing countries, especially in the last ten years, focus on teaching staff development. According to the World Bank experts[2], the following crucial findings received through various studies contributed mostly to such an approach:

- ***Student achievement correlates with the economic and social progress of a country.*** This finding shifted the countries' interest from providing a greater scope of generations of students and reaching as high levels of education as possible to raising the quality of education and the quality of student knowledge;
- ***International measurement results of student achievements provide plenty of comparative data.*** This has encouraged participating countries to analyze their education systems and learn from countries that have achieved higher results;
- ***Teachers are a key factor for the success of students.*** Therefore, many countries take a series of activities to improve the quality and status of the teaching profession. However, there are no simple answers to the question how the various activities, carried out in different countries, affect the quality of teacher performance. The impact of various reforms depends on their design and implementation; teacher policies can have very different impacts depending on the context and the other education policies which are in course of implementation.

Taking into consideration the abovementioned findings as well as the findings from numerous studies on factors of quality education, many international organizations undertake activities to improve education on a global level, with a special emphasis on teaching staff-related activities.

The United Nations Educational, Scientific and Cultural Organization (UNESCO) in their efforts to speed up the realization of the goals outlined in *Education for All* has prepared a *Teacher Strategy (2012-2015)*[3]. Recognizing that teachers and adequate policies that have an impact on the teaching profession are most important for the provision of quality education, the Strategy emphasizes the support that teachers receive in the provision of quality learning. This Strategy points out that it is crucial to produce teaching staff who "will work in an environment which appreciates professional advancement and is dedicated to increasing students' learning opportunities through a teaching practice of good quality that encourages learning" "[UNESCO Strategy on Teachers (2012-2015), p. 1]

The Strategy outlines the following priority areas:

- **Overcoming the shortage of qualified teachers** through the development of institutional capacities for teacher education and support;
- **Improving teachers' quality** through systematic dissemination of findings referring to teaching of quality, especially in difficult working conditions; through the support mechanisms of teachers and their professional development; as well as through the removal of the barriers to their success, and

[2] World Bank. 2012. *System Approach for Better Education Results (SABER): What Matters Most in Teacher Policies? A Framework for Building a More Effective Teaching Profession.* © Washington, DC. https://openknowledge.worldbank.org/handle/10986/11926.

[3] *UNESCO Strategy on Teachers (2012-2015)*, http://unesdoc.unesco.org/images/0021/002177/ 217775E.pdf.

- **conducting research and information sharing** through the provision of support for the development of policies, legislation and international dialogue on successful practices and policies, including peer learning [UNESCO Strategy on Teachers (2012-2015), pages 1 and 2].

Over the last 10 years, the European Union (EU) has recognized the importance of quality education and the role of teachers in its provision in several documents. As early as 2000, the Council of Europe set strategic objectives for teacher education and training, known as *Education and Training 2010*, which were later accompanied by an implementation and monitoring program. Objective 1.1 points out the necessity to attract and keep qualified and motivated individuals in the teaching profession, to recognize the skills that teachers must possess in order to respond to the ever-changing society needs, to provide support to teachers during their pre-service education and in the course of their professional development, and to attract in the educational field individuals with experience in other fields[4]. Member states should give high priority to the quality of teacher education and provide teachers with career development perspectives[5].

Macedonia, as a UNESCO member country and a candidate country for EU membership, is committed to following the recommendations of these institutions.

The USAID Teacher Professional and Career Development Project, which was initiated by the BDE, is a result of the efforts employed by the Republic of Macedonia to increase teacher effectiveness, and consequently, student achievements.

Recently, there have been many initiatives and interventions to regulate teacher professional and career development. Yet, in the absence of integrated system solutions, some initiatives were not implemented in practice. Hence, the Project team estimated that it was necessary to conduct a comprehensive analysis of the existing documents and solutions first, and then to measure their practical implementation, assess the barriers to their use/or barriers leading to their lack of use, assess them against the standards for a well-established system for professional and career development, assess them in terms of their compatibility with the research findings as well as with EU and UNESCO recommendations. On the basis of the findings of this analysis, interventions for further development and improvement of the teacher professional and career development system will be proposed with the overall objective of enhancing student achievements through all of the abovementioned activities.

[4] *Detailed work programme on the follow-up of the objectives of Education and training systems in Europe* (2002/C 142/01), Official Journal of the European Communities, 2002, http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2002:142:0001:0022:EN:PDF

[5] Council of the European Union. 2007. *Conclusions of the Council and of the Representatives of the Governments of the Member States*, meeting within the Council, on improving the quality of teacher education http://register.consilium.europa.eu/pdf/en/07/st14/st14413.en07.pdf.

2. OBJECTIVES OF THE ANALYSIS

The analysis had the following objectives:

- to collect data on the setup of the teacher professional and career development system, its structure and consistency of solutions;
- to collect findings on the functioning of the current system solutions being applied in practice;
- to develop a comparative survey on the various aspects of teacher professional and career development in the Republic of Macedonia and other countries, and
- on the basis of all received findings, to suggest guidelines for further development of the teacher professional and career development system in place.

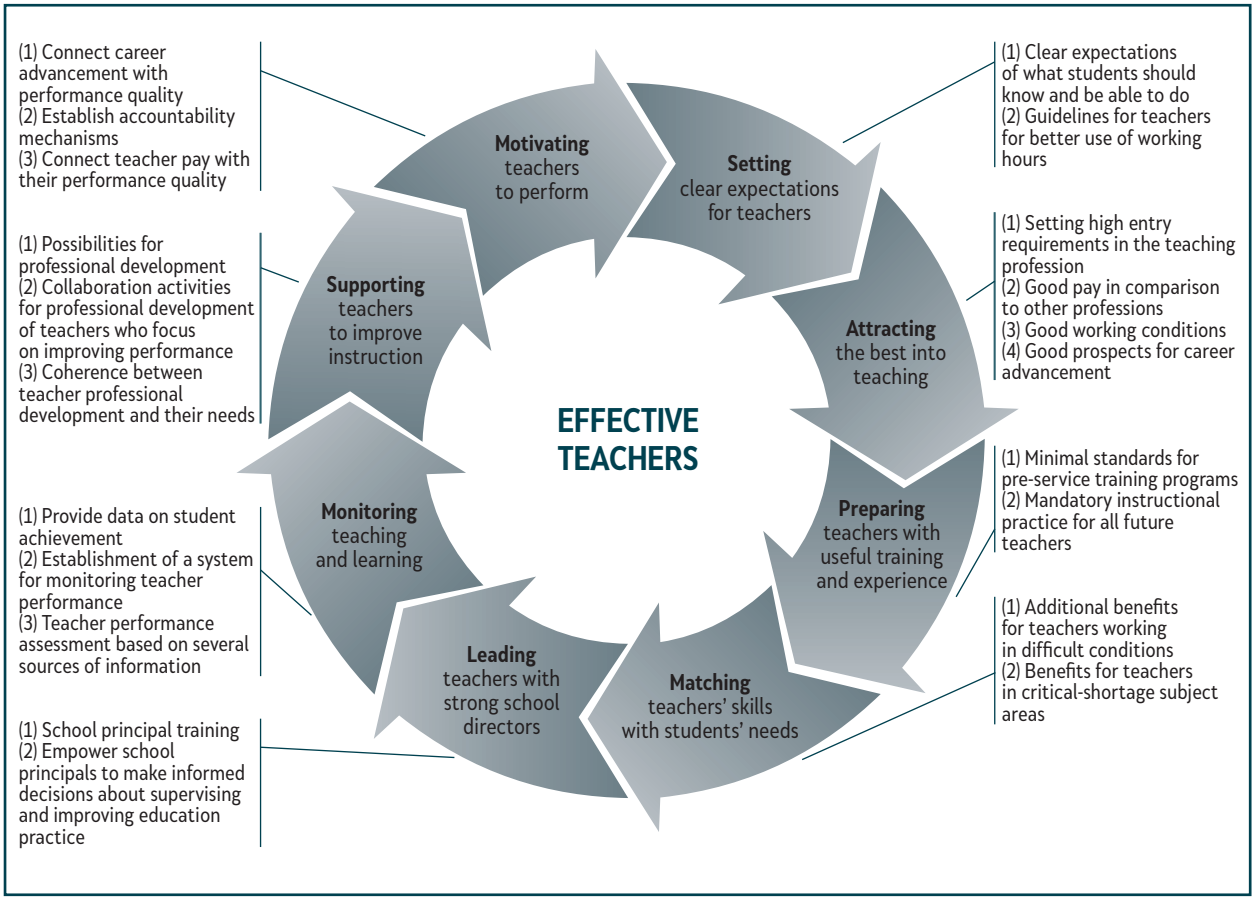
The Analysis findings and guidelines for further development of the teacher professional and career development system would be the basis for the planning and implementation of project activities. Furthermore, it is expected that the relevant educational institutions would take them into account in the long term policymaking in this area.

3. METHODOLOGY

3.1. Conceptual framework

To analyze the setup and level of development of the professional and career development system, a conceptual framework developed by World Bank experts has been adopted, with the objective of collecting, analyzing, synthesizing and disseminating comprehensive information on teaching staff related policies in the field of primary and secondary education world-wide. The framework is a part of the System Approach for Better Education Results (SABER – Teachers).[6]

Figure 1: *Eight teacher policy goals*[7]



[6] *SABER – Teachers - Objectives, Rationale, Methodological Approach, and Products*, World Bank. 2011, http://siteresources.worldbank.org/EDUCATION/Resources/278200-1290520949227/7575842-1290520985992/SABER-Teachers_Framework.pdf.

[7] Retrieved from: *SABER – Teachers - Objectives, Rationale, Methodological Approach, and Products*, World Bank, 2011

The conceptual framework defines the following eight teacher policy goals (Figure 1):

(1) Setting clear expectations for teachers;

(2) Attracting the best into teaching;

(3) Preparing teachers with useful training and experience;

(4) Matching teachers' skills with students' needs;

(5) Leading teachers with strong school principals;

(6) Monitoring teaching and learning;

(7) Supporting teachers to improve instruction, and

(8) Motivating teachers to perform.

These eight teacher policy goals are identified through research and policy analysis of high performing education systems which ensure that all students are taught by motivated and competent teachers supported by the system. The following three criteria were used to identify the relevant teaching staff related policies:(1) empirical evidence that those policies are related to student achievements (2) state priority-setting for resource allocation and (3) (for the policy) to be easily translated into actions that government can undertake. The eight goals mentioned above exclude other measures that governments undertake to increase teacher effectiveness, for which, so far there is insufficient empirical evidence to make specific recommendations[8].

The USAID Teacher Professional and Career Development Project team in cooperation with all relevant institutions will work on the improvement of those solutions that refer to the teaching staff and are mainly related to the education policy goals [(3) preparing teachers with useful training and experience, (6) monitoring teaching and learning, (7) supporting teachers to improve instruction and (8) motivating teachers to perform].

3.2. Procedures and instruments for data collection and analysis

Considering the complex objectives of the analysis, several studies have been conducted, the outcomes of which have been integrated in this document. For each study, a methodology in line with the study objectives was used[9].

- **In reference to the analysis and evaluation of the teacher professional and career development system set up,** the methodology developed by World Bank experts known as SABER - Teacher[10] was used. Ten questionnaires were used to collect data on the education policies in the country, namely in the following areas: (1) entry requirements and retention in the profession, (2) pre-service teacher education, (3) selection and recruitment of teachers, (4) work load and autonomy; (5) professional development, (6)

[8] World Bank. 2012. *SABER – Teachers, What matters most in teacher policies?* http://siteresources.worldbank.org/EDUCATION/Resources/278200-1221666119663/saber.html.

[9] Detailed information about the methodology applied is given in the separate research repots.

[10] World Bank. 2011. *SABER – Teachers - Objectives, Rationale, Methodological Approach, and Products*, http://siteresources.worldbank.org/EDUCATION/Resources/278200-1290520949227/7575842-1290520985992/SABER-Teachers_Framework.pdf.

salaries and other benefits, (7) retirement requirements, (8) monitoring and evaluation of the quality of teacher performance, (9) labor union and its influence and (10) school management. In addition, data was collected about the set up of the educational system and its quantitative indicators as well as the various types of student assessment[11].

The data on teaching staff related policies in these 10 areas was analyzed in order to determine the extent to which these education policies contribute to the achievement of the eight teacher policy goals listed in the conceptual framework. Then, each goal is assessed on a four-degree scale[12] to measure the level of its achievement, by means of which key challenges of the education policies in the country in reference to the provision of effective teachers are diagnosed. This assessment was made by World Bank experts on the basis of data from the questionnaires provided by the Teacher Professional and Career Development Project.

In addition, an in-depth content analysis of the existing legislative framework regulating the status of teachers[13] was conducted.

- **In reference to the functioning of the existing system solutions and necessary improvements,** opinions were collected through:
  - An electronic survey on teaching staff professional development and career advancement[14], conducted in primary and secondary schools;
  - Focus groups on professional and career development held with teachers, school principals and school support staff[15], and
  - Interviews with the education representatives from the municipalities of Prilep, Veles, Tetovo, Tearce, Karposh, Chair, Strumica regarding the teacher professional and career development practices[16].

The electronic survey comprised 33 questions, most of which were closed-ended questions, related to the implementation of some of the normative solutions for teacher professional and career development and to provided opinions on possible improvements. The questionnaire was distributed to all primary and secondary schools in the Republic of Macedonia (455). A total number of 359 schools (77.8%) responded to the questionnaire within the given deadline, which is a high percentage for this type of research. Responses have been processed quantitatively, and on the basis of the drawn conclusions, a report has been developed.

The focus group discussions also referred to the implementation of some normative solutions for teacher professional and career development as well as to the barriers to their implementation and opinions on possible improvements. Discussions were held in two focus groups with a total of 20 participants. On the basis of the qualitative processing of the discussions, conclusions have been drawn and a report has been developed.

The interviews with the local self-government representatives responsible for education referred to the role of the local self-government in the provision of qualified teaching staff

[11] Data refer to primary and secondary school teachers who teach general subjects.

[12] SABER Teachers, Report on the Republic of Macedonia, MCEC, 2013

[13] Review of the Regulation of the Education System in Republic of Macedonia, MCEC, 2013.

[14] Report on the survey on school opinions for in-service training and title promotion among teaching staff, MCEC, 2013.

[15] Report on Focus Groups for Professional and Career Development of Teachers, MCEC, 2013.

[16] Report on the interviews for the practice of teacher professional and career development at local government level MCEC, 2013.

and their professional and career development. Interviews were conducted in seven municipalities selected in a way to include communities with different features. The data from these interviews were qualitatively processed, summarized and presented in a detailed report.

- **The comparative review** of teacher[17] professional and career development was completed for six selected European countries, whose experiences are thought to be relevant for the development of the system in the Republic of Macedonia. Also, data from relevant international research studies and data from the Eurydice reports on teacher professional development and career advancement has been used in the process.

[17] Krek J. & Vogrinc J. (2013). *Teacher professional and career development – international comparison*, MCEC

FINDINGS FROM THE ANALYSIS

The general framework within which outcomes have been presented in this document is the conceptual framework and the findings obtained by means of the SABER methodology about Macedonia's progress in reaching each of the eight teacher policy goals. In addition, for each of the goals, comparative data is given for a number of top-performing education systems in terms of student achievements in international assessments (these are systems which have participated in SABER – Teachers), as well as for Serbia[18], as the only country in the region where SABER - Teachers[19] analysis has so far been conducted. This analysis also gives a detailed overview on the legislative framework and information on its practical application for the areas that are of interest to the Teacher Professional and Career Development Project, which is based on the data obtained through the electronic survey for schools, interviews and focus group discussions. All information presented through figures and numbers has been obtained through the electronic survey (unless indicated otherwise).

For each of the goals, general conclusions on existing solutions and their practical application, achievements and challenges, as well as recommendations for improvement, are given.

[18] SABER - Teachers Overview Serbia, World Bank, 2013, http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2013/04/09/000445729_20130409113449/Rendered/PDF/764630WP0P11820Box0374379B00PUBLIC0.pdf.

[19] Until now, SABER – Teachers has not been conducted in other European country besides Serbia

1. SETTING CLEAR EXPECTATIONS FOR TEACHERS

Setting clear expectations for both students and teachers is important so that teachers can guide their daily work and provide necessary resources that will enable continuous improvement in teaching. In addition, clear expectations can help in the alignment of the various key aspects of the profession, such as pre-service teacher education, professional development and career advancement.

SABER-Teachers considers two policy levels that the educational system can use to reach this goal: (1.1) clear expectations of what students should know and be able to do, and how teachers can help students to reach these goals; (1.2) useful guidance on how teachers can use their working hours to improve teaching.

1.1. Clear expectations of what students should know and be able to do

Expected learning outcomes should be clearly defined so that teachers would know what their students have to achieve at a certain age in each subject. Also, it is important to have shared understanding of how to teach and what competencies teachers should possess.

In Macedonia, there is a clear definition of what students are expected to achieve and what teachers are supposed to do.

Achievements

- The compulsory education has been determined, and the curriculum provides expected outcomes for each subject in each grade; guidance is also provided to teachers about activities that can help them achieve the set goals.
- Teacher tasks are determined by the laws for primary and secondary education, covering teaching and other organized work with students, teaching preparation, review and assessment of written assignments and other tasks with the aim of realizing the education program.
- According to the legal regulations on primary and secondary education, teacher working hours, in addition to teaching and extracurricular activities with students, include also: planning and preparation, participation in internal and external assessments, keeping school records, collaboration with colleagues, professional development and mentoring teachers, collaboration with parents and other activities specified in the annual work program[20].

[20] *Analysis of the regulation of the education system in the Republic of Macedonia, MCEC, 2013.*

- The legal requirements referring to the use of teacher working hours in Macedonia are similar to those in countries with high-performing education systems (Table 1).

Табела 1: *Legal requirements for teachers related to the promotion of school work*[21]

	Macedonia	Serbia	Japan	Shanghai	Singapore
Mentoring colleagues	✓	✓	✓		✓
Participation in preparation of plans on a school level	✓	✓	✓	✓	✓
Planning of teaching (instruction)	✓		✓		✓
Participation in evaluation on a school level	✓	✓	✓		✓

Challenges

- In Macedonia, teacher competencies have not been defined yet, in spite of past attempts made by teacher training faculties to define competencies that their students should gain. Lately there is a trend to define teacher competencies in order to outline more clearly what is expected of teachers. European Commission urges member states to define teacher competencies within the already provided framework[22]. Many countries with highly developed education systems have defined teacher competencies (such as Great Britain, USA, Australia, Canada, Singapore)[23].

Recommendations

- To develop a catalogue of core teacher professional competencies. The catalogue will enhance the understanding among stakeholders of what teachers are expected to do and of the expectations from the pre-service training and induction period and will facilitate teacher performance monitoring and evaluation.

1.2. Guidelines for teachers on how to use working hours

Experience suggests that teachers' working hours should, in addition to teaching (instruction), also include other activities, such as lesson planning, analysis and assessment of student work,

[21] Source: *SABER - Teachers, Report on Macedonia; SABER - Teachers, Report on Serbia.*

[22] *Policy approaches to defining and describing teacher competences*, Directorate-General for Education and Culture, Education and Training 2020 programme, Thematic Working Group Teacher Professional Development, Report of a Peer Learning Activity, in Naas, Ireland, 2 - 6 October 2011,http://ec.europa.eu/education/school-education/doc/defining_en.pdf, стр. 5.

[23] Francesca, C. (2011). *Literature review Teachers' core competences: requirements and development*, European Commission, Directorate-General for Education and Culture Education and Training 2020, Thematic Working Group Professional Development of Teachers http://ec.europa.eu/education/school-education/doc/competences_en.pdf., стр. 14

professional development and administrative tasks. In top-performing education systems[24], a minor part of teachers' working hours is dedicated to working directly with students, whereas most of it is dedicated to collaboration among teachers, their professional development and research of the effectiveness of various teaching strategies. In Japan, for example, about 40 percent of teachers' working hours is dedicated to this type of activities, whereas in Ontario about 30 percent[25] of teachers' working hours is dedicated to these activities.

Guidelines on how to use working hours enable teachers in Macedonia to improve their performance.

Achievements

- Teachers in Macedonia have the same working hours as other employees, although less than half of it is dedicated to teaching (instruction) (20 to 23 school classes of 40 minutes).
- In Macedonia, non-teaching tasks of teachers are defined by law and with the Annual School Program and cover tasks similar to those of teachers in high performing education systems, such as Ontario, Finland, Japan, South Korea and Singapore. These include tasks which are designed to improve teaching, such as collaboration among teachers around an analysis of the teaching practice, mentoring and professional development[26].

Challenges

- Primary and secondary education laws precisely define number of classes, but for the other teacher activities within the 40-hour work week there are no guidelines on optimal time allocation.

Recommendations

- In addition to the Book of Rules on Working Hours of Teachers and School Support Staff in Primary and Secondary Schools, additional guidelines on allocation of working hours should be developed by defining the number of hours that the teacher should dedicate to each of the set legal requirements. This will contribute to better use of working hours and enable teachers to comply with all of their legal requirements.

[24] As top-performing education systems are considered those education systems which have high achievements on the international student assessment.

[25] Darling Hammond&Rothman 2011, according to *Macedonia SABER Teachers Country report (draft),* World Bank, 2013.

[26] Darling Hammond&Rothman 2011, Darling-Hammond 2010, Levin 2008, according to *Macedonia SABER Teachers Country report (draft),* World Bank, 2013.

2. ATTRACTING THE BEST INTO TEACHING

The teaching profession can be, in comparison to other professions, more or less appealing to top students who have completed their secondary education. It depends on the interest it triggers, the entry requirements, the working conditions and the salary scale, as well as on the professional development and career advancement opportunities.

SABER - Teachers estimated that the following mechanisms can be used to attract qualified staff in education: (2.1) setting high entry requirements into the teaching profession, (2.2) a higher salary compared to other professions, (2.3) good working conditions and (2.4) good career development opportunities.

2.1. Setting high entry requirements into the teaching profession

Professions that are acknowledged and bring high social status usually have strict entry requirements, thus ensuring selection of the most capable candidates. Such requirements are considered to be an indicator of the significance of the profession.

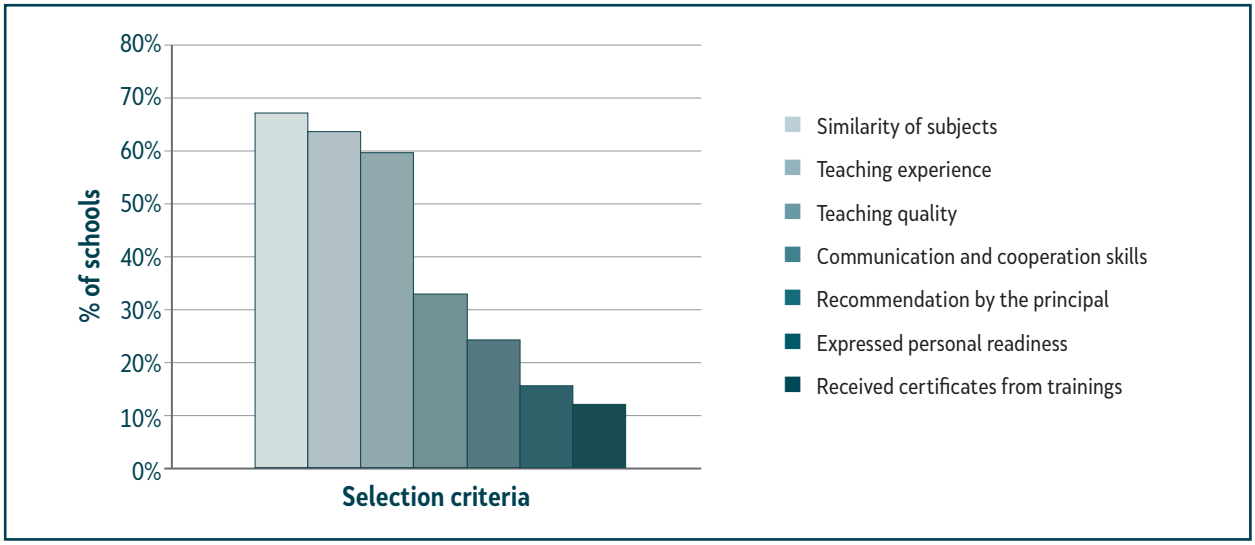
The required level of formal education for teachers in Macedonia is similar to those in high-performing educational systems.

Achievements

- Teachers on all education levels are required to be in possession of at least a 4-year Bachelor's degree, pass a personality test, go through induction period and pass the Certification Exam.
- In Macedonia there are two entry models: concurrent and consecutive. According to the concurrent model, the student has already chosen the teaching profession and acquires subject matter knowledge and knowledge from the area of pedagogy, psychology and methodology almost simultaneously. According to the consecutive model, the student acquires subject matter knowledge first, and later if they decide to go into the teaching profession, they acquire relevant knowledge from the field of pedagogy, psychology and methodology (in Macedonia by gaining additional qualifications in the field of pedagogy, psychology and methodology). The concurrent model allows the student to become a pre-school teacher, lower primary (grade) teacher or subject teacher while the consecutive training model allows the student only to become a subject teacher. The existence of more than one model is considered to be an advantage of the system because in this way the number of potential candidates for entry into the teaching profession increases.

- School support staff[27], is also required to have at least a 4-year Bachelor's degree, go through one-year induction period and pass the Certification Exam. The enrolment at universities which recruit school support staff is very competitive. Upon the completion of an adequate higher education program, teachers and school support staff in Macedonia are required to go through a one-year induction period. During the induction period, the novice teacher, as obliged by law, collaborates with teachers, school support staff or preschool teachers and prepares for the Certification Exam. His/her work is monitored by a mentor, who is a teacher, a school support staff member or a preschool teacher, assigned by the school principal. At the end of the induction period, the novice must take the Certification Exam in front of a commission, in accordance with the Certification Exam Program. Prior to this Exam, licensed professionals from independent accredited institutions assess the novice teacher's eligibility to work with children and adolescents. The Certification Exam includes practical teaching, preparation and presentation of a written thesis as well as an oral exam on the existing legislative framework.
- Although teachers do not have specific titles, such as teacher – mentor or teacher – advisor, as is required by law, still the highest percent of schools in selecting mentors usually choose experienced and qualified teachers who teach the same or related subject (Figure 2).

Figure 2: *Selection criteria for mentors of novice teachers*[28]



Challenges

- School support staff graduate from university with a broader education profile (pedagogue, psychologist, sociologist, special education teacher or social worker). During their studies, they are not specially trained for work in schools.
- University enrollment for teachers is not competitive, and at almost all faculties, except for faculties at the State University in Tetovo, the number of applicants roughly matches

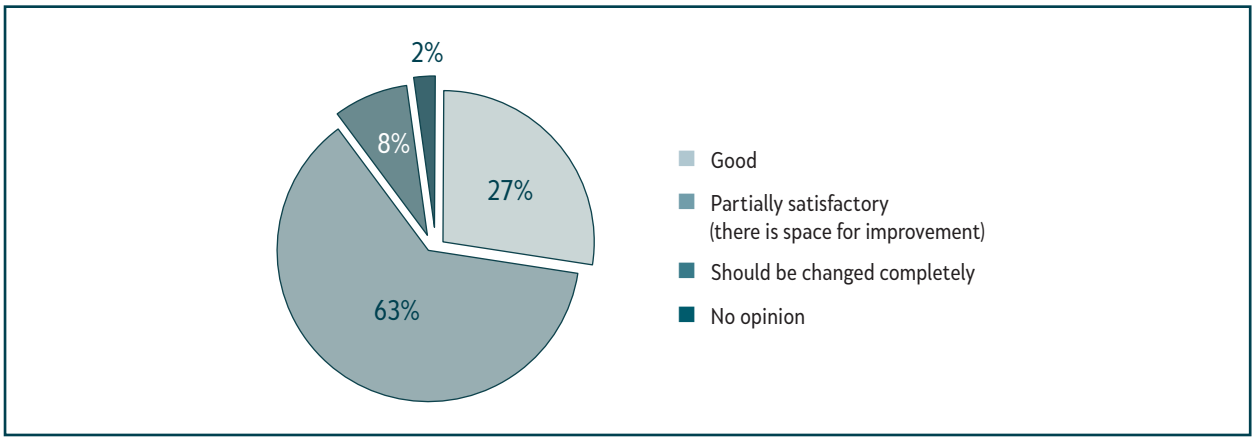
[27] Pedagogue, psychologist, sociologist, special education teacher and social worker.

[28] Source: *Report from the questionnaire for in-service training and career advancement of the education staff*, MCEC 2013

the number of vacancies. Even where there are additional selection criteria, an interview for example, these are not highly selective mechanisms and almost all candidates pass.

- According to the law, mentors to novice teachers may be teachers with titles teacher - mentor or teacher - advisor. However, in practice there are no teachers who are promoted to these titles, so school principals select mentors for novice teachers from the teachers of the same subjects, according to their own criteria.
- The Certification Exam does not contain a written exam to check pedagogical knowledge, as it is the case in some countries that have a similar exam.
- The induction period and the Certification Exam are often realized inconsistently in practice. Almost 2/3 of schools-respondents in the electronic survey believe that the current induction and Certification Exam system are only partially satisfactory. (Figure 3).

Figure 3: *Assessment of the teacher induction system and the contents and manner of taking the Certification Exam*[29]



- According to statements of teachers, school principals and school support staff in the focus groups most frequent inconsistencies are: only formal mentorship, inappropriate program for mentoring novice teachers and insufficient time for mutual class visits.
- Various accompanying documents are missing which would regulate the mentoring process in greater detail. According to schools, the following improvements can be most beneficial for the mentoring system: adoption of guidelines or book of rules for development of mentoring programs; development of criteria for mentor selection; development of a list of competencies that teachers must possess by the end of the induction; implementation of a mentorship training and introduction of the obligation for the mentor to provide an elaborated opinion about the novice teacher under his/her mentorship. According to responses received from schools, some minor improvements to the induction process can be made by reducing the number of classes per week that the novice teacher and/or the

[29] Source: *Report from the questionnaire for professional development and promotion to titles of education staff (administered in schools)*, MCEC, 2013

[30] More than 2/3 of surveyed schools replied that these measures would improve the induction system significantly, *Report on the Survey on school opinions for in-service training and title promotion among teaching staff*, MCEC, 2013.

teacher – mentor must have so as to be able to follow each other's work as well as by giving an opportunity to unemployed teachers to work as volunteers during the induction[31].

Recommendations

- The assessment of the eligibility to work with children and adolescents in the educational process (personality test) should become a requirement for enrolment at a teacher training faculty and for gaining additional pedagogical qualification, instead of being a barrier for entry into the profession for those that have already graduated from a teacher training faculty.
- The induction period and the Certification Examination are good mechanisms for ensuring that qualified teachers enter the profession, but in order to ensure greater success, the following improvements need to be made:
  - The practical part of the exam should be taken in the class in which the novice teacher normally works so that the candidate's practical competence would be observed in a natural, not a simulated situation.
  - In the course of the exam, the mentor's elaborated opinion and the school's assessment of the teacher's key competences should be taken into account.
  - A mentoring program development guide should be prepared.
  - Mentors to novice teachers should, in addition to the title teacher-mentor, also have completed a mentorship training.
  - The quality assurance of the induction period should be strengthened both by school management and the State Education Inspectorate.

2.2. Teachers' salary in comparison to other professions

One of the most important factors that attract people to a certain profession is the salary.

Teacher salaries are not such to attract the most capable candidates.

Achievements

- Teaching staff salaries are stable and regular.
- According to primary and secondary education laws, there is a possibility for career advancement based on performance quality, which is further related to higher salaries.

[31] *Report on the survey on school opinions for in-service training and title promotion among teaching staff*, MCEC, 2013.

Challenges

- The average teacher salary is about the average net salary in the country[32], whereas the average teacher education is above the average education of the workforce in the country.
- In practice, there is no career advancement, and therefore, any teacher with nearly 30 years of experience earns the average net salary level in the country. For comparison, salaries of beginners in the banking sector and of doctor-beginners are higher, but those of public servants are lower.[33]
- Salary supplements (for work in rural areas and in combined classes) are insufficient to encourage teachers to work in such conditions[34].

Recommendations

- Establish a salary system which will enable teaching staff throughout the career span to reach a salary higher than the net average salary in the country (levels of payment).

2.3. Good working conditions

Working conditions may play an important role in making the decision to become a teacher. Talented candidates potentially interested in teaching may nevertheless choose another profession if the working conditions are very bad. The adequate space and equipment, number of students per class and the overall work conditions in schools are important conditions in the teaching profession.

Working conditions are good enough to attract quality teaching staff into the profession.

Achievements

- There are standards for space and equipment whereas the number of students per class is regulated by law. Therefore, all schools in Macedonia must meet certain spatial and hygiene standards.
- Most schools (over 80%) have adequate premises whereas the hygiene conditions have improved significantly in recent years.
- Flexible working hours are a favorable condition that attracts candidates to the teaching profession. Besides the time teachers spend working directly with students, a large part of the time which is devoted to planning, review and assessment of student papers and

[32] The average monthly net pay per employee in May, 2013 was MKD 21,288 State Statistical Office, Press release, http://www.stat.gov.mk/pdf/2013/4.1.13.63. pdf, while average teacher net pay was 19,873

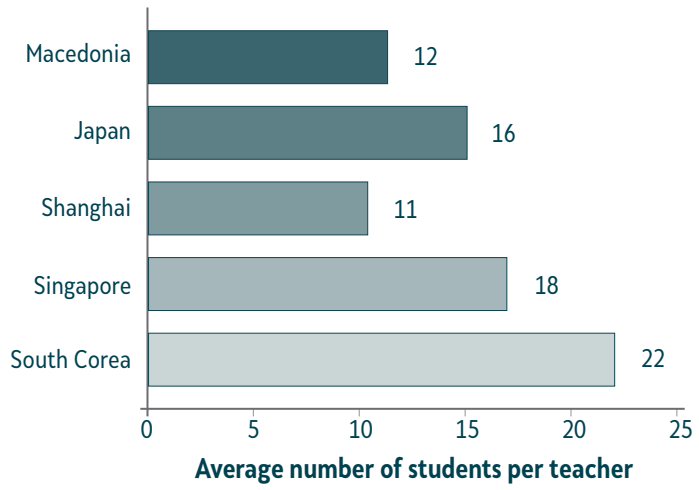
[33] The State Statistical Office does not release information on various sectors pay height; therefore these conclusions have been derived from consultations with a number of legal entities in the mentioned sectors.

[34] Most teachers in rural areas do not comply with teaching staff norms (according to data from the State Education Inspectorate).

personal professional development can be flexibly allocated by teachers themselves and used outside of the school.

- The number of students per teacher is another indicator of working conditions. In Macedonia both in primary and secondary schools the student-teacher ratio is 11. 6:1 and the maximum number of students in a class is 34 (Figure 4).

Figure 4: *Average number of students per teacher*[35]



Challenges

- There is a lack of teaching aids, reference literature and sports equipment in schools, which hampers teacher performance.
- There is a great imbalance in the number of students per teacher. There are schools where the number of students is at the upper limit of the legal threshold, although the average student-teacher ratio is relatively small on a national level (11.6).

Recommendations

- Efforts for improving school working conditions should continue, especially in terms of providing teaching aids.

2.4. Good career advancement prospects

In many educational systems, teachers have the opportunity to advance "vertically" in the career, and thus, reach management positions (shift leader, deputy school principal and school principal). Most high-performing educational systems provide teachers with opportunities for

[35] Source: *Macedonia SABER Teachers Country report (draft)*, World Bank, 2013.

"horizontal" promotion to professional positions that allow them to grow professionally, but still remain closely connected to instruction[36], such as the prospect to be promoted to a higher title within the Macedonian educational system.

Opportunities for career advancement could help attract quality staff to the teaching profession.

Achievements

- In line with the Macedonian legislative framework, there are many opportunities for professional and career advancement. Teachers can apply for management positions[37] or professional titles (teacher - mentor and teacher - advisor).
- Salary coefficients for different positions comply with collective agreements[38].
- In addition to higher wages, titles provide professional engagement such as mentor to beginner teacher or to a teacher attending additional pedagogical qualification training. Such engagements are additionally rewarded.
- According to the laws[39], teacher evaluation for career advancement includes all the important elements: evaluation of his/her performance by the school, performance review by the State Education Inspectorate (SEI) and the students' results on external testing.
- Generally, the educational community supports teacher performance assessment as one of the criteria for career advancement. All focus group participants agreed that student achievements and their opinions have to be the key indicators of the quality of teacher performance.
- Individual teacher evaluation, within the school integral evaluation conducted by SEI provides quality check of the work of teachers from the aspect of fulfillment of teacher duties, as prescribed by law.

Challenges

- Legal provisions concerning career advancement are not applied in practice. According to responses received by schools, two of the most common reasons for this situation are the lack of funding and lack of developed criteria and procedures. Only 9% of schools responded that there are no obstacles, but they also are not implementing the law (Figure 5).

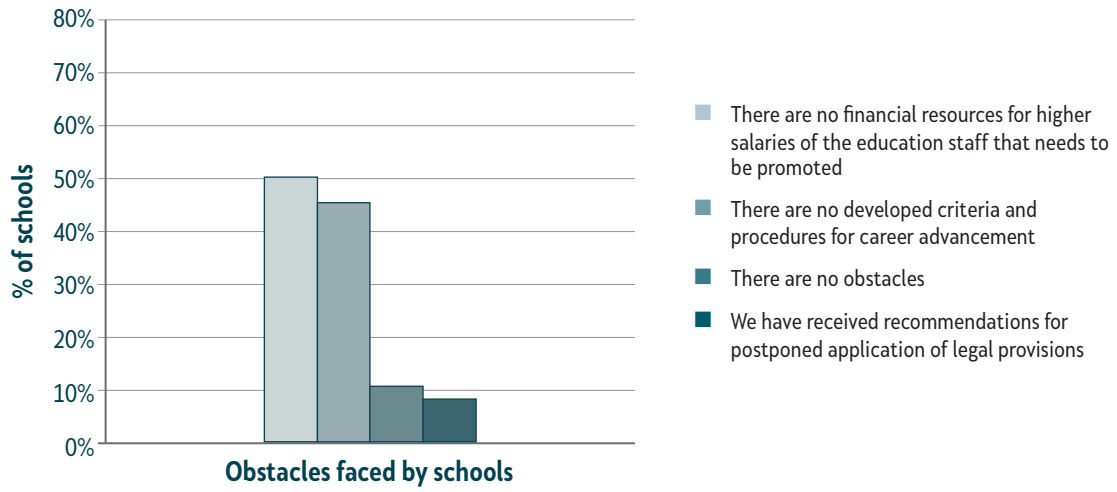
[36] Darling-Hammond 2010, according to *Preparing teachers and developing school leaders for the 21st century*. OECD 2012, http://www.oecd.org/ site/eduistp2012/49850576.pdf.

[37] For the position of a school principal, a candidate should meet the requirements for a teacher or a professional, to have at least 5-year experience and to have passed the School-Principle Certification Exam.

[38] According to the Collective Agreement, primary school teacher coefficient is 2. 503, for teacher – mentor 2. 803, and for teacher – advisor 3. 104, which gives the difference of approximately 15% between a teacher and a teacher – advisor (secondary school coefficients are similar)

[39] Situation analysis on certain issues connected to regulations that define the status of primary and secondary school teachers in the Republic of Macedonia, MCEC, 2013.

Figure 5: *Obstacles faced by schools when implementing legislation on teacher career advancement*[40]



- Most teachers would not be motivated for career advancement unless it meant that they would get a salary supplement. According to the electronic survey, such is the opinion in 61% of primary and 65% of secondary schools. There are doubts whether teacher salary coefficients for the different career titles are sufficiently stimulating (difference in pay is about 15%). Focus group results point out that pay differences should be in the scope of 15% - 30%.
- There are doubts students external testing[41] as an element of teacher evaluation for career advancement. It is questionable whether the external testing, as planned, should be considered in teacher evaluation and teacher advancement, given that this testing only checks the teacher's objectivity in evaluating students' performance.
- Legal restrictions on the number of teachers per school that can be promoted to titles[42] is not a stimulating solution, because it is not based on established standards for quality of performance and achievements.

> *"If you want to motivate a person, there should be a great incentive. 10% is not enough. For a teacher's pay of 20,000-21,000 denars, 10% would be about 2,000 denars. I think it is too little. None of us, in addition to salaries being low in Macedonia, would take up the responsibility for 2,000 denars. I think that 30% would be reasonable. In that case, teachers would get more engaged, for such a difference they would be motivated"* - ***a pedagogue, participant in a focus group.***

Recommendations

- Set standards for different teacher title promotions which would be the basis for estimating whether teacher performance meets the promotion requirements.

[40] Source: *Report from the questionnaire for professional development and promotion to titles of education staff*, MCEC 2013.

[41] These findings refer to situation prior to external evaluation.

[42] After each school year the primary/secondary school can promote two employees, teachers or professionals to one of the titles teacher – mentor, professional – mentor and other two from the group of teachers and professionals to teacher – advisor and professional – advisor as proposed by the Teachers' Committee if there is a total number of 50 employees teachers and professionals, or three members from the staff of teachers and professionals if the total number exceeds 51.

- Ensure sustainable financing and start applying the title promotion system.
- Provide higher salaries for teachers that will contribute to raising of the credibility of the profession and attract better staff.
- Begin title promotion of teaching staff so that promotion will be based on the quality of teachers' performance.
- Make salary differences among teachers with different titles sufficiently stimulating so as to justify adherence to strict promotion criteria.
- The individuals that monitor and evaluate the quality of teacher's performance should continuously develop their skills and keep track with the changes in the education system that teachers are supposed to implement.
- Reexamine the role of external assessment in the process of teacher assessment for title promotion.

"The external assessment cannot help me see who is a good teacher, since the issue here is whether he/she assesses objectively (student achievements)? I do not see the purpose of the external evaluation... I think that nobody sees it, except that teacher's objectivity is assessed through one test at the end of the school year. Do we assess students' knowledge? It should be most important for us to see what type of student knowledge we are assessing ... Is it a good teacher the one who has given students Ds? Would his assessment in future be objective..." - ***pedagogue, participant in a focus group.***

3. PREPARING TEACHERS WITH USEFUL TRAINING AND EXPERIENCE

To make teachers successful it is crucial to provide them with training which would enable them to acquire the skills they need in the classroom. Teachers need knowledge of the subject matter/s, pedagogical knowledge, organization skills in the classroom work and a lot of practice. The sound basic training provides teachers with a necessary level of knowledge and skills and gives them a framework for improving the instruction process.

SABER – Teachers considers two mechanisms that educational systems can use to reach this goal: (3.1) minimum standards for pre-service training programs and (3.2) required classroom experience for all future teachers.

3.1. Minimum standards for pre-service training programs

Teachers in almost all countries with high-performing educational systems are required to have a level of education corresponding to the International Standard Classification of Education - ISCED 5A (higher education diploma), and in some countries, such as Finland, a master degree is required.

The initial education for teachers in Macedonia has the potential to provide future teachers with knowledge and skills necessary to achieve success in teaching.

Achievements

- In Macedonia, as well as in the majority of the countries with high performing educational systems, teachers must have a Bachelor's degree in the appropriate subject, obtained after at least four years of university education.
- Teachers' education covers subject matter content as well as content from the field of pedagogy and psychology.

3.2. Required classroom experience for all teachers

Practical classroom experience is a crucial factor for quality teaching. The more prospective teachers attempt to use theoretical pedagogical knowledge and subject matter knowledge in practice, the more they practice teaching and learning management, the better prepared for the

job they will be. Many high-performing educational systems require teachers-beginners to spend a considerable amount of time practicing prior to teaching on their own. Some of these systems provide mentorship support during the first, and even during the second year on the job[43].

Future teachers should have more practical classroom experience.

Achievements

- In Macedonia prospective teachers acquire practical classroom experience during their studies as well as during the induction period, when mentoring is provided.
- The induction period, which lasts for 12 months, is in fact, a period when the teacher acquires practical experience under the guidance of a mentor.

Challenges

- The practical experience gained during the pre-service teacher education is insufficient. It is about 230 hours for lower primary (grade) teachers in the period from the second to the fourth year (depending on the university). For subject teachers, the required practical classroom experience varies from 10 to 100 hours[44], which is significantly less compared to the experience gained by teachers in high-performing educational systems (Table 2).

Table 2: *Teaching experience required from lower primary (grade) teachers*[45]

	Macedonia	Japan	Shanghai	Singapore	South Korea
3 months or less					✓
3 –12 months	✓		✓		
12–24 months				✓	
More than 24 months		✓			

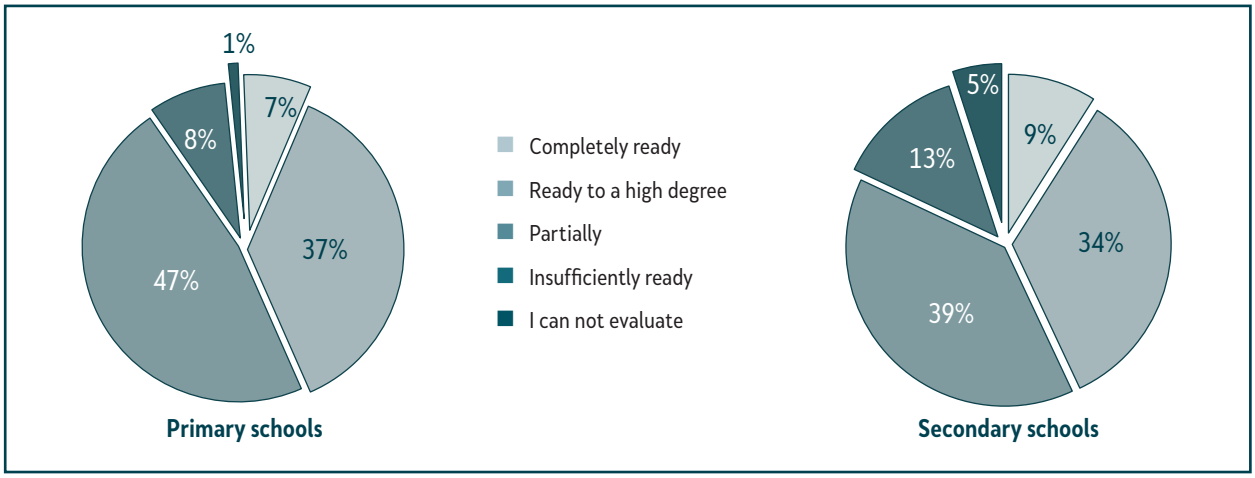
- Only about 40% of schools consider that novice teachers are ready or almost ready to teach immediately after gaining employment whereas the rest consider that novice teachers are not ready enough (Figure 6).

[43] Darling-Hammond 2007, according to Richard M. Ingersoll and Henry May, *The Magnitude, Destinations, and Determinants of Mathematics and Science Teacher Turnover*, 2010, http://www.cpre.org/images/stories/cpre_pdfs/math%20and%20science%20teacher%20turnover_ingersoll%20and%20may%202010_final%20web%20ready.pdf.

[44] That is the time scheduled to be spent in school. Students spend most of it observing teacher- mentor's work and less frequently they have opportunities to teach.

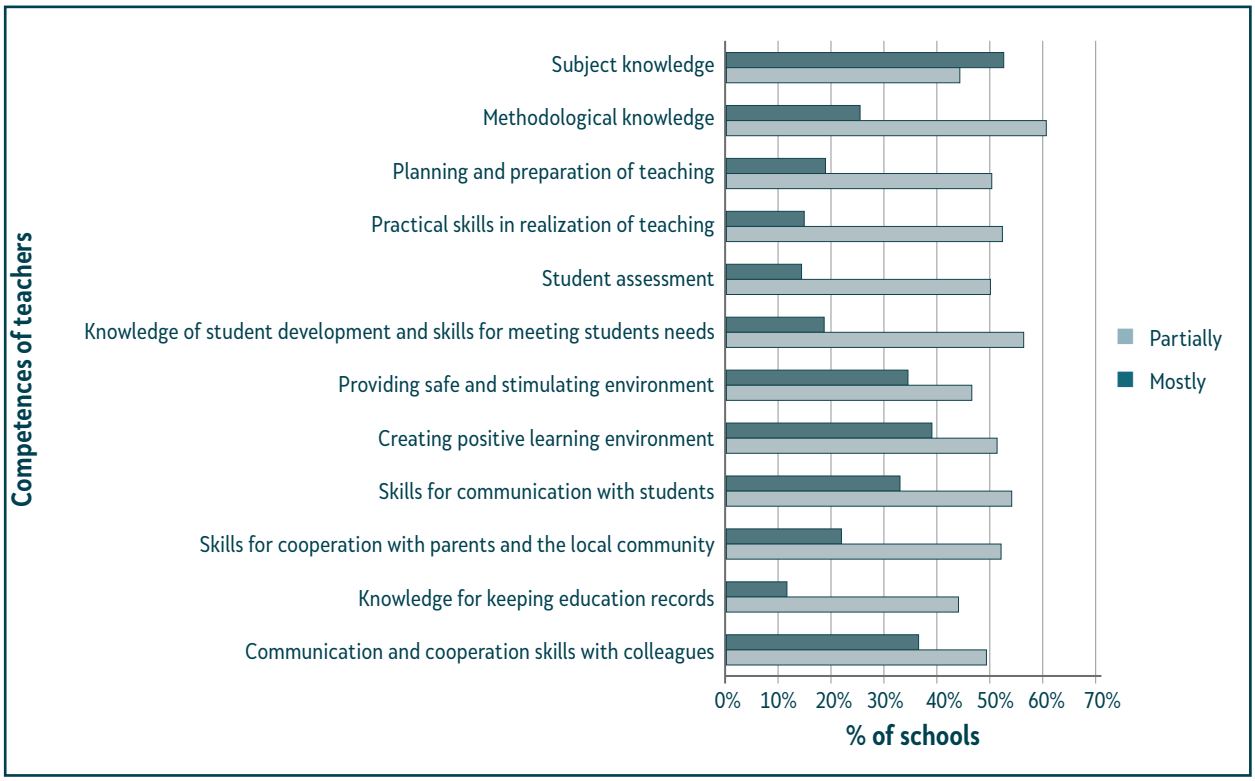
[45] Source: *Macedonia SABER Teachers Country report (draft)*, World Bank, 2013.

Figure 6: *Findings on novice teachers' preparedness to teach*[46]



- University programs for teachers and school support staff are generally criticized for being too theoretical and not allowing students to acquire sufficient practical experience.
- According to school responses, novice teachers often lack competences for practical classroom teaching, planning, student assessment, meeting student needs, cooperation with parents and keeping school records and documentation (Figure 7).

Figure 7: *Competences of teachers at the beginning of the induction period*[47]



[46] Source: *Report from the questionnaire for in-service training and title promotion of the education staff*, MCEC 2013.

[47] Ibid.

Recommendations

- The pre-service teacher and school support staff education should include more practical experience.
- Practical training should be implemented in the classes of those teachers who keep up with the new didactic and methodical approaches and have completed trainings/obtained relevant certificates.
- Students in the final years at teacher training faculties and unemployed teachers should be given the opportunity to do volunteer work which would enable them to put their theoretical knowledge into practice and to acquire needed skills.
- In the development of the curricula and the programs for additional pedagogical qualification, teacher training faculties should ensure that future teachers acquire basic professional teacher competencies.

"I remember when I came into the school as a novice teacher. My colleagues accepted me with open arms, embraced me, there was no problem in terms of fellow teacher support. However, daily lesson plans, thematic plans, the curriculum, you get these documents...and let's get down to work, they say. You enter the classroom ... I'd say that my biggest problem as a novice teacher was that I did not know how to assess students. Novice teachers usually face the same problem, not knowing how to assess students. I had a mentor, but he was not able to explain to me since he did not know this himself" - ***teacher, participant in a focus group.***

4. MATCHING TEACHERS' SKILLS WITH STUDENTS' NEEDS

In schools with many students who receive only limited support from their families and the community, it is important to provide teachers of high quality. This will ensure efficiency and equality in the educational system. Therefore, it is important to allocate teachers as appropriately as possible and to provide qualified teachers in all schools and for all subjects. Thus, all students at all levels of education would have equal learning opportunities and chances for success. Without a well-designed system that would provide adequate teaching staff, teachers might gravitate around schools with better working conditions and better performing students, around places with more desirable living conditions, thus increasing the inequality in education.

SABER - Teachers considers two types of policy levers that school systems can use to reach this goal: (4.1) incentives for teachers to work in hard-to-staff schools; and (4.2) incentives for teachers in critical-shortage subject areas.

4.1. Incentives for teachers to work in hard-to-staff schools

Attracting good teachers to work in hard-to-staff schools (in remote, less accessible areas or with socially vulnerable students – poor students, students with parents of a low educational status, etc.) is a challenge for many countries and often requires special measures.

In Macedonia, a limited number of additional incentives is provided for teachers who work in hard-to-staff schools.

Achievements

- There are policies (regulations and collective agreements) aimed at attracting good teachers to work in hard-to-staff schools. Teachers receive a salary supplement if they work in schools in remote/mountainous areas and/or in combined classes (Table 3).

Note: In Singapore there are no specific additional incentives/benefits aimed at attracting teachers of quality to work in hard-to-staff schools, but there is a central system for staff allocation which ensures effective teacher allocation.

Table 3: *Incentives for teachers working in hard-to-staff schools*[48]

	Macedonia	Serbia	Japan	Shanghai	Singapore	South Korea
Promotion				✓		✓
Higher basic salary			✓			
Salary supplement	✓		✓	✓		
Subsidized education				✓		
Coverage of accommodation expenses			✓			✓

Challenges

- The existing system mechanisms for attracting qualified staff to work in hard-to-staff schools in Macedonia does not seem to be effective because most unqualified teachers can be found in schools in remote/mountainous areas[49], in which there are often also combined classes. Namely, schools teachers who work in first category schools roughly receive an additional 10% of the novice teacher's salary whereas school teachers who work in combined classes receive an additional 5%[50] of the novice teacher's salary, which is probably not a sufficient incentive for some of the teachers of quality.
- Local governments do not have additional mechanisms for the provision of qualified teaching staff.

Recommendations

- An analysis should be conducted on how stimulating the existing salary supplements for work in remote/mountainous areas and in combined classes are and, according to the received findings, sufficient financial incentives should be offered in all areas where there is a lack of qualified staff.
- Municipalities should play a more important role in attracting quality staff and in the provision of additional incentives for qualified staff, for example: scholarships, tuition grants etc.

4.2. Incentives for teachers to teach in critical-shortage subject areas

Many education systems face the problem of providing qualified teaching staff for certain critical-shortage subject areas. Therefore, they develop system-based policies to overcome the problem and provide additional incentives for those teachers (e.g. higher salaries, scholarships, etc.).

[48] Source: *Macedonia SABER Teachers Country report (draft)*, World Bank, 2013; *Serbia SABER Teachers Country Report*, World Bank, 2013.

[49] *Report from the interviews conducted on the practice of teacher professional and career development at the local government level*, MCEC, 2013.

[50] For work in remote areas teachers receive pay increase by the following coefficients: 0.30 in first category schools; 0.18 for second category schools and 0.16 for third category. For working in combined classes the coefficient is 0.12.

In Macedonia, there is no systematic collection of evidence on critical-shortage subject areas. Consequently, there are no system measures to address such problem.

Challenges

- About 28% of teachers in primary schools in Macedonia do not meet teaching staff standards[51] either because they possess a lower level of education than required, or, more likely, because of the degree program they completed. Most teachers who do not meet the standards teach in Albanian or Turkish language. Also, inadequate teaching staff is often hired for subjects with fewer classes per week, in small schools and in rural areas.
- Schools and municipalities do not take serious measures to provide qualified staff, and on a state level, apart from the abovementioned salary supplements for teachers who work in remote/mountainous areas, there are no systematic measures to ensure that all students, in all areas and in all subjects will be taught by qualified teachers.
- The data collected through the Education Information System (EMIS) is not subject to further analysis that would identify the regions, municipalities or languages in/for which there is a need of providing qualified teaching staff.

Recommendations

- The system for identifying shortages of qualified teaching staff for different subjects, different languages of instruction and different regions should be improved by using data provided by EMIS. On the basis of it, projections for the required teaching staff should be made.
- Policies for provision of qualified teaching staff for all subjects in all schools should be established. In addition to direct salary supplements, these policies should include scholarship opportunities for gaining additional qualifications, provision of transportation/accommodation, more frequent employment of adequate teaching staff on a work contracts for less classes per week than the weekly norm prescribes.

[51] In 2012, 4.877 out of 17.129 primary school teachers were not in place according to standards.

5. LEADING TEACHERS WITH STRONG SCHOOL PRINCIPALS

School management is an important factor for quality learning and high student achievements. Capable school principals assume the role of instructional leaders, giving guidance and support to teachers in order to improve the educational process in the school. In addition, they are able to attract and retain teachers of quality.

SABER-Teachers considers two policy levers school systems which can be used to reach this goal: (5.1) providing training for school principals; (5.2) decision-making authority for school principals to monitor and improve instructional practice.

5.1. Providing training for school principals

Research studies on the high-performing educational systems show that school principals can gain management skills either through work experience with adequate support or through special trainings. In educational systems such as those of Japan, South Korea, Shanghai and Singapore, candidates for school principals develop their management skills by attending a special training and/or a specialized practice or mentorship program[52]. Studies also show that a quality improvement in the school principal's performance can trigger improvements both in teacher work and student performance. The majority of the high-performing educational systems have mechanisms for assessing school principals' performance and providing accountability.

In Macedonia, there is a school principal training program which enables candidates for school principals to acquire management skills, but there is not a system for continuous professional development of school principals.

Achievements

- In Macedonia, any person with (at least) a diploma from a higher educational institution who meets the requirements to work as a teacher or as a school support staff member in a primary/secondary school, has a minimum of five-year professional experience in an educational institution, has attended relevant training and passed the School Principal Certification Exam can become a school principal.
- The school principal training program covers six modules which enable candidates to acquire knowledge and skills for managing the school as an organization, but also for managing the staff and the educational process. At the end of each module, the candidate prepares a seminar paper and presents it in front of the trainer. At the end of the training,

[52] Darling-Hammond 2010, according to *Preparing teachers and developing school leaders for the 21st century*. OECD 2012, http://www.oecd.org/site/eduistp2012/49850576.pdf.

each candidate takes an exam before a committee appointed by the Minister of Education and Science. A similar school principal training model exists also in countries with high-performing educational systems (Table 4).

Table 4: *Mechanisms for supporting and developing school principals' management skills*[53]

	Macedonia	Serbia	Japan	Shanghai	Singapore	South Korea
Courses and other types of training	✓	✓		✓	✓	✓
Practice under mentorship			✓		✓	

Challenges

- Unlike some of the countries with high-performing educational systems, the candidates for school principals do not have an obligation to do any practical work under mentorship, other than the obligation to attend the training for school principals.
- There is neither a system for regular performance assessment of school principals, nor rewards or bonuses for quality work. There are several grounds on which school principals can be dismissed before the end of their term[54].
- Although the legislative framework provides many mechanisms that ensure the election of the highest performing candidates as school principals, as well as mechanisms that enable their dismissal, in practice, the mayor, as a political party exponent, has a great influence in the decision-making process for all schools which are under the competence of the municipality. This is why school principals often change whereas the qualified candidates for this position are not always interested in applying.

Recommendations

- The possibility of introducing mandatory mentorship during the school principals' training should be considered and/or the possibility of introducing the requirement for a more serious final paper to be prepared that would prove the candidates' management skills and would, in its own turn, contribute to the development of their leadership qualities.
- A system for school principal performance assessment should be established in which student and teacher achievements will be of crucial importance. The assessment could be a part of the integral evaluation of schools. In this way, the political party influence over the selection and dismissal of school principals would be diminished and the importance of their performance quality would be highlighted.
- A training needs' analysis should be made and a system for permanent mandatory in-service training for school principals established.

[53] Source: *Macedonia SABER Teachers Country report (draft),* World Bank, 2013; *Serbia SABER Teachers Country Report*, World Bank, 2013.

[54] "The school principle can be dismissed if he/she: violates laws and regulations which have being identified by the State Education Inspectorate; does not carry out the program or does not implement the education plans and programs, is responsible for damage caused to students, their parents or the school; allows organizing activities which are not in line with the curriculum; three years during his tenure at least 10% of teachers and associates employed at the school belong to the group of teachers and professionals who showed the weakest results on external assessment contained in the annual report on the performance of teachers and school support staff; allows payment of funds which are not defined in the school annual budget.", taken from the review of the *Review of the Regulation of the Education System in Republic of Macedonia*, MCEC, 2013.

5.2. Giving school principles decision-making authority to monitor and improve instructional practice

The education system should enable the best teachers to become school principals. They, in turn, should dedicate a significant part of their working hours to the improvement of the instructional practice.[55] In the highest performing educational systems, such as that of Finland, the UK, Ontario and Singapore, school principals are viewed as instructional leaders. They are expected to have extensive knowledge in the national and subject curricula, pedagogical knowledge and practical experience, as well as to provide support and guidance to teachers. They assess teachers, provide feedback to them and evaluate the staff professional development needs and the needs of teaching aids and instructional resources[56].

School principals in Macedonia bear the responsibility to monitor teacher performance, to support and guide teachers with the objective of improving the instructional practice.

Achievements

- Expectations of school principals in Macedonia are similar to those in the countries with high-performing educational system. School principals are expected to hire and dismiss teaching and school support staff, monitor and assess their performance, evaluate the overall school performance, manage finances, represent the school in front of competent bodies, etc. Many of the school principal's duties revolve around the management of the educational process, which, as studies show, is closely related to the higher achievements of students.

Challenges

- School principals in Macedonia also have many administrative tasks and problems related to the provision of better working conditions in schools as well as additional funding, which often takes away part of the time that they would otherwise dedicate to their professional (pedagogical) duties.

Recommendations

- Principals should ensure regular updating of the school data in EMIS and enable state institutions to directly download information that they need from the database. This will relieve the administrative burden in schools and enable school principals to focus more on their professional duties (pedagogical work).

[55] Barber & Mourshed 2007, according to *Preparing teachers and developing school leaders for the 21st century*. OECD 2012, http://www.oecd.org/site/eduistp2012/49850576.pdf.

[55] Darling-Hammond, L. & Rothman, R. (2011). *Teacher and leader effectiveness in high-performing education systems*, Washington, DC: Alliance for Excellent Education.

6. MONITORING TEACHING AND LEARNING

The evaluation of the quality of teachers' work and the extent to which students achieve learning objectives is crucial in planning strategies for teaching and learning improvement. Primarily, it is important to identify lower-performing teachers and students within the education system in order to provide them with adequate support. Secondarily, teacher and student evaluation helps in the identification of best practices to be shared among teachers and schools in order to improve the overall school performance.

The SABER - Teachers considers three policy levers which can be used to achieve this goal: (6.1) availability of data on student achievements in order to get more information on areas that need improvement; (6.2) an adequate system to monitor teacher performance; (6.3) evaluation of teacher performance based on multiple sources of information.

6.1. Availability of data on student achievement

All high-performing educational systems have mechanisms which ensure the provision of sufficient data on student achievements, which is used to improve teaching and create educational policies, but they differ from each other greatly. Regardless of the selected mechanisms, high-performing educational systems ensure that: (1) relevant and comprehensive data about student achievements is regularly collected; (2) various public authorities have access to the data in order to use them in the education policymaking; (3) the data is regularly collecting and analyzed on a school level, so that schools and teachers can use it to improve teaching.

Macedonia is going through a phase of establishing systems for student assessment that could improve teaching and educational policymaking.

Achievements

- In the past 15 years in Macedonia there have been attempts for establishing a system that would provide data on student achievements through internal and external assessments.
- Data about each student's general and subject achievement is collected through internal assessments.
- The State Matura is successfully conducted each year.
- Several national student assessments in grade 4 and 8 were successfully conducted. All participating schools received information on student achievements in their school compared with student achievements on a national level.
- Macedonia also participated in several international assessments of student achievements (TIMSS, PIRLS, PISA).

- A external testing computer system has been established. External testing has been conducted in all grades, starting from grade 4.

Challenges

- There are no unified, long-term policies on the types of student assessments or analyses to be conducted or on the purpose of collected data.
- There is a strong distrust in the objectivity of grades from internal assessments.
- The State Matura results are not analyzed on all levels (including the school level) so that they can be used both by educational policymakers and schools to undertake activities for improving teaching and learning.
- Macedonia does not participate regularly in international assessments of student achievements[57]. Only one national report is prepared, which is very general in nature, and the results remain only within the narrow circles of the education authorities. Participating schools do not receive their own results. The results are not used to create educational policies or to undertake activities for improvement of achievements (which in all of the assessments conducted so far have been considerably below the international average).
- The use of the results from the external testing is, by law, reduced to verification of the objectivity of the grades given by teachers and to putting additional grades in the student final year report cards for the subjects for which they have been tested on (which will be used in the advancement to a higher educational level). There are plenty of contradictory experts opinions in reference to the validity of the tests, and consequently, in reference to the received grades and to all potential ways of using the results.
- There is no comparative data received from the assessment of student achievements over a longer period of time by using the same methodology (except for the data from the State Matura). Therefore, schools and teachers cannot monitor the outcomes of undertaken activities with the objective of improving teaching and learning.
- The data on student achievements is not used for teacher performance quality assessment and has no influence on their professional advancement or salary.

Recommendations

- Consider all past experiences with external assessments[58] and determine types of external assessments to be conducted state-wide, types of result analysis to be made and their real purpose and use. Also, create mechanisms to make such data available to schools and teachers.
- Conduct additional analysis of the external testing results, primarily from the aspect of its validity and real purpose (which is to validate the objectivity of students' grades and award/punish teachers, consequently) and, depending on the abovementioned, to re-evaluate its current setup.

[57] PISA, TIMSS, PIRLS

[58] External assessment: all types of external measurements of student achievement (national assessments, Matura, external testing and international assessments)

- Provide at least one type of external assessment of students' achievements (on an annual level or over cycles of several years) that would provide teachers and schools with valid data on students' achievements and result in organizing trainings for teachers on the use of the assessment results to improve their own work.
- Implement the whole State Matura concept in order to provide valid information on student achievements also for those subjects which, according to the concept should be, but are not yet included in external assessments.
- Conduct an in-depth analysis of the results from international assessments. Enable schools access to their own results and organize training for schools on the use of assessment results.

6.2. Adequate system to monitor teacher performance

Countries with high-performing educational systems have established mechanisms for monitoring of teacher performance and its effects. In some countries these mechanisms are predominantly internal, in other words, exist on a school level; in others they are external; or in third countries, there is a combination of the two.

In Macedonia there is a system for internal and external monitoring and evaluation of teacher work.

Achievements

- There is an established EMIS system which contains data about the entire educational staff, including general data, data on the type and degree of education, last school/college completed, previous working experience, employment category, work position and number of classes the teacher has, contact information, means of transport to the work place that the teacher uses, disability info, competent regional office of the Health Insurance Fund of the Republic of Macedonia, Pension and Disability Insurance Fund number, employment date, dismissal date, dismissal grounds, working status (permanent/temporary work contract).
- There are institutions which bear competence to monitor (BDE) and evaluate (SEI) the teaching practice. SEI conducts individual evaluations of teachers in Macedonia every three years. BDE monitors teachers' performance, as part of the development projects for educational improvements and as part of its advisory work with schools and teachers, or in response to special requirements by SEI or MoES.
- Both institutions have developed instruments for monitoring teacher performance.
- Schools keep professional portfolios on teachers and school support staff containing all data on their professional development in and outside the school, certificates, professional achievements (papers, research studies, project participation), self-evaluation and integral evaluation results, BDE advisory visit findings, external testing results and other evidence of teacher professional development.

- According to the laws on primary and secondary education, the external testing is envisaged to have an influence on teacher salaries.
- School principals are obliged to monitor teacher performance, among other things, also through mandatory lesson observation.
- School support staff is often included in the same teacher performance monitoring processes and provide feedback on teacher improvement.

Challenges

- EMIS lacks data on the results from the staff assessment and their professional and career development.
- The process of external evaluation of teacher performance quality has not started yet in terms of the adequacy of the pedagogical and psychological approaches used in teaching.
- The impact of teacher objectivity in student assessment, checked through the external testing prism and reflected on teachers' salaries (15% increase or decrease of salary) has been overemphasized, in comparison to, for example, the promotion to a higher career title. Title promotion requires that many more comprehensive performance criteria are met, including objectivity of assessment, and the promoted teacher will receive a 15% salary increase, in accordance with the collective agreement. In addition, a longer period of time and a more thorough evaluation of teacher performance is needed to meet those criteria.
- There are neither established procedures for regular internal teacher evaluation by the school management nor mechanisms supporting the professional and career development of teachers. Furthermore, the internal evaluation has no influence on teachers' salaries.

Recommendations

- Develop EMIS further so as to contain information on additional trainings/certificates, results from internal and external assessments, career advancement/title promotions and similar indicators of the quality of the professional staff performance in schools.
- Set up essential standards and suitable instruments to assess teaching staff performance. These should include various aspects of teacher work and achievements as well as compulsory information on: performance quality and achievements, professional development, commitment to teaching improvement. The standards should be developed transparently and include the participation of all stakeholders. They should be used both for internal and external evaluation of teaching staff.
- Review the existing legislative framework in relation to the impact of the findings on teacher objectivity in student assessment, viewed against the external testing results and its reflection on teacher salaries.
- Develop a unified, valid system for regular internal teacher performance evaluation and prepare adequate procedures and instruments. Internal evaluation results should have a greater influence on teachers' professional and career advancement.

6.3. Evaluation of teacher performance based on multiple sources of information

Research suggests that there is no one single ideal method for evaluating teaching staff performance. Most high-performing educational systems use several different data collection mechanisms and different evaluation criteria for evaluating teaching staff performance. Furthermore, research also shows that the use of a well balanced combination of different criteria could be even more effective – such as, for example, a combination of student achievements, lesson observation and student/parent survey results. Many high-performing education systems define explicit criteria for teacher performance evaluation (Table 5).

Table 5: *Teacher performance evaluation criteria*[59]

	Macedonia	Japan	Shanghai	Singapore	South Korea
Subject matter knowledge		✓		✓	✓
Teaching methods	✓	✓	✓	✓	✓
Evaluation methods	✓	✓	✓	✓	✓
Student achievements	✓		✓		

According to available documents and educational policies, teacher performance evaluation criteria in Macedonia are the same as those for which research has proven to influence student achievements.

Achievements

- There are institutions authorized to monitor and evaluate teaching staff performance (SEI, BDE, VETC, and NEC) which can provide diverse information on teacher performance.
- According to the laws on primary and secondary education, school principals bear the obligation of monitoring teacher performance, among other ways, also through lesson observation. Most school principals do this.
- School support staff also monitors teacher performance.
- SEI has prepared Guidelines for Evaluating Teacher and School Support Staff Compliance with Duties in the Elementary and Secondary Education, which contains various criteria, including teaching planning and realization, student assessment and student achievements at competitions, etc.
- External testing could be used as an indicator of student achievements.

[59] Source: *Macedonia SABER Teachers Country report (draft)*, World Bank, 2013.

Challenges

- There are no teacher evaluation standards which could be used by all included in the teacher monitoring and evaluation process.
- There are no elaborated procedures for internal monitoring and evaluation of teaching staff performance and for use of the results.
- In the SEI Guidelines for Evaluating Teacher and School Support Staff Compliance with Duties in the Elementary and Secondary Education some aspects that were introduced with the new changes in the education system are missing.
- The external testing has a very narrow purpose (to assess teacher objectivity in assessing student achievements) and limited capacity to check all set assessment standards.

"After the lesson observation, we invite teachers to a consultation meeting. There is no criticism, only a discussion on what's good, what direction should the colleague continue to work in, what are the areas that need greater attention, especially if this is a novice teacher. We also use the teachers' portfolios in integral evaluation, so we analyze their work" - ***school principal, participant in a focus group.***

"We are obliged to monitor the teaching process. I have an instrument, the PEP daily lesson planning instrument. I have slightly modified it and included the areas which are subject to integral evaluation, so that when the inspection comes, we would have all the data. Who else would have an overview into this data, except us – the pedagogue, the psychologist? We also go and observe lessons, we use the instrument and monitor existing indicators" - ***psychologist, participant in a focus group.***

Recommendations

- Prepare standards for teacher evaluation, including indicators, procedures and instruments. They should also include various aspects of teacher performance and various sources of information.
- Elaborate procedures for internal monitoring of teacher performance and bring assessment criteria in compliance with evaluation standards on a national level. The internal teacher evaluation should become standard and mandatory and it should gain greater importance in the decision-making related to teacher professional and career development.
- The basic purpose of the external testing should be measurement of student achievements. If it retains the current format (electronic, with multiple-choice questions) each test should have a specification grid on the assessment standards it is measuring (which will be available to teachers and schools).

7. SUPPORTING TEACHERS TO IMPROVE INSTRUCTION

In order to improve teaching at a school level, it is not sufficient to monitor and assess teachers, but also to create a support system for teacher professional development. Schools and teachers need to continually analyze the challenges they face in the classroom, to have access to knowledge on how can they best address these challenges and to receive specific support from competent institutions, which will be tailored to their needs.

SABER–Teachers considers three policy levers school systems can use to reach this goal: (7.1) availability of opportunities for professional teacher development; (7.2) collaborative activities for professional teacher development which are focused on teaching improvement (7.3) rendering professional teacher development compliant with teachers' needs.

7.1. Availability of opportunities for professional teacher development

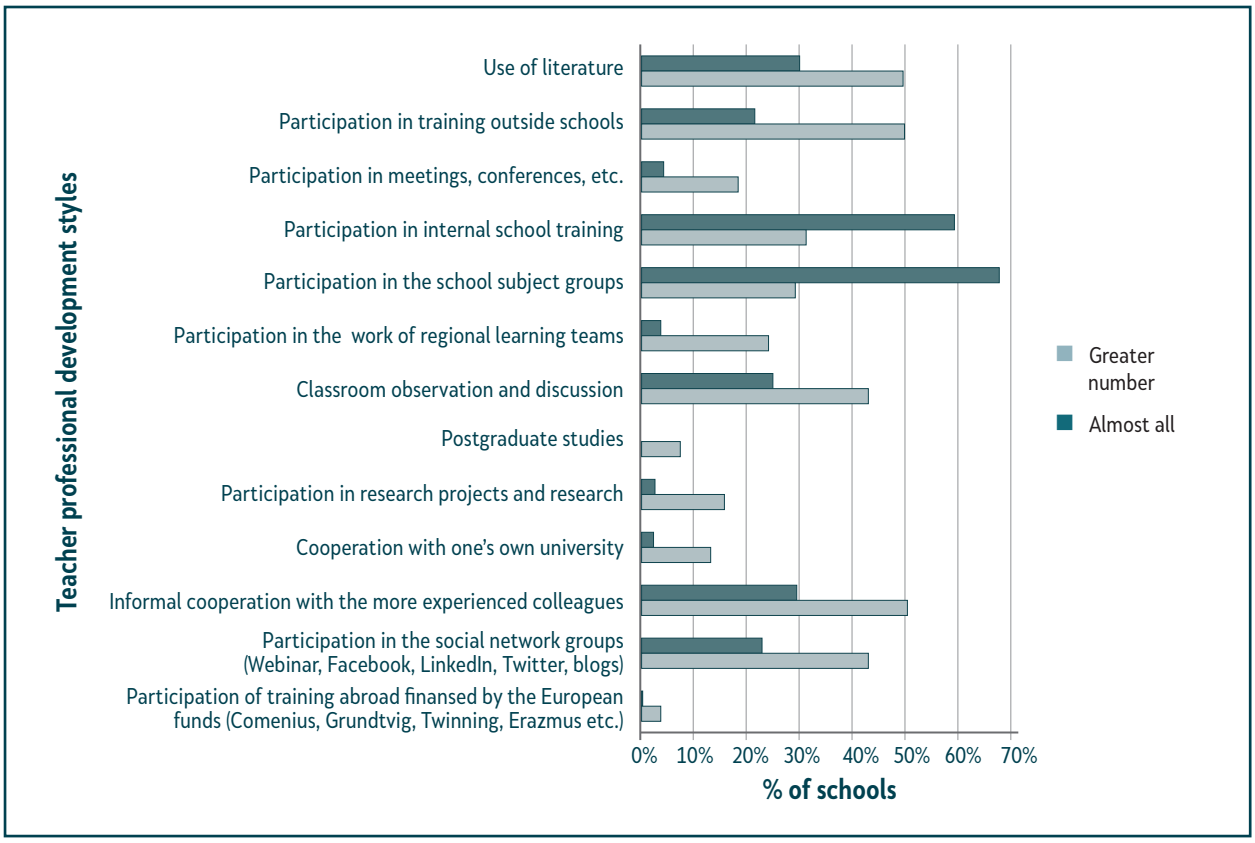
In countries with high-performing educational systems teachers, regardless of their financial capabilities, have access to various professional development opportunities. Time spent on trainings aimed at improving school work is part of their working hours, and often there are set requirements on the minimum amount of training hours within a certain period.

In Macedonia teachers are required to develop professionally, but there are no specific requirements in terms of the scope or intensity of training.

Achievements

- Teacher professional development is a legal obligation and a prerequisite for advancement.
- According to the laws on primary and secondary education, the Minister of Education and Science in cooperation with BDE, VETC and SEC adopts an Annual Professional Development and Advancement Program for Teachers and School Support Staff.
- Schools are obliged to take care of the professional development of the staff. This is one of the areas included in the integral evaluation of the school and individual evaluation of teachers, conducted by SEI.
- The staff develops professionally through accredited training programs, whose implementation is evaluated by BDE.
- Teacher trainings are free of charge; they are financed by MoES via BDE.
- Some municipalities provide occasional trainings for their teachers.
- Teachers participate in various forms of professional development. The highest percent of teachers participate in internal professional development (Figure 8).

Figure 8: *Teacher professional development styles*[60]



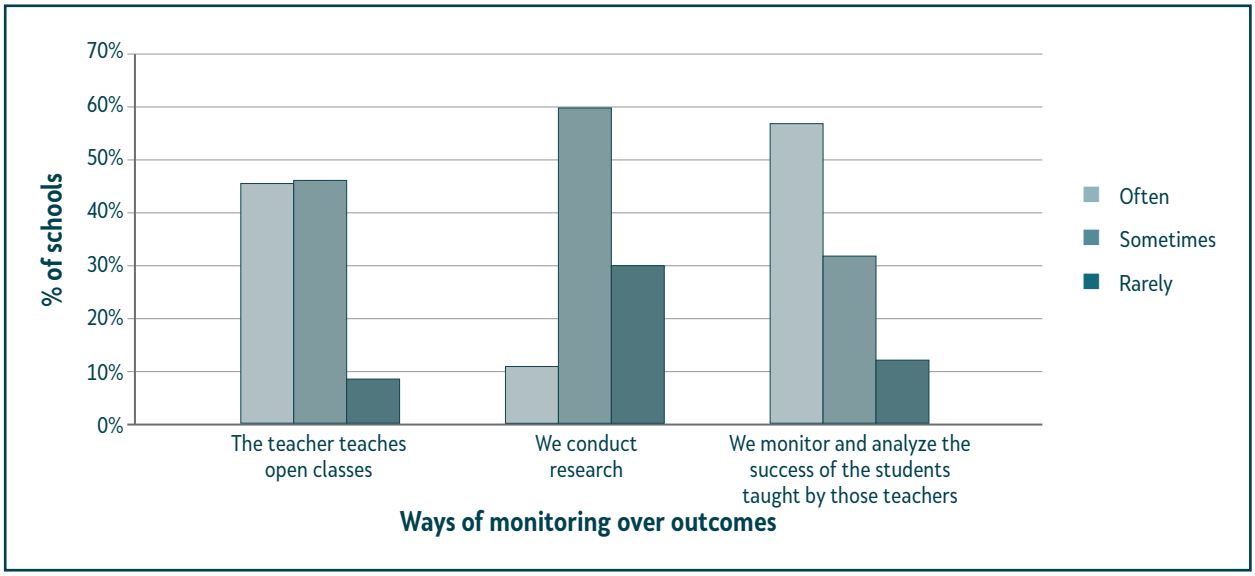
- Generally, teachers are interested in professional development. Focus group participants have unanimously requested that a legal requirement of minimum number of training days for professional development be set, stating that it should not be less than 3-5 days a year. Teachers have also expressed their readiness to attend trainings during summer or winter vacation so as to avoid losing teaching time and to enable paying more attention to training.
- According to the teachers' responses, in situations when it is impossible to attend training and yet, there is a lack of knowledge in a certain area, they allocate their own time for professional advancement, mainly by reading or searching on the Internet.
- Teacher professional development records are kept in teacher portfolios.

> *"There are also other types of trainings organized by the municipality. The Education Department there has its own Work Program. We usually have a meeting at the end of the school year; we, the school support service, and the school principals get invited to a joint meeting at which this program is being developed, i. e. priority areas are decided upon. This year, there were many teacher training programs organized by the municipality: programs for talented students, for students with emotional problems, for students with special education needs. The municipality pays the trainers; and teachers attend" -* ***psychologist, participant in a focus group.***

- Most schools monitor teacher professional development outcomes. That is most frequently done through monitoring of student achievements for those teachers who had been through some kind of professional development (Figure 9).

[60] *Report from the questionnaire for in-service training and education staff title promotion*, MCEC, 2013.

Figure 9: *Ways of monitoring over teacher professional development outcomes*[61]



Challenges

- There is no legal requirement on the minimum number of training days for teaching staff.
- There are no allocated funds in the budget for training in line with the number of teachers and their needs. The funds that were up to now allocated to BDE for professional teacher development are insufficient. Therefore, teachers have very limited opportunities for participation in trainings. According to the opinions of school principals and school support staff (expressed in the electronic survey and in the focus groups), teachers are reluctant to pay for the trainings they need. On the other hand, teachers say that they are willing to pay for trainings which concern their personal growth.
- There are no accredited programs which teachers could attend at their own expense.
- Teachers are not sufficiently informed about the various professional development options, and subsequently, they do not participate in some professional development forms which could be available to them.
- School principals often do not have adequate human resource management policy, but without any sound justification send the same teachers permanently to trainings.
- The number of accredited programs is very limited.
- There is no balanced evaluation system for the various types of trainings (depending on their duration and additional requirements) that would be relevantly connected to the training accreditation. It is not sufficiently clear how will teachers who have reached a higher education levels (specialization, master's degree or a doctoral degree) be evaluated and how will it influence on their career development.

[61] Source: *Report from the questionnaire for in-service training and title promotion of the education staff*, MCEC, 2013.

Recommendations

- Set a legal requirement of minimum for teacher training days within a certain period of time and provide sufficient funds so that each teacher can meet this requirement on minimum training days. Thus, all teachers will be provided with equal professional development opportunities.
- Review the training certificate evaluation system and correlate it to the duration of training, and specifically to the certification of the application of acquired knowledge. Find solution for evaluating quality trainings which have been implemented by non-accredited providers (such as trainings abroad or Internet trainings). During program accreditation it must be clearly stated how will that program be evaluated (number of credits/points that will be assigned to the specific training program during teacher assessment). Also, the additionally acquired education levels (specialization, master's degree, doctoral degree) should have a significant influence on teacher career advancement.
- Allow teachers to also attend trainings in line with their personal needs' assessment, and not only in cases when they have been nominated by the school.
- Carry out the program accreditation process regularly, regardless of the funds that MoES has provided for that year, which will stimulate financing from other sources (such as municipalities, schools and teachers themselves). Accredited training providers should offer attractive programs both in terms of content and price.
- Provide information on accredited training programs, as well as monitoring reports on the quality of program implementation on the BDE webpage.
- BDE should regularly inform schools and teachers of all professional development opportunities within the formal education system as well as of the training benefits for career advancement. BDE should share information on its website about any other professional development opportunities, offered both by national and international institutions/ organizations, that, according to the BDE, would be useful to teachers.

7.2. Collaborative activities for professional teacher development which are focused on teaching improvement

Research suggests that effective professional development is not only limited to mere attendance of short workshops or conferences, but also includes collaboration among teachers and an opportunity to analyze the teaching practice in schools. In the high-performing educational systems, like that of Japan and Ontario, more than 30% of teachers' working hours is dedicated to professional development and activities for teaching and learning improvement. Such activities include: visits to other schools, participation in collaboration and learning networks for schools and teachers, as well as opportunities to engage in research, mentorship or coaching. (Table 6)

Професионалниот развој во Македонија вклучува различни активности за кои истражувањата покажале дека се ефективни.

Table 6: *Professional development styles*[62]

	Macedonia	Japan	Shanghai	Singapore	South Korea
Lesson observation	✓	✓	✓	✓	
Teacher networks	✓	✓	✓	✓	
School networks	✓	✓	✓	✓	
Research	✓	✓		✓	
Mentorship	✓	✓	✓	✓	

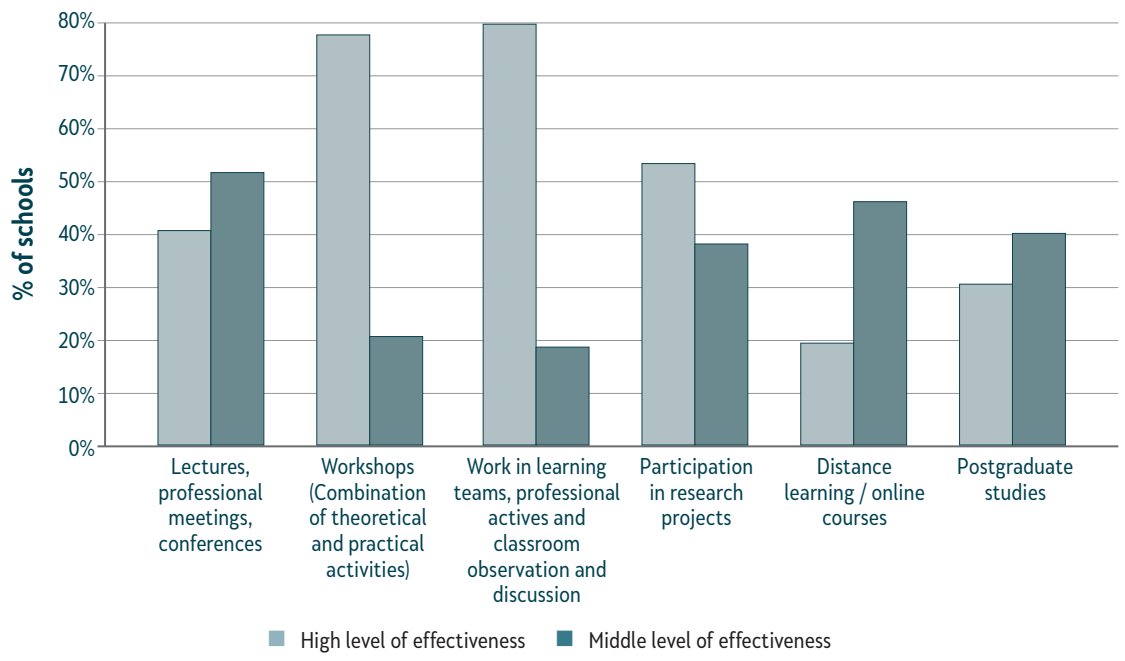
Achievements

- Schools in Macedonia have experience and know which professional development methods are most effective. According to them, collaborative activities (team work learning, subject group teacher meetings, experience sharing through lesson observation and subsequent discussion) and workshops with practical activities rank highest (Figure 10).

"We have established a practice in our school, for three years in a row we have been setting the priority of applying knowledge gained at various training programs. We have a procedure defining who has to do what and how (after the training). We have a team responsible for this and a team leader." - ***a psychologist, focus group participant.***

"It was a good what they said on a training for trainers... they told us that we would receive training certificates only after submitting proofs of having conducted the same training,. These include: participant lists, photos, etc. That's the way to put dissemination in place" - ***teacher, focus group participant.***

Figure 10: *Effectiveness of various professional development methods*[63]

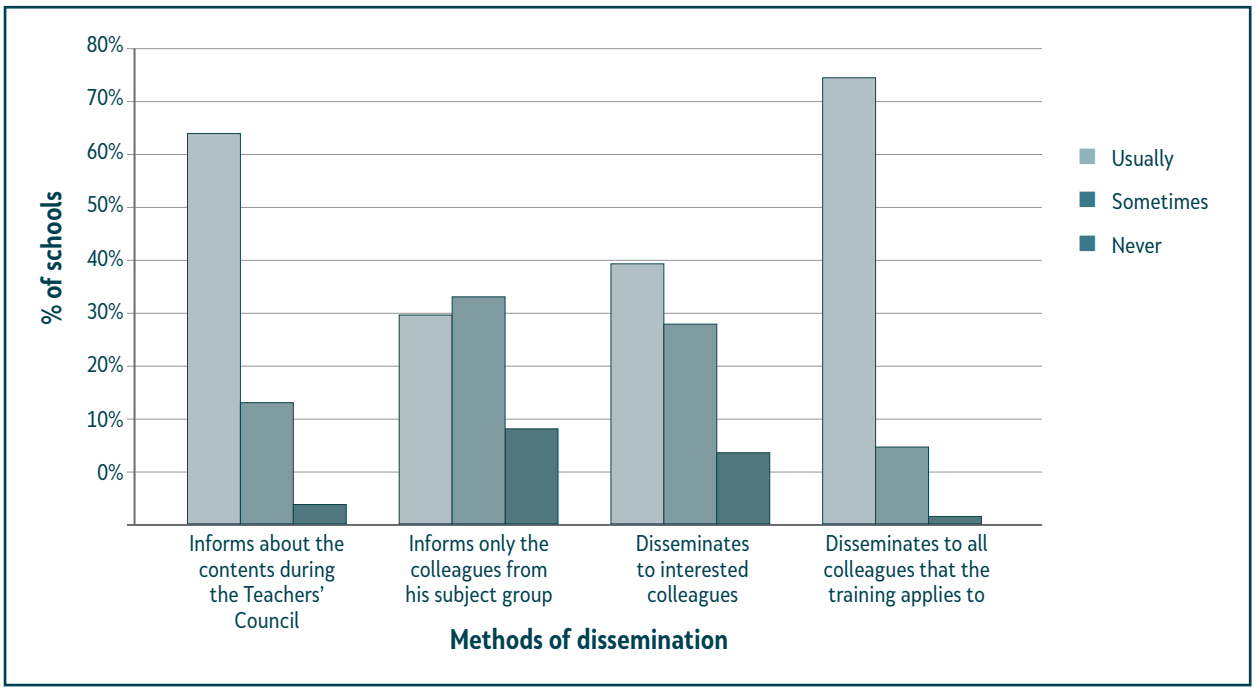


[62] Source: *Macedonia SABER Teachers Country report (draft)*, World Bank, 2013.

[63] Source: *Report from the questionnaire for in-service training and title promotion of the education staff*, MCEC, 2013.

- There is a practice of disseminating knowledge gained at external trainings in the school. (Figure 11).

Figure 11: *Methods of dissemination of acquired knowledge and skills*[64]



- The experience from the certification process promoted by USAID and UNICEF funded projects, is very positive. Establishment of certification teams, collaboration between the teachers and BDE, mutual lesson observation and subsequent discussion are all envisaged.

> *"I can pass the training and not implement any of it in my work. The certification is something else. It shows how much I put into practice what I have learnt. I am very glad that each training now includes certification. Yet, it is very important who issues the certificate" -* ***teacher, participant in a focus group.***

- Almost all teachers take part in the work of the subject group teacher bodies which mostly deal with teaching improvement related issues. Considerable number of teachers exchange experiences through the social networks (Figure 8).

Challenges

- Professional development through regional collaborative learning teams and school networking for teaching and learning improvement are still in their early developmental stages.

[64] Source: *Report from the questionnaire for in-service training and title promotion of the education staff*, MCEC, 2013.

Recommendations

- BDE should strengthen its efforts to encourage and organize collaborative professional development forums. Participation in such professional development forums should be evaluated accordingly, especially for the teachers that lead/implement these forums.
- Participation in regional collaborative learning teams should be taken into account during the individual teacher assessment so that more teachers are stimulated to use this economical form of professional development.

7.3. Rendering professional teacher development compliant with teachers' needs

Professional development is most effective when teachers realize their own needs and choose to participate in professional development forums that meet best those needs. Yet, professional development needs are frequently determined by the state, due to novelties within the system (new curricula, methods, goals and content), by the school as a result of staff development strategies, achievement of priorities etc. or by SEI, as a result of integral evaluation.

In Macedonia, participation in the various forms of professional development is a result of all three ways of determining professional development needs.

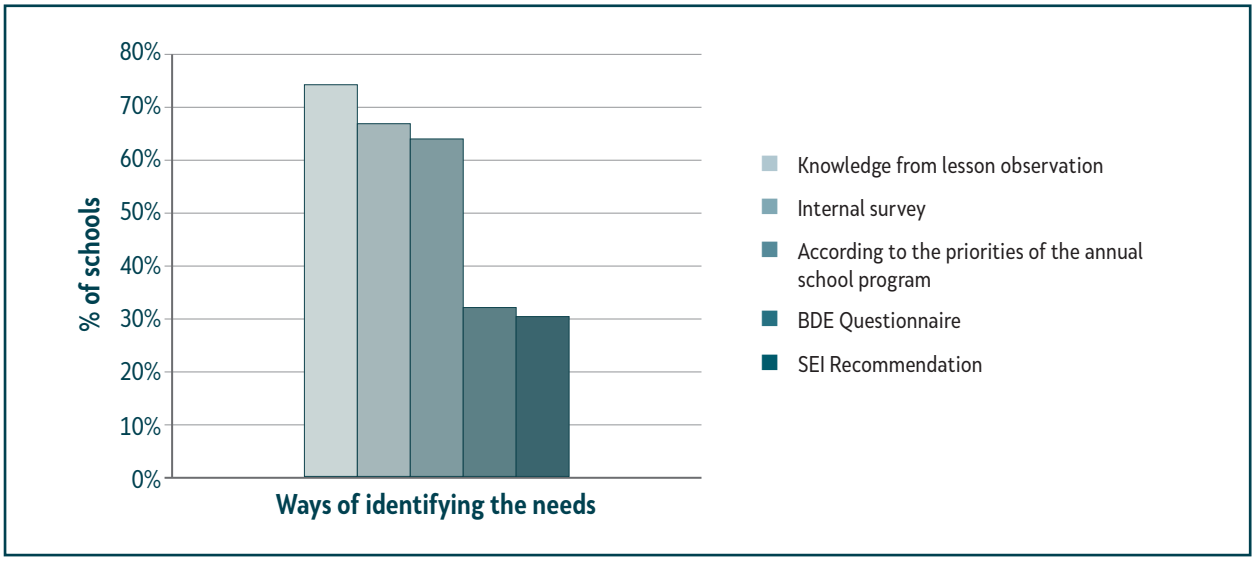
Achievements

- When the curricula undergo changes, all teachers receive at least minimum training for implementation of the new curricula.
- During the Education Modernization Project, all schools were given the opportunity to choose training from accredited training providers, in line with their identified needs. This practice became a legal requirement of BDE, which now implements the accreditation process, prepares a training provider catalogues and informs schools of available trainings.

"There were (benefits). There were also instruments for further monitoring of training implementation. In our school I was in the team which coordinated training programs and we agreed to choose the optimal number of trainings with several participants per training, and then to disseminate those trainings in the school. I think we did not make a mistake, it was quite a success, since each training team later prepared their own training implementation program."
- psychologist, participant in a focus group.

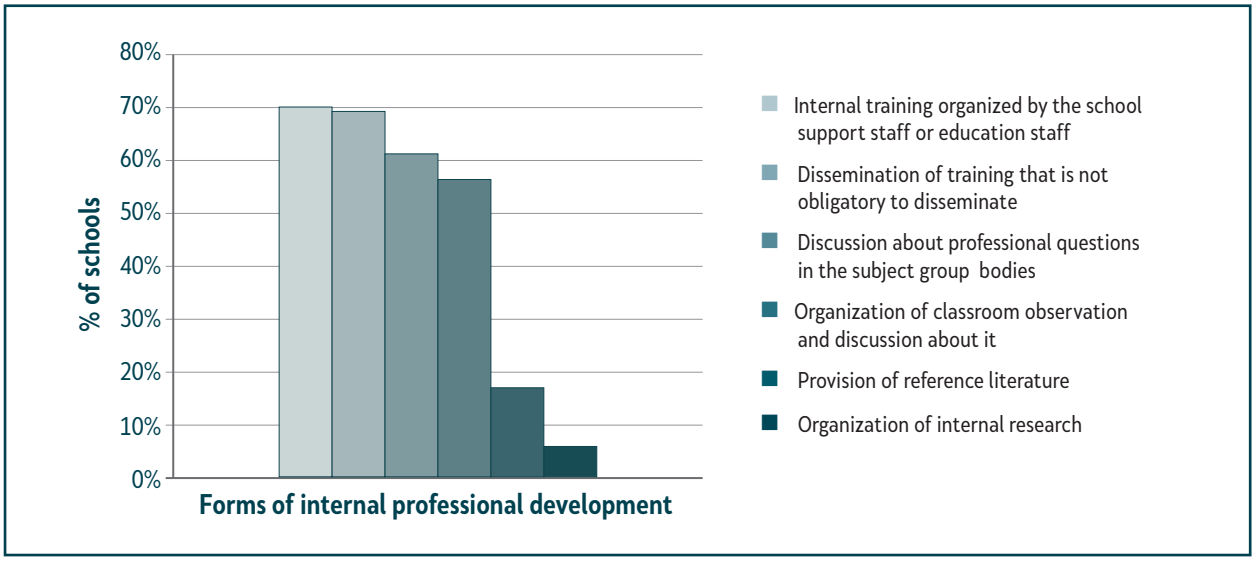
- Identifying teacher professional development needs is one of the topics in the school integral evaluation; therefore, different schools identify their needs in different ways. Yet, this is more often an estimation of the school authorities than a reflection of teachers' input.
- Schools have established practice of identifying professional development needs by sending a questionnaire to be filled in by teachers at the beginning of every school year (Figure 12).

Figure 12: *Ways of identifying professional development needs of education staff*[65]



- To meet the professional development needs in situations when there is a lack of finances, schools organize various forms of in-school trainings. (Figure 13).

Figure 13: *Forms of internal professional development used in schools*[66]



Challenges

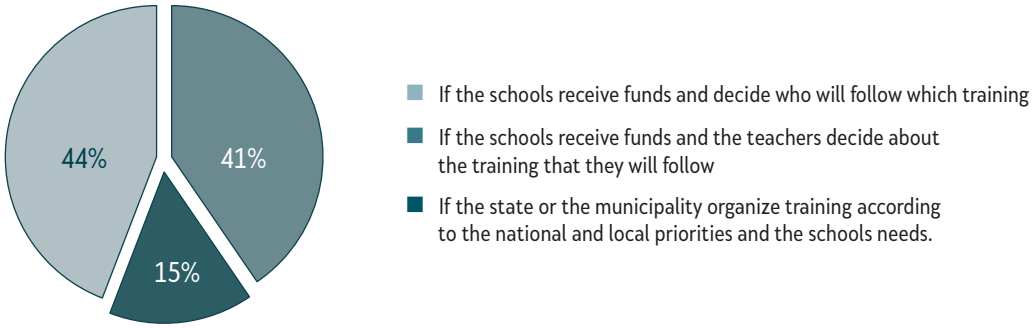
- System solution alterations are not always followed by appropriate training (legal changes on integrating students with special education needs in regular classrooms were not supported by teacher training for all teachers that will work with them).

[65] Source: *Report from the questionnaire for in-service training and title promotion of the education staff*, MCEC, 2013.

[66] Ibid.

- Schools do not possess finances to enable teachers attend training according to the perceived professional development needs. Instead, teachers participate in training organized by various institutions or projects. Therefore, teachers consider these training programs enforced (conclusion from a focus group discussion).
- Most local self-governments do not allocate finances for teaching staff professional development; some of them do not even consider it a need.
- Professional development is usually financed by MoES via BDE which diminishes the possibility for meeting both, individual teacher needs and school needs. Schools have opposed opinions whether there should be finances granted to schools to enable them make decisions on further training or training should be organized by the state/local self-government considering school priorities (Figure 14).

Figure 14: *Best ways of meeting teaching staff professional development needs*[67]



Recommendations

- Focus primarily on teacher individual needs in decision-making on selecting participants in certain types of professional development programs. Urge teachers to evaluate their own performance critically and estimate the needs for professional development in order to improve instruction.

> *"We are required to have a program adapted for special education needs children. Nobody has trained me to prepare such a program. I don't know what to cover, nor how extensive to make it. We need such instruction" -* ***teacher, participant in a focus group.***

- Enable schools to receive regular income to fund teacher professional development. SEI should control the spending of funds in terms in comparison to the school needs and whether the teachers' individual needs have been taken into account.
- Identify professional development needs on a local level and encourage municipalities to allocate funds from their budget.

[67] Source: *Report from the questionnaire for in-service training and title promotion of the education staff*, MCEC, 2013.

8. MOTIVATING TEACHERS TO PERFORM

School systems demonstrate determination in achieving education goals if they possess adequate mechanisms to motivate teachers and to value quality in their career advancement. Thus, on the one hand, they would make the teaching profession attractive to competent individuals, and on the other hand, they would ensure accountability.

SABER-Teachers considers three policy levers school systems which can be used to reach this goal: (8.1) linking career opportunities to teacher performance; (8.2) having mechanisms to hold teachers accountable; (8.3) linking teacher income to performance.

8.1. Linking career opportunities to teacher performance

Career advancement must be linked to teacher performance in order to make teachers motivated for continuously improving performance.

According to the laws in Macedonia, career advancement is linked to teacher performance. Yet, such regulations are not implemented in practice.

Achievements

- There are legal regulations for title promotion in which it is stated that the assessment of the performance quality should be one of the criteria for title promotion.
- In the process of selecting a teacher from a group of candidates who meet legal requirements, in some municipalities there are unofficial recommendations to give precedence to candidates that have had high quality performance[68].

Challenges

- Laws regulating title promotion are not implemented.
- Criteria for appointing teachers include possession of adequate education degree and having passed the Teacher Certification Exam. There is no official probation period for teachers before they are granted permanent work contracts.
- Many teachers are granted temporary appointments, not with the objective of checking their quality, but as a school protection measure in case the number of students declines resulting in a surplus of teachers. In the process of transforming contracts from temporary

[68] *Report on Interviews for the practice of teacher professional and career development at local government level*, MCEC, 2013.

to permanent, the official policy does not stipulate performance quality on the job as a key factor; instead, the duration of the temporary contract service is taken into account.

- After passing the Teacher Certification Exam, a novice teacher usually applies for the job he has already occupied during the induction period. Yet, his performance quality during the induction period is not an official selection criterion.
- When selecting from a group of experienced teachers, there is no official policy to pick candidates on the basis of performance quality on the previous job position.

Recommendations

- Start the implementation of career advancement provisions that would be based on assessment of performance quality.
- Prior experience and demonstrated performance quality should be decisive criteria in appointing teachers.

8.2. Mechanisms to hold teachers accountable

The establishment of mechanisms that require teachers to meet certain standards and keep them accountable enables schools to dismiss ineffective teachers.

In Macedonia there are mechanisms that ensure responsible performance.

Achievements

- School principals are required to monitor teacher performance quality and have the discretion to dismiss teachers in cases of poor performance, misconduct and disrespect for work discipline. Prior to making a dismissal decision, the employer is obliged to seek an opinion from the relevant labor union representative and to take it into account, if received.
- There are legal mechanisms for dismissing teachers on grounds of mental illness, alcohol or drug abuse.
- BDE, the Parents' Council or SEI may launch an initiative to the School Council to take measures against ineffective and poor-performing teachers and re-evaluate their instruction capabilities by assessing the teacher's eligibility to work with children and adolescents (personality tests).
- BDE, the Parents' Council or SEI may launch an initiative to the School Council to take dismissal measures against teachers who instruct their students after school on topics not included in the annual school program.
- Teacher dismissal may be based on students' external assessment results in cases when the teacher belongs to the group of 20% of teachers whose results demonstrate highest

indicator deviations, and if, in two years after receiving BDE support, he/she still finds him/her self in the group with greatest deviations.

Challenges

- Current teacher accountability mechanisms are rarely used and, according to unofficial data, the dismissal rate is very low.

Recommendations

- Improve mechanisms that ensure teachers' accountability. Enable poor-performing teachers to attend additional trainings, monitor their instruction and assess them more frequently.
- The current mechanisms related to providing accountable and quality performance should be implemented consistently.
- School principals should keep internal evaluation records of the quality of teacher performance.

8.3. Linking teacher income to performance

Linking teacher income to performance is one of the most effective mechanisms in motivating teachers to perform.

In Macedonia there are several mechanisms that directly relate quality performance with teacher income.

Achievements

- Some schools and municipalities give financial rewards, symbolic presents and awards to best teachers.

Challenges

- The results from the external testing are linked to teacher income. However, these results refer only to assessment objectivity (which is only a small aspect of the overall performance quality). Therefore, taking only those results into account may lead to neglecting other, more vital aspects, such as: instruction quality and student achievement quality.
- Monitoring teacher performance by school principals does not affect teacher salaries (Table 7).

Table 7: *Incentives for quality performance*[69]

	Macedonia	Japan	Shanghai	Singapore	South Korea
Individual salary supplement	✓		✓	✓	✓
School-level bonus			✓		✓

Recommendations

- Provide mechanisms and funds to reward successful teachers with financial or other incentives.
- Link performance monitoring and evaluation to student achievements by using internal and external assessment results.
- Ensure that teacher evaluations are not done formally but have a considerable influence in improving performance.

[69] Source: *Macedonia SABER Teachers Country report (draft)*, World Bank, 2013.

ACHIEVEMENTS, CHALLENGES AND RECOMMENDATIONS

This part of the Analysis summarizes educational policy achievements and challenges of with key recommendations for improvements in the teacher professional and career development system in the Republic of Macedonia in line with the eight educational policy goals for teaching staff.

(1) ПОСТАВУВАЊЕ ЈАСНИ ОЧЕКУВАЊА ОД НАСТАВНИЦИТЕ

Achievements and challenges:

- There is a clear definition of what students are expected to achieve and what teachers are expected to do. Guidelines for teachers' use of working hours are such that enable teachers to have enough time to improve their performance. In Macedonia, non-teaching tasks of teachers cover activities similar to those of teachers in high-performing education systems.
- There are no defined competences that teachers should possess and there are no guidelines for best use of working hours.

Recommendations:

- Prepare a catalogue of core professional teacher competences and guidelines for best use of working hours.

(2) ATTRACTING THE BEST INTO TEACHING

Achievements and challenges:

- The required level of formal education for teachers in Macedonia is similar to that in high-performing education systems. Processes related to induction period, mentoring and Certification Exam need to be improved.
- Teacher salaries are not such to attract the most capable candidates. Opportunities for career advancement could attract quality staff to the teaching profession.

Recommendations:

- Prepare a mentoring program development guide and introduce a mandatory mentorship training. Strengthen quality assurance in the induction period and improve mechanisms for the conducting of the Certification Exam.
- Establish a salary system which would enable teaching staff to reach throughout the career span a higher salary than the net average salary in the country.
- Set standards for different career advancement levels/teacher titles which will serve as the basis for estimating whether teacher performance meets the requirements for promotion to a certain title; ensure sustainable financing to apply the career advancement system/ promotion into teacher titles. Make salary differences among teachers with different titles sufficiently stimulating so as to justify adherence to strict promotion criteria.

(3) PREPARING TEACHERS WITH USEFUL TRAINING AND EXPERIENCE

Achievements and challenges:

- The pre-service teacher education in Macedonia has the potential of provide future teachers with the necessary knowledge and skills; however, the practical teaching experience needs to be increased.

Recommendations:

- Include more practical experience in pre-service education so that future teachers could employ theoretical knowledge and acquire core professional teacher competences.

(4) MATCHING TEACHERS' SKILLS WITH STUDENTS' NEEDS

Achievements and challenges:

- The system provides a limited number of additional incentives for teachers who work in hard-to-staff schools (in remote/mountainous areas and/or combined classes).
- Kept records do not generate information at any point on time on critical-shortage subject areas. Measures undertaken to resolve this problem are not sufficiently effective.

Recommendations:

- Conduct an analysis on how stimulating the existing salary supplements for work in hard-to-staff schools are, and, in line with the findings, propose sufficient financial incentives. Municipalities should assume a more important role in attracting quality staff and providing additional financial incentives.
- Establish a system for identifying shortages of qualified teachers for different subjects, in different languages of instruction and regions, by using data provided by the Education Management Information System (EMIS). Utilize such data to prepare projections on needed teaching staff and measures for its provision.

(5) LEADING TEACHERS WITH STRONG SCHOOL PRINCIPLES

Achievements and challenges:

- In Macedonia, candidates for school principles attend a compulsory training to acquire management skills. Yet, there is not a system for their continuous in-service training. Countries with high-performing educational systems have a similar model for training school principles.
- School principals in Macedonia are explicitly expected to monitor teacher performance and to support and guide teachers.

Recommendations:

- Consider introducing mandatory mentoring during school principles' training and/or candidates should prepare a final, more serious paper that would prove their management skills; create a system for mandatory in-service training of school principles.
- Establish a system for school principle performance evaluation in which both student and teacher achievements will be of crucial importance. Rationalize school principles' administrative tasks by regularly updating school data in the EMIS, thus enabling state institutions to directly download information they need.

(6) MONITORING TEACHING AND LEARNING

Achievements and challenges:

- Macedonia is going through a phase of establishing student assessment systems that could be used for teaching improvement and educational policymaking. However, there are no aligned long-term policies on the types of student assessments and analysis that have to be conducted as well as on the purpose of the received results.

- The legislative framework envisages internal and external monitoring and evaluation of teacher performance, but parts of the system are not in use or have no impact on teacher salaries. Laws limit the use of students' external testing results only to objectivity verification of grades given by teachers. There are plenty of opposed opinions among experts in reference to the validity of external assessment tests and the potential use of the received results.
- According to available documents and educational policies in place, in doing teacher performance evaluation one should take into account those performance aspects which by research have been proven to influence student achievements and multiple sources of information should be used in the process.

Recommendations:

- Consider all prior experiences with external assessments and determine types of external assessments to be conducted state-wide, types of result analysis to be made and their real purpose and use. Provide at least one type of external assessment of student achievements that would regularly provide valid data on student achievements on a school level. Conduct an in-depth analysis of international assessment results and provide schools with access to their own results. Provide teachers with trainings on using external assessment results for performance improvement.
- Set up standards for quality performance to be used for both internal and external teaching staff evaluation. These should include various aspects, especially: performance quality and achievements, professional development and commitment to teaching improvement. Elaborate procedures for internal monitoring of teacher performance and evaluation criteria, which will be aligned with evaluation standards on a national level.
- The basic purpose of the external assessment should be the measurement of student achievements. The current legislative framework should be revised in relation to the impact that the findings on teacher objectivity in assessing students have on the teacher evaluation itself, primarily in light of the enormous influence they have on teacher salaries.

(7) SUPPORTING TEACHERS TO IMPROVE INSTRUCTION

Achievements and challenges:

- In Macedonia, teachers are obliged to develop professionally, but there are no specific requirements on the scope or intensity of training.
- Participation in various professional development forms is based on needs identified by the state, the school or the teacher. Professional development is implemented through training programs (financed by MoES and accredited by BDE); however, they are very limited in number and do not meet teachers' individual needs, even in cases when teachers are willing to finance trainings themselves.
- Teacher professional development includes many different activities which by research have been proven to be effective. Most teachers take part in internal professional development and are not sufficiently informed about the different professional development opportunities.
- When teaching curricula are changed, all teachers receive at least minimum training on curricula implementation. However, they do not always receive training upon the introduction of novelties in the education system.

Recommendations:

- Define a legal requirement on minimum training days for teachers and provide sufficient finances so that any teacher can attend these trainings. Review the training certificate evaluation system, correlating it to the duration of training, and especially, to certification of knowledge application.
- Carry out the program accreditation process regularly, regardless whether MoES provided finances or not in certain year, which would stimulate obtaining finances from other sources (municipalities, schools, teachers). Allow teachers to attend trainings in line with their personal needs' assessment, and not only in cases when they have been nominated by the school.
- Provide information on accredited training programs as well as monitoring reports on the quality of training implementation on the BDE webpage on a regular basis.

(8) MOTIVATING TEACHERS TO PERFORM

Achievements and challenges:

- According to the Macedonian legal regulations, career advancement is related to the quality of teacher performance. Yet, such regulations are not implemented in practice.
- There are legal mechanisms that ensure responsibility of the teaching staff and a few mechanisms that link performance quality to remuneration; however, these mechanisms are rarely implemented in practice. School principals are obliged to monitor teaching performance quality, but teacher performance does not affect teacher salary.

Recommendations:

- Start with the implementation of the career advancement legal provisions on the basis of quality performance evaluation. Past experience and demonstrated performance quality have to be decisive criteria in employing teachers.
- Improve teacher accountability mechanisms. Teacher performance evaluation should not be done only formally, and the evaluation results should have an influence on performance improvement. Correlate performance monitoring and evaluation to student achievement by using internal and external assessment results. Provide mechanisms and funds to reward high performing teachers by financial incentives or other benefits.

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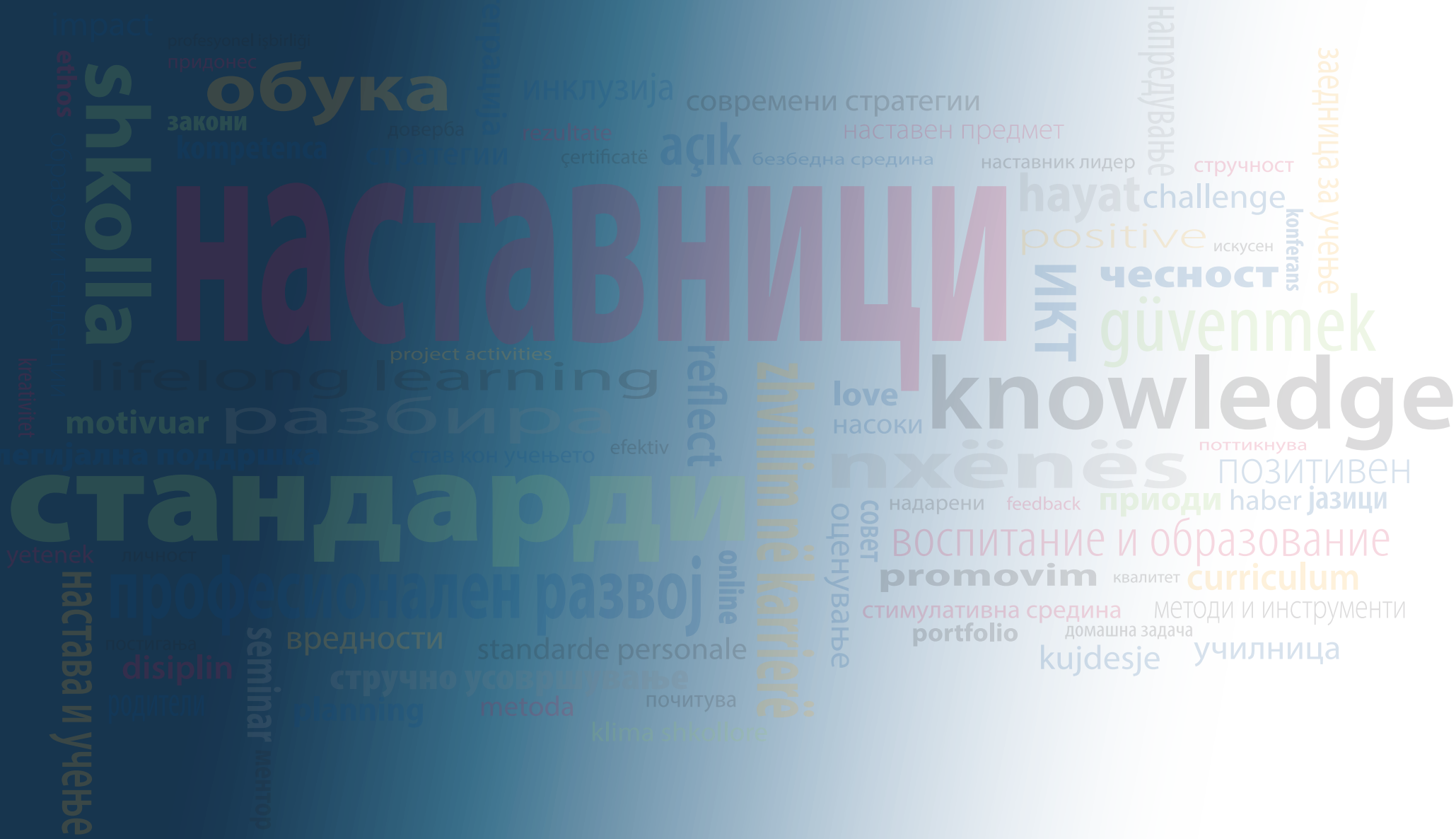
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