



Montenegro

Bureau for Education Services

Department for Quality Assurance

2015

Contents

1. A Summary Profile of the Inspectorate.....	4
2. The Education System	4
2.1. Educational Structure (tables, numbers)	4
2.2. Description	6
2.3. Key Institutions in Education System.....	7
3. The Tasks, Responsibilities and the Role of the Department for Quality Assurance in the Bureau for Education Services	8
3.1. Legal basic and official documents	8
3.2. Mission statement	8
4. Supervision of Schools as a Task of the Department for Quality Assurance	8
4.1. General description	8
4.2. Main Aspects of Quality to be Inspected	9
4.2.1. Forms and actors of quality assurance	9
4.2.2. The main aspect of quality to be inspected	9
4.3. The Inspection Process	17
4.3.1. Initiating the process of quality assurance	17
4.3.2. Supervision phases.....	17
4.4. Practical organization.....	19
4.4.1. Frequency.....	19
4.4.2. Supervisory team	19
4.4.3. Basic data collection methods	19
4.4.4. Quantitative and qualitative analysis.....	20
4.4.5. Class observation	20
4.4.6. Questionnaire survey among students, parents and teachers.....	20
4.5. Reporting with the judgement about the school quality and the possible consequences	20
4.5.1. Judgement about the school quality on a four-level evaluation scale	20
4.5.2. Possible consequences	21
5. Supervision of the school's self-evaluation	21
5.1. Obligation of school concerning quality assurance and improvement	21
5.2. Standpoint of the Bureau for Education Services about the school self-evaluation	21
5.3. Practice.....	21

5.4. Reporting on the school`s self-evaluation and possible consequences	22
6. Supervision of particular themes of quality (thematic supervision).....	22
6.1. General position.....	22
7. Advisory tasks	22
7.1. Areas and tasks	22
8. The main tasks of the Department for quality assurance.....	23
8.1. Curriculum development	23
8.2. Databasis.....	23
9. Risk-based evaluation	23
10. Reports on supervision	23
10.1. Kinds of reports.....	23
10.2. Target audiences.....	24
10.3. Confidential or public.....	24
11. Structure, Position	24
11.1. Structure of the Quality Assurance Department	24
11.2. Position of the Quality Assurance Department	24
12. Recruitment and training of supervisors	24
12.1. General remarks.....	24
12.2. Recruitment conditions.....	24
12.3. Training	24
13. Evaluation of the Quality Assurance Department	25
13.1. Internal evaluation.....	25
13.2. External evaluation	25
13.3. Consequences	25
14. Developments, prospects	25
14.1. Development directions.....	25
14.1. Development goals	25
15. Information: website, contacts, links.....	26
15.1. Website	26
15.2. Contact.....	26
16. References	26

1. A Summary Profile of the Inspectorate

School inspection in Montenegro has a long history. The first primary school in Montenegro was established in 1834, and the school inspection began its work almost 30 years later (in 1862). The development of school inspection was not linear and it was often influenced by turbulent historical events in Montenegro in the nineteenth century, as well as by the consequent social and economic changes.

After World War II, and until 2003, school inspection in Montenegro was of a mainly administrative character: it controlled the implementation of laws and the quality of teachers' work that could result in a decision with executive power.

With the beginning of the education reform in Montenegro (*The Book of Changes, 2001¹*), school inspection changed its name, becoming - school supervision, and likewise, its role was basically changed. School supervisors control the quality of schools and teachers, resulting in a report which identifies data on quality and provide recommendations for improvement. In other words, instead of being of an administrative character, school supervision was given an advisory role.

The process of improving the Methodology of supervision was launched in 2014 and it was based on the supervision findings, research², consultations with foreign³ and local experts and other. This process will be completed by the beginning of 2016, when the application of the modified methodology will start.

Due to the change in the methodology of supervision, an extraordinary analysis of the improvement plans quality and the degree of their implementation has been carried out in all institutions in Montenegro. The goal of this process is to review the capacity of schools to develop improvement plans and to evaluate the extent to which these plans are implemented. The data obtained will serve to the Department for Quality Assurance to effectively identify the challenges the school faces in the improvement process.

2. The Education System

2.1. Educational Structure (tables, numbers)

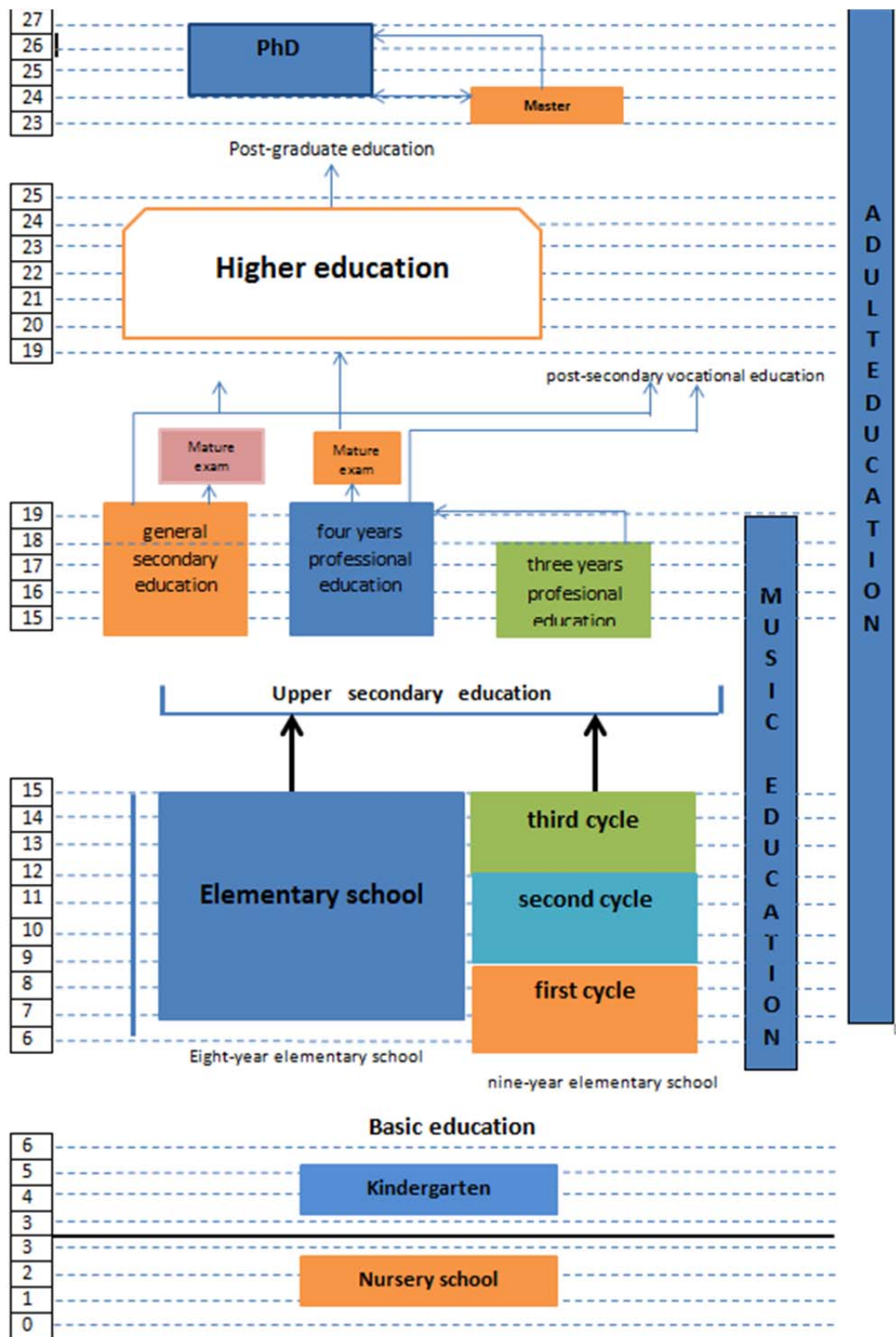
A table and a diagram below give an overview of the education system in Montenegro. Data refer to the school year 2012/13 (source - *Montenegrin Educational Information System - MEIS*)

Sector	Name of subdivision	Age range of pupils	Number of schools/ institutions	Number of pupils/ students	Number of teachers
Pre-primary education	Kindergartens	0-6	31	15,304	682
Primary education	Three cycles (I-III)	6-15	165	69,976	5,054
Secondary education (secondary schools)	-general gymnasium) - vocational (VET)	15-19	21 33	25,869 (63% VET)	2,754
Higher education	- universities (1 state, 2 private)	19-25	3	~ 22 000 (20%at private)	1,347

¹ The Book of Changes, 2001, in English:<http://www.gov.me/files/1065602807.pdf>

² Research on the impact of supervision on the quality of school, Bureau for Education Services, 2014.

³ SICI, Ofsted, British Council, 2013-2015



2.2. Description

Our education system includes preschool education - one to six year olds, primary school - six to fifteen years olds, secondary school - fifteen to nineteen years, and university education. Art schools may include children from six to nineteen years old. Adults can be educated at all education levels.

Pre-school education enrolment is fifty-two percent of children, from three to six years old.

Primary school lasts for nine years, and it is divided into three cycles. After the first and the second cycle, students sit for an external exam, while at the end of the third one, they have to take the final primary school exam. In the third cycle, students can choose a few elective subjects; one of them is second foreign language.

Secondary education is not compulsory and it is divided into secondary general education and secondary vocational education.

General secondary education lasts for four years and students have a total of twenty elective hours per week. In addition to elective subjects, there are compulsory electives contents, for which students cannot be assessed, and they are related to sports, cultural, artistic and other activities. At the end of the fourth grade, students take an external exam, which consists of four exams (mother tongue or mathematics, foreign language and two electives).

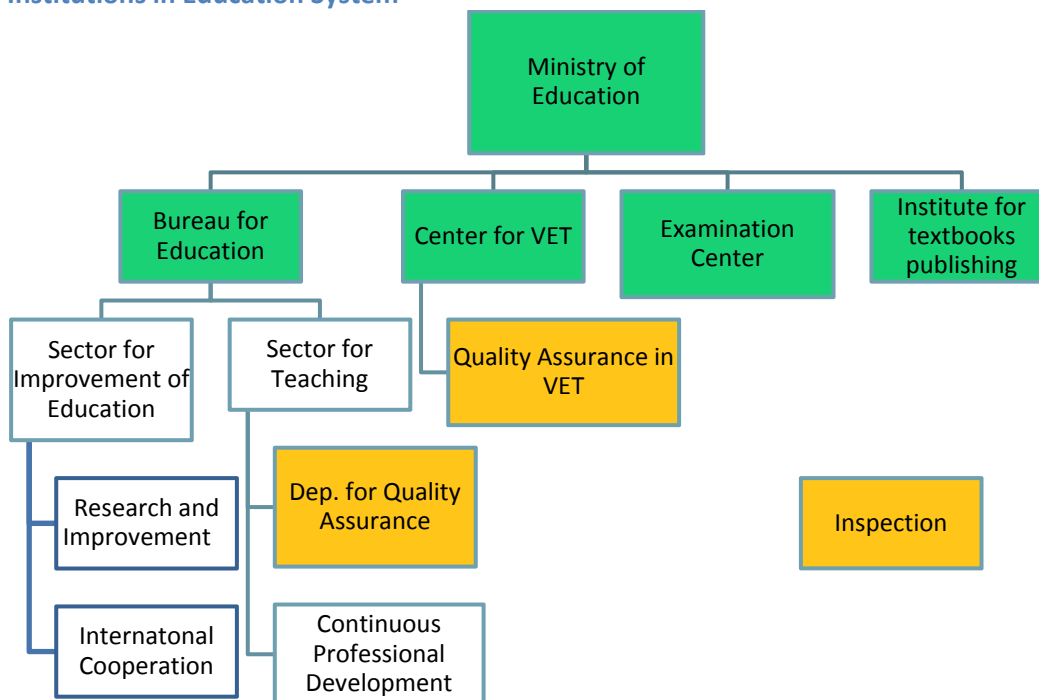
Vocational education may last for three or four years and consists of general-education, professional and elective subjects. After the fourth grade, students can take an external professional exam. A post-secondary vocational education was established a couple of years ago.

Higher education consists of undergraduate and postgraduate studies.

Students, who complete the four-year secondary general or secondary vocational education, and pass the external exam, can apply for academic studies. Undergraduate studies may last from three to six years.

After that students may apply for master degree, that may last 1 or 2 years, and after that three-year doctoral study.

2.3. Key Institutions in Education System



Ministry of Education is the leading institution in education.

Bureau for Education Services organizational units are Sector for Improvement of Education consisting of Research and Improvement and International cooperation departments. Sector for teaching consists also of two departments: Quality Assurance and Continuous Professional Development. The Bureau is responsible for improving the overall quality of education at all levels - preschool, primary schools, secondary schools (gymnasiums, vocational education) as well as in students' dormitories and Resource Centers for children with special needs.

Centre for Vocational Education, is responsible for VET schools, including quality assurance in that area.

Examination Centre responsibility is to organize and implement external examinations and national competitions.

Institute for textbooks publishing and teaching aids is responsible for publishing the textbooks and other educational materials.

Education Inspection has an administrative function.

3. The Tasks, Responsibilities and the Role of the Department for Quality Assurance in the Bureau for Education Services

3.1. Legal basic and official documents

The main legal documents for school inspection in Montenegro are:

- *General Law on Education (39/13, 07 August 2013)*
- *Rulebook on contents, forms and methods of quality assessment of education in institutions, (24 May 2012, 26/12)*
- *Laws for particular educational levels (primary, secondary etc)*

Methodological framework for functioning school inspection in Montenegro consist of:

- *Methodology for External Evaluation of Educational (2010)*
- *Guidelines for School Self-evaluation (2012)*
- *Recommendations for developing an action plan in educational institutions (2009)*

The new guidelines for performing school supervision and the Code of Ethics of educational supervisors are currently in the process of developing.

3.2. Mission statement

Supervision gives a diagnosis of the school/institution conditions in order to improve the quality of its work and to support its self-evaluation.

The mission of the Quality Assurance Department is to provide the independent and professional quality assurance of education in the school/institution by identifying its strengths and its weaknesses due to which the measures for improvement should be proposed.

Supervision includes expert assessment of the relevant areas of work in institution; assessment of input indicators (management, resources), processes (teaching and learning, the quality of student learning, planning, self-evaluation, support for students, etc.), and the results and outcomes - student achievements, i.e. the achievements of educational goals.

4. Supervision of Schools as a Task of the Department for Quality Assurance

4.1. General description

In cooperation with the educational institution, the Department for Quality Assurance:

- assesses the quality of the educational standards achievement and makes recommendations for improvement;
- performs activities in the field of external insight into the work of educational institutions, teachers, administration, pedagogues and psychologists;
- carries out advisory activities, with emphasis on the school organization, management and teaching process;
- monitors the work of students dormitories, elementary music schools and educational institutions for children with special needs;

- writes the reports on findings that are delivered to schools, the Ministry, departments and sectors of the Bureau;
- informs educational inspection about the detected irregularities in school; updates information for the database;
- other tasks specified in the regulations.

4.2. Main Aspects of Quality to be Inspected

4.2.1. Forms and actors of quality assurance

The quality assessment of education is carried out internally and externally in accordance with *General Law on Education (39/13)* and *Rulebook on contents, forms and methods of quality assessment of education in institutions (26/12)*.

Internal quality assessment of education in institutions (school self-evaluation) is performed by competent professional and other bodies in the institution in accordance with the statute and the annual work plan of the institution. Institution prepares a report on internal quality assessment of educational work once in two years and submits it to the Bureau for Education Services.

External quality assessment of education in institution may be a regular one (visits with prior notice) or an extraordinary one. Regular quality assessment of education in the school/institution is carried out at least once in four years. Extraordinary quality assessment of education in institution is carried out only if required. External quality assessment of education in institution is carried out by educational supervisors.

4.2.2. The main aspect of quality to be inspected⁴

Key area	Indicators and subindicators
I AREA: QUALITY OF SCHOOL MANAGEMENT AND LEADERSHIP	Indicator 1: Annual plan and its realization
	<ul style="list-style-type: none"> - The involvement of relevant agencies and individuals in the preparation of the Annual work plan and program - The procedure of adopting the Annual work plan and program - Compliance of Annual work plan and program with the Development program and the school/institution potentials - Comprehensiveness of Annual work plan and program - The implementation of the Annual work plan and program
	Indicator 2: School/institution development plan
	<ul style="list-style-type: none"> - The mission and vision of the school/institution development - Priority areas of school development in terms of improvement of conditions, processes and outcomes - Development goals (conciseness, clarity, comprehensibility, specificity, feasibility, measurability) - Development program contains necessary steps, responsible persons and time for realization - Implementation of School development plan is
	Indicator 3: School professional bodies
	<ul style="list-style-type: none"> - School/institutions professional bodies function in accordance

⁴ *Methodology for External Evaluation of Educational (2010)*

	<p>with their accountabilities defined in the School Statute</p> <ul style="list-style-type: none"> - The quality of the Teachers Council Work Plan and its implementation - The quality of the Class Council Work Plan and its implementation - The quality of the Groups of the same subject teachers Work Plan and its implementation - The quality of work done by commissions established by the school professional bodies
	Indicator 4: Process of internal evaluation
	<ul style="list-style-type: none"> - Quality of the Plan and program for internal quality assessment - Plan for the quality improvement after self-evaluation - Teachers' Council conclusions with regards to the Report of the Commission for quality improvement on implementation of the Plan for the quality improvement
	Indicator 5: Plan for work quality improvement (Action plan)
	<ul style="list-style-type: none"> - Plan for work quality improvement - Teachers' Council conclusions on the Report on Plan for quality improvement implementation
	Indicator 6: Pedagogical and instructional work of director and his/her associates
	<ul style="list-style-type: none"> - The quality of Director and deputy director work plan - The quality of Pedagogue/psychologist work plan - Teachers' Council conclusions on the Report on pedagogical and instructive work of director, deputy directors and pedagogue/psychologist - The quality of the Lesson schedule
	Indicator 7: School/institution managing board
	<ul style="list-style-type: none"> - Compliance of the School Board Work Program with the General Law on Education and the School Statute - The School board is carrying out activities in accordance with the planned schedule and the Rules of Procedure - Minutes about the work of the School board
	Indicator 8: Keeping educational records and documentation
	<ul style="list-style-type: none"> - The form and the content of educational records and public documents are in line with the Regulations on educational record keeping - Electronic record keeping is used - Authorized employees regularly monitor the quality and updatedness of pedagogical documentation
II AREA: PERSONNEL, SPATIAL AND TECNICAL AND HYGIENIC CONDITIONS	Indicator 1: Adequate professional qualifications of employees
	<ul style="list-style-type: none"> - Professional qualifications of employees are adequate - Continuity of teachers work by classes/subjects
	Indicator 2: Professional development of employees
	<ul style="list-style-type: none"> - Compliance of the Plan for professional development of teachers with the school needs - Activities are carried out in accordance with the Plan for

	<p>professional development of teachers (School-based professional development)</p> <ul style="list-style-type: none"> - Records of implemented activities Plan for professional development of teachers - Professional development portfolio for every teacher - Compliance of Mentor`s Work Plan with a Mentoring program for work with novice teacher - The implementation of the Mentor`s Work Plan - The percentage of teachers who were promoted in relation to the total number of teachers
	<p>Indicator 3: Teaching aids and materials</p>
	<ul style="list-style-type: none"> - Classrooms are equipped with appropriate teaching aids in line with the resources for implementation recommended in the Curriculum - The library fund which is updated with new editions according to the students and teachers needs - In the classrooms, there are libraries created by students, parents and teachers that - The equipment in the gym and sports facilities, in accordance with the resources for the implementation of the Curriculum
	<p>Indicator 4: Spatial and technical conditions</p>
	<ul style="list-style-type: none"> - The school interior allows the implementation of school curriculum and extracurricular activities, as well as the use of different teaching methods and forms of work - School outdoor spaces are organized and allow the implementation of curriculum and extracurricular activities - The school space is adapted for students with disabilities - The way the school is furnished and functionality of school furniture
	<p>Indicator 5: ICT equipment</p>
	<ul style="list-style-type: none"> - The school/institution has computer classroom/s with the appropriate equipment - The classrooms have all necessary equipment (computer, projector, scanner, etc.) - The school has the Internet access - School/institution has the adequate basic and didactic software
	<p>Indicator 6: The use of available resources</p>
	<ul style="list-style-type: none"> - The school/institution has a plan - schedule for the use of computer labs for teaching science and other subjects - Rational use of space in each shift - ICT coordinator is engaged to train colleagues for the proper use of computer equipment - School/institution uses appropriate basic and didactic software in teaching - The resources, especially information technology are available for individual use to students and teachers - All students have the access to the gym in accordance with the

	<p>lesson schedule and schedule for extracurricular activities</p> <ul style="list-style-type: none"> - All resources are in function of curriculum and extracurricular activities
	<p>Indicator 7: Safety conditions</p> <ul style="list-style-type: none"> - Normative-technical documentation based on the report of the competent inspections - School provides basic and additional security measures - Records are kept about daily events at school, on the protection and safety of students and whether the school responds appropriately - The coverage with the fire alarm system and video surveillance inside and outside of school - The lighting in the school and in the schoolyard - School has provided general medical examinations for students and staff - Heating/cooling in school
	<p>Indicator 8: Hygienic-sanitary conditions</p> <ul style="list-style-type: none"> - Sanitary-hygienic condition of school facilities, based on the report of the competent inspection: - Hygiene of indoor school space is: - Tidiness of the schoolyard is:
III AREA: SCHOOL ETHOS	<p>Indicator 1: Following the house rules</p> <ul style="list-style-type: none"> - House Rules are determined and put on a visible place - Following the house rules in school - Evidence on following/violating the House Rules - Monitoring the impact of the imposed corrective measures
	<p>Indicator 2: Interpersonal relations</p> <ul style="list-style-type: none"> - Working atmosphere and interpersonal relations in the school/institution - Treatment of employees with regards to ensuring equal conditions for work at school/institution, based on the report of the competent inspection
	<p>Indicator 3: Interpersonal relations of students and teachers</p> <ul style="list-style-type: none"> - The school/institution monitors and improves the quality of relationships between teachers and students, and among students - Teachers treat students with respect and call attention to inappropriate behaviour in the school/institution and out of it - Students address teachers with respect - Teachers` behaviour, dress code and professional appearance have a positive impact on students
	<p>Indicator 4: Aesthetic arrangement of space</p> <ul style="list-style-type: none"> - Students` works are present in the indoor school space - Employees and students take care of the school interior and exterior
	<p>Indicator 5: Promotion and function in the community</p>

	<ul style="list-style-type: none"> - School/institution labels are put in visible places - Schools/institutions continuously builds its own reputation - Teachers and students are engaged in organizing important events - Promoting the school/institution results in the local and wider community
	Indicator 6: The effects of incentive measures
	<ul style="list-style-type: none"> - School/institution has the Regulations on rewarding and recognizing the employees with clearly defined criteria - Initiatives taken in the school/institution in relation to the Regulations on rewarding and recognizing the employees - Initiatives taken in the school/institution in relation to the Regulations on types, conditions, and procedure for teachers' promotion - Initiatives taken in the school/institution in relation to the Regulations on programs and organization of teachers' professional development - The implementation of the Plan for school-based professional development of teachers
IV AREA: SUPPORT THAT SCHOOL PROVIDES TO ITS STUDENTS	Indicator 1: Support to students who are falling behind
	<ul style="list-style-type: none"> - Groups of teachers of the same subject have developed programs for work with students who progress slowly - Additional lessons for students who are falling behind are planned and implemented, and there is the evidence about these lessons - Pedagogues and psychologists carry out the advisory sessions with students who are falling behind in learning
	Indicator 2: Support to talented students
	<ul style="list-style-type: none"> - Groups of teachers of the same subject have developed programs for work with talented students - Additional lessons for excellent students are planned and implemented, and there is the evidence about these classes - Competitive spirit is encouraged at various school competitions - School/institution involves students in various projects and research - School/institution supports students to participate at high level competitions - Pedagogues and psychologists carry out the advisory sessions with talented students
	Indicator 3: Support to students with developmental disabilities
	<ul style="list-style-type: none"> - Individual Development Education Program (IDEP) is developed for each child with disabilities - Expert team monitors children with disabilities - Pedagogues and psychologists carry out the advisory sessions with students with disabilities
	Indicator 4: Extracurricular activities/compulsory elective programs
	<ul style="list-style-type: none"> - Extracurricular and compulsory elective programs

	<ul style="list-style-type: none"> - Evidence on implemented extracurricular and compulsory elective programs
	Indicator 5: Students rights and responsibilities
	<ul style="list-style-type: none"> - Students are aware of their rights and responsibilities - Students are informed about the work organization in school - The participation of students at school professional bodies sessions when discussing matters that are of interest for students - Procedures which encourage and support student initiatives - Use of the Regulations on the procedure for awarding and for initiating disciplinary measures - Records about rewards and prizes are adequately kept
	Indicator 6: Protection and safety of students
	<ul style="list-style-type: none"> - The emotional, medical and social needs of students are identified in the school/institution - The school/institution takes care of health promotion - School takes care about the protection of students from all kinds of violence - School/institution provides extended stay
	Indicator 7: Implementation of informative and prevention programs
	<ul style="list-style-type: none"> - Informative and prevention programs about addictions are implemented - Programs related to reproductive health are implemented - Programs and activities related to environmental protection are implemented - Programs and activities related to human rights protection are implemented - Other informative and prevention programs and projects that were implemented in previous year or that are being implemented in the current academic year
	Indicator 8: Students` Parliament
	<ul style="list-style-type: none"> - Students` Parliament functions in accordance with its Work Plan - Opinions and proposals of the Class Councils and Students` Parliament are discussed at the meetings of school professional bodies
	Indicator 9: Professional orientation
	<ul style="list-style-type: none"> - School provides students and parents with information about next educational levels - Class teachers, in collaboration with pedagogues and psychologists, continuously keep students` portfolios - Starting from students` portfolios, class teachers in collaboration with pedagogues and psychologists give recommendations about students` further education
V AREA: COOPERATION WITH PARENTS, OTHER	Indicator 1: Cooperation with parents
	<ul style="list-style-type: none"> - Structure of the Plan for cooperation with parents - The school has adequate space and time scheduled for individual

INSTITUTIONS AND LOCAL COMMUNITY	<ul style="list-style-type: none"> interviews with parents - Parents are informed about children achievements and behaviour and other current issues - Implementation of the plan for parent meetings, minutes and involvement of parents at parent meetings 	
	<p>Indicator 2: Council of parents activities</p> <ul style="list-style-type: none"> - Parents` Council is established in accordance with the Law and it brings decisions in line with Rules of Procedure - The Programme of work of the Parents` Council is in compliance with the responsibilities prescribed by the General Law on Education (Article 95) and School Statute - When making decisions that require parent approval, the school is asking the opinion of the Parents Council - Suggestions, complaints and appeals sent to the Parents Council were considered within the statutory time limits - The Programme of work of the Parents` Council is implemented in line with the scheduled timeline - Parents are familiar with the work of the Council 	
VI AREA: TEACHING AND LEARNING	<p>Indicator 1: Organization of teaching/learning in the classroom</p> <ul style="list-style-type: none"> - The lesson objective is highlighted - Teaching/learning methods and strategies in relation to the learning objectives - Activities are designed so that they enable the students to attain lesson objectives - Communication between students and teachers - Time management - Goals and tasks achievement is checked 	
	<p>Indicator 2: Planning</p> <ul style="list-style-type: none"> - Annual Work plans are aligned with the curriculum and topics are planned in a number of lessons that will enable the attainment of learning objectives - Taking into account the specificities of the community, the open part of the curriculum was discussed and approved at meetings of the school professional bodies - The implementation of the Annual plan 	
	<p>Indicator 3: Written lesson preparation</p> <ul style="list-style-type: none"> - Continuity and up-datedness of written lesson preparations - Lesson preparation is based on didactic-methodological principles - The implementation of written lesson preparation 	
	<p>Indicator 4: Use of teaching materials</p> <ul style="list-style-type: none"> - The school has teaching materials and professional literature in line with the list of resources necessary for the implementation of the curriculum - The available teaching resources are used to reach planned learning objectives - The approved textbooks are used in teaching - The ICT technology is used in teaching (basic/didactic software) 	

	<p>Indicator 5: Assessment</p> <ul style="list-style-type: none"> - Students` assessment is performed in accordance with the Law - The assessment is regular and timely - The assessment is diversified and explicit - The assessment is open and explained - The teacher regularly monitors and records students` achievements - Marks in the Class register and mark book are compatible with the knowledge that students demonstrated
	<p>Indicator 6: Working conditions that could be changed by a teacher</p> <ul style="list-style-type: none"> - The environment is conducive to learning - A teacher by him/herself or together with the students creates teaching aids and didactic materials - A teacher initiates the purchase of teaching materials necessary to meeting the educational goals
	<p>Indicator 7: Group of teachers of the same subjects</p> <ul style="list-style-type: none"> - Work plan of the Group of teachers of the same subject - At the Group meetings, teachers analyse students achievements are analysed and make recommendations for the improvement - At the Group meetings, teachers discuss the issues relevant for the success of teaching process and plan exemplary lessons and lesson observations - Work plan of the Group is implemented in line with the planned schedule and all its members are involved
	<p>Indicator 8: Additional lessons (for students who fall behind in learning)</p> <ul style="list-style-type: none"> - Additional lessons for student who fall behind in learning are planned, implemented and recorded in the Class register and mark book
	<p>Indicator 9: Additional lessons (for excellent students)</p> <ul style="list-style-type: none"> - Additional classes for excellent students are planned, implemented and recorded in the Class register and mark book
VII AREA: STUDENTS` ACHIEVEMENTS IN RELATION TO CURRICULUM STANDARDS	<p>Indicator 1: Students` achievements at internal and external assessments</p> <ul style="list-style-type: none"> - Assessment of achievements at the end of each cycle (primary school) - Assessment of achievements (secondary school)
	<p>Indicator 2: Student achievements at high level competitions</p> <ul style="list-style-type: none"> - Results at national level competitions - Results at other levels of competition
	<p>Indicator 3: Students` achievements at the end of each quarter of the current academic year</p> <ul style="list-style-type: none"> - Students` achievements at the end of each quarter of the current academic year are - Students` achievements in specific subjects at the end of each quarter of the current academic year

	Indicator 4: Students achievements at school competitions
	- Achievements in school competitions - Achievements in extracurricular activities
	Indicator 5: Training achievements (knowledge of correct social behavior)
	- Student attendance - Students behaviour/conduct - The impact of corrective measures on students' behaviour/conduct - The impact of reward and price on students' achievements
	Indicator 6: Achievements of students with special needs
	- Achievements of students with special needs at the end of each quarter in relation to Individual Education Plan - Achievements of students with special needs in each subject in relation to Individual Education Plan
	Indicator 7: Students' achievements at the end of each quarter and at the end of previous academic year
	- Students' achievements at the end of each quarter and at the end of previous academic year - Percentage of students who graduate with distinction (Diploma Luca) compared to total number of students in final grade - Students' achievements in each subject at the end of each quarter and at the end of previous academic year - Students' general performance at the end of the academic year - Students' achievement in specific subjects at the end of the school year compared to the achievements at the external-internal evaluation in those subjects

4.3. The Inspection Process

4.3.1. Initiating the process of quality assurance

The Bureau for Educational Services - Department for Quality Assurance initiates the process of assessing the quality of education in school/institution according to its annual plan at least once in four years. Parents Council of the school/institution and the Ministry of Education may request an extraordinary supervision. In cases when the supervision is initiated by parents, through the Council of Parents, their request must be considered by the Bureau for Education Services. Moreover, parents can request individually extraordinary supervision from the Ministry of Education. The Ministry considers whether there are reasons to launch an extraordinary inspection and informs the Bureau for Education.

4.3.2. Supervision phases

Normally, the supervision process in one school lasts from one to five days (depending on the school). It can be divided into four phases.

- I. Preparatory Phase
- II. Supervision phases in school
- III. Reporting
- IV. Recommendations implementation monitoring

I. Planning and preparation phase

Starting from the weekly supervision plan, each team member receives a Decision on supervision (written authorization issued by the director of the Bureau for Education Services) with the timeline for the school visit and the supervisors respective responsibilities. Preparations for the supervision visit last up to five working days.

The *Rulebook* (26/12) stipulates that the school should send the necessary documentation no later than ten days after receiving the request from the Bureau for Education Services. The school head is informed about the date of supervision commencement and the arrival of supervisors who will do a questionnaire survey among parents, students and teachers at school.

II. School phase

The supervisory team has up to five working days for the implementation of the supervision activities in one school, depending on the size of school, but it usually takes them one to three days. Supervisory team performs activities in accordance with the objectives and the the scheduled supervision activities, so they do the analysis of documentation, classroom observation and review of school premises. The school subjects and lessons that are to be observed are clearly defined. At least 40% of teachers are observed. Supervisors have a task to carry out individual consultations and joint meetings with teachers they observed. At the end of the school visit the supervisory team discuss the preliminary results with the school management.

III. Reporting phase

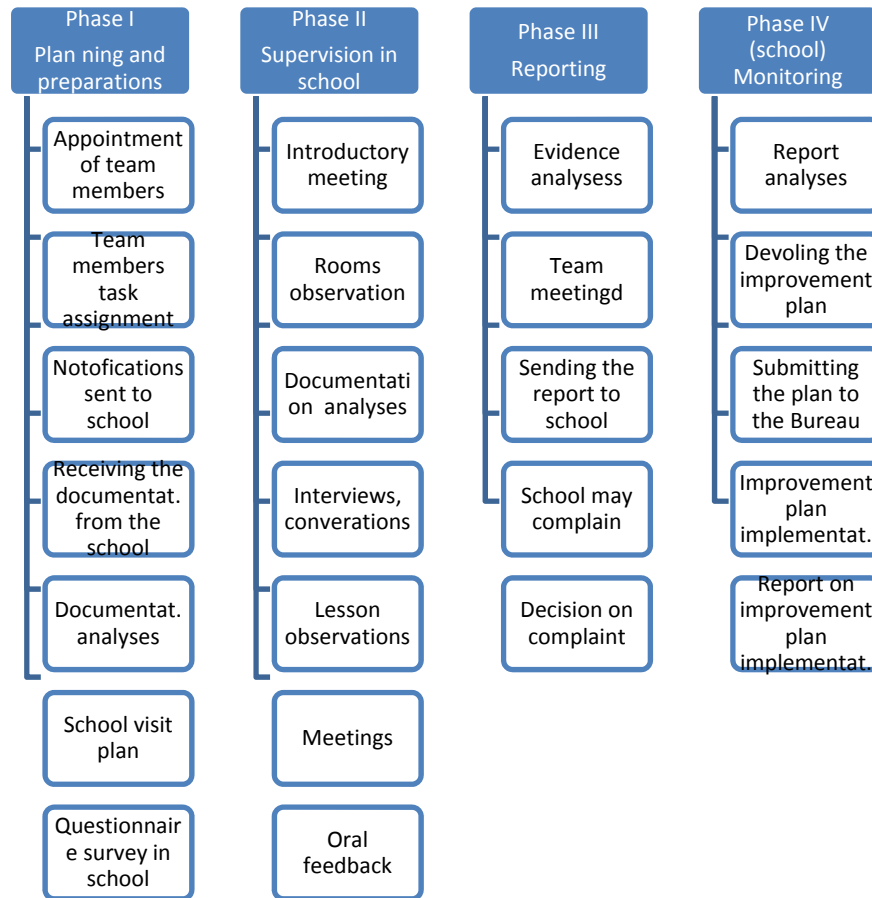
This phase includes the analysis of the collected data, supervisory teams meetings and reports development. The report contains an assessment, justification and recommendations with the proposal of measures that schools should take in order to improve its quality.

The report on quality assessment is delivered to the institution within ten days after the completion of the supervision visit. All reports are published on the website of the Bureau for Education Services. The school may submit its objections to the report within 15 days. Director of the Bureau for Education Services shall appoint a committee to give an opinion and make a decision upholding or rejecting the complaint. This decision becomes a part of final report.

IV. Monitoring phase

The school which has been visited is obliged to present the report to all relevant actors (teachers' council, parents' council, students' parliament). Not later than within one month of the receipt of the report, the school shall consider the findings and recommendations and prepare an improvement plan. The school improvement plan should be submitted to the Bureau for Education Services. The next supervision visit will take account of the review of the quality of planning and the degree of plan implementation.

The changes in the methodology model 2014-15 are focused on the increase of effectiveness of this phase, i.e. the aim is to improve the quality of schools through the more frequent communication with schools. Furthermore, the new methodology model will include instruments for evaluation of the evaluation process.



4.4. Practical organization

4.4.1. Frequency

The regular quality assessment of education in school/institution takes place once in four years. The extraordinary quality assessment is carried out only if required. On average, supervisors visit 60 schools each year.

4.4.2. Supervisory team

Supervisory team consists of a team leader and from one to nine additional members, depending on school size and complexity of supervision. In regular supervisions, there are usually four to six team members in a team. All supervisors are employed in the Bureau for Education Services and they must have a minimum of five years of work experience.

4.4.3. Basic data collection methods

Basic methods and techniques of colleting data on the quality of the school are:

- analyses of school documentation;
- direct observation of instruction and other aspects of education in institution;
- review of the annual work plan implementation;
- review of the students' achievements of knowledge standards;
- review of the results achieved at the external testing;

- review of the implementation of curricula and extra-curricular activities;
- interviews with head teacher, teachers, students, parents and other stakeholders;
- review of data from statistical database that is regularly updated;
- analyses of questionnaire surveys among pupils, teachers and parents;
- other activities judged the necessary ones.

4.4.4. Quantitative and qualitative analysis

Quantitative data are dominantly related to the key area of student achievements and school material resources (facilities and equipment), while qualitative data are collected from the analysis of pedagogical documentation, observation of teaching and learning processes, analysis of school self-evaluation.

4.4.5. Class observation

Class observation is carried out with the use of classroom observation protocols (Key area VI in *Methodology for External Evaluation of Educational 2010*).

During observation the supervisors assesses the students' engagement in the class activities, the use of teaching and learning methods, the use of teaching aids, planning, grading, etc.

4.4.6. Questionnaire survey among students, parents and teachers

Questionnaires help to collect data on the opinions and attitudes of students, parents and teachers on the areas of supervision. The questions in these three types of questionnaires are compatible. The questionnaires contain close-ended questions (with a four-level scale) and open-ended comments questions. In most schools (that have adequate conditions) online surveys and data processing are conducted.

4.5. Reporting with the judgement about the school quality and the possible consequences

4.5.1. Judgement about the school quality on a four-level evaluation scale

Indicators are the main determinants that assess qualitatively each key area. Each indicator has its value that is determined by so-called weight coefficients which show the percentage of their impact on the overall assessment of the particular key area. Estimation of the given assessments in relation to the weight coefficient for each indicator gives the final assessment of key areas as follows. A supervisor uses scores from 1-10 for each indicator ($I_1, I_2, I_3, \dots, I_n$). The assigned points automatically generate a descriptive quality assessment for each indicator, which is expressed in the following scale:

- unsatisfactory: 1 or 2 points (inadequate)
- satisfactory: 3, 4, or 5 points (requires improvement)
- successful: 6, 7 or 8 points (good)
- very successful: 9 or 10 points (outstanding)

The final (average) quality assessment of the key areas (POK), is determined automatically on the basis of given points and indicators' weight coefficients ($T_1, T_2, T_3, \dots, T_n$) using the following formula:

$$POK = \frac{I_1 * T_1 + I_2 * T_2 + I_3 * T_3 + \dots + I_n * T_n}{T_1 + T_2 + T_3 + \dots T_n}$$

Final grade for the key area obtained by the formula is transferred into a descriptive assessment in the following scale:

Points	Level of quality assessment
1,00-2,50	Unsatisfactory
2,51-4,00	Generally satisfies
4,01-5,50	Satisfactory
5,51-7,00	Generally successful
7,01-8,50	Successful
8,51-10,00	Very successful

The indicators in key areas include sub-indicators which are used for the detailed description of the afore mentioned quality levels.

4.5.2. Possible consequences

As it is said before, each supervision report is publicly available on the website of the Bureau for Education Services. Starting from the external evaluation report and all inadequacies found, each school has to draw up the quality improvement plan. In order to support this process, *Recommendations for developing an action plan in educational institutions (2009)* was developed. According to the *General Law on Education (39/13)*, the school head can be dismissed in case he does not make the improvement plan for his institution after the supervision visit and within the legal deadline. Also, a school head may be discharged in case he has not implemented the Development program of the education institution that has to be based on the reports of external evaluation and school self-evaluation.

5. Supervision of the school's self-evaluation

5.1. Obligation of school concerning quality assurance and improvement

According to the *Rulebook (26/12)*, internal quality assessment of education in school/institution (self-evaluation) is performed by professional and other school bodies in accordance with the statute and the annual work plan. School prepares a report on internally assessed quality of its work once in two years and submits it to the Bureau for Education Services. The school itself identifies and decides on priority areas for self-evaluation. The areas of internal quality assessment are the same as for the external assessment, as defined in the *Guidelines for School Self-evaluation (2012)*. It is important that within two years the school assess all the key areas.

5.2. Standpoint of the Bureau for Education Services about the school self-evaluation

Education policy in Montenegro strongly supports the school self-evaluation as one of the key tools of ensuring and improving the overall quality of education. Modification of methodologies for external and internal quality assessment are complementary processes. However, in practice, the exploitation of self-evaluation has not yet reached the desired level as to ensure the quality of school.

5.3. Practice

Supervisors study the school's self-evaluation documents in the preparatory phase and during the supervision visit. In the preparatory phase, supervisors analyze the Plan of self-evaluation and the Quality improvement plan after self-evaluation, and during the visit, they assess the level of objectives

achievement. In the future process, the intention is to focus on effective communication between internal and external quality assessment.

5.4. Reporting on the school's self-evaluation and possible consequences

According to the *General Law on Education (39/13)*, the school head can be dismissed in case he does not make the improvement plan for his institution upon the completion of the self-evaluation process and within the legal deadline. Also, a school head may be discharged in case he has not implemented the Development program of the education institution that has to be based on the reports of external evaluation and school self-evaluation.

6. Supervision of particular themes of quality (thematic supervision)

6.1. General position

The Quality Assurance Department has implemented a significant number of supervisions in all levels of education (two cycles are completed), but all of them were full supervisions in their character. Based on over ten years of experience in the process of the quality assessment, it is noticed that there is a need to start the implementation of the quality assessment of specific topics (thematic supervision). As planned, thematic supervision will be introduced along with the implementation of the revised Methodology. Thematic supervisions will provide an opportunity for a more detailed insight educational process innovations that empower the education system (equity, minority groups' and children with special needs education, science teaching, foreign languages and ICT teaching etc.).

7. Advisory tasks

7.1. Areas and tasks

It has been already said that the reports on full supervision are published on the website of the Bureau for Education and are available to all users. On an annual basis, the Department for Quality Assurance submits the report on its work to the Ministry of Education as one segment of the general report of the Bureau for Education Services. Annual report of the Bureau is published on its website. This report is submitted to the Government of Montenegro.

The annual report on quality of education contains the following information: summary assessment of the quality of monitored schools, the main identified strengths and weaknesses and the most common recommendations for improvement. All of these data are discussed in much more details in the Annual analysis of monitored schools/institutions. This report is submitted to the Ministry of Education and to the National Council for Education. This report shall be consulted when deciding on plans for the continuous development of teachers, research activities, and for other purposes. It is published on Bureau's web site.

In order to further improve the process of quality assessment of education in Montenegro, it is necessary to identify how to enhance the informed decision-making in the field of educational policy, with emphasis on the adequate use of the quality assessment findings. The novelty in these efforts is the establishment of the Group for the quality. The group members, appointed by the Ministry of Education, are the heads of all key institutions in education, responsible for continuous quality analysis, monitoring and improvement.

8. The main tasks of the Department for quality assurance

8.1. Curriculum development

Department for quality assurance has no direct impact on curriculum development, but the supervisors can advise teams of curricula authors, as experts in specific subject areas.

8.2. Databasis

Database of the Bureau for Education Services was developed in 2008. Part of the database that relates to the Department of Quality Assurance includes basic information about the supervisory teams and work areas in a particular school. The reports on supervision are entered into the database so that it contains estimates for each indicator, the description of the findings and recommendations for improvement. At the same time, the online survey of students, teachers and parents are entered using web applications.

From the input data, various summary and comparable reports are available in pdf format, but without any graphs. For now, this information system is not associated with the *Montenegrin information system in education* (MEIS), but it will be done in near future.

9. Risk-based evaluation

Although it is focused on assessing the quality of the school as a whole, our supervision system has identified the need to consider developing of a system of risk-based supervisions. One of the reasons is that such a small educational system can respond quickly.

10. Reports on supervision

10.1. Kinds of reports

Supervision report

Supervision Report contains quality assessment of each key area, a rationale and recommendations with the proposed measures that school/institution should take in order to improve the identified shortcomings. The report lists the names of all team members, with defined tasks in the process of supervision, while the final report is signed by the team leader and director of the Bureau for Education Services.

The school head is obliged to present the report to teachers, parents' council and school board. The report shall be permanently kept in the school and the Bureau for Education Services.

After submitting the final report of the school, the school may complain to Bureau for Education Services. Director of the Bureau forms a commission that can either accept or reject the appeal and make a decision which is final.

Annual report

As it is already said, Annual Report of the Department for Quality Assurance contains summarised findings on the current situation in education resulting from the supervisions carried out in the previous school year. It is available only in Montenegrin. Annual report is publicly available and it is submitted to the Ministry of Education and to the National Council for Education.

10.2. Target audiences

Reports can be used by school management and school staff, school founder (in the case of private schools), parents, wide public.

10.3. Confidential or public

All reports are public and available on the website of the Bureau for Education Services.

11. Structure, Position

11.1. Structure of the Quality Assurance Department

At the time of writing this text, the Quality Assurance Department has 26 supervisors who, according to their job descriptions, conduct quality assessment of individual subject areas and general organization of the school. Department is managed by a department head.

11.2. Position of the Quality Assurance Department

The Quality Assurance Department is one of the four departments in the Bureau for Education Services. The Bureau for Education Services falls within the responsibility of the Ministry of Education. As it is already said, the Bureau submits the Annual report on the quality of schools to the Ministry of Education. The Head of Department is member of the Board of the Bureau and a member of the Group for quality established by the Ministry of Education.

12. Recruitment and training of supervisors

12.1. General remarks

The criteria for employment of future supervisors are related to their work experience in education, good knowledge of the Montenegrin education system, professional competence in the subject area and willingness to participate in education quality assurance and to continuously improve in qualification.

12.2. Recruitment conditions

The conditions required for the position of educational supervisor include: completed higher education - an appropriate faculty or appropriate study program to the extent of 240 ECTS, minimum five years of experience in education, professional examination for work in public administration, ICT knowledge and, as a rule, professional or scientific papers. A candidate for a supervisor should meet the existing legal requirements (Montenegrin citizenship, a certificate of no criminal conviction, health capability etc.).

Candidates go through the recruitment procedures envisaged by the Human Resources Management Authority of Montenegro. The candidates have to pass the ICT test and the test on laws and regulations. Based on the recommendations of the Human Resources Management Authority, the director of the Bureau of Education Services decides whether a candidate will be admitted.

12.3. Training

At the very beginning of the development of the model for external evaluation (2004) training for all supervisors were realised led by foreign and national experts. Now, the new supervisors undergo a peer

training program in the workplace, where they get proper support from more experienced colleagues. There is no centrally organized training program for new supervisors. Development of training programs for new and current supervisors is planned through the process of cooperation of Quality Assurance Department and *SICI* (Standing International Conference of National and Regional Inspectorates of Education).

13. Evaluation of the Quality Assurance Department

13.1. Internal evaluation

Work assessment of the individual supervisors is carried out by the Head of the Department on an annual basis. The evaluation forms are submitted to the Human Resources Management Authority of Montenegro for the central personnel registry. The criteria for evaluation are the work results, independence and creativity, quality of established cooperation with clients and colleagues at work, quality of work organization in the performance of duties and other skills. The Head of the Department informs the supervisors about their work assessment.

The work of individual supervisors and teams is analysed at regular Department meetings and decisions for improvement are made. Data from the current information system are used in this process.

13.2. External evaluation

A systematic external evaluation has not been established, yet. However, the Department for Quality Assurance performance is evaluated within the extensive studies on the quality of education in Montenegro.⁵

One form of evaluation initiated by the Department for Quality Assurance was a research on usefulness of supervision for schools (teachers).⁶

13.3. Consequences

The *Law on Civil Servants*⁷ stipulates consequences that occur when a supervisor's performance is assessed as "unsatisfactory" two successive times, according to the criteria described the Human Resources Management Authority. In such a case his/her employment is terminated.

14. Developments, prospects

14.1. Development directions

The reform of the education system in Montenegro is a continuing process which goes along with the processes of curriculum change. The next steps envisage reforms and changes in the areas of external evaluation and self-evaluation of schools.

14.1. Development goals

The main development goals of the Quality Assurance Department are:

⁵ Evaluation of education reform in Montenegro („Evaluacija reforme obrazovanja u Crnoj Gori“, autori: Tomislav Reškovac, prof. M. Bešić, Mreža fondacija za otvoreno društvo, Podgorica 2012)

⁶ Research on the impact of supervision on the quality of school, Bureau for Education Services, 2014

⁷ Law on Civil Servants (Zakon o državnim službenicima i namještenicima ; "Sl. list Crne Gore", br. 39/11 od 04.08.2011, 50/11 od 21.10.2011, 66/12 od 31.12.2012, 34/14 od 08.08.2014)

- development of more effective feedback methods that will better meet the needs of the education system, including the planned upgrading of existing educational standards issued by the Ministry of Education;
- further improvement of methodology, evaluative instruments and procedures for external evaluation and school self-evaluation and modification of legislation;
- further development of the concept for monitoring (follow up) and support to school activities in its efforts to improve the performance;
- modifications in the supervision process in order to support the self-evaluation of schools;
- continuous professional development of supervisors;
- Strengthening the system of internal and external evaluation of the work of the Department for Quality Assurance;
- continuous support to education reform;
- more effective use of the results of external and internal evaluation in decision making;
- development of efficient information system;
- more intensive international cooperation, learning and sharing experiences;
- active work in the *Standing International Conference of National and Regional Inspectorates of Education* (SICI).

15. Information: website, contacts, links

15.1. Website

<http://www.zzs.gov.me>

<http://www.mpin.gov.me/ministarstvo>

15.2. Contact

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2. *Rulebook on contents, forms and methods of quality assessment of education in institutions*, 2012. (Pravilnik o sadržaju, obliku i načinu utvrđivanja kvaliteta obrazovno- vaspitnog rada u ustanovama, 26/12)
3. *Law on Civil Servants*, 2014 (Zakon o državnim službenicima i namještenicima)
4. *Laws for particular educational levels (primary, secondary etc)*

5. *"The Book of Changes"*, Ministry of Education and Science and Open Society Fund Montenegro, Podgorica, 2001, in English: <http://www.gov.me/files/1065602807.pdf> ("Knjiga promjena", 2001)
6. *"Methodology for External Evaluation of Educational"* Bureau for Education Services, 2010.
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10. Research *"The impact of supervision on the quality of school"*, Bureau for Education Services, 2014.