

**ATTRACTING, DEVELOPING AND RETAINING EFFECTIVE
TEACHERS
OECD Activity
Country Background for the Slovak Republic**

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BRATISLAVA 2003

PREFACE

The present report is an outcome of the work carried out by individuals and working teams from several scientific-educational, methodical-educational workplaces and universities in Slovakia. Its development was coordinated and managed by the Institute of Information and Prognoses on Education in Bratislava.

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The team involved in the report was offered a great support from the Ministry of Education of the SR. The content of the report is based on the results of the scientific-research work of the academic community of educational scientists and university teachers in the SR. In the final stage of completing the report the comments from OECD were taken into account. The authors of the report considered it as a great honour to participate in development of this document also due to the fact that the Slovak Republic is a new member of OECD and wants to contribute to the good level of performance of this significant international organisation and, at the same time, to make use the experience of its older members.

M. Beňo - Coordinator

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GLOSSARY

School autonomy means the status in which the school has a status of legal entity. It independently manages the budget, accepts and fulfils commitments and represents a full-fledged entity.

Gymnasium – comprehensive secondary school.

Secondary school-leaving examination (maturita) – final examination held at the schools which provide secondary education giving access to university.

Millennium – the National Programme of Education and Training in the Slovak Republic for the next 15-20 years, the project “Milénium”, which was approved by the SR Government on 19. 12. 2001.

Non-public schools are private and church schools the founder of which is a private or natural person (an individual, private institution, or organization or church).

Self-government body- a representative circle of a limited number of people chosen as a rule by election, sometimes by nomination, which disposes of delegated decision-making or advisory rights. It may be for example, a self-governing parliament, its presidency, council, commission and other bodies. The self-government bodies are defined by law or bylaw – a norm.

Public schools (or State schools) are educational institutions the founder of which is the State – at the moment self-governing bodies – so-called higher territorial units, towns and villages.

Territorial School Board – an independent body, which expresses its opinions on activities of the district office and on activities of the bodies of municipalities and self-governing regions in the school sector.

Higher Territorial Units – complex self-governing regions.

Curve of development of indicator – graphical demonstration of time changes in the size of the given indicator.

LIST OF ABBREVIATIONS

LEA – Local educational authority

MC – Methodical centres

ME SR – Ministry of Education of the Slovak Republic

SR – Slovak Republic

ŠIOV - State Institute for Vocational Education

ŠPÚ - National Institute for Education

ÚIPS – Institute of Information and Prognoses of Education

EXECUTIVE SUMMARY

The school system in the Slovak Republic includes kindergartens, primary and secondary schools, apprentice schools and special schools which are codified by the Education Law. The system also includes the basic schools of art. The other constituents of the school system are educational establishments, counselling institutions, special-interest educational centres and school special-purpose facilities. The highest level of education is represented by universities.

The primary schools integrate the primary and lower secondary education. They are composed, as a rule, of nine grades and may be supplemented by zero grade for children from socially disadvantaged backgrounds that by commencing the school year attained the age for starting the primary school, but did not attain the school maturity. The primary education in primary schools is carried out at the four-year first stage (Grades 1 – 4), the lower secondary education at the five-year second stage (Grades 5 – 9).

Secondary schools are divided by gymnasias, technical secondary schools and vocational secondary schools.

Gymnasias provide the lower secondary and upper secondary general education. Gymnasias prepare the students primarily for tertiary education. The study in gymnasias may be four-, five-, six- or eight-year, while the four-year study and five-year bilingual study include only upper secondary education, and six-year and eight-year study include both the lower and upper secondary education. The transfer to eight-year study in gymnasias is possible after completing Grade 4, to six-year study after completing Grade 6, and to five-year study after completing Grade 8 of primary school.

Technical secondary schools prepare one for vocational occupations, especially technical-economic, economic, pedagogical, medical, social and legal, administrative, artistic and cultural ones. First of all, in the four-year and five-year programmes they provide the technical upper secondary education to be completed by matura examination that gives access to post-secondary non-tertiary education (ISCED 4) and to the first level of tertiary education (ISCED 5). In a small number of two- and three-year programmes they provide upper secondary technical education without matura. A special type of technical secondary school is conservatory that prepares for fields of singing, music, dance or dramatic art.

Vocational secondary schools primarily provide the qualifications for workers' trades and vocational occupations in two-year- and three-year apprentice training programmes. In a small number of four- and five-year study programmes completed by matura examination they prepare the students for performing demanding workers' trades and some technical-economic activities of an operational nature; they also prepare the students for post-secondary non-tertiary education and for the first level of tertiary education.

Apprentice training centres that are not formally considered as secondary schools, provide the possibility of one-year- and two-year vocational training for the pupils who after nine-year or ten-year compulsory schooling finished the primary school in lower than Grade 9 or who did not complete Grade 9 of primary school successfully.

Special schools are designed for children and youth with special education needs who cannot be enrolled in mainstream schools. For children and youth with physical and sensual defects there are the established primary schools that provide primary and lower secondary education and secondary schools that are subdivided similarly as mainstream secondary schools into gymnasias, technical secondary schools and vocational secondary schools and provide upper secondary education, either general or vocational. These pupils receive an education, which is equal to the education acquired in mainstream schools.

Secondary schools organise daily study as well as part-time in which the whole selected programme of specialisation is pursued. The latter provides education, which is practically equivalent to education received in daily courses. The part-time study is one of the forms of adult education.

Owing to the fact that compulsory schooling in the SR takes ten years, it is natural that after completing the lower secondary education in primary school practically every pupil continues in school attendance in a secondary school. A majority of pupils receive upper secondary education completed by matura or without it. Unless the pupil finishes the upper technical secondary education by matura examination, he/she may supplement his/her education in post-secondary study („*nadvstavbové štúdium*”) that is completed by matura examination offered by both vocational secondary schools and technical secondary schools.

The education and training in the SR is carried out in the national (Slovak) language, as well as in minority languages – in Hungarian, Ukrainian, German and Bulgarian. Secondary education is carried out in the Hungarian, Ukrainian, and Bulgarian languages, upper technical secondary education only in Hungarian.

The schools providing primary and secondary education in the SR are mostly State-owned, after 1989 the network of these schools has again included private and church schools.

All primary and secondary school teachers must have a university education. All those interested may receive this education at any university which has a faculty (faculties) accredited for teacher training study. The level of study is either master or engineer, the form of education is full-time, part-time or distance.

The achieved teacher qualification has a limitless validity. A qualified teacher may enter teacher service any time during professional working career (also repeatedly).

The teachers who received teaching qualification in the past, but their qualification became useless due to innovative and other changes in education, have the opportunity to achieve a new qualification by means of retraining.

The qualified teachers have the possibility to receive education also in the continuing form of study – the extended study. They may complete the study at the faculty which has the accredited study programme for teacher training of the subject by which they mean to extend their qualification. The other forms of in-service training include the training of leading educational personnel, continuous education, specialized innovative study, specialized qualification study and extended study.

The number of students studying to enter teaching has been continuously growing in recent years. Even though the proportion of university students following teacher education programmes is double in Slovakia compared to the average in the EU countries, only a proportion of these students actually become teachers. This is the result of more attractive working and social conditions in other areas (especially for teachers of foreign languages and informatics), coupled with the effects of the personnel policy lacking real concept over the last decade, the low public status of teachers' work, hard working conditions without the possibility of regeneration and limited prospects for career development.

Problems occur in the teacher composition (the portion of teachers-pensioners is growing, feminization is continuing and increasing still more) and in professional and teacher training qualification (e.g., during the last decade in primary schools it declined by 10 percent).

The average wage in the school sector which has most university educated personnel among all branches of economy, lacks behind the average wage by 10 to 22 percent despite high demands for educational qualification required from educational personnel even after the partial measures.

Career diversification of teachers is given only by the fulfilled function. The leaders (principals, deputy principal) have a functional extra charge pursuant to law on public service (e.g., secondary school principal up to 10 - 34 % of the respective salary rank, deputy principal up to 8 - 28 %). Other function (e.g. classteacher, educational counsellor and the like) is compensated by reduction of the respective basic weekly scope of teaching load.

The prepared changes concerning career advancement of teachers are shown in the Millennium. They are based on considerations that the advancement (salary) of teacher should not ensue from the length of teaching experience only but also from quality of his/her performance.

The basic weekly load of a regular teacher depends on the type of school and ranges from 15 to 35 hours. A lesson period of teaching and educational activities in theoretical subjects, exercises and practical training takes 45 minutes, practical classes in different school institutions or in vocational training takes 60 minutes. Every teaching and educational activity exceeding the basic work load is an extra work. The class hours of teacher are not reflected in a higher wage class but at this function the basic load is reduced by 1 or 2 hours according to number of classes. If the teacher performs a function of an educational counsellor, his/her basic load is reduced adequately to number of pupils and type of school by 1 up to 3 hours.

The basic teaching workload of leading educational staff such as principal, vice-principal or other head worker, is determined by special scale that considers the type of school and number of classes, or pupils. The basic workload ranges from 4 to 23 hours. For management the leading educational staff is charged a fee that is calculated in percentage according to level of management, degree of responsibility, type of school, number of pupils, etc. The school remuneration may be composed of, in addition to regular salary rate and a fee for management, a personal allowance. In contrast to the past, all the other fees were cancelled. Due to lack of wage funds which was used for wage rate reform in the education sector, the remuneration in the form of personal allowances was reduced to minimum and is used exceptionally rather than in the form of an appreciation for extra performance.

The amendment to the Education Law enables employment of the other pedagogical personnel – assistant teachers. This category is introduced first of all in schools with Roma pupils. University assistant teacher training started in 2001, the first graduates will be in 2003.

In the Millennium the teacher is characterized as a decisive agent in education and training. Among the proposed measures that follow the improvement of teachers' status the most important are: the increase of social and especially financial remuneration of teachers, creation of greater possibilities of the further education of teachers abroad. It is proposed to elaborate the system of teacher protection against excessive psychic burden and a regulation of teacher protection as public authorities against growing aggression on the part of pupils and parents.

The further measures are connected e.g. with development of qualification categories for differentiation of pedagogical activities and the system of differentiated evaluation.

1. NATIONAL CONTEXT

1.1. Political priorities and objectives

1. Development of school and teachers is influenced by a process that is marked as a transformation of the society. It is a set of social and political, economic, management, cultural and other changes the aim of which is the transition from real socialism to a market-regulated democratic society.
2. The process of transformation of the society in the period between 1990 and 2002 was not straightforward and had its reflection also in the school policy. A principle change that occurred during 1990 consisted in deideologisation of the education system at highlighting the decentralisation of management and strengthening the autonomy of schools. A detailed overview of positive and negative aspects of the educational development in the SR is illustrated in the National Programme of Education and Training in the Slovak Republic for the next 15-20 years, the project Millennium (hereinafter the Millennium) approved by the SR Government on 19th December 2001 by the Decree No. 1193/2001. The educational legislation also underwent a development. The Amendment to the Education Law¹ adopted in 1990 provided, in addition to the removal of ideological segments, the status of legal entity to secondary schools with a presupposition to complete this process also in primary schools by 1994. The decentralisation of management was solved by the Law No. 542/90 of Law Code² that enforced three levels of educational management in the SR: the principal of the school as the first level, the specialised state administration in the education sector (school administration) as the second level, and the ministry as a central body of the State administration. At the same time, it separates the management structures of the State administration from the control (school inspection) and educational ones. Thus an independent school inspection and methodical centres arose the mission of which was to provide the further education of educational personnel. The institute of self-governing bodies in education was established, namely, the school board and territorial school board. However, their function, in the opinion of a number of pedagogues, was predominantly formal.
3. From 1994 to 1998 the laws were adopted which postponed the acquiring of the status of legal entity for primary schools until indefinite time. Also, the specialised state administration in education and independent school inspection was cancelled. Both of the institutes were ranked amongst the centralistically built-up general State administration only as departments or sections.³
4. Starting with 1998 gradual loosening of centralist trends took place. The State School Inspection again became an independent body of the State administration. Due to the inception of higher territorial units the conditions for transfer of competencies in the school sector from the State administration to the self-governing bodies and municipalities have been fulfilled. All fully organised primary schools became legal entities.
5. Under the unstable political conditions the values supporting educational reform are also differentiated and many a time contradictory within the coalition parties. The choice and enforcement of concrete educational policy are substantially influenced and limited by the economic situation of the State and its ability to saturate inevitable expenses for education. On the left side of the political spectrum there were and are etatistic-social values presented (free education, wide network of accessible schools, comprehensive and priority support of the State schools), while on the right there are the conservative-liberal values (payment for education, rationalisation of the school network, financing schools by means of tuition fees paid by pupils, support of the private and church-affiliated schools' development).

¹ Law of Federal Assembly of CSFR No. 171/1990 of Law Code whereby the Law No. 29/1984 of Law Code on the system of primary and secondary schools (the Education Law) is changed and supplemented.

² Law of the Slovak National Council No. 542/1990 of Law Code on the state administration in education and the State self-government.

³ Law of the National Council of the SR No. 222/1996 of Law Code on organisation of local state administration and on the change and supplementation to some laws.

6. The broad public, particularly parents with regard to material and financial possibilities, support rather the socially oriented educational policy. The research carried out in 1993⁴ showed that in that time 3/5's of parents had an appropriate amount of funds for the education and training of their children. The public primary schools were given the support by 4/5's and public secondary schools by 3/4's of parents. The development of private primary schools was supported by 1/10 of parents and secondary schools by 1/3's of parents. Church schools had the least support among parents. During the research 1/5 of parents lacked the funds to be able to contribute to education, 1/4 could contribute by a monthly sum from one to three hundred, and only a small amount of parents could contribute by over five hundred Slovak crowns. Under the constantly growing unemployment rate no more remarkable changes can be expected in the approach of parents to the above problems.

7. The educational system, education and training are continuously being declared as a political priority, but in reality the situation is different. In practice, this area is viewed closely technocratically as an area of great expense and cost, which all government machines have tried to minimise by now despite all their declarations about the need for prior support of education.

8. Political pluralism and plural democracy evoked and still evoke changes not only in politics and its mechanisms, but also in cultural policy and overall cultural climate. These are changes in cultural agreements, content, organisation, methods and forms of cultural work and the cultural life of citizens. National culture and art are developed in the European and world context with the continuous growing awareness of the need to get integrated into institutional (especially the EU) and non-institutional and non-government frameworks and structures. The spread of existing possibilities of cultural advancement is however hampered and affected by the so-called mass culture presented by press, radio and particularly TV. For commercial reasons these media prefer easier and less demanding genres in art that many a time not only do not cultivate audience and spectators but on the contrary even spoil their taste, instigate aggressiveness, brutality, sex and by all-present ads they are focused on consumption. The children and youth are often presented with fraudulent, humanless but media sophisticated and forced models and idols. Formative influence of original literature and other kinds of art are devalued by the commercialism of these areas. For example, books are so expensive that for a majority of the population, in contrast to the past, they have become almost inaccessible. The original film production is minimal, therefore it cannot affect young people's consciousness more remarkably.⁵

9. Religions, denominations, religious societies and sects take over more and more significant role of a socio-cultural educational entity. Namely, the Catholic Church that had traditionally the greatest influence in the SR, strengthened its position in the process of transformation still more. At present, it is not only the richest but also the most influential religious organisation that participates in the education of children and young people at school and outside it. It finances its activities through the State support and its relation to the State is regulated by a special law.⁶ Some other churches and

⁴ BEŇO, M. & BEŇOVÁ, T. (1993), *Rodičia o súčasnej škole* (Parents about the presentday school). Research report. Bratislava, Agentúra Pedagóg, pp. 165-166.

⁵ *Formovanie a sebautváranie mladého človeka v podmienkach humanizácie a demokratizácie spoločnosti a školy (Diskusia)*. Shaping and self-forming of a young man under the conditions of humanization and democratization of the society and school (discussion), (1991), In *Pedagogická revue*, Vol. 43, No. 7, pp. 481-497; ŠIMČÁKOVÁ, L. (1996), *Mládež a demokracia. Výsledky z medzinárodného porovnávacieho výskumu* (Youth and democracy. Results from international comparative research). In *Pedagogická revue*, Vol. 48, No. 9-10, pp. 437-445; IHNACÍK, J. & ŠPITKA, J. (2002), *Európske vedomie stredoškóľakov, ich postoje k EÚ, demokracii a občianskym hodnotám* (European consciousness of secondary-school students and their attitude to EU, democracy and civic values). In *Pedagogické rozhľady*, Vol. 11, No. 2, pp. 24-27; ŠIŠŤÍKOVÁ, A. & KOZLÍKOVÁ, M. (1998), *Program prevencie vzniku drogových závislostí na gymnáziu v Bratislave* (Programme of prevention of drug abuse in Bratislava gymnasia). In *Pedagogické rozhľady*, Vol. 7, No. 4, pp. 31-34; EMMEROVÁ, I. (2002), *Programy prevencie drogových závislostí v podmienkach ZŠ* (Programmes of prevention of drug abuse under the conditions of primary schools). In *Pedagogické rozhľady*, Vol. 11, No. 3, pp. 22-25; BORGULOVÁ, J. (1993/1994), *Škola robí kultúru - kultúra robí školu* (School makes up culture – culture makes up school). In *Pedagogické rozhľady*, No. 5, pp. 20-21; DARÁK, M. (1999/2000), *Drogy a drogová prevencia na 1. stupni ZŠ* (Drugs and drug prevention at the primary level). In *Naša škola*, No. 2, pp. 6-15.

⁶ Basic Agreement between the Slovak Republic and the Holy See. In Law Code No. 326/2001, Section 136.

religious communities pursue a similar way but they have significantly less followers, which also corresponds to their educational influence.⁷

10. On the other hand, without any interest on the part of the State, there are around 16 % of citizens who have no confession, atheists that may be marked in general as secular humanists. Although it is the largest minority, the State, in contrast to the relation of denominations, does not support this group of citizens either materially or morally, they have a limited access to the public-law media and everywhere where the door is open to the State-supported church, which contradicts the Constitution of the Slovak Republic.⁸

11. Science undergoes the process of transformation, too. The result of reorganisation and various surviving interventions in its structures is a substantially narrower and very economically financed scientific research basis. In the educational sector it led for example to a weakening of the very scientific-educational activities and to strengthening the efforts aimed at adoption, often mechanical and non-critical, of foreign pedagogical concepts, theories and book publications. As a result, the influence of educational science on educational and teaching practice has weakened in schools and in educational and school establishments. Instead, various pseudoscientific influences started to assert (e.g., astrology, magical therapeutics but also obscurantism in „modern” array). The status of science declined with a part of society and, as a corollary, the value of education for this part of society decreased too.⁹

12. The above cultural-political, cultural-educational and cultural-artistic and other movements have a remarkable influence upon the educational system, education and training and upon the social formation of children and young people. They are a kind of prism through which education and training are considered as values. They influence to a great degree the aims and content of education and training, or they participate in their revision, renewal and development. In addition, they become slowly but surely a part of a developing socio-cultural environment that affects not only institutionally, through education, but also spontaneously the shaping of personality, especially, his/her relation to himself/herself and the world; his/her moral awareness, everyday learning, education and self-learning, self-improvement, behaviour and activity in general.

13. Computerisation, development of computer literacy and internetisation of institutions, enterprises, schools and households are among the factors that significantly affected and still affect the life and work of schools and teachers.

14. During the transformation of society the integrating political orientation, aimed for the entry of Slovakia to the EU and NATO despite its chaotic and elemental nature, was more and more strengthened. At the moment, the interpolitical decisions and changes are subordinated to it in many ways. The political conditions, in which the reform efforts in education should better prosper in the

⁷ Agreement between the Slovak Republic and registered churches and religious associations. In Law Code No. 250/2002, Section 108, pp. 2434-2438.

⁸ Constitution of the Slovak Republic in its Chapter 1 and Article 1 reads: “The Slovak Republic is a sovereign, democratic and legal state. It is bound neither to an ideology nor to a religion”. In Article 24 the Constitution contains a provision that “The freedom of thought, conscience, religion and creed are guaranteed. This right also includes the possibility to change one’s religious affiliation or creed. Every person has the right to be religiously indifferent. Every person has the right to freely express his/her thoughts”. Article 26 guarantees “The freedom of speech” and Article 43 guarantees “The freedom of scientific research”. For more details see: Constitution of the Slovak Republic as of 1st September 1992.

⁹ ONDREJKOVIČ, P. (1990), *Nový informačný bulletin O súčasných problémoch vysokých škôl a vedy* (New information bulletin On Present Problems of Higher Education and Science). In *Pedagogická revue*, Vol. 42, No. 1, p. 96; ČABRUNOVÁ, A. (1995), *Informačné zabezpečenie pracovísk v sociálnych a humanitných vedách* (Information provision of workplaces in social sciences and the humanities). In *Pedagogická revue*, roč. 47, No. 3-4, pp. 22-33; ZELINA, M. (1995), *Vedeckovýskumná práca na Pedagogickej fakulte UK* (Research work at the Faculty of Education at Comenius University). In *Pedagogická revue*, Vol. 47, No. 5-6, pp. 88-91; BREZINKA, W. (1996), *Rozmach a kríza vedeckej pedagogiky* (Boom and crisis of scientific pedagogy). In *Pedagogická revue*, Vol. 48, No. 1-2, pp. 21-28.; CHRENKOVÁ, E. (2000), *Význam vedy a techniky pre rozvoj Slovenskej republiky* (Significance of science and technology for development of the Slovak Republic) In *Pedagogická revue*, Vol. 52, No. 4, pp. 392-394.

spirit of adopted national school policy programmes, are being stabilised. The school contacts abroad have been intensified with prior orientation to the EU countries and the NATO member states. Still greater is the amount of schools and teachers that cooperate with schools abroad, and the number of students who study in foreign secondary schools and higher education institutions, increases. The negative aspect of this generally positive process is that a majority of the successful students do not return to their native country. The reasons are mostly economic.

15. The development and effectiveness of the education system are also influenced by regional specificities, by strengthening the influence of local and regional structures (municipalities and higher territorial units). During the transformation the mechanisms of educational management and entities of management were often changed. The local educational authorities as a specialised State administration were replaced by the State administration constituted from the restructured district and regional offices. Recently, further significant changes took place when a part of regional schools fell under the competence of towns and villages and other parts under the competence of regional self-governing units. The process of decentralisation of management has not yet been completed.

16. A new phenomenon that exercised a great influence upon the development of education in the process of the transformation were the organisations and civic associations operating in the third sector. Many of them often substituted some of the State tasks and contributed to a great degree to the advancement of concrete schools.

17. In the further stage of educational transformation and realisation of the individual steps of the reform that lead to an improvement in education and training, the teachers will a more significant role than before. A condition of interest in enforcing and applying new perceptions is, however, the adequate recognition and reward of the teachers' work, which they constantly miss, less changes in school management, a greater interest of managerial structures in the opinions, incentives and initiatives of teachers.

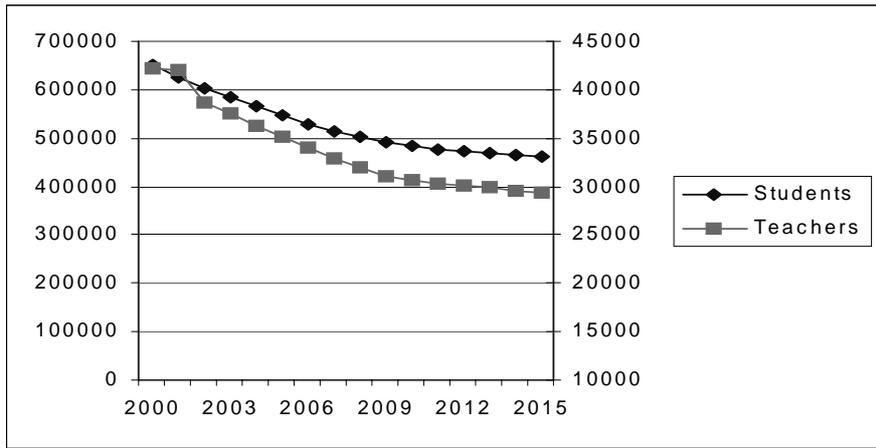
1.2. Demographic trends and cultural diversity

18. One of the most significant factors that influence the needs and the state of education is a demographic factor. At long-term prognosticating and planning of the school development the existing and perspective changes in the size of the population of the pertinent age group are primarily considered. Owing to preliminary prognoses concerning demographic development of population in the forthcoming years the following data may be presented in terms of the expected numbers and age structure that have implications for pupils and teachers:

19. The number of primary school pupils will continue decreasing, by the year 2010 more remarkably, then the decline will slow down. By the year 2005 the number is expected to decline from 626 645 to 547,7 thousand. In the years 2010 and 2015 primary schools will be attended by about 483 thousand and 463 thousand pupils, respectively. The number of full-time and part-time teachers is to decrease from 41983 to 35,2 thousand in 2005, to 31 thousand in 2010 and to about 29 thousand in 2015 (Table 1.1., Figure 1.1.).

20. The primary school transformation at the end of the 90s resulted in a temporary stop in the growing number of gymnasia students. It has been reflected in the reduction of graduates in 2001-2003 leading to increase in the total number of students in recent years. By the year 2003 their number will grow to 98,9 thousand. Afterwards the indicator will drop to 95,2 thousand in 2005, 83 thousand in 2010, and to about 74 thousand of gymnasia students in 2015. Proportionately to the growth in number of students also the number of gymnasia teachers is expected to grow by 2003, namely to 8,7 thousand. In the next years the number will drop, in 2005 to 8,4 thousand, in 2010 to 7,3 thousand and in 2015 to about 6,6 thousand of teachers (Table 1.2., Figure 1.2.).

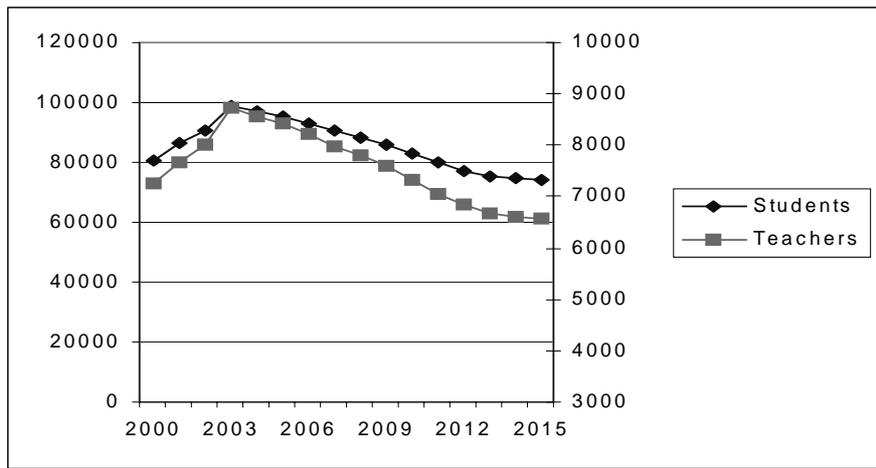
Figure 1.1. Prognosis of primary school students and teachers by 2015



Note: The teacher category includes full-time and part-time teachers. Teacher trajectory refers to the right axis of Figure.

Source: Herich, J. (2001), Prognosis of kindergarten, primary school and secondary school development by 2015. Bratislava, ÚIPŠ.

Figure 1.2. Prognosis of gymnasia students and teachers by 2015

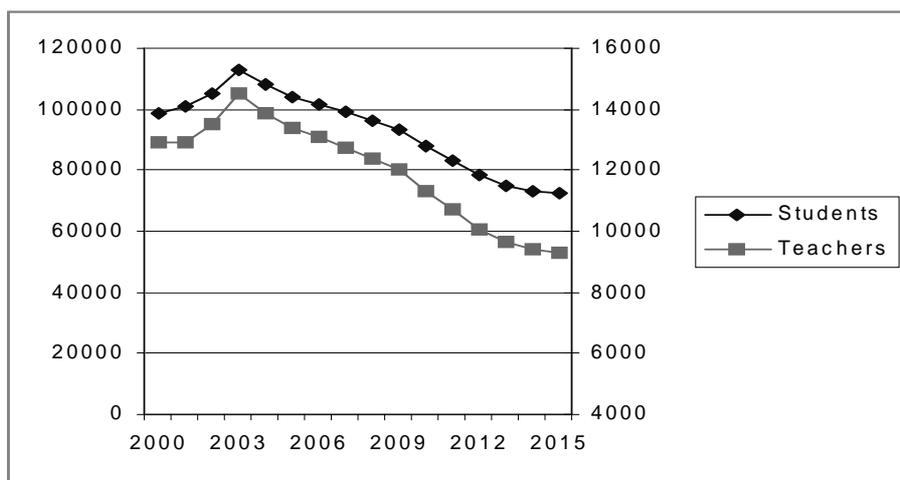


Note: The teacher category includes full-time and part-time teachers. Teacher trajectory refers to the right axis of Figure.

Source: Herich, J. (2001), Prognosis of kindergarten, primary school and secondary school development by 2015. Bratislava, ÚIPŠ.

21. Owing to the fact that by 2003 the number of graduates from technical secondary schools will decrease, the number of students will grow to attain 112,7 thousand. Subsequently, the indicator will drop to 104,2 thousand in 2005, to 88 thousand in 2010 and to about 72 thousand students in 2015. By the year 2003 the number of teachers of technical secondary schools will increase to 14,5 thousand. In the following years the number is expected to drop to 13,4 thousand in 2005, to 11 thousand in 2010, and by 2015 the technical secondary schools are expected to have about 9 thousand teachers (Table 1.3., Figure 1.3.).

Figure 1.3. Prognosis of technical secondary school students and teachers by 2015

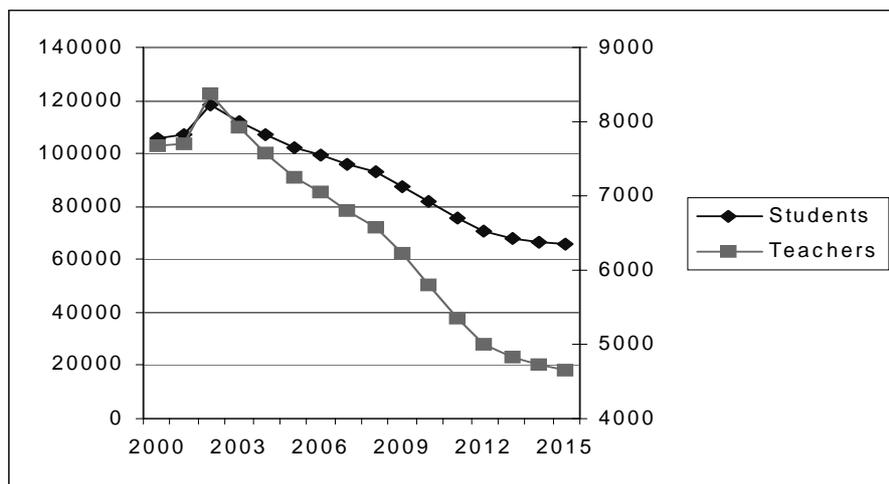


Note: The teacher category includes the full-time and part-time teachers.
Teacher trajectory refers to the right axis of the Figure.

Source: Herich, J. (2001), Prognosis of kindergarten, primary school and secondary school development by 2015. Bratislava, ÚIPŠ.

22. In the nineties, the number of students remarkably dropped in the vocational secondary schools. By 2002, due to the transformation of primary schools, this indicator mildly grew, in the following years it will diminish. In 2005 vocational secondary schools are expected to have 102 thousand, in 2010 about 82 thousand, and in 2015 about 66 thousand students. By 2002, the number of teachers in vocational secondary schools grew to 8,4 thousand. In the next years the number will drop to 7,2 thousand in 2005, to 6 thousand in 2010 and by 2015 this type of secondary school is expected to have about 5 thousand teachers (Table 1.4., Figure 1.4.).

Figure 1.4. Prognosis of vocational secondary school students and teachers by 2015



Note: The teacher category includes the full-time and part-time teachers.
Teacher trajectory refers to the right axis of the Figure.

Source: Herich, J. (2001), Prognosis of kindergarten, primary school and secondary school development by 2015. Bratislava, ÚIPŠ.

1.3. Economic conditions and labour market trends

23. The present unfavourable economic trends univocally point out a key problem in economic efficiency and the ability to compete in Slovakia, that is, a low total productivity of inputs already observed for several years. It is not only the productivity of tangible assets that is insufficient but particularly the productivity of labour with low rate of growth and decreasing rate in the dynamics of its increments (interyear rise in productivity of labour diminished, e.g., from 6 % to 1.8 % between 1977 and 2001, respectively)¹⁰.

24. The problems of the low production ability of the Slovak economy requires a solution at the level of several relevant entities (government, enterprisers, labour force) and at all levels simultaneously.

25. From the point of view of school and teacher requirements it is especially interesting to solve the problems in enterprising area, namely, in the field of the labour force. They include, especially, insufficiently skilled management of companies, complex and insufficient organisation, lack of innovation and introduction of new knowledge and technologies in practice. The low flexibility of labour force and its insufficient ability to adapt to changed conditions in the labour market is also an obstacle. The territorial and professional mobility of the labour force is also deepening. A more remarkable economic advancement of Slovakia has also been for many years limited by insufficient orientation to quality, e.g., in the education system and applied research as well as in production process and in marketing.

26. This is also related to the rate of unemployment of secondary school leavers (percentage of the unemployed school leavers from the respective number of school leavers in the given year), which is the lowest among gymnasia leavers. It is caused by a great number of school leavers who continue their studies in higher education institutions.

27. The rate of unemployment among gymnasia leavers grew by the year 1999. It reached the maximum in that period - 25.1 %, in the next two years it dropped, and in 2001 it stopped at 11.1 %.

28. The unemployment rate among school leavers from technical secondary schools is higher compared to school leavers from the gymnasia but the developmental curves are similar. The unemployment rate of technical secondary school leavers culminated in 1999 at the level 47.0 %, then it remarkably dropped and in 2001 reached 34.3 %.

29. The unemployment rate of school leavers from vocational secondary schools grew by 1999. In that year it reached 42.0 %. Subsequently, it dropped and in 2001 it was 39.5 %. (The above values of unemployment rate of school leavers from secondary schools refer to September of the given year.)

30. High values in the unemployment rate of school leavers signalise functional disproportions between the school system and the labour market. Both these factors participate in the unemployment rate of school leavers. The labour market with the high total and regionally differentiated rate of unemployment does not provide a sufficient number of vacancies and suitable working posts. On the other hand, the school system seeking to follow sometimes even chaotic dynamics of economic development is not always able to „produce” school leavers in the professional structure as required at the moment.

31. For the above reasons there is a need for schools and teachers:

- to adapt training and education to world trends aimed at improving the quality of the labour force and to the application of new information technologies,
- to enable, within the framework of reform in the education system, the broadest access to education especially in specialised branches exacting to human and technological capital,
- to make better use of educational capacities for development of lifelong education,
- to overcome the present concept of teaching aimed first of all at the acquisition of reproductive knowledge and to develop in pupils the necessary competencies (e.g., how to solve complex

¹⁰ http://www.government.gov.sk/miklos/vizia_vyvoja_2020.html

- questions, how to gather and process information, to communicate and to learn), to strengthen foreign language teaching, to spread the use of information and communication technologies,
- to extend the offer of educational pathways with the aim to satisfy differentiated needs and interests of various groups of the population, to develop and use the whole educational potential of children and young people, including talents,
 - to provide for the preparation of missing professionals within the framework of the EU entry and globalisation trends,
 - to cope with the internationalisation of education (internationally recognised certificates on education, ability to communicate in the international environment as an inevitable condition of professional application after the EU entry),
 - to cooperate in the transparent determination of competencies and responsibilities, innovations of organisational structure of the school, development of knowledge and performance standards and tools of their measurement, overall use of individual indicators of quality and the new perception of evaluation of school institutions, educational programmes, etc.,
 - to increase the level of initial and in-service teacher training,
 - to cooperate in restructuring the trade union structure and in rationalisation of secondary schools network with employers' unions, regional and other bodies,
 - to support the development of broader vocational education and mixed schools combining vocational and general programmes,
 - to support the access of capable graduates from secondary schools to diversified levels, kinds and types of further education with the aim to satisfy the growing qualification requirements for workers,
 - to improve social and working conditions of teachers and thus to prevent the departure of the most capable from the school sector and the unconcern of new graduates from the faculties of education in the teaching profession,
 - to cooperate in the improvement of multisource system of regional education funding from public budgets and additional resources and in the creation of specific forms of economy in education based on non-profit-making principle as one of the possibilities of multisource financing.

1.4. Resources for Education

32. The public resources for schooling represent the funds from public budgets made up by the State budget, municipality budgets and budgets of higher territorial units. Their position, function and draft are regulated by the Law of the National Council of the SR No. 303/1995 of Law Code on budget rules as amended by subsequent regulations. In terms of available public resources for schooling the adoption of Law No. 506/2001 Law Code on financing primary schools, secondary schools and school facilities has a special significance. The State budget for schooling is used for funding the educational costs that are allocated in the Chapter of the ME SR (higher education institutions) and in Chapters of „regional authorities” (primary schools, secondary schools, school facilities). After the tax reform, supposed to be finished in 2004, the public resources for schooling from the State budget will be also extended by the resources from other public budgets, such as budgets of municipalities¹¹ and budgets of higher territorial units (autonomous regions).¹² The resources from public budgets are designed for financing education in public and non-public schools. The allocation of funds from these resources for schooling is differentiated in dependency on the founders of schools (the State, higher territorial unit, municipality, legal entity and natural person, church) and the form of economy (budgeted organisations, partially budgeted organisations, non-profit making organisations providing generally useful services). The State budget will serve for financing current and investment costs of public

¹¹ Section 9 of Law of SNC No. 369/1990 of Law Code on municipal establishment, as amended).

¹² Section 9 of Law of SNC No. 369/1990 of Law Code on self-administration of higher territorial units (Law on Autonomous Regions), as amended.

schools. New founders of public schools, represented after the transfer of competencies within the framework of ongoing public administration reform in 01. 07. 2002 by higher territorial units (secondary schools) and by municipalities (primary schools), will gradually assume economic provision in costs of operation, after the creation of income prerequisites in their budgets. The public budgets will also serve for financing private and church schools (contributions from the State budget, funds from municipality budgets or from higher territorial unit budgets).

33. In the Slovak Republic the process of creating legal presuppositions for the gradual involvement of private resources in schools is ongoing as another way of multisource financing of education. The private resources represent contributions from founders of private schools, tuition fees from parents for covering costs for education and training in non-public schools,¹³ earnings from entrepreneurial activity,¹⁴ funds from foundations,¹⁵ contributions and gifts from home and foreign legal entities and natural persons, use of portion of unpaid tax for special purposes.¹⁶

34. The multisource financing requires the application of new forms of economic management of school institutions based on the non-profit principle. The enrichment of present forms of economic management of schools as partially budgeted or budgeted organisations shows a possibility of their transfer¹⁷ to non-profit-making organisations providing generally useful services.¹⁸ The offer of legal entities for education that manage their economy in a non-profit making way, is also supplemented by foundations. Their application in schools brings about certain problems, though. Relatively great competencies of administration bodies of schools as non-profit making organisations and separation of the founder from decision-making concerning their further existence may easily lead to collisions with interests of the State and municipalities in this respect.

35. Financing of schooling with combined involvement of public and private resources in a diversified form, in relation to suitable forms of economic management of schools, will enable to increase the amount of available resources for education and at the same time it will make their use more effective.

1.5. Public perceptions

36. The broad public perceptions about the role of schools, the quality of schooling and the status of teachers undergo a qualitative development in the process of transformation that may be characterised as a movement from less differentiated and more compact etastistic images to more differentiated and liberal opinions and evaluations.

37. Shortly after „the Gentle Revolution” and during it there were critical opinions and evaluations expressed especially by its protagonists on education, the quality of schooling and the status of teachers. They included, for example, assertions on the lagging of our school system behind the advanced Western countries and on the low investment in the education sector. The uniform school was also criticised as an institution that educated in a uniform method; the critique was also directed at the aims of school, content of teaching – its creation, development of textbooks and methodical guides. The sharpest critique was aimed against the applied principles of the leading role of the communist party in education, at the political intervention in education through the interlinked party and State structures, class principle applied in the system of school management, the accessibility of schools. On the part of churches and the related political structures the Party- and State-regulated

¹³ Section 2 of Law No. 506/2001 of Law Code on financing primary schools, secondary schools and school facilities, and on supplement to Law No. 303/1995 of the National Council of the SR of Law Code on budget rules, as amended.

¹⁴ Section 9 of Law of the Slovak National Council No. 542/1990 of Law Code on State administration in education and school self-government, as amended.

¹⁵ Law No. 34/2002 on foundations and on change of Civil Code, as amended.

¹⁶ Section 48 of Law No. 366/1999 of Law Code on income taxes, as amended.

¹⁷ Law No. 13/2002 on conditions of change of some budget organisations and partially budgeted organisations to non-profit making organisations providing generally useful services (Transformation Law) whereby the Law No. 92/1991 of Law Code on conditions of the State property transfer to other entities is amended and supplemented.

¹⁸ Law No. 35/2002 of Law Code whereby the Law on non-profit making organisations providing generally useful services is amended and supplemented.

access of church to school was refused as well as forced atheism of children and young people. In relation to family the leading role of school and the State in education and suppression of the family's right to decide on the focus of their children's education, was critically evaluated.

38. Teachers of all kinds and in all levels of schools marked as obeying instruments of communist party and the State underwent great criticism.¹⁹ The critique of socialist school policy and practice concerning the education and training of children and young people of national minorities living in Slovakia, orientation towards the USSR and Soviet pedagogy, had a special and often varied content. The critiques ensuing from recollections on the state of the school system in the period 1918 to 1945, eventually, 1948 occurred, too. Under their influence, e.g., the 8-year gymnasias study was renewed.

39. The main bearers of the above and other areas of critique were the mass media – press, radio and television. Their evaluations were impartial but also tendentious and distorted depending on the political orientation of the given media. The partial critique contributed to the growth of mistrust of the public to education and its quality. It caused in teachers a growth of uncertainty and, in that respect, also an internal professional nonstability. The frequent changes in school management, non-address and all-refusing critique and other reasons led to a decrease in the level and performance of schools and individual teachers. The teachers pointed out more and more frequently that already under socialism the discredited political interventions in education were intensified. While in 1991 the growth of political interventions in education was underlined by 9.04 % of teachers, in 1994 it was 31.26 % and in 1997 as much as 4.63 %²⁰ of teachers. The stagnating level of educational work in schools was stated in 1994 by 40.78 % of teachers and, in 1997, by 37.88 % teachers. The decline and worsening level of educational work in schools were indicated by 11.99 % of teachers in 1994 and by 14.85 % of teachers in 1997.²¹

40. The worsening state of education was also perceived by the broad public, especially parents. In the period research²² about 45 % of parents showed, for example, unwillingness of their children to go to school and bad relations with some teachers. In the opinion of parents, the school, teachers individually and teaching staff should pay more attention to and take care of their ethic-professional qualities. Teacher should pay more attention to education, to get rid of his/her superiority complex in relation to his/her pupils and to strive for greater mutual trust, have friendlier attitude, impartiality and tolerance. Teachers should be more creative, and endeavour to impart greater knowledge to the pupils, to develop their talents. Concerning the volume of subject matter they should teach less but in high quality and deepen their individual approach. The parents required making the criteria more precise in recruiting teachers, to make sure of their professionalism, qualifications and morals. Over 95 % of parents expressed their interest in cooperation with the school.

41. The evaluations by parents varied in relation to the given type and kind of school, as well as from the view of regional specificity and concrete environment. For example, parents in municipal surroundings often require more liberal and in terms of modern teaching aids a better equipped school, they are for weakening the authority of the teacher of whom they expect a partner relation to pupils. In rural settings parents are more conservative, they are inclined towards the traditional values of the school. As regards overall trends and current needs of the school system development the parents lack a deeper knowledge. The gaps in this respect are filled by mass media.

42. With the lapse of time, the critique of the school system started mitigating, especially on the basis of impartial comparison of its overall level in the SR with the level of the school systems in other countries, overview of our school system by foreign experts, experience in the placement of school leavers from the Slovak schools abroad, a deeper analysis of the socialist school system and other sources. The new minister of education in 1993 declared that in his opinion the Slovak education system does not need any radical reforms. But it was the other marginality and in a certain sense also

¹⁹ Interview with the Minister of Education of the SR, L. Kováč. In *Verejnosc'*, No. 17, 27. 02. 1990, p. 4.

²⁰ For more details see BEŇO, M. et al. (2001), *Učiteľ v procese transformácie spoločnosti* (Teacher in the process of society transformation). Bratislava, ÚIPŠ, pp. 165-167.

²¹ *Ibidem*, p. 198.

²² BEŇO, M. & BEŇOVÁ, T. (1993), *Rodičia o súčasnej škole* (Parents about the presentday school). Research report. Bratislava, Agentúra Pedagóg, p. 165.

helplessness, that ensued from the absence of an objective analysis of the school system, education and training by the year 1989. The long lasting delays in the development of usable and perspective programme of ascending development of education were a practical consequence of the above facts. In the period concerned the activity of mass media in relation to school problems attenuated or focused on the sporadic treatment of crucial problems especially in financing education, its organisation and management. For impartially it is necessary to point out that mass media brought and still brings about positive examples and the cases of advancement of schools and personal models of outstanding and sacrificing teachers. Nevertheless, the authority of schools is diminishing; the aggressiveness of parents and pupils against teachers grows.

43. In the process of the transformation of society the school system, education and training were not in the forefront of broad public or mass media interest. Their significance was overlapped by great economic and political topics. Thus the value of education went to the background and to the lower ladders of the value hierarchy. The public saw at each step that political theses on the need and significance of education do not find reflection in real policy. Under the influence of this atmosphere the wishes were presented to maintain at least the present level of schools. In the above context the media sporadically warned about the exodus of good teachers and bad financial situation of those who remained in schools. These warnings helped to keep education in the public eye but many a time worked adversely when the teachers' work has been observed with disrespect, their significance in the education of children and young people is underestimated.

44. Gradually revealed was disgust among teachers towards participation in administration and school activity. But it may be actually presupposed that a delimitation of schools under administration of municipalities and autonomous regions in 2002, revival of activities and activating of parents' associations and school boards will call for necessary changes in parents' opinions and attitudes.

2. THE SCHOOL SYSTEM AND TEACHING WORKFORCE

2.1. The school system in the SR

45. The school system in the Slovak Republic is made up of primary schools, secondary schools, apprentice training centres and special schools that are codified by the Education Law²³. Another constituent is represented by the schools providing the basics of special-interest artistic education – the basic schools of art. The school facilities also form a part of the school system. They encompass educational institutions, counselling centres, special-interest educational establishments and special purpose school facilities²⁴. The higher education institutions provide the highest level of education in the SR²⁵.

46. The schools that provide for primary, lower secondary and upper secondary education are the primary schools, secondary schools, apprentice training centres and special schools.

47. The primary schools integrate the primary and lower secondary education into one organisational unit. They are composed, as a rule, of nine grades and may be supplemented by zero grade for children from socially disadvantaged backgrounds that by commencing the school year attained the age for starting the primary school, but did not attain the school maturity and owing to their social and language background they lack the precondition for managing the Grade 1 subject matter in one school year. The education provided in the zero grade is considered to be the pre-primary level of education (ISCED 0). The primary education in primary schools is carried out at the four-year first stage (Grades 1 – 4), the lower secondary education at the five-year second stage (Grades 5 – 9). Where there are no conditions for the establishment of all nine grades of primary school, it is possible to establish a primary school without all the nine grades. These schools usually have only Grades 1 – 4 (providing just the basic education). There are seldom schools which have only Grades 5 – 9 (providing the lower secondary education). After completing Grades 4, 6, or 8 of primary school the pupils who applied for and successfully completed the admission interviews may transfer to secondary school and start, eventually, continue their lower secondary education.

48. Secondary schools provide the lower secondary and upper secondary education, as well as technical and vocational education that according to ISCED 1997 corresponds to post-secondary non-tertiary education (ISCED 4). The upper secondary education provided by secondary schools is either general or vocational. Vocational education may be completed without a school-leaving examination (ISCED 3C), or with a school-leaving examination (maturita) (ISCED 3A); general education is completed by maturita (ISCED 3A). Maturita examination at all types of secondary schools entitles one to apply for admission to secondary education not included in tertiary education (ISCED 4) and to the first level of tertiary education (ISCED 5). Secondary schools are classified into gymnasias, technical secondary schools and vocational secondary schools.

49. Gymnasias provide the lower secondary and upper secondary general education. Gymnasias prepare the students primarily for tertiary education. The study in gymnasias may be four-, five-, six- or eight-year, while the four-year study and five-year bilingual study include only upper secondary education, and six-year and eight-year study include both the lower and upper secondary education. The transfer to eight-year study in gymnasias is possible after completing Grade 4, to six-year study after completing Grade 6, and to five-year study after completing Grade 8 of primary school.

50. Technical secondary schools prepare one for vocational occupations, especially technical-economic, economic, pedagogical, medical, social and legal, administrative, artistic and cultural ones. First of all, in the four-year and five-year programmes they provide the technical upper secondary

²³ Law No. 29/1984 of Law Code of 22 March 1984 on the system of basic and secondary schools (Education Law), as amended.

²⁴ Law No. 279/1993 of Law Code of the National Council of the Slovak Republic of 21 October 1993 on school facilities, as amended.

²⁵ Law No. 131/2002 of Law Code of the National Council of the Slovak Republic of 21 February 2002 on Higher Education and on Changes and Supplements to Some Laws.

education to be completed by maturita examination that gives access to post-secondary non-tertiary education (ISCED 4) and to the first level of tertiary education (ISCED 5). In a small number of two- and three-year programmes they provide upper secondary technical education without maturita. A special type of technical secondary school is conservatory that prepares for fields of singing, music, dance or dramatic art. Conservatory takes as a rule six years. The first four years are completed by maturita examination. The pupils, who also complete Grades 5 and 6 of conservatory, obtain vocational education that according to ISCED 1997 corresponds to the first level of tertiary education (ISCED 5B). Dance conservatory takes eight years to complete and is designed for pupils who have completed Grade 4 of primary school. The study is completed by „*absolutórium*“ and the achieved education corresponds according to ISCED 1997 to the first level of tertiary education (ISCED 5B)²⁶. Since 1992, this level of education is also provided by other technical secondary schools for school leavers of four-year and five-year programmes to be completed by maturita examination, especially in the medical, economic, social and law fields of study. In contrast to conservatories the admission to these schools is conditional upon the admission examination.

51. Vocational secondary schools primarily provide the qualifications for workers' trades and vocational occupations in two-year- and three-year apprentice training programmes. In a small number of four- and five-year study programmes completed by maturita examination they prepare the students for performing demanding workers' trades and some technical-economic activities of an operational nature; they also prepare the students for post-secondary non-tertiary education and for the first level of tertiary education.

52. Apprentice training centres that are not formally considered as secondary schools, provide the possibility of one-year- and two-year vocational training for the pupils who after nine-year or ten-year compulsory schooling finished the primary school in lower than Grade 9 or who did not complete Grade 9 of primary school successfully.

53. Special schools are designed for children and youth with special education needs who cannot be enrolled in mainstream schools. For children and youth with physical and sensual defects there are the established primary schools that provide primary and lower secondary education (some schools offer children with impaired speech only primary education) and secondary schools that are subdivided similarly as mainstream secondary schools into gymnasias, technical secondary schools and vocational secondary schools and provide upper secondary education, either general or vocational. These pupils receive an education, which is equal to the education acquired in regular schools. The children with more pronounced intellectual deficits may be educated at the level of primary school in special primary school and the further education may be received in apprentice training centres or in practical schools.

54. Secondary schools organise daily study as well as part-time in which the whole selected programme of specialisation is pursued. The latter provides education, which is practically equivalent to education received in daily courses. The part-time study is one of the forms of adult education.

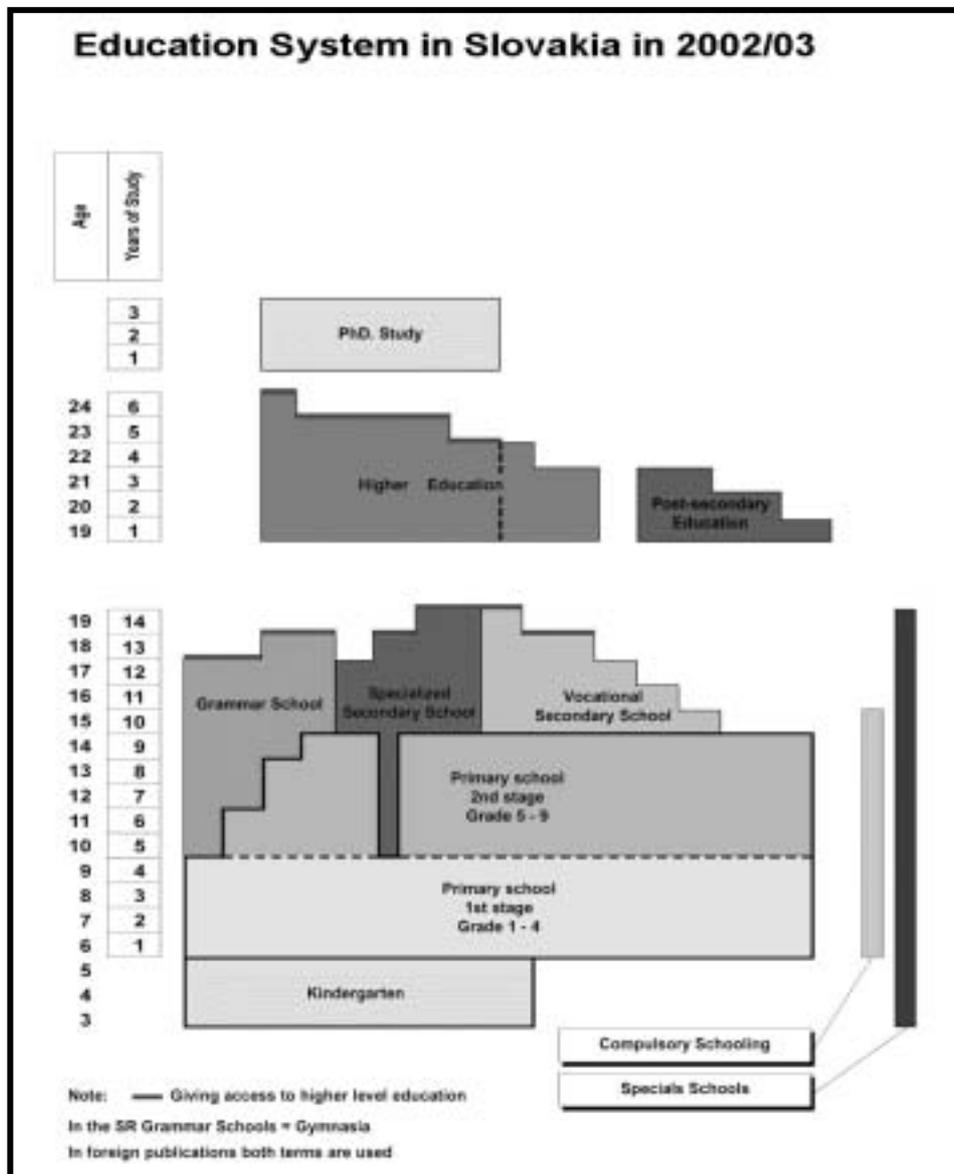
55. Owing to the fact that compulsory schooling in the SR takes ten years, it is natural that after completing the lower secondary education in primary school practically every pupil continues in school attendance in a secondary school. A majority of pupils receive upper secondary education completed by maturita or without it. Unless the pupil finishes the upper technical secondary education by maturita examination, he/she may supplement his/her education in post-secondary study („*nadstavbové štúdium*“) that is completed by maturita examination offered by both vocational secondary schools and technical secondary schools. The candidates apply for post-secondary education either immediately after completing the previous education or after certain experience.

56. The education and training in the SR is carried out in the national (Slovak) language, as well as in minority languages – in Hungarian, Ukrainian, German and Bulgarian. Secondary education is carried out in the Hungarian, Ukrainian, and Bulgarian languages, upper technical secondary education only in Hungarian. They are either the independent schools with a minority language as the language of

²⁶ According to ISCED 1997 pupils of Grades 1 – 7 count at level 3 (higher professional education) and pupils of the last year (Grade 8), or graduates count at level 5B (the first level of tertiary education) .

instruction, or the schools with a common administration in which besides the Slovak classes there are also classes with a minority language as the language of instruction.

Figure 3.1. Slovak Education System



2.1.1. Number of schools

57. The schools providing primary and secondary education in the SR are mostly State-owned, after 1989 the network of these schools has again included private and church schools (Table 2.1.).

58. The network of schools providing primary and secondary education in the SR is rather dense. The schools providing primary education, even though many a time with classes for pupils of several grades, occur in small villages as well. In the school year 2001/2002 around 200 schools providing primary education occurred in villages, which according to last census of 26. 05. 2001 had less than 500 permanent residents. Approximately 64.0 % of schools providing primary education existed in 1 572 villages, 29.5 % in 134 towns and 6.5 % in 2 cities. As at 26. 05. 2001 the Slovak Republic had 2883 villages in total (including 4 military districts), of which 134 were declared as towns and 2 as

cities. Village schools providing lower secondary education made up 45.0 % out of the total number of schools providing this level of education. A prevailing part of schools providing upper secondary education were located in towns and cities (91.6 %) (Tables 2.2.-2.4.).

2.2. Responsibilities at individual levels of management

59. In the public school system the division of responsibilities between the various levels of government is as follows:

60. *Principal of school* – is appointed by the founder upon the proposal of the respective school board on the basis of a selection procedure. The extent of his rights and duties is set by the Law of the Slovak National Council No. 542/1990 of Law Code on the State administration in education and school self-government. He is responsible for observing generally binding rules, curricula and syllabi, for professional and pedagogical level of educational work of the school and for the efficient use of the means allocated for the provision of school activity and for economic management of the property. The further duties of the school principal are set by the Work Rules for Pedagogical Staff and Other Employees of Schools and School Facilities, issued by the ME SR (No. 1166/1999-12 of 25. 08. 1999).

61. *Municipality* – establishes and dissolves according to the approved school network the primary schools, basic schools of art, preschool establishments, school clubs, school centres for special-interest activities, leisure-time centres, school kitchens and school canteens. Upon the proposal of the municipal school board it appoints and recalls the principal of the school the founder of which it is. It creates conditions for fulfilling compulsory school attendance in primary schools. It drafts the plan and budget for the schools founded, provides the premises and material-technical equipment, educational technology, financial means for the operation and maintenance, investment means from the State budget and its own resources, conditions for children's and pupils' catering. It carries out the control of efficient use of allocated financial and material resources. It carries out the State administration at the first level concerning non-fulfilment of compulsory school attendance; at the second level in those decisions, which at the first level were made by the principal with the exception of those areas of management, where at the second level the decisions were made by the district office. It determines the school districts for individual schools in the community. It provides for the required information from the field of education and training to authorities of the State administration and the public at large. It cooperates with self-governing school authorities, principals of the schools and school facilities. It handles complaints, incentives and petitions of citizens.

62. *Autonomous region* – establishes and dissolves according to the network of schools and school facilities and list of centres (workplaces) of practical training the secondary schools, apprentice training centres, centres of practical training. With the approval of the ME it establishes and dissolves according to network of schools and school facilities the basic schools of art, special-interest educational establishments, except for language schools at primary schools, youth homes, school canteens, centres of practical training, centres of school services, open-air-schools. In its relation to them, the bodies of the State administration and public at large it has the same duties as a municipality. It carries out the State administration at the second level. If an autonomous region dissolves the school it founded, it will determine the secondary schools or school facilities that will continue fulfilling the tasks of the dissolved school.

63. *District office* - establishes and dissolves the primary schools in the cases that the municipality will not create conditions for the pupil to complete compulsory schooling. At performing the State administration at the first level it decides on the equivalence of documents issued by schools abroad, at the second level in the cases where at the first level the decision was made by the principal of the school or head of the school facility, except for the cases where the second-level decision-making authority is the municipality. It cooperates with self-governing bodies of towns and villages, State authorities and local educational authorities. It provides for drafting plans and budgets for schools and school facilities within its territorial area in matters of wages, salaries, service pays and other personal incomes, re-allocates them and checks the efficiency of their usage. It is active in the field of education and training, methodical management, inspection, labour safety and health protection at

work, civil protection, fire protection and information work. It checks the observation of generally binding regulations. It provides for methodical and counselling help to municipality authorities. Based on the agreement it may carry out administrative-technical work in the wage and labour-legal department to the extent as required by principals of the schools and heads of the school facilities if they are legal entities, and by the founder of the school and the school facility that lack the status of legal entity. Upon a request it may provide legal counselling to principals of schools and school facilities. It cooperates with principals of schools and school facilities at the provision of personnel of schools and school facilities falling under their governance. It cooperates with the autonomous region at providing accommodation to foreign readers who work at schools and school facilities. It informs the public, central authorities of the State administration and self-government about the state of schools and school facilities within the area of its competence. It handles complaints, suggestions and petitions of the citizens and guards of pupils attending secondary schools and school facilities falling under its competence.

64. *Regional office* – establishes and dissolves schools and school facilities in the cases when the autonomous region does not create possibilities for a pupil to complete his/her compulsory schooling or to attend school with all-Slovak effect. It is a founder of special kindergartens, special primary schools, special secondary schools and special school facilities. At the performance of the State administration at the first level it makes decisions concerning equivalence of documents on education issued by schools abroad and, at the second level, in affairs, which in the first level were decided by the principal of school. It cooperates with municipalities, authorities of the autonomous region, self-administration authorities and bodies of the State administration, and other legal entities and natural persons. For schools and school facilities within its territorial area of competence it drafts plans and budgets in the field of wages, salaries, service pays and other personal incomes and re-allocates them. In the other fields it carries out the same activities within the area of its territorial competence as the district office.

65. *Ministry of Education of the Slovak Republic* - is the central body of the State administration. In matters of education and training it directly administers all the schools and school facilities involved in the system of education and training and manages the State administration performance in the field of education. It establishes and dissolves the sector institutes and centrally managed institutions. It determines and issues basic pedagogical documents (curricula, syllabi) that are binding for all schools. After discussing with appropriate regional offices, district offices, central bodies of State administration and with bodies of territorial self-government it determines and administers the network of schools and school facilities. It determines the rules of selection and filling the managerial posts and principles of pedagogical management of schools. It drafts the budget and breakdowns of finances allocated from the State budget to organisations and institutes managed by the ministry, to schools and school facilities in the field of investments, wages and salaries established by the municipality or autonomous region or the respective body of the State administration. It works out concepts of development and normative of equipment of schools and school facilities. In co-operation with research and scientific workplaces, other natural persons and legal entities active in the field of education and training, it organises experimental verification. It charges the regional and district offices with the establishment of schools and school facilities if it ensues from international agreement or contract. It legislatively solves the problems of pedagogical documentation and other school prints and the keeping of archives.

66. *School inspection* - fulfils the function of the State control over the level of pedagogical management, education and training and material-technical conditions of teaching at schools. It is carried out by the State School Inspection through school inspectors. On the basis of inspection findings it annually presents to the Minister of Education a report on the state and level of education and training at schools. It handles suggestions, complaints and petitions in the field of performing the State administration that is charged to it and fulfils other tasks.

67. *Self-administration authorities* - fulfil the function of initiative and counselling bodies that assert public interests and the interests of parents, pupils and educational personnel in the field of education and training related not only to the State administration in education but also to the bodies of

municipalities and autonomous regions. The school self-administration is carried out by the school board, municipal school board, territorial school board and the pupils' school board.

68. *School board* - based on the selection procedure, proposes a candidate for the appointment to the post of principal, and eventually, gives proposals for his dismissal. The school board gives its opinions on the number of admitted pupils, study fields and trades proposed, on the change of curricula, on the structure of obligatory and optional subjects, on the pedagogical organisational provision of the school operation, on achievements, on the draft budget, on the report of the economic management of the school and on the concept of school development.

69. *Municipal school board* - turns to a self-governing school authority in the case that there are two school districts or two schools in the municipality. It gives opinions on the activity of the founder of schools in the municipality, on the concepts of their development, on budget, personnel and social conditions of employees, on results of educational work. It is involved in the selection of candidates for the post of principal in the case where there is no school board at the school.

70. *Territorial school board* - fulfils similar functions in relation to the State administration in education and to the autonomous region bodies. It gives opinions on the activity of the district office and on the activities of the bodies of municipalities and autonomous regions in the field of education, on the concepts of schools development, budgets and material conditions of school work, on personnel and social conditions of employees, on proposals for the introduction of study fields and trades and concentrations, on report of the results of education and training at schools.

71. The establishment of municipal school board - is in the competence of the municipality; the establishment of territorial school board is in competence of the autonomous region.

72. *Pupils' school board* - as an autonomous body of students may be established at secondary schools. It fulfils the function of pupil representation in relation to school leadership. It is elected in secret vote with the presence of overwhelming majority of pupils in the school. It consists of 5 to 11 members. It gives opinions on the matters of education and training, on the School Order, etc.

2.2.1. Financing the public schools

73. In financing the public schools and school facilities the adoption of a special rule was a significant change, namely the Law No. 506/2001 of Law Code on financing primary schools, secondary schools and school facilities and the supplement to the Law No. 303/1995 of Law Code on budget rules, as amended by subsequent provisions, with efficacy from 01. 01. 2002. Financing the public schools will be carried out until completion of tax reform (as estimated in 2004) by means of the State budget through the chapters of the ME and regional offices. After fulfilling resource expectations in budgets of municipalities and higher territorial units the State budget will serve for financing expenditures for pedagogical activity and capital investments. Municipalities and higher territorial units, being founders of regional schools will cover commodity-operational costs. The possibility of extending the present forms of the economic management of schools as non-profit-making organisations and partially budgeted organisations, by help of non-profit-making organisations providing generally useful services is anticipated by recent regulation.²⁷ The main reasons for the transfer of competences in the educational sector to self-governing bodies rest in better preconditions of municipalities and higher territorial units for its management and more efficient allocation of resources.

2.2.2. Curriculum development

74. The content of education and training ensues from the requirements of societal and individual usefulness of the achieved education and is a result of a consensus of theory and practice. Taking part in its selection are, in addition to those responsible for development of educational documents (ŠPÚ, ŠIOV), also the teachers of primary schools, secondary schools and higher education institutions and practitioners.

²⁷ Law No. 35/2002 of Law Code, whereby the Law on non-profit making organisations providing generally useful services, is changed and supplemented.

75. After 1990, a two-level participative way of educational document development found application. That means, the fundamental, centrally drafted plans and curricula approved by the ME (prior to 1990 strictly binding) may be modified by schools and supplemented according to their own conditions, requirements of pupils and parents. The pedagogical board of the school decides about the real form of study plans. The subject commissions/teachers, on the other hand, are competent, e.g., to draft the real extent of teaching hours for thematic units and subject matter themes, to supplement them or extend by additional subject matter, in agreement with specific aims of the school and according to interests of the schools, interests, abilities and needs of pupils, to carry out changes in the curricula structures, to set up concrete content of pupils' activities, to decide about the organisation, methods and forms of teaching adequately and diversely to pupils' abilities, etc.

76. Despite the possibility lasting several years to transform pedagogical documents to the conditions of a concrete school by the above method, this possibility remains only partially used in practice due to an insufficient understanding of the new concept of their development. In this regard (in addition to continuously organised trainings and seminars) a new educational document that has been gradually introduced in our schools will be helpful for our teachers - educational standards. Along with curricula and study plans they are designed for educational management. They determine the basic subject matter (which is obligatory for internal curriculum development by modification of prescribed rules), and formulate concrete requirements (operationalised aims) for the knowledge and skills that all pupils should manage and be able to demonstrate in the given type of school (regardless of the founder of the school). By means of exemplified (sample) tasks they show the level that is expected to be achieved at handling the subject matter. The standards are designed for principals of schools and teachers as well as other potential clients – school inspectors, authors of texts, textbooks, methodical materials, teaching aids as well as for pupils and their parents.

77. Traditional centralised model of creation, adoption, realisation and control of teaching content resulted that teachers did not prepare themselves for working creatively with the curriculum. Their preparedness for work with the content is related to planning, time schedule of centrally defined content. Nor at present are the teachers in higher education institutions prepared for such complex activity as curriculum development.

2.2.3. Labour-legal relations and employment in education sector

78. The labour legal relations and employment in the school sector were influenced especially by the changes brought about by the Law of the National Council of the SR No. 313/2001 of Law Code on public service that is related also to schools having the status of legal entity. According to this Law a teacher becomes the employee when he fulfils the conditions defined by the Law, i.e., he is capable to carry out legal activities, he is blameless, fulfils qualification preconditions, has the physical ability for the work he is charged with, he will make a prescribed oath; in the case of religion teacher also, permission is required according to the rules of the respective church or religious society. Out of the above presuppositions the selection of teachers is marked by univocally formulated qualification requirement (for more detail see Section 3).

79. The area of personnel work is also considerably influenced by the Law of the National Council of the SR No. 416/2001 of Law Code on transfer of some activities from the bodies of the State administration to municipalities and higher territorial units (valid from 01. 07. 2002), that brought about changes in the transfer of founding rights and in new determination of schools and school facilities as legal entities. In all of the above cases the administration and performance of personnel work falls within the competence of the principal. Thus the independence and autonomy of schools are strengthened, which has a broader - all-societal and a narrower or regional dimension. Owing to the fact that the selection of teachers is within the competence of principal, the latter may directly affect the position of his school at the „market of educational services” (especially under the conditions of towns where there are more schools of the same type and kind). Under the dramatic population decrease and reduction in the school network it is a significant moment influencing employment, and eventually, redundancy of teachers and competition among them. If we add impartial evaluation of teachers by principals, a reliable mechanism of increasing the level and quality of teaching personnel of the school may be established in this respect.

80. In addition to the above laws, the potential changes in the employment of teachers may ensue from a permanent lack of finances for salaries and overall remuneration of teachers as well as from a rapid decline of population to be surely reflected in the reduction of schools.

81. Teacher evaluation is a permanent part of the managerial work of principals. In the process of transformation of the society, its content, organisation, methodology, frequency and other attributes have remarkably changed. The research of teachers of regional schools²⁸ brought along some interesting opinions of teachers on how they are (teachers) evaluated by principals. According to identified opinions of examined teachers the teachers' work should be assessed according to performance, pedagogical-professional prerequisites, qualities of teacher and other criteria (for more detail see Section 6).

82. M. Zvalová²⁹ presents the teachers' opinions on criteria of evaluation of their work in relation to effectiveness, procedure and results of the teaching process in the school. Amongst the most significant are considered the teachers' knowledge, comprehensiveness, attractiveness in instruction, instigation of pupils to independently seek the problem-solution, use of appropriate examples, ability of teacher to keep dialogues with their pupils. At evaluation of criteria the teachers preferred profundity of the instructed subject matter to its volume, or problem-solving clarification to encyclopaedic one, and educational creativeness.

83. A certain discrepancy in teachers' attitudes was manifested in that they do not see the quality of school in the above criteria but in what the school will provide for them by salary and career upgrading; the criteria of education quality come as the next values.

84. In the period 2001 and 2002, no substantial changes occurred in school accountability. The accounts have been further created and worked out along the axis: school → district office, or regional office → ÚIPŠ. The changes in filling out the sheets are not major. Some of the sheets were extended in agreement with the ME requirements. In 2002, three new returns were added, namely the one on Associated Secondary Schools, Annex to the Report on Sports School – Qualification of Coaches and the Annex to the Report on Sports Centre – Qualification of Coaches. More substantial changes in the organisation of accounting will most likely take place by dissolution of the district offices.

85. The complexity of problems of professional-methodical management, organisational-legal position, property-legal determination and financial provision of schools and school facilities should be expressed by a coordinated way in material and legislative definition of rights, duties and responsibilities of all entities that enter the processes. According to the present state it is only the principal who is directly - by law - responsible for the school management.

2.3. Church and private schools

86. The conditions for the establishment of church and private schools were created by the Amendment No. 29/1984 of Law Code on the system of primary schools and secondary schools adopted as the Law No. 171/1990 of Law Code, as amended by the Law No. 230/1994 of Law Code. Subsequently to this amendment, the directives were adopted for the establishment of church and private schools.

87. For providing finances to church and private schools there are provisions in force since 2002 issued in the Law No. 506/2001 of Law Code on financing primary schools, secondary schools and school facilities and supplement to the Law No. 303/1995 of Law Code on budget rules as amended by

²⁸ For more details see BEŇO, M. et al. (2000), *Učiteľia materských, základných a stredných škôl v procese transformácie* (Kindergarten, primary school and secondary school teachers in the process of transformation). Research report. Bratislava, ÚIPŠ.

²⁹ ZVALOVÁ, M. (1992), *Prieskum učiteľov ZŠ a SŠ na kritériá hodnotenia vlastnej práce vo výchovno-vzdelávacom procese a na kritériá účinnosti výchovno-vzdelávacej práce školy* (The survey of primary and secondary school pupils concerning the criteria for evaluation of their work in teaching process and the criteria of effectiveness in educational work of school). Bratislava, ÚIPŠ; ZVALOVÁ, M. (1993), *Prieskum názorov učiteľskej verejnosti na vybrané aktuálne problémy v školstve* (Survey of teacher community opinions on current problems in education). Bratislava, ÚIPŠ.

subsequent provisions. According to the above regulation the non-public schools are provided benefits for pupils from the State budget upon submission of the report on the financial management of the school for the previous year. The basic amount of the fee per pupil is 100 % of current expenses in comparable public schools, unless a respective body of the State administration or a respective self-governing body decides otherwise. The contribution is decreased by 30 %, if the non-public school selects fees from parents for covering costs of education and by 10 %, if it does not follow the curricula applied in the comparable public schools. Finances for capital investments are not provided from the State budget to non-public schools they may however use the State movables or real estates leased on the basis of a contract.

88. Since it is only a framework regulation, it appears significant to adopt (in the same way as usual in European legislation) a special law on financing primary schools and school facilities, that will provide the conditions for granting equal rights to education in schools regardless of the founder.

89. Teaching in private and church schools is carried out according to curricula and syllabi issued by the founder approved by the respective ministry. The volume and content of study must correspond to requirements for the achievement of a corresponding level of education that is provided by public schools of the same kind. In the course of education and training the schools may use besides textbooks and study texts shown in the list issued by the respective ministry, other textbooks and teaching texts.

90. In non-public schools educational staff provides teaching with the required professional and educational qualifications for teaching general and vocational subjects.

91. In the other areas of management, the private and church schools apply the same procedures as the public schools.

2.4. Number of teachers

92. The number of teachers in the public primary schools decreased until the year 1996. A remarkable growth from 37510 to 41499 was caused between 1997 and 1999 by the extension of primary schools due to introduction of the obligatory Grade 9. In the years 2000 and 2001 a decline was once again observed in the number of teachers to 40014. Over the past ten years in the church primary schools the number of full-time and part-time teachers increased from 1347 to 1921. It represents an average growth of 60 teachers per year. In the private primary schools, the growth in the number of teachers was very irregular. From 1995 the average yearly growth was about 43 teachers (Table 2.5).

93. The number of teachers in the public gymnasia had an ascending trend. From 1992 to 2001 it rose by one quarter - from 4962 to 6168. It represented a medium growth - 127 teachers per year. In the church gymnasia since 1992, the number of teachers increased from 339 to 1135. Annually the increase was 85 teachers on average. The original number increased by 3.3 times. The rate of index growth in the private gymnasia was lower, it reached 36 teachers per year. From 1992 to 2000 the number of teachers rose from 77 to 418. In 2001, it dropped to 369 teachers (Table 2.6).

94. The number of teachers in the public technical secondary schools increased by 1998 (12292). In the years 1999 and 2000 it dropped more remarkably (11831). In the church technical secondary schools the number of teachers rose from 272 to 469 by the year 1994 to be followed by a mild decline. At present, there are 387 teachers in these schools. In private technical secondary schools the number of teachers predominantly grew. Since 1992 it rose from 68 to 675 teachers. It corresponds to the yearly growth of 70 teachers (Table 2.7).

95. The number of teachers in public vocational secondary schools had a declining trend. The most remarkable decline was in 1999, from 7989 to 7645. The average yearly decline was 60 teachers. In the church vocational secondary schools from the year 1996 the development in the number of teachers stagnated. The average state for that period was 82 teachers. In the private vocational secondary schools the indicator remarkably dropped in 1998 - from 265 to 159 teachers. In the next number of years it ranged at the level of 162 teachers (Table 2.8).

2.5. Movement in teaching workforce

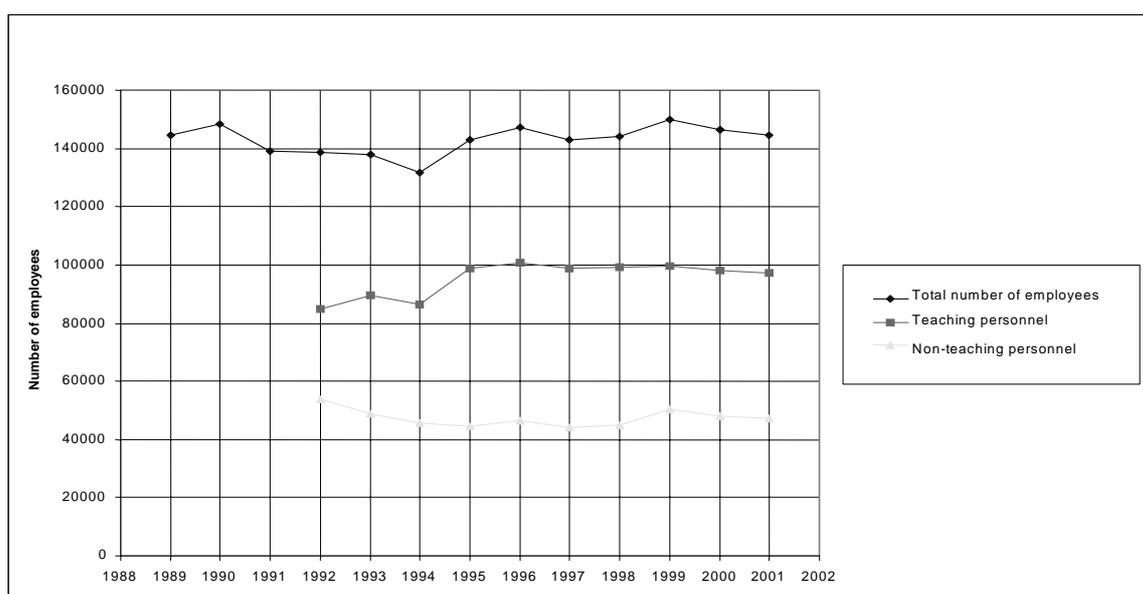
96. In the period 1990-1996 there was a specialised State administration in the field of regional education. This system of management required to supplement the staff for economic, informational, technical activities. The school administration staff provided aggregated activities for the respective territorial body; the maintenance and repairs were provided by the so-called material centres of school service at the school administrations. The workplaces of informatics at the district and regional level and independent school computer centres were constituted.

97. The transit of schools and school facilities to direct legal entity led the schools to reporting duty in registering wages, budget, accounting, employees and property, that they could provide by themselves, or to delegate it to school administration.

98. The movement of employees in the individual professions was always connected with legislative changes (transfer to 9-10-year school attendance, establishment of 8-year gymnasia, etc.), with the reorganisation of the State administration and competence changes (in management from the level of the education sector through the State administration, transfer to the regional and district management and lastly, to municipal management and higher territorial units), by change of territorial division (creation of 79 districts and 8 regions from original 42 LEAs) as well as changes in the forms of economic management (a change from budgeted to partially budgeted economic management).

99. Figure 2.1 shows the movement in the total number of employees and the breakdown of staff and other support and auxiliary personnel. Figure 2.2 represents the movement of staff only within the schools themselves.

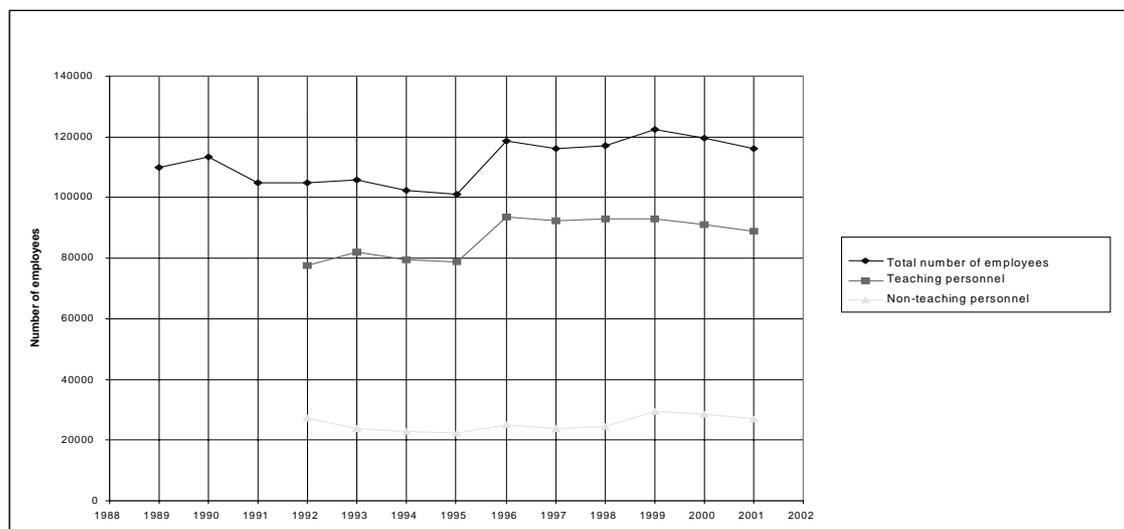
Figure 2.1. Development of total number of employees in education sector



Source: ÚIPŠ

100. The growth in the total number of school employees expressed in percentage was 10.8 %, in the number of teaching staff was 14.9 %, while in the number of non-teaching staff it dropped by 0.75 %, whereby after ten years it almost achieved the 1992 level. Comparison of the number of teaching staff in individual years testifies to elemental changes, when 1994 and in 1995 it dropped compared to 2001 by 4.9 % and 11.3 %, while in 1996, 1998 and 1999 there was an increase in contrast to 2001 by 4.9 %, 4.1 % and 4.26 %. The greatest decline of other staff was between 1992 and the years 1993, 1994 and 1995, namely by 12.9 %, 16.11 % and 18.8 %, respectively. The growth of staff in 1999 was 7.6 % compared to 1992, but in 2001 there was a decline compared to 1999 by 7.77 %.

Figure 2.2. Development of number of employees in schools



Source: ÚIPS

2.6. Teacher qualification and professionalism of teaching

101. On the basis of the requirement of the ME every fourth year there is an identification of the qualifications of teachers and teaching skills in the regional education sector which is the only source of information on shortage of teachers and the quality of teaching process. The ME analyses results of statistical findings, which show the shortage of teachers in certain types of schools or the shortage of teachers in certain subject areas, and it tries to adopt measures for an improvement in this status. The recent research was carried out in April 2001. As it appeared most of unqualified teachers work in special schools. In special primary schools (Grades 1 to 9) there are 41.3 % and in special secondary schools 32.2 % of unqualified teachers. At the first stage of primary schools there are 18.1 %, at the second stage of primary schools 12.4 %, in technical secondary schools 11.3 %, in vocational secondary schools 11.8 % of unqualified teachers and 20.0 % of unqualified teachers of practical training. The best situation is in the gymnasias, with only 4.5 % of unqualified teachers.

102. For identifying shortages of teachers in schools from a qualitative aspect three indicators are applied:

- non-fulfilment of qualification requirements for teaching posts,
- teaching of subjects that do not correspond to the subject orientation the teacher had studied,
- achievement of the retirement age of the teacher.

103. For determining the number of missing teachers the method was used at which the teacher teaching one subject, without the proper qualification, was considered as a missing teacher regardless of the number of taught classes in the subject. Since this method distorts considerably the missing number of teachers at the evaluation stage of the data from the last statistical findings, the number of missing teachers was also determined by the portion of unprofessionally instructed classes and a standard teaching load in the given type of school.

104. Owing to the fact that according to our methodology, the missing teachers also include pensioners with qualifications, the data on missing teachers includes a notice on teachers in the retirement age that are teaching professionally. The above data on missing teachers represents the portion of the sum of non-professionally taught classes by teachers and professionally taught classes by pensioners and the total number of classes taught by teachers expressed in percentage. From the point of view of the school type the greatest number of missing teachers are among those from special

schools (43.4 % - of which 5.3 % pensioners), the second stage of primary schools (31.3 % - pensioners 8.9 %) and the first stage of primary schools (26.4 % - pensioners 8.2 %). In vocational secondary schools 14.5 % teachers are missing (of which 3.8 % pensioners), in technical secondary schools 14.7 % (of which 7.3 % pensioners) and in gymnasia 10.6 % (of which 5.9 % pensioners). At calculating the number of missing teachers, the starting point was the number of taught classes.

105. The increase in the shortage of teachers is also observed in schools with minority languages as the teaching language. At the first stage of primary schools, with Hungarian as the teaching language, there are 31.5 % teachers missing (of which pensioners represent 7.4 %), at the second stage of primary schools 35.4 % teachers are missing (of which 11.5 % pensioners), in gymnasia 14.0 % (of which 8.0 % pensioners), in technical secondary schools 24.2 % teachers (of which 3.2 % are pensioners) and in vocational secondary school and apprentice training centres 41.9 % (of which 4.4 % pensioners).

106. From the point of view of subjects the greatest lack of qualifications is observed when considering the number of classes taught in subjects at the first stage of primary school (Grades 1-4): English Language - 48.1 %, Practical Training - 47.4 %, German Language - 40.5 %, Work with Computer - 40.2 %; at the second stage of primary school (Grade 5-9): Civics - 46.5 %, English Language - 43.9 %, Music - 39.5 %, German Language - 32.4 %, Geography - 29.8 %, History - 29.2 %, Physical Education - 28.6 %, Ethics - 28.4 %. In teaching Maths lack of qualifications is represented by 16.1 %, in Slovak Language by 15.7 %, in Hungarian Language 22.2 %, in conversation in Slovak Language (at schools with Hungarian as teaching language) 31.5 %. At the first stage of primary school a high non-qualification is observed in some optional subjects - Yoga 66.7 %, Child Care 56.8 %.

107. The greatest difference occurs in the number of missing teachers among the individual regions of Slovakia.

2.7. Social partners

108. In Slovakia there is practically only one trade union dealing with the questions of education - Trade Union of Workers of Education and Science in Slovakia. It has 84 291 members (as at October 2002), of which 65 699 women and 15 542 persons under 35 years, and 7 715 pensioners from the total amount. Membership consists of both teaching and non-teaching staff.

109. In the Trade Union there are three associations functioning – Association of Primary Education, Association of Secondary Education and Association of Higher Education. The associations are autonomous, mutually equal bodies of the Union that provide realisation of professional trade-union interests in the respective area.

110. The associations and their bodies make decisions and carry out mainly the following activities

- work out, discuss and approve the plan of their actions, activities and budget for the respective year,
- discuss the professional interests of their members,
- participate in commenting procedures on legal and trade union provisions,
- process and submit to the respective bodies of the Union their opinions on regulations,
- formulate, defend and enforce justified requirements of the members in the basic organisations,
- represent the interests of basic organisations to the extent of delegated powers,
- coordinate the basic organisations in the field of trade union activities,
- orientate methodically the basic organisations in the field of trade union professional activities.

111. In the association of primary education there are several sections functioning, e.g., teachers' section, leisure centres staff section, managerial staff section, career counselling section, school

canteens staff section, workers' trades and technical economic staff section, teachers of basic schools of art section.

112. In the associations of secondary schools besides other sections there is a gymnasia teachers' section, technical secondary school teachers' section, vocational secondary teachers' section, school canteen staff section, technical- economic workers and workers' trades section, special schools and special school facilities section.

113. The trade union has concrete programme aims drafted for the years 1999 to 2003 in the field of education and training, social and wage, labour-legal, legislative, internal trade union and international areas.

114. The trade union has its representatives in the Council of Economic and Social Agreement. It is a member of bipartite negotiations with the Government; it is a partner at all levels of the State administration and self-governments. It has agreements signed by the ME, and regularly negotiates with the Ministry of Labour, Social Affairs and Family and the Ministry of Finance.

115. The recent discussions of the Council of Economic and Social Agreement were focused on evaluation of the application of the financial part of the law on public service, the state on implementation of the law on higher education and on application of law on the transfer of competences from the bodies of the State administration to municipalities and the higher territorial units in the field of education. The concrete positive financial measures for employees of all schools and school facilities were the most remarkable result of the negotiations.

116. As a professional organisation the Teacher Forum of Slovakia operated. The Union of School Trade Unions is also a member of the Christian Trade Unions. Neither of the organisations participates in official negotiations with the State or self-governing bodies. The membership of both organisations is negligible.

117. The responsibility for the development of policy concerning teacher salaries, working conditions, certification of teachers, assessment of teachers, career structures and vocational development falls under the Ministry of Labour, Social Affairs and Family and the ME. Finances fall within the competence of the Ministry of Finance.

118. The trade union is a member of the intersector commenting procedure, gives opinions on the development of all legislative norms, is directly represented on working groups and self-governing bodies. To support dialogue, the respective laws, such as the law on tripartite, law on public service, decree on school self-government, have been adopted.

119. Parents have established the Slovak Council of Parents' Associations that has its aims, programme and bodies, and closely cooperates with the trade union.

120. The development of teacher policy involves several organisations that work on the basis of civic associations and foundations³⁰, sections of methodical-pedagogical centres and, through the press, also individual directors, workers of school trade unions of district and regional offices, university teachers, experienced school staff and parents. The sections or working groups that are formed in the structures of political parties especially before parliamentary elections, have a specific influence upon content and orientation of teacher policy.

³⁰ Their orientation, activities, aims and tasks vary a great deal. Some of them arose for the support of concrete school and associate especially funds from parents and donors– legal entities. The others have regional competences and associate, e.g., teachers of some nationality. The others have all-Slovak competences and associate teachers of concrete subjects, equal organisation types (e.g., All-Slovak Association of Pedagogues of Schools with a Small Number of Primary School Classes), enthusiasts of selected methodology, or concepts (e.g. The Orava for Democracy in Education Association). Some foundations are funded by foreign donors and are devoted, for example, to transfer of specific teaching methods to Slovak schools. The list of civic associations and foundations included, for example, Association of Pedagogical Staff, Association of Music Teachers of Slovakia, Democratic Teachers Forum, Liberté – an Association of Young Pedagogues, Slovidac (association of pedagogues, producers and distributors of material educational means), Society of Slovak and German Pedagogues, Association of Nonformal Educators, Wide Open School Foundation in Žiar nad Hronom, Christian Schools Foundation in Bratislava I.

121. Teacher newspapers, existing pedagogical journals and sometimes the daily press play a positive role in this respect. They provide space for the exchange of opinions and discussions on various problems concerning teacher and teacher problems.

122. Political parties especially during pre-election periods work out and publicly present election programmes that also include teacher problems. All political parties manifest their support to teachers, they realise the need of their material, cultural and professional advancement. After elections the pre-election promises are often forgotten. As a result, teachers are sceptical with regard to the activities of the political parties; they do not trust them and only hardly bear the strengthening political interventions in schools and the school sector.

3. ATTRACTING ABLE PEOPLE INTO THE TEACHING PROFESSION

3.1. Identification of the main policy concerns

123. Higher education institutions oriented at teacher education programmes draw permanent concern on the part of secondary school leavers. The number of candidates constantly exceeds the number of positions available in schools. The interest in individual fields of study and types of teacher training differs, and in some combinations it surpasses by several times the possibilities in the given school. For example, the number of admitted candidates to teacher training programmes in higher education institutions for the year 2000, were 59.6 % for primary teacher training programmes, for general subjects teacher training programmes 39.7 %, for vocational subjects teacher training programmes 33.9 % and for economic subjects teacher training programmes 14.3 %.

124. Higher education institutions that train teachers publicise information on the fields of study, study combinations and on admission examinations. ÚIPŠ in Bratislava annually issues the publication *How to Get into a Higher Education Institution* which is designed for those interested in higher education in Slovakia and contains information for the following academic year. The book highlights deadlines for submitting application forms, the current fields of study and subject combinations, admission requirements, profiled subjects in secondary school, the amount of fee for admission examination, characteristics of the study, information on accommodation and catering, organisation of the study, possibilities of finding placement and other information. At the choice of higher education study the students may address educational counsellors in secondary schools. To help the applicants for study the higher education institutions issue a collection of questions concerning the admission examination. This initiative is overshadowed by the fact that the sets of questions become a subject of profitable business in a printed form or via the Internet. The university teachers also participate in the bargain. In recent years, in organising admission procedures several attempts of counterfeit, corruption³¹ and other dishonest practices were observed. There has been sharp criticism from the press and public concerning these practices as they are considered to be a serious societal and school-policy problem. The ME and higher education institutions have made great efforts to counteract them.

125. The general perception of the teaching profession, teacher and the societal status of teaching represents a serious problem that influences in a specific way school leavers contemplating teacher training. The Cyril-Methodius tradition belongs to the oldest personality motivation source in the history of teachers in the SR. Another historical era is connected with the activity of teachers – national revivers who devoted all their force and means to the education of children and adults in the interest of the moral, spiritual and material advancement.³² Jan Amos Comenius who was also active in Slovakia represents an outstanding historical authority.³³ The relationship of teacher and church and execution of some church activities has traditionally belonged in the above picture. The struggle of teachers – the antifascists during World War II and the Slovak National Uprising contributed to the historical positive view of teachers. The recent era is marked by the period of socialism when the teacher was either voluntarily or forcefully connected with official ideology. He was a cultural worker, organised out-of-school and out-of-class activities and carried out many other tasks without a demand for remuneration. Many teachers were members and functionaries of the communist party.

126. The above mentioned and other facts have a considerable influence upon selection of teaching as a profession. Positive motivation ensues, for example, from upgrading the famous personalities – folk teachers. On the other hand, the negative motivation is related to the times when the teacher was manipulated into the task of an executor of the will of the governing political party, regardless of his own conviction, relation to pupils, the instructed subject and school work on the whole. In recent years

³¹ BEŇOVÁ, J.: Slovenská poľnohospodárska univerzita v Nitre má antikorupčný program .(Slovak University of Agriculture in Nitra has an anticorruption programme. In *Sme*, 27. 1. 2003. Available at <<http://www.sme.sk/>>.

³² See, e.g., ČEČETKA, J.: Učiteľ ľudu Samuel Tešedík (Folk teacher Samuel Tešedík). Martin : Matica slovenská, 1952, 101 p.

³³ KARŠAI, F. (1970), *Komenský a Slovensko* (Comenius and Slovakia). Bratislava, SPN.

the above-mentioned historical stages of education and pedagogy history have been re-evaluated. This process is very disputable and so far unfinished. The existing contradictions are the subject and content of political arguments and are often misused for political purposes. Their non-conciliation is so large that it splits the society into several camps and groups.³⁴ Simultaneously the mass media have criticised for over a decade the financial and material dimension of education, the declining status of teachers, low starting salaries of young teachers entering teaching, insufficient financial evaluation of all teachers as well as the growing aggressiveness of parents and pupils towards teachers and other problems. As a result, the potential new entrants to teacher training perceive the teaching profession as risky, unsustainable one, ideologically managed and manipulated, limited, or hampered by outside influences, especially power-political and other factors.

127. Tuition fees for university studies that the present government wants to introduce, will become a certain barrier. The total cost for attending university permanently increases and affects especially the students who do not live in the district of the higher education institutions and are forced to live and have their meals in student hostels. Payment for higher education study, despite the presumed possibilities of loans substantially complicates access to study for disadvantaged students (and teachers too)³⁵.

128. Teacher-pupil relationships, education and training, and the feeling that teaching and educational work at school may be a noble sense of life, are positive motivational factors that lead to the choice of pursuing teacher training. As it follows from the surveys of motivations, that lead to teacher career choice, about 60 % - 70 % of students in teacher training are affected by the above causes when choosing their field of study.³⁶ The other students complete the teacher training just to receive higher education which is of very good level as regards the professional side in teacher training fields. These students lack an inner interest in the teaching profession and its choice is for them more or less a way out of destitution. They are not interested in the school work and they apply for it only in the case that they fail to find more lucrative employment. The above phenomenon is considered as a great all-societal problem the essence of which is lack of skilled teachers in schools even under a high „generation” of graduates. Therefore, the higher education institutions preparing teachers seek to improve the selection of candidates. In professional circles it is considered necessary to introduce admission procedure (professiogrammes) – a list of demands of the teaching profession for the teacher’s personality and by these and other, especially psychological means to examine more effectively the real interest and presuppositions for performance in the teaching profession.³⁷

129. Because of the multi-ethnicity of Slovakia permanent attention is drawn to having a balanced admission for students entering the teacher education programmes from among citizens of national minorities in order to saturate the needs of minority schools. The teaching is provided by the departments and sections that prepare teachers of Hungarian, Ukrainian, Ruthenians and more recently, also Roma schools, eventually, for teaching minority pupils living in Slovakia, in their

³⁴ A sharp political struggle started when the ME in 1996 issued as a special-purpose edition for all schools, the book by M. S. Ďurica *Dejiny Slovenska a Slovákov* (History of Slovakia and the Slovaks). The protests of some political parties, scientific institutions, churches and other entities were so strong that over a hundred thousand copies of the book were withdrawn from schools.

³⁵ The opinions on payment for higher education are diverse. A part of population supports the proposal by reasoning that the money of tax-payers are used by higher education institutions for training specialists that will not utilize their education at home but in economically more advanced countries. Another part is of the opinion that the payment for higher education cannot be avoided under the present economic situation but its introduction requires still missing system solution considering social aspects.

³⁶ KARIKOVÁ, S. (2000), *Reakcia k úvodníku S. Štecha „Křivá huba, nebo křivé zrcadlo?” Alebo sú budúci učitelia „stratenou generáciou”?* (Reaction to the introduction of S. Štech „A curved mouth or a curved mirror?” Or, are the future teachers a „lost generation?”). *Pedagogika*, Vol. 50, No. 3, pp. 285-286.

³⁷ SALBOT, V., KANDA, J. (1993), *O pedagogickom nadaní a talente učiteľa* (On teaching talent and gift of the teacher). In *Pedagogická revue*, Vol. 45, No. 9-10, pp. 494-499; SCHNITZEROVÁ, E. (1994), *Postoje študentov učiteľských fakúlt k budúmu povolaniu* (Attitudes of students in teacher training faculties to future profession). In *Pedagogická revue*, Vol. 46, No. 7-8, pp. 333-349; VALIHOROVÁ, K. (1995), *Psychologické aspekty výberu uchádzačov o štúdium učiteľstva pre I. stupeň základných škôl* (Psychological aspects of the choice of candidates for the primary education teacher training). In *Pedagogická revue*, Vol. 47, No. 7-8, pp. 61-67.

mother tongue or teaching their mother tongue. It is a sensitive problem of national relations in connection with which politicians representing the Hungarian minority have for a long time now demonstrated the need to establish an autonomous Hungarian university. The present government reacts to this effort by adopting the following tasks: „The government will create conditions for teaching in mother tongue also for Ruthenian and Roma minorities, securing at the same time the improvement in the quality of teaching official language.... To overcome the differences in educational level and structure the Government has committed itself in the first year of the election session to establish universities for the higher education of citizens of Hungarian nationality”.³⁸

130. The other problems in this area and their solution is conditioned especially by the inevitable changes in the pre-service training of teachers, in their distribution and stabilisation in schools.³⁹

3.2. Data, trends and factors

3.2.1. Ways of attracting and retaining teaching qualification

131. Already from 1945 there is a regulation in force (one of the so-called Beneš' Decrees) concerning the requirements of teacher training. According to this regulation all primary and secondary school teachers must have a university education. This education may be received at any university that has a faculty (faculties) accredited for teacher training. The level of education is Master or Engineer, with full-time, part-time or distance education.

Figure 3.2. Basic structure of teacher education



132. The way of acquiring a teacher qualification may be of three kinds:

- the student pursues an accredited teacher education programme in which he/she completes a professional and pedagogical preparation. After the defence of a diploma thesis and completing the final State examination he obtains the respective teaching qualification. This form is the most frequent type of training employed by faculties that prepare primary teachers and general subject teachers;
- the student pursues a vocational education programme and during the study he completes at the respective faculty, also the complementary teacher training (the latter may be also provided by an all-university workplace for students of all faculties). He/she completes both study programmes independently and after successful completion he receives both the professional and teacher training qualification. This is applied in some faculties of humanities concentrating on general

³⁸ Programme Declaration of the SR Government (2002), Bratislava, November, Regional education, Higher education.

³⁹ To solve the existing problems there was a proposal of measures for Improvement of Societal Teacher Status (2002), Bratislava, MŠ SR 25. 02. 2002-10-10 No. 164/2002 – 46.

subject teachers, but especially in the technical and economic universities training vocational subject teachers.

- the student pursues a vocational education programme to be completed by the defence of a diploma thesis and the final State examination. He thus achieves a university professional qualification. Any time after completing the university study he may apply for a complementary teacher training in the faculty where he studied or in any other faculty with the same or relative field of study. After completing it he achieves the respective teacher qualification. This kind of study has not as a rule been offered full-time.

133. The achieved teaching qualification has an unlimited validity. A qualified teacher may thus enter the teaching service any time during his professional career (even repeatedly).

134. The teachers who achieved teaching qualifications in the past but their combination became unnecessary due to innovation and other changes in the education system (e.g., civic education or Russian language teachers) have the possibility to obtain a new qualification in the form of retraining. Retraining is provided, in addition to higher education institutions, by methodical-pedagogical centres that achieved an accreditation for the study by the ME. Thanks to retraining, qualified teachers are generated, e.g., for new subjects, such as ethics, or teachers with insufficiently covered subjects, such as English language. Accreditation by the ME for such retraining is usually granted for a limited time period.

135. Qualified teachers have the possibility to be educated also in another form of study – an extended study (Table 3.1.). The forms of extended study may be completed at faculty that has an accredited study programme for teaching the subject for which he wants to extend his qualification. For example, teachers of primary schools often extend their study by some of the subjects for the upper stage of primary school, science and maths teachers by informatics or other subjects.

136. A more numerous return to the teaching profession of those former teachers who after 1969 in the period of the so-called normalisation, had to leave schools for political reasons because they refused the occupation of the CSSR in August 1968, is nowadays a historical phenomenon. After November 1989 the teachers such affected, were rehabilitated. If anyone of them showed interest in returning to school, he/she was enabled to do so.

3.2.2. Composition of candidates of teaching profession

137. The gender composition of candidates entering the teaching profession has shown for many years women's predominance. Unbalance in the representation of different genders is conditioned by several factors (insufficient financial remuneration of teachers' work, low acceptance of teaching profession by society and the consequent low societal status of the teacher, unsuitable working conditions and insufficient care for teachers) and has for many years been a subject of criticism.

138. The attracting able people into the teaching profession is a basic prerequisite of high quality education and training. The choice of candidates for teacher training programmes is conditioned by successful results in admission procedure. According to the results of findings⁴⁰ interest in teaching profession is declared mostly by students' interest in the profession and work with children and, naturally, interest in the concrete study field.

139. Number of students of teacher training in recent years is continuously growing. In 2001 the teacher training fields of study of full-time and part-time study were attended by 23 552 students, and in 2000 and 1999 by 23 100 and 21 760 students, respectively (Table 3.2.).

140. Data on ethnicity and age composition are available only for individual higher education institutions and not for the study fields; e.g., in teacher training faculties that prepare the greatest number of future teachers, in 2001, there were 16963 students of Slovak nationality, 324 of Hungarian, 12 of Czech, 13 of Ruthenian and Ukrainian nationality.

⁴⁰ ZVALOVÁ, M. (1998), *Uplatnenie absolventov učiteľského štúdia v praxi* (Placement of graduates from teacher training faculties in labour market). Final research report. Bratislava, ÚIPŠ.

141. The statistical data on other indicators (age, socio-economic background, academic achievement level) are not followed.

142. The knowledge from partial surveys of interest in teacher education proves that about 60 % - 70 % of candidates are attracted to it by their interest in teaching profession.⁴¹

3.2.3. Performance of teaching profession and retaining in it

143. The data on graduates who qualify as teachers and after completing their higher education study will (or will not) enter the teaching profession is not available. Based on the research findings⁴², it may be presumed that about 15 % of graduates of teacher training will not enter the school sector at all. The reasons why the teacher training graduates do not start performing their profession, or soon after entering it abandon the profession, are generally known. First of all the low societal evaluation of the profession reflected in the teacher's salary, minimum advantages for performing the demanding profession and often unsuitable working conditions which teachers perceive as a severe underestimation of their work. Besides, the quality of professional training in teacher training faculties that enables graduates to find employment also in other professions, plays a certain role here too.

144. The results of research show that the unfavourable development of motivation to remain in the teaching profession still lasts, the percentage of those who lose their enthusiasm for this work, think of change, or have already left the school, does not diminish even though many of them would like to return back to school if they had more favourable work conditions. Only a number of teachers leave the profession because of lack of interest in the work with children and the field of study completed. They are mostly forced to look for financially more advantageous posts (especially men) but also more flexible and creative working environment.

3.2.4. Teachers' salaries

145. The teachers and other educational staff do not compare with other working categories. The starting salary of teachers with higher education is 8 190 SK (about 200 EUR), after one year 9 720 SK (about 230 EUR), after 10 years 11 780 SK (about 280 EUR), after 32 years 11 670 SK (about 350 EUR). The tariff salary of each teacher may be added on the average 800 SK of personal allowance (about 20 EUR).

146. The real monthly salary of starting teacher ranges from 8 000 to 9000 SK (210 EUR), the salary of teacher before retirement is about 16 000 SK (380 EUR).

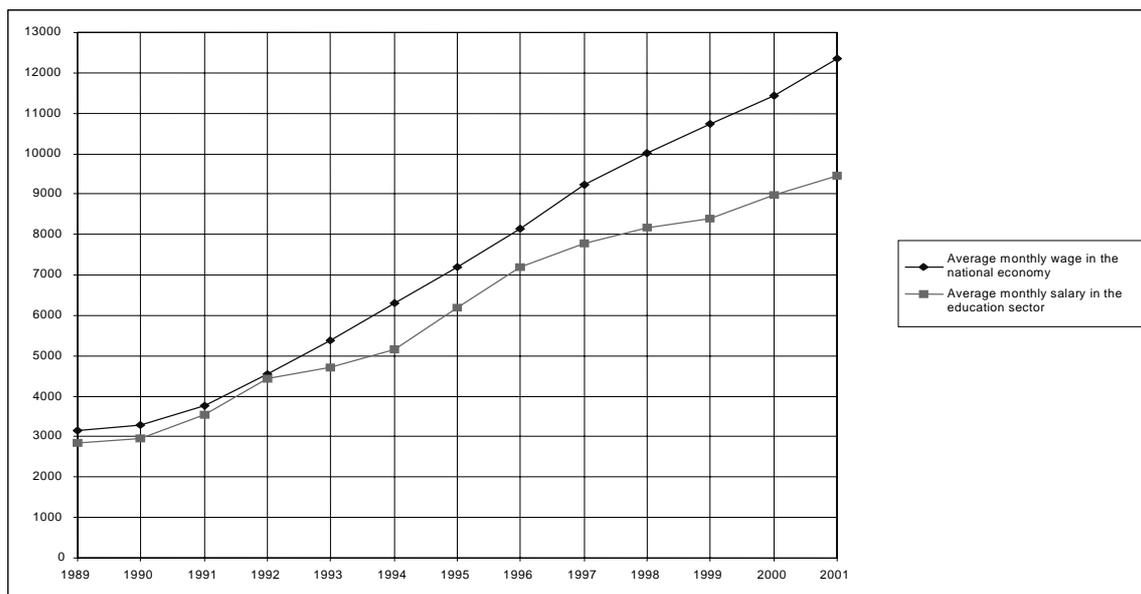
147. Development of the average wage in the national economy and in the education sector from 1989 is illustrated in Figure 3.2. From the small difference in 1989 to 1992 the difference gradually increased in such a way that at the beginning of 2001 the average wage in the education sector was about 75 % of the wage compared to the branches that are economically active. It should be pointed out that the greatest number of employees in the education sector represent those who have a university education, but from among eleven branches of national economy the employees from the school sector have the second lowest average wage. For more details see Table 3.3. In 2003, the gap will increase still more.

148. The tariff salary of teachers during their career compare with the salaries of other employees of public administration. They are considerably lower than salaries of the State employees (the benefits increase this difference still more). The benefits are about one tenth of the salary. There are, however, very big differences between individual schools as a result of their economic management and the finances allocated by regional bodies. Non-financial benefits for the State or public servants do not exist.

⁴¹ KARIKOVÁ, S.: quoted study, pp. 285-286.

⁴² ZVALOVÁ, M.: ibidem.

Figure 3.3. Evolution of average wage in the national economy and in the education sector in the SR



Source: Statistical Office of SR

149. The amount of salaries, benefits and working conditions is not a motivation for entering the teaching profession, on the contrary, it dissuades teachers from it.

150. The quality of school work of many teachers diminishes as they are forced to carry out various other activities to supplement their low salaries.

151. It is quite common that teachers seek additional jobs, also non-teaching ones, they are distributors, take some home work to handle various orders, clean, baby-sit, carry out administrative work, are in services, in shops, etc. 20% of teachers in the regional schools are employed during their leave and they spend more than four weeks of their recreational leave in profit-making activities.⁴³

152. The only general evidence of teachers who return to teaching represent women-teachers who return after finishing their maternity leave or other leave in connection with child care. There is no data available on the volume and structure of the procedure.

3.3. Policy initiatives and their impact

3.3.1. Making the teaching profession attractive

153. For improvement in the attractiveness of the teaching profession and retention, the appropriate State bodies carry out many concept and legislative changes. Millennium sets as its aim to substantially increase the societal and financial evaluation of teachers in such a way as to compare it in the future period with that in the OECD member states. Furthermore, it wants to improve pre-service teacher education in higher education institutions and to improve in-service teacher training, to interlink the further education of educational personnel with development of school and betterment of their professional perspective.

154. In 2002, the Law on public service came into force to regulate the labour relations and remuneration of teachers who became employees of public administration. In the same year, the Law

⁴³ BEŇO, M. et al. (2001), *Učiteľ v procese transformácie spoločnosti* (Teacher in the process of society transformation). Bratislava, ÚIPŠ, 325 p.

on establishing a loan fund for starting pedagogues to improve the conditions of the teacher's work at entry to practice and in the process of getting established, came into force, too.

3.3.2. Attracting teachers from other countries

155. Shortly after the fall of „iron curtain” and opening the frontiers the hitherto barriers of cooperation of Slovakia with other countries in the field of education and culture, were removed. A special attention on the part of the SR was drawn by the Western democratic countries which in the time of cold war were to a great extent taboo for ideological reasons.

156. Under the influence of a euphoria, information exchange, exchange visits, book deliveries, including teaching literature, expert exchange, etc. were carried out at the level of governments, sectors, civil initiatives and individual schools. Language teachers, especially for teaching English came to Slovakia through various ways in order to help our schools in teaching languages. The initiatives in recruiting the teachers were developed especially by schools. Within the framework of their financial possibilities they provide for foreign language teachers or vocational subject teachers. The ME welcomes the initiative of schools and school bodies and supports it (not financially though).

157. In an effort to strengthen the teaching of Western languages the bilingual schools were established the foundation of which also involved foreign partners (the United Kingdom, the USA and Canada, Germany, France, Spain, Italy, Austria, Belgium). Based on bilateral agreements at various levels in particular these schools welcomed language teachers and teachers of other subjects. At present, in the SR there are teachers from: Austria (7), Germany (24), Belgium (3), France (10), Spain (21), Italy (4), the USA (2).

158. On the basis of a concluded agreement between the SR Government and the USA Government on establishment of the J. W. Fulbright's Commission for Educational Exchange (signed in 1994), two secondary teachers of English and vocational subjects come annually to Slovakia from the USA to teach in various secondary schools in the SR on the basis of reciprocity.

159. Within the framework of the agreement on the regulation of relations between the ME SR and the American Peace Corps in Slovakia, volunteers were allocated to the educational institutions in the SR. Between the years 1990-2002 there were 166 volunteers from the USA teaching English in the Slovak schools. In June 2002 the agreement expired and the activities of the volunteers terminated.

160. At present, a possibility is considered to establish in the SR a bilingual Russian gymnasium. The activity of teachers from the Russian Federation would be developed on the basis of bilateral agreement.

161. The partner countries meet the wishes of the SR within the framework of their financial possibilities. Outside the agreement also France and Germany send their lecturers/teachers to primary and secondary schools.

162. Within the framework of these agreements the work of individual teachers is evaluated. Many of them wish to continue teaching at the respective school, or they want to remain in Slovakia even after termination of their contract.

163. The private and church schools organised similar exchanges independently while the church institutions and various school and cultural organizations attached to them entered visits of foreign lecturers in Slovak church schools.

164. These activities were and are encouraged in general. The SR Government enters them into bilateral agreements with many countries. The impact of the educational activity of foreign teachers is in most cases positive. It is not only a contribution to a good level of foreign language teaching, but also a transfer and enrichment of teaching methodology by original methods and specific pedagogic thinking that developed in the given country. Getting familiar with the aspects of life and culture of the given country illustrated by its native – teacher is more immediate and plastic. Foreign teachers often help at establishing contacts between our teachers and pupils in their country. On the other hand, the teachers learn about the Slovak culture, people, level of pedagogical thinking and content of

pedagogical and school traditions in Slovakia. Some of them get command of the Slovak language and develop cultural and other activities in the SR.⁴⁴

3.3.3. Policy priorities of attracting able teachers

165. The policy priorities of attracting able people into the teaching profession in the future will include:

- financial provision so that the remuneration of teachers will compare with other comparable professions;
- substantial improvement in enrolment and initial teacher training in higher education institutions according to comprehensive and key national concepts and standards of teaching qualification;
- provision of an effective and reliable information system that will enable continual monitoring, analysis and evaluation of personnel provision in schools, mainly the status of teacher qualifications and professionalism in teaching (at present such a survey is done once every four years at the national level);
- cooperation between higher education institutions that prepare teachers and employers, more prompt reaction to the needs of schools of concrete regions not only in initial training but also in targeting in-service training and in extended courses and retraining (according to needs of the concrete teachers and schools);
- stabilisation in the functioning of district and territorial self-governance as founders of schools and their affect on recruitment and retention of teachers. Strengthening of their competences and stabilisation in management may be also expected in connection with the anticipated dissolution of district offices;
- the further rationalisation of teachers' workloads and along with it drafting and adoption of the comprehensive system of evaluation and differentiated financial and moral remuneration of teachers according to quality of their work;
- increase in the attractiveness of the teaching profession, e.g. by specific social provision of teachers (stabilised flats, treatments and medical care, loans, travel levies, prior provision of medical services, work benefits at in-service training, etc.(in the distant parts of Slovakia, in areas with high underqualification, or in areas with increased demands for professional performance (teaching in Roma settlements);
- support concerning the possibilities of employment (at a partial workload) of specialists and skilled experts from practice and, vice versa, for the purpose of increasing professionalism to enable production and other practice of vocational school teachers within the region.

⁴⁴ The functioning of foreign teachers in the Slovak schools was positively assessed by pupils too. For example, in research of pupils' relation to school the pupils inquired assessed the quality of Austrian secondary school teachers who taught at a Bratislava bilingual gymnasia as follows: „*We like the teaching by Austrian teachers more than by the Slovaks. I like their relation to us, their interest in our matters. /As there are mostly Austrian teachers the teaching is often very interesting for me. It is evident that some of them do their best to teach us something and they try to logically explain it./ The Austrian teachers are fine. Simply O.K. I wish also for others to have such teachers. I think we're very lucky to have them. There are only a few of such Slovak teachers with such a relationship with us. I personally know two of them in our school and it is too little./The Austrians have a much better approach to pupils, they can gain their trust and sympathies while most of the Slovak teachers are oriented just at „pattering the subject matter” and then expect from pupils to have all at their fingertips. /The Austrians fully engage themselves in the work (they organize excursions, theatre, copy foreign materials).* „For more details see: BEŇO, M. & BEŇOVÁ, T. (1997), *Vzťah žiakov ku škole* (The relation of pupils to school). Research report. Bratislava, Agentúra Pedagog, p. 159, etc. From the above estimations it is obvious that some foreign teachers brought much to Slovak schools, including sound competition. Especially at the beginning of their visits there appeared certain negative experiences. They were mostly with such teachers who lacked teaching skills and even though they had good command of, e.g., English as their native tongue, they could not teach effectively enough (they were household wives or nurses, etc.). But their enthusiasm, good will and instigation did not bear the fruit.

166. The opinions and attitudes of the main participants in the solution of these and other priority tasks and possible policy choices to be differentiated:

- the districts and higher territorial units as the founders and employers of teachers will require a certain time (one or two years) until they adopt to the full extent all the competences in the field of education, they will orient themselves in necessary proper recruitment and admission of teachers and they will work out their own methodologies for this process. Differentiation of disposable sources of its effective financing and various possibilities of better financial remuneration of teachers may lead to greater differences, including the differences in the qualifications of teachers and professionalism of teaching between municipalities and regions. This process will most likely be entered by the State that will support poorer municipalities and regions by certain subsidies;
- the State school administration along with the ME will analyse the situation in terms of quality in the personnel provision of the school process and will seek for and propose suitable all-spatial solutions concerning selection, re-allocation and stimulation of teachers for starting teaching practice. The ME will be active in drafting sector budget development and amendment of methods on the procedure in the re-allocation of State resources and will seek to improve the system of remuneration and pay raise of teachers according to the quality of their work;
- the trade unions that represent the interests of a considerable part of the employers will support activities of the Government and employers at the development of motivating and stimulating conditions (financial, material, moral and social) for the enrolment of new entrants particularly, young teachers to schools. They will critically monitor and analyse government procedure at drafting the education budget and its allocation. They will particularly participate in discussions on amendments to laws concentrating on employment, mainly the Labour Code. In the education sector they will be in the position of partner of the ME to negotiate salary and social conditions of teachers' employment;
- the initiation of origination of the trade union pedagogical organization – the Slovak Chamber of Teachers may be expected, that would enforce and protect the rights, authorised interests and class esteem of teachers;
- specific policy concerning selection will be developed in the areas with the highest concentration of Roma population that require non-standard procedures in the choice and stabilisation, or in the introduction of new employment categories (now they are the Roma assistants). These projects and experiments will mostly be realised with the financial support of the EU and the third sector.

167. The future teachers as entities and objects of worked-out and applied policies of recruitment will react to incentives in harmony with personal ambitions and aims and real conditions of employment in the broader social context. Specific conditions of a concrete school or microregion will play a greater role. Young teachers will behave in other ways than their older colleagues that started their careers under socialism. Market reality of economic life⁴⁵ and wide democracy, openness of the world and to the world, wide possibilities of assertion will be used without constraints. That means, they will condition their entry to school by comparable conditions that they could have with other employers at home and abroad.

168. At existence of the above and other problems it is sure that individual participants will seek starting points and adopt measures for their solution in different, diverse ways. For example, while the unjust and underdimensioned remuneration of teachers will be in proposals by the ME limited by budget possibilities and the methodology of development of State budget by the SR government, the trade unions will assert the interests of teachers by extreme tools of negotiation. Equally conflict is and

⁴⁵ The great hardship of the material conditions of teachers is evident. In the realised research over 80 % of teachers show it on the first place (high prices, low salary, expenses for their children). The next to follow are personal problems (64 %), relationships (33 %) and teaching problems (26 %). The hardship of material problem is growing (in 1991 it was underlined by 77.11 % teachers, in 1994 already 79.32 % and in 1997 as much as 82.91 % teachers). For more details see BEŇO, M. et al. (2001), *Učiteľ v procese transformácie spoločnosti* (Teacher in the process of society transformation). Bratislava, ÚIPŠ, p. 264.

will be the process of regulating the Labour Code in which the government enforces the weakening of employees' rights and the strengthening of employers' rights. The changes in the provision of the health care that will become payable more and more will be also a subject of disputes. The intention of differentiated remuneration of teachers if derived from demands of subjects and different teaching loads will be also disputable. Also, the required changes in the proportion of professional and educational-psychological element of content of initial teacher training may be subject of disputes. The access to efficient education of children from the Roma minority and other problems of minority education arouse controversy too and require solution.

4. EDUCATING, DEVELOPING AND CERTIFYING TEACHERS

4.1. Identification of the main policy concerns

169. The higher education institutions that prepare teachers differ in traditions, quality, popularity, level and composition of their teachers and in other parameters. Despite all the differences they all agree that there are lasting problems or new ones that arise in teacher education and that urgently require a solution. The pedagogues and psychologists that examine the problems of the education of future teachers, employers, managerial structures of education system, and even the graduates of teacher education programmes themselves, agree with the above general statement. The criticism of the quality of teachers was also found in the investigations conducted.⁴⁶

170. Under the quickly changing conditions of transformation and integration process in the SR it is more and more evident that teacher education in higher education institutions is marked by traditionalism, conservatism and isolation from development trends of teacher education in the advanced countries of the world. The all-state concept of the basic teacher education is missing in this regard too. The individual higher education institutions seek to compensate its absence through their own conceptual or elemental, nevertheless, needed activities. As they are not effectively coordinated, the differences between the institutions increase still more and the entire teacher education is desintegrated to local and regional initiatives and units. This is where the specific problems of concrete higher education institutions arise and are solved within their own competence.

171. The diversity of graduate profiles in individual higher education institutions, the diverse quality, level and preparation of the graduates are the result of the unanimously stated uncoordinated and diffused content, and of great differences in structure and range of content of teacher education between individual higher education institutions.

172. The imbalance of the professional and pedagogical-psychological elements of the content of education of future teachers is the everlasting problem. While the former element is devoted about 70 % of the teaching load, the latter just about 30 %. The result is that higher education institutions prepare teachers as excellent specialists in the field of study but at the same time as average pedagogues - teachers, educators and methodologists. The insufficient extent of pedagogical element of the training leads to the teachers entering teaching professions lacking the expected methodological qualities, being unable to fulfil satisfactorily the function of classroom teacher, they are not sufficiently prepared for education outside classes, they do not know the basics of educational research and experimenting. It happens that due to unpreparedness for teaching some young teachers fail and leave schools disillusioned to enter other employment. A partial problem of this vicious circle rests in a shortage of a high quality literature, especially untranslated, but also that of domestic educational literature.

173. Language preparation of future teachers in the context of European dimension in the content of their higher education is insufficient. Serious shortcomings are also evident in teacher's preparation for computer literacy. There are great differences between individual higher education institutions in this respect.

174. The teaching experience of the students of teacher training is insufficient. They are faced with problems of pedagogical monitoring, communication with pupils, they are not sufficiently prepared to cooperate with pupils' parents. Moreover, there are unorganised conditions in the establishment and functioning of the training schools, absence of an optimum model of cooperation between universities and schools where the students carry out their practice, as well as shortcomings in the content, extent and organisation of teaching practice on the whole. The fact that a considerable amount of university teachers do not know the specificity of levels and kinds of schools for which the future teachers are

⁴⁶ BEŇO, M. & BEŇOVÁ, T. (1993), *Rodičia o súčasnej škole* (Parents about the presentday school). Research report. Bratislava, Agentúra Pedagóg, 310 p.; BEŇO, M. & BEŇOVÁ, T. (1997), *Vzťah žiakov ku škole* (The relation of pupils to school). Research report. Bratislava, Agentúra Pedagóg, 417 p.

being educated, is also criticised. One of the ways out is the re-introduction of the qualification growth requirement of university teachers by obligatory completing a course of university pedagogy⁴⁷.

175. A more objective analysis and knowledge of the problems of initial teacher education might be enabled by renewed pedagogical research. The latter was weakened in recent years due to several uncoordinated as well as unqualified organisational interventions into scientific-research basics of the education sector and the Slovak Academy of Sciences. The scientific-research potential of higher education institutions that prepare the future teachers is insufficiently used. It is proposed, for example, to carry out all-state pedagogical experiments, that would contain elements of the teacher education reform, a part of which would be verification of some of the models of pre-service training (e.g., a model oriented at development of a student's personality or development of teacher's competences or performance oriented concept of training). At the faculties of teacher training the PhD theses and theses for achieving PhDr degrees, should be aimed at pedagogical, didactic and educational problems. In this way their scientific-research activities would be intensified and their contribution to development of science would be increased.

176. The accreditation of teacher training faculties is another problem, it should reflect more on the content aspect and on the final quality of teacher education and check up the achievement of teacher education standards.⁴⁸

4.2. Data, trends and factor

4.2.1. Professional and educational competence

177. According to the Decree of the ME SR on professional and pedagogical competence of pedagogical personnel No. 41/1996 of Law Code the teaching qualification includes professional and pedagogical competence. According to this decree professional competence refers to a sum of professional knowledge, skills, habits achieved by study in higher education institutions and secondary schools. Pedagogical competence refers to knowledge from pedagogy, special pedagogy, therapeutic education, psychology, didactics of vocational subjects, abilities and skills necessary for the performance of educational activities.

178. The specificity of these very general formulations are carried out by individual faculties by setting concrete aims, content, methods and means of preparation of candidates for the teaching profession and by formulating the expected results in the profile of their graduates.

179. Owing to the fact that in the SR there is no document, besides the above decree, that would determine in greater detail the general profile of future teachers, the requirements of higher education institutions aimed at their preparation are considerably inconsistent as already mentioned. The above stated way of teacher education in which the professional element of education prevail, correlate to a great extent with the teachers' activities. Their core is in teaching, performing simple administration and preparation for classes. The other pedagogical and social functions of the teacher activity, e.g. the permanent consistent analysis of the aims and content of teaching, seeking for effective methods, means and organisation of teaching forms, systematic search for and evaluation of educational results, creative team cooperation of teachers, participation in school management, cooperation with parents, out-of-school activity, continuous self-learning and self-evaluation are less represented.

180. Owing to the required new quality of education and training (for more details see Millennium), among the basic criteria that a teacher should fulfil in agreement with the social order and considering individual needs of pupils, is the ability to create a stress free and motivating educational environment with a number of opportunities for pupil self-realisation, achievement of

⁴⁷ These and other shortcomings of teaching practice of students are generally known. They are analyzed in greater details, based on pedagogical research, by e.g. ČERNOTOVÁ, M. (2001), *The issues of preparation of pre-service teachers during faculty studies*. In BEŇO, M. et al. (2001), *Učiteľ v procese transformácie spoločnosti* (Teacher in the process of society transformation) Bratislava, ÚIPŠ, pp. 30-77.

⁴⁸ Ibidem, pp. 30-77.; TUREK, I. (2002), *Ako ďalej v príprave budúcich učiteľov v SR*. (How to proceed in preparation of the future in the SR). In *Pedagogika* Vol. 52, No. 1, pp. 16-34.

operative knowledge and adoption of the methods of work necessary for problem-solution, for development of communication skills necessary for team work, for search, classification and processing information using modern communication means and technologies, for development of creativeness, independence, ability to learn in a rational way, openness, criticism, disciplined independence and at the same time responsibility for his/her decision-making and performance as the basic prerequisites for finding placement in the labour market in a competitive environment, the necessity to act in the interest of a healthy environment and health protection, as well as for the achievement of general knowledge on a functioning democratic society, on culture and basic values. Special attention should be devoted to the gifted and talented but also the disadvantaged pupils.

181. The above requirements equally apply to teachers of the public, private and church schools.

182. A presupposition of teacher success at fulfilling projected tasks are the changes in his preparation, that the higher education institutions have started to carry out. It is obligatory to involve, in the preparation of every teacher, the issues of shaping the basic competencies of the teacher with emphasis on interpersonal and intrapersonal qualities, the problems of effective use of information and computer technologies, study of two languages as well as education in the field of modern school management and methodologies of scientific-research work.

4.2.2. Teacher training

183. The initial teacher education is carried out in higher education institutions. Except for one faculty (Faculty of Education at the Catholic University in Ružomberok) all higher education institutions are State-owned, financed from the State budget (a private institution subsidised by the State budget). Both full-time and part-time forms of study are free, students pay for entry interviews, administration and some services, they participate in covering costs for accommodation and meals.⁴⁹

184. The length of study is either 8 semesters (in the study fields of teaching for the first stage of primary school and pre-primary education or general subject teaching with one-subject specialisation) or 10 semesters (for teaching general subjects with two-subject specialisation, teaching at the first stage of primary school in combination and pre-primary education in combination, vocational subject teaching and special education teaching). The teacher training programmes are completed by the State final examination in the appropriate study field.

185. The feedback between higher education institution and employers of teachers is created especially by participation in many professional events and various committees, by possible commenting of concept materials and various legislative steps. Particularly the employers gave most incentives for the Millennium, e.g.:

- to improve initial teacher education,
- to establish faculty training schools that would provide adequate experience for students, and work out the standards of teaching competencies,
- to improve the in-service teacher training and create suitable conditions for continuous education and betterment of teaching mastery,
- to create various ranks related to improvement of qualification - awards for teachers in the SR accompanied by increasing teachers' income, as well as their duties and responsibilities,

⁴⁹ The payment of higher education study in the SR has been dealt in political debates and disputes. The present Government supports the idea of payment for studies and therefore in the Programme Declaration of November 2002 there are the following tasks: „Improvement in the field of financing will be provided by the Government through creation of active conditions for development of multisource higher education financing, including the introduction of students benefits for costs connected with study in both full-time and part-time forms ... Special attention will be paid by the Government to improvement of the system of social support of students with the aim to introduce an effective system of students loans ...”. As it follows from the above in the near future the students of higher education institutions, including schools for teacher education, will participate in covering expenses for their study.

- to create all-state standards of teaching competence (e.g., the standard of a graduate of a teaching faculty, the standard of teacher after completing the previous study, starting teacher, teacher with attestation, principal, etc.), that would create a basis for achieving respective certificates.

4.2.3. Possibilities of in-service teacher training

186. The professionals with professional education in other occupations who would like to become teachers, have the possibility to do so after completing supplementary pedagogical study. It is designed for teachers of vocational subjects - graduates of university professional study, educators for schools and school facilities - school leavers with secondary education completed by maturita and teachers of practical vocational training - school leavers of secondary vocational education.

187. For the former teacher who would like to re-enter teaching, or for existing teachers who would like to retrain or would like to upgrade there are several programmes of in-service training carried out especially by the higher education institutions, methodical-pedagogical centres, and research and professional institutions in the scale of several weeks or semesters. Their effectiveness is evident in the improvement of teachers' qualification and as a result of the quality of education. In addition, they enable a professional with vocational education to get involved in teaching process through completing supplementary pedagogical study and thus to lower the number of unqualified teachers.

4.2.4. Starting teachers

188. The teachers at the beginning of their career are designed from among the forms of in-service education the programme „Introduction of Starting Educational Staff into Practice”, that helps starting teachers to overcome the difficulties of the implementation of theory into practice.

189. The introduction into practice is organised by the school or school facility in cooperation with the respective methodical-pedagogical centre or the ŠPÚ, eventually with educational organisations established by other central bodies. It is organised according to the sample project issued by the ME in the first year after entering a university or secondary school graduate as an educational worker into employment with the school or school facility.

190. Introduction to practice is completed by a final evaluation of an educational worker before a three-member committee appointed by a principal of a school or school facility or a head of the school department with whom the educational worker entered into employment.

191. In the case that the educational worker was evaluated as unsuccessful, he/she may repeat the introduction to practice in the second year of teaching experience.

192. The experience in introducing starting teachers into teaching practice is resultative in those schools where they are assigned importance, where they are well projected, organised or evaluated. The introducing teacher is a significant person, being more experienced he has an understanding for the starting teacher, he knows and can advise, and a young teacher meets him at the beginning of his career. There are often the problems with school administration and keeping prescribed documentation (e.g., classroom books, classroom reports). The starting teachers do not know the social environment in which the school is situated, and do not know the problems encountered in the environment which has more or less affect on school work, teaching. It happens that the starting teachers have difficulties with adaptation to school work, with preparation for classes, do not know equipment of the school, organisation of its life, traditions and other important facts. In case of necessity they can cope only with great difficulties with such tasks as, for example, the function of a classroom teacher, head of cabinet, school librarian, etc., although these functions should not be assigned to them at the beginning of practice. The concrete conditions of the given school however may often require it. The introducing teachers invite the starting teachers for visits, and vice versa. They advise young teachers how to overcome starting hardships and problems with organisation of classes, work, with its content, available teaching literature, assessment and marking of pupils, they point out mistakes done at classes.

4.2.5. Forms of in-service training

193. The in-service education of educational personnel is regulated by the Decree of the ME of the SR No. 42/1996 of Law Code set down according to Section 51 item 4 of the Law No. 29/1984 of Law Code on primary and secondary schools (Education Law) and according to Section 6 item 4 letter b) of the Law of the Slovak National Council No. 542/1990 of Law Code on State administration and self-government in education.

194. The aim of the in-service education is the continuous deepening, improvement and extension of professional and teaching competence of educational personnel in agreement with latest progressive scientific knowledge, social needs and requirements of pedagogical and professional practice.

195. The in-service education is managed by the ME SR and other central bodies establishing schools.

196. In addition to introducing starting educational staff into practice, there are the following forms of in-service education:

- preparation of head educational personnel,
- continuous education,
- specialised innovative courses,
- specialised qualification study,
- extended courses.

197. The content of in-service education includes the vocational part (new knowledge in the respective field of study), vocational-methodical, pedagogical-psychological, methodical-professional, communication.

198. The Decree on the further education of educational staff also applies to pedagogical staff of public, church and private schools, to general subject teachers of secondary health schools and schools established by other central bodies.

199. The in-service education of teachers for vocational subjects and head educational personnel in vocational part of training in secondary health schools is provided by the Ministry of Health through the Central Methodical/Inspection Centre, higher education institutions and educational organisations according to the sector project of the further education of vocational subject teachers.

200. The in-service education of vocational subject teachers and head educational personnel in the vocational part in secondary schools established by other central bodies are provided by the above central bodies.

201. The completion of some kinds of programmes of professional development is an improvement of qualification that has a direct impact on ranking in salary scale and consequently on the salary raise and career development. It is also considered in the methodical Guides on ranking employees of schools and school facilities in salary ranks, issued by the ME SR in connection with the law on public administration.

202. The arguments on extension and effectiveness of individual forms of in-service teacher education are also provided by research of regional school teachers. In the period of its realisation 40.93 % of teachers participated in continuous in-service training, 28.81 % did not show their participation in any of the forms of further education, 18.62 % of teachers participated in introduction of starting teachers into practice, 13.64 % of teachers showed participation in specialised qualification study, 7.54 % in specialised and innovation study, 7.46 % in the extended study and 4.98 % participated in preparation of head educational staff.

203. On the basis of immediate personal experience of teachers in participation in further education the attended events were evaluated as excellent by 3.93 % of inquired teachers, as very good by 14.61 %, as good by 38.28 % of teachers, as low by 6.82 % of teachers and 0.96 % of teachers considered the level of educational events as very low.

204. The present system of the in-service education of educational personnel suits to 22.15 % of teachers, does not suit to 34.27 % of teachers. It suits especially for the following reasons:

- it enables to achieve new knowledge and skills, new methods and forms of work, new inspirations, gives an overview of the latest professional literature, enables the exchange of experience and supports professional growth;
- new trends are followed;
- it is not very time-consuming, it is voluntary, varied and prepared in advance;
- it helps improving results and application of knowledge into practice;
- the form of study is individual (self-learning);
- the events are carried out on the school premises;
- it improves qualification, enables promotion to a higher salary rank;
- it is of a high-quality level;
- it is free of cost.

205. The present system of the in-service education of educational personnel does not meet the educational needs of teachers in that

- it is financially demanding;
- it lacks a comprehensive concept, theoretical nature prevails, lacks exchange of information and experience, does not bring new knowledge, incentives, does not offer professional materials;
- it is inconsistent, unsystematic, formal, out-of-date, irregular, time-consuming;
- there are insufficient offers and information on in-service education, limited capacity possibilities, limitation on the part of school;
- no conditions provided for substituting absence at classes, unconcern on the part of employer;
- it is an extra work, overloading the teacher;
- gives little incentives for application in practice, does not enrich a teacher, it is useless;
- there is a lack of professional journals and literature;
- a low methodical level of lecturers, methodologists, those who lecture;
- the events do not take place in the school premises or place of domicile;
- does not recognise long-year experience of teachers in schools, it is done just for salary promotion.

206. In the in-service education of pedagogical personnel a greater attention, in the opinion of teachers involved in the survey, should be paid to:

- an improvement in the level of educational work, alternative teaching, exchange of experience, new pedagogical trends in methods, forms, attitudes to pupils, work with computer, new technologies and experimental teaching;
- ethic, aesthetic, environmental, music, moral and patriot education; humanisation, creativity, foreign languages, psychology, pedagogy, sociology, special education and educational diagnostics;
- personality development and professional development of teacher, moral-will properties, intellectual, working and emotional properties of the teacher;
- methodology of teaching and methodical work;
- practical preparation, application of theory to practice;
- psychology of the pupil, individual approach to pupils, emotional education, work with maladjusted pupils;

- creation of suitable working conditions, provision of sufficient amount of professional literature, material-technical equipment, teaching aids;
- financial questions;
- relationships: teacher-> pupil, teacher -> parent;
- legal conscience, economic minimum, getting familiar with new laws and decrees;
- starting teachers;
- organisation and management, planning and control.⁵⁰

4.3. Policy initiatives and their impact

4.3.1. Making the teacher training more effective

207. Educational practice showed that it is necessary to update the concept, structure and content of preparation of educational personnel. With regard to necessary changes in the educational process it is required to preserve in the entire system of in-service training a unity of all studied disciplines leading to a teaching qualification. The new law on higher education that came into force on 01. 04. 2002 creates for faculties preparing teachers the prerequisites for development of the system of training schools and school facilities for performance of educational practice of students and for realisation of educational research by university teachers. Also, the introduction of a new system of fields of study initiated by the law gives the possibility to create in the credit system of higher education study comparable requirements for graduates of teacher training fields, by means of setting up criteria and by their evaluation and controlling by the Accreditation commission. The management of the ME SR discussed in March 2002 the task to work out in cooperation with the faculties of higher education institutions preparing teachers, the national standards of teaching profession for the primary schools, secondary schools and university teachers until the end of 2003. The standards should contain binding framework structure of output requirements for the State final examination and to define the items of teacher qualification, the items of study for individual categories of teachers and the conditions for interval updating of knowledge, skills and competencies.

208. The Law further extends for the higher education institutions the space for the provision of lifelong education of teachers in the form of further education. They may achieve invaluable feedback on the quality of their work, to strengthen educational research. The first step in this regard was the establishment of the Centre of Further and Lifelong Education at the Comenius University in Bratislava and signing the agreement on cooperation between the ME SR and Comenius University in May 2002. Within its framework the Centre will organise for teachers from practice specific educational programmes oriented at the mental health protection of teachers and at work in the field of prevention.

209. After overestimating the hitherto activity of the methodical centres as directly managed organisations of the ME in the field of the continuing education of educational staff and their allocated educational centres, they have been transformed from 1st July 2002 to methodical-pedagogical centres with the aim to sufficiently provide all requirements of schools and school facilities in agreement with the interests of pedagogues. Since the same date also the School Computer Centres came under the direct competence of the ME. At the same time, their statute was extended by the duty to carry out various forms of further teacher education in the field of information and communication technologies.

⁵⁰ BEŇO, M. et al. (2000), *Učítelia materských, základných a stredných škôl v procese transformácie* (Kindergarten, primary school and secondary school teachers in the process of transformation). Research report. Bratislava, ÚIPŠ, Part: *Učítelia a ďalšie vzdelávanie pedagogických pracovníkov* (Teachers and in-service teacher training).

4.3.2. Strategic changes in teacher education

210. The other significant changes in policy development concerning teacher education are expected in connection with realisation measures of the Millennium mentioned in other parts of the report and their gradual implementation in practice.

211. The impact of the changes can be evaluated at the end of the year 2003 at the earliest.

5. RECRUITING, SELECTING AND ASSIGNING TEACHERS

5.1. Identification of the main policy concerns

212. The main problem in distribution of recently qualified teachers in higher education institutions is the long lasting conflict between the real personnel needs of the individual institutions and the inability to satisfy these needs. The conflict leads to varying degrees of inadequate qualification and professionalism amongst teachers. As a result, the quality of work of the affected schools, and the school system, in Slovakia decreases overall. The problems also arise in connection with an unstable employment environment; frequent changes in the system of educational management; poor communications between the higher education institutions preparing teachers and the future employers of their graduates; the differentiated regional conditions of teachers' work and uniform remuneration that does not consider these conditions.

213. Filling teachers' vacancies became very difficult following the adoption the Law on Public Service which took effect from 01. 04. 2002, and by the ranking the teachers among public employees. Prior to the date it was possible to allow a variety of exceptions to the qualifications of practising teachers. For example, it had been possible to employ student teachers as substitute teachers; to employ unqualified teachers subject to their achieving an education qualification within a certain period (as a rule within four years of entering teaching). This new Law strictly controls the entry to teaching being dependent on the achievement of the qualification requirements by the end of the current contract. This legal measure creates great problems in everyday school practice.

214. It has a similar effect where teachers granted the exceptions wish to change posts. According to the Law the exception is only valid with the employer the teacher had on the date the Law came into force. Upon changing employer the teacher is again considered as unqualified and so cannot be legally employed.

215. This has all led to efforts to update the Law so as to avoid collapse of schools in some regions of Slovakia by relaxation of its uncompromising requirements.

216. As outlined in this report so far there are serious concerns about the recruitment, development and retention of effective teachers. The most important are:

- even though the proportion of university students following teacher education programmes is double in Slovakia compared to the average in the EU countries (17 % compared to 9 % - data from 1999), only a proportion of these students actually become teachers. This is the result of more attractive working and social conditions in other areas (especially for teachers of foreign languages and informatics), coupled with the effects of the personnel policy lacking real concept over the last decade, the low public status of teachers' work, hard working conditions without the possibility of regeneration and limited prospects for career development;
- there are problems in the structure of the teaching profession and fears that the system will become unworkable. Over 37.6 % of teachers are over 45 years and there are 9.31 % of teachers in regional education who are pensioners; the proportion of teachers with professional and teaching qualification in primary schools has, for example, dropped by 10 % over the last 10 years, etc.;
- in primary school only 85.1 % of teachers meet qualification requirements, in secondary schools the qualification rate is only 90.3 % and in special schools only 60.6 %;
- in some regions of Slovakia over half of teachers in the first stage of the primary schools are unqualified.

217. The ongoing problem in distribution of graduate teachers to schools is heightened by the great differences in the working conditions and lifestyle of the teacher in different regions and municipalities. For young teachers not all regions and workplaces are equally attractive. In general the further a post is from the institution the teacher graduated from, the lower its attractiveness is. The recently qualified teachers apply first for the posts in schools situated in regional centres, then to those

in adjacent smaller towns, then to those in larger villages with fully organised and well equipped schools. Teaching posts in marginal and small villages with schools composed of incomplete grades (they are one-, two- and three-classroom schools with Grades 1-4) are most difficult to fill. These conditions are most unattractive for young women teachers concerned about the establishment of their own families, and for young married couples who, having decided to work in a small school in a marginal district, become isolated from libraries, theatres and cinemas and are entirely dependent on television culture alone. They find it more complicated to bring up their own children, with difficult access to health centres and special physicians. Other factors influencing a graduate's decision as to whether to take up a particular post, include the availability of convenient and affordable accommodation, distance from work and the associated transport costs, and the availability of school canteen meals (which are gradually being removed).⁵¹ Work at school and remoteness from cultural centres limit access to continuing education, from postgraduate study through to continuous further education. Independent study is also getting more expensive, due to costs for Internet connections and the costs of educational journals and books ordered from delivery services. Teaching posts in schools for many Roma communities are difficult to fill owing to the high professional, educational-methodical, special-pedagogical, psychological, medical-hygienic and moral demands they make upon a teacher. The existing traditions, prejudices and differences in cultures of the Roma and non-Roma community usually leave the teacher completely alone in his work. Teaching posts in regions with economic difficulties, unsuitable infrastructure, high rates of unemployment and remote from larger cultural centres are filled with difficulty. This is evidenced by the fact that in such districts the proportions of teachers holding professional qualifications is the lowest in the SR: Gelnica 54.6 %, Kežmarok 57.8 %, Stará Ľubovňa 55.5 %, Trebišov 59.3 %, Námestovo 60.5 %, Poltár 64.8 %, Levoča 62.5 %, Vranov nad Topľou 63.7 %, Rožňava 63.1 %, etc.

218. The real instrument for halting this deterioration, and then for gradual improvement of the situation, has to be a change in society's view and the significance and value for the future of the State that the political leadership puts on education; and accelerated implementation of measures demonstrated in the Millennium.

5.2. Data, trends and factors

5.2.1. Recruiting teachers in employment

The number of teachers (educational personnel) and their posts in individual schools comes from performances and size of schools. The recently adopted law on financing primary and secondary schools and school facilities introduced a normative principle. Based on this law the ME issued a Decree as a generally binding document that sets the normative way of determination of number of teaching personnel and its application, financial normatives for allotment of finances from the State budget in schools, schools for special-interest education, centres of practical training and in school facilities. This method is based on the number of pupils, classes or groups, number of weekly lesson periods in a classroom or group, and the amount of teaching load of teachers. The annex to the Decree contains a detailed description and calculation of number of teaching employees. For example, the normative number of teachers per class in primary school with Slovak as teaching language is illustrated in the table 5.1.

219. In the school with the teaching language different from Slovak the coefficients range from 1,07 to 1,93.

220. Normative number of teachers per class of four-year (five-year) gymnasium is contained in Table 5.2.

⁵¹ 27.77% of teachers consider their living situation as not very good or not good. A majority of teachers (67.66% in total) live in the seat of the school while the teachers from towns (72.72 %) surpass the teachers from villages (46.22 %) in this respect. From greater or smaller distance 25.04 % of teachers arrive in the school daily. More details BEŇO, M. et al. (2000), *Učítelia materských, základných a stredných škôl v procese transformácie* (Kindergarten, primary school and secondary school teachers in the process of transformation). Research report. Bratislava, ÚIPŠ, Part III. Personal problems of teachers.

221. The financial means – wages, salaries, official earnings and other personal allowances are determined as a sum of claimable salary items ensuing from pay ranks and funds allotted for personal benefits and bonuses (the so-called non-entitled items). Every school presents its draft budget to the district or regional office. The latter will draft for the schools and school facilities within their competence the plan and budget for salaries, official earnings and other personal benefits to be allotted to them after having approved them.

222. The teachers' employers in schools and school facilities are the former institutions having the status of legal entity. In the case that the school (school facility) lacks the status of legal entity, the employer is the founder, that means, for public schools it is the municipality, district, region or autonomous region. At present, a majority of schools and school facilities have already the status of legal entity. The principal acts in their behalf. According to Law on state administration and self-government in education the State administration bodies only cooperate with principals at the provision of staffing the schools.

223. According to the Law on Public Service the teachers are public employees and their employment is based on the above Law and the Labour Code. By the Law on Public Service the employee may be represented by any natural person who is competent to legal actions to full extent; has a clean slate and is irreproachable that is, he was never sentenced for an intentional crime. The irreproachability is demonstrated by an excerpt from criminal register valid three months since the date of issue; he meets qualification requirements; he is physically fit to perform the work to be executed if required by a special regulation; and he will swear an oath. The oath performance is recorded and signed by the employee. The profession of teacher as a public employee may be entered by any applicant who meets all requirements (personal, academic achievement, qualification) set by this Law. The information on number and kind of teaching posts is publicised by principal of the school (the founder). The vacancies are subject of reporting to the respective labour office. Based on the publicising the applicant submits his application for admission. The application is supplied by the required documents on education, qualification, experience, personal irreproachability and health state. The principal of school verifies if the requirements of the Law on Public Service are met and decides about admission or non-admission of the applicant. Besides this verification there are no other general rules or prescriptions on teacher admission. The principal of the school need not consult the question of admission with the superior body or autonomous body - the school board or trade unions.

224. The form of selection procedure is used only to fill the posts of principals and vice-principals of schools and school facilities. The way and procedure in filling these posts are set in detail by the Law on State administration in education and school self-government.

225. The Labour Code allows at admission to employment to set a probationary period. Its length is three months at most. During the probationary period both the employer and employee may terminate the employment in written form for any reason or without showing the reason. The written announcement on termination of employment must be delivered to the other party at least three days before the date of terminating the employment.

5.2.2. Obtaining teaching posts

226. The students of the teacher training faculties start usually in the last year of their study to identify the state of the art in number of vacancies for teaching positions in the territorial area and in the kind (type) of the school in which they would like to work. They hand over the preliminary offers to principals of the schools or to the founders which, after successful completing the study, are substituted by an application to be admitted to employment. The process of admission is described in the previous part. Unfortunately, at present Slovakia there is no state-owned or private agency to process and keep registry of vacancies for teaching profession. After transfer of most of the schools to the status of legal entity the system of the so-called delimitation of teachers into individual schools carried out by territorial bodies before the end of school year for the next school year, gradually comes to end. According to law on state administration in education system and school self-government the district offices are obliged to keep registry of the unemployed educational personnel in its territorial district.

227. The basic issues identified in this area include remuneration of teachers. The average wage in education which has most university-educated workers from among all branches of economy, despite partial measures lags behind the average wage in national economy by 10 to 22 %. As already mentioned as a result of insufficient estimation the teachers (often the best ones) leave teaching profession or, in the effort to provide for their family at least the average standard of living, often try to find an extra-paid job in addition to teaching.

5.2.3. Labour-legal relations

228. The labour legal relations in education are regulated by the Law on Public Service. According to it a natural person has the right and possibility to become an employee of public service under equal conditions without any limitations and discrimination in respect of gender, race, colour of complexion, language, age, confession or religion, political or other thinking, trade union activity, national or social background, adherence to a nationality or ethnic minority, property, origin or other status. The rights set up by this law are guaranteed similarly to all employees of public service. The employer is obliged to agree with the employee the kind of work (description of working activities) to which the employee is admitted, the place of his work performance and date of entering the employment.

229. At establishment of employment the employer is obliged to announce the employee the amount and parts of his functional salary and the period of employment. The employment contract must be concluded in written form, otherwise it is not valid.

230. The employment may be concluded for tenure position (i.e., without indicating the length of validity of the concluded contract), or for a fixed term (i. e., with indication of the length of validity of the concluded contract). The fixed-term contracts may be concluded for three years at most. The employment may be prolonged or renewed only in the case of substituting employees due to work disability, leave, maternity leave, parental leave, performance of public service, performance of military service, substitute service, civil service, health care service and at works which necessitate a greater number of employees for a temporary period not surpassing eight months in the calendar year. In addition, it is possible to renew employment with an educational worker, holder of pension or invalid pension, who fulfils conditions of professional and educational competence or with an employee who has concluded employment for shorter weekly working hours. The employee with fixed-term contracts should not be advantaged or limited compared to employee with tenure positions.

231. The teacher may be employed full-time or part-time. The remuneration (salary) is conditional on the extent of the teaching workload. The teacher may be simultaneously employed with several employers (he may teach in several schools or carry out also other working activities in other institutions). The total amount of agreed work must not surpass 48 hours per week.

232. The contract on work activity may be concluded with the employer when the expected amount of work (a task) for which the contract in question is concluded, does not exceeds 300 hours in a calendar year. The written contract on the performed work must indicate the task to be performed, agreed remuneration for its execution and time in which the task should be carried out.

233. The above legal environment regulating the conditions of employing teachers took effect from 01. 04. 2002. According to the approved Programme Declaration of the New Government (the elections took place in September 2002) an amendment to the current regulations will be soon prepared to liberalise the working environment and reduce the extent of the employee protection against dismissal from work by his employer.

5.2.4. Placement of graduates

234. The legal regulations of the SR do not set a working duty to its citizens. Therefore the institute of the binding distribution of graduates or other unemployed teachers in schools is not used any more. Every candidate for a teaching post regardless of the kind and type of school and form of its legal status must ask for the admission in a written form. It holds true also in the case that the teacher abandons teaching profession for any reasons and wants to re-enter teaching after a lapse of time.

235. After decentralisation of the public administration management (including education sector) in 1996 the problems of the recruiting teachers were transferred to schools and regional bodies of school self-governance. There is no coordinating central service existing in this area. Hence the great differences among individual territorial areas in meeting the school needs by qualified teachers.

5.3. Policy initiatives and their impact

5.3.1. Changes in recruiting teachers to schools

236. From the point of view of requirements for teacher and for entry to school only the changes ensuing from the Law on Public Service were introduced. At present, no additional changes on cancelling or at least „softening” the requirements for teachers’ qualification are considered. In the fields with traditionally low rate of teachers’ qualification the fact that only qualified teachers may be accepted to new employment, arouses problems. It is not excluded that with the purpose of providing the operation of some schools the starting points will be sought on how to adapt the provision to the real conditions.

5.3.2. Making the teaching profession more attractive

237. The proposed, prepared or recently carried out activities concerned with making the teaching profession more attractive, are worked out in Section 6. The ongoing decentralisation reform of public administration should also contribute to it. By shifting the founding competencies in connection with the primary schools to municipalities, and the secondary schools to autonomous regions, new offers and opportunities will be created for lodging and catering of teachers.

238. The balance of costs necessary for implementation of the above proposals and measures has not yet been prepared. According to resolution of the SR Government the Minister of Education is to submit the quantification of financial requirements for realisation of the respective stage of the Millennium to the SR Government by 30. 06. 2003.

5.3.3. Strategic development in the field of recruiting, selecting and assigning teachers

239. The stage of transformation of the society comes to the end. The major transformation themes, such as privatisation, will stop being topical and the qualitative dimensions of the state and perspectives of the society development will come to the forefront. The education and the related to it care for teachers will undoubtedly become the centre of attention too.

240. The network of schools and mechanisms of its rational regulation will get stable, and the conditions of employees in schools will be stabilised, and remuneration of teachers will be also solved more progressively. Teaching profession will become more attractive and more alluring for young people. It may be expected the better equipment of schools with modern communication technologies will help the teachers to overcome geographic isolation from the world even in the smallest and most remote settlement. Teaching profession will gradually become for a part of young people who show interest in it a symbol of social certainty, stability and a means of self-realisation and meeting their life desire to work with children and youth.

241. On the assumption of optimum development of municipal and regional self-governance a substantial input in making the teaching profession attractive maybe expected from municipalities, or towns as the founders of schools, and from principals as capable managers and employers. The young people are attracted by well-equipped schools, natural, social or otherwise attractive environment, broad support on the part of citizens in the place of their work, and their efforts to help the school in its overall development.

242. The recruitment of young people for the so-called marginal villages may be made more effective by active attitude of municipalities and municipal school boards that may assert their interest in cooperation with higher education institutions preparing the would-be teachers, as early as in admission procedures to these schools. Equally effective may be, for example, moral and financial

support of the selected candidates of teaching during their pre-service training. Within the municipality capacities there are also attractive offers of advantages ensuing, for example, from the municipality property. The local initiatives at recruiting able teachers will have still greater effect. The tradition of centralist distribution of teachers is already a remote past today.

243. In the competitive environment of schools and under the pressure of citizens –parents, the municipalities as founders of schools and principals as employers will be interested in effective selection of teachers. It cannot be expected that local communities will be satisfied with unqualified, average or less effective teachers. The effort for the best possible preparation of children in schools will be still a stronger motive.

244. In the teaching workforce market the municipalities will have to assert themselves by better offers. That means, the teachers will be offered not only a higher salary, better possibilities of promotion and career development but also better working environment, better equipment of schools by facilities, teaching aids and tools for education and training outside classes, too.

245. The parents see to it more and more that their children are instructed not only by professionally capable teachers but also well-trained educators, with a clean slate worth to be followed who would approach their children with dignity and understanding, with initiation, creatively. The parents express their eventual dissatisfaction with quality of teachers very pronouncedly, sometimes even aggressively.

246. The labour market with teaching workforce will by time influence the approach of higher education institutions that prepare the future teachers. As a result of gradual filling the deficit fields of study and study combinations, the emphasis will have to be shifted from predominantly quantitative to qualitative requirements for their performances. The properly selected and high-quality teacher will become the best credit of the higher education institution. At the relatively dense network of higher education institutions the latter will be obliged to seek that the employers prefer particularly their graduates. For the candidates of teaching education the renown of the particular institution will be also more and more decisive.

247. At present it may not be a special problem for graduate of teaching profession to find a placement outside the education sector, but in the future the situation will be different. The workforce market will be gradually stabilised and saturated by the presently still sought specialists. In the process of transformation it already happened in several branches and sectors. Where deficit reigned formally, now there is a surplus (of such professions as physicians, lawyers, economists...). But on the whole it is probable that with the great and still growing differences at the level and speed of economic development between regions, the exodus of teachers may start unexpectedly quickly. It is true for towns and regions in which the number of well-paid posts outside the education sector will increase.

248. The recently qualified teachers will be required with more and more uncompromising force to demonstrate a high quality of preparedness, ability to react and adapt to local requirements, to manage self-education and self-improvement continuously and with greater responsibility. The competition between teachers will grow. In the interest to keep good image of the schools and to have a good standing in competition between schools, the principals will not tolerate average or below-average teachers. It cannot be expected though that the coming of competition will be universal and quick. In over 80 % of villages in the SR there is only one school and the classic competition environment cannot arise and function there. The same applies to small schools with low number of teachers.

6. RETAINING EFFECTIVE TEACHERS

6.1. Identification of the main policy concerns

249. The main problems in the school system in the SR consists in low expenditure for education and science (in this country it is only 3.7 % GDP, while the EU average is 6.3 % GDP) and low salaries of teachers. In the OECD countries the average salary is 1.60 GDP per inhabitant, in this country it is around 1.0 GDP per inhabitant, more exactly 0.71 GDP per inhabitant for kindergarten teacher, 0.91 GDP per inhabitant for primary school teacher, 10.4 GDP per inhabitant for secondary school teacher and 1.23 GDP per inhabitant for university teacher.⁵² The average salaries of a majority of educational personnel remain inadequate despite heavy education and qualification demands made on the educational personnel. The value of salaries remains even after repeated verbal declarations and partial improvements under national average and compared to other similar social groups (for example, judges, economists or lawyers) it is almost miserable. It leads to continuous departure of able teachers from schools, or not entering at all the school sector by the new graduates, and hence to dramatic growth of unprofessionalism and underqualification in teaching and to deepening the overstaffing of schools with women. The programme of the problem-solution has not been drafted so far.⁵³

250. The working conditions of employees in all types of schools ensue from the Laws Nos. 313/2001 and 311/2001 of the Law Code effective from 01. 04. 2002. These laws may, on the one hand, contribute to improvement of teaching staff (not permitting to employ unqualified applicants) and, on the other hand, they cancelled one of the few possibilities of overstandard evaluation of the most capable teachers. From the above date the possibility of ranking teachers among the so-called „top experts” with a special pay-scale raised by more than 25 % compared to others, lost its applicability. At the state-wide level about 8 % of educational personnel were ranked in that way. The draft budget for 2003 counts with extra items of teachers’ salaries (allowances, bonuses) only in the amount of 6 %. Principals will have just minimum space for financial evaluation of the best, most effective and necessary teachers.

251. The situation with retaining effective teachers in schools is also documented by the survey carried out at the sample of 1679 employees in schools in 1998.⁵⁴ The question concerning the overall situation in schools (motivation, working atmosphere, pay conditions, results of education and training, etc.) and its comparison with the situation prior to 1989, only 15.27 % of respondents answered that it was better or much better, while as many as 70.08 % of respondents answered it was worse or much worse. Similarly the question on evaluation of the educational worker who is continuously educating, following latest information in the subject instructed and methodology of teaching and trying to apply it in his/her work, only 6.79 % of respondents admitted to be evaluated financially; the moral evaluation (being recognized as a natural authority) was indicated by 18.46 % and as much as 59.14% of respondents gave a negative answer. The question if it is necessary to enable professional development of teachers by introducing service ranks as for example the starting teacher, teacher with the first attestation, teacher with the second attestation, was responded by 49.79 % of respondents with a positive answer and 29.96 % of respondents gave a negative answer.

252. Along with the above statements it should be stressed that the causes of dissatisfaction or satisfaction of teachers with their profession are structured in a differentiated way.⁵⁵

⁵² KOLLÁR, M. & MESEŽNIKOV, G. (eds.), (2001), *Slovensko 2001 – Súhrnná správa o stave spoločnosti* (Slovakia 2001– A summary report on the state of society). Bratislava, IVO, 551 p.

⁵³ VAGAČ, L. (ed) (1999), *Národná správa o ľudskom rozvoji – Slovenská republika 1999* (National report on human development – Slovak Republic 1999). Bratislava, Centrum pre hospodársky rozvoj, 90 p.

⁵⁴ TUREK, I. & ZEMAN, M. & JAKUBCOVÁ, E. (1999), *Návrh systému vzdelávania pedagogických pracovníkov v SR* (Proposal of the system of education of educational personnel in the SR). Bratislava, MC, 213 p.

⁵⁵ **The reasons of teachers’ dissatisfaction with remuneration** have various intensity and are related to: relation of teachers’ salary to salaries of other professions (dissatisfied 98.4 %); relation of salary to education

6.2. Data, trends and factors

6.2.1. Reasons of teachers' exodus

253. In Slovakia, the teachers' movement is viewed neither from the aspect of changes evoked by internal affects (fluctuation in number of pupils and students in the respective school year according to the kind, type and level of schools and its impact on performance capacity) nor by external effects (current offer of labour market for various university qualifications with more suitable working conditions – salary, career development, etc. – than in the school sector). The departures of teachers for other sectors are evoked by qualification structure, e.g., a remarkable general demand of experts in Informatics, foreign languages, as well as by territorial influences, e.g., establishment of a higher education institution, company (most frequently with a foreign participation) or other attractive workplace in the region. Out-of-school entities offer as a rule more advantageous salary (and also working) conditions than the schools.

6.2.2. Reasons of absence

254. Only one of the reasons of teachers' absenteeism is officially followed - the health problems (illness or taking care of ill family members in the household). The overall data state the level of 4.9 % of teaching workload and are comparable or a little lower than in other occupations with intellectual activity prevailing. This official data is partly distorting because an amount of teachers solve their health problems on account of their regular leave instead of taking a sick leave, for social reasons (due to low health insurance benefits). At the central or regional level the other reasons of absenteeism are not monitored but as it appears from the surveys, the second most frequent reason of absenteeism is participation in some of the forms of the continuing education of the educational personnel. On the part of the school founders, however, this reason is very strictly monitored and more or less suppressed. The continuing education in Slovakia is not compulsory or defined by any time limits (for example, in number of days or hours per year) despite the general formulation in the Education Law and the Labour Code. Besides, schools lack finances for recompense of teachers substituting their sick colleagues. The absence just like absenteeism for personal or family reasons is most often solved in the form of a time-off in lieu, or work overtime and is not officially registered.

255. Nor the official data on total relative or absolute number of the women teachers absent from work due to the child care (the so-called maternity or parental leave to be used until 3 years of the child) could be detected.

256. The Slovak Law and Order also recognises another form of time-off provided for performing public functions, civic duties and other activities performed for general benefit. Such a time-off may be either short or long. Nor the extent of the teachers' absenteeism for these reasons is centrally monitored and statistically documented.

(dissatisfied 93.4 %); relation of salary to significance and responsibility (dissatisfied 93.1 %); relation of salary to amount of performed work (dissatisfied 87.8 %); relation of salary to length of experience (dissatisfied 82.6 %); relation of salary to quality of work and efforts (dissatisfied 83.1 %); relation of salary to results of work (dissatisfied 84.3 %); coverage of financial needs (dissatisfied 68 %). **The reasons of teachers' dissatisfaction with material-technical equipment** are related to: personal equipment of teachers (dissatisfied 77.5 %); equipment of students with textbooks and aids (dissatisfied 68.4 %); special equipment for a certain subject (dissatisfied 63 %); universally usable equipment (dissatisfied 56.4 %). **The reasons of teachers' dissatisfaction with characteristics of work** are related to: psychic demands of the work (67.5 % of dissatisfied); possibilities of upgrading (career development) (61.9 % of dissatisfied); possibilities of cooperation and experience exchange (60.6 % of dissatisfied). **The highest satisfaction was identified** in the following items: relationships with non-teaching personnel (satisfied 99.2 %); relationships with parents (satisfied 99.5 %); autonomous choice and usage of work methods (satisfied 96.5 %); work with the young people (satisfied 97.3 %); relationships with the principal (satisfied 93.6 %); attitude to work (satisfied 97.4 %); attractiveness of work (satisfied 97 %); mutual assistance and cooperation (93.6 % satisfied) and behaviour of colleagues (98.1 % of satisfied). For more details: KIKA, M. (2000), *Pracovná spokojnosť pedagógov* (Teachers' satisfaction with work). In *Pedagogické rozhľady*, Vol. 9, No. 4, p. 4.

257. The most significant internal reasons of absenteeism for health problems include overstaffing of the school sector with women and relatively high average age of teachers (over 9.31 % of teachers are ten or less years before their retirement age).

258. The most significant external influence of absenteeism expected for health reasons is the growing dangerous environment in performing teaching profession caused mainly by psychic overburden from stress and exhaustion. The absence (sick leave) for accident reasons is of nil value in statistical surveys.

259. In official documents more and more attention is paid to the need of increasing health care of teachers in the form of regular preventive and control health examinations, enabling to undergo medical treatments also during the school year, that is, not only during holidays, by improving working conditions (by decreasing number of pupils in class or by reducing teaching workloads), by compulsory protective vaccinations in case of expected increased sickness rate of the population, up to the provision of paid days-off after a certain number of years worked in the school sector (the so-called *sabbatical year*) or lowering the age limit for leaving the school due to old age retirement. At present, neither of the above forms is expected to be introduced comprehensively in practice. On the contrary, the presented reform proposals count with prolongation of the retirement age in general and its balancing between men and women.

6.2.3. Teachers' leave

260. The basic length of leave of an employee in the SR is four weeks at least in a calendar year. A leave in the extent of at least five weeks is granted to an employee after at least 15 years' work experience following the age of 18 years. The leave of teachers, including the principals, vice-principals, kindergarten teachers, including heads of the establishments and their deputies, teachers of practical training and educators, is eight weeks in a calendar year.

261. If an educator educates youth in hard conditions in at least a half of the weekly working time, he is entitled to an additional leave lasting one week. The other types of leaves for the teachers (general educational personnel) do not exist in this country.

262. The published results of repeated investigations⁵⁶ point out the gradual trend of increasing the way of spending the leaves exclusively at home and a decrease in spending the leaves abroad as well as a moderate rise of various activities (often profit-making) during leaves designed originally for recreation. The most frequent of them are temporary jobs, subsidiary employment, enterprising, constructions, re-constructions, repairs and reconstructing flats and houses. There is also another form of using leaves - treatment of neglected illnesses.

263. The social advantage of a higher basic length of leaves for educational personnel related to other employees has been continuously eliminated in recent years. It must be admitted that the standard of primary, secondary and university teachers has been already attained by the other educational personnel (kindergarten teachers, teachers of practical training, educators whose basic length of leave was formerly only six weeks) but, on the other hand, the basic length of leave for recreation with the employees outside the school sector has been regularly increased (after the increase from three to four weeks in 2003 it will be already five weeks regardless of number of years worked).

264. Concerning the further development of teachers' leave, a partial answer is in the previous text. The above mentioned repeated educational research of teachers points out the ascending trend of accumulation of profit-making activities during the teachers' leaves. The necessity to earn money as the only reason increased according to respondents by more than ten times in eight years (from 1991 to 1998), the length of period of profit-making activity exceeded on average by four weeks, that is, more than 50% of leave. A majority of works (almost three quarters) that the teachers carry out (administrative work, physical work, services, trade, enterprising) has not a teaching character. The research also showed that the most usual motive of profit-making activity is a lack of finances (low

⁵⁶ BEŇO, M. et al. (2001), *Učiteľ v procese transformácie spoločnosti* (Teacher in the process of society transformation). Bratislava : ÚIPŠ, 325 p.

salary) and that the interest in profit-making activities of teachers during holidays is higher than the offer.

6.2.4. Working assessment of teachers

265. The labour-legal provisions in Slovakia in the field of education do not generally require the teacher evaluation by their superiors or employer.⁵⁷ Although the Labour Code, the Education Law and the Work Order generally pose the duty to teachers to continuously educate, there are no generally binding provisions on assessment of this duty and eventual consequences of negative assessment.

266. The duty of official working assessment of teachers has been applied until recently only in case of starting experience of new teacher. Before its completing the assessment was compulsorily done by the so-called introducing teacher to be agreed by the principal.

267. In general, the teacher is assessed when defining the amount of his personal allowances as a non-entitled item of his salary, and in the case of proposal of a bonus. According to the law on public service in the first case it is possible on the basis of a written proposal to provide the personal extra pay as an estimation of extra personal abilities and achieved working results of the teacher. The extra pay limit is 70 % of the salary rate in which he/she is ranked. In the second case, it is possible on the basis of a written proposal to provide for the teacher a remuneration for a high-quality performance of working activity or for work exceeding the framework of the agreed working activity, for fulfilling extra assignments or a specially significant working task or previously set up work target, and for work merits upon attaining 50 years of age, namely, up to the amount of his/her functional salary. However, the binding rules for the assessment do not exist in either of the above cases.

268. As the substitute form of evaluation the Labour Code provision is used which enables to make use of a probationary period after concluding employment. It takes three months at most and during the period it is possible to terminate the employment (by both parties) even without showing the reason.

269. In the school inspection methodology for performance of complex inspection the criteria are set for evaluation of the level of teaching process in schools. According to the criteria, the efficiency of teachers' activity is evaluated, the teaching conditions created by the teacher, and the efficiency of teaching according to defined indicators of favourable or unfavourable state are evaluated by five-point scale <-2, +2> (-2=a remarkable predominance of negatives, principal shortcomings threatening the course of education and training, +2=remarkable predominance of positives, petty formal shortcomings). The result of inspection findings is given to the principal and founder of the school, but no rule binds them to respond to these findings.

⁵⁷ In the research of regional school teachers 44.06 % of investigated teachers presented that they are regularly assessed by the principal; irregular assessment by the principals was presented by 40.21 % of teachers and no assessment was indicated by 9.39 % of teachers. 51.28 % of teachers believed, that the principal gives objective assessment; partly impartial assessment by the principal was presented by 30.90 % of teachers and impartial assessment by the principal was presented by 7.78 % of teachers. In the opinion of examined teachers the teacher work should be assessed according to: 1. General criteria, as for example: pupils' achievement, effective use of working time, quality of performed work, method and form used by the teacher, degree of results efficiency, out-of-school activity, professional-methodical work, professionalism, approach to work. 2. Pedagogical-professional prerequisites such as achieved education and length of teaching experience. 3. Teacher's properties – moral-will, intellectual, working and emotional; according to degree and development of altruism, engagement, honesty, character, purposefulness, consistency, empathy, enthusiasm, humanness, initiatives, sense of collective, communicativeness, sense of co-cooperativeness, correctness, kindness, resourcefulness, exactness, sacrifice, hard-work, sociability, reliability, consciousness, pedagogical tact, creativity and others. 4. At teachers' assessment it is necessary to take into account the time spent with the pupils, school attendance, after classes, new stimuli and ideas for improvement of teaching process, organisation abilities, number of pupils in class, achievement of educational standards, extra work, contribution for school, stress, publishing, efforts of continuing self-learning, social composition of pupils, difficult conditions, degree of demands of the subject instructed by the teacher, and other criteria. For more details see BEŇO, M. et al. (2000), *Učítelia materských, základných a stredných škôl v procese transformácie*. (Kindergarten, primary and secondary school teachers in the process of transformation.) Research report, Bratislava : ÚIPŠ, Part: Assessment of teachers by principals.

270. The measures to remove shortcomings in teachers' work must be taken by principals according to law only in case of substantiated objections in the complaints against the teacher. The complaint may be verified by the principals themselves or by the State School Inspection. In the latter case, the appropriate inspection workplace must be informed about the measures taken and about their implementation within the set date. The school inspectors have the right to verify the adequacy of adopted measures and the extent of their implementation.

271. In the case of trespassing the work duties by the teacher the adopted measures may lead to change of teacher's ranking (for example, dismissal from the post of classroom teacher or other post), reduction or abolition of personal allowance, a written reproach, a notice with the summon to do improvement up to discontinuation of employment through a notice. It must be added though that the current Labour Code limits the last possibility to taxatively indicated reasons. Moreover, unless an intentional crime is committed the dismissal is conditioned by the trade union consent.

272. Owing to the fact that there are no criteria of teachers' efficiency set (generally there are only requirements for their professional and teaching ability), it is not possible to officially identify an inefficient teacher. In addition, the Labour Code exceedingly protects the employees tenured and, consequently, a majority of principals resign to the only legal procedure – action in court - owing to its lengthiness and complexity. The principals thus use various internal organisation changes that allow them to dismiss redundant teachers. This instrument may be also used (and is used) against able teachers that become „uncomfortable” for the school management whereby the social certainty of innovative teachers substantially diminishes.

273. The excessive protection of employees leads to the effort to issue the amendment to the Labour Code. The amendment should enable a more flexible change of working circumstances (for example to extent the possibility to conclude employment for a fixed term also repeatedly), to prolong the probationary period to six months, to reduce the legal protection of trade unionists, etc.

6.2.5. Career advancement of teachers

274. Considering the fact that according to the law on public service the teachers are public employees, their promotion is limited by the law. The promotion is more or less automatic and it depends on length of experience.

275. Career diversification of teachers is given only by the assigned position. Managing worker (principal of the school or deputy) is granted a functional extra pay determined according to the annex to the law on public service (for example, the secondary school principal 10 - 34 % of the respective pay-scale, vice-principal 8 - 28 %). Another position (for example, class teacher, educational counsellor, and the like) is compensated by decreasing the extent of the respective basic weekly teaching load.

276. The other means (extra pays, allowances, bonuses) are characterised in the previous part.

277. The claimable allowances of teachers also include the extra pay for practical training of future teachers in training school. The extra pay for one hour of this activity equals to 50 % of the functional salary hour rate.

278. The law on public service also enables the increase of the salary rate by as much as 15 % to the employee of the school or the school facility who is involved in the provision of health care. Types of schools and school facilities designed for these purposes are determined by the ME.

279. The prepared changes concerning career development of teachers are presented in the Millennium. The starting point is that the payment lifting should not be based only on the length of teaching experience but also on the quality of his/her performance (for more detail see Section 4).

6.2.6. Wage tariffs

280. The salary scales for employees in the school sector effective from 01. 04. 2002 are determined by the Law No. 313/2001 of the Law Code on public service and particularly for educational personnel in

Annex 7, the Law No.165/2001 and No. 408/2002 of Law Code whereby the law on public service is changed and supplemented.

281. In contrast to legislative rules on salary scales valid from 31. 03. 2002 that used 12 pay classes (TT) and within them 10 pay grades (PS) according to length of experience, itemised by three years, nowadays there are 14 pay classes and 12 pay grades itemised at the beginning after two years of experience which enables at the start of working activity more accelerated promotion to a higher grade, later on after three years of experience.

282. Concretely, the ranking of educational personnel to the corresponding class and grade depends on the Government Decree No. 111/2002 of Law Code, whereby the catalogues of working activities in the public service with intellectual work prevailing are established, and on the Government Decree No. 570/2002 (with efficacy from 01. 10. 2002) which changes and supplements these catalogues.

283. The educational personnel in kindergartens – secondary school leavers without experience are ranked for 3 - 12 months into TT 4, the other educational personnel with higher education into TT 8 and over, which depends first of all on the level of educational activity that is carried out in kindergartens, primary schools, secondary schools and higher education institutions, on fulfilment of qualification requirements prescribed for this activity according to the type of schools and achieved experience.

284. The professional and educational qualification of educational personnel is treated by the Decree No. 41/1996 of the Law Code, that was changed and supplemented by the Decree No. 379/2000 of the Law Code. Its aim was to determine the conditions of professional and educational qualification of educational personnel, organisation and way of completing qualification examination. The educational activity may be also carried out by employees, who have professional qualification but did not achieve pedagogical competence. The latter must be achieved within two years from starting employment and completed within four years. Under the concrete conditions of practice the workers who did not achieve pedagogical qualification, but who achieved at least 15 years of practice in pedagogical activity and the age of 45 years, had the possibility to complete their qualification, eventually refrain from this opportunity. On the other hand, those who did not meet the conditions, could not further carry out the pedagogical activity, their employment was terminated, or they were shifted to other activities. Pedagogical employees who met the appropriate qualification conditions, and were ranked according to new salary scale as of 01. 04. 2002, were upgraded by one grade at least or by one class, but in many cases by both class and grade, eventually by two grades higher.

285. The performance of educational activities in all kinds of special schools requires higher education of the corresponding concentration without exceptions. In this field also the employees with professional and pedagogical qualification must start the extended study within four years and successfully complete it within seven years of employment at the latest.

6.2.7. Qualification examinations

286. In the education system of the SR there are two kinds of the qualification examinations – the 1st qualification examination for educational personnel who have corresponding higher education and at least five years of teaching experience, and the 2nd qualification examination for educational personnel who have corresponding higher education and at least ten years of teaching experience.

287. The certificate on improvement of professional and educational qualification is granted to the employee after completing the first qualification examination, whereby he fulfils the condition of being ranked in the pay class set by a special provision. The certificate on improvement of professional and educational qualification is also granted to the employee after completing the second qualification examination, while the employer may consider this fact in the extra pay of the employee. If the employee fails the qualification examination the examination board may allow a repetition within three months at the latest.

288. The qualification examinations are held before a five-member examination board on one day, namely, by the defence of a final thesis and oral examination in the field of study, teaching subject combination, or management. After five years of teaching experience a decree admits recognition of

compensation for the 1st qualification examination, after ten years of teaching experience recognition of compensation for the 2nd qualification examination, namely, by documenting some facts, for example, the degree granted, textbook copyright, or by the first up to third placement in competition of pedagogical reading, and the like.

6.2.8. Class size and teacher's workload

289. The basic organisation unit of the school for the teaching is a class. Number of pupils in a class is set by the ME by generally binding provisions.

290. In primary school there are classes with 15 pupils at least. Maximum number of pupils in class in Grade 1 may be 29 and in Grades 2-9 up to 34. In remote villages, in hardly accessible rural areas, mountain settlements and isolated settlements, and in areas populated by mixed nationalities where it is impossible for such a low number of pupils to establish independent classes for each grade, the primary schools are established which provide classes for pupils from several grades. These schools have mostly only Grades 1 – 4 (providing only primary education) and in one class there are at least two or at most four grades with one teacher only. The classes attended by pupils of several grades have 24 pupils at most.

291. In secondary schools there are classes for full-time courses with the number of at least 17 and at most 34 pupils. The principal of school may for serious reasons increase the number of pupils in class up to 38 pupils with agreement of the school board. In schools at territories populated by mixed nationalities, the authorities which manage the school may exceptionally permit also the establishment of classes with a lower number of pupils than 17 but not less than 12.

292. In the schools which provide primary and secondary education in addition to teachers, there is also teaching and non-teaching personnel. The teaching personnel include first of all educators and teachers of vocational training who must have a teaching qualification. Besides, there are also auxiliary educators and instructors of vocational training who need not have teaching qualification. The category of non-teaching employee is composed of two subgroups: the support personnel of schools and school facilities and school administration body which provide for their operation, and professional employees who work directly in the school (for example, psychologists), or outside schools in specialised institutions (administrative staff, librarians, etc.).

293. The extent of teaching activities and educational activities of the teaching personnel is stipulated by the Government Decree No. 162 with efficacy from 01. 04. 2002. The weekly working time of the teaching personnel is made up of the basic teaching workload and the time during which they carry out other activities connected with the teaching in agreement with the Work Order of the school or school facility. The basic weekly load of a regular teacher depends on the type of school and ranges from 15 to 35 hours. A lesson period of teaching and educational activities in theoretical subjects, exercises and practical training takes 45 minutes, practical classes in different school institutions or in vocational training takes 60 minutes. Every teaching and educational activity exceeding the basic work load is an extra work. The class hours of teacher are not reflected in a higher wage class but at this function the basic load is reduced by 1 or 2 hours according to number of classes. If the teacher performs a function of an educational counsellor, his/her basic load is reduced adequately to number of pupils and type of school by 1 up to 3 hours.

294. The basic teaching workload of leading educational staff such as principal, vice-principal or other head worker, is determined by special scale that considers the type of school and number of classes, or pupils. The basic workload ranges from 4 to 23 hours. For management the leading educational staff is charged a fee that is calculated percentually according to level of management, degree of responsibility, type of school, number of pupils, etc. The school remuneration may be composed of, in addition to regular salary rate and a fee for management, a personal allowance. In contrast to the past, all the other fees were cancelled. Due to lack of wage funds which was used for wage rate reform in the education sector, the remuneration in the form of personal allowances was reduced to minimum and is used exceptionally rather than in the form of an appreciation for extra performance.

295. The amendment to the Education Law enables employment of other educational staff – teacher assistants. This category is introduced first of all in schools with the Roma pupils. The university teacher assistant training started in 2001, with the first graduates in 2003.

296. The Decree of the ME No. 293/2002-9 sets the normative way of defining the number of teachers as well as other teaching staff (teachers of vocational training, educators, coaches, instructors, etc.) and other (non-teaching) staff (auxiliary educators, administrative, technical-economic, operational workers, etc.) according to the type, size and technical equipment of the respective school or school facility. For example, in kindergarten there is a normative number of other employees 0,6 employee per class based on the normative number of pupils in class, in technical secondary schools 0,7 employee per class. The normative with number of 12 classes determines for primary school 4,6 employee, for gymnasia 5,8 employee; with the number of 24 classes for primary school 7,0 employee, for gymnasia 7,8 employee; with the number of 34 classes for primary school 8,55 employees, for gymnasia 9,33 employees. The above mentioned decree is an executive rule to the Law No.506/2001 of Law Code on financing primary schools, secondary schools and school facilities effective from 01. 01. 2002.

6.2.9. School safety and discipline of students

297. The Labour Code sets up along with a special regulation – the law on safety and health protection at work, the basic principles to be applied for creating favourable working conditions and specifying general principles of prevention. It is a system of organisational, health and social measures aimed at safety and health protection at work. The labour protection is thus an inseparable part of labour-legal relations. This system, however, does not contain an item aimed at teachers' protection at work and creation of safety environment against jeopardy on the part of pupils and parents in the school premises. The teacher lacks a position of a public agent that would guarantee him in connection with labour performance an increased personal protection.

298. The law on public service imposes to every employer the duty to issue a work order. The issued framework of the school work order as a tool for the principals does not contain any rights to teachers to protect them in the above respect. The issued model of the internal rules has only general provisions on pupils' discipline at classes and outside classes and on the duty to get familiar with the internal rules of the school for all pupils and parents, but it does not contain provisions for critical situations or preventive and vindictive measures.

299. As a result of general increase of socio-pathological phenomena in the society that do not circumvent children or youth and the school either, various forms of combating them started to be introduced. An educational campaign focused on pupils, teachers and parents has been launched as a part of prevention and reduction of chicaning at schools. The latter have the possibility to learn the expressions and most frequent forms of chicaning, they gather knowledge on effective ways of avoiding and revealing this negative phenomenon. In this connection various manuals and leaflets are issued on basic information (e.g., using a „box of confidence” for educational counsellor at school, telephone numbers of Samaritan service, addresses of educational-psychological counselling centres, and others). This campaign is, however, more initiated from bottom (for example, as a part of the programmes Step by Step, Sound School, Way to Emotional Maturity, etc.). The ME expects the evaluation of the research carried out and has not accepted yet the State School Inspection's recommendation to start a more radical procedure.

300. Based on the recommendations of the National Anti-Drug Centre for the education sector every school established a position of antidrug coordinator. The assigned coordinators (most usually Ethics teachers) have a special training for active performing this function. The key tasks they perform include the organisation of events for pupils in which the harmful effects and consequences of using drugs are highlighted, the effective ways of prevention as well as the coordinated integration of antidrug issues into curricula.

301. The recent knowledge of the State School Inspection point out, despite partial successes, increase in occurrence of conflict situations between pupils and teachers and parents, including the growing degree of brutality at these conflicts. There is also sporadic occurrence of cases of teachers'

departure from school services particularly for these reasons. School trade unions have already expressed officially their fear of worsening working conditions of teachers in this respect.

6.2.10. Programmes of professional development of teachers

302. The National Agency Socrates in Slovakia develops activity for provision of teachers' participation in international activities through programmes of Leonardo, Erasmus, Arion and others. Regarding the teachers' secondments in other schools of the same type or in other educational institutions, there are no organisational or legislative conditions created for them and therefore such activities are not realised. For example, also the activity of the best teachers as methodologists of educational-methodical centres, writing textbooks, teaching texts or methodical guides are carried out in the form of external working activities (extra employment, agreement on work activity, agreement on performing a work) in addition to fulfilling regular teaching duties.

303. The provision of paid leave for improvement of qualification is possible only in part-time forms of teacher training carried out with the employer's consent. In such case the teachers may use various social benefits, e.g., paid days-off for completing exams, theses, or preparation for final State exam, etc. The employer usually compensate such a consent by concluding an agreement with the teacher on retention in school services for a fixed period with a duty to re-pay the offered financial benefits in case of abridging the agreement.

304. The possibilities of employment in other institutions without providing time-off though, was mentioned above. According to the current legal rules the employer may provide to the teacher upon his request an unpaid time-off for an agreed time without being forced to show the reasons for using the leave.

305. At the moment, no programmes for teachers' professional growth and retention in the form of providing paid leave (with the exception of short-time leaves – mostly in case of one-day participation in various forms of continuing education) are not realised in Slovakia.

6.2.11. Retirement

306. The legal right of teachers and other employees in Slovakia to retirement in old age is equal. That means, attaining the age of 60 years with men, provided they worked at least 25 years; with women upon attaining the age of 54 to 57 years depending on number of children, with the same condition. With women the care for a child until three years is also included in the number of worked years.

307. The attainment of retirement age is not a legal ground for terminating employment. In the Slovak school system (with exception of higher education institutions) there are 9.31 % of teachers in retirement age. Also threatening is the increasing number of teachers in pre-retirement age (50 years and more) at decreasing number of graduates entering teaching.

308. The old-age pension scheme of teachers is in no case different from that of other employees. In connection with the prepared reform of social insurance (owing to economic situation as well as demographical development) proposals appear on gradual increasing retirement age and gradual levelling of retirement age between men and women (the achieved average age of women is about 10 years higher than average age of men!).

6.3. Policy initiatives and their impact

6.3.1. Measures for increase and retaining the interest in teaching profession

309. For increasing the motivation of interest in teaching profession and retention of effective teachers several measures were taken:

- although with difficulties and in insufficient extent, the trend of more accelerated increase of teachers' salaries in relation to other employees is being enforced,

- by introducing the system of qualification exams for teachers-practitioners the entitled increase of salary has been provided after successful completing of the 1st qualification exam (after five years of teaching experience at the earliest) and possibility of entitled increase of salary (personal allowances) after successful completing of the 2nd qualification exam (after 10 years of teaching experience),
- a law was adopted on development of loan fund for starting teachers to enable the young teachers to solve their housing problems upon starting a family,
- the tradition of moral recognition of teachers on the occasion of Teacher Day was renewed and it became again a respectful teacher holiday in honour of anniversary of J.A. Comenius' birthday (28th March).

310. Despite these measures, due to the sector personnel policy void of any conception and especially due to the negative approach of the finance ministry and the ministry of labour, it was not possible to enforce by now and start introducing the further necessary intervention measures in the field of the State social policy relating teachers. Besides quantitative statistical data collection (in several cases according to out-of-date methodology incompatible with the EU or OECD methodologies), there is a lack of a high quality monitoring of qualification structure, age, gender of teachers, their working and social conditions, entering teaching profession, participation in in-service training, satisfaction, mobility, relationships in teacher corps, and others.

6.3.2. Strategic intentions in development of teaching policy

311. In the Millennium the teacher is characterised as a decisive agent in education and training. Among the most significant measures proposed are:

- increase of social and especially financial recognition of teachers,
- improvement of initial teacher training and in-service teacher training,
- creation of greater possibilities of continuing teacher education abroad,
- development of the system of teacher protection against excessive psychic overburden and introduction of programmes of combating stress and overburden,
- realisation of regular health and psychological examinations and of psychic state of teachers aimed at prevention, help and treatment,
- legislative provision of protection of teachers as public agents against increased aggressiveness on the part of pupils and parents,
- development of qualification categories for differentiation of educational activities and the system of differentiated evaluation according to quality and quantity of work.

ANNEXES

Table 1.1. Prognosis of primary school students and teachers

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Students	650966	626645	604931	584097	564888	547704	529653	514890	501045	490142	483403	478454	474252	470414	466560	462559
Teachers	42174	41983	38746	37473	36302	35210	33958	32903	31903	31125	30670	30359	30105	29871	29631	29373

Note: Prognosis for 2002-2015

Source: Herich, J. (2001), Prognosis of kindergarten, primary school and secondary school development by 2015. Bratislava, UIPŠ.

Table 1.2. Prognosis of gymnasia students and teachers

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Students	80615	86239	90728	98916	97048	95207	92956	90351	88441	86014	82878	79946	77317	75550	74716	74287
Teachers	7260	7672	8014	8738	8573	8410	8211	7981	7812	7598	7321	7062	6830	6674	6600	6562

Note: Prognosis for 2002-2015

Source: Herich, J. (2001), Prognosis of kindergarten, primary school and secondary school development by 2015. Bratislava, UIPŠ.

Table 1.3. Prognosis of technical secondary school students and teachers

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Students	98362	101204	105216	112696	107938	104192	101665	98916	96400	93268	88027	83124	78399	74879	73135	72263
Teachers	12894	12907	13528	14489	13878	13396	13071	12718	12394	11992	11318	10687	10080	9627	9403	9291

Note: Prognosis for 2002-2015

Source: Herich, J. (2001), Prognosis of kindergarten, primary school and secondary school development by 2015. Bratislava, UIPŠ.

Table 1.4. Prognosis of vocational secondary school students and teachers

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Students	105838	106775	118108	111877	106888	102244	99560	96067	92976	87850	82021	75660	70725	68122	66764	65768
Teachers	7683	7697	8366	7925	7571	7242	7052	6805	6586	6223	5810	5359	5010	4825	4729	4659

Note: Prognosis for 2002-2015

Source: Herich, J. (2001), Prognosis of kindergarten, primary school and secondary school development by 2015. Bratislava, UIPŠ.

Table 2.1. Schools providing primary and secondary education in the SR disaggregated by level of education and the founder, school year 2001/2002

Level of education	Total number of schools	of which schools, which organise the study		out of the total number of schools	
		full-time	part-time	public schools	private schools
Primary (ISCED 1)	2 698	2 698	-	2 589	109
Lower secondary (ISCED 2)	1 898	1 898	-	1 772	126
Upper secondary (ISCED 3) - general	220	220	15	162	58
Upper secondary (ISCED 3) - vocational	690	685	224	632	58
Total	3 805	3 826	239	3 578	227

Notes: The indicated numbers do not include schools falling under the Ministry of Defence of the SR.
 On the contrary, the numbers include the schools for the ill and physically weakened pupils placed in health centres (56 schools in total which at the time of the statistical survey enrolled 3 134 of pupils of primary and lower secondary level).
 The schools of different kind or type functioning under the common administration are classified as independent schools.
 Data in row „total“ are not a sum of data from the rows above, as some schools offer various levels of education.

Source: Calculation from data obtained from the school statistical returns treated by ÚIPŠ.

Table 2.2. Schools providing primary and secondary education in the SR diseggregated by level of education and type of the communities in which they are situated, school year 2001/2002

Level of education	Total number of schools	out of which		
		metropolitan	municipal	rural
<i>Primary (ISCED 1)</i>	2 698	175	797	1 726
<i>Lower secondary (ISCED 2)</i>	1 898	204	839	855
<i>Upper secondary (ISCED 3) - general</i>	220	49	168	3
<i>Upper secondary (ISCED 3) - vocational</i>	690	111	521	58
T o t a l	3 739	349	1 576	1 814

Note: See notes on the overview of school number according to level of education and the founder.

Source: Calculation of data obtained from the school statistical returns treated by ÚIPŠ and data of the Statistical Office of the SR.

Table 2.3. Students involved in primary and secondary education in the SR disaggregated by level of education and the founder, school year 2001/2002

Level of education	Total number of pupils	of which in	
		<i>public schools</i>	private schools
<i>Primary (ISCED 1)</i>	295 546	283 971	11 575
<i>Lower secondary (ISCED 2)</i>	383 542	364 245	19 297
<i>Upper secondary (ISCED 3) - general</i>	64 976	54 098	10 878
<i>Upper secondary (ISCED 3) - vocational</i>	206 040	197 729	8 311
Total	950 104	900 043	50 061

Notes: Including part-time students

The numbers do not include students attending schools at the Ministry of Defence of the SR.
 The ill and physically weakened students who in time of the statistical survey attended schools established at the health centres, are counted according to the type of schools in which they were officially enrolled.

Source: Calculation of data obtained from the school statistical returns treated by ÚIPŠ.

Table 2.4. Students involved in primary and secondary education in the SR disaggregated by level of education and type of community in which the schools are situated, school year 2001/2002

Level of education	Total number of pupils	of which in schools		
		metropolitan	municipal	rural
<i>Primary (ISCED 1)</i>	295 546	30 691	142 609	122 246
<i>Lower secondary (ISCED 2)</i>	383 542	45 390	212 907	125 245
<i>Upper secondary (ISCED 3) - general</i>	64 976	16 296	48 133	547
<i>Upper secondary (ISCED 3) - vocational</i>	206 040	33 472	161 238	11 330
Total	950 104	125 849	564 887	259 368

Note: See notes on overview of number of pupils according to level of education and the founder.
Source: Calculation of data obtained from the school statistical returns treated by ÚIPŠ and data from Statistical Office SR.

Table 2.5. Retrospective of teachers in primary schools

Schools	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Church	1347	1501	1598	1607	1647	1682	1752	1923	1857	1921
Private	0	5	19	42	56	23	50	44	35	48
State-owned	38520	37368	37196	37575	37510	37825	38680	41499	40282	40014
Total	39867	38874	38813	39224	39213	39530	40482	43466	42174	41983
% of State-owned	96,6%	96,1%	95,8%	95,8%	95,7%	95,7%	95,5%	95,5%	95,5%	95,3%

Note: The teacher category includes full-time and part-time teachers.
Source: Statistical Yearbook of Education SR (1992 to 2001), Bratislava, ÚIPŠ.

Table 2.6. Retrospective of teachers in gymnasia

Schools	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Church	339	423	581	705	796	880	904	973	1021	1135
Private	77	133	191	236	273	346	355	383	418	369
State-owned	4962	4993	5157	5574	5697	5790	5894	5809	5821	6168
Total	5378	5549	5929	6515	6766	7016	7153	7165	7260	7672
% of State-owned	92,3%	90,0%	87,0%	85,6%	84,2%	82,5%	82,4%	81,1%	80,2%	80,4%

Note: The teacher category includes full-time and part-time teachers.
Source: Statistical Yearbook of Education SR (1992 to 2001), Bratislava, ÚIPŠ.

Table 2.7. Retrospective of teachers in technical secondary schools

Schools	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Church	272	351	469	450	438	427	416	378	387	387
Private	68	123	326	425	554	625	659	634	676	675
State-owned	10509	11415	11562	12603	12697	12918	12992	12241	11831	11845
Total	10849	11889	12357	13478	13689	13970	14067	13253	12894	12907
% of State-owned	96,9%	96,0%	93,6%	93,5%	92,8%	92,5%	92,4%	92,4%	91,8%	91,8%

Note: The teacher category includes principals, vice-principals, full-time and part-time teachers.
Source: Statistical Yearbook of Education SR. Bratislava: ÚIPŠ, 1992 to 2001.

Table 2.8. Retrospective of teachers in vocational secondary schools

Schools	1996	1997	1998	1999	2000	2001
Church	83	82	77	80	77	93
Private	281	265	159	167	159	164
State-owned	8123	8030	7989	7645	7447	7440
Total	8487	8377	8225	7892	7683	7697
% of State-owned	95,7%	95,9%	97,1%	96,9%	96,9%	96,7%

Note: The teacher category includes principals, vice-principals, full-time and part-time teachers.

Source: Statistical Yearbook of Education SR. Bratislava, ÚIPŠ, 1992 to 2001.

Table 3.1. Students of teacher training in specific types of study

year	total	complementary study for		extending courses for			
		university students	university graduates	subjects		special schools	educational activities *
				general	vocational		
1999	2 808	1 269	950	417	0	112	60
2000	3 431	1 563	1 122	379	171	162	34
2001	4 061	2087	948	534	101	246	145

Note: * the study is organised in secondary schools

Source: ÚIPŠ

Table 3.2. Number of students attending the programmes of initial teacher training

Students	All programmes of teacher training in total	teachers for basic education (1st level)	teachers for secondary education (2nd and 3rd level)	teachers for special education
1999	21 760	3 569	18 191	x
2000	23 100	3 602	18 967	531
2001	23 552	3 819	19 175	558

Note: x - data are not accessible

Source: ÚIPŠ

Table 3 3. Average monthly salary in education sector for the year 2001 compared to selected branches of economic activities in the SR

Branches of economic activities	average salary	SK
National economy	12 363	100%
Agriculture, hunting, fishery	9 750	79%
Manufacturing	13 370	108%
Building and construction	11 050	89%
Wholesale, retail sale, transport	13 390	108%
Hotels and restaurants	9 450	76%
Monetary and insurance	24 410	197%
Property, trade services, development	15 550	125%
Public administration and defence	14 660	118%
Health and welfare	10 300	83%
Other public, social and personal services	8 880	72%

Source: Statistical Office of SR

Table 5.1. The normative number of teachers per class in primary school with Slovak as teaching language

Variant of curriculum	Grades 1 – 4	Grades 1 – 4	Grades 1 – 4	Grades 5 – 9	Grades 5 – 9	Grades 5 – 9
	without division		with division over 24	without division	with division <18, 24>	with division over 24
Basic variant	1,01		-	1,36	1,42	1,54
Extended variant	1,03		-	1,39	1,45	1,59
Language variant Grades 3 – 9	1,03		1,12	1,39	1,45	1,66
Language variant Grades 1 – 4	1,06		1,17			
Variant for exceptionally gifted and talented	without division 1,14	with division over 15 1,51				
Sports variant				without division 1,39	with division <13, 24> 1,63	with division (over 24) 1,71

Source: ME SR

Table 5.2. Normative number of teachers per class of four-year (five-year) gymnasium

Variant – concentration	Teaching language – Slovak	Teaching language - minority languages
basic variant	2,10	2,15
bilingual variant	2,67	-
sports variant	4,45	-
social/science focus	2,16	2,21
focus on foreign languages	2,19	2,24
focus on maths and physics	2,18	2,23
focus on informatics	2,26	2,31
focus on programming	2,33	2,38
focus on physical education	2,15	2,20

Source: ME SR

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