
Quality Assurance in Education through the Process of Supervision, Monitoring and Evaluation

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Abstract:

Supervision, monitoring and evaluation are complex processes without which there is no effective work. Through supervision, monitoring and evaluation we guarantee high efficiency and quality of performance of teachers, students and educational institutions. Taking into account the role and the importance of supervision, monitoring and evaluation of teachers performance, it becomes necessary that this process be well prepared and with a precaution.

Since the supervision, monitoring and evaluation are intentional processes, then must be determined the exact goals, objectives, areas, mechanisms, techniques and procedures for implementation, not only because of the complexity, but also because of the importance that should be planned well, that will include all the details.

In this paper will be treated: how does the system of monitoring / inspection function in several European countries, who are highest authorities that provide quality education and how are standardized evaluation criteria in schools. How is quality assurance system created in Kosovo education system, or are they currently developing, which are key institutions responsible, in one aspect or another for quality assurance.

Key words: quality, supervision, monitoring, evaluation, performance.

1. Introduction

In the last 30 years the continuous effort is being made both in the region, Europe and throughout the world for ensuring quality in education. "At a time that is accepted, increasingly, as a powerful method to provide improved in education and achieve educational goals efficiently, ensuring quality in education is being developed in different ways in Europe, according to the principles and different priorities in educational systems (Prague Forum 2003)".¹

The mission of education is to provide for the young people a good education as much as possible. During the journey of education, lots of changes are seen from generation to generation. Some aspects of school life are preserved for generations and with time have changed many aspects of school life. In our day, education is faced with great challenges and is subject of the change to meet those challenges. The heaviest burden of this these challenges were teachers, it is proven over generations, while maintaining the positive values of the past on the one hand, and on the other hand with the preparation and the challenges of time, . Obviously, this is a challenge for the education system. Efforts are expressed everywhere in order to establish a better and efficient education system, as well as education policies are working for the achievement this goal.

The quality assurance (QA) is an important tool to improve the effectiveness of the education. As a basic principle is the idea that he has the key actors who stand in the forefront of education such as teachers, school directors and other stakeholders at the school (students, parents, school administration and teaching staff, members the other organizations and the community) which are responsible for

¹Prague Forum 2003, "Quality in education and democratic program", EC, CD-ED. Conference of European Ministers of Education, Session 21, Athens (Greece), November 2003.

improving the quality of education and its results. For therefore, the school self-evaluation and the development planning processes underlying its quality assurance (United Nations Educational, Scientific and Cultural Organization United Nations, 2005).²

Ministry of Education, Science and Technology (MEST) through the National Council of Teacher Licensing, after a long work has been able to define the criteria, procedures and instruments for evaluating teacher performance. In order to functionalize in the coherent system, transparent and standardized at the national level for assessing teacher performance. Relying on legislative of Kosovo as well as the relevance of the teaching and learning in schools in Kosovo, after the decentralization of municipalities, even in the field of education a number of responsibilities have been passed to the municipal level (under the provisions of law for Education in Municipalities of the Republic of Kosovo, 2008), including the evaluation of teachers performance as the employer. While, MEST has issued a Administrative Instruction (AI, 05/2010), based on which defines the area of licensing of teachers, considering two basic requirements for teachers: *professional development which is obligated for everyone, and use of performance results to determine the level of the license.*

Defining the criteria, procedures and instruments of teacher performance evaluation is the best way and most effective and qualitative teaching and learning, by respecting (SCTL, 2012):³

- legislation,
- transparency in the process, and
- Implementation of a standardized approach all over the country.

² Group of authors, The instrument for quality assurance of the education for democratic citizenship in schools, Published by: United Nations Educational, Scientific and Cultural Organization United Nations, 2005, pg.6

³SCTL, "Criteria and procedures for evaluating performance", Pristina, 2012.

With the aim of strengthening and functioning of the system, should be issued an Administrative Instruction, which will determine the procedures and instruments for establishing a clear picture about the performance of teachers in public and private pre-university educational institutions, in Kosovo, aiming to improve the quality, efficiency of services and educational practices, to increase the level of the development of human resources in education and licensing and career advancement of teachers in pre- university education. Such a system would, easily enable the reforms to be reflected clearly in the process of monitoring the work of teachers in the classroom. This system should be seen as a mechanism for developing teachers' professional quality of teaching and should harmonize the professional development of teachers and curriculum process too. Therefore, the system should be seen as a very positive thing, and never seen as punishment mechanism for teachers, but as a mechanism that helps ensuring the quality of educational institutions/ teacher's performance.

2. Definition of the main concepts

In this research we have variety notions about supervision, monitoring and evaluating the performance of teachers, which we will try to explain.

As indicated, from the research problem, the main problem concepts are: supervision, monitoring, evaluation, standard, competence etc.

2.1. Supervision

The term supervision "is defined as the control function, which evaluates concrete action and ensures that the implementation is carried out in accordance with plans and programs; function

of controlling guide towards correctional actions when implementation is being made.”⁴

Thus, through supervision, we see how a concrete action is being implemented in accordance with the planned curricula. The term "supervision", in our research, is the process by which the observance of the concrete implementation of some requirements foreseen by laws and legislation, as well as the norms and regulations established by each school, in accordance with legal norms related to teaching and learning.

2.2. Monitoring

The term monitoring, we understand regular and systematic procedures for collecting data on different aspects of teaching and learning at the institutional, local, regional, and national levels.

The term "**monitoring**", "**monitor**", in the most general meaning of the word, means to carry out constant monitoring for something, register or test, following with attention and carefully a particular work, an activity, and see how something is done or performed".⁵

Monitoring the work of teachers provides useful information to the school director and educational policy makers and for the public. There also many definitions for the term, "monitoring", such as the procedures and rules for systematic data collection on various aspects of teaching and learning at the institutional, local, regional and national level.⁶

Through monitoring is followed whether teaching standards are too high, too low or are incompatible. If they are too low, it should be attempted to find the ways to raise the working level in order to improve standards. Monitoring is

⁴Husayn, H., Mita, N., Salihu, J., Pupovci, D.(2003): Governance and Leadership in Education, Pristina Kosovo Education Center, November. pg.183

⁵Grillo, Kozma: Dictionary of Education, ISP, Tirana, 2002, pg. 282

closely linked to evaluation and inspection, although it often happens that these two terms are used wrongly, and instead of each other, even though they have different content. Although the monitoring, evaluation and inspection are connected to each other, the difference between them is evident.

While the monitoring means creation of systematic data towards fulfilling standards for teachers, evaluation means setting values through the judgment of data collected by monitoring the performance of teachers. But, inspection is an the official examination conducted in order to recognize the level of work of teaching and evaluation of condition, and to provide suggestions if necessary.

2.3. Evaluation

The term "evaluation" is often used as Evaluation is a process during which the values are determined on the basis of collected information from the measurement process.⁷ While in the field of monitoring and evaluating the work of teachers, evaluation is the judgment of the quantity and value of teaching on the basis of the standards set, or Estimation Process of merit and achievements of teachers on the basis of comparative required standards and criteria and standards criteria'sin developed democratic countries.

Evaluation is a very delicate and sensitive area. This is because the theory and practice of evaluation are not yet unified in order to be used in the same way by everyone. We have several forms or types of evaluation. The frequent used terms are: the external evaluation, internal evaluation, the

⁶ Group of authors: Draft proposal for Administrative Instruction; Supervision, monitoring and evaluation of teachers in pre-university educational institutions in Kosovo, Article 3.

⁷ Group of authors: Governance and Leadership in Education, Pristina, November, 2003, pg.183.

formative evaluation, summary evaluation, fast evaluation, and combined evaluation.⁸

- **External evaluation** - is the judgment of the quantity and value of the work of teachers educational institutions, conducted by groups, individuals, agencies, organizations, that are outside the educational institution in which assessment takes place;
- **The internal evaluation** - it is the evaluation which is conducted by groups, individuals who are members of the organization, at which is developed evaluation of teachers.
- **The formative evaluation** - is the evaluation which is done during the working time and aims at improving and advancing the work of teachers.
- **Performance Summary** - this type of evaluation done at the end of a complete timing cycle and aims the certification, promotion, advancement and accountability.

An important component of quality improvement is obviously the evaluation and self- evaluation of educational institutions. ``Evaluation is a process of collection, communication of different information's which creates a sound judgment and informed and be given a value (usually numeric) for the particular program being assessed (Worthen and Sanders, 2003).⁹

3. Modalities of the quality assurance in several European countries

⁸ Group of authors: Draft proposal for Administrative Instruction; Supervision, monitoring and evaluation of teachers in pre-university educational institutions in Kosovo, Article 3.

⁹ Marsh, Colin J. (2009), Basic concepts for understanding curriculum, Translated by: Center for Democratic Education (CDE), Tirana, pg.151.

Since 1990 the concept of the accountability / responsibility has been the focus of worldwide debates as well as at European countries. Many of these countries have created and are creating new models of accountability, standards of the monitoring / evaluation and assessment instruments for teacher performance.

Since the European countries vary by forms of autonomy at school level and overall organizational policies, we have a variety of models of the accountability. By creating inspection systems that are centralized or distributed. Currently in Europe we can distinguish three models of accountability.

First model, that includes most of the countries which have given a new function for monitoring / inspection of the performance of teachers. The majority of these countries, as the highest authority and responsible for the education is the inspectorate. Albania, since 2010 has created the National Education Inspectorate for Pre-University Program (INAP), as an institution outside the MEST, in order to inspect, assess, monitor and advise schools and the whole education system.¹⁰

In the Czech Republic, the body charged with evaluating, inspection of schools, since 2007/2008, has extended its scope to cover teaching matters. In Germany, Spain and Austria, schools are evaluated through inspections which are attached to higher authorities with responsibility for education - respectively the Lander and the Autonomous Communities. In the United Kingdom (England) is the powerful task body OFSTED - whose evaluation have increased powers and independence in relation to the ministry.¹¹ The Netherlands have a similar system. Since 2007, schools that are not considered at risk will no longer be systematically monitored by inspectors. Moreover, in some of these countries, inspections

¹⁰Inspection and internal evaluation of the school, RED / EO (Guide for complete inspection of the RED / EO's), IKAP, Tirana, 2011.

¹¹ Johan C. van Bruggen, Inspectorates of Education in Europe; Some comparative remarks about their tasks and work, SICI, April, 2011, p.14 emphasis added.

are coupled with evaluation of local authorities such as the Czech Republic, Lithuania and the United Kingdom.

From most of these countries which take part in first model, the criteria used for evaluation of schools is standardized. In Spain, follow this model some autonomous communities, such as Andalusia, Catalonia and Castile-La-Mancha.¹² In 2004/2005, Lithuania also imposed common criteria for the internal and external evaluation. In a similar manner, the distributed inspection system that uses Poland it is used a uniform list of criteria since 2004/2005. In Portugal, since 1999, the inspection system has practiced the combination models of school autonomies in Europe: Policies and Measures of "integrated evaluation", which covers an wide spectrum of areas (organization and management of schools, school climate, achievements of the students, etc.) It is intended standardization of evaluation criteria, among others, identification of the added value from the schools, beyond the simple and raw academic results. ¹³In the United Kingdom (England), the basis for all school inspections is the Inspection Framework, elaborated by OFSTED, well by the Inspectorate. Scotland has undergone the same changes.¹⁴ This trend of standardization seems to strengthening accountability in schools and to increase the professionalism assessment service (EDU / WKP, 2009).¹⁵

In the second group of countries, schools, mainly, are accountable to local authorities - local councils or "organizing bodies" that are managing schools. This is the case in some Nordic countries and Belgium and Hungary. Within this model, local education authorities have maintained the certain role in the evaluation process, however, since the mid-1990s, there has

¹²Johan van Bruggen, The Inspectorate of Education of Spain, August 2009.

¹³ Johan van Bruggen, The Inspectorate of Education of Portugal, December 2008.

¹⁴ Marsh, Colin J. (2009), Basic concepts for understanding curriculum, Translated by: Center for Democratic Education (CDE), Tirana, pg.151.

been growing national structures for school accountability which is involved in the development of national standards and standardized tests. In Denmark, local authorities remain central, but the Danish Evaluation Institute, established in 1990, has a duty to carry out national assessments based on schools groups. Hungary, also improves inspections carried out by local authorities with a new system of evaluating schools through the development of standardized tests. Among other things, it was partly explained the development of a national system of evaluation of student achievement is the lack of experience for the evaluation by the authorities of the smaller administrative units (which exists from the fragmentation of the public smaller administrative system of the country). In 2006, this new evaluation system became mandatory for all schools. From 2008, all local authorities have to use it during the monitoring of schools under their jurisdictions.¹⁶

Some countries have remained on the sidelines of this trend about school evaluation. In Italy for example, schools are not obliged to give an account towards the designated authority (except twice yearly visits from an for administrative and financial reasons), but they are encouraged to perform self-evaluations. The development of a standardized evaluation under the logo of the National Institute for the Evaluation of Education, Training and Teaching (INVALSI), attempts to provide national benchmarks for schools.

Since 2009/10, INVALSI will be responsible for assessing the added value of schools through monitoring of achievements, from the time when students start school until they finish it. In a similar way, in Bulgaria schools are not subject to specific evaluation procedures. France has an intermediate position: at the primary school level, as schools have very limited autonomy, evaluation is not very developed;

¹⁵Faubert.Violaine, School Evaluation, Current Practices in OECD Countries and a literature review, EDU / WKP, 2009. pg.9-11

¹⁶ Johan C. van Bruggen, Inspectorates of Education in Europe; Some comparative remarks about their tasks and work, SICI, April, 2011

grade at the level. 6-9 evaluation procedures are developing and will include a number of agencies, whose role is not yet well defined. It will include local and national inspectorates and bodies distributed to regional administrative (Rectories and Academies).¹⁷

In many countries, schools should be accountable to many authorities (Ministry of Education, local councils, and parent's councils). In the United Kingdom situation typifies the tendency for freedom, associated with a complex network of accountabilities. Schools in England are accountable to the central level through OFSTED inspections; towards their local authority and governing body which includes representatives of key stakeholders such as parents, staff and local community representatives. Local authorities and the Secretary of State have intervention powers if the results of the school become a reason for concern.¹⁸

A similar situation occurs in the Netherlands. Regardless of decentralization has provided to schools more autonomy, they now are positioned in the middle of an accountability network. Schools should present accountability to central government for their budget achievements and achievements of students (Ministry has the power to restrict funding if school is not working well). Administrative bodies are also involved in evaluating schools and schools are accountable towards the families, as freedom to choose a school is associated with an information system that is provided to families (EDU / WKP, 2009).¹⁹

4. Ensuring the quality in education in Kosovo

¹⁷ See: Faubert. Violaine, School Evaluation, Current Practices in OECD Countries and a literature review, EDU / WKP, 2009. pg.12-13

¹⁸ Marsh, Colin J. (2009), Basic concepts for understanding curriculum, Translated by: Center for Democratic Education (CDE), Tirana, pg.152-153.

¹⁹Faubert.Violaine, School Evaluation, Current Practices in OECD Countries and a literature review, EDU / WKP, 2009. pg.14-31.

Anywhere in the world, efforts are underway to establish a suitable field and to implement effective educational policy, as well as in education in Kosovo, especially in recent years with persistence are being worked in this direction. In these efforts, we will highlight, the design of the new curriculum (2011), continuing professional development of teachers (PARK the advancement program), empowering of educational institutions as a factor of self-development (decentralization in education).

At the beginning of the XXI century are established methods by using concertinaed all these elements mentioned above by creating new forms and methods of empowerment and accountability. "This method provides more than a description of the methodology or best practices, is at the same time a dynamic process, with concepts and theories that are base with, roles and responsibilities, activities and interactions and the recently is known with the name "Quality Assurance".²⁰ This is the most effective way to extinguish gap that exists between policy and practice, so practice road leads us towards quality in education and achievement of the real improvement that could be implemented in practice. The system contains three main aspects: *quality control, quality assurance and quality improvement*.

Frequently are used the terms "**the quality control**" and "**quality assurance**", even as synonyms as they thought that have the same meaning, although these two expressions differ in their conceptual content. According to Albanian language dictionary, the word **control** has this meaning "Reviewing of once again work carefully in order to check in what condition is, how the work was actually performed, how have been resolved specific issues, to make shore whether it was accurate conclusion reached and to draw outcomes for the certain purposes; careful review of the facts, documents of the

²⁰Group of authors, Instruments for Quality Assurance in EDC in schools, organizations Educational, Scientific and Cultural United Nations, 2005, pg.30.

situation, etc. in order to expose the truth.”²¹So, through control we can receive information about how is the situation of educational institutions in terms of quality of performance, examining carefully all the documents that disposes the institution to expose the factual situation. While the word "insurance" means the action to ensure the quality, in this case the quality of educational institutions and teachers.

In quality control, we mean maintaining standards set by MEST, not improve them. Quality control as a foothold has techniques and daily activities that are used to fulfill the quality requirements by regulating the performance of teachers.

While, **quality assurance is** reached by a certain rule, planned and systematic necessary to ensure confidence that teacher will fulfill specified requirements for quality.

Improving the quality includes all activities that may cause a change in the beneficiary performance and quality of educational institutions and teachers. It is a process of changing procedures, processes and performance through monitoring, evaluation, analysis and corrective actions.²² Thus, through control, the quality assurance and improvement will create conditions that will enable us to use a fair trial. Will provide support for the implementation of the strategies and, in the spirit of cooperation, will monitor the performance of teaching and educational institution with the purpose of increasing quality.

In order to increase effectiveness in school respectively in education, many countries have established quality assurance systems. We have several models from different countries, which have quality assurance systems which are efficient. These systems operate in effective way, they are logical / principled and interlinked.

²¹ Group of authors: Dictionary of Albanian language, ASHSH, Institute of Language and Literature. Tirana, 2006, pg.483.

²²Guide to further develop the quality system of external evaluation VET in Kosovo, ACA, Pristina, 2011, pg.6.

The system of quality assurance in education aims:²³

- In order that school to become key agent for quality assurance by creating mechanisms to realize the objectives;
- Strengthening and supporting the school for planning and decision making;
- Assists the school in decision making according to its planning and its development and supports them during the implementation process;
- In order to realize the vision and the national goals of education and national curricula, it interacts with schools by encouraging school development planning and evaluation of those methods and techniques that help create new ideas.
- Establishing effective instruments, instrument that can be used during the process self-assessment in order to improve working;
- Preparation of teachers through training by relying the needs and requirements;
- Assist schools in fulfilling national standards and to compare themselves with the standards at regional level, European or even wider;
- Establish or reforms the national agency that has an obligation to develop and implement a national security system.

5. Several from components of quality assurance system in Kosovo education.

Kosovo recent years has established quality assurance systems in education, or is currently developing many aspects of quality assurance system in education. Some of these components are:

²³Group of authors, Instruments for Quality Assurance in EDC in schools, organizations Educational, Scientific and Cultural United Nations, 2005, pg.32.

common regulation:²⁴ MEST approves licenses programs and institutions that contribute to the concepts, national curricula's and professional standards; The external evaluation of VET schools through professional and administrative inspections by the inspection department of MEST; Quality Assurance Center Enabling Professional LSW and mobile centers by the professional division LSW; Internal evaluation of schools through the experience recently introduced of self-assessment; Tests and external exams specially Secondary school graduation and standardized tests after 9th grade; Role of quality assurance Standards and Assessment Office in MPMS; Approval of VET qualifications and accreditation of institutions that develop, evaluate and provide training; The development of the National Qualifications Framework (NQF); The collection of statistical data from the units of Education Management Information (EMIS); The role of municipalities according to the law for supervision and inspection of the education process according to the guidelines established by the MEST and other areas that affect the quality of VET providers; The inclusion of the participating parties through QNA's.

Therefore, the existing components are not 'systematic' and there is a tendency to develop discrete areas without sufficient attention to impact on other areas. More important, perhaps systematic error seems to be adapted to the philosophy and spirit of modern approaches to management and quality improvement. This will become especially evident when becomes use of the self-assessment in the practice of education and training providers, unless access is reflected in changes of the inspectorate, or parties such as (EMIS) in MEST.

²⁴ Guide to further development of quality system of external evaluation of VET in Kosovo, ACA, Pristina, 2011, pg.9.

5.1. The situation of education in Kosovo in relation to external quality assurance of VET

Key institutions with responsibilities, in one aspect or another for external quality assurance of VET are:²⁵

- ❖ **MEST:** Currently has direct responsibility for the quality of VET in schools, including schools that offer training in both the agricultural sector, which in other countries would be supported by the Ministry of Agriculture. MEST is responsible for the licensing and regulation of schools, and the Inspectorate is under Department of MEST. Other divisions of MEST have direct responsibility for quality assurance, for example the Office of Standards and Assessment in MEST which deals with evaluating the quality of Secondary school graduation, and Information of the Management Unit of Education which is responsible for the collection and compilation of statistical information.
- ❖ **MUNICIPALITIES:** The Role of Municipalities in terms of quality assurance has expanded significantly, after the approval of the Law on Education in the Municipalities of Kosovo in 2008. Municipalities have responsibility for quality issues such as the "monitoring and reporting on students' educational and social advancement of the parents and responsible authorities as it is provided by law and 'monitoring and reporting and operations management education in municipalities', and 'supervision and inspection of the education process according to the guidelines established by the MEST,' as well as competencies regard to the field accompanying as registration and licensing of educational institutions, recruitment, payment of salaries and training of education instructors and administrators.

²⁵ Guide for further development of quality system for external assessment in VET Kosovo, ACA, Pristina, 2011, pg.10.

6. Conclusion

Quality assurance in education through teacher performance TLA, should be understood as a process that helps us continually see clearly the reality of the current quality of education, teacher performance and educational institutions in general.

To ensure the quality of education we should establish visions, *what we want* and a clear picture of the quality in reality, *where we are* about what we *want to achieve*. In this context "*supervision, monitoring and evaluation of teacher performance*" not only performed to obtain information on the actual situation of teaching level. But, to expand capacity, mechanisms, instruments, to produce the results that we really want them to achieve for the purpose of quality assurance in education.

Through the supervision, monitoring and evaluation, would not only guaranteed increased quality of education, but we will achieve:

- To ensure reliable and relevant information on the situation in the classrooms and in educational institutions of Kosovo;
- To develop criteria, appropriate mechanisms and instruments for supervision, monitoring and continuous evaluation of the quality of teachers;
- To ensure procedures and systematic approach to the TLA;
- To create a positive image for the teacher and increase accountability to the public education system;
- To ascertain the competence, skills and teaching practices in the classroom;
- To support the improvement of educational institutions in general and in particular the professional development of teachers, ;

- Identification of good behavior and professional practices (as in teaching, and maintenance of pedagogical documentation, etc.);
- Data collection from diverse sources, including direct observation, interviewing and consultation.

Quality in education could be achieved when we have interaction between actors responsible for the supervision, the monitoring and the evaluation of teachers' performance. Quality assurance in education is achieved when external evaluation of VET schools is performed through administrative and professional inspections by the inspection department of the MEST, by a team prepared in a professional manner. In case when applied internal evaluation of schools through the experience presented in recent years. Role of adequate quality assurance of Office for Standards and Assessment in MPMS, grows and is functional. In situation when the municipalities according to the law for supervision and inspection of the education process according to guidelines established by the MEST and other areas which affect the quality of VET providers, will coordinate all those actions with the above mentioned institutions.

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