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Teachers' Opinion about Implementation of the Professional Standard: Results of Sociological Research

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The article addresses some aspects of readiness of the pedagogical community for introduction of the occupational standard. Based on the data from the questionnaire survey carried out among the teachers of educational organizations in all federal districts of the Russian Federation (1000 people), the level of teacher awareness of the Occupational Standard and their attitude to its introduction was assessed. It is noted that the teacher awareness level is not high enough, though

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introduction of the Occupational Standard is soon to come. In particular, the research has shown that by no means all teachers have reviewed the document, and the majority of the respondents who stated they had studied the Standard had trouble picturing what information it contained. In general, the respondents to the survey favor the introduction of the Occupational Standard, though some teachers fear that it will cause possible bureaucratic burden on them.

Keywords: Occupational standard for teaching staff; awareness, labor activity group; required teacher skills and knowledge; professional community.

According to para.1 of Decree of the President of the Russian Federation No. 597 "On Measures for Implementation of the State Social Policy" dated 7.05.2012, at least 800 occupational standards were to have been developed and approved by 2015. In the international practice, the occupational standard that defines the requirements to employee qualifications, which may be imposed on them in the course of their occupational activity, is the mechanism of coordination of supply and demand in the labor market.

The Occupational Standard for Teaching Staff is considered to become the basis for teacher education analysis and renewal, for regulation of employment relations (requirements to employees), for teaching staff review, for certification and awarding [9].

The Occupational Standard for Teaching Staff was approved by Order of the Ministry of Labor of the Russian Federation No. 544H "On Approval of the Teacher (Teaching Activity in Preschool, Primary General, Basic General, Secondary General Education) (Educator, Mentor) Occupational Standard" dated 18.10.2013 [10]. The initial plans for introduction of the Occupational Standard since 1 January 2015 were adjusted; compulsory introduction of the Occupational Standard was moved to 1 January 2017 at instigation of the Ministry of Education and Science and the Ministry of Labor of the Russian Federation. The Ministry of Education and Science focuses on gradual and consecutive transition of the educational institutions to implementation of the Occupational Standard, which "... will be introduced when completed" and "... shall not become unexpected for teachers" [11]. This approach is also supported by a number of researchers: gradual introduction of the Professional Standard will provide for preparation of the pedagogic community to new requirements, will promote constructive discussion of the basic issues [3; 4; 5], coordination of the system for professional training with the Occupational Standard [6].

Introduction of the occupational standards governing the activities of teachers, is characteristic of the policies of almost all developed [2; 19; 22] and some developing countries. Regulation of the basic requirements is associated with a trend towards professionalization of pedagogical activity and the increasing role of teachers themselves in regulation of the occupational issues [for details see: 13; 14; 15; 16; 17]. According to the article of the Australian researcher K. Tuimanuana [19], formation, development, implementation and further interpretation of the occupational standards for teaching staff takes place within the four dominant discourses, which are typical for the Russian reality as well:

- 1) Commonsense Discourse associated with a so-called technocratic approach to educational policy. Here, a "standard of occupation" is considered to be a golden standard whose certain criteria matching determines whether a teacher is a professional [12]. The discussions in this discourse are often accompanied by the terms "accountability", "performance indicators", etc. As will be shown below, the concerns of teachers about the introduction of the occupational standard are associated with formalization of teacher's activity, enhancement of external control and increase in the number of criteria required for performance review;
- 2) Professionalization and Quality Discourse does not refer to evaluation of the current teacher activity but rather sets objectives for professional development, some planks to be achieved [19, p. 75]. It is this discourse that has shaped the domestic occupational standard for teaching staff. This approach defines both the vectors of development of future teachers [1] and the requirements to improvement of teacher qualification [7] and development of teacher expertise [8];

- 3) Managerialism/Performativity Discourse reviews teacher activity in the economic aspect whereby teacher achievements are estimated through student performance; school is reviewed as a business structure [20; 21]. This trend is partially pertinent to the Russian reality;
- 4) Strategic Maneuvering Discourse defines the relationship between teachers and occupational standards as an adaptation to certain rules, which are not always incorporated by the pedagogic community. The authors suggest that this discourse is dominant in the minds of teachers, but this hypothesis requires checking.

It shall be mentioned that the examples of all four discourses functioning can be found in the national educational system. It prioritizes the necessity to investigate readiness and attitude of teachers to introduction of the Occupational Standard that has become one of the objectives of the social research held by Moscow State University of Psychology and Education jointly with Levada-Center in April 2016. The questionnaire survey was conducted based on a three-stage stratified probability sampling in all federal districts of the Russian Federation. The sampled population amounted to 1000 teachers from public and municipal educational institutions. Subject teachers of different specialties and elementary school teachers were engaged in the survey.

Readiness of the pedagogical community for introduction of the occupational standards was analyzed in the following aspects:

- teacher awareness of the Occupational Standard;
- teacher attitude to the Occupational Standard.

Teacher Awareness of the Occupational Standard

Given that the debate on the introduction of the occupational standard in the pedagogical community have been held for several years now, and the Standard itself was approved almost three years ago (in 2013), we can assume that teachers have had time to study the document, and are well-versed in its contents.

This hypothesis is only partly confirmed by the results of the above survey. The awareness of teachers about the Occupational Standard can be rather assessed as insufficient. According to the declaration, 15% of the survey participants have thoroughly studied the Occupational Standard for teaching staff, and a little over a half (53%) of respondents have read the document for general information (Fig. 1). Thus, the total number of respondents who are quite familiar with the contents of the Occupational Standard accounts for 68%. But, as will be shown below, the teachers tend to exaggerate their level of knowledge in this document.

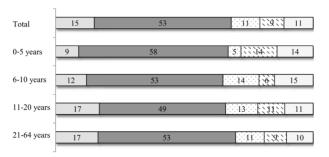
One-fifth of the teachers acknowledged that they studied the Occupational Standard only by either becoming tenuously familiar with it ("by looking through it") — 11%, or by getting information from their colleagues or the media — 9%. 11% of the respondents to the survey know almost nothing about the contents of this document. This value is rather high taking into account that switching to activity in the conditions of the Occupational Standard is expected in the nearest future.

According to the survey results, the teachers who have worked at school for over 10 years know the Occupational Standard better (fig. 1) — among these, the percent of teachers who have thoroughly studied this document is higher, and the percent of those not familiar with the contents of the Occupational Standard is lower.

To determine the level of teacher awareness of the Occupational Standard, they were are asked not only to assess their awareness of it, but also to demonstrate knowledge of its contents. On this purpose, the respondents were given a list of 10 different requirements, labor activity groups, etc. and so on, with half of these being actually present in the text of the approved occupational standard for teaching staff. A teacher had to choose from this list only those variants that, in their opinion, are contained in the occupational standard for teaching staff.

Based on the analysis of the obtained data, we can make a conclusion that the respondents to the survey are not sufficiently familiar with the contents of the Occupational Standard for Teaching Staff, besides the above is also true for those respondents who, according to their statements, had thoroughly studied the document.

Fig. 2 shows the arrangement of respondents' answers to the question: "Remember, please, what kind of information is contained in the Occupational Standard for Teaching Staff?" Although, in general, the response options that



- Thoroughly studied this document
- Read the document for general information
- "Looked through" it, became tenuously familiar with it
- Did not read it but heard of the contents of the document from the director/colleagues/friends/acquaintances/media, etc.
- Know almost nothing of the contents of this document

Fig. 1. Classification of Teachers by the Level of Techer's Knowledge in the Occupational Standard Dependingon the Employment Experience in the Occupation, in %

are "correct" were chosen by the respondents to the survey more often, the percent of survey participants who included in the Occupational Standard for Teaching Staff the information, which is not contained in this document, is also significant. This is primarily true for such variants as "Requirements to data collection for internal and external audit of teacher compli-

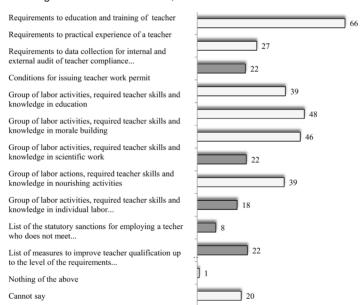


Fig. 2. Classification of teachers according to the level of their knowledge in the contents of the Occupational Standard¹, in %

¹ Gray color indicates those options that are absent in the text of the Standard.

ance with the Occupational Standard", "Group of labor activities, required teacher skills and knowledge in research activities" and "List of measures to improve teacher qualification up to the level of the requirements of the Occupational Standard" — 22% of respondents each. A little more rarely, the respondents supplemented the Occupational Standard for Teaching Staff with a "group of labor activities, required teacher skills and knowledge in their individual occupational practice" — 18%. And only a small part of respondents (8%) believe that the Occupational Standard for Teaching Staff contains the "list of the statutory sanctions for employing a teacher who does not meet the Occupational Standard."

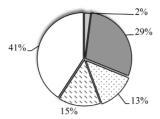
The performed analysis showed that the options that are not actually contained in the Occupational Standard were chosen both by the teachers who "read the document for general information" and by those who "have thoroughly studied the document" (Table). Besides, in some cases, most errors were made by the respondents who stated that they had thoroughly studied the Occupational Standard. Most often, the teachers who declared good knowledge in the Occupational Standard were wrong choosing two options. This was the "group of labor actions, required teacher skills and knowledge in scientific work" - 31% of respondents who had thoroughly studied this document and 25% of those who had read it for general information think this information is present in the Occupational Standard. As well as "Requirements to data collection for internal and external audit of teacher compliance with the Occupational Standard" — 30% and 24%, respectively.

It is worth noting that every fifth survey participant cold not answer the question on the information contained in the Occupational Standard for Teaching Staff by choosing the "Cannot say" option (fig. 2). These are mainly the teachers who have admitted they knew almost nothing of the contents of this document — 41% (fig. 3), though the percent among those who had read it for general information was also high — 29%. Evidently, the respondents from this group were not very earnest while answering the question "How well are you familiar with the Occupational Standard for Teaching Staff?" as they would have remembered the main provisions of this document if they had read the Occupational Standard including for general information. The teachers whose pedagogical work experience is less than 5 years (25%) could not answer the question on the contents of the Occupational Standard more often compared to the average values in the sampled population.

To raise teacher awareness of the Occupational Standard the site "ΠΡΟΦCΤΑΗДΑΡΤ-ΠΕДΑΓΟΓΑ.ΡΦ" was created. This site presents both legal and scientific-methodical materials on the Occupational Standard for Teaching Staff and the results of testing and implementation of the Standard at the regional internship sites. It is logical to assume that in the conditions of widespread implementation of the Occupational Standard for Teaching Staff in the near future, this site must be in demand in the professional community. But

Table
Distribution of the Teachers who have "Thoroughly Studied" and "Read for General
Information" the Occupational Standard by frequency of "wrong" answer selection, in %

Information on the contents of the Occupational Standard	Thoroughly studied the document	Read the document for general information
Requirements to data collection for internal and external audit of teacher compliance with the Occupational Standard	30%	24%
Group of labor activities, required teacher skills and knowledge in scientific work	31%	25%
Group of labor activities, required teacher skills and knowledge in their individual occupational practice	20%	22%
List of the statutory sanctions for employing a teacher who does not meet the Occupational Standard	10%	9%
List of measures to improve teacher qualification up to the level of the requirements of the Occupational Standard	23%	28%



- Thoroughly studied this document
- Read the document for general information
- "Looked through" it, became tenuously familiar with it
- Did not read it but heard of the contents of the document from the director/colleagues/friends/acquaintances/media, etc.
- ☐ Know almost nothing of the contents of this document

Fig. 3. Distribution of the teachers who suffered difficulties answering the question on the information contained the Occupational Standard of Teaching Staff, by the declared level of their knowledge in the document, in %

the survey results show that this is not exactly true. Almost half (49%) of the respondents do not know that the site exists (Fig. 4), and therefore, they cannot use it as an information source.

Expectedly, the percent of teachers who know about the site "ПРОФСТАНДАРТПЕДАГОГА. PФ" is higher among those who have "thoroughly studied the document" — 81% (Fig. 4.). The survey results showed that the lower respondents rated their level of familiarity with the Occupational Standard, the less likely they were to be

aware of the specialized information site. Thus, only 12% of the survey participants who admitted they knew almost nothing of the contents of the standard stated they were familiar with this site.

It should be emphasized that teacher awareness of the site "ПРОФСТАНДАРТПЕДАГОГА. PФ" increases with increase in their professional experience (Fig. 5).

Examination of data on this issue at the regional level shows that the lowest percentage of respondents who know about the site "ПРОФСТАНДАРТ-

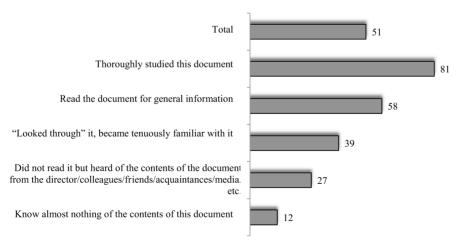


Fig. 4. Distribution of the teachers familiar with the special site "ПРОФСТАНДАРТПЕДАГОГА.РФ, by the declared level of knowledge in the Occupational Standard of Teaching Staff, in %

ПЕДАГОГА.РФ" is in the North Caucasus Federal District (38%), the highest percentage is in the Ural and Southern Federal Districts (62% each).

Teacher Attitude to the Occupational Standard

The adoption of the Occupational Standard for Teaching Staff was preceded by hot discussions when the representatives of the pedagogical community showed ambiguous attitude to the Standard, expressed doubts about the rationale for its introduction. One of the research objectives was to determine the attitude of teachers to the Occupational Standard for Teaching Staff.

In general, teachers treat introduction of the standard positively— 78% of the respondents stated it with various levels of certainty, though there is some doubt in the answers of the majority (68%) — "more probably positively". (Fig. 6).

Only 3% of the respondents stated their "unconditionally negative" attitude to the Occupational Standard.

According to the research results, there is a dependency of the attitude to the Occupational Standard on the level of knowledge in this document. A more positive perception of the standard is demonstrated by the teachers who have "thoroughly studied" it (every fourth teacher of the group treats it "unconditionally positively", and the total number of those who are not ready to accept the Occupational Standard is 13%) (Fig. 7). The respondents who have become tenuously familiar with the document or heard of it from their colleagues, friends and acquaintances treat the Standard with more suspicion. Among the survey participants who knew almost nothing about the contents of the document, those who treat is "unconditionally negatively" (10%) and those who could not tell their attitude to the Standard (15%) accounted for the highest proportion.

Based on respondents' evaluation of the Occupational Standard for Teaching Staff, the indices were calculated as the difference between percent of positive and negative answers. To



Fig. 5. Distribution of the teachers familiar with the special site "ПРОФСТАНДАРТПЕДАГОГА.РФ" depending on the work experience in the occupation, in %

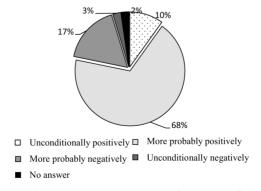


Fig. 6. Attitude of teachers to introduction of the Occupational Standard, in %

avoid negative index values, 100 was added to the difference.

The data presented in Fig. 8 show that teacher opinions on five out of seven judgments proposed for assessment are significantly inconsistent. This applies primarily to the judgments whose indices are in the range from 100.1 to 108.5. The lower the index is, the smaller the difference between total proportions of positive and

negative ratings is. The figure clearly shows that, for example, for the judgment "The Occupational Standard will improve quality of education", the opinions of those who support this point of view and of those who do not agree with it are almost equally divided. When interpreting the data, the indices reflecting the positions of teachers with different work experience in the occupation may be food for thought. In general, the teachers who

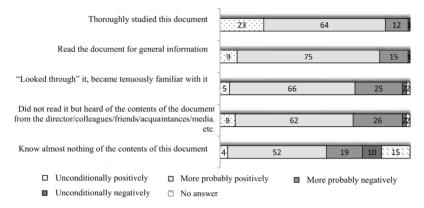


Fig. 7. Attitude of teachers to introduction of the Occupational Standard depending on the level of knowledge in this document, in %

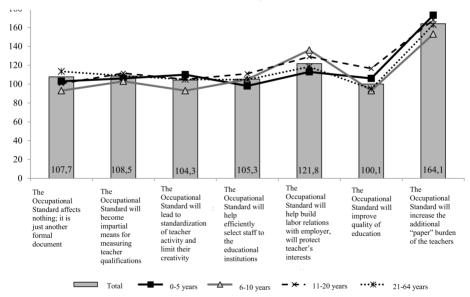


Fig. 8. Indices of teacher attitude to introduction of the Occupational Standard depending on work experience in the occupation, in %

have worked at school during 6 to 10 years are the most loyal to the Standard.

While evaluating the judgement "The Occupational Standard will increase the additional "paper" burden of the teachers", the attitude of the respondents to the survey was clearer — the cumulative proportions of teachers who agree with this are significantly higher than those who adhere to the opposite point of view.

At the All-Russian Congress of participants of approbation and implementation of the Occupational Standard for Teaching Staff (10—13 November 2015), the Minister of Education and Science of the Russian Federation Dmitry Livanov mentioned that standardization caused by introduction of the Occupational Standard for Teaching Staff shall not lead to an increase in the bureaucratic work and the "paper" burden of teachers [2].

Meanwhile, the vast majority of teachers (81%) fear that implementation of the Occupational Standard will increase the additional "paper" burden (and 43% expressed complete agreement with the judgment).

As already mentioned above, the Occupational Standard is to be implemented when the professional education community is ready. Are schools currently ready, according to the research participants, to work following the Occupational Standard?

More than half of the respondents (55%) believe that the schools where they teach, are, in general, ready for introduction of the Occupational Standard (9% stated it with a high degree of certainty) (Fig. 9). Although this index can hardly be regarded as sufficient for switching to work with the Occupational Standard for Teaching Staff implemented.

Every fourth respondent could not assess whether their school was ready for introduction of the Occupational Standard for Teaching Staff. Expectedly, the teachers tenuously familiar with the contents of the Occupational Standard had difficulties with assessing more often. Among those who know almost nothing about the contents of this document, the option "cannot answer" was chosen by 60% of the respondents, while among those who have thoroughly studied the standard — by 15%.

As you can see, the highest percentage of teachers who failed to assess readiness of

their schools to introduction of the Occupational Standard is in the North Caucasus and Far Eastern districts. In these, the largest proportion of respondents admitted that they knew almost nothing of the contents of the document: in the North Caucasus region — 22%, in the Far East region — 27%. It should be noted that in these same districts, the respondents stated readiness of their schools to introduction of the Occupational Standard less often compared to the average values in the sampled population.

The total percentages of respondents who believe that their schools are not ready for the introduction of the Standard in various districts lie in the range between 14% and 23% (Fig. 9). Only in four districts, the respondents to the survey chose the answer "Completely not ready"; teachers of the Southern Federal District did it most often (10%).

Summing up the results of the above analysis, we can make a conclusion that not all the teachers got familiar with this document, and among the respondents who claimed to have studied the Standard, the majority has trouble picturing what information is contained in it. It is important to mention that implementation of the Occupational Standard is soon to come.

The use of "options-traps" in the question about the contents of the Occupational Standard for Teaching Staff allowed to reveal that teachers tend to overestimate their knowledge of this document. It should be noted that about half of the respondents know about the specialized site "ПРОФ-СТАНДАРТПЕДАГОГА.РФ" oriented at improving teachers' awareness of the Standard, know about half of the respondents, and the possibilities of this electronic resource are not currently used in full.

The findings suggest that, in general, the attitude of the respondents to the introduction of the Occupational Standard is positive, although some teachers fear that additional "paper" burden of teachers will increase.

Based on the obtained data, we can state that the educational policy currently pursued by the state and aimed at the gradual introduction of the Occupational Standard, will contribute to its more effective implementation. This also applies to modernization of teacher education and improvement of teacher certification procedures, and building of relationships with employers (in-

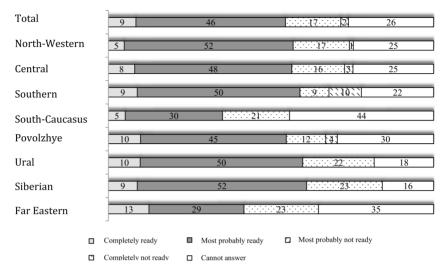


Fig. 9. Distribution of teachers' opinions on readiness of schools to introduction of the Occupational Standard for Teaching Staff depending on the region, in %

cluding in the framework of assessing the effectiveness of a new remuneration system), etc.

This educational policy is consistent with the best international practices. Thus, Australia that was one of the last to introduce the occupational standard based on the experience of other countries, spent 3—4 years after standard development to raise awareness of the professional community, to collect comments on the contents of the standard, etc. [19]. It allowed to make the professional community a co-author of the occupational standard, to enhance loyalty towards it on the part of teachers.

An important peculiarity of the Russian occupational community lies in its non-structuredness in the issues of occupational activities. That is, the trade unions that exist in the field of education protect labor rights of employees but do not deal with the essence of the occupational activities. For these purposes, professional associations [14; 15] that are active players on the field of educational policy are established in many countries. They express

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their point of view regarding the standards, examples, quality of occupational activities and support the occupational standards and procedures associated with them. According to the study, the professional community is guite ready for creation of the All-Russian Association of Teachers whose aim will be to organize conditions for professional development of teachers and achievement of the Occupational Standard requirements: this idea is supported by 45% of the surveyed teachers. In Russia, there is currently no professional association that would deal with the issues of quality of the pedagogical activity. Establishing of such organization would be in demand as a large group of teachers is already supporting this idea, but the proportion of those who have not made up their minds (37% of the surveyed teachers could not express their attitude to this initiative) shows that implementation of the Occupational Standard would be more successful if appropriate explanatory work on implementation purposes was carried out.

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Готовность педагогов к введению профессионального стандарта: результаты социологического исследования

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В статье рассматриваются некоторые аспекты готовности педагогического сообщества к введению профессионального стандарта. На основе данных анкетного опроса, проведенного среди педагогов общеобразовательных организаций во всех федеральных округах Российской Федерации (1000 человек), оценивается уровень информированности педагогов о профстандарте, а также отношение к его внедрению. Отмечается, что уровень информированности педагогов о нем недостаточно высок, хотя до его введения остается совсем немного времени. В частности, исследование показало, что далеко не все педагоги познакомились с этим документом, а среди респондентов, утверждавших, что изучали стандарт, значительная часть плохо представляют, какая информация содержится в нем. В целом, участники опроса позитивно относятся к введению профстандарта, хотя среди педагогов присутствуют опасения, что бюрократическая нагрузка на них может возрасти.

Ключевые слова: профессиональный стандарт педагога; информированность; группа трудовых действий, необходимых умений и знаний педагога; профессиональное сообщество.

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