

# MONITORING PRIVATE TUTORING IN SECONDARY SCHOOLS

National study – Bosnia and Herzegovina

This research and report were financed by the Open Society Fund – Bosnia and Herzegovina.

Based on the research, the report was produced by proMENTE, the association for psychological research and practice.

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## 1 EXECUTIVE SUMMARY

- Private tutoring, which is the subject of this research, represents an additional form of education where a person receiving private tutoring is being tutored in a school/academic subject by a person/tutor where the tutor realizes financial gain.
- The main goal of this research was to investigate problems related to private tutoring in the specific BH context.
- The reasons for why private tutoring is an important phenomenon in Bosnia and Herzegovina are of a cultural and economic nature, and also a function of the educational process itself.
- Out of 972 respondents who were asked if they had received private tutoring 311 (32%) gave a positive answer, which means that around 32% children in Secondary Schools receive private tutoring.
- Out of total number of respondents who have received private tutoring 260 (84%) received tutoring in only one subject, 35 (11%) in two subjects, and 16 (5%) in three or more subjects.
- Out of the total number of respondents who had tutoring 65% were girls and 35% boys.
- Students who attend more attractive Universities have considerably more tutoring (34%) compared to the students from the less attractive Universities (26%).
- Students who partially or entirely finance their studies have more tutoring than the students whose studying is financed by the state
- The users of private tutoring are mainly pupils from families with average or higher income.
- Children whose mothers have a higher level of education use tutoring more compared to those whose mothers have lower level of education.
- The respondents' answers suggest that the phenomenon of teachers/professors who are employed in formal educational process and give private tutoring to students is prominent in Bosnia and Herzegovina.
- Out of the total number of pupils from Sarajevo 8% had tutoring from their subject teacher, whilst in smaller towns and places 22% had tutoring from their subject teachers.
- The majority of students (66% out of the total number of respondents) had tutoring in Maths.
- Tutoring is usually taken periodically, either throughout the whole year or during the summer holidays, mainly before tests and final exams.

- The cost of tutoring with Secondary School professors and students ranges between 10 and 20 KM per 90 minutes (the duration of two school lessons), while University lecturers charge even more.
- On average, final year Secondary School students spend around 270 KM (140 Euros) for private tutoring.
- Out of the total number of surveyed students who were asked if they had tutoring for University entrance exam, 47% gave a positive answer.
- Universities that had organized tutoring for candidates and those which could be called “more demanding” Universities are those whose students had most tutoring.
- Students who did not attend tutoring sessions at Universities mostly attended tutoring organized by Secondary Schools.
- In the majority of cases, Secondary School pupils have tutoring in order to master the subject matter they had not understood (Table 5).
- Students mainly have tutoring for University entrance exams in order to get and master the knowledge needed for the successful sitting of the entrance exam.
- From the research results it is obvious that private tutoring in Secondary Schools represents a very significant additional form of education and a lucrative business which is expanding.
- Private tutoring is closely related to the quality of teaching. On one hand, the (poor) quality of teaching is the cause, and on the other, the change in the quality of teaching is the consequence of private tutoring.
- Private tutoring organized in this informal way, such as is the case in Bosnia and Herzegovina at the moment, represents direct support to the grey economy.
- It is obvious that pupils and parents recognize the need for additional education and are ready to pay for it. However, that additional tutoring should be legalized and formalized, and payment should be made through the official financial channels and be registered as additional profit of the individuals who work as tutors.
- Private tutoring is a phenomenon which has existed for decades now. BH government officials, although informally familiar with the existence of the phenomenon, do not have an official stand. Based on answers by the officials from the Federal Ministry for Education, Science, Culture and Sport, it is obvious they have not been dealing with the issue of private tutoring, its causes and consequences in a constructive way.
- Based on the data from the IIEP (International Institute for Educational Planning) report by Mark Bray, private tutoring is not a new phenomenon elsewhere in the world. It has existed

for decades both in developed and in the developing countries, and the governments' official stands range from ignoring the problem, complete banning, recognition and regulation of private tutoring to the active supporting of tutoring.

- Maths is the most common subject pupils have tutoring is a fact replicated in other countries.
- Based on practice from other countries it is possible to define three alternative solutions:
- Complete banning of private tutoring
- Recognition and regulation of private tutoring
- Opening Centers for additional education (tutoring)
- Regardless which solution is considered, each of them include:
- Forbidding tutoring to pupils by the same teacher/professor engaged in their formal education
- Increasing the quality of the formal educational process

# 1 INTRODUCTION

This national research represents a part of international research on using private tutoring, its prevalence, characteristics, causes and consequences, as a form of additional education in Secondary Schools and as a way of preparing for University entrance exams.

→ Private tutoring, which is the subject of this research, represents an additional form of education where a person having private tutoring is being tutored in school/academic subjects by a person/tutor where the tutor obtains financial gain.

Therefore, the subject of this research is private tutoring as an additional paid education in one or more subjects that a pupil has in his/her formal education.

Private tutoring probably helps the pupils achieve better success at school or University, or parents would not pay for these services. However, considering that private tutoring is paid, this service is only available to those who can pay for it. This way, the children from lower social and economic classes are not able to have private tutoring, which, in the formal system, can put them in an unequal position to the children who are able to pay private tutoring and thus achieve better success at school.

Private tutoring in Bosnia and Herzegovina is not legalized nor is there any formal way of private tutoring as an additional form of education for pupils or students (private or state Centers for tutoring or the like). The money earned by tutors through private tutoring, which is their additional source of income, is not registered or taxed.

Since private tutoring is not legalized, that is, it is not an organized form of education (either formal or informal), it is not possible to monitor it and to evaluate the success of private tutoring. The main criteria for determining the success of tutoring is a better mark at school and the subjective assessment by the person who used the services on whether they gained more knowledge in a certain subject. Therefore, there are no developed methods of measuring what the users learn and which didactic methods are used in tutoring.

An important issue with private tutoring is related to the people who provide it. Considering there is no official regulation and control, a tutor can be anyone who considers himself/herself competent. This includes teachers/professors employed in the formal educational system i.e. teachers in Secondary Schools or University professors. Schools and universities most often do not have a

written document forbidding provision of private tutoring to their own pupils or students, nor the ones at other schools or universities. Even if there is a decision, at the school level, that professors are forbidden to give private tutoring to the pupils of that school, it does not include pupils from other schools. Also, there are no mechanisms to monitor whether such an activity is happening despite the ban. School management, as a rule, relies on professors' personal ethical standards to stop them from abusing their position and creating a situation that would force pupils to have extra tutoring in order to get a satisfactory mark. This is a form of corruption in Secondary Schools.

Another issue connected to private tutoring is related to its impact on the quality of teaching in formal educational institutions. It is a fact that pupils' abilities vary and that some might need additional lessons in order to master the basics of a subject. On the other hand, the curricula should be designed so that a pupil of an average ability can master the basics in the course of the regular educational process. If the number of pupils who need private tutoring is big, that is, bigger than the number of pupils in the population for whom it can be expected to need additional lessons, the following question can be posed: "What is the quality of the educational process itself?" On the other hand, if a large percentage of pupils take private tutoring in a certain subject, the question is how that fact influences the dynamics of the educational process?

## 2.1 Goals and Tasks of the Research

As described in introduction, private tutoring poses a complex problem as it includes issues of equality of pupils, corruption in the educational system and grey economy, as well as the issue of ethics of the people employed in the educational process.

→ This is why the main goal of this research was to investigate the problems related to private tutoring in the specific BH context.

In accordance with the goal of the research, the tasks of the research were to identify and describe:

- Prevalence of taking private tutoring in Secondary Schools in Bosnia and Herzegovina
- Characteristics of the users and providers of private tutoring in Secondary Schools
- Characteristics of tutoring for University entrance exams
- Reasons for not taking private tutoring in Secondary Schools and tutoring for University entrance exams

- Legal structure governing, and regulations related to private tutoring
- Impact of private tutoring on the educational system, society and economy

## **2.2 Research Methodology**

The research was designed as explorative and descriptive, and it included the gathering of quantitative and qualitative data.

### **2.2.1 Respondents in the Research**

#### **2.2.1.1 Respondents in Gathering quantitative Data**

1007 first-year University of Sarajevo students participated in the research. University in Sarajevo is a public institution financed from the budget of the Canton Sarajevo, which means that all the respondents in the research are the students of a state-financed institution. The reason it was decided that only the students of one University participate in the research is the fact that students from the territory of the whole of Bosnia and Herzegovina study at the University of Sarajevo, as the oldest University in Bosnia and Herzegovina while other universities are attended mostly by the students from regions where universities are located.

University of Sarajevo students can be divided into three groups:

- Students who study according to the system of full-time studies and do not pay for their schooling
- Students who study according to the parallel system of studies – this is full-time studying, but the student is partially financed by the state and partially finances the studies him/herself
- Students who study according to the part-time system – these are the students who fully finance their studies and are not obliged to attend regular education. For these students teaching is mostly organized once a month on weekends.

Part-time studying is not allowed at the following faculties that were involved in the research: Medical, Pharmaceutical, Electro-Technical, Civil Engineering and Transport, because it is considered that a student cannot be a competent professional in the chosen area if he/she

does not attend lessons and training. Other faculties allow part-time studies. All faculties allow the parallel system of studies.

Annex 6.1, Table 1 gives an overview of number of students according to sex and faculty.

Out of the total number of respondents, around 50% completed Secondary School in Sarajevo, while 50% of the respondents come from other towns in Bosnia and Herzegovina. Annex 6.1, Table 2 gives an overview of respondents according to the place and time of completing Secondary School and the type of Secondary School they completed.

#### **2.2.1.2 Respondents in Gathering quantitative Data**

In order to describe the phenomenon of private tutoring as comprehensively as possible, the following interviews were undertaken within the research:

- An official from the Federal Ministry for Education, Science, Culture and Sport
- A long-term user of private tutoring,
- 2 psychologists employed in two Secondary Schools in Sarajevo, in a Grammar school and a Technical school respectively, a long-term tutor – student of the University in Sarajevo.
- An assistant lecturer at the School of Economy who is familiar with the process of entrance exams at the school

### **2.3 Instruments**

For gathering quantitative data a questionnaire designed by OSI was used, containing 36 questions grouped into 4 main groups:

- Social and demographic information on the participant
- Questions on the non-use of private tutoring in Secondary Schools, reasons for not using private tutoring, and the characteristics of private tutoring
- Questions on the non-use of private tutoring for University entrance exams, reasons for not using private tutoring, and the characteristics of private tutoring

- Opinions on private tutoring

For the interviews carried out for the purpose of gathering the quantitative data, a protocol with questions designed by the proMENTE team, according to the goals and tasks of the research, were used.

## **2.4 The Method of Gathering Data**

The survey was done in the period from 21/02/05 to 04/04/05 through cooperation of three organizations: OSI Bosnia and Herzegovina, proMENTE and the Student Union of the Sarajevo University. Before the survey itself, the OSI office sent a notification letter to all the faculties participating in the research. Upon notification, the proMENTE coordinator contacted all the vice-deans and acquired their permission for carrying out the survey, and the Student Union members, together with the coordinator, gathered information from the respondents. The survey was carried out through the method of group-lead work. All the first-year students of the faculty who actively attend lessons were in the group and who, at the time of survey, were at the lectures. Survey per group lasted around 20 minutes.

In the period between 15/03/05 and 30/03/05, the interviews with the psychologists, the tutor and the user of private tutoring were carried out. Interviews were done individually, and on average, interviews lasted 1 hour. A telephone interview was done with the official from the Federal Ministry for Education, Science, Culture and Sport.

All the quantitative data was entered in the database designed in SPSS, version 12.02, and the methods of univariant, bivariant and multivariant statistics were used for processing the data.

## **2.5 Research Limitations**

The basic limitation of the research is connected to the sample itself.

The sample comprised students, and not the pupils of Secondary Schools. Students represent a positively selected and homogenized sample, and considering that they were more motivated for achieving better results in Secondary School because of enrollment to

University, it is possible that in the Secondary School population the proportion of those who have private tutoring would be lower.

The sample consisted of students of only one University that candidates from the whole territory of Bosnia and Herzegovina apply for. Considering that the competition for enrollment to Universities in Sarajevo is stronger than in some smaller Universities, it is possible that the obtained results in the proportion of respondents who had private tutoring is bigger than they would be in a sample that would include students of other Universities.

Students who were at the faculty at the moment of survey were included in it. It can be assumed that part-time students, as well as certain number of full-time students were not present, which could influence the obtained results.

The research was directed exclusively to private tutoring in the final years of Secondary School and tutoring for University entrance exams and it does not allow generalization of data for using private tutoring in primary schools, lower grades of Secondary Schools, or tutoring received by students during the regular educational process at faculties.

### **3 DESCRIPTION OF THE PROBLEM**

#### **3.1 The Context and the Background of the Problem**

Bosnia and Herzegovina belongs to the group of post-socialist countries, which is going through very turbulent transitional times. Apart from switching to the new regime of social system and economy, Bosnia and Herzegovina had the misfortune that on its territory a four-year war was waged, which left horrible consequences on people, society as a whole and paralyzed the development of the economy that was improving at the same time in other post-socialist countries. As a result of the combination of events, the economy today is very underdeveloped, a large number of pre-war businesses were destroyed, and at the moment in Bosnia and Herzegovina, 40% of the population is officially unemployed. According to the World Bank research half of the unemployed works in the grey economy, that is, illegally. The average salary in the country is different from region to region and it ranges from 200 to 330 Euros which is mainly sufficient for covering only the basic living expenses. Bosnia and

Herzegovina is in 82<sup>nd</sup> place (out of 146) on the list of perception of corruption for 2004 with the index of perception of corruption of 3.1 made by Transparency International, which means that people think that corruption is very present in this country although they think that education is the area where corruption is the least pronounced<sup>1</sup>.

The Dayton Peace Agreement divided the state of Bosnia and Herzegovina into two entities: Federation of Bosnia and Herzegovina and the Republika Srpska, while the Arbitration Commission assigned the status of a separate district to the controversial territory around the town of Brcko, in the north of the country. The Federation of Bosnia and Herzegovina is divided into ten cantons. The Dayton Peace Agreement also defined the government competency in the area of education. All levels of educational system (from pre-school to high levels of education) are in the sole control of the cantonal governments in the Federation, the government of the Brcko District has sole control over educational institutions in the District, while the educational system in the Republika Srpska is centralized and organized at the entity level. Therefore, at the moment there are 12 educational systems in Bosnia and Herzegovina, which are completely separated from each other. There is little or no cooperation between them while at the state level there is not one centralized agency that can compile data from all the regions, systemize it and coordinate the work of government institutions at the lower levels of authorities. The European Commission initiated the formation of institutions that would introduce more order and coordination amongst Ministries for Education: Agency for Evaluation and Standards and the Agency for Curricula, which at this moment do not have any information related to private tutoring.

Private tutoring did not appear in the post-socialist period. It used to be one of the forms of informal education for the pupils who had difficulties in the regular educational process even before, but there was no research undertaken that would indicate its prevalence, causes and consequences. Private tutoring has always been recognized as a form of additional education, which can be concluded from ads published in the pre-war period, which offered the services of private tutoring.

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<sup>1</sup> Transparency International. Study of Perception of Corruption 2004. <http://www.ti.bih.org>

→ The reasons why private tutoring is an important occurrence in Bosnia and Herzegovina are cultural and economic in their nature, but also the nature of the educational process itself.

Although the spirit of collectivism was nurtured in Bosnia and Herzegovina in the socialist system, the motive for achievement was nurtured as an important characteristic in urban areas. Good marks in schools secured enrollment to more attractive faculties, considering that good Secondary School marks were one of the main criteria in entrance exams. Higher educational level has always ensured high social status and bigger material gain so that the pupils, especially those from urban areas, tried to have the best possible marks. Today, this statement has never been truer. In the preceding system the majority of people had guaranteed jobs immediately after completing professional or Secondary School, and today even a University degree is not a guarantee for employment. Employment Agency statistics however indicate that the least number of unemployed is amongst those who have higher or high qualifications, so that having higher or high education considerably increases the chance for employment. Naturally, out of the total number of points based on which the list of enrolled and un-enrolled to faculties 60% is made up of Secondary School marks which suggests the importance of achieving the best possible result in Secondary School. In accordance with this, investing in additional education in the form of private tutoring has its justification in the eyes of both pupils and parents.

The quality of educational process differs depending on the place the pupil is attending Secondary School. Usually the schools in big cities are more demanding and are thought of as more “difficult” than the schools in smaller towns, so the pupils in big cities take private tutoring in order to meet the demands of their teachers. On the other hand, pupils in smaller towns who intend to go to University take tutoring in order to improve their marks, but also to increase their knowledge in certain subjects, which they need at the University entrance exam.

Although Bosnia and Herzegovina is, at present, going through a period of intensive educational reform at all levels, more time will be needed to change the existing educational system, which is more teacher-oriented to the educational system that will be oriented

towards the pupils themselves. Emphasis is still not placed on the pupil's individual capacities and interests nor is it directed towards developing their capacities. Thus, in order to be optimally successful, the pupil has to understand and master knowledge and skills even in those subjects for which he/she may not possess the necessary interests or capacities. This is particularly true for the logical-mathematical capacity, which has long since taken the throne of the most important capacity.

A student from Sarajevo, who has been taking instructions since primary school:  
"Now in school, as opposed to before the war when you had to work, a professor says "Who wants to work, work, and others don't have to." In Secondary School they are of an opinion that you can go to crafts school if you are not able to understand assignments."

In the past (and also today), if there was more than 50% of pupils in a class who had problems in mastering subject matter, the subject teacher was obliged to organize so-called remedial courses in that subject. Remedial classes are held after the regular classes have finished, and they serve for the teacher to do additional work with pupils in order for them to understand and master subject matter planned in the curriculum. These remedial classes were not additionally paid for to the teacher but were included in his/her regular salary. According to the information obtained in interviews with psychologists, remedial classes used to be organized more before the war than is the case today. Considering they do not have additional incentive, teachers are not motivated to additionally engage in the formal teaching process and organize remedial classes. On the other hand, pupils who need remedial classes are usually stigmatized by other pupils and they consider attending remedial classes as shameful. This is why pupils themselves are not motivated for remedial classes, and it is much simpler, and better for them mentally, to take private tutoring about which their classmates do not need to find out.

The children of returnees who spend a certain period of their lives in other countries and have difficulties in understanding their mother tongue represent a separate population in Bosnia and Herzegovina. In addition, they began their schooling in different educational systems and find it quite difficult to adjust to the way of schooling in Bosnia and Herzegovina. They often have problems in schools not because of lack of capacities but because of not

being used to this system of schooling and they are forced to seek informal methods of education.

Salaries of the teaching staff also have an impact on the phenomenon and prevalence of private tutoring, especially when the tutor is the teacher him/herself employed in the formal educational process. Teachers mostly earn an average salary of the region where the school is located, which is sufficient only for basic living expenses; they often have unemployed family members who they have to support, which makes them opt for giving private tutoring. Since there are no systems for control, they can do it.

Private tutoring in Bosnia and Herzegovina has never been legalized, on the contrary, it is not sufficiently recognized as a phenomenon that official government institutions should pay attention to. Although the officials know of the existence of private tutoring, research into this phenomenon has never been conducted. This is the reason why there are no regulations concerning the licensing of the people who wish to provide private tutoring nor the methods of monitoring the successfulness of private tutoring.

## **3.2 Research Results**

### **3.2.1 Private Instructions in Secondary Schools**

- Out of 972 respondents who answered the question whether they take private tutoring, 311 (32%) answered affirmatively. Therefore, around 32% of children in Secondary Schools have private tutoring.
- Out of the total number of respondents who received private tutoring, 260 (84%) received tutoring in only one subject, 35 (11%) received tutoring in two subjects, and 16 (5%) in three or more subjects.

#### **3.2.1.1 Who are the Users of Private Tutoring**

- Out of the total number of respondents who had private tutoring 65% were girls, and 35% were boys.

Although these figures deviate from findings in other countries<sup>2</sup> according to which the difference according to sex is not significant (Malaysia, Egypt, Malta, Taiwan, Sri Lanka) or is significant on the side of boys (Kuwait) it can be explained in Bosnia and Herzegovina with the fact that parents find it quite important to educate their daughters because that gives them a chance for economic independence. During primary and secondary education, girls in Bosnia and Herzegovina on average are more motivated for studying and achieving better results than boys. Although there is no difference in the proportion of students according to the place of completing Secondary School and the level of attractiveness of the faculty (an equal number of students from all places study at more and less attractive faculties) the biggest number of students from smaller towns (with less than 100.000 inhabitants) take private tutoring (37% of total number of students who come from smaller towns), followed by the students from Sarajevo (31% of total number of students from Sarajevo), while the number of students from bigger towns and other places (villages, suburbs) compared to their reference group under 30%.

- Students who study at more attractive faculties receive considerably more private tutoring (34%) compared to the students from less attractive faculties (26%).
- Students who partially or fully finance their studies receive more tutoring than the students whose studies are financed by the state.

In relation to the type of Secondary School they completed, there is no significant difference in the number of students who take private tutoring. Both in Grammar schools and Technical and other types of schools the percentage of pupils who take private tutoring ranges between 30% and 32% compared to the total number of students who completed the same type of school. This percentage does not relate to three-year schools because there was only one student with the three-year school in the sample of surveyed pupils, which is to be expected because only pupils who complete four-year Secondary Schools can enroll in faculties.

The social and economic status of students and the level of education and occupation of parents are important characteristics in the explanation of who takes private tutoring.

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<sup>2</sup> Bray M., the Shadow Education system: private tutoring and its implication for planners (page 45). 1999 Paris: IIEP – UNESCO.

Students who evaluate the financial status of their family as average (in keeping with the country average) and more than average (more than the country average) take considerably more tutoring compared to the pupils who consider the financial status of their parents as poor or very poor.

→ It can be concluded that the users of private tutoring are mainly the pupils from average or families that are better off.

This is also confirmed by the students' answers. Both the students who take private instruction and those who do not on average agree that private tutoring is expensive and think that pupils with richer parents can afford a better private tutor. However, their opinions are divided concerning who can afford private tutoring. There is a small, but statistically insignificant difference in opinion that only pupils with richer parents can afford private tutoring. A little more than half of them agree with that statement, but there is a large number of those who believe that not only the children of richer parents take tutoring but also the children from families of an average social and economic status.

→ Children whose mothers have higher educational status take more private tutoring compared to the children whose mothers have lower educational level.

37% of pupils whose mothers have a college education or University degree take private tutoring, children whose mothers have Secondary School diploma – 31%, while 22% of children whose mothers have a primary school education take tutoring. The lowest proportion of children who take private tutoring is for those children whose mother has not completed primary school (13%). It is interesting that the educational level of the father does not have a significant impact on whether a child will take tutoring or not. This is explained with the fact that in BH society, which is traditional and quite patriarchal, the mother has the main role in bringing up children and she is the one who is actively involved in the child's education, and with that is the main decision-maker concerning the children. Mothers of higher educational level have higher levels of aspirations for their children and encourage them to achieve better results.

This finding is related to the occupation of parents. Children of working mothers take more tutoring (around 35% compared to their reference group) compared to the children whose mothers are unemployed (24% compared to the total number of students with unemployed mothers).

If the mother has an occupation that requires college or University degree (professionals, independent professionals, managers, company owners) the percentage of children who take private tutoring ranges between 37% (children of company owners) and 42% (children of professionals). 33% of children whose mothers work as clerks or qualified workers take private tutoring. Employment and earning of the father does not significantly change the percentage of pupils who take private tutoring compared to the reference group.

Private tutoring for some represents an important form of additional education which is confirmed by the data obtained, based on the question of prevalence of private tutoring amongst respondents' classmates. Annex 6.1, Table 3 shows the frequencies and percentages of respondents who answered to this question on prevalence of private tutoring in their former class.

As can be seen in the Table, 53% of students who responded to this question think that over 31% of their classmates received private tutoring, while only 6.1% claim that no-one received private tutoring. What causes serious concern is the fact that 22 of them report that over 90% of children in the class received private tutoring. These percentages differ from subject to subject. Based on the students' answers, tutoring is taken most often in Maths and foreign languages, with Maths in front of all other subjects. The average percentage of pupils who received tutoring in Maths is 40% but it ranges from 0% to 100% of pupils.

#### **3.2.1.2 Who are the Instructors?**

Out of 318 students who responded to the question who was their tutor, 215 (68%) had a tutor who was employed in the formal educational process as a teacher in Secondary School or University lecturer. 83% (26%) of students had professionals in the areas they received tutoring in as tutors, and only 6% of them had students for tutors.

→ The respondents' answers identify the fact that the phenomenon of teachers employed in the formal educational system giving tutoring to pupils is very pronounced in Bosnia and Herzegovina.

Considering that most tutoring is in Maths and foreign languages the biggest number of teachers are teachers of these two subjects. Apart from Maths and Physics, pupils often decide to take tutoring from Secondary School teachers of Chemistry and Physics, although the number of pupils who had tutoring in these two subjects is very small compared to those who had tutoring in Maths.

In Sarajevo, pupils more often take tutoring from lecturers/assistant lecturers from universities and professionals in the areas that the tutoring is in, while in other towns (bigger towns and smaller towns and places) the tutor is a Secondary School teacher in 60% of cases.

→ Out of the total number of pupils from Sarajevo, 8% of them had instructions with their subject teacher, while in smaller towns and places 22% had instructions with their subject teacher.

A considerable difference can be noticed between Sarajevo and smaller places (Table 4), and the reasons for that are many-faceted:

- In Sarajevo, there is a tougher monitoring over professors and their activities so they do not decide easily to give tutoring to their pupils
- In Sarajevo, there is bigger supply of tutoring by the University lecturers and professionals in certain areas, which is probably true because the University in Sarajevo employs the biggest number of workers compared to other Universities in the country. It is the biggest city with the biggest number of professionals so this argument is acceptable.

However, the data on the percentage of teachers who hold tutoring to their own pupils should be viewed in the context of the total percentage of teachers employed in the formal educational system who give tutoring because if a pupil receives tutoring from some other

professor, there is a possibility that the subject teacher and the teacher-tutor are in collusion and that they send pupils to each other for tutoring and report to each other on that.

Pedagogue from a Secondary School in Sarajevo:

“What everybody knows we know as well, and no-one is doing anything about it. Our teachers hold tutoring and in the worst possible way, which is “If I teach Maths in this school and am not allowed to hold tutoring to my pupils than I will tutor children from other schools. I will tell them to whom to go for tutoring, and I will know who sends children to me.” We know about three schools in the city that do this, it's a smooth-run affair.

### 3.2.1.3 Characteristics of Private Tutoring in Secondary Schools

→ The biggest number of students took tutoring in Maths (66% out of the total number who responded to the question)

Maths is followed by foreign languages (around 10%) and Physics (around 9%), while percentages of students who had tutoring in other subjects are 5% and less.

Although tutoring is mostly held individually (tutor works with only one student), there are significant differences in the way different tutors work. Tutors – University lecturers prefer tutoring in large groups (more than 5 students per group), while students and professionals in areas that tutoring is required in prefer the individual way of teaching.

**As far as the Secondary School teachers are concerned, 55% of students who had tutoring with their teacher reported that they had group instructions, while 25% of students who were tutored by teachers who do not teach them reported they had tutoring in groups.**

→ Tutoring is taken mostly throughout the whole year or occasionally in the summer holidays, mainly before tests and final tests.

Therefore, tutoring is mainly used in order for pupils to prepare for important exam periods so the pupils are as prepared as possible.

Student from Sarajevo who had tutoring:

“... (his Maths teacher) tutors before tests and written exams as a preparation...she indicates problems that will appear in the test and this is how they get passed. It is the same with the Matura (Secondary School leaving examination). They are given 100 problems out of which 5 is on the Matura, the rest you don't study...”

Tutoring is mostly taken twice a week, while a higher frequency occurs mainly with those students who use tutoring only during the summer holiday and it probably serves them as preparation for final exams.

- Prices of private tutoring with Secondary School teachers and students range from 10 to 20 KM for an hour and a half (two school classes), while University lecturers charge even more.
- On average, students of final year of Secondary School paid around 270 KM (140 Euros) for private tutoring.

The range of money given to a tutor ranges from 0 KM (six children reported they did not pay for private tutoring) to 2000 KM (two students reported that they paid to their teacher, or a teacher from other school exactly this amount of money). The total amount of money reported by the students who had tutoring and who wrote how much money they paid for private tutoring in the final year of Secondary School (239 or 23% out of the total sample) is 64 552 KM (33 100 Euros).

According to the data from the Federal Institute for Statistics in the school year 2003/2004, 30 799 pupils finished Secondary School in the Federation of Bosnia and Herzegovina. According to the research results 32% received tutoring, which is around 10 000 pupils. On average they paid 270 KM (140 Euros). Base on these parameters, a rough estimate on the amount of money in the Federation of Bosnia and Herzegovina paid by parents for private tutoring was 2 700 000 (two million seven hundred thousand KM) or 1 400 000 Euros. This rough estimate relates only to the pupils of the final year of Secondary Schools and does not

include the money paid by parents of pupils of lower years of Secondary Schools, primary school pupils, or University students.

### 3.2.2 Tutoring for University Entrance Exams

The present organization of the system of higher education is such that each faculty has great autonomy in deciding important issues and each faculty, even departments within a faculty, organize their own entrance exams.

- Out of the total number of the surveyed students who responded to the question whether they had tutoring for the University entrance exam, 47% answered affirmatively.
- However, the biggest number of the surveyed had tutoring at those faculties that had organized tutoring for the candidates and those we could call “more demanding” faculties.

Considering that at the moment, in Bosnia and Herzegovina more demanding faculties are not at the same time the most attractive ones, it can be said that the students of more demanding faculties have tutoring more often. Annex 6.1. Table 5 shows the percentage of students who had tutoring at individual faculties.

- The students who did not attend tutoring at faculties mainly went to tutoring that was organized by the Secondary School.

Tutoring at faculties is lead by the University workers (mostly lecturers), while in Secondary Schools these are Secondary School teachers. Tutoring is held in large groups (over 15 students in a group), and are mainly organized for one subject, the one that will be at the entrance exam. Tutoring organized by faculties lasts on average for 30 classes and costs 100 KM (50 Euros), while in Secondary Schools tutoring lasts from 20 to 30 classes and costs between 50 and 60 KM (25 to 30 Euros).

Payments for tutoring organized by faculties are done through official channels for payment (gyro account), and the lecturers are paid for tutoring through the faculty accounting office so that the income is taxed.

A very small number of students reported that they prepared for the University entrance exam using private tutoring, which was not organized by the educational institutions and in such cases the prices of private tutoring were higher than for the organized tutoring. This finding is understandable because tutoring organized by faculties is done according to knowledge needed for the entrance exam and pupils think that that investment is worth their while.

### **3.2.3 Why do Pupils Use Private Tutoring**

#### **3.2.3.1 The Reasons for Taking Private Tutoring in Secondary Schools**

It is a fact that the reasons why pupils decide on private tutoring in Secondary Schools can be varied. One of the reasons that is clearly evident, is the quality of the educational process. The opinion of psychologists from Secondary Schools, as well as the opinion of students who had tutoring, indicate that curricula are very extensive and the teachers are in the situation where they go from one teaching unit to another at the speed that does not suit all the pupils. Thus the pupils who need more time to understand a teaching unit do not have a chance to master the subject matter in the regular teaching process and have to seek additional tutoring. Students who had tutoring themselves claim that the teacher did not explain certain subjects in detail.

Student from Sarajevo who has tutoring:

“I could not learn at school because we would do the two easiest problems in the classroom and then I get two problems with a star, which indicate difficult problems in the test and then I can't understand them on my own.”

→ The biggest number of students has tutoring in order to better understand the subject matter that they had not understood (Table 5).

Students who had private tutoring compared to their colleagues who did not have private tutoring on average think more that the knowledge they gained in the Secondary School is not sufficient for successful passing the Matura and University entrance exam and they mostly believe that their result at the Matura exam was dependent on taking private tutoring.

Compared to their colleagues who did not have tutoring, they are somewhat more inclined towards the opinion that taking private tutoring is the only way to get quality education. In that context, it can be explained why a large number of students have tutoring with Secondary School teachers. Secondary School teachers know the curricula and are able to design the contents of tutoring in such a way that the pupil knows exactly what he/she needs to know to get a pass or a better mark. This is certainly a big comparative advantage of the Secondary School teacher compared to tutors who are not employed in the formal education process.

As opposed to their colleagues who had instructions, pupils who did not have instructions in 65% of cases believed in their knowledge and thought that they could, in the regular teaching process, with their effort and hard work, gain quality education. On average, they do not believe that private tutoring is the only way to gain quality education, although they are inclined towards the opinion that the quality and extensiveness of subject matter are the reasons why their colleagues have tutoring. Nevertheless, there are about 15% of students in this group who would have used private tutoring but it was too expensive.

The second reason why students use private tutoring is to better prepare for exams (tests, written exams, Matura exams and similar). The tutor who was interviewed said that the demand for private tutoring grows in the period of large exams and before the Matura exams.

Although, according to the research data, parents do not influence the child's decision to take tutoring, according to the interviewed tutor, the parents are the ones who most often initiate taking tutoring. This difference in opinion is explained by the fact that a small number of students had tutoring because parents "made them". With the majority of pupils, the decision on having tutoring is made jointly, and the child is motivated to have tutoring. Parents can, but do not have to be the initiators, but they are involved in decision-making.

Although in the questionnaires there is no question concerning the corruption of teachers as the reason for taking private tutoring, the qualitative data indicates that private tutoring represents one of the ways for teachers to procure an additional income for themselves. This process of "motivating" the pupils could be shown in the following way: teacher

“recognizes” pupils who could be candidates for receiving private tutoring and then during the regular teaching process, through their behavior and verbal statements (for example “You are not good at this”, “You should think about what you want”, “Take tutoring if you do not understand”) and through giving poor marks, “motivates” the pupil to ask if he/she can tutor him/her. If the teacher cannot tutor his/her own pupil, he/she sends him/her to a colleague, and in return expects the colleague to send their pupils to him/her. Tutoring is most often taken twice a week, and the price is on average around 10 KM. This means that a teacher can earn an additional 20 to 30 KM (10 to 15 Euros) per week per tutored pupil, which represents one teacher’s daily pay. Depending on the number of pupils, a teacher can earn a very significant income in a month through tutoring, which opens the door for abuse of position for the purpose of corruption.

An interesting opinion of a Secondary School psychologist is related to the group of children of rich parents. The psychologist thinks that in the present population of Secondary School pupils there is a group of those “spoiled” ones in the sense that the parents, as a rule occupied by their jobs and acquiring material goods, do not have enough influence on their children and they made them used to the idea they will pay for everything so that they, as parents, do not have to think and actively participate in motivating the child to work at school. These children then do not follow teaching and if they have a problem the parents engage a private tutor in order to solve the problem without thinking how good this is for their children. The only important thing is that they are not to be blamed. These pupils often have an arrogant attitude toward their teachers, expecting them to act upon their wishes and use verbal statements such as “Who gives you the right to fail me when I have tutoring?” In the Present BH society, where the individual and social values such as Knowledge, Skill, Schooling and attitudes such as “I am worth what I know” are in some classes are exchanged with values such as money, real estate and other material things and with the attitude “I am worth what I own”, this reason for having private tutoring should not be marginalized.

Annex 6.1, Tables 6 and 7 show frequencies of individual answers of the respondents on the reasons for not using tutoring in Secondary Schools.

### **3.2.3.2 Reasons for Having Tutoring for University Entrance Exams**

→ The main reason for having tutoring for entrance exams is acquiring and mastering the knowledge needed for successful passing of the entrance exam.

Around 80% of students who had tutoring think that it was a good investment because the tutoring had impacted positively on passing the entrance exam. On average, more of them think that tutoring increases their chances for enrolling than their colleagues who did not have tutoring.

As opposed to students who had tutoring for entrance exam, the students who did not have tutoring believe that their knowledge and efforts were enough for enrolling. Although they think that students take tutoring in order to increase their chances for enrolling in a faculty, on average, they do not believe that their chances were reduced because they believed in their knowledge. According to them, tutoring increased the chance for enrollment for those who did not have sufficient knowledge, but in equal conditions their chances were not reduced.

In the group of students who had instructions there are also 12% of them who would have used tutoring, but it was too expensive for them. Annex 6.1, Tables 8 and 8 shows frequencies of the respondents' responses on the reasons of (not) using tutoring.

## **3.3 Discussion**

→ From the results of the research it can be noticed that private tutoring in Secondary Schools represents a very significant additional form of education and a lucrative business in expansion.

Unfortunately, in the reforms of the educational system the emphasis is put exclusively on the formal educational system, while the informal systems are excluded from considerations.

### **3.3.1 The Impact of Private Tutoring on the Formal Educational System**

It is certain that private tutoring taken by pupils in order to complement their knowledge has a positive impact on them, and from their point of view, as well as from the point of view of their parents, private tutoring has its uses and are a good investment. They feel more capable and competent but the problem is how private tutoring influences the formal educational process.

→ Private tutoring is closely connected to the quality of teaching. On one hand, the quality of teaching is the cause, and on the other, the change in quality of teaching is the consequence of private tutoring.

If a teacher is not able to explain the subject matter to the pupils, and in a way that everybody will understand, it is to be expected that the pupils will seek additional help. On the other hand, if there is a large percentage of pupils in a classroom who have private tutoring, a question arises as to how this influences the quality of teaching. If the teacher knows that pupils have private tutoring, he/she does not have to be highly motivated to explain the subject matter in detail. In addition, what is then the standard of successfulness? Are the marks given based on the amount of knowledge the pupil obtained in the formal educational process and with their own effort or, the knowledge of the pupils who have private tutoring is taken as the standard? If pupils of similar dispositions are in the same classroom, those who have tutoring are then in a privileged position compared to their colleagues. As the research results show, in most cases the pupils of middle or higher social and economic status have tutoring and thus it can happen that the pupils of lower social and economic status are doubly discriminated against – first, because the standard of successfulness is set by the pupils who have instructions, and second, because they cannot afford such services. In this way, their chances for a quality education are reduced even more, which can be viewed as a specific impact of private tutoring on the society.

The question is, also, what is the impact of private tutoring on the motivation of the pupils in the formal educational process? Some of the pupils rely entirely on the help of the tutor, from writing their homework to preparation for tests and they lose motivation and work habits needed for independent studying.

A student from Sarajevo:

“For me, tutoring is normal. I do not have the work habit of studying.”

If there is a significant number of pupils in the classroom who have tutoring and they are not motivated to actively participate in the teaching process, that influences the dynamics of the teaching process as a whole, and those pupils who use the formal teaching process as the main source of their knowledge lose.

Do teachers see the quality of the teaching process as the cause for using private tutoring? Yes, but not in the sense that their lessons are not of good quality, but their predecessors who had thought the children before were not good. In this context, it is important to mention the post-war generations of pupils who attended primary school during the war, when the quality of teaching because of the war conditions (working in inadequate premises, during shelling, organizing teaching with insufficient staff), was considerably different from the quality of teaching in the peace-time conditions, but the present generations of pupils attended primary school after the war. In fact, blame is being transferred from one institution to another without significantly organized attempts of coordination of education at all levels to the detriment of the pupils.

A pedagogue from a Secondary School:

“We say “The children were not taught anything in the primary school.”, at the University they say: “The children were not taught anything in the Secondary School” and it goes in circles... we do not have the same goals, we do not have the same structure”.

The system of work and the contents of subject matter involved are considerably different in the formal education and in private tutoring. In the formal educational process, a pupil has to master a teaching unit in the context of wider teaching theme, while private tutoring is target-oriented toward a particular unit in order to get a pass or pass an exam. Even if private tutoring does not have a form of organized learning and connecting the present with the previous knowledge, there is a great possibility that the pupil will not be able to see the wider

context and to consolidate his/her knowledge. The teacher teaching in school therefore has to have pedagogical, methodological and didactic knowledge and skills, and because of the non-existence of regulative on private tutoring anyone who considers themselves sufficiently competent can organize tutoring.

A separate problem is the private tutoring teachers give to either their own pupils or the pupils of other teachers. Although regular, teachers' salaries are really low and non-motivating for the amount of work and responsibilities teachers take on themselves in the educational process. In the past two years in Bosnia and Herzegovina there were a couple of strikes by teachers when teaching was interrupted for a few weeks. On the other hand, the amount of money teachers can earn providing private tutoring is sufficiently big that it can compromise ethical and moral qualities of certain teachers. Although the respondents in this research think that teachers do not treat the students who do not take tutoring worse than the ones who do. This problem existed in the pre-transitional time as well, (for example, pupils of a Secondary School in Zenica who failed foreign language worked on building their teacher's holiday house in exchange for a pass or for example pupils of a Secondary School in Sarajevo received tutoring collectively from a teacher who was their teacher's friend. He would give them problems, solve them himself, and their teacher would examine those notes and give them a pass based on them) but obviously no official sanctioned these cases as corruption nor there have been any teachers penalized for this form of corruption.

### **3.3.2 Impact of Private Tutoring on the Economy**

→ Private tutoring organized in this informal way, as is the case in Bosnia and Herzegovina at present, represents a direct support to the grey economy.

A rough estimate of untaxed profits made by tutors of Secondary School final-year students in the Federation of Bosnia and Herzegovina in 2003/2004 academic year is 2 700 000 KM. The total amount of money paid for private tutoring in the whole of Bosnia and Herzegovina at all educational levels can only be guessed at. Of course, failing to pay tax directly reduces the amount of money set aside for development of the country.

On the other hand, having private tutoring increases the chances of pupils to remain longer in the educational process and gain a higher level of education, which has a direct impact on the income a person earns when employed. Private tutoring has therefore become a good investment for parents and pupils.

→ It is obvious that pupils and parents recognize the need for additional forms of education and are prepared to pay money for it. But that additional education should be legalized and formalized, and payments should be made through official financial channels and be registered as additional income of the individuals who work as tutors.

## **4 EXISTING AND POSSIBLE APPROACHES TO PRIVATE TUTORING**

→ Although private tutoring is a phenomenon that has existed for decades now, the BH government officials, although informally familiar with the existence of the phenomenon, do not have an official position at all. Based on the responses of the officials from the Federal Ministry for Education, Science, Culture and Sport, they have not dealt in a serious manner with the issue of private tutoring, nor its causes and consequences.

Although ignoring the problem is the easiest option, it is not an advisable one, because private tutoring can have long-reaching consequences on the formal educational process, society and economy. This is why government institutions should take a more active approach in dealing with private tutoring.

### **4.1 Prevalence of Private Tutoring and Examples of Approaches to Private Tutoring in Other Countries**

→ According to the data from the IIEP (International Institute for Educational Planning) report, by Mark Bray<sup>3</sup>, private tutoring is not a new phenomenon. It has existed for decades both in developed and developing countries, and governments' official stands range from ignoring the problem, completely banning private tutoring, recognizing and regulating private tutoring to active supporting of tutoring.

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<sup>3</sup> Bray M., The Shadow Education System: Private Tutoring and its Implication for Planners. Paris: IIEP-UNESCO.

The table in Annex 6.2, taken from IIEP<sup>4</sup>, gives an overview of the prevalence of private tutoring in countries for which research data exists. Although most prevalent in Asian countries, private tutoring is becoming increasingly important in other parts of the world as well, e.g. Africa, North America and Europe.

→ Maths is the subject pupils most often receive tutoring in in other countries as well.<sup>5 6</sup>

In order to regulate the problem of private tutoring that has been present for decades now from primary schooling onwards, the government of Mauritius introduced measures in 1994 that forbid providing tutoring for younger pupils. Teachers are allowed to use school premises after classes for tutoring of older pupils. Other measures include:

- 1) A pupil should not have more than 10 classes of private tutoring a week
- 2) Group should not have more than 40 pupils
- 3) Pupils should have half an hour break between the formal classes and tutoring
- 4) Tutoring should not have an impact on the quality of formal classes
- 5) Those pupils who are not able to pay for tutoring should receive tutoring for free

There were difficulties in implementing these measures. Among others, the teachers of lower grades were against the ban because they were left without additional income. Because of this, the government passed a decision on long-term measures, which included reducing the stratification of schools and harmonizing the curricula and marking standards in order for all the pupils to get an equal chance to enroll in schools that are considered “more elite”.

The situation is somewhat different in Hong Kong. Teachers are mainly well paid and the practice of providing tutoring to their pupils has been forbidden for a long time, with stipulated sanctions. However, they are not forbidden to provide tutoring to other pupils. Centers for tutoring have existed in Hong Kong for a long time now, but the government did not actively

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<sup>4</sup> Ibid.

<sup>5</sup> Ibid.

<sup>6</sup> Bray M., *Adverse Effects of Private Supplementary Tutoring*. 2003, Paris IIEP-UNESCO

act towards them until the 1990s. However, because of a series of problems and complaints about the Centers by the parents, children and media, the Hong Kong government indicated in 1998 that all the Centers must be registered. The Education Department created a web page for all the potential users of tutoring with information about registered schools, and a leaflet “How to Choose a Tutoring School” was published.<sup>7</sup>

Compared to the percentages in Table 9<sup>8</sup> (Annex 5.2), Bosnia and Herzegovina, according to the indicators of this research, has considerably lower proportions of students who receive private tutoring. However, because of the tendency of private tutoring to increase as exists in other European countries, identified by the Secondary School psychologists who participated in this research, it is necessary to consider options that would ensure that private tutoring is done in the best possible way for pupils, tutors and the society.

## 4.2 Possible Alternative Solutions

- Based on the practice of other countries, it is possible to define three alternative solutions:
- Complete ban of private tutoring
- Recognizing and regulating private tutoring
- Opening Centers for additional education (tutoring)

The main goals of the alternative solutions are:

- To ensure equal opportunity for all pupils to achieve desired school or academic success
- To reduce or stop private tutoring as a form of corruption
- To legalize and formalize tutoring
- To increase the quality of the formal educational process

Alternative solutions should be in accordance with the circumstances in BH, the main characteristics of which are:

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<sup>7</sup> More on examples from other countries in the report: Bray M., *Adverse Effects of Private Supplementary Tutoring*. 2003, Paris IIEP-UNESCO

<sup>8</sup> The Table was taken over from the report Bray M., *The Shadow Education System: Private Tutoring and Its Implication for Planners*. 1999, Paris IIE#P-UNESCO

- 1) Teaching staff are poorly paid and private tutoring plays an important role in supplementing monthly income
- 2) Tutors are divided into two groups:
  - a) Teacher employed in the formal educational process, who differentiate into two subgroups:
    - i. Teachers who provide tutoring to the pupils they teach
    - ii. Teachers who provide tutoring to the pupils they do not teach
  - b) Tutors who provide tutoring and do not work in the formal educational process
- 3) Pupils receive tutoring for the following reasons:
  - a) In order to understand the subject matter they do not understand in classes
  - b) In order to improve their knowledge
  - c) In order to achieve better success in exams

Therefore, any potential solution should include:

- 1) Activities directed toward the raising public awareness
- 2) Activities directed toward users
- 3) Activities directed toward tutors
- 4) Activities directed toward the formal education system

The stakeholders of introducing the new practice in regulating private tutoring should be:

- 1) Government/Social institutions
  - a) Government legislative bodies – cantonal Ministries, the Federal Ministry, the Ministry of the Republika Srpska, Agency for Standards and Evaluations, Agency for Curricula
  - b) Government executive bodies – Educational-Pedagogical Institutes
  - c) School and University Teachers and Scientists Councils

- d) Teachers and professors themselves
- e) Non-governmental organizations dealing with education

#### **4.2.1 Alternative Solution 1: Complete Ban of Private Tutoring**

This would be the most extreme approach to private tutoring regulation. With this solution it would be forbidden to provide private tutoring of commercial nature, whilst intensifying supplementary classes in schools and universities or introducing voluntary help to the students who have difficulties studying.

This solution would mean passing a regulation by the Ministry which forbids providing commercial private tutoring. This regulation would also stipulate penalties for those who violate it. The government executive bodies as well as the Teachers-Scientific Councils at schools and Universities would be in charge of monitoring the implementation of the ban. In addition, the government should find a solution to increase earnings of the teaching staff, who would then be motivated to cease the practice of private tutoring.

On the other hand, the government would, together with non-governmental organizations, organize a public campaign that would emphasize the harmfulness of private tutoring on the formal educational process and encourage pupils and parents to try achieving desired results through joint efforts with the formal educational process (working at home and at supplementary classes),.

The advantage of this alternative solution is that it ensures equal opportunities for all the pupils to achieve results according to the effort they put in through the formal educational process and individual work. With strict implementation of this option, private tutoring as a form of corruption would be stopped. (See Annex 5.3, Solutions Matrix).

However, this is not easy to implement. Disadvantages of this solution are many:

- 1) It would be difficult for parents to accept the fact that they are forbidden to arrange tutoring for their children;

- 2) In such a poor country as this, it is hard to achieve the motivational increase of the teaching staff salaries, and since private tutoring is a significant source of earning for tutors they would try to sabotage this ban as well;
- 3) It is very hard to monitor the implementation of the ban and to sanction those who violate the regulations.

#### **4.2.2 Alternative Solution 2: Regulation and Monitoring**

This solution would mean passing a regulation what would regulate tutoring in the following ways:

- 1) Who could offer tutoring
  - a) Complete ban on teachers tutoring their own pupils
  - b) Regulating tutoring of other pupils
  - c) Regulating the work of tutors who are not employed in the formal educational process
- 2) Contents of tutoring, methods and work techniques

Tutors who wish to provide tutoring would get a license/permission from an official institution (Educational – Pedagogical Institutes, Agency for Curricula and Agency for Standards and Evaluations), and the relevant Ministries would, together with other parties, initiate a campaign of informing the public on the new policy considering tutoring. This solution can also include founding a Tutors Association that would be the executive body in charge of licensing, monitoring and evaluation of the tutors' work. All the activities would be accompanied by a public campaign through which the public would be informed of the new government policy and its advantages. Through the campaign, parents would be encouraged to use the services of licensed tutors.

One of the possibilities for ensuring a safe environment for pupils would be for the school management to consider the possibility of renting the school premises to tutors after the formal educational process is finished, because all the physical conditions that ensure the safety of pupils are met in school buildings.

The advantages of this option are regulating tutoring, which would certainly increase the quality of tutoring and ensure additional education for all the interested parties. Of course, this method has its weaknesses. Its introduction would mean establishing a department in the government executive bodies that would deal with the issues of regulation, monitoring and evaluation of tutoring. Monitoring of private tutors itself is a very complex issue and requires the development of a clear strategy and instruments for monitoring and evaluation. Legalization of private tutoring and paying taxes themselves will lead to additional increases in the price of these services, and there is no guarantee that there would still not be non-regulated tutoring. (See Solutions Matrix, Annex 5.3).

#### **4.2.3 Alternative Solution 3: Opening Tutoring Centers**

This solution represents the most attractive option, which is supported by some Asian countries (Japan, Korea, Hong Kong, and others).<sup>9</sup> In this option, the Ministry would pass a regulation on opening tutoring Centers with clear instructions as to who, in what way and under what conditions can open and run such a Center. Government can also stipulate a range of prices for tutoring, which would have to be followed by the Centers. Monitoring of the work of these Centers would be organized by government executive bodies. This option also includes a campaign for informing the public and raising the awareness of the users on the importance of using regulated tutoring in Centers as opposed to using non-regulated tutoring. The government could, for the purpose of regulating tutoring, finance a web page with all the information on registered Centers, their geographical location, working conditions, activities contents amongst others.

Advantages of this solution are the regulation of tutoring and much simpler techniques of monitoring and evaluation of activities of Centers than for individual tutors.

Disadvantages of this solution are, primarily, the significant financial means needed for the state Centers, and for establishing departments in the government executive bodies that would deal with monitoring and evaluation of the Centers' activities. The price of tutoring

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<sup>9</sup> Bray M., *The Shadow Education System: Private Tutoring and its Implication for Planners*. 1999, Paris: IIEP-UNESCO.

would significantly increase and there are no guarantees that there would not be non-regulated private tutoring (See Solutions Matrix, Annex 5.3).

#### **4.3 What Can Be Done in the Formal Educational Process**

- Regardless which solution is considered, each of them includes:
- Banning the provision of tutoring to the pupils by a teacher already teaching them in the formal educational process
- Increasing the quality of the formal educational process

- a) The present level of teachers' salaries certainly has an impact on the quality of the formal educational process. Although it is difficult to ensure the motivational increase of salaries at this moment, the government officials should consider other ways of materially motivating teachers. For example, in Egypt teachers were offered free professional training, payment for additional examinations, resolving their housing issues, and similar.
- b) Marks represent one of the main criteria for access to the higher levels of education. However, because marking is not unified due to differences in the quality of schools, pupils do not have an equal chance for enrolling into Secondary Schools or universities. This problem could be reduced by introducing a single Matura, which would be the main criteria for enrollment. The officials should promote unification of standards of marking and not only in public schools, but also in private ones (which are increasingly present in Bosnia and Herzegovina).
- c) Curricula should not be excessively extensive. At present, knowledge in every area is increasing, but introducing new content should also include the removal of old content in order for the program to be adjusted to the normal working week/school year.
- d) Teachers-Scientists Council should encourage the creativity of teachers in the teaching process by organizing seminars and recognizing positive shifts and public praising of teachers for their efforts and advancements.
- e) It is expected that, regardless which solution is chosen, there will always be pupils who cannot afford additional education through tutoring. Teachers'

Councils should promote and monitor organizing supplementary classes for pupils with difficulties in mastering subject matter, and who cannot pay for tutoring. They should also, at their school level, organize a campaign for changing the attitude towards supplementary classes as an activity which stigmatizes pupils who use them. Teachers Councils could also organize additional help for the pupils with difficulties by recruiting the pupils who are good in certain subjects. Pupils-tutors could be motivated with public praising and other benefits the school can provide them with.

## **5 CONCLUSIONS AND RECOMMENDATIONS**

Based on the research results, it can be concluded that private tutoring in Secondary Schools represents a significant educational and social phenomenon, which legally and officially is not recognized either as a form of additional education nor as a way of additional earnings or profit for tutors. On the other hand, parents and pupils recognize receiving tutoring as an investment which has a significant impact on the quality of the school/academic achievements and on the access to the higher levels of educational system.

As opposed to private tutoring in Secondary Schools, tutoring as preparation for University entrance exams is mainly carried out in an organized manner at the University or Secondary School.

Pupils who receive private tutoring are mainly from families of average or above-average social and economic status, whose parents (especially mothers) are of a higher educational status. This fact indicates that the pupils of less-than-average social and economic status are in an unequal position compared to their colleagues and do not have the possibility to achieve the wanted school or academic success, which can reduce or preclude their access to the higher levels of education.

Persons who consider themselves competent to offer tutoring – from students to University lecturers, but in smaller places in Bosnia and Herzegovina a phenomenon of teachers tutoring their own pupils is pronounced, and that practice enables corruption in education.

A large number of developed and developing countries are facing the question as to how to regulate tutoring. This report offers three possible solutions. However, they represent only the starting point for consideration to all those directly or indirectly involved in the educational system in Bosnia and Herzegovina.

In order to anticipate the possible harmful consequences of private tutoring, we recommend continued activities in three directions:

- 1) Carrying out research that would encompass all levels of education and all geographical regions in Bosnia and Herzegovina for the purpose of obtaining the most accurate indicators possible on prevalence, causes and consequences of private tutoring and accordingly, develop strategies for regulating this type of additional education
- 2) Informing the public and the government institutions of the results of this research
- 3) Organizing round tables and discussions with government and non-government institutions for the purpose of making a decision on the most adequate way of regulating private tutoring

The social and economic system toward which Bosnia and Herzegovina strives, carries with it even more competition for better schools, better universities, and better work places. Developing motivation for achievements is ever more emphasized when bringing up children and in order for all children to have an equal chance to get what they deserve, considering the regulation of private tutoring has to find its place in the agendas of government and non-government organizations.

## 6 Annexes

### 6.1 Annex 1: Results Shown in Table

**Table 1: Breakdown of the research respondents according to sex and University**

		Sex		Total
		female	male	
University	Economy	170	44	214
		79.4%	20.6%	
	Electro-Technical	23	35	58
		39.7%	60.3%	
	Philosophy	120	31	151
		79.5%	20.5%	
	Criminology	23	32	55
		41.8%	58.2%	
	Political Sciences	50	40	90
		55.6%	44.4%	
	Civil Engineering	17	39	56
		30.4%	69.6%	
	Mechanical Engineering	11	40	51
		21.6%	78.4%	
	Pharmaceutical	25	15	40
		62.5%	37.5%	
	Medical	35	33	68
		51.5%	48.5%	
	Science	73	34	107
		68.2%	31.8%	
	Law	44	24	68
		64.7%	35.3%	
	Transport	15	34	49
		30.6%	69.4%	
<b>Total</b>		<b>606</b>	<b>401</b>	<b>1007</b>
		<b>60.2%</b>	<b>39.8%</b>	<b>100.0%</b>

**Table 2: Breakdown of respondents according to place and time of completing Secondary School and type of Secondary School**

		Frequency	%
Place where they completed Secondary School	In Sarajevo	506	50.4%
	In a bigger town	108	10.8%
	In a smaller town	330	32.9%
	Other	60	6.0%
Year of completing Secondary School	2004	855	85.2%
	2003	112	11.2%
	Earlier than 2003	36	3.6%
Type of Secondary School	Grammar school	601	60.7%
	4 year technical or professional schools	378	38.2%
	3 year professional school	1	.1%
	Other (schools for supplementary education, and similar)	10	1.0%

**Table 3: Proportion of pupils who received tutoring in participant's classroom**

		Frequency	Percentage
1	No-one received PT	50	6.1
2	from 1 to 10%	139	17.0
3	from 11 to 20%	102	12.5
4	from 21 to 30%	95	11.6
5	from 31 to 40%	76	9.3
6	from 41 to 50%	117	14.3
7	from 51 to 60%	55	6.7
8	from 61 to 70%	73	8.9
9	from 71 to 80%	54	6.6
10	from 81 to 90%	36	4.4
11	over 90%	22	2.7
Total:		819	100.0

**Table 4: Breakdown of tutors according to the place of completing Secondary School**

Type of Tutor	Place of completing Secondary School							
	Sarajevo		Bigger town		Smaller town		Other	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Your subject teacher	13	8.2%	0	.0%	26	22.0%	4	23.5%
Teacher from your school	9	5.7%	4	17.4%	20	16.9%	4	23.5%
Teacher from other school	26	16.4%	10	43.5%	15	12.7%	1	5.9%
University lecturer	46	28.9%	5	21.7%	29	24.6%	2	11.8%
Student	13	8.2%	1	4.3%	6	5.1%	0	.0%
Professional from a certain area	52	32.7%	3	13.0%	22	18.6%	6	35.3%

**Table 5: Students who received tutoring for University entrance exams**

	Did you have preparatory classes of any kind for University entrance exam			
	YES		No	
	Frequency	Percentage	Frequency	Percentage
Economics	158	73.8%	56	26.2%
Electro-Technical	49	86.0%	8	14.0%
Philosophy	42	28.8%	104	71.2%
Criminology	31	57.4%	23	42.6%
Political Sciences	16	18.6%	70	81.4%
Civil Engineering	14	26.4%	39	73.6%
Mechanical Engineering	11	22.4%	38	77.6%
Pharmaceutical	31	79.5%	8	20.5%
Medical	47	71.2%	19	28.8%
Sciences	23	23.0%	77	77.0%
Law	8	13.6%	51	86.4%
Transport	26	59.1%	18	40.9%

**Table 6: Reasons for not receiving private tutoring in Secondary Schools**

	<b>Frequency</b>	<b>Percentage</b>
I knew I could do well even without tutoring	477	61.9%
Receiving private tutoring is too expensive for me	108	14.1%
I had not heard of a good tutor. Otherwise, I would have had private tutoring	11	1.4%
Friends help me for free	65	8.5%
When I realized I needed tutoring, it was already too late	6	.8%
Other	57	7.5%

**Table 7: Reasons for receiving private tutoring in Secondary Schools**

	<b>Frequency</b>	<b>Percentage</b>
In order to better understand the topics that are thought at school	146	32.0%
To memorize and understand subjects/topics previously taught	30	6.6%
To fill the gaps in knowledge	134	29.4%
Only to better prepare for an exam	149	32.7%
Parents demanded from me to receive private instructions	14	3.1%
Other pupils also received private tutoring and that is why I decided to receive private tutoring as well	12	2.6%

**Table 8: Reasons for not receiving tutoring for University entrance exam**

	Frequency	Percentage
I would pass even without attending preparatory classes	277	43.3%
Preparatory classes were too expensive for me	78	12.2%
I had not have information on quality preparatory classes. Otherwise I would have attended it	31	4.8%
I had private classes	22	3.4%
Friends help me for free	43	6.7%
When I realized I needed preparatory classes, it was late to join in	11	1.7%
There were no adequate preparatory classes in the town I lived in	41	6.4%
Other	53	8.3%

**Table 9: Reasons for receiving tutoring for University entrance exam**

	Frequency	Percentage
To learn more about those topics that will be in the exam	218	47.7%
To learn and understand topics covered at school	31	6.8%
To fill the gaps in knowledge	123	26.9%
Parents sent me to preparatory classes	11	2.4%
Other students attended preparatory classes and that is why I decided to	7	1.5%
Because preparatory classes are better than private tutoring	18	3.9%
Because preparatory classes are cheaper than private tutoring	0	.0%
Education system is not good enough and preparatory classes have to be taken in order to gain additional knowledge or skills	38	8.3%
Other	15	3.3%

## 6.2 Annex 2: Overview of Results on Prevalence of Tutoring in Other Countries

Country	Scale of private supplementary tutoring	Sources
Brazil	A study in Rio de Janeiro public schools found that over 50% of students received tutoring and saw it as a way to reduce the likelihood of having to repeat grades.	Paiva et al., 1997
Cambodia	Respondents in 31 % of 77 primary schools surveyed in 1997/98 indicated that pupils received tutoring. Among urban schools, the proportion was 60%. At post-primary levels, proportions were higher still.	Bray, 1996a; 1999
Egypt	In 1991/92, 54% of 9,000 Grade 5 pupils (300 schools) and 74% of 9,000 Grade 8 pupils (another 300 schools) were receiving private tutoring. A 1994 survey of 4,729 households found that 65% of urban primary children and 53% of rural ones had received tutoring.	Hua, 1996
Guinea	A 1995/96 survey of Grade 6 pupils in two urban and four rural schools found 19% receiving private tutoring.	Tembon et al., 1997
Hong Kong	A 1996 survey of 507 students found 45% of primary, 26% of lower secondary, 34% of middle secondary, and 41 % of upper secondary students receiving tutoring. A 1998 study of four schools serving different population groups found an average of 41 % of Grade 3 and 39% of Grade 6 pupils receiving tutoring.	Lee, 1996; Liu, 1998
Japan	A 1993 survey found 24% of elementary pupils and 60% of secondary pupils attending <i>juku</i> . Another 4% received tutoring at home. Nearly 70% of all students had received tutoring by the time they had completed middle school.	Japan, 1995; Russell, 1997
Korea, Republic of	A 1997 survey indicated that in Seoul, 82% of elementary, 66% of middle and 59% of academic high school students received tutoring. In rural areas, proportions were 54%, 46% and 12%.	Paik, 1998; see also Yoon et al., 1997
Malaysia	In 1990, 8,420 students were surveyed in secondary Forms 3, 5 and 6. Respective proportions receiving tutoring were 59%, 53% and 31 %. About 83 % of students had received some form of tutoring by the time they reached upper secondary level.	Marimuthu et al., 1991
Malta	A 1987/88 survey of 2,129 pupils found that 52% of primary and 83% of secondary students had received tutoring at some time during their careers. In that year, 42% of Grade 6 and 77% of Grade 11 pupils were receiving tutoring.	Falzon; Busuttil, 1988
Mauritius	A 1991 survey showed 56% of students receiving tutoring in secondary Form 2. Proportions rose to 98% in Forms 3 and 4, and 100% in Forms 5 and 6. A 1995 survey of 2,919 Grade 6 pupils reported that 78% received extra lessons	Foondun, 1998; Kulpoov, 1998
Morocco	A 1993 survey of 1,953 mainstream secondary science teachers indicated that 53 % provided after-school	Caillods et al., 1998

	tutoring. The lowest proportion (27%) was in the first year of secondary education; but the figure rose to 78% in the most senior grade.	
Myanmar	A 1991 survey of 118 Grade 9 and 10 students in Yangon Division found 91 % receiving tutoring. Among 131 students in Grades 5-8, 66% received tutoring.	Gibson, 1992
Singapore	A 1992 survey of 1,052 households plus interviews with 1,261 students found 49% of primary pupils and 30% of secondary pupils receiving tutoring. Findings matched an earlier study of tutoring in languages among 572 primary and 581 secondary students.	Kwan- Terry, 1991; George, 1992; Wong; Wong, 1998
Sri Lanka	In 1990, 1,873 students were surveyed in Years 6, 11 and 13. Proportions receiving tutoring in Years 6 and 11 were 80% and 75%. In Year 13 the proportions were 62% for arts students, 67% for commerce students, and 92% for science students.	de Silva et al., 1991; de Silva, 1994a
Taiwan	Government statistics indicate that in 1996 Taiwan had 4,266 tutoring centres with 1,505,491 students. Other centres are unregistered and are illegal. A 1998 survey found 81 % of 397 senior secondary students receiving private tutoring.	Taiwan, 1997; Tseng, 1998
Tanzania	A 1995/96 survey of Grade 6 pupils in three urban and four rural schools in mainland Tanzania found 26% receiving tutoring. In a Dar es Salaam school, 70% of Grade 6 pupils received tutoring in 1998. A 1995 survey of 2,286 Grade 6 Zanzibar pupils found 44% receiving extra lessons, though not all pupils paid for the classes.	Peas good et al., 1997; Nassor; Mohammed, 1998
Zimbabwe	A 1995 survey of 2,697 Grade 6 pupils in all nine regions reported that 61 % received extra lessons. The regional range of proportions was from 36% to 74%.	Machingaidze et al., 1998

### 6.3 Solutions Matrix

Direction of activities	Activities executor	Present situation	Complete ban	Regulation and monitoring	Opening centers for tutoring
Activities directed toward users	<b>Government legislative bodies</b>	-	<b>Financing and organizing of public campaigns on the ban</b>	<b>Financing and organizing public campaigns on introducing licenses for tutoring</b>	Financing and organizing public campaigns on opening centers, financing web page on centers
	<b>Government executive bodies</b>	-	<b>Involvement in the campaign, encouraging supplementary classes</b>	<b>Involvement in the campaign, encouraging supplementary classes for pupils who cannot pay for private tutoring</b>	Involvement in the campaign, encouraging supplementary classes for pupils who cannot pay for private tutoring
	<b>Teachers Scientific Council</b>	-	<b>Involvement in the campaign, insisting on supplementary classes</b>	<b>Introducing supplementary classes for pupils who cannot finance private tutoring</b>	Introducing supplementary classes for pupils who cannot pay tutoring in Centers
	<b>Teachers</b>	-	<b>Executing supplementary classes</b>	<b>Executing supplementary classes for pupils who cannot pay for tutoring</b>	Executing supplementary classes for pupils who cannot pay for tutoring
	<b>Non-governmental organizations</b>	-	<b>Financing and organising of a public campaign</b>	<b>Financing and organising of a public campaign</b>	Financing and organising of a public campaign about opening state Centres for additional education
Activities directed towards tutors	<b>Government legislative bodies</b>	-	<b>Passing the regulation for a ban</b>	<b>Passing the regulation on banning PT for own pupils, regulating PT for others</b>	Delivering rules on who can open a Center, who can work in a Center and other standards that will ensure the safety of pupils and quality of tutoring; delivering rules on opening state Centers for additional education
	<b>Government executive bodies</b>	-	<b>Monitoring implementation of the regulation on banning and sanctioning</b>	<b>Delivering regulations on methods and contents of private tutoring; control and monitoring activities of licensed tutors</b>	Delivering regulations on methods and contents of private tutoring; control and monitoring of activities of the state (and non-state) Centers

Activites directed towards the formal education system	Teachers Scientific Council	-	Monitoring implementation of the regulation on banning and sanctioning	Monitoring implementation of banning PT for own pupils; involvement in delivering plans for methods and contents of activites of tutors	Monitoring implementation of banning PT for own pupils; involvement in delivering plans for methods and contents of activites in Centers
	Teachers	-	Stopping providing tutoring	Applying for license	Stopping providing tutoring to own pupils, applying for work in Centers
	Non-government organizations	-	Monitoring implementation of the regulation on banning and organizing voluntary tutoring	Monitoring implementation of the banning of PT for own pupils	Application for opening Centers and employing tutors
	Government legislative bodies	-	Passing a Law on Education and a regulation which will reduce “exam fever”; Increasing salaries of teaching staff, introducing payment of supplementary classes per lesson	Passing a Law on Education and a regulation which will reduce “exam fever”; Increasing salaries of teaching staff, introducing payment of supplementary classes per lesson	Passing a Law on Education and a regulation which will reduce “exam fever”; Increasing salaries of teaching staff, introducing payment of supplementary classes per lesson
	Government executive bodies	-	Adopting curricula that are not excessively extensive; encouraging teachers to be more supportive towards pupils who have difficulties	Adopting curricula that are not excessively extensive; encouraging teachers to be more supportive towards pupils who have difficulties	Adopting curricula that are not excessively extensive; encouraging teachers to be more supportive towards pupils who have difficulties
	Teachers Scientific Council	-	Encouraging teachers to support pupils with difficulties	Encouraging teachers to support pupils with difficulties; building criteria for marking	Encouraging teachers to support pupils with difficulties; building criteria for marking
	Teachers	-	Supporting pupils with difficulties, organizing a more interestin lectures	Supporting pupils with difficulties, organizing a more interestin lectures	Supporting pupils with difficulties, organizing a more interestin lectures
	Non governmental organixations	-	-	-	-

Which targets are	Present situation	Complete ban	Regulation and	Opening Centers
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being achieved				monitoring	for tutoring
Equality of pupils' chances		-	+/-	+/-	+/-
<b>Abolishing corruption</b>		-	+	++	++