

Strategies of Educational Reform in South East Europe Countries

Proceedings of the Seminar
Bled, Slovenia
June 8–10 2000

SERGIJ GABRŠČEK, Editor
NELI DIMC, Coeditor

Open Society Institute – Slovenia
CPZ-International Centre for Knowledge Promotion

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IN SOUTH EAST EUROPE COUNTRIES

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Strategies of Educational Reform in South East Europe Countries:

Proceedings of the Seminar, Bled, Slovenia, June 8 – 10 2000

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PREFACE

The Seminar on Strategies of Educational Reform in the South East Europe Countries took place at Bled from 8 to 10 June 2000 with the participation of regional experts from Albania, Bosnia and Herzegovina, Croatia, Kosovo, Macedonia, Montenegro, Serbia, and experts from other European countries. It was jointly organised by the Council of Europe, the Open Society Institute – Slovenia and the Ministry of Education and Sport of the Republic of Slovenia and financially supported by the Enhanced Graz Process.

The Open Society Institute, one of the organisers of this conference, that has been working in the region for many years now helping countries with a number of programmes in education as well as in other areas, has kindly agreed to publish proceedings of this conference. We are indebted to all individuals and international organisations that through participants and countries provided an overview of the present situation in education and its future development in the region. We hope that with these proceedings information will reach all those interested in the development of education in the region.

Introduction

BLLED SEMINAR – OPENING THE DOOR TOWARDS CO-OPERATION IN EDUCATION IN THE REGION

By Sergij Gabršček

The events in South-East Europe, especially in connection with the Stability Pact initiatives, show that education systems play a very important role in the process of reconstruction, peace and democracy. In the past months, various support actions have been initiated to contribute to the development of education and, consequently, peace and stability in this part of the world. They range from concrete bilateral activities to systematic and fully-fledged plans like the “Enhanced Graz Process”.

Slovenia has in the light of better coordination, exchange of information and in order to make the first step towards better regional co-operation, proposed to organize a conference focusing on educational reforms. The conference was taking place from 8 to 10 June 2000 in Bled, Slovenia. It was organized by the Council of Europe, the Open Society Institute – Slovenia and the Ministry of Education and Sport of Slovenia, with the financial contribution of Task Force Education “Enhanced Graz Process”, aimed to identify the needs for changes in the field of education in a specific country and to form a network of country and foreign experts in support of educational reforms in a specific country and in the region. The outcomes of this conference were supposed to provide an important input to the Work of the OECD-led Working Group General Education: Strategy Development and System Improvement of the Task Force Education and Youth.

The Ministry of Education and Sports of Slovenia in the invitation letter, sent to participants, stated: “Like many other countries, Slovenia encountered numerous educational challenges and demands at the beginning of its independence. In the first half of the 1990’s, international assistance, for example the Phare programme, was instrumental in preparing the renewal of the Slovene education system. Thanks to this assistance, direct cooperation of experts and the study of experience and good practice in various other countries were possible. The results of such cooperation are two-fold: a reformed education system that contributes to a higher level of democracy and economic and cultural development on one hand, and a host of new experiences and the awareness of the importance of international expert cooperation and assistance in education system reforms on the other. We firmly believe that such cooperation leads to a new quality that significantly enhances European cooperation and integration.”

But in the reforming of the Slovenian educational system there were other challenges and experiences, which were unique comparing to other educational systems in Central Eastern or South Eastern European countries. One of those cases is development of the first external examination at the end of the higher secondary education, Matura, in Slovenia, which was also the first external examination in the region. Slovenia had developed it with its own experts, not “import-

ed” it, taking into account many factors that turned out to be crucial for the success of the project. The most important thing is that it was based on the Slovenian educational tradition and on culture of the country. When answering to the key question: “Why was such a reform successful in Slovenia”, we come to the most important factors:

- Local recognition of a significant need for change
- Sustained political commitment to change
- Willingness to allocate adequate financial resources
- Sufficient potential for the development of expertise
- Willingness to draw on experiences of other systems and to use external expertise
- Recognition of the need for good communications and strong relationships with the public and other partners in education

That is just one example of the development of the project that could be done, using synergy of the in-country expertise and experience and cooperation of experts from other countries, not only from the EU countries but using also the local expertise and experts, who know very well the existing educational systems and situation and have been collaborating with the past. There is always a danger for the countries that are beneficiary of the technical assistance to see one country and its system as the most appropriate for their needs and use it non-selectively. I am convinced that one of the most important issues in the development and implementation of changes is to know well your own system, to evaluate the situation you are starting from in order to have a good starting point, and to critically evaluate models proposed. There is no model that can fit anyone’s system perfectly except the one developed by experts who live and breathe with the country – with the help of experts from abroad, who can be consulted and who can counsel from their own experience and the experience of the country they come from or from other countries they have worked with.

Those were also the issues addressed by participants in the seminar in Bled. It started with a plenary session with presentations of educational reform strategies in various countries, followed by case studies outlining the process of conceptualizing changes in educational systems, and planning, implementing and evaluating changes in curricula.

Plenary work was followed by group work. There were seven groups with experts from several European organizations involved in education and national experts from each country. Group work was based on the presentations of the state of education in respective countries with country experts presenting the most important features of their systems, specifying the areas that were supposed to be discussed with experts from international educational organizations. Groups had then pinpointed the main areas requiring further expert review. There were many different areas that were discussed, as not two countries are

Introduction

alike as two peas in the pod. The issues discussed were in-depth country reviews, strategy development, support by experts, capacity building in the field of legislation, curriculum renewal, reform implementation and evaluation and many others.

It's expected that a long-lasting and systematic co-operation of experts from this area in the region will develop as a result of the seminar and it is going to be of a particular benefit for education in our nations. We hope that this will be associated with the term "Bled seminar".

Some of the activities proposed by the seminar have already started. Country review teams have started their missions, looking into some of the issues that look very important in order to make a comparative study of several aspects in different countries, like pre-primary education, teacher training and governance.

No work is finished until the paperwork is done. The Bled seminar was a fruitful meeting. A great number of materials were prepared for the meeting itself, but there were some materials that have been prepared in previous stages of the country's educational reforms. All of them were serving as the well of information for experts from other countries both in the preparations for the seminar as well as in the seminar. All those backup materials are attached in the second part of the book. Some of them may seem in the near future outdated for some readers, but they show the state of education in those countries at the time when the regional cooperation started. We would like to thank all organisations and individuals that have kindly agreed for their papers to be published in this book.

The first part of the book presents texts of plenary paper presented by experts from different countries that were sharing their experience with the audience. Proceedings of the conference tend to mirror the events at the conference and texts are presented as they were presented at the conference. We are grateful to all presenters for the work they have done and for the extra effort some of them have made to provide us with the written text. As one of the participants, a distinguished professor replied to me, when I was asking for his paper: "Thank you for the appreciation of my very humble participation, but as I, on such occasions never read written texts, I am simply unable to send you any text: there is none." He wrote one, as many of other participants did so after the conference. This was one reason more why we felt indebted to them in publishing this book.

Conference was bilingual and some presentations were made in French. We left the presentation of Ms Rosario Mendes in the language as it was provided.

Presentations of the working groups and the final report of the Rapporteur General, Slavko Gaber, end the first part of the book. They are as they were prepared and presented, in different formats and stressing different areas of importance for those countries. Those are results of the two days' hard work of groups of experts focusing on the country's needs. They show also different stages of educational reforms and changes and also different perspectives different groups had on the same issue.

One of the results of this conference is the South East Europe Education Cooperation Network, which was proposed at the seminar. The concept paper for this network, presented at the conference, is also part of these proceedings.

At the very end of the book there is a list of participants of the Bled seminar that could be useful for all those readers who are interested in the development of education in the region. Many of the experts, who have attended the Bled conference, were members of the OECD missions that visited SEE countries preparing country reviews. That was the next step in the project: meeting again and see, what was presented in Bled, in the country itself.

There are many friends who should be thanked for that these proceedings are in the present form, especially presenters and experts, working in groups. There are institutions and organisations, that have provided funds and organised this conference.

I would especially like to thank two persons that made this document possible. The first one is Mrs Neli Dimc from the Open Society Institute – Slovenia, who made everything to bring experts from SEE to Bled, but who has also supported us in preparation of this book, offering not only material resources but also her help and personal support knowing that it is important to document a period in the history. Thank you.

The second one to thank is Mrs Metka Uršič from CPZ-International Centre for Knowledge Promotion, who also provided not only part of the funds for this publication but also her will to do it regardless of some clouds of doubt from other people if it was really worth doing it. Technical editing of this publication was not the easiest one because of so many different sources.

Plenary Session Papers

STRATEGIES OF EDUCATIONAL REFORM: FROM CONCEPT TO REALISATION

by Pierre Laderriere

INTRODUCTION

The general report on the Prague symposium is based on the following sources:

- the preparatory documents for the meeting, setting its objectives (DECS/EDU/Poled(99)5) and the framework for preparing case studies (CC-ED(99)7);
- the seven case studies on educational reforms, concerning the Czech Republic, England, Finland, Greece, Portugal, the Russian Federation and Scotland (DECS/EDU/Poled(99)3);
- the document entitled “The profile and strategies of educational reform in Europe” (DECS/EDU/Poled(99)4, an analysis of the salient points in these reforms;
- the discussions during the symposium, both in working groups and the round table sessions.

In order to limit this document’s length, the author has tried not to repeat the information provided in the documents listed above. As far as possible, they will simply be mentioned in support of a number of arguments and positions expressed during the discussions. Although reforms implemented over the past decade were chosen as examples, thus enabling the transition countries of eastern Europe to be included, the unfortunate fact remains that it has been impossible to evaluate most of these reforms in any thorough way, bearing in mind the time taken to implement them. Whilst this does not prevent certain important conclusions being reached about these strategies, the reader should none the less be warned that these are preliminary conclusions and that considerable analysis is still required to confirm what we consequently prefer to describe as working hypotheses.

In increasingly complex social contexts, we have selected the simplest possible approach to elucidate the reform strategies, namely: knowledge of the contexts, the design, implementation and monitoring of reform. This should not be taken to imply that there is a strict linearity in reform development and implementation. We are aware that a number of key elements in these strategies may be “cross-disciplinary” in nature and present at several stages of the reform process. Two examples illustrate this point, evaluation and information. Nevertheless, we have decided to stick to the above approach since, at each stage where they should exist, these elements have the specific characteristics appropriate to that stage.

KNOWLEDGE OF CONTEXT

Reform of such an important aspect of contemporary society as education and training must take account of the increasing complexity of the context at both national and international level.

National contexts always reflect powerful underlying trends that are bound up with history, geography, the economy, culture and the political and legal environment. However, as the case studies illustrate, complex economic factors, sometimes of long duration, are superimposed on these characteristics, with the result that, at any given moment, the national context is even more difficult to understand. These factors may be an economic crisis, with its accompanying trail of unemployment and budgetary restrictions, a change in demographic trends (population ageing, immigration, accelerated urbanisation, etc), or a difficult transition to new technical and economic realities that may affect regions disproportionately (rationalisation of outdated industries, keen international competition in heavy or light industry, use of new information technologies, etc).

The increasingly rapid globalisation of trade in goods and services widens the context to be considered beyond the national framework. In this starker context of globalisation, competition between countries and major regions implies that, in a given country, policy makers study what countries at a roughly similar stage of development have decided, or will decide, about a given objective in the field of education and training. Without automatically deducing that the long-term goal is a certain uniformity in educational systems, which should consequently be re-designed to reflect societies based on knowledge and lifelong learning, it may be useful to outline below the major trends affecting our societies, which, whatever their current positions, are already beginning to affect European educational systems directly or indirectly.

The first trend to consider concerns the development of social individualism and consequently the more frequently asserted concept of a clientele and its requirements. The latter are well-known: quality in the goods or services one intends to purchase, optimisation of the cost/benefit ratio, demands for transparency and accountability.

The second trend concerns changes in work organisation. Firstly, we are witnessing a reduced number of hierarchical principles and lines of bureaucratic controls, in favour of increased self-organisation and self-regulation, both individual and collective. This is because, secondly, the concept of projects (still relatively independent, bearing in mind the various elements to be fitted together) and team work are developing rapidly, based on more or less permanent dynamism and creativity. This implies, thirdly, that know-how and life skills are closely linked, particularly in cross-disciplinary functions, and that a certain adaptability of skills is increasingly necessary to facilitate mobility in an area where quantitative and qualitative factors are more closely linked. Fourthly and

finally, mastery of all forms of communication skills, especially with regard to integrating them into various networks, is essential to enable individuals to fine-tune their employability and up-date their knowledge.

The third trend, which is linked to those already mentioned, concerns decentralisation, a generic term describing the situation whereby decision making and management are brought closer to their implementation points, in a context of increasing complexity and greater knowledge and initiative-taking by individuals and institutions, with the latter increasingly acquiring the status of “learning organisation”.

This list of national and international background factors is far from exhaustive. Others may be added. These factors may be viewed as both constraints and opportunities. Although the eastern European countries presently seem to be facing more hurdles than their counterparts in the west, all will ultimately be obliged to deal with the major trends affecting the continent and to respond to them at European level, probably in a more co-ordinated way than in the past.

DESIGNING REFORMS

1. Reformulating the concept of reform

Although we cannot be entirely certain, it seems that European societies have entered a period of rapid social transformation affecting many areas of activity. If we accept that the corresponding skills and potential manpower will have increasing significance in this period, requiring rapid adaptation, it follows that the era of piecemeal educational reform or of a series of essentially “static” reforms, without real or coherent direction, is coming to an end. While avoiding change for change’s sake, and attempting to provide on-going guarantees of a certain stability in schools through careful management, it is appropriate to recognise that change and adaptation are becoming the norm. Two concepts consequently emerge. The first, already applied to economic and social development, concerns the sustainability of the reforms. The other, almost non-existent before the 1970s, concerns the continuousness of the reform (rolling reform). The appropriate goal would therefore be a permanent system of adaptation, flexible enough to be applicable to the various decision making and management levels established by decentralisation.

The relative failure of previous major reforms, emphasised by countless specialists, is primarily a matter of time. Generally speaking, in representative democracies, there exists a contradiction between the “political time” of decision making and the “maturing time” required for far-reaching reforms in many sectors, including education and research: this is either because changes of government mean that reforms implemented by a predecessor are now obsolete, or simply because a reform’s instigator is no longer in post to monitor its long-term implementation. Yet one of the factors in a reform’s success (or otherwise) is, at

the least, clear linkage between the short, medium and long-term measures involved.

Further, the long-term measures could be interpreted as clear guidelines, preferably based on consensus and likely to last longer than a minister's term of office or a parliament. One would then find that reform planning included a timetable of successive implementation stages, with a higher chance of being strictly observed, as already described in several of the case studies submitted to the symposium. Finally, these guidelines, underlying successive measures and decisions as required, would be better justified in the future, as devolutionary trends – and thus a more systematic application of the subsidiarity principle in education – either swell the numbers of decision-makers and managers in the regions through power-sharing, or distribute previously centralised specific powers to institutions in these regions while logically assigning them the necessary resources for exercising these new powers. For this reason, these guidelines may occasionally take the form of a framework law, specifying the rights and duties of each official responsible for the implementation of reform. This relatively recent instrument should be the subject matter of a comparative analysis.

2. Observation, analysis, forecasting

If we are entering a period of more or less permanent change, then the various officials responsible for education and training systems, together with their partners, should be kept regularly informed about the state of these systems and of possible reforms required. In many countries, such assessment already exists, but is not yet established on a regular basis and does not cover the whole of the education and training system, particularly adult education. In some countries, several reports exist in parallel, drawn up on the basis of different methodologies: this prevents a genuinely integrated assessment, and could be inconsistent with the universally accepted systemic approach to the education system.

It is now essential to establish a detailed yearly or twice-yearly analysis of education systems from the perspective of lifelong learning, based on all the studies and evaluations available. This description could be used to construe and propose, as necessary, a number of remedial adjustment measures or more or less fundamental reforms. If these analytical descriptions, conclusions and proposals are to be acceptable to all officials, parties and partners and thus to have a high degree of credibility, the organisation responsible for preparing them should be non-governmental and prestigious, and its administrative board should accurately reflect the various social groups directly or indirectly concerned by the functioning of the education system. This organisation would be authorised to consult experts. It could propose or even commission studies, and use any kind of assessment available, including international evaluations, as cited in several of the reforms presented as case studies, but it would not be appropriate for it to have

responsibility for on-going assessment of the system's operations. *Inter alia*, it could be responsible for long-range studies of the system using, for example, the 15/20 year scenario method, as a means of elucidating or even legitimising certain more short-term measures which it might recommend. In the latter case alone, it could use a particular assessment method, "ex-ante" evaluation, which could assist with various simulations required to verify the feasibility of certain changes proposed by it or others. One thinks immediately of financial feasibility and the costs involved in certain projects where a lack of financial analysis at the outset resulted in the failure of certain reforms.

These forecasting studies could be based not only on international research concerning indicators of various kinds and criteria, qualitative and quantitative cross-disciplinary studies and reviews of national policies, but also on research and development work and the inevitably multi-disciplinary work initiated by academic circles. This organisation's analysis could also be motivated by events in other areas of the public sector apart from education, or in the private sector, in areas where the main elements do not differ too sharply from those of education systems. In the case of a federal or highly decentralised operational structure for education systems, one might imagine that important sections of this organisation would be decentralised across the national territory.

Finally, this organisation should use an effective communication model to disseminate the results of its assessments and its forecasts and proposals across the country rapidly and in clear language that is adapted to its audience. It could act in various ways as a forum for high-level discussion and debate between the main players in the educational system and qualified representatives of civil society and possibly, on this basis, as a specific forum for training senior officials in this area.

3. Research, development and innovation tools

While the relevant political authorities should be able to count on this kind of independent organisation for long-term analysis and its dissemination to all interested parties, these authorities, at whatever level of power, should be able to rely to a greater extent than at present on structures for research and development and for promoting innovation. It is widely recognised that the resources allocated to research and development in education are glaringly insufficient in comparison to the amount spent by states on education and training. As an indirect result, innovative policies, intended either to introduce permanent changes to certain important aspects of the system or to identify and then test important reforms, have a low profile and a lack resources, and do not have the priority that they should in political and administrative structures.

Yet, if we are entering a period of more or less permanent change, ministers and the other relevant authorities should make sure they have access to the appropriate facilities, or at least, where measures have already been taken, pro-

vide greater scope for these measures, compensate for the most obvious shortcomings and possibly streamline services and units that are relatively dispersed and lacking real co-ordination. As mentioned above with regard to long-term analyses, it would be appropriate to mobilise research and development circles in universities by encouraging them, more than in the past, to examine the running of the school and adult education system and methodologies for implementing various changes in teaching. These groups should be constantly ready to give advice and to support the action-research which the most dynamic practitioners would be willing to carry out in the field. This support should also ensure a closer link between theory and practice, which is still frequently absent in educational research. The latter should go further than merely considering teaching methods for the subjects concerned, often its main focus.

4. Preparing and disseminating information on reform projects

A serious attitude towards the preparation of wide-ranging reforms and the quality of the resources mobilised for their launch are not an automatic guarantee of success. The preparation period is therefore generally used to provide information about the ultimate aims and various potential changes and, if possible, to reach a consensus regarding the purpose. The case studies and discussion of them show that there is agreement on the need to follow several stages:

- prior to the launch of the reform programme, there should be a phase for initial discussion, as wide and thorough as possible, based on what is known in some countries as a “Green Paper”;
- an essential design phase, based on initial discussion and suggestions, setting the framework for future action, to include suggestions concerning the key strategic and logistical elements for implementation, and what is known in some countries as a “White Paper”; this text too is submitted for opinion and comment, sometimes to a more limited circle of interlocutors, frequently professionals who are directly or indirectly affected by the announced measures;
- a final phase in which the programme takes its final form, whether as a framework law, an ordinary law or some other juridical-administrative method.

Each stage in the process should be tied in with a communication strategy relating to all the authorities’ potential interlocutors, whether various education professionals or representatives of civil society for whom the functioning of the education system is a challenge of both national and international dimensions. The document on “The profile and strategies of educational reform in Europe” summarises perfectly the close relationship between participation and communication. However, it is important to ensure that all the interlocutors have an up-to-date description of the field of discussion at their disposal, either through the forecasting organisation or via academic analysis reports, so as to avoid having to “reinvent the wheel” on each occasion. “Participative democracy” in tangible

form in reaching key decisions about education should be sufficient to demonstrate that schools can no longer be accused of shutting themselves off from the outside world. Here, it would be appropriate to pay particular attention to contacts with the media and to the manner in which they report discussions on the programme.

In order to stack the cards in their own favour, the authorities should learn to manage the interface between expertise and the media more effectively, so that the latter do not distort the debate on account of a shortage of proposed texts or the absence of relevant analysis justifying the political choice under discussion. Hence the importance, emphasised above, of an aggressive research and development policy in education. With regard to their own staff, it is increasingly recognised that the relevant authorities must observe a careful balance of top-down and bottom-up relations. The staff on the ground must always be able to express themselves and defend their positions clearly, since these factors can help the authorities to assess potential obstacles from the outset and to anticipate their consequences during implementation. The new information and communication technologies and the creation of various networks linking staff on the ground to administrators can only facilitate these relations.

However, the search for the widest possible consensus and its accomplishment depend on the traditions and cultures of the various European countries and the political context of the moment. The latter in particular may sometimes offer an opportunity for changes that the relevant authorities consider essential for the system's future. There have been examples of reforms being pushed through (the creation of the *Instituts Universitaires de Formation de Maîtres* in France) or implementation of major changes in spite of hostility from key groups such as teachers (the 1988 English reform), when public opinion did not oppose changes regarded as necessary. In these instances, the longevity of the reforms seems to be based on the use of participation and dialogue methods during the implementation and follow-up phases which had been previously bypassed or had failed for obvious political reasons. These examples, which some might see as contradicting what has been said above, are of interest primarily because they remind us that, in a democracy, whatever the immediate difficulties, a government cannot abandon its task of initiating and planning action in such a crucial area for society's future.

IMPLEMENTATION OF REFORM

1. From trials to general application

In addition to the case studies available, the participants at the symposium highlighted the negative experiences and failures encountered over the past twenty years on account of the chaotic succession of overlapping reforms, sometimes contradicting each other and often never seriously evaluated either formatively or

summatively. Thus, it is important not to launch new wide-ranging reforms before previous ones have been carefully evaluated. Another aspect of implementation concerns trial schemes. Should one take the risk of delaying general implementation of a reform by imposing a relatively long trial period in pilot schools at the beginning of the reform timetable? Correctly monitored and subjected to, first formative and then summative evaluation according to an approved timetable, the results obtained by these schools should be analysed, widely disseminated and debated with the professionals concerned. In the event of major difficulties or even unmanageable anomalies, the relevant authorities could, as far as possible, restructure the reform before it is too late. If such trials are to be meaningful and serve a genuine purpose, it is important to ensure that the selection of pilot schools is fully representative of the schools concerned across the country and that the funding made available to them remains realistic (in addition to the specific budget for monitoring the trial), so that there are no “unpleasant surprises” in terms of costs and the resources allocated to the reform when it is generally implemented.

Finally, through widespread dissemination of information about the innovations through various networks, this trial period is intended to familiarise the main players with the planned changes and to ensure they are better accepted. Hence the importance of opinions expressed on the basis of evaluation of the results, prior to general implementation. A framework of this sort makes it possible to avoid “token” trial schemes which sometimes disappear “like a drop in the ocean” and disguise the authorities’ lack of resolution or faintheartedness when faced with the need for change. It goes without saying that apart from wide-scale reform, necessitating such a strategy, pilot schemes should be encouraged in various fields and given permanent support in line with the re-emergence of the concept of on-going reform discussed above. Activities of this type are naturally part of wider development and innovation programmes and give tangible expression to watching and listening activities, perhaps preceding their link-up with or integration into a wider project which might prove essential. Even apart from such a conclusion, support for initiatives, originating mainly on the ground, could demonstrate a readiness to introduce changes that might be needed in the education system and its schools and staff. This support for innovation may also take concrete form through an increase in the number of school networks, with the most dynamic showing the way in terms of successful innovations, duly evaluated and listed.

Finally, it is perhaps through pilot trials or innovative projects, less focused at the outset but none the less subject to evaluation, that one can check whether or not coherence has been maintained between the existing structures and far-reaching changes in content. The response in the second event must be to introduce changes to avert the risk of long-term failure of the planned reform.

2. The key role of the workforce

There seems to be agreement that the changes needed in the European education systems will be correctly implemented only if closer attention is paid to the development of their workforces.

Firstly, and as a logical corollary of what has already been proposed with regard to the opening up of schools to society and change, this can only happen if the workforce is characterised by “open professionalism”. A non-exhaustive list of the most important new tasks facing teachers is given below:¹

- Education that is focused on pupils’ individual and group learning, in a context of greater attention to children’s overall development.
- In close co-operation with the school’s staff, that is the tasks of “teaching teams”:
 - an ability to identify pupils’ needs and learning problems;
 - determining the specific teaching objectives of the school’s programmes, analysis of these and, on this basis, the possible revision of these objectives;
 - improvement or adjustment of teaching programmes or methods in the wider action-research context;
 - assessment of results.
- Co-operation with parents, representatives of the local community, those responsible for other socio-cultural activities, and so forth: in other words, the duties of the “educational team”.
 - On-going dialogue with pupils, not only for the sake of knowing them better and providing individual advice, but also in order to present the teaching programme to them clearly and to discuss it with them.
 - Participation in on-going training activities, both as trainers and trainees.
 - Participation in school planning and management, and coming forward with opinions about the development of the school system in general, on the basis of experience acquired in carrying out the tasks listed above.

This kind of development assumes that teachers, particularly secondary school teachers, are not specialists in one or several subjects, but are specialists in the teaching methodology connected with this (or these) subject(s), in the specific context of the level or type of school to which they have been appointed, in line with various teaching and learning strategies. This implies that teachers have mastered the basics of their specialised subject(s) and the knowledge and skills to be taught in that subject, but specialise in the ways and means of conveying that knowledge and those skills.

Secondly, the supervisory, counselling, support and other staff, whose own professional identity is derived in almost all cases from their initial role as teachers, should also demonstrate this “open professionalism”.

¹ Pierre Laderrière: “Une problématique nouvelle – la gestion des ressources humaines dans l’enseignement”, *Recherche et Formation*, No. 30, 1999.

Thirdly, the various measures that enable this new professional profile to be achieved, namely measures concerning recruitment, initial and in-service training, work organisation and socio-economic status, should be co-ordinated in a logical way, or even integrated. In this respect, in considering those countries where teachers are usually civil servants, one might ask whether this status is always useful with regard to the desired changes in the education system.

Fourthly, it is still unclear whether all the staff considered here can enjoy full professional status, particularly in terms of the consequent implications in terms of cost, or whether we will see a more pronounced demarcation of the profession in future, whereby a minority of senior professionals will exist side by side with a majority of staff who have the very different qualifications required for the planned developments in the education system.

Fifthly, in the context of the general statutory regulations, bodies of genuine professionals tend towards self-regulation, which includes disciplinary questions: from a socio-economic perspective, there are as a rule differences in income, which may depend at least partially on merit and hierarchy of grade, based on evaluation of individual or collective results, something that is not yet widespread in Europe.

Sixthly, in order to improve teachers' qualifications, in the interests of professional development and so as to meet new challenges more effectively, there will be a growing trend towards periodic re-qualification, in parallel with the lifelong learning that these professionals are called on to develop.

Seventhly, the absolute priority in the next few years will be the creation of a qualified and experienced group of head teachers or, better, of management teams, with their own professional identity, who will receive priority initial and in-service training. Where such teams do not yet exist, it would be advantageous to create subject-based and inter-disciplinary departments in schools, which could act as reservoirs for future head teachers, on the basis of the experience that would be gained in "intermediate management" through supervision of complex teaching projects conducted by teaching teams attached to these departments. In addition, exceptional financial efforts should be made in places with a shortage of candidates, in order to offer a marked salary differential to head teachers, whose roles and duties are becoming increasingly complex.

To sum up, each "key resource" has its own "key" problem, since this is the area in which the changes proposed by various parties for the past quarter-century have been weakest, and where the results of a few, usually badly co-ordinated, improvements have barely been noticeable. This is another vital strategic area in which a comparative assessment at European level would be appropriate.

3. Adapting the operational framework in schools

The increased decentralisation mentioned above has led numerous specialists to believe that although certain reforms put a premium on the devolution of powers

towards regional authorities, schools will play an increasing role in achieving the best possible combination of all the resources at their disposal in meeting the objectives that correspond to their particular operational environment. These objectives are generally described under individual headings in the school plan, in which the staff, identified above as essential for its implementation, should appear in the relevant position. If schools are considered the most appropriate place for solving teaching problems, in the very environment in which they arise, they should enjoy a certain, inevitably relative, independence: the link with the centre is logically provided by the explanation, in the school plan, of how national objectives will be specifically implemented by a particular school, taking account of its environment.

This environment may in fact pose a problem if it reflects, for example, demographic and socio-economic difficulties that are hard to tackle with the standard funding allocated to schools of the same type or with the staff and support that is usually available. Thus, two new types of relationship tend to develop to help schools to implement their programmes, whether this reflects the particular case mentioned above or the specific circumstances of implementing a relatively wide-ranging reform. The first is a contractual relationship with the responsible authorities, in which the contract assigns resources to meet new or specific needs for a given period. The second is a partnership relationship with relatively close public or private institutions that are able to assist in achieving more effective implementation of the plan. These developments are important, since lessons are learned from decision making.

An important section of the plan should concern evaluation of the results in terms of the objectives that have been set and, in some cases, formalised via a contractual relationship with the responsible authorities. Depending on the administrative and management traditions and on political progress in this field at national level, several major management areas may be devolved to the school (personnel, maintenance, buildings, facilities, etc). In such cases, it has usually emerged that block grant funding is the most appropriate way of ensuring optimal conditions for the various changes desired at local level, particularly by the board of governors, or nationally. A key problem, and one that is apparently difficult to resolve even in the context of a wide-reaching reform, remains that of guaranteeing funding for activities that require medium-to long-term implementation. Suggestions and occasional, usually unsuccessful, attempts have been made to align certain funding methods on the time needed for the development of education and science. This is done through medium-term funding legislation, the aim of which is to break with the tradition of annual budgeting, and it may be imagined that this provision may facilitate acceptance of the reform and its more demanding aspects, particularly by the main parties concerned. A comparative study on the situation across Europe in this respect would therefore be extremely interesting.

Finally, the question of a school's outward-looking approach and its receptiveness to change may depend on the make-up of its board of governors and the influence of non-teaching staff. With regard to the latter, it has been observed that certain European countries offer short but highly focussed information and training sessions, so that these individuals can perform their role as usefully as possible.

4. Development of support structures

The changes described above, which are intended to facilitate a positive approach to change and better management, cannot really be put in place without a support strategy for schools and their staff. Since there is across-the-board agreement that teaching staff's professionalism must be developed, it should be noted, firstly, that resources must be allocated for this purpose and, secondly, that genuine professionals cannot be all-knowing and, in complex educational situations, they must be able to turn to colleagues or more specialised staff. If we take support to mean any activity carried out for the purpose of helping schools to work better, we see that in places where structures have been set up or where previously scattered structures have been streamlined, internal and external support tend to be integrated into a coherent whole.

In fact, the structures and relevant staff usually categorised as internal support (for example the management team, self-evaluation and applied research/action research co-ordinators, careers advisers, teaching tutors/advisers, etc.) are increasingly linked to external support structures and staff (various categories of teaching inspectors/advisers/tutors, educational science instructors and researchers, specialised evaluators in various management fields, etc.), in order to make the best use of these external structures.

This concept remains insufficiently developed in Europe, although changes in education and schools' increased independence with regard to their own management, for example in all areas related to school-based in-service training, call for new solutions. An international study could help to clarify certain key questions, such as the following:

- Whatever the level of independence enjoyed by both "customers" and "suppliers", will a regulatory body for the support structures not be necessary, with a more clearly defined role than at present? Can this role, which should include monitoring the support structures, be really effective in the absence of a genuine and inevitably more extensive policy of educational innovation?

- In order to increase the accountability of both customers and suppliers, is it necessary, as the Netherlands has begun to do, to take measures so that schools have the resources to purchase services from external support institutions, which must then in turn make the relevant services available to schools so as to ensure their own survival? In such cases, what value should be given to these structures?

basic services, in order to justify the awarding of minimum grants from the education authorities? and so forth.

MONITORING REFORMS

1. The situation with regard to assessment

It is commonly agreed that a culture of assessment is not yet widely established in European educational systems. This does not mean that pupils' results are not assessed at school or national level. It is clearly more difficult to reach a comparative idea of the levels reached by pupils in the case of school-based assessment. In both cases, however, we are confronted with the one-dimensional nature of assessment, which focuses almost exclusively on acquiring subject-based skills. In addition, certain subjects, such as artistic or technical education, considered important for the pupil's creative development, are not always assessed, except where they are specialist branches of study. Although cross-disciplinary and/or behavioural skills are increasingly in demand, not only in the workplace but also in everyday life, assessment of these skills is glossed over or their impact in the final assessment is negligible. Since teachers and even specialists who have concentrated until now on cognitive skills complain about the lack of suitable tools in this area, on-going research and development work should be carried out on this question.

However, these are not the only methodological difficulties. Other problems exist, for example in evaluating the value added by teachers and their schools in terms of the knowledge possessed by pupils entering a particular class. As a result of these shortcomings, professionals, the media and, when choosing their school or speciality, pupils, use gross results, unadjusted to take account of the genuine efforts made by certain schools. This may reinforce segregation between schools. Here too, research and development work is essential. However, the most striking inconsistency in current and planned reforms or changes concerns the poor quality and sometimes, in certain European countries, even the absence of assessment of the results of teachers, head teachers and schools themselves. In the absence of genuine multi-dimensional assessment of the educational system's results, it will be difficult to develop genuine monitoring of how reforms are implemented, whether in terms of formative or summative evaluation.

The most interesting information about the state of educational systems is currently provided at international level. In fact, certain organisations, such as the Organisation for Economic Co-operation and Development (OECD) in agreement with other world (Unesco, World Bank) or European (Council of Europe, Eurostat) organisations, have specialised in drawing up, gathering, analysing and disseminating educational indicators, combining these with more qualitative studies by other organisations and reaching certain conclusions at both European and national level.

Since this international activity makes it possible to provide some training in evaluation, it is also desirable that comparative studies be conducted fairly quickly in order to compensate for the most important shortcomings highlighted above.

2. The need for monitoring

Although the climate for assessment is still relatively unfavourable, it nevertheless seems possible to mobilise assessment specialists and teachers, who are very aware of the issue, to establish a minimal level of monitoring for the reforms. In the first place, and some European countries have already done this, the relevant authorities may make “score boards” available to local officials and schools: these would facilitate monitoring, based on a number of criteria, of the implementation of a wide-ranging reform or of the system’s normal operation. Secondly, some of these score boards, or assessment advisers from the above-mentioned support structures, could help provide regular input to the “evaluation” part of the school plan.

Thirdly, the rapid progress made in this field through priority in-service training could lead to a more systematic strategy of self-assessment, preventing the emergence of the “assessment-state” that is regarded with some apprehension by teachers themselves. Fourthly, without removing all external assessment, which serves in particular to check that the planned self-assessment is not drifting towards self-satisfaction, strengthening collective self-assessment would have the advantage of encouraging more effective thought about individual teaching practices and their results, and of focusing external assessment more on meta-evaluation and on follow-up support and methodological advice. Fifthly and finally, from the perspective of the growing independence of schools and their teaching staff, and the concomitant reduction in *a priori* hierarchical and bureaucratic controls, it is pleasing to note the increasingly clear European trend towards audit inspections and the provision of advice to those involved at various levels.

In the few European countries, such as England, where the social market has been introduced to any great extent in the workings of the education system, one cannot avoid the issue of either sanctions or rewards for schools which succeed or otherwise in meeting the set targets. For this purpose, the levels reached by pupils of certain ages are checked and, at the same time, the central inspection body carries out a detailed inspection of schools every four or five years. Between these inspections, parents, governing bodies or the central authorities may complain on the basis of annual results tables, and short-term support or even sanctions may be applied. The issue here is not so much extending this strategy for improving academic results, which has not in fact been formally assessed and which is far from obtaining unanimous approval in Europe, but about the very fact of having a strategy for improving results, adopted moreover in very different political and administrative contexts. Here too, comparative studies would be valuable.

CONCLUSION

The main conclusion of the symposium is that, faced with the changes required in educational systems, it is now appropriate to take continuous action without waiting for an ideal situation. All parties, whether or not they are closely involved, should therefore be informed about the changes: this implies that it would be appropriate to continue our examination of the ways in which schools can grasp the opportunities inherent in these changes. If we are entering a knowledge-based society, then schools, which exist to disseminate knowledge, should become “learning organisations”, a concept that originated in the economic sphere but which, given their specific nature, can and should be adapted to the work of schools.

**THE OECD THEMATIC REVIEW OF EDUCATION POLICY
IN SOUTH EASTERN EUROPE: A PROPOSED OUTLINE FOR
AUTHORS OF COUNTRY CHAPTERS**

by Douglas M. Windham

Note by the Secretariat

This proposed outline is intended to provide a common structure for preparation of individual country chapters summarising the OECD education reviews that have taken place in the Southern and Eastern European (SEE) region. The purpose in proposing a “common” outline for the country chapters is to facilitate comparison and contrasts within the region. It is not designed to suppress the emphasis on the unique natures of the countries and their education systems; rather it is to allow a comparative analysis of what that uniqueness implies for the development and implementation of educational reform in each country during a period of dramatic, and often difficult, economic and political transition.

There are two primary purposes of all education sector work. The first is to assess the nature and magnitude of the opportunities and constraints that face the systems (and institutions) that provide education and training. The second is to assist the government, the private sector, and individuals in establishing priorities within a resource-constrained environment (like that which characterises much of the SEE region today). The emphasis on a systemic orientation is critical to the issues-oriented methodology of the OECD sector reviews. All major education and training activities in each SEE country are included in the review to allow for the identification of complementarities and redundancies. Some of these interrelationships are obvious: one cannot reform primary education without understanding the derived requirements this will impose on the teacher training and other higher education programs to produce the appropriate quantity and quality of teachers and administrators. Other relationships are less obvious. For example, reduced retention of students in the secondary school cycle can result in the future not just in lower levels of demand for teacher training graduates but in a reduced adaptability in the general work force because of lower levels of educational attainment.

Another systemic aspect of the OECD reviews is that they view the education and training activities in the context of the current political, economic, cultural, and social environments in which they operate. It is essential to appreciate that the history and culture of a country is part of what must be understood before one can comprehend the complexities of the present educational transition. Specifically, OECD sector reviews concentrate upon the policy and planning context within the political system, the capacity for financing and for employment of graduates within the economy, and the management structures and incentives within the organisational system.

In addition to their analytical contributions, a major purpose of the OECD education sector reviews is to specify options for exploiting the identified opportunities and for dealing with the identified constraints. The result of the analytical efforts is to clarify what can be documented, what can be inferred, and what remains to be done to establish an appropriate information base to inform and enhance government and private decision making about education and training concerns. Alternative goals and strategies will be proposed from which government, and its domestic and external partners in the sector, can make concrete recommendations for policy reform, modification of education practice, new directions in information and research activities, and identification of complementary interventions by international assistance agencies. Given the rapid changes occurring in the sectors in each SEE country, independently and in reaction to the changes in the transitional economy and in the political arena, it is important that the awareness of the available alternatives be achieved in sufficient time to allow effective remedial action to be taken. The fact that the last decade has seen a dramatic increase in attention to issues of education and training participation and to the increasing threats to the existing quality of some programmes suggests that the scheduling of the OECD reviews has been particularly well-timed.

The outline proposed here includes the following main sections:

- Introduction and Context;
- Statistical Background;
- Policy Objectives;
- Curricular Reform;
- Education Manpower Needs;
- Early Childhood Education and Care
- Administrative and Systemic Issues; and
- Conclusions and Recommendations.

Each of these will be discussed below. A final point to be noted at the outset is that the proposed outline is not intended to limit unduly the individual country reviewer's latitude in designing either format or content in their presentation. However, wherever possible, the reviewer should assure that each of the key concerns raised here is addressed.

INTRODUCTION AND CONTEXT

This section should be relatively brief and contain only the essential information necessary to introduce an individual to the key characteristics of the country. Many readers will, of course, already be quite familiar with the basic social, cultural, and political setting. It will be important in the introduction to discuss the traits of the country which are similar and dissimilar to other SEE countries. This will strengthen comparability at the same time it facilitates stressing of unique

characteristics. For example, while all countries have undergone some form of political and economic transition, the nature and effects of this differ widely within the SEE region. Similarly, some education systems were able to make rather easy shifts to new student-centred and performance-based paradigms while for others neither teachers nor administrators were prepared for these new challenges.

The basic structure of the education and training system should be described with an emphasis on the hierarchy and the transitions students must make between levels and types of schooling. It is most important to note the points at which students leave or are dropped from the system. Also, the range of compulsory education (and the contrast, if any, between policy and reality on this point) should be clearly stated. This general description of the educational “pyramid” will inform later analysis of a wide range of equity and efficiency issues.

Other topics to be touched on in the context discussion are the economic conditions, demographic patterns, current official government policies and priorities and the issue of programme costs and finance. The economy both provides the funding necessary for education and training and must eventually absorb its graduates and other school leavers. The sector’s external relevance to the economy is increasingly viewed as a determinant of how much in funding should be allocated to the sector’s support. Similarly, demographic patterns determine the social demand for education. In selected SEE countries, lower birth rates signal an opportunity (albeit a transitional one in some countries) to make quality improvements because of the reduced total numbers of students who must be served.

It is never adequate to take stated policies and priorities as a given. For this reason, the OECD reviews have always been careful to contrast these with actual performance and incentives. It is important to stress the inconsistencies and incongruities between policies/priorities and actual education and training practices. A critical area in this regard is finance. Whatever is said about priorities, the flow of funds is the most revealing indicator of assigned importance of education and training activities. Both costs (how much funding an activity requires) and financing (who pays and how) should be reviewed.

A final, and very special, issue of context is whether the country has suffered from civil war or other civic or military disruptions. These challenges, in addition to those concomitant with economic and political transition, often pose almost insurmountable barriers to reform and effective transition strategies. Finally, the introduction should make clear the structure of the report and allow the reader to anticipate the key concerns that will be addressed.

STATISTICAL BACKGROUND

Educational statistics should be presented in the context of their degree of accuracy, timeliness, and coverage. Given these caveats, each major level and type of education and training should be reviewed in terms of the following measures:

- Trends in Enrolments and Number of Institutions
- Teachers
- Curriculum and Instructional Materials
- Administration
- Facilities and Equipment
- Costs and Financing
- Evaluation of Quality and Effectiveness

Enrolment patterns and the numbers of institutions allow analysis of aggregate access ratios and average institutional size. When compared with the number (and qualifications of teachers) student-teacher ratios can be derived. The definition of unqualified and under-qualified teachers should be made clear as should their location and distribution (more in rural and/or poorer areas?).

Statistics on the curriculum normally will report on the coverage and effective dissemination of the curriculum (especially important in that curricular reform efforts are common in the SEE countries). Also, data on teachers trained in the new curriculum and concomitant evaluation and testing skills is useful information. Availability and use of new instructional materials is a major issue of equity in many countries.

Statistics on administration normally deal with the characteristics of administrators in terms of training and years of experience. The latter is especially critical since the education and training sector is noted for the inadequacy of pre-service training in administration. Facilities and equipment data are often sparse but may be available for laboratory and other special-use facilities and equipment. Such data is especially important for vocational educational and training activities where necessary buildings and machinery may be unavailable or seriously outdated, thus severely constraining the effectiveness of instruction.

Cost and financing data should attempt to supplement official government expenditures with estimates of those made by families and individuals. The amount of financing and its form (subsidy, loan, incentive grant, etc.) for each major level and type of education should be made clear. Also, per-student and per-graduate costs estimates should be reported where available.

Finally, reporting on educational performance is exceedingly important. It is critical to identify the extent to which testing is used for diagnostic purposes (to identify how to help learners) as opposed to judgmental objectives (to identify who has done well and who poorly). Testing and evaluation can create a powerful incentive configuration for the education and training system that may cause administrators, teachers, students, and parents to behave in ways contrary to stated system objectives. Pass rates at each major level are the bases for both efficiency and equity judgements of the system.

The statistical presentation discussed here is for "background" purposes only. It is important to remember that many of the available statistics may be inexact

or incomplete and that many critical issues can not be resolved based on the available statistics alone. The interview process which characterises the OECD sector methodology is designed to supplement this statistical background. In the next section, the key themes of the review process will be presented and, in the country reports, it is here that the quantitative and qualitative methods are combined to present an informed discussion of education and training in the individual SEE country.

POLICY OBJECTIVES

The selection of the key analytical themes to be used in the OECD reviews is directly linked to the policies and activities that are appropriate to the individual and collective development needs of the SEE countries. The term “appropriate” here refers to the match between education and training inputs, processes, outputs, and outcomes to the individual SEE country’s intra- and inter-sectoral priorities and to the social, cultural, and environmental uniqueness of the nation. Both the national priorities and the selection of key analytical themes must reflect an appreciation for what can be afforded and what can be sustained. Similarly, the administrative capacity of social and private sector institutions will act either as a facilitating mechanism or as a constraint on education and training activities. Thus, the selection of key themes must emphasise the “preconditions” for successful development and implementation of the individual country’s development.

However, there are some themes which should be common to most, if not all, SEE countries. The policies and programme activities in the education and training sector may be evaluated in terms of the following ten attributes (which also represent design criteria for reform activities):

- Appropriate political foundation and support for the reform process;
- Equity in access, attainment, and achievement;
- Flexibility in the planning and implementation process;
- Support for an interactive planning model involving co-operation among national, local, and institutional levels;
- Incorporation of inter-sectoral and intra-sectoral co-ordination;
- Development of appropriate regional, national, and international emphases;
- Affordability;
- Sustainability;
- Efficiency; and
- Encouragement of supplementary resource mobilisation.

Not every education and training activity will emphasise all of these themes, of course, but each programme can be assessed in terms of the degree to which it relates to this checklist of effects. Each of the themes will be discussed briefly below.

Appropriate political foundation and support

Education and training programmes have the ability to profoundly affect the lives of the population of any country. Because of this, a natural conservatism exists in that change can rarely occur without some fear of loss or uncertainty of the specific results. The OECD review chapters should show not just what should be changed and how, but must make clear why changes are required and the manner in which individuals, groups, and society will benefit from these changes. Only in this way will the proposed policy or programme reforms of the reviews have sufficient support to be implemented and sustained. While much of the work of the sector review process is inherently technical in nature and content, ultimately the review is a political and administrative document that requires broad acceptance to be effective. The review must be designed with appropriate attention directed to, and sensitivity shown for, the political, cultural, and social considerations involved in the various reforms and these should be emphasised in the reports.

Equity in access, attainment, and achievement

“Equity” refers to judgements about the fairness with which education and training opportunities are provided to individuals and groups. The major access/equity issue traditionally identified for the SEE countries is the difference between locations (urban versus rural) and social classes (an issue even in the previous “classless” societies). While these remain major sources of variation in opportunities for education and training, governments also are interested in the increasing variation in opportunities among and within the urban and rural areas.

Equity issues may be analysed in terms of access, retention, and graduation as well as for learning achievement and the opportunities for employment. A special equity concern of most governments is access to pre-primary education and to opportunities for school drop-outs. Equity assessments also can be made in terms of access to funding and to specific resources such as qualified teachers, textbooks, and other learning resources (including necessary facilities and equipment). When possible, selected equity indicators should be presented for each major administrative region as well as for the nation as a whole.

A special equity concern in many societies is gender equity; in terms of educational access and retention most of the SEE systems have a strong and improving record in this regard. However, it is necessary to determine whether achievement or programme selection (especially in some vocational and technical areas) represent a systematic pattern of inequality for women. Finally, the employment opportunities for women may be examined to illustrate the extent to which the gains in gender equity apparent in the education and training system are translated into equitable employment opportunities for female graduates.

Equity assessments can be limited to questions of aggregate participation but are more appropriately measured by actual access to appropriate facilities,

teacher quality, and the availability and use of instructional materials. Where possible, indicators of funding per student should be provided. As was noted above, a special topic will be the equity of access to pre-primary education. This has been an increasingly available alternative in urban areas but is less consistently available among the remote and rural areas, especially since the beginning of the transition period.

Flexibility in planning and implementation

The OECD reviews have been designed to encourage recurrent analysis and policy adaptation. Planning steps should be reconsidered periodically (at least once per year) and adjusted to fit the emerging realities of the SEE country environment. All programme or project designs that are based on this OECD review should incorporate phased implementation that will allow the project's activities to be slowed, accelerated, or redirected depending on experience, resource availability, and new competing demands.

Support for an interactive planning model

The reforms encouraged by the OECD review should become part of the more general reorientation of social planning in the SEE region. An interactive planning model would have the central government issue broad planning guidelines; the local and institutional administrators would then respond with comments, criticisms, and alternative suggestions. The central authorities could then develop more detailed proposals and, following further review by local and institutional officials, the revised proposals could be implemented. Central responsibility for key decisions will be retained but an even greater opportunity will exist for local participation and review.

Inter-sectoral and intra-sectoral co-ordination

The location of education and training organisations within different government agencies has the potential of fragmenting the planning and implementation processes for the sector (this is especially true for vocational and technical education). All education and training activities, in whatever ministry, should attempt to co-ordinate with the activities of other sub-sectors (this should commonly be facilitated by co-operation between the education and labour ministries). Similarly, better co-ordination should be encouraged for education and training institutions with activities outside the sector. As was noted above, education and training development will depend on the larger economy to provide funds for support of education, training, research, and development activities and to employ or otherwise utilise the graduates that are produced. This close linkage must be recognised and steps taken to bring progress in education and training activities closer to the needs of the larger society.

Development of a regional, national, and international emphasis

The geography of the SEE region requires that both a regional and a national orientation would be appropriate for many education and training programmes. Institutions at all levels of the system should attempt to incorporate curricular and other adaptations to the needs of their regional communities and potential employers. Public and individual interests will be best served by making the large majority of education and training programmes more effective regional and national resources for development. Programmes which serve these needs will also be serving the needs of the individual citizens. Finally, specialists in research, administration, evaluation, and curriculum must have the resources and other support necessary to form strong international networks. The nature of education and training development is not limited by national boundaries, but each nation must have the capacity to examine the costs and benefits of each new development and decide whether it is appropriate for their own society or culture. Adaptation, more than simple adoption, of international progress will be the key for the SEE countries. Similarly, as education and training progress continue to accelerate in the SEE region, SEE experts should increasingly be prepared to share their findings and advances with international colleagues through publications, seminars, workshops, and other forms of dissemination.

Affordability

An obvious but frequently ignored criteria for evaluation of education and training activities is that the programme activities must be affordable within the budget levels assigned to them. Too often, a large gulf exists between a programme's goals and its realised effects because the programme was designed for a budget level substantially greater than that finally realised. Affordability must become an issue of education and training programme design rather than an explanation for why a programme has not succeeded. A prior concern, of course, is whether the education and other human resource development programmes (such as those in the labour sector) are receiving an appropriate priority within the Government budget. This issue must be resolved through inter-ministerial discussions that assure that cost levels are justified in terms of their benefits to society. "Affordability" is always a joint function of financial capacity, costs, and potential effectiveness. Affordability issues within education and training technology are especially of concern because the rapid development of the fields means that expensive investments can be made in technologies or activities that quickly become outdated. Flexibility and sustainability (discussed immediately below) are essential to assure effective use of monies invested in education and training programmes.

Sustainability

“Sustainability” refers to the ability of programme activities to continue efficient operation after the initial project phase is over. This is an especially crucial consideration for government education and training projects that involve external assistance and for private sector activities that involve government assistance (the textbook area is of special concern here in selected countries). In both cases the critical question is whether the positive effects of the project can be sustained after external or government assistance comes to an end. If not, then one must question the value of an education or training project intervention that will cease after the project period is over. Because of the aforementioned rapid evolution of knowledge in the education technology fields, SEE countries must be prepared to monitor and adapt their education and training projects and programmes to promote both effectiveness and sustainability. Obviously, there is a need to consider the government’s own capacity to assure sustainability. The structure and personnel of the responsible ministries should be assessed as part of a general management audit. Such an assessment will help identify the required structure and personnel for the responsible ministries to fulfil their responsibilities under the reform process and to identify the recruitment and training necessary to make the organisations increasingly effective in the long run.

Efficiency

Any education and training activity should both be internally efficient in its own operations and have as one of its intended effects the increase in the general efficiency of the education and training sector. “Efficiency” refers to the least-cost means of achieving a specified objective or the maximisation of objectives given a specified level of costs. Efficiency is the most generic of all education criteria. It includes costs and benefits and the monetary and non-monetary components of each. “Internal efficiency” refers to the least-cost production of attainment levels or cognitive or non-cognitive changes in participants and can be related to changes in inputs (measures of resource availability) and processes (measures of resource use) when it is not possible to measure outputs directly. Internal efficiency is often measured by cycle cost in years or in financial terms. Cycle cost is the number of years of education provided (including repetition and attrition) on average to produce a single graduate from a cycle (level) of education. “External efficiency” encompasses the least-cost production of the full range of educational impacts: economic, socio-cultural, political, institutional, and environmental. While the time and data limitations of the OECD reviews do not allow for extensive calculations of efficiency indicators, the efficiency criterion should inform all of the analysis which forms the basis for identification of issues and selection of policy and practice options. External efficiency is more difficult to quantify than is internal efficiency in simple terms; normally it involves an assessment of whether

costs can be reduced to produce the same level of external effectiveness or whether external effectiveness can be increased for the same level of cost.

Increasingly, policy analysts and project designers and planners have been under pressure to justify investments in education and training, not in terms of direct educational outputs, but rather by means of the effects of the educational outputs on larger societal outcomes such as economic performance (employment, wages, and productivity), social change (attitudes, values, and inclusion of disadvantaged populations), or political development (values, participation, and an informed acceptance of political legitimacy). In the terminology discussed above, there has been a shift from a concern with internal efficiency (the production of educational effects relative to costs) to external efficiency (the production of societal effects relative to costs). Some advocates of education programmes have seen this shift as a threat to financial support for education. Such individuals and groups oppose any challenge to the concept of education (or at least of basic education) as a foundational human right. Such concerns are largely misplaced; in fact, greater evidence of the ability of education activities, basic or advanced, to promote larger societal purposes can protect the sector from erosion of present funding and serve as a basis of larger funding when the aggregate economic conditions permit. One must recognise that education programmes and projects increasingly are in a very competitive situation, both relative to other social sector activities (notably health and nutritional concerns) and to larger societal initiatives in the political, economic, institutional, and environmental domains. To provide evidence of an education activity's ability to facilitate development in any one of these domains – to be an instrumentality rather than an end in and of itself – is to strengthen the education sector's ability to serve its more traditional functions of individual development and social inclusion.

Encouragement of supplementary resource mobilisation

All projects in an education and training reform based on the OECD review will require financial and human resources. While some of these interventions, because of their nature, cannot be self-financing, all do have the responsibility of exploring ways in which additional resources might be generated for their support. For example, activities to expand computer availability in schools should stipulate how the new costs will be shared among the central government, local communities, private companies, and individuals. Training in computer skills, for example, could be financed in part through the utilisation of existing facilities made available on a part-time basis by the private sector; and training workshops should prepare local government administrators and private sector personnel to deal with parents and other citizens to generate supplementary funds for their education and training activities. Over time, an increasing share of the costs of education and training development and dissemination in the SEE region may become the responsibility of the private sector and of individuals. While initially,

the government must play a major role in financing as well as co-ordination, the long term comparative advantage of the central government is in facilitation and co-ordination of education and training activities – not just their finance.

The preceding list of themes is hardly exhaustive but is inclusive of the major issues encountered in the SEE reviews to date. In the following four sections, special areas of concern for education and training are discussed: the curriculum, educational manpower requirements, early childhood education and care, and administrative and systemic concerns in the sector.

CURRICULUM

“Curriculum” as discussed here, is considered to include the goals and content of the instructional programme, the written and other materials needed to support this instruction, and the testing and evaluation regimen used for assessment and evaluation of the success in attaining curricular objectives. The discussion of curriculum should always endeavour to distinguish between the “ideal” of formal curriculum goals and strategies and the reality of actual delivery of the curriculum in classroom settings. A curriculum may be formally adopted at the national level and yet, for reasons such as inadequate teacher preparation or insufficient support materials, have little real effect in classrooms, especially those in more remote or less economically advantaged regions.

The present educational systems in SEE countries often place excessive curricular emphasis on selectivity and the performance of the best students and may not always provide adequate attention to the learning needs of the disadvantaged pupils (by social strata, gender, ethnicity, or location). The result is that education, despite its substantial accomplishments in promoting learning achievement among the best students, can fail to fulfil its roles as a source of equity among social groups and for the development of civil society. A change in the curricular capacity of teachers and administrators (including school inspectors), achieved through improved selection, assignment and training, is needed to emphasise the curricular considerations of access, retention, career development, pedagogy and classroom treatment of the socially disadvantaged.

As is the case in most countries, the link within the SEE region between teachers’ qualifications and their competency in curricular implementation is uncertain. A teacher training strategy must be based on an objective analysis of the capacity of the training suppliers, including universities, to respond to the real needs of teachers for specific subject matter and pedagogic competencies. Ministries of education need to take the lead in reforming the curriculum *and* delivery of teacher training for all pre-university teachers based on the relationship of teacher qualifications to curriculum delivery and thereby to student learning achievement. Also, both school directors and inspectors must become more of a resource for teacher support in curriculum implementation.

SEE educational systems, from pre-school through tertiary education, are rapidly adapting to changes in learning and communication materials and technology. Financial constraints may continue to limit this adaptation in some countries in the region, but this has been partially offset in recent years by the priority assigned to this area by the international and bilateral support agencies and by local parental support. A national plan for use of communication technologies in curriculum dissemination, teacher training, distance education and other learning activities should be formulated to help assure that these investments produce improved learning and greater, rather than reduced, equity in learning achievement.

The results of the reforms initiated in the field of textbooks are already visible in many of the SEE countries. Teachers now may have a choice of more than one textbook per subject, and a private textbooks publishing industry is being developed in most countries. At present, however, the long-term policy (including curricular priorities) for textbook production frequently remains unclear and the means for assuring textbooks to disadvantaged students (especially at the post-compulsory levels) has not been resolved. Education ministries should prepare, in consultation with teachers, parents and publishers, a sustainable strategy in the field of textbooks. Finally, evaluation of textbooks in terms of learning effectiveness should become the foundation for curricular revisions and further development of the present generation of instructional materials.

Higher education in the SEE region faces the curricular challenge of developing “new fields” of study during a period of financial and administrative constraints. Training in areas such as the market economy, democratic processes, civil society and computer sciences can be greatly advanced if the universities and colleges take advantage of the substantial amount of young people being trained abroad or in more creative programmes within the SEE region. Special incentives to recruit, professionally develop, and retain such young academics will be a priority for the full transformation and modernisation of the higher education curriculum.

EDUCATION MANPOWER

The implementation of education and training reform programmes in SEE countries will require a dramatic improvement in the quality of human resources available for the system. The human resource reforms are divisible into two main categories: improvements in teachers and improvements in managers. The latter category refers to management personnel from the level of the school and local inspectorate to the administration of the system level activities within ministries of education, including curricular design activities. The importance of human resources in making the education and training reforms a success is re-emphasised by the role that greater decentralisation and individual decision making will play in the emerging structure and operation of the SEE education systems. Decentralisation will shift to local authorities and schools some of the decision

responsibility that has in the past existed within the central government in either concentrated, or more recently, in deconcentrated structures. Rather than a responsibility solely for implementation, these local personnel must now involve themselves in data collection and assimilation, decision making procedures, implementation and assessment and evaluation. And this process will be a recurrent one. The SEE reforms envision education systems capable of continuing change and improvement. Reform is seen not as a single event but as a continuing activity (and, inevitably, one that greatly increases the administrative burden on local personnel). The benefits of improved decision making from decentralisation are both real and substantial; however, they will not be realised unless the personnel responsible are properly selected, trained and supported.

For administrators at the regional and central level of education management, the nature of their responsibilities will change as well. Central and regional offices will have the responsibility for strategic planning, evaluation, synthesis of findings and accreditation. However, the central authority is the major, if not sole, agency which can monitor and reinforce efforts to assure equity within the education system. This shift from central control to facilitation and monitoring requires new skills but, perhaps more importantly, requires a totally new attitude toward other participants in the education system. Incentives, not orders, will be the primary tools needed under this new structure. Training in incentive-based management must be provided to assure that central managers acquire the requisite skills and attitudes for their new responsibilities.

For teachers, there is a new responsibility to play a larger role in decisions about pedagogic approaches and selection of instructional materials. This shift from a passive to an active role has already occurred in certain SEE countries for the more progressive teachers; however, many teachers remain unsure of the new demands and continue to teach much as they did under the previous systems. Teachers, in concert with local inspectors and curriculum experts, will play an especially important role in defining the content and delivery of any local components to the new national curricula. A special responsibility envisioned for teachers is to communicate effectively with parents. This communication involves explanation of the benefits and costs of the transition changes and more effective transmission of the information on the progress of individual students.

For both managers and teachers, there will be a major conditioning variable to consider – the increased democratisation of decision making. At all levels (managers dealing with staff subordinates, central authorities communicating with local authorities, and teachers working with parents and students), education personnel cannot expect automatic acceptance of what they wish to do. Explanations and justifications – not simply announcements of intentions – must characterise the new system. These changes are difficult enough to accomplish when they occur in social environments which have not undergone a half-centu-

ry of centralised control and discouragement of many of the individual decision skills and sense of initiative that the reform will demand. However, the SEE region is fortunate in that its longer educational and social traditions are ones which emphasise quality and respect for fairness. There is a reserve of qualified individuals who can be depended on to help prepare the human resources necessary for the further improvement of education and training programmes. Also, the effective partnerships which exist within the region and between the region and its external partners are a source of support and encouragement. The ultimate effectiveness of the SEE's education and training systems and of the present reform efforts, will depend upon the SEE countries successes at preparing the human resources necessary to manage the new decision making systems.

One area of administrative manpower reform where substantial progress can still be made is in the creation of effectively functioning local school boards. The functions of these bodies is often unclear and, where they have been functioning, they have not always played an important decision making role. However, it may be hoped that the activity and effectiveness of school boards will continue to increase. Training for school board members has been shown to be a positive determinant of effective board operation.

The primary manpower training needs that result from the reform of education and the restructuring of management responsibility are: (1) educational information collection, processing, assimilation, analysis and dissemination; (2) changes in attitudes and behaviours to promote decentralised and democratic decision making procedures (including communication skills); (3) revenue generation, accounting and auditing; (4) school manager decision making and leadership; and (5) inspectorate roles in finance, inspection and professional development. Obviously, this change in the administrative culture must take place over time. The challenge to the SEE countries is to accelerate the process of reform without losing sight of the need for appropriate sequencing of the individual reform steps. One of the great threats to acceptance of decentralisation and democratisation of decision processes is that the devolution of responsibility precedes, rather than follows, appropriate preparation of personnel to assume these new responsibilities. The development of human resources must take precedence over changes in structure; to ignore this precondition of systemic improvement is to weaken the effects of the reforms in the short run and to damage public support for the reforms in the long run. It can be accepted that a "shock effect" was needed in the past in some SEE countries to initiate real reform and to break the system and its personnel out of their former rigidities. Now, however, the reforms must be properly sequenced. The SEE countries cannot afford to have popular resistance to the reforms based on lack of basic information about costs and effects. Communication and a proper lead time for training prior to implementation will

be important components to the social marketing of the individual country reforms in education and training.

Similar considerations will need to inform the development of teacher manpower. The articulation of the new curricula in the region emphasises the need to shift from the “informative to the formative”, developing the learner’s thinking skills for lifelong learning. A need is seen for education to cultivate sensitivity to human problems and ethical-civic values. Interdisciplinary approaches to teaching and learning are to be introduced, moving away from the strict separation of subjects that dominated the past. It is intended that teachers will have greater freedom in shaping curriculum, choosing methodology and teaching materials. This assertion of these values is important and necessary to set and guide the direction of education and training in the SEE region (values that are certainly more in line with the aims of education systems in most OECD countries). The new curriculum represents a major shift from expectations of classroom practice in the past, from the way teachers were trained to teach and from what students and parents valued as successful performance at school. What has been valued in teaching is the teacher’s success in coverage of the syllabi and textbook and the student’s success in mastering the ability to recall what was covered. Teachers often were given few options of what and how to teach; students were preoccupied with getting the right answer and getting more answers right than their fellow pupils in class and on examinations.

EARLY CHILDHOOD EDUCATION AND CARE

As in the industrial sector, effectiveness and quality in education require paying special attention to what happens at the origin of the production process. It is less expensive to prevent than to repair. As education is itself a long cumulative process, early education should be given specific attention. The future life of a pupil is largely determined by what is learnt in the home and the first two years of schooling, for cognitive and non-cognitive reasons. The pre-school education is particularly important for developing motivation to learn and a positive attitude towards schooling and citizenship. SEE countries can benefit from their tradition of early schooling and from the demographic contexts of many countries in the region which limit the necessary investment in new pre-school education facilities and teachers. However, the general economic and budgetary context of most countries in the region implies the need for them to establish some priorities. The provision of compulsory education, starting with the five to six year-olds, should be implemented, as soon as possible, by giving a priority of access at the age five to children from disadvantaged families and to all those from disadvantaged areas. The same type of affirmative action to improve enrolments should be applied later on to the children at the age of four or even three. Such action is nec-

essary for equity in pre-school education, which is obvious, but also for efficiency and effectiveness purposes throughout the later educational system.

Because, as was noted above, it is less expensive to prevent than to repair and because school failure and dropouts are a huge cost for the economies of the SEE region, pre-school education should have the highest priority for state action in education and training. An investment in early education will allow for a larger proportion of disadvantaged children to leave school with a qualification. This will mean there will be less unemployment, fewer negative social conditions and a labour force better adapted to the new needs of the employers.

Currently, in much of the region, there is less and less confidence that the qualifications given by the schools will assure appropriate employment. In the present context of economic and political transition, this is particularly true because requirements of employers are changing rapidly. At the same time, the emergence of new businesses sometimes provides the opportunity to many people without formal qualifications to make substantial sums of money, while the intellectual professions, among them teachers, must attempt to survive with very low salaries. In such an environment, some families, but especially those among the most disadvantaged groups, are losing their faith in the utility of education and of school degrees. This is an important issue, as the attitude of families towards education is one of the most important factors explaining school participation and achievement. The only way of overcoming such a difficulty is to start as early as possible trying to involve the families and the children into an education that effectively prepares them for further schooling and eventual employment. At the age of six or seven, it is often already too late.

The success of such a strategy for early childhood education and care depends, of course, on the quality of education and of teachers. The reform curricula introduced in the SEE countries over the last decade require that schools must dramatically upgrade the pre-school teaching practices. An important effort must be made to improve in-service training of existing pre-school teachers; it is as crucial a concern as the training of new primary teachers. Similarly, the articulation between pre-school and compulsory school is a delicate issue. In many countries, the transition between pre-school and compulsory education is a difficult issue. A compulsory year of pre-school can provide the opportunity for the teachers of this grade to work with their colleagues teaching in the first year of primary and to organise jointly activities to promote the intentions of the new curriculum

It is important to repeat that, while the equity issues in the provision of pre-school opportunities are obvious, it is the effect on social efficiency that ultimately justifies the investments that will be required in this level and form of education. More and better trained citizens and workers is an outcome attainable only where an effective system of early childhood education and development is in

place. Such programmes were once a major characteristic of the SEE countries; they need to be a defining characteristic of SEE education for the future.

ADMINISTRATION AND SYSTEMIC REFORM

In most SEE countries, there is, at present, an insufficient number of education professionals with the knowledge, skills and experience of the kind of information management and consultative decision-making that are increasingly the basis of education system change and development within OECD countries. However, as the pace of educational change accelerates, attention to the quality, relevance and understandability of management and communications is essential. There should be increased attention, priority and incentives given to improving two-way flows of communication and consultative decision-making at all levels of the education systems; this management upgrading should be implemented even at some cost in the initial speed of introducing additional education and training reforms.

The least developed area of general administrative reform in the SEE region is the overall strategy and policy formulation for the professional development of teachers, administrators and policy makers. This aspect of the reform programme commonly is trailing the strategic and institutional change efforts in curriculum, textbook and assessment systems. An overall strategy and policy framework is required immediately for teacher/administrator education and training to inform and guide priorities for administrative structuring, institutional change, programme development, public expenditure and NGO and donor support for administrative and systemic improvements. This strategy for systemic enhancement will need to be based on an informed analysis of the current organisational effectiveness (possibly from conduct of a management audit) and the numbers and competencies required of administrators in the education sector for the future. Despite significant progress in privatisation and decentralisation in the human resource sectors in the SEE countries, there frequently remains a lack of clarity or consensus as to the final desired distribution of education and training authority among the various levels of government (central, regional and local) and between the public, private and NGO sectors. Once decisions are made as to the appropriate responsibility for each level and type of management, it is critical to reform the administrative structures accordingly and to prepare existing and future managers for the new responsibilities that privatisation, decentralisation and incentive-based management will bring. An explicit strategy, accompanied by time schedules of implementation and detailed training plans, must be debated and agreed to before substantial further progress in effective decentralisation and privatisation of education and training can be made.

In most SEE countries the pre-university education system is still managed by a combination of institutions inherited from the past and bodies that have been created at different times to support various efforts at reform. The existence and

functioning of these institutions is often based on guidelines inherited from the past or altered only slightly through more recent political compromises and inter-institutional bargaining. The passage of new educational laws has affected some but not all of these institutions and the functioning of the newer administrative institutions needs to be continuously reviewed and adapted with experience. The central ministries, with assistance from administrative specialists from the universities and the private sector, should undertake a system-wide review of these institutions, their functions, inter-relations and the efficiency of systemic operations to determine which of these need to be “remapped” further in line with the envisaged reforms in general education and possibly streamlined to address the resource constraints in the education sector. A three- to five-year implementation timetable of general education reform priorities and activities could be developed to increase the links between efforts of the major national institutions and to better inform, prepare and mobilise institutions at the regional, local, and school level.

Effective planning of education, a key administrative responsibility even in democratic and market-oriented societies, requires information on potential labour demand for various specialisations. Ministries of labour are often the most appropriate agencies to engage in recurrent tracer studies of graduates’ employability and economic success and to share this information with planners within the central and regional education ministry and with institutional personnel in schools, colleges and universities responsible for advising students and designing curricula. However, rapidly evolving economies such as those in the SEE region, are likely to undergo frequent and dramatic changes in the structure of labour demand. Therefore, attempts to improve the predictability of manpower supply and demand estimates should be secondary to the production of more adaptable graduates (based on broader curricular structures or multiple specialisations).

In the SEE countries a dramatic shift is taking place from uniform national administrative policies to regionally-based development strategies for education and training. Centralised education and training policies will need to adapt to this but this centralised adaptation may not be adequate. Central governments should follow through on their current efforts to give a greater regional emphasis to education and training plans and to co-ordinate closely with the emerging strategies of the regional development agencies where they exist.

In most of the SEE region, a major obstacle to timely, effective and efficient development of educational administration and systemic reform is a legislative, regulatory and procedural framework that is overly rigid, constraining to institutions and individuals and leaving little room for flexible adaptation of newly introduced changes. Constraints stem not only from legislation, regulations and procedures in the education and training sector but also from those in related sectors (public finance, court system, taxation and duties on imported goods and services, etc.). Individual countries should consider a proper division of responsi-

bility between legislation (emphasising goals and general strategies) and regulations (detailed strategies and approaches) to create more enabling and flexible policy frameworks and procedures.

Many education ministries in the region are not routinely using detailed data analyses for designing its policies and for decision making. This is partly a continuance of old management practices and partly a response to the frustration with a lack of timely and accurate data. Policy and decision making not substantiated by real data and feedback from the system may become detrimental. Where not yet operationalised, there is an urgent need for development, as soon as possible, of a reliable educational management information system, complemented by the use of cost-effectiveness analytical models that involve explicit consideration of the opportunity costs of alternative policies and actions and prioritisation of reform measures. There must exist a clear, dedicated policy analysis and support function to inform ministerial decision-making.

CONCLUSIONS AND RECOMMENDATIONS

A challenge faced in the preparation of the OECD thematic review is how to structure the presentation of the conclusions and recommendations. Commonly this is done either in a thematic manner (based on initial themes or on major issues identified during the review) or structurally by the major levels and types of education and training. Both forms of presentation have rather obvious advantages and disadvantages. The thematic approach emphasises commonality of issues such as equity and efficiency in a systemic manner across the various education and training programmes. The structural approach allows for greater grounding of the recommendations in the detailed analysis of specific levels and types of education and training.

Whatever the strengths and weaknesses of these two approaches in the initial review process, in the summary chapters to be presented here, it is proposed that the ten thematic issues discussed earlier be used. These are:

- Appropriate political foundation and support for the reform process;
- Equity in access, attainment, and achievement;
- Flexibility in the planning and implementation process;
- Support for an interactive planning model involving co-operation among national, local, and institutional levels;
- Incorporation of inter-sectoral and intra-sectoral co-ordination;
- Development of appropriate regional, national, and international emphases;
- Affordability;
- Sustainability;
- Efficiency; and
- Encouragement of supplementary resource mobilisation.

While all ten of these themes should be examined for the development of conclusions and recommendations, it should not be assumed that each SEE country will have to have at least one conclusion and or recommendation for each identified theme. The list should be used as a checklist, not as a required outline. However, the thematic presentation of the individual country chapters will facilitate the preparation of a summary set of conclusions and recommendations for the SEE region. Finally, in making recommendations, it is essential to recognise what the country has already done – or already plans to do – in this regard. The reviews are prepared as a partnership with host country personnel and it is important, wherever possible, to indicate the often substantial efforts underway by the country, alone and in concert with their international partners.

Before concluding this outline for the OECD education and training sector policy reviews, it should be recognized that the government personnel and education professionals in the SEE region have themselves been successful at identifying many of the key policy issues for the sector. A major purpose of the OECD reviews, then, is to help structure the choices that the government and institutional managers will face over the next decade and to stress the importance of a “trajectory of systemic reform” that will maximize attention both to education’s potential contributions to personal and national development and to the fiscal and budgetary realities of the individual nations. A failure to recognise the need to make the critical managerial, financial, structural, and personnel decisions for the sector can only aggravate the existing education and training difficulties and postpone, at significant social and personal expense, the adaptation of educational output to market requirements and social needs. It should be stressed that the qualities of the colleagues and counterparts encountered in the conduct of the OECD reviews are the strongest single reason for optimism about the countries’ capacities to engage successfully in the reforms identified by the OECD reviews.

EDUCATIONAL REFORMS IN THE CZECH REPUBLIC

By Jan Sokol

In the first rush of “revolutionary” changes in 1990, some of the most crying flaws of the communist educational system were repaired: e.g. the ideological background of the whole educational program. No wonder that new mistakes occurred, too: e.g. the uncontrolled growth in the number of schools, which combined with the rapid drop of birth rates led to serious problems later.

Nevertheless, a number of successful reforms is to be mentioned:

- private and other non-state schools were established; their overall weight in the educational system is not big (below 10% of children), but they serve as useful competition,

- decentralization of the school system, enhancement of school autonomy,

- normative financing of schools on a per-child (per-student) basis,

- rapid improvement of foreign language teaching,

- thorough replacement of obsolete schoolbooks by opening of a free market and competition,

- establishment of a dozen of new regional universities,

- rapid growth in the numbers of higher-education students,

- re-introduction of academic freedoms and self-governement,

- establishment of a State Grant Agency to support research activities.

- In the following years, substantial reforms of curricula were performed, vocational training improved, discrimination of handicapped children milderred and universities changed to public non-profit legal subjects with full freedom of teaching and management.

The main problems of today include:

- the problem of educating socially marginalized children, esp. in Roma communities,

- the need to affirm comparability of high-school diploma by re-introducing obligatory and (partly) unified “maturity” exams,

- a thorough reform of university education along the lines of the Bologna Declaration,

- enduring lack of cooperation between the Academy of Sciences and the universities,

- lack of investments in higher education, especially of libraries,

- weak support for life-long learning.

At present, a public debate about some arrangement in tuition fees goes on in the Czech Republic, too. Though the number of admissions rises continuously (it actually doubled since 1990), a third of applicants is rejected still. By a decision of the Parliament, the educational system shall be even more decentralized from 2001 on, creating new problems as to the needed comparability of education

results throughout the country. The government started a large program in computerization of schools, including the Internet connection of all schools in five years.

CURRICULAR REFORM: THE CASE OF SLOVENIA

By Ivan Svetlik and Andreja Barle Lakota

INTRODUCTION

Recent demands for changes in the educational system in Slovenia were expressed in evaluation studies at the end of the 1980s. However, the change of the social system meant that changes in the educational system became a necessity. Thus at the start of the 1990s Slovenia joined the European trend towards reforms of education systems.

It was perhaps the euphoria following the changes in the social system that created the illusion that it would be possible to formulate a concept for reforms to the education system directly from various academic discussions and conferences involving a large number of experts, educators and parents. After two years of numerous yet varying proposals and concepts submitted at these conferences, it became clear that they had to be brought together into a single coherent entity. It was for this reason that the state of Slovenia, in the form of the Ministry of Education and Sport, appointed a group of experts who worked out a basic strategy for the new education system (*Education in the Republic of Slovenia – White Paper* 1995). This academic paper represented the basis for the formulation of new education laws.

The appointment of a group of experts “in the know” who were therefore given the opportunity of “establishing the borders of social reality arbitrarily” is not a novelty, at least not in Slovenia. In 1764, Maria Theresa, the Empress of the Austro-Hungarian Monarchy, of which the present-day Slovene territory was a part, ordered Janez Krsnik, a member of the Court Study Group, to prepare a syllabus for grammar schools. A survey of subsequent curricular reforms reveals that in all of them, the state authorised a group of experts to set official school knowledge.

Preparing a proposal for a new concept of education system presupposes a range of all academic viewpoints expressed, and accordingly the legitimacy of certain solutions. To apply the proposed solutions in legal acts requires political compromises to be made. It is therefore impossible to claim that the legislation passed reflects solely the views of a separate group of those who are “in the know” as to how to preserve the social universe. In Slovenia a number of compromises have been made concerning the education system. The dilemma between a unified primary school system and the division into primary education and lower grammar school (from 11–15 years of age) was resolved with the introduction of three levels of difficulty and the introduction of optional subjects from Grades 7 to 9 of an otherwise unified primary school system. The demand for marked extension of primary education was settled with an agreement to extend it by one year, but compulsory education now begins at 6, and not 7, years of age

as before. The demand for the introduction of religious instruction into schools led to the introduction of a secular subject Religions and Ethics, etc.

THEORETICAL FRAMEWORK

The Issue of Official Knowledge

The transfer of knowledge is one of the vital processes in the preservation and development of the human race, and is also one of the most dynamic elements of contemporary society (Therborn 1995, p. 12). A particularly special place in this process is reserved for institutionalised knowledge transfer (knowledge transfer in school). Bilton (1996) characterised the foundation of special social institutions for the dissemination of knowledge (schools) as a manifestation of rationalism, the practical reflection of which was realised in the complete institutionalisation of social life, as well as in an entirely different role for science. The school can be seen as an institution authorised by the state to transfer official knowledge and to issue public documents which guarantee that certain (official) knowledge had been transferred. Public documents contain marks determining the level of knowledge achieved by an individual in acquiring the official knowledge (Collins 1979).

Official knowledge involves only verified learning, which presupposes the processes of verification, legitimisation and institutionalisation of learning, and on this basis of inter-subjective recognition of learning. In this sense we can define official knowledge as institutionalised truth, or as a “corpus of generally valid truths about reality” (Berger, Luckmann 1985, p. 87). Thus knowledge contains a dimension of inter-subjectivity and involves the social and historical framework within which it is made, while establishing a certain relationship between the individual and the society, the public and the private.

The school is authorised to disseminate part of the social fund of knowledge, where such part is so important that it has to be disseminated to younger generations. This gives the knowledge selected a special status – the status of official school knowledge. Since we are not concerned here with the entirety of the social fund, but only with a selected part of the fund of social knowledge, other important issues arise, such as: which areas of knowledge receive the special status of official school knowledge; who are the right people to take part in the formation of school knowledge; how to organise the process of dissemination and legitimisation of school knowledge, etc.

In modern societies, the status of official school knowledge in public schools is defined on several levels: the areas of knowledge disseminated in schools are defined in special documents verified by state bodies; monitoring of the process of knowledge transfer (with the system of monitoring services, textbooks, etc.); the process of testing and performance measuring is becoming increasingly institutionalised as the state introduces mechanisms for standardisation of performance measurement (introduction of national tests, standardisation of knowledge, etc.).

The extremely large number of persons involved in the process whose actions influence the manner of transfer and the understanding of transferred knowledge alone demonstrates the complexity of the process and at the same time the inability to ensure control over the transfer of official knowledge. In addition, it is also necessary to take account of the complexity of knowledge and the process of knowledge transfer. Disseminated knowledge includes numerous “surpluses of meanings” (Apple), “thought accessories” (Justin), “silent knowledge” (Polany), “implicit knowledge” (Ule), which thwarts monosemic understanding and control of the disseminated knowledge.

The analysis of the processes of formation of official knowledge in this paper will focus solely on those dimensions and elements through which it is still possible to monitor and study explicitly determined and acknowledged official school knowledge, i.e. on the level of preparation of documents and determining the official school knowledge through a national curriculum.

Highly Interested State

Modern societies are typified by the lack of a socially orienting centre and of changes in the relationship between an individual and society (Luhmann 1987). This change is not related solely to changes in social structures; it also includes changes in the foundations of the way of thinking as well. Within this framework, individuals on the one hand increasingly formulate their own systems of meaning through which they build their interpretative framework and determine the manner of understanding the world, and on the other hand they are trapped in the systems of meaning which are dominant in the defined time and space.

Comparative analyses performed at the start of the 1990s in OECD countries by Skillbeck (1990) and in the mid-90s in the Council of Europe countries by Kallen (1996) attempt to establish some typical trends regarding issues from the field of education. It is interesting that both established an increased interest on the part of the state in settling the issues in the field of education.

The authors show that during those years the majority of European countries radically reshaped their educational systems and curricula. The increased interest of states in resolving issues in the area of education could be a reflection of the desire to control a social subsystem which requires a great deal of financial resources, or it could be a reflection of the belief in the power of the school in settling important social issues, e.g. the influence of school on the development of an individual's competence, which is in turn important when entering the world of labour and for confronting the complexities of modern society; the significance of the school in resolving concrete wider social issues, such as unemployment (extended schooling), violence, addiction, ecological issues (inclusion of contents and objectives in the curriculum).

The increased interest of the state is demonstrated in the increasing role of the state in mapping out the strategy of the national curriculum, in determining the official school knowledge for individual subjects, in defining the methods of testing and assessing, in defining the standards of knowledge, in controlling and producing textbooks and learning tools. In the majority of European countries (Van Bruggen 1994) the basic strategy of planning is worked out by a group of experts appointed by the parliament, the government, or a minister. Since it is an appointed group of experts, a professional service which forms part of the state administration is as a rule available to them.

The influence of the state is also demonstrated in the determination of the official knowledge of individual school subjects. Although this role is as a rule entrusted to experts from individual subject areas, they are nevertheless selected and authorised to perform this role by the state. Given the concept of relativity of knowledge, it thus seems that the right to make judgements about which knowledge will be included in the stock of official school knowledge is given to a narrow group of selected *cognoscenti*, to “those who know how to preserve the social universe”, or who can arbitrarily draw the “boundaries of the social reality”. It therefore seems that the concept of the social construction of official knowledge presupposes (total) arbitrariness and subjectivity in determining official knowledge, or in the process of determining the “universally valid truths about reality” (Berger, Luckmann 1985, p. 87).

As Van Bruggen (1994) points out, groups of specialists appointed to determine the official knowledge in individual subjects, viz. those determining which knowledge will be disseminated in the school, and those which deal with the setting of standards of knowledge (the required knowledge) were typical of the curricular reforms in the 1980s and the early 1990s. Such a division ought to contribute to a greater level of democracy and openness in the process of determining official school knowledge, since a fairly large number of experts can be included in the process. On the other hand, such a division of groups (in line with the “divide and rule” principle) can help perpetuate the actual influence of a group of people who must subsequently take care of the “co-ordination” of all appointed groups and “ensure” the coherence and consistency of “strategic” decisions.

The “co-ordination” of appointed groups of experts and the concern for strategic decisions indirectly allows the possibility of influencing the determination of the official school knowledge (compulsory subjects) which is of paramount importance to the state, and is therefore protected as the national core curriculum.

If the supposition of the subjectivity of the determination of the official knowledge and the thesis claiming such knowledge as a prerequisite for an individual's/subject's participation in social activity is valid, then the knowledge which

indirectly gives social power (the power of action of an individual) is subjected to the subjectivity of individual groups given the power to determine socially accepted knowledge.

Thus the process of determining the official school knowledge expresses not only the relationships between the state and individual social groups, those officially authorised to take part in determining the official school knowledge and those willing to take part in such processes, but also the relationship between the individual and the society as well. The fact that an individual is qualified and classified with regard to the level of the acquired official school knowledge in the process of testing and assessing and later issuing of (school) certificates alone proves that the transfer of the official school knowledge concerns the individual directly, and that in a specific way it defines the relationship between the individual and the state (society) (Therborn 1995, p. 12).

THE CURRICULAR REFORM MECHANISM

The official changes to the educational system in terms of legislation were adopted by the Slovene Parliament in the spring of 1996. Two of the most prominent changes were the introduction of the nine-year compulsory school (replacing the current eight-year school), and the introduction of the dual system in secondary (post-compulsory) education. However, the curricular changes went even deeper; they were changes in the contents and methods of education. The appointment of the National Curriculum Council (NCC) was therefore the next step required by the new legislation. The NCC was appointed by government decree with the responsibility to define the general goals and objectives of curricular changes, the methodological framework of curricular changes, and the strategy and schedule of curricular reform. The NCC consisted of 27 experts in the area of the educational system and in individual subject areas.

In fact, the appointment of a group of experts “in the know” who were therefore given the opportunity of “establishing the borders of social reality arbitrarily” is not a novelty, at least not in Slovenia. In 1764, Maria Theresa, the Empress of the Austro-Hungarian Monarchy, of which the present-day Slovene territory was a part, ordered Janez Krsnik, a member of the Court Study Group, to prepare a syllabus for grammar schools. A survey of subsequent curricular reforms reveals that in all of them, the state authorised a group of experts to set official school knowledge.

The framework of activity of the NCC was defined by a decree. The NCC was responsible for the preparation of changes to contents and methods within the new legislation. It is important to stress that the NCC did not adopt educational programmes and curricula; it did, however, suggest that they should be adopted by the relevant councils of experts when it considered them to be appropriately modernised.

The NCC was aware that there was no single solution for curricular changes, and so the first step of the NCC was to learn about experience in other countries. The NCC carefully studied the strategies of change and the major difficulties other countries had to face.

All members of the NCC then had the chance to write down their personal vision of the main tasks and strategy of the curricular reform; the texts were published in a collection of papers entitled *Curricular Changes* (1997).

A common vision of curricular changes was adopted in the document entitled *Guidelines to the Curricular Reform*. This document was sent to all educational institutions in June 1996. The Guidelines included the broader context of the educational system in Slovene society, major difficulties, aims and goals of curricular changes, the strategy for solving problems, the main values, the strategy and the schedule of the curricular reform. This document represented the framework and guidelines for further work of the NCC and all its bodies.

In order to complete such complex tasks, the NCC appointed five sectoral curricular commissions for pre-school education, compulsory education, grammar schools, technical and vocational education, and adult education. These commissions included 80 experts. The sectoral curricular commissions consisted of experts in the specific area of education, in different subjects, and principals (teachers). For the vocational education commission, representatives of social partners were also invited.

The main task of sectoral curricular commissions was to define the goals, the programme and the timetable for the specific sector of education. Another task was to ensure the coherence of the programme. Each sectoral commission defined specific guidelines for their part of the educational system. Because of the complexity of technical and vocational education, 27 programme curricular commissions were established involving 158 experts.

The NCC also appointed 42 subject and cross-curricular commissions bringing together 278 experts. These commissions consisted of experts in individual subjects from universities, teachers and advisors from the Board of Education. One subject commission made proposals for syllabuses for all parts of the educational system. In this manner, the vertical integration/differentiation of subjects was to be ensured.

More than 500 experts were involved in total across all the curricular commissions.

The structure of commissions also included teachers' circles. These circles included all Slovene teachers. This may be the most important part of the whole structure. Their role within the strategy and logistics of curricular changes could best be explained by the example of the compulsory school. For other parts of the educational system, the logistics were similar.

The sectoral curricular commission for compulsory education analysed the existing programme and compared it with the programmes in foreign countries. On the basis of this analysis, it prepared a proposal for a new programme and timetable.

In line with the proposal of the timetable and the time allotted to the specific subject or subject area, the subject curricular commissions produced the first drafts of syllabuses for their subjects. Before this they had to analyse at least three syllabuses from other European countries.

The sectoral curricular commission then organised a seminar for all subject commissions, where the drafts were discussed with all other commissions. After this they revised their drafts from the cross-curricular point of view.

The new draft version was sent to samples of teachers' circles, i.e. to 20% of all Slovene teachers of the particular subject. Teachers' circles discussed the drafts and sent their comments, proposals etc. to the relevant subject commissions. Subject commissions had to analyse their comments: they could either include them in the new draft or explain to the teachers why they were not included. Afterwards, the new (third) drafts (together with analysis of teachers' remarks) were sent to all Slovene teachers.

They discussed the drafts and wrote down their comments. All teachers could also complete a questionnaire. In fact 70–80% (varies according to subject) did so. The questionnaire was analysed for each subject and each year separately.

On the basis of these analyses, a fourth version of each syllabus was made, which was then sent to the samples of teachers' circles in March 1998. They could compare the new version with the old one and determine which and how many comments and proposals the subject commission included in the new version of the syllabus. After the presentation of new versions of syllabuses to sample teachers' circles, the latest version was prepared for discussion in all circles in May 1998. Once again, the procedure was the same. In fact, four versions of syllabuses were produced solely on the basis of teachers' proposals. The "final" version was prepared after the discussion in the sectoral curricular commissions in May and June 1998.

The sectoral curricular commissions reviewed all syllabuses, and once they had established that they were appropriately updated (according to the guidelines they adopted), they presented them to the NCC. The NCC decided on the proposals. When it considered them appropriate, it sent them to the Council of Practitioners, which was established in the course of the curriculum reform. Its role was to assess the proposals in terms of applicability. It could demand amendments, and the NCC had to consider them before it sent the documents to the Council of Experts for adoption.

The criteria for judging the proposals for programmes and syllabuses were the aims, principles and strategy adopted in *The Guidelines to the Curricular Reform*.

The main aims of the curricular reform were as follows:

- to increase the autonomy and professional responsibility of schools and teachers;
- to raise the interconnectedness between disciplines;
- to decrease the task burdens and tiredness of students;
- to increase the variability of forms and methods of teaching and to give students a more active role in the teaching process;
- to achieve a balanced (cognitive, emotional, social, etc.) and personal development of students, etc.

Some of the key principles were the following:

- programmes should be more goal- and development-oriented than content-oriented;
- programmes must ensure equal opportunities in education;
- programmes and teaching plans must be compared with at least three foreign ones;
- the amount of material should be adjusted to the available lesson time;
- a balance between individual fields and disciplines must be established in the programmes;
- contents which have general value and utility must be given priority;
- programmes and teaching plans must be vertically and horizontally harmonised, etc.

SOME DILEMMAS AND CONFLICTING ISSUES

Many people hear the call, but only few are chosen? or Who was involved in determining the official school knowledge

One of the initial dilemmas of the curricular reform was the issue of who was to determine the official knowledge. Should there be a small group of highly qualified experts who would work silently in peace and would announce the reform results when the task was finished, or should there be a greater number of people involved in education who would work openly and interact among themselves and with the public in the course of reform? It was assumed that the first option would make the project cheaper, and would enable faster work and deeper change. The second option would be more time-consuming, more costly and would require making a larger number of compromises. In the end, the second option was chosen because it was hoped that the involvement of a greater number of teachers would make them think about the changes in the course of the reform, would involve them in the evaluation of proposals, and would thus shorten the time and increase the probability of success of the reforms. This option implied more intense public relations on the part of the project management, and more conflicts were expected.

When the NCC embarked on its work it called on all faculties, institutes, professional associations and schools to submit their nominations for experts to sit on curricular commissions. As an exceedingly large number of nominations came in, members of curricular commissions were selected on the basis of the following criteria: academic references, representation of all levels of the educational system, regional coverage, the number and rank of proposers who supported individual nominations. As a rule, the commissions were led by experts from universities or institutes. Around 40% of commission members were teachers from pre-school institutions, and primary and secondary schools.

The curricular commissions thus formed together with consideration of proposals given in teachers' circles should prevent the determination of the official school knowledge becoming a tool (weapon) of individual groups of people who are "waging a civil war". Sufficient influence should be given to practitioners; they examined above all the practical applicability of syllabuses.

The solution adopted raised some issues. Some experts from the academic circles expressed their doubts as to whether teachers could really modernise syllabuses, since modernisation is above all the inclusion of new research findings. Thus individual subject commissions reacted nervously to remarks by teachers to the effect that, for example, the proposal for a certain syllabus was too demanding, was incomplete from a pedagogical point of view, etc. In such cases, the role of mediator was played by the appropriate sectoral commission.

On the other hand, there was also a fear that academic experts would just project their academic disciplines onto the primary and secondary schools. As a result of this criticism, syllabuses were subjected to multilevel checking by the teachers' circles, the number of teachers in the curricular commissions was increased in the course of the reform, and a special national Council of Practitioners was appointed.

It would be unjust to forget that syllabuses were not actually adopted (and the official school knowledge determined) within the system of curricular commissions. In fact they were adopted by the Council of Experts.

The Role of Professions

The curricular reform was considered primarily as a professional task. Therefore specific professions played a crucial role in the modernisation of the syllabuses in their fields. The experts were also appointed in these commissions on the basis of their teaching knowledge and experience. However, this solution was not without risks.

We set about resolving these issues in curricular reform by appointing a greater proportion of education experts to sectoral curricular commissions and the NCC. Moreover, we tried to provide an exhaustive treatment of curricular changes by:

- goal-based planning of syllabuses;
- obligatory cross-subject adjustment of syllabus proposals;
- determining cross-subject contents that curricular commissions should include in syllabus proposals;
 - introduction of interdisciplinary activities (e.g. Activity Days in primary school).

However, problems arose as soon as it was necessary to transcend the structure of individual academic disciplines on which an individual school subject is based into a nonclassical subject syllabus and when an individual profession wanted to strengthen its position at university through presence of discipline in school curricula. Teachers were afraid of how the introduction of a new subject would affect their jobs.

It ought to be stressed that the struggle of individual professions for their share in the curriculum started as a rule only in the part concerning the compulsory part of the curriculum. The compulsory part of the curriculum is that part which guarantees a certain profession a permanent position in social division of labour. The majority of professions dealt with the optional part of the programme as less important in status. Thus in the course of the reform, the newly introduced optional part of the primary-school programme shrank compared to the original plans. It seemed that individual professions would be all too willing to sacrifice it if they themselves gained more space in the compulsory part of the programme.

It is possible to assume that the fight to place individual professions in the compulsory part of the curriculum is proof of the continuing belief that school is the only carrier of knowledge, and the continuing understanding of school knowledge as a clump of eternal truths, and the continuing failure to accept the student's role in making his/her own decisions on at least one part of the disseminated knowledge. The appearance of members of curricular commissions as exponents of their professions could be understood also as a remnant of the political socialisation of our society where, as a rule, no-one was understood as an autonomous individual, but rather as someone's representative.

On the other hand, it is interesting that in part of the curriculum which is left to optional subjects, viz. subjects selected by a student, initiatives for very diverse school subjects arose. These subjects are normally much less indirectly linked to individual academic disciplines; they seek to put into effect a new understanding of school knowledge, and as a rule connect more professions at the same time. These subjects include e.g. Environmental Education, Media Education, Drama, various artistic activities, etc.

Autonomy and Teachers' Professional Responsibility

One of the central aims of the educational reform of the NCC was the demand to produce programmes and syllabuses which would strengthen teachers' auto-

my and at the same time their professional responsibility. The prevailing conviction was that only in this way it is possible to expect the development of the educational profession and a rise in the quality of education. At the beginning of the reforms, teachers also expressed the demand for a rise in autonomy. And when examining syllabuses, which were much more open, they demanded that the people preparing them should determine in greater detail the contents, methods of work, and learning tools. Is teachers' autonomy a Trojan horse where, behind a glittering motto, too much responsibility is hidden, too much for teachers to cope with?

Some people seek reasons in a modified understanding of the school, above all in understanding the school as an enterprise with the stress on economic efficiency and rationality. The four Es are legitimised as the principal objective of the educational system, viz. Efficiency, Effectiveness, Equality, and Excellence (Beare 1994, p. 36). Beare points out that it is not only about closer ties between the economy and the educational system, but about deeper changes a paradigm shift in our understanding of the social functions of the school. Education is increasingly subjected to the economic sphere; increasingly, economic terms are used to describe and analyse the educational system. The demand for measuring the impact leads to the demand for determining the standards of performance. The standardisation of knowledge ought to lead to an increasing routine nature of work.

The process of MacDonaldisation (Ritzer 1993) of the school and the related de-intellectualisation of educational work is expected in the coming years to drive educational work into a routine occupation, since it is of great importance for students to obtain as much knowledge as possible at the least possible cost. The nature of educational work ought to change it ought to become increasingly de-intellectualised and filled with routine. A change in the status of the profession is proof of that.

Such understanding, of course, raises the question about the type of official school knowledge and the role of state. However, in the process of reform in Slovenia we strove to put into force the modified comprehension of knowledge, whereby knowledge would be understood as the development of competence for life and work. Knowledge thus understood of course demands continuous active forms of teaching and learning. And without teachers' autonomy and professionalism, these are impossible to achieve.

The Question of Hidden Ideology

The curricular reform in Slovenia contained a hidden ideological dilemma, which was seldom spoken aloud. It was however expressed in several rather nervous discussions. The dilemma was about the basic mission of education and school.

According to some participants of NCC, one had to define the final outcome of education in terms of the desired personality of students when they leave

school. "Proper" social values were especially emphasised. On this basis one would have to develop an adequate curriculum.

The second option viewed education as a means of developing the individual's potential to the highest possible level, whatever that may be. The role of the school was to broaden the horizons and to teach individuals to make their own choices in a situation of uncertainty, including the choice of beliefs and values. The majority of participants supported this approach.

This dilemma was first observed during the discussion on the guidelines to curricular reform. The advocates of the first option demanded that the guidelines had to express the basic values to be pursued in education. The initiative was accepted. However, when the choice of explicit values was made, it turned out that particular values (not shared by the majority of population) were to be excluded. The following were put forward: the individual and his/her development, freedom and responsibility, equal opportunity, tolerance and solidarity, national identity, and knowledge.

In the Slovene language there is a distinction between (predominantly) cognitive and (predominantly) valuative dimensions of education. The advocates of the first option criticised the curricula as biased because of a stress on the cognitive dimension. They demanded special teaching subjects of morality and ethics, and a stronger emphasis on arts and crafts. This coincided well with the demands of some disciplines to expand within the curriculum. The advocates of the second option maintained that both dimensions are part and parcel of any education, be it mathematics or chemistry. Every subject has to pay attention to basic human values and social norms. However, the results of this discussion were subjects such as Civics and Ethics, and Religions and Ethics.

Some members of NCC, in particular, demanded that the members of commission which examined all syllabuses from the perspective of religious content should be experts who had "positive attitudes towards religion". This demand was rejected. Instead, the Subject Commission for Religions and Ethics, in which theologians, sociologists of religion and philosophers participated, was authorised to perform this task.

These discussions occasionally spilt over to the sphere of politics and even shook the government coalition. This was a challenge for both, the politicians and the experts. It should be stressed that the Ministry of Education and Sport respected the autonomy of the curricular bodies and did not interfere.

CONCLUSION

In the 1990s, Slovenia joined in the process of changing the educational system. The defining of official school knowledge involved a large number of experts. But the school knowledge is defined for real only through the processes of learning and teaching, with textbooks and learning tools. Despite the "increased interest

of the state” in resolving these issues (as established by certain authors, e.g. Kallen, Skillbeck, Apple), school knowledge is never determined solely by a group of experts, despite the fact that they are authorised by the state. The processes are much more complex and are formed by participants within the educational system, as well as in interaction with other social subsystems.

Curricular reform in Slovenia is in the phase of implementation. In conjunction with this, the National Evaluation Commission has been appointed. The increased interest of state in transferred official school knowledge was evident through recent events in the field of evaluation.

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LA STRATÉGIE DES RÉFORMES AU PORTUGAL: PROCESSUS ET CHANGEMENTS

By Maria do Rosario Mendes

Je voudrais, tout d'abord, remercier les organisateurs de ce séminaire, et tout particulièrement le Conseil de l'Europe, de cette invitation qui me donne l'opportunité de partager avec vous l'expérience portugaise en matière de réformes en éducation.

Nous savons tous – et encore ce matin cela nous a été rappelé – que les questions et les problèmes concernant l'éducation sont en grande partie similaires dans la plupart de nos pays car, malgré les différences historiques, culturelles et politiques, nos systèmes éducatifs se trouvent face aux mêmes défis. Et s'il est indéniable que les solutions mises en oeuvre sont toujours – et je cite Jean-Michel Leclercq – “tributaires d'un contexte”, je crois sincèrement que, par le partage d'expériences et par la mise en commun des réflexions, nous pouvons tous contribuer à mettre en évidence les grandes orientations qu'il conviendrait de prendre en compte.

Je vous décrirai, tout d'abord, la grande réforme de 86 et, ensuite, l'ajustement (et non plus réforme) qui s'est initié dix ans plus tard, en 1996.

Le Portugal, comme vous le savez peut-être, est un petit pays tout à l'Ouest de l'Europe, qui compte environ 10 millions d'habitants distribués inégalement par les différentes régions: le littoral étant plus peuplé et plus riche que l'intérieur. Soumis à une dictature pendant presque 50 ans, le pays s'est refermé sur lui-même et a vécu “fièrement seul”, comme le disait souvent le dictateur Salazar. Au printemps de 1974, quand la liberté a été reconquise, nous avons beaucoup à apprendre, énormément de temps à rattraper et un pays à refaire: système politique, système économique, système éducatif, tout! Nous avons mis à peu près 10 ans pour retrouver la stabilité politique en démocratie et pour redresser l'économie. La réforme de l'éducation est venue après.

LA GRANDE RÉFORME

En 1986, après quelques timides tentatives de changements ponctuels, le parlement vote, finalement, une loi cadre du système éducatif (que nous appelons la loi de base). Il faut dire que le Portugal était entré dans la Communauté Européenne en janvier 86 et que l'OCDE, en 1984, dans son rapport de la Revue thématique sur la politique nationale d'éducation au Portugal, esquissait un portrait de notre enseignement qui n'était pas très flatteur.

La loi de base, dans la mesure où il s'agit d'une loi-cadre, va à la fois rendre nécessaire et permettre une grande réforme du système.

Mise en oeuvre du haut en bas, c'est à dire par l'initiative des autorités gouvernementales, elle se voulait globale dans la mesure où elle visait au change-

ment dans tous les secteurs: finalités, structure et organisation, administration, financement, formation des enseignants, curricula et évaluation.

CONTEXTE ÉDUCATIF DE LA RÉFORME

L'organigramme du système éducatif était à peu près le même depuis les années 40: un enseignement primaire de 4 ans; un enseignement secondaire de 8 ans (lycée – la voie royale pour accéder à l'université ; école technique – une voie qui débouchait directement sur le marché du travail – toutes les deux très marquées socialement) et un enseignement universitaire ankylosé. J'en fais un peu la caricature, certes, mais en fait tout était assez simple et clair, très rassurant et correspondant aux représentations que toute la société se faisait des différents niveaux et parcours éducatifs: l'école primaire pour tout le monde, l'école technique pour ceux qui ne pouvaient pas poursuivre des études et lycée – suivi de l'Université – seulement pour quelques privilégiés, les meilleurs, l'élite. Un clivage inévitable, et plutôt classique, commençait alors à se dessiner dans notre société entre deux tendances opposées: l'une qui allait dans le sens de maintenir ce modèle, inchangé pendant longtemps, l'autre qui voulait le changement pour répondre aux besoins de la démocratisation, de l'égalité des chances et de la justice sociale, mais aussi aux exigences de l'intégration du pays dans l'Europe.

CONTENU DE LA RÉFORME

Nous l'avons déjà dit, c'était une réforme globale:

- allongement de la scolarité obligatoire (9 ans) définie en termes de scolarité de base (et non plus primaire)
- un cycle de 3 ans pour le secondaire qui comprenait la formation technique et professionnelle redéfinie
- réforme des plans d'études et des programmes d'enseignement et donc un nouveau modèle d'évaluation des élèves
- nouvelle typologie des établissements scolaires
- décentralisation de l'administration et autonomie des établissements
- nouvelle formation pour les enseignants

PROCESSUS DE LA RÉFORME

Le gouvernement a créé une Commission pour la Réforme du Système Educatif. Cette commission qui, au départ, devait fournir le soutien technique et scientifique aux décisions politiques, s'est très vite vue investie d'autres responsabilités. En fait, après le vote de la loi de base, la commission a, elle-même, redéfini ses tâches et ses objectifs de façon à pouvoir préparer les textes de loi et à jouer le rôle de groupe promoteur et dynamisateur des débats visant à obtenir certains consensus. C'était elle – composée en large majorité par des universitaires – le vrai pilier de la réforme.

Il n'a pas eu de véritable participation directe de la communauté éducative à la préparation ou à la mise en oeuvre de cette réforme. La participation a été essentiellement représentative. Aux débats et séminaires organisés par la commission – et malgré les quelques efforts déployés – ont participé des chercheurs et experts en éducation, le processus ayant mobilisé surtout le milieu universitaire et très peu d'enseignants du primaire et du secondaire. Il faut dire qu'il y a encore, au jour d'aujourd'hui, un grand nombre d'enseignants qui ne connaissent pas une bonne partie des textes fondamentaux de la réforme.

Après la préparation, survient une courte période (1 an) d'expérimentation dans quelques établissements choisis, qui n'a pas toujours été bien suivie et qui n'a pas été correctement évaluée avant la généralisation.

Pour ce qui est de l'enseignement secondaire – ce dont je m'occupe – la réforme a été généralisée à partir de 93/94 et, au bout d'un premier cycle de 3 ans, en 95/96 et après près de 20 ans sans une vraie évaluation externe des apprentissages des élèves à ce niveau d'enseignement, les premiers examens de l'enseignement secondaire se sont réalisés. Les résultats ont été décevants.

Les voix critiques qui depuis un moment s'élevaient contre la réforme avaient alors une nouvelle légitimité pour crier haut et fort "on vous avait bien dit".

Les évaluations de cette réforme, faites bien après la généralisation, mettent en évidence:

1. que de vieux modèles qu'on croyait éternels ont été pour la première fois mis en cause et écartés définitivement – ce qui a été une bonne chose;
2. qu'il y a eu d'indéniables progrès au niveau de la réflexion, de la recherche et de la production d'études scientifiques dans le domaine de l'éducation;
3. mais aussi que bon nombre des mesures législatives se sont révélées incapables de promouvoir un vrai changement tendant à une amélioration continue des structures, des méthodes et des performances éducatives en accord avec les finalités exprimés par la loi de base;
4. et qu'une réforme court à l'échec si elle est essentiellement légale, normative, mise en place à la hâte, sans le temps suffisant ni les stratégies appropriées à la mobilisation des acteurs sociaux dans l'école, voire dans la communauté éducative.

L'AJUSTEMENT

A la fin de l'année 1995, un nouveau gouvernement, issu des élections du mois d'octobre, annonce que dorénavant l'éducation sera une des priorités de son action. Le contexte n'était plus tout à fait le même: depuis son entrée dans la Communauté Européenne d'alors, le Portugal avait pu bénéficier d'un vaste programme de travaux publics et d'investissements dans les infrastructures; la culture et la structure des entreprises avaient changé, de nouvelles sociétés s'étaient créées avec des capitaux étrangers; et, grâce aux nouveaux circuits multina-

tionaux de distribution, on faisait la connaissance de nouveaux produits et de nouvelles habitudes économiques se développaient. Il ne faut pas oublier non plus que les pressions exercées sur les entreprises portugaises faisaient croître le chômage et que certains secteurs productifs traditionnels se trouvaient marginalisés.

En éducation, on constate qu'il y a beaucoup d'échec et d'abandon scolaire pendant la scolarité de base et que la qualité des apprentissages des élèves dans le secondaire laisse beaucoup à désirer. Il fallait, donc "revoir la réforme".

Le Ministère de l'Éducation s'attaque alors à un programme de consultations, réflexions et débats élargis sur les curricula (plans d'études et programmes) de l'enseignement de base et de l'enseignement secondaire.

Avec le double objectif de mieux comprendre la nature des problèmes, à partir d'une diversité de perspectives et de conceptions, et d'engager, dans un vaste dialogue, de larges secteurs de la société, des milliers d'enseignants ont participé à des réflexions et à des débats. Les associations professionnelles, les sociétés scientifiques, les associations de parents d'élèves, les universités, les associations d'entreprises et les personnalités de la vie universitaire, économique et culturelle ont été consultées aussi. Nous sommes ainsi arrivés non seulement à ce que les enseignants et les écoles s'impliquent dans ce processus, mais également à ce que les autres acteurs s'engagent dans la discussion et prennent leur responsabilité de partenaires éducatifs à part entière.

Le tableau suivant synthétise tout le processus:

Démarches	Caractérisation	Date / Lieu
Les Rencontres dans le Secondaire	- Publication de "Rencontres dans le Secondaire. Documents d'appui au débat 1"	avril 1997
	- Réalisation des Rencontres en 17 écoles-pôles. 417 écoles représentées et la présence de 1155 enseignants	entre avril et novembre 1997 en 17 villes différentes
	- Publication de "Rencontres dans le Secondaire. Documents d'appui au débat 2" sur l'enseignement spécialisé de la musique	décembre 1997
	- Réunions préparatoires de la Rencontre Nationale de la Musique, dans 6 écoles-pôle	entre décembre 1997 et janvier 1998 en 5 villes différentes
	- Rencontre Nationale de la Musique avec toutes les écoles de musique du pays (81) 112 enseignants et 4 invités de l'enseignement supérieur	janvier 1998 à Lisbonne
	- Publication du rapport final "Réflexions des écoles et des enseignants"	juillet 1998

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Consultation aux partenaires	– Réunions (24) avec les associations d’enseignants et les sociétés scientifiques	juillet 1997
	– Réception de 38 avis écrits	juillet 1998
	– Publication du rapport final “Analyse des consultations aux partenaires”	
Conférences nationales	Un cycle de 3 conférences sur:	
	– “Le rôle joué par l’enseignement secondaire dans la culture scientifique et technologique des jeunes”	le 20 nov. 1997
	– “L’enseignement secondaire face aux défis du monde du travail”	le 11 déc. 1997
	– “Le rôle joué par l’enseignement secondaire dans la culture humaniste et esthétique des jeunes”	le 22 jan. 1998
Conférence internationale	“Enseignement secondaire - projeter l’avenir” Une réflexion sur les politiques, les défis et les perspectives de l’enseignement secondaire dans différents pays	du 30 juillet au 1er août 1998 à Évora

Pour la première fois sont publiés – et distribués aux enseignants et à l’ensemble des partenaires éducatifs – des documents d’orientation des politiques pour chaque niveau d’enseignement.

Il ne s’agit plus, cette fois, de remettre en cause le système en tant que tel, mais plutôt d’en remanier et redimensionner le contenu. Pour utiliser une image utilisée pendant le symposium de Prague: “on gardait le squelette que la grande réforme avait donné au *corps de l’éducation* et on essayait d’en redessiner le réseaux des nerfs et d’en refaire les muscles”.

Les débats, les consultations et les réflexions ont permis d’obtenir un répertoire, une connaissance approfondie des problèmes et, en même temps, de mettre en perspective les changements nécessaires.

Dans le secondaire, les changements devaient aller dans le sens de la diversification et de la flexibilité des parcours et d’une simplification des filières de telle sorte qu’on puisse assurer l’égalité d’accès et les chances de réussite au sein du système à tous les élèves. Il fallait aussi refaire les programmes de chaque matière à enseigner de façon à équilibrer connaissances scientifiques et compétences.

La première chose à faire : établir un programme d’action. Le voici, résumé dans le tableau suivant :

Dates	Activités
Jusqu'au mois de mars 2000	<ul style="list-style-type: none">- Réorganisation des filières- Réorganisation des enseignements au sein de chaque filière et de chaque série- Réorganisation des contenus à enseigner – programmes- Publication de nouveaux textes de loi- Réunions de travail avec les responsables des établissements, les sociétés scientifiques, les associations d'enseignants
Jusqu'au mois d'août 2001	<ul style="list-style-type: none">- Divulgarion: publications destinées aux enseignants, aux élèves, aux parents, au public en général; séances de travail avec les sociétés scientifiques, les associations d'enseignants et les associations d'entrepreneurs- Préparation / Formation: des enseignants et des écoles
Du mois de septembre 2001 au mois d'août 2002	<ul style="list-style-type: none">- La 10ème année démarre avec la nouvelle organisation des enseignements et les nouveaux programmes- Suite des activités de préparation / formation

Il est revenu au Département de l'Enseignement Secondaire de coordonner les initiatives et d'obtenir les consensus nécessaires pour avancer, mais la complexité de la tâche et le nombre de partenaires engagés dans le processus nous ont souvent obligé à revoir les dates. La réorganisation des filières, par exemple, sur laquelle il a été très difficile d'obtenir un consensus, a pris plus de temps que prévu.

Nous sommes en train, en ce moment, de refaire les programmes – ce qui n'est pas une mince affaire – et les nouveaux textes de loi seront publiés vers la fin de l'année.

J'ai essayé de décrire, très brièvement, les deux modes différents par lesquelles nous avons introduit des changements – certes d'ordre différente – dans le système éducatif portugais. Je vous ai parlé un peu des contextes qui les ont produit et des résultats qui ont découlé de la grande réforme. Bientôt, mais pas encore aujourd'hui, je pourrai annoncer les résultats de l'ajustement qui est en cours. Mais je ne doute pas un instant que nous avons atteint un objectif essentiel en engageant toute la communauté éducative dans un processus qui s'est voulu amplement participé et concerté car une nouvelle forme de dialogue et de collaboration – qui ne manquera pas de se développer et de s'approfondir – s'est déclenchée entre l'administration, les décideurs politiques et les partenaires éducatifs.

EVALUATION AND ASSESSMENT OF INAUGURATED CHANGE

by Helmut Bachmann

AUTONOMY – ITS HISTORY AND IMPLEMENTATION

In Austria, educational policy of the Seventies was characterised by conflicts concerning the adoption of the comprehensive school. The discussions of educational issues, as many other areas of public life, are strongly dictated by the standpoints of dominating political parties: Social Democratic Party of Austria (SPÖ), and the Austrian Peoples Party (ÖVP). Within the last years the political landscape has changed – nowadays we have a third strong political power, right winged and becoming more and more successful in elections, the Austrian Freedom party (FPÖ).

School laws in Austria have constitutional rank, and so the passing of resolutions demands a 2/3 majority. That is why schools are changing slower than churches in Austria. School reforms are taking a lot of time to be set into practice.

Within the last decade a change in paradigms in our background of educational policy is taking place: instead of nation-wide obligatory models in the sense of centralised control, there is an increasing concentration on decentralisation.

For the first half of the nineties “autonomy” has increasingly become the key concept for the solution to a wide range of school problems. The discussion in Austria surrounding autonomy has also increasingly become the framework for a more general discussion of school reform. This has been greeted with a sense of relief, because it implies that the predictable political polarisation of the debates on education in the last few decades is not likely to be continued.

In 1990, emerging from a political consensus in both coalition parties (the Social Democrats and the People’s Party), a basic agreement was reached for the current federal government with the following priorities:

- simplifying educational administration
- possibilities for schools to develop their own image
- maintenance of national minimal standards
- flexibility of the educational system
- salary schedules based on weekly teaching hour allotments
- possibility for part time contracts also for tenured faculty
- co-operation of everyone concerned with the appointments of head posts

AREAS OF AUTONOMY

In the discussion on autonomy, the following areas have become evident:

<i>educational</i>	free latitude in teaching
<i>financial</i>	school budgetary
<i>administrative</i>	decreasing bureaucracy
<i>personnel</i>	primarily appointments for school heads

These areas of the discussion on autonomy, however, are not clearly separate, there are numerous overlappings.

Due to the legal rulings in the School Organisation Act and in the School Education Act of 1993,

- *educational* autonomy has the largest general acceptance of all of these four areas.

- *Financial* autonomy has been reduced to dealing with the national schools because of the spread of competencies at other levels.

- The *administrative* component of autonomy shows little dynamic, while the debate surrounding autonomy

- in *personnel* matters is more or less limited to various objectivity models developed regionally. The questions of quality, organisational development and the development of an innovative support structure (school administration, school supervision, teacher in-service training, integrative projects, etc.) are becoming increasingly important in the current discussion.

COST NEUTRALITY AND DECENTRALIZATION

These two elements are still the major conflict areas in educational policy in Austria:

- *Cost neutrality* means that reform measures are not allowed to cause additional costs.

- *Decentralisation* is well known as political terminus.

GENERAL CONDITIONS FOR AUTONOMY

Autonomy in the school assumes a high level of commitment, that cannot be “ordered”, but it can be supported by setting up general conditions as it happens by the help of School Organisation Act and the School Education Act, effective as of September, 1993. These amendments concern the so-called “school partners”: at the compulsory schools these are the representatives of the teachers and of parents (the democratic body is the school forum), at the higher schools student representatives are also included (the democratic body is the school commission).

In order for an agreement on curriculum planning to become valid – in terms of school autonomy – a 2/3 majority in each interest group must be reached.

For example, in the case of compulsory schools, 2/3 of the parent representatives and 2/3 of the teacher representatives must agree to a new curriculum in terms of school autonomy before it can be implemented.

A NEW PHILOSOPHY OF SCHOOL DEVELOPMENT

The 14th School Organisation Act defines the general conditions in the law and thus has initiated a new philosophy of school development:

The most important elements of the new autonomy stipulations are summarised in the following three points:

School autonomy in opening and dividing classes

A minimum and a maximum number of pupils necessary for opening or dividing a school class were previously standardised nationally. These minimum and maximum numbers can now be changed by autonomous decisions of the school commission or the school forum, as long as these changes result in no additional costs.

Autonomy in the budget

The possibility for free disposition of the budget depends on the education authority. For the compulsory schools (elementary, general secondary and special schools...) this is the local authority; for the higher secondary schools (national schools) this is the federal government. For the latter, the margins for free dispositions by autonomous decisions have been increased from 5,000 to 50,000 Austrian shillings.

Autonomy in the curriculum

Previously every small change in school organisation had to go through a complex procedure for approval. Now, changes agreed upon by the school partners become law if they are not lifted by the education authority within a specified time limit. The federal minister allows the individual schools to authorise curriculum decisions within a prescribed framework autonomously:

- the number of hours for compulsory subjects can be increased or decreased
- new compulsory subjects can be introduced or can be combined
- electives can be created

GENERAL MARGINS FOR AUTONOMY

The margins for autonomous decisions are possible only within the framework of the total number of hours per week spread out over 4 years: in the first stage of the higher general secondary academic schools this is 127 hours.

As of September 1, 1993, decisions based on school autonomy can be made in the following areas:

- the number of hours for compulsory subjects can be increased or decreased
- new compulsory subjects can be introduced
- compulsory subjects can be combined
- elective practice periods can be created

- electives can be created
- allotments for tutoring can be used more flexibly – either in blocks or integrated into the weekly program

REMARKS ON THE VARIOUS AUTONOMY OFFERINGS

In the primary schools, the latitude for autonomous decisions apply only to the area of the elective practice periods (80 hours per year), but not in compulsory subjects.

In the technical and vocational colleges, autonomy offerings can be used for focusing according to special interests and special fields. However, the central focus for autonomy is really in the area of the main general secondary school and in the first stage of the secondary academic school. I would like to demonstrate these principles of autonomy using the example of the subject schedule for the main general secondary school:

Margins for School Autonomy for a Subject Schedule in the main general Secundar School

Compulsory Subjects	Standard Schedule	Year and Hours per Week				Total
		1st	2nd	3rd	4th	
Religious Instruction	<i>8</i>	2	2	2	2	8
German	<i>17</i>					15–21
Modern Language	<i>14</i>					12–18
History and Social Studies	<i>6</i>					5–10
Geography and Economics	<i>8</i>					7–12
Mathematics	<i>16</i>					14–20
Geometric Drawing	<i>2,5</i>					2–6
Biology and Environmental Studies	<i>8</i>					7–12
Physics and Chemistry	<i>8</i>					7–12
Music	<i>7</i>					6–11
Art and Calligraphy	<i>8</i>					7–12
Crafts: Technical and Textile*	<i>7,5</i>					7–12
Home Economics	<i>3</i>					2–6
Physical Education	<i>14</i>					12–18
Total hours	<i>127</i>					127

*as an alternative compulsory subject (*The italic written numbers in parenthesis show the allotted hours on the previous basis. The pairs of numbers, for example German, 16–22, show the minimum and maximum number of hours per week per year for the entire first stage of secondary schools.*

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Now I would like to demonstrate what the possible variations could be:

Ecological Emphasis

Compulsory Subjects	Year and Hours per Week				Totals (and Changes)
	1st	2nd	3rd	4th	
Religious Instruction	2	2	2	2	8
German	5	4	4	4	17
English	4	4	3	3	14
History and Social Studies	–	1	2	2	5 (-1)
Geography and Economics	2	2	1	2	7 (-1)
Mathematics	4	4	4	4	16
Geometric Drawing	–	–	1	1,5	1,5 (-1)
Biology and Environmental Studies	2	2	2	2	8
Ecology	1	1	2	1	5 (+1)
Physics and Chemistry	–	2	2	3	7 (-1)
Music	2	2	1	1	6 (-1)
Art	2	2	2	1	7 (-1)
Crafts: Technical and Textile	1	2	1,5	2	6,5 (-1)
Home Economics	1	1	2	2	6 (+3)
Physical Education	4	3	3	3	13 (-1)
Total hours	30	32	32,5	325	127

*Changes from the non-autonomous subject/hour schedule Variations from the standard schedule are printed in bold-faced type.

As already mentioned, the possibilities for variations in the subject/hour schedule must be so arranged and spread out over 4 years that the exact total number of hours for each type of school remains the same: 127 over 4 years.

RESULTS OF STUDIES ON AUTONOMY

In August, 1993, the Centre for School Development (ZSE) was commissioned to do an evaluation of the effects of the new school reform law on autonomy (14th School Organisation Law). The study, however, eventually went beyond its initial confines to deliver a current picture of the development of schools in Austria.

Possibilities for new arrangements decided autonomously at the school level – only two years after the introduction of the reform – have been taken up by a large part of the schools, but with clear differences between the types of schools: about 2/3 of the general secondary schools (10–14-year olds), 1/3 of the academic secondary schools, and about 3/4 of the vocational and technical schools (15–19-year olds) have taken advantage of the new possibilities of autonomy. But,

with very few exceptions, the measures implemented are not very far-reaching ones, not ones that effect the development of the school as a whole.

IMPORTANT CURRENT TRENDS IN AUSTRIAN SCHOOL DEVELOPMENT

The last decade has been one of fundamental changes in the economy. Globalisation has taken over, and political systems in the former eastern block have been changing. But the pressure on western European political systems is nearly as great now as it was on former communist countries. The western democratic systems with highly developed bureaucratic structures are not flexible enough to overcome and/or cope with all these economic challenges. So political systems all over Europe are being forced to change – although for different reasons and with different speed.

The following trends are caused by or at least influenced by school autonomy and can also partly be considered the results of it.

Curriculum development at the school level

The goal is a trimmed-down curriculum that can be adapted for local needs and implemented by the individual schools. All Austrian Schools are invited to establish a “School-Program”.

The debate on reorganisation of inspection in Austria

The intention of reformers is to combine two professional challenges for inspectors in Austria: First to be critical friends and advisors for teachers and second to be work inspectors. A study by Schratz has shown that both teachers and inspectors want a new definition of the role of the inspectorate.

Organisational development and headmasters

In the education and further training of the heads, some clear successes have been achieved in recent years. Our study, “Towards a Better School” confirms that heads see the autonomy in the schools as a chance for professional self-realisation in spite of the increasing work load.

School quality

We are now in the middle of a comprehensive debate on the topic of quality. The Ministry has demonstrated its newly defined steering function by making feedback material available to teachers, parents and pupils (www.qis.at).

CONCLUSION

In order to keep a clear track of the various developments in the schools, the Centre for School Development is planning a periodic research project called, “School Development Monitoring (SEM)”. The type, size, methods and institu-

tional base for SEM are mostly still open. One possible option would be a type of institutional long-term observation of the educational system that would deliver politically relevant information on strategic aspects of the developments at more or less regular intervals.

The development of strategic quality indicators would be important here – like drop-out rates, atmosphere in the schools, level of professional satisfaction of teachers, participation of parents. By repeated measuring, problems and symptoms of crises as well as successful developments could be identified. This could be an important contribution to the international debate on school development as well.

Working Groups Reports

ALBANIA

The group discussing Albania consisted of seven Albanian experts, led by Mr Vaso Qano, the head of the Minister's Cabinet and co-ordinator for education in the context of the Stability Pact. The moderator of the Group was Mr Graham Reid. Three other foreign experts were involved in the discussion. These were Ms Susan Wright, Mr Gottfried Wagner and Mr Paul Aerts.

Mr Qano opened the debate with an excellent presentation on the structure of education in Albania, and he summarised a number of key problems which his Ministry were trying to tackle. These included:

- design of a new curriculum in schools
- modernisation of vocational education
- quality assurance in higher education
- teacher and head teacher training
- serious deficiencies of buildings and equipment
- content of education needed modernising
- need for decentralisation.

A general discussion followed in which the foreign experts pointed to the similarity of the Albanian problems to those in other transition countries, though there were a number of special factors which perhaps made the Albanian situation more difficult. Several general points were made. The implementation of strategy was very important and had to be carefully planned; there had to be a sense of ownership of reforms, and indeed of schools, since education was very important to people and families; there had to be coherence between national policy development and the involvement of foreign experts and, especially, donors; and in-service training of teachers was vital to the reform process.

The group then moved on to discuss in detail a number of the key issues which had emerged from the presentation.

Curriculum Change

The previous curriculum was highly centralised and academic, with syllabus and textbooks laid down centrally. The reforms currently focus on normalisation and emphasising the new purposes of knowledge, improvement of documentation, and establishing minimum standards for pupils: in the medium term improvements in legislation will be needed to secure more flexible curricula. The government is working with the public to get acceptability of its reforms, and is piloting new approaches. The change of philosophical orientation is a particular problem, notably with some teachers, but even before 1991 there was a considerable measure of support for change among teachers and pupils.

In vocational education there was also a reform process, beginning in 1992 with reviews of syllabus, textbooks, and timetables. It was realised, however, that

this approach was insufficiently radical and a new approach was piloted in 1998. This bases curriculum development on job analysis, and adopts a decentralised approach with responsibility being given to schools. The government is working with foreign experts to develop a modular approach, and although time was lost in the early days of reform, the new approach seems much more promising.

Teacher Training

This is an area of considerable difficulty. Teachers' salaries are lagging well behind others in the new market economy; young teachers lack professionalism, and need better pedagogical training followed up by in-service training; and training for head teachers is vital for the introduction of the necessary changes within the system. The Albanian experts felt that there was a need for a centre to develop and implement a strategy for teacher training, and this is an area where investment by donors could pay great dividends: there has already been some such involvement for the training of vocational education teachers which might be extended.

Vocational Education

As mentioned above, this is an area where reform started early, albeit on the wrong track. The vocational education system was completely inappropriate to the new market economy, and there are still many problems. Training of vocational teachers is particularly weak; there is a drain of teachers out of the system because of low pay; the infrastructure is poor and (perhaps surprisingly) most donors are not particularly interested in this sector; and it is difficult to engage employers. The use of private institutions may be one way forward, and indeed some schools may be privatised. There is a need to get a coherent government approach with consensus between relevant Ministries which is difficult to secure at the moment. It would be highly desirable to get more adults into vocational schools, partly to make better use of resources but also to help restructure the workforce. But the conclusion must be that substantial investment in this area is a prerequisite if the desirable changes and reforms are to be accomplished.

Higher Education

This sector is regarded as very important by the government. Like other areas of education, it needs substantial change. The universities are poorly equipped and many are very backward in research; postgraduate studies are underfunded; there is little or no involvement in vocational areas; and quality assurance is poor, though this is being tackled. The government would like to reduce the number of universities, while increasing student numbers, perhaps to twice current levels. The accreditation agency which is involved with quality assurance may provide evidence for a closure strategy. Open and distance learning could make a sub-

stantial contribution, and it was necessary to develop post-secondary vocational education. The higher education sector was one where the Albanian experts felt that cross-regional cooperation to exchange information and ideas could be extremely useful.

Donors

The group had a very interesting discussion on the role of donors, the experience of Albania so far, and some lessons for the future. The Ministry now has a strategy and it has ensured that donors know what the key elements of the strategy are. It regards as essential that donors should fit in with what the Government wants to do and its priorities. The areas which were identified as important for donor funding were vocational education, teacher training and decentralisation. In future the Ministry would like to see better monitoring of projects, with a “steering” function for the Ministry. There have been examples of overlapping in the past which this approach is designed to avoid. Problems remain, however. The sustainability of reforms funded by donors is vital. There have been examples of pilot projects which did not change behaviour: after the project was complete, people reverted to the old ways. Another issue relating to pilot projects is the difficulty of extending them or disseminating the results. There may not be the skills within the Ministry to do this. Again, what happens if donors reduce funding during a reform process? Who will make up for the shortfall? There was no doubt of the crucial role which donors can play in the reform process, but the potential problems were also clearly seen.

Other issues

Two other issues were discussed which apply to all sectors of education. One was quality assurance where progress is being made but from a very low base. The accreditation agency is tackling higher education and has a good deal of work in hand. School inspection is still within the Ministry though there are plans for an independent body in future. In vocational education there is currently a lack of standards. Again, international experience and the contribution of foreign experts could be very important in developing new systems.

The other was infrastructure. This is not simply a matter of institutions having outdated facilities and equipment which is not relevant to the market economy, though this is certainly the case. But in addition, Albania’s schools suffered considerable damage during recent hostilities so that there is an even larger backlog of repair and refurbishment for which the Ministry has very limited resources. There is another structural problem which Albania shares with many other countries, namely what to do with very small schools in villages which are simply not cost-effective, especially with declining numbers of pupils. A possible solution which is being considered is to have regional schools for several villages, with

transport for pupils. But the social and political implications of school closures, however justified in educational terms, can be very difficult.

The Group concluded its discussions by identifying the issues which the rapporteur, Mr Alqi Mustafai, should raise in his presentation to the plenary session.

BOSNIA AND HERZEGOVINA

INTRODUCTION

The Working Group on Bosnia and Herzegovina had sessions on Friday, 9 June, and Saturday, 10 June, and reported to the plenary on the same day at the closing session.

Mr Nenad Tanović and Ms Nadežda Radić, representing the Ministry of Education of the Federation of Bosnia and Herzegovina, presented a paper on Education in the Federation of Bosnia and Herzegovina..

In addition to the presenters, the Working Group, included Ms Louise Morley (Institute of Education, London, UK), Mr Jerzy Wisniewski (Warsaw, Poland), Mr Jan Sokol (Prague, Czech Republic), Mr Ivan Lorenčič (Pedagogical Institute Ljubljana, Slovenia), Mr Mitja Žagar (Institute for Inter-Ethnic Studies, Slovenia) and Ms Stamenka Uvalić-Trumbić (Education Sector, UNESCO).

As a starting-point of all discussion, taking into account the specific context of Bosnia and Herzegovina and its highly decentralized and fragmented education system, the Working Group expressed regret that not all major actors in education were represented (eg. the Republika Srpska and the cantonal ministries in the Federation). The Working Group, then, identified major obstacles to reform, delineated several broad areas of special concern for further action and drew some general conclusions.

Obstacles to reform

The fact that education, in the State of Bosnia and Herzegovina, in compliance with the Dayton Accords, is decentralized to the two entities and then further to the ten cantons in the Federation was underlined as one of the major setbacks in any attempt for strategic planning, representing a significant constraint at all levels of education, in particular for higher education.

It is clear that such a system helps to perpetuate ethnic divisions, and in the fifth year of peace, three separate education systems still co-exist in the Federation of Bosnia and Herzegovina, depending on the predominant ethnic population in the respective canton. This also hinders student and teacher mobility within the Federation/State and even creates a problem of mutual recognition of qualifications.

In addition to these structural obstacles, socio-political obstacles also block any reform process. A general resistance to change persists. In spite of the time that has elapsed, mutual mistrust has not been overcome. Power struggles between ethnic policies in different cantons are still strong.

Interventions for change to date

During the five years of peace, numerous attempts have been made to introduce a more unified education system and to promote a greater degree of co-ordination

between the entities on one side, but also within the Federation, between the different cantons. This has been supported to a great extent by representatives of the international community as a response to concerns voiced by the actors in education, finding it difficult to halt the deterioration of the education system at all levels.

Some of these efforts to introduce co-ordinating bodies at state level have yielded some results. Thus, at a Conference of Ministries of Education of the two entities, the Federation and the cantons on 20 May 2000, an agreement has been concluded under the auspices of the OHR (Office of the High Representative), the Council of Europe and UNESCO. According to this agreement, a Council of Ministers will meet on a regular basis to discuss introducing common core curricula, exchanging textbooks and developing educational policies.

In the field of higher education, an even greater need for co-ordination and strategic planning is evident to provide for cost-effective system of higher education and stop an unnecessary proliferation of higher education institutions. Under pressure by the World Bank and with support by OHR, the Council of Europe and UNESCO, a Council on Higher Education is in the process of being established, also as a co-ordinating body for policy, legislation and funding in higher education.

Many other initiatives aimed at capacity-building at institutional level have been advocated and are being implemented over time, by numerous intergovernmental and non-governmental organizations, bilateral and multilateral actors. Unfortunately, it is impossible to have an overview even of all the reports that have been published and recommendations that have been proposed to assist the development of education in Bosnia and Herzegovina.

Whether these agreements, reports and recommendations, often of a top-down character, will truly be implemented or are just immediate reactions to external pressure is a question that was raised by the Working Group.

RECOMMENDATIONS

With a view to these considerations, the Group delineated the following broader areas of concern for further action:

Legislation

An urgent need exists to review and create legislation to define powers and responsibilities of relevant authorities, at Entity, Federation, cantonal and municipal level, adapting different existing models in the world.

Human resource development

Staff development and capacity building at local and state level for policy-makers, practitioners and managers was considered as a key-issue that involved in particular the following areas:

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- team building
- management development
- strategic planning
- management information system and data collection
- quality assurance
- assessment
- curriculum development

Governance

In the field of governance, it was felt that the Council of Ministers needed to be strengthened and empowered to co-ordinate change strategies by:

- identifying priorities
- creating action plans
- monitoring and evaluating effectiveness
- mobilising change agents at grass-root level

CONCLUDING REMARKS

The Working Group took into account the multitude of existing initiatives put in place to assist education in Bosnia and Herzegovina, by international and local actors, including significant financial aid that has been granted.

In spite of this, no substantial developments have been noted, on the contrary, an overall deterioration is being noted.

Hence, the major conclusion of the Working Group was that a need persists to *take into account the micro-political context* such as coalitions, informal networks, resistance, fears, emotions, interests; to work in teams in overcoming lack of confidence.

A clear long-term strategy for educational development and change, bringing together and creating a clear balance between top-down and bottom-up approaches is unfortunately lacking. Until such a strategy is developed, it is feared that no progress is possible in the complex socio-political environment in the State of Bosnia and Herzegovina.

CROATIA

GENERAL INTRODUCTION

Political Context

- Period up to 1990
- Period 1990–2000
- Elections in January 2000

Present Educational System

- Preschool up to one year to six
- Elementary school 4+4; proposal to be transformed in 3+3+3 system – either to start earlier with compulsory preschool program, or to add ninth class in the elementary school – going on discussion.
- Secondary school level 96% of population: grammar schools 30%, rest technical and vocational
- Higher Education – four Universities and several Higher schools

POINTS FOR NEEDED CHANGES

Policy paper – national consensus

So far four initiatives about educational reform – MOE, Parliament, Government and NGO (Open Society Institute and Forum for Freedom in Education) sector. Public discussion already started. Those four initiatives should be discussed (under umbrella of Ministry of Education?).

Statement: in democratic pluralistic society, educational system should be based on the human rights, which includes democratization, pluralism, openness and flexibility.

How to organize public discussion – role of the media?! Participants: teachers, experts and parents – to be included in all levels and phases of decision-making procedure.

International assistance needed – experiences from others are very welcomed as a start point for changes. This includes countries in transition with the same educational background – Slovenia and the Czech Republic, but also Austria, and Western European countries.

Four main points of the reform:

- a) Educational system governance
- b) Funding
- c) Curricula
- d) Teachers training

Creating the legal framework for changes based on the Policy paper

Issues to be solved:

- Decentralization of the system – school autonomy including teachers' autonomy
- Legal structure which allows funding of the schools by different subjects

(NGOs, private initiatives, churches, others)

Assistance and support by the side of international institutions needed.

Fixing of the educational system in the meanings:

- Duration of each level of education-starting age of children for elementary school,
- Compulsory and non compulsory education core curricula,
- Teachers' education standards,
- Ensure open transition from one level of education to the other but ensure that national standards are respected. System should be imposed but remain flexible in order to assure pluralism and possibility of choices for each child,
- Inclusion of children with special needs,
- Respects towards human rights – individual, ethnic, religious etc.

Funding

Immediate request from the Croatian government to increase the percent of the BNP from present 3% to recommended 6%. That is needed in order to ensure the stability of system and possibility for changes.

Decentralization of funding – local government should be empowered to have budget for local education purposes and ability for decision – making about it.

INTERNATIONAL HELP NEEDED!

Curricula

- Definition of the standards and goals at all levels of education
- Create open and flexible curricula – priority to the goals instead of content oriented curricula
- Balance of the national curricula standards and those created by particular schools in accordance with children's needs
- Introducing new strategies of teaching and learning based on the lifelong learning needs
- Improving school climate
- New models of assessment and evaluation to be introduced
- Impose a balance between internal and external evaluation
- Introduction of interactive teaching methods and ability for learning through experiences

Teacher training

Basic teachers training – establish better cooperation between MOE and Ministry for Science, which is in charge of teacher training and between universities. International experts' assistance needed!

In-service teachers training: creating the structure in order to enable systematic approach. This is a precondition for any improvement.

Working Groups Reports

School management staff should be also trained. International cooperation to be realized.

Idea about establishing Institute for Education was discussed and supported as extremely important from all group members.

KOSOVO

The group was composed by five experts from Kosovo and five foreign experts. After the country presentation of Mr Dukaglin Popovci discussion followed. As the group had only a very limited time, they listed the problems starting from the highest priority to the lowest. The three most important ones were chosen to be discussed:

- Financing
- Curriculum
- Access to education and enrollment

Financing

Financing of education in Kosovo is a problem. International organisations and donor organisations are helping financing education. Sometime even teacher salaries can not be paid. Sustainability in financing is an important issue. In a year time donations might stop. In order to have a proper financing system there is a need to establish government policy as well as donor policy. It is requested that DESK and UNMIK do it together.

Curriculum

At the beginning the group discussed why there was a need to change the curriculum. Here are just a few to name: The existing curricula are traditional, overloaded, doesn't meet the social needs. The role of education and school is changing. New life skills should be inserted. Discussions took place concerning intended curriculum, implemented curriculum and attained curriculum. The recommendations in this regard are as follows:

- Based on new vision, the policies, framework and standards should be set.
- DES, using international expertise, studying of experiences, making use of EE support of Soros foundation and also using consortium approach will immediately plan and implement what is said in previous paragraph
- Concept of evaluation should also be integrated into the system
- The importance of teacher training, both pre-service and in-service should be given the importance. DES, as the employer, should develop job descriptions for teachers.

In order to turn school into a learning organisation, in-service training should be given the priority. Planning, material development, implementing and assessing should be considered as a whole.

Access to education and enrollment

The main problems in this regard are:

- Drop-outs
- Lack of legal framework

Strategies of Educational Reform in South East Europe Countries

- Untrust to stability
- Very few job opportunities

Recommendations in this regard are:

- Pre-primary education should be enhanced
- For compulsory education, the necessary legal framework should be established
- Job opportunities should be created through partnership with economy and further and adult education should be started
- Continuous analysing and feedbacking, replening the system should be part of the education policy.

In one sentence: necessary framework, legislation and regulation should be set up to install stabilisation which seems to be the root of most of the problems. UNMIK should be staffed properly, financed properly and empowered properly.

The general recommendations from the working groups are:

- A seminar with UN administration, international experts and representations of international organisations need to be organised
- Legislation and framework should be setup for bilateral co-operation
- Establishment of the section for public relations within DESK (Developing Education System in Kosovo),
- Teachers' unions and NGOs should be involved in developing community involvement
- International community gave UNMIK the mandate to administer Kosovo. UNMIK should also be given enough financial and manpower resources to accomplish it.

MACEDONIA

The group discussing Macedonia consisted of Macedonian experts, led by Ms Dobrinka Taškovska, Assistant Minister of the Ministry of Education of Macedonia. The moderator of the Group was Mr Vladimir Tkalec from Slovenia. Other foreign experts, working group members, were involved in the discussion and preparing of the general outline of topics discussed, which follow:

Strategy paper

- Experts
- Political consensus

Context in Macedonia

Comprehensive reform

- Priorities
- Different speed

Group work

- Exchange of opinion
- Learning from mistakes

Key areas – goals, activities, outcomes

Infrastructure

- Minimum standards
- Intervention in rural areas

Structure

- Pre-primary education – zero year
- Vocational education
- Post-secondary education

Teachers

- Quality teaching
- Teacher training
- Salaries and social status
- Motivation for professional improvement
- Evaluation of teachers

Curriculum

- From knowledge to skills and problem solving
- Moderate decentralisation

Textbooks

- Alternative textbooks
- Small market

Assessment and evaluation

- National standards

Strategies of Educational Reform in South East Europe Countries

- National exams
- Evaluation of teaching process – counseling and inspection

Legal framework

- Short vs. explicit laws

Management

- Training of educational managers
- Autonomy of schools

Financing

- Coordination of aid from different sources

Information system

- Transparency and accesibility
- Compatibility with European system

Research and development

- Coordination of inovative projects
- Incorporation in the system

**Strategy of Education Development
in the Republic of Macedonia
- draft -**

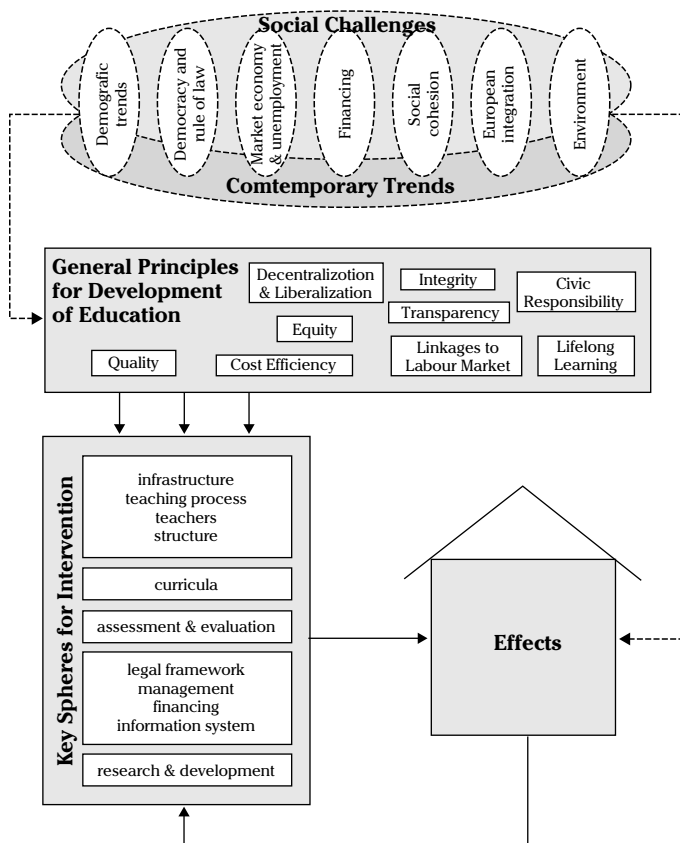


FIGURE 1: Draft Strategy

MONTENEGRO

The working group has discussed the following topics:

1. State of education in Montenegro
2. Development of educational reform strategy
3. Decentralization of education
4. Capacity building

State of education in Montenegro

A short presentation of the education system in Montenegro outlined some of the main characteristics of the system (high level of centralization in administration and management, traditional approach to teaching and learning, outdated curricula and textbooks, etc.) and pointed out to some of the key issues that need to be addressed by the reform of the education system (changes of laws and legal regulations, provision of better learning and teaching conditions, curricula innovation, initial and in-service teacher training, new textbooks development, quality system development).

Development of educational reform strategy

Why: Due to different societal needs, caused by overall development and changes in the society, economy, culture etc.

Who: National Council, a body to be established by the Government, whose members should be representatives of all the major actors and stakeholders in education and social partners.

What: Preparation of the Green and White book on education in Montenegro

How: Data collection on Montenegro and education systems in the EU countries and the countries in transition. Development of the Green book. Public discussion. Review. Preparation of the White book. Discussion and adoption.

Decentralization of the education system

Through deregulation of the system and higher involvement of the local community.

Through curricula innovation (optional content/subjects, theoretical vs. practical knowledge, preparation for life-long learning, more appropriate assessment, in accordance with the set aims and goals)

By organizing educational phases to suit better developmental needs of pupils (compulsory pre-school year) as well as the needs of economy (length and structure of secondary education, with special emphasis on vocational education and its links with labour market)

Capacity building

It was agreed that capacity building is necessary at all levels:

- In schools (teacher training, school management training)
- At the Teacher training college and other faculties educating teachers (use of modern teaching methods and practices)
- Ministry of education and science (school inspectorate, other employees)
- Society in general (media, parents, partners in economy and industry)

SERBIA

Preliminary remark

The working group on Serbia came to the conclusion that no improvement in the field of education can be achieved as long as international sanctions are not lifted. “It does not make sense to send textbooks to starving students and teachers” (Zoran Milutinović). This is a precondition for a) maintaining what is left of the education system (because it is deteriorating day by day) and b) any kind of change.

The working group strongly supports the needs for much better and easier co-operation in the field of education because this primarily means cooperating with students, teaching staff and researchers and not cooperating with the government. This must include easier visa regime for educators, students and experts in education.

Actual problems

As outlined in the report “Education in Serbia”, presented in Bled, the following urgent problems have been identified (see the report for more details):

- impoverishment
- inadequate educational system with inappropriate curricula and school organisation
- increasing teacher drain
- teaching and learning methods
- sanctions and isolation

Objectives

The above mentioned report outlines a number of objectives, strategies and short term and long term goals. In addition to this, the working group suggests the following steps to be taken for which further collaboration on bilateral and international level is required:

- Intensify the in-service teacher training at all levels of education
- Supply educational and research institutions with serviceable equipment, teaching tools and literature
- Support the local capacity building for educational development
- Support local and regional initiatives, especially initiatives coming from schools, universities, research institutions and teachers
- Support to non-formal and alternative education as a possible way to introduce new teaching methods, new ideas, concepts and programmes.

Recommendations

- As a prerequisite for any substantial change in education, the existing initiatives for the improvement of the Serbian educational system in a democratic way should be strengthened and supported.
- Help to improve cooperation and coordination among different national and international organisations, foundations and projects.
- More Serbian experts should be involved in international bodies, meetings and project groups dealing with regional educational problems.
- Help to establish national educational resource centres
- Improve mobility by way of scholarship a) for university students and lecturers, faculty members and researchers, b) for teachers for in-service training and c) study visits, summer camps for students.
- Improve the support of alternative educational programmes and institutions, e.g. the Alternative Academic Educational Network (an alternative university established after the repressive university act in 1998 was put into effect).
- Provide educational and research institutions with serviceable equipment, teaching tools and literature.

Conclusions

STRATEGIES OF EDUCATIONAL REFORM IN THE COUNTRIES OF SOUTH EASTERN EUROPE

Final Report

By Slavko Gaber

The Seminar on Strategies of Educational Reform in Transition Countries took place in Bled from 8 to 10 June 2000 with the participation of experts from Albania, Montenegro, Serbia, Kosovo, Macedonia, Bosnia and Herzegovina and Croatia on one hand and those from other European countries on the other. It was jointly organised by the Council of Europe, the Open Society Institute – Slovenia and the Ministry of Education and Sport of the Republic of Slovenia and financially supported by the Enhanced Graz Process.

The total number of participants amounted to nearly one hundred. They:

- were briefed on the essential issues of European educational reforms in the last decade and
- in the light of that discussed the situation, the degree of changes and the need for further reform measures in the countries of South Eastern Europe.

The basic aim of the seminar was to link experts from countries changing (upgrading) their educational systems under rather difficult circumstances and from those that have already undergone such change or have relatively stable education systems.

The first day, work was carried out at plenary sessions. It focused on summarising the findings of reform reviews in various European countries. In a way, this was a follow-up of the October 1999 Symposium in Prague entitled Strategies of educational reform: from conception to realisation.

Thus the first day the participants of the Bled Seminar listened to the following presentations:

- “Strategies of educational reform: from concept to realisation” – Lessons learned
 - Thematic review of the state of education policies in South Eastern Europe and the creation of national and international networks of experts
 - Conceptualisation of change in the system – consensus building around concepts, legislation and related topics
 - Curricular reform process
 - Implementation of curricular changes
 - Evaluation and assessment of inaugurated change

During the afternoon discussion on general common issues, special attention was paid to finding a common denominator for the reforms and offering possible suggestions on how to bring about changes in South Eastern Europe.

In the next two days, work was carried out in seven groups (teams of five experts from a particular country involved and five experts from other European

countries). In each group, experts outlined the situation in the field of education in their particular country and thus additionally highlighted the key development trends and problems that had been presented to the members of individual groups in writing as Country Reports. Again, special attention was paid to current reform endeavours and necessary future measures.

After introductory presentations, moderators of individual groups led the discussion with regard to the outlined open questions and the need for further explanations. Concrete solutions that are or have already been implemented in individual countries were discussed in detail. Experts presented solutions to identified problems in some other countries and tackled the problem of context-dependent limitations encountered in the application of possible solutions in a certain state. They also suggested the direction for possible further studies and concrete solution proposals.

The exchange of opinions had several aims:

- to get a better insight into problems and their solutions in individual transition countries,
- to become acquainted with possible solution proposals for certain open issues in the light of other countries' experiences,
- to meet and link experts, in a working environment, that could establish a long-term cooperation in considering and guiding education system development in individual countries and regions.

All the above mentioned, and especially the combination of it, is often missing in discussions on reforms in the countries involved, other countries being no exception.

1. The in-depth knowledge of open issues concerning a particular system is often missing in the advice of foreign experts, who assess situations in individual systems on the basis of short visits to those countries, brief discussions with various stakeholders in the field of education and more or less correctly compiled statistics. They even make proposals for changes on such basis. A step forward to select experts who are well-acquainted with the area and understand that the introduction of specific solutions in Slovenia, Moldova and Kosovo requires an essentially different approach than, for example, in Finland and that the same solutions do not necessarily yield the same results in different countries is seldom made (though more often in the case of OECD reviews). The decision on what is appropriate for a certain country and what not simply does not belong to the field of decisions for one or the other theoretical model. Being faced with the issue of the "context" of reforms, we should be aware that "reading the context is a minefield which rarely leads to a single scenario" (Leclercq 1999, 4). The development of competent and professionally responsible solution proposals presupposes a thorough knowledge of the education system in a certain area, its culture, institutions and financial potential.

Conclusions

Although all the above mentioned is no guarantee for a successful reform, it nevertheless reduces the uncertainty in decision making.

2. On the other hand, the absence of in-depth knowledge of possible solutions to a certain problem is often noticed in the above mentioned countries. This means that experts from those countries need additional knowledge of possible solutions, in the same way as their foreign colleagues should be well familiarised with a concrete situation in the country they assess and draw up proposals for.

Discussions on the necessity of decentralisation of the education system and an increased role of local communities, which is a fad in current approaches to changing European systems, calls for a thorough reconsideration when, for example, dealing with Bosnia and Herzegovina. Discussions on decentralisation cannot be productive if conducted in the same manner in small as well as big countries, or in countries with developed quality assurance mechanisms and without them. On the other hand, Bosnia and Herzegovina, as a country established on the basis of the Dayton Agreement, is so fragmented that any simplified discussion of its decentralisation sounds anachronous and demonstrates ignorance as far as the situation in the country and the context of proposed changes are concerned. It is thus necessary to reflect on possible elements of establishing the common in “actually three separate education systems” (Council of Europe’s Report for the World Bank, 7). The system is fragmented and excessively decentralised, which is especially true with regard to the Federation.

It is possible to reduce uncertainties and improve knowledge, increase accountability of stakeholders for proposed solutions, achieve cooperation and obtain complementary expert opinions by setting up a network of experts that participate in projects in South Eastern Europe on a long-term basis. Various international organisations and governments of the countries preparing and implementing reforms could then select teams from among such clusters of experts who would contribute to the reduction of risks and increase the possibility of forming proposals contributing to an increase in the quality of the education process in South Eastern Europe.

As it can be seen from the reports of individual groups, the Bled conference confirmed:

1. the need for further professional assistance and cooperation of home and foreign experts.

Informed, coordinated and continuous professional support to democratically verified changes in education is imperative. The European Commission, the Council of Europe, the World Bank, and sponsors such as the Open Society Institute will greatly contribute to the efficient use of investments if they are well informed about the developments in individual countries on one hand, and if they

try to improve the efficiency of investments by gaining insight into the use of funds and coordinating their work on the other. The conference in Bled welcomed OECD Reviews as one of the first steps in this direction;

2. the need to regard each country as an individual and special case.

In spite of a great need for assistance and relatively efficient problem solving in all countries involved, it was more than evident that it is not sensible nor possible to offer the same answers to all countries.

Individual countries in the region are faced with significantly different contexts and problems demanding solutions.

Serbia thus faces a dictatorship that prevents or at least hinders what is called the first step, that is a thorough study of the actual situation in the field of education. In Macedonia, the situation has been assessed and a proposal for changes in the coming years has been prepared, taking several attempts.

In Montenegro, which is in the process of rounding off the concept of further changes in education, excessive centralisation and regulation of the system are evident. On the other hand, in Bosnia and Herzegovina the problem is rather a lack of practically all mechanisms of regulation and coordination of educational policies in the state and even in individual parts of the confederation.

After a "decade" of a parallel education system, not recognised by the state, Kosovo, which is formally a part of Yugoslavia, protected by the United Nations, is facing immense problems with the physical reconstruction of work conditions. Moreover, it is clearly evident that there are no mechanisms of power or basic system regulation. Croatia, on the other hand, has experienced an overregulation of the system and established sovereignty over its territory in the past decade. Albania has its own problems that require a good insight and responsible long-term monitoring of the events and proposals for changes and up-grading.

The conference in Bled showed that the amount of experiences and knowledge necessary for a gradual achievement of synergies and comprehension that will strengthen the region's inherent cohesion potential by searching for solutions and information, implementing good solutions and gradually establishing regions can be developed only through diversity and by recognising, respecting and developing differences in the region. Any haste and overlooking or suppression of differences and possibly a forced formation of links would imply a dangerous intervention in a gradually emerging trust or at least a diminishing distrust in a part of Central and Eastern Europe.

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Appendices: Appendix 1

CONCEPT PAPER FOR A SOUTH EAST EUROPE EDUCATION COOPERATION NETWORK

By Terrice Bassler and Slavko Gaber

At present there exists no well-functioning “virtual” or other network that regularly brings together the key contact points in the education systems of the Stability Pact countries and can operate in local languages of the region. Without this provision, information on the processes of development and the opportunities and expertise available to the countries under the Pact is difficult. It is also not easy for donor agencies to communicate quickly and effectively at a regional level and to provide or find information they need for program development.

This proposal expands on a project fiche that was submitted for consideration at the Brussels Financing Conference of the Stability Pact in March 2000. It was also shared and discussed at a meeting of education specialists from the 11 countries of South East Europe in Zagreb in March 2000 and with the members of the Stability Pact Task on Education and Youth at their meeting in Brussels in mid-May. The proposal is being developed in consultation with a wide range of institutions and individuals and is therefore very much work in progress. Nevertheless it is hoped that the proposal is of use to prospective partners and funders of such a network.

The proposed initiative would fall under the scope of the Education and Youth Task Force, Working Table One of the Stability Pact. The initiative would build upon the excellent work already undertaken by the Austrian secretariat of the Task Force, which has initiated a regular newsletter on South East Europe Education Cooperation, developed a website, and sponsored numerous meetings on improving networking and coordination of effort on education development in South East Europe. The main contribution of this new initiative would be to add content to the existing work and to make possible greater dissemination in local languages of the region. The proposed network could also provide an important interim structure that helps create a base for a more permanent center for educational cooperation in the region, for which the European Commission has recently launched a feasibility study. The proposed networking would encompass education networks across the South East Europe region, including Albania, Bosnia, Bulgaria, Croatia, Kosova, Macedonia, Moldova, Montenegro, Romania, Slovenia, Yugoslavia, with a small, lean base in one country and “nodes” of networks in others.

THE NEED AND RATIONALE

The end of the conflict in Kosova and the launching of the Stability Pact political initiative in mid-1999 have generated momentum, incentive and opportunities for increased cooperation in education in South East Europe (SEE).

One year later, there are many encouraging signs. The Stability Pact includes a Task Force on Education and Youth, which regularly brings together the major education donors, governments and a wide range of education specialists from the SEE region to further dialogue about cooperation and coordination. Since October, the Task Force has worked to generate and vet “fundable” proposals for regional and cross-border activity, to which donors may pledge their contributions. (An estimated EU12 million was pledged to proposals through this Task Force at the March meeting of donors, against a package of proposals totalling more than EU37 million.)

International networks in education, both within SEE and beyond, and many donor programs are opening up access directly to Kosova and Montenegro for the first time. Croatia is quickly orienting itself to new possibilities for education restructuring, following the change of political regime earlier this year. Creative means are being used by a variety of agencies to help keep alive the connections and support to the change-oriented educators in Serbia. An ongoing Thematic Review of education systems in SEE, led by the OECD, will increase and update the comparative information available on education systems in the region.

In the new environment, there has also been increasing contact between some of the leading countries of the region in educational change – Slovenia, Romania, Albania and also Hungary and Czech Republic from Central Europe – and their neighbors, who may have just begun to grapple with systemic issues and were previously isolated from the emerging experience. Many educators and policymakers from the SEE region are discovering that this type of “East-East” technical assistance may, in many situations, be more relevant than the “West-East” technical assistance that is often preferred in for funding in donor programs. At the very least, the expertise of experienced countries in the region should be a complement to Western technical assistance.

So, if all is going so well, what then is the need?

Despite this good progress, there are several issues which still restrict or pose obstacles to increasing and widespread educational cooperation in the region:

Access through local language – A major need is the translation of key materials into local languages of the region. Systematic translations are required into Albanian, Bosnian, Bulgarian, Croatian, Macedonian, Romanian, Serbian, and Slovene. Many initiatives for cooperation effectively discriminate against those who are not fluent in English (or in some cases German). Very often selection of participants for conferences, access to written material, requests for proposals and other crucial material are unavailable to vast segments of local education communities. It is felt to be impractical (or sometimes politically impossible) to provide materials in major languages of the region, such as Serbo-Croatian, Albanian, and Romania, at a single event or for translation of a single publication or public announcement. Some translations that do exist simply haven't been

shared outside of Ministries or across borders (for example from Albania to Kosova or from Romania to Moldova). Consequently, the benefits of expensive investment for the sake of cooperation are often not realized or confined to a small elite. The problem is particularly severe in places where prior learning in languages of Western Europe has been quite restricted (e.g. Kosova, Montenegro, Albania and Macedonia) and amongst older populations in certain countries who are often leading decision-makers in educational institutions.

While there are indeed many private and institutional efforts to increase language capacity, this issue will not be resolved in the short and medium-term simply by language education. For some time, at least, there simply needs to be incremental attention and investment in undertaking and disseminating translations.

Ad hoc, unorganized information on regional expertise in education – There exists no systematic, up-to-date, source of electronic information for identifying and contacting technical specialists on education within the region. How does a project manager in Macedonia quickly identify specialists on school leadership training who speak Albanian and Serbian and/or Croatian and are familiar with the education systems of former Yugoslavia? How does a curriculum development specialist in Kosova assemble a local workshop to disseminate the experience of neighboring countries over the last ten years in curriculum reform. This issue arises again and again in conferences when participants from SEE are asked what are their priorities for future cooperation. While there are undoubtedly many conference registration lists, working groups, project teams, etc. that could be pulled together and made available via the Web, the reality is that most referrals to expertise still rely on personal networks.

Workshop and conference overload – The sheer number and level of investment in expensive conferences and workshops in the region is becoming excessive. Participants from the region are beginning to question the value of these events and their opportunity cost. Many are drawing key officials away from their desks too often. There is little institutional coordination or consultation in the planning of such events. In many cases, the agendas are driven by the conference funders, not necessarily the agendas of the region. (April 2000 witnessed two parallel conferences on education quality assurance on the same days, to which most Ministries of the region were invited.) There is currently no service that regularly assembles and publicizes information on planned regional and national conferences in SEE education as well as conferences elsewhere in Europe that are relevant to educators in SEE.

Weakness of education networks at the country level – While many of the countries of the SEE region are relatively small and education decision-makers are close-knit, there remain issues of information sharing and the integration of networks that do exist. It is not unusual for education policy-makers to have little idea what are the activities of civil society to improve education in the same

country. Persons from a given country who participate in an international network on education may fail to “spread the word” once back home about what they learn at international conferences, from e-mail bulletins or other means. There are also gaps between sectoral networks in a given country, say, between those concerned with secondary vocational education and those at university.

Funders oriented to West-East and bilateral cooperation initiatives –

There is a strong bias in donor-funded support to education development in SEE toward projects that deliver West-East cooperation or involve bilateral activity but relatively little cross-border intra-regional cooperation. Donors may be slow to change old habits or may find it difficult to find and help develop alternative proposals from within the region. And some educators within SEE may simply lack information about opportunities and/or experience with proposal-writing, fund-raising, and donor practices.

Virtually all of these issues could be addressed quickly and relatively inexpensively by drawing together and building upon existing institutions, initiatives and enthusiasm that currently exist in the region.

The amount of external funding being delivered into SEE countries for education in a given year is unknown, but it surely runs into hundreds of millions of EU. Governments of the region invest manifold more through their state budgets. A process is underway to assess the feasibility of establishing a South East Europe Cooperation Centre in the region along with an open college. The European Commission has assumed responsibility for the study. The Institute for Education of the University of London has received the tender to undertake the study and fact-finding is now underway. Should the feasibility study conclude that such a center is needed, fund-raising would be needed. It is unlikely that any physical centre would be established before two years, although the need and momentum for cooperation are ripe now.

The proposed project would create a light, lean interim structure, based in existing institutions, that could be functioning within a few months and would serve information exchange, coordination, and cooperation needs across the region. A modest, sustained support for the proposed cooperation network would add significant value quickly to current investments and would further the important objectives of fostering cooperation and accelerated development in the region. Should the feasibility study for a more permanent institution indeed recommend a larger investment in a standalone institution and should longer-term funding be raised, it would be possible to “fold” the work of the interim structure into the more permanent institution at a later stage.

PROPOSED PROJECT

The proposed project would seek to bring “value-added” to cooperation and networking initiatives at the regional, sub-regional and country levels. The project

would rely heavily on existing institutions (no new legal institution would be created) and on the “virtual” approaches – the use of cost-effective electronic means of networking, rather than expensive trips and conferences. Membership in the network could thus be quite open, assuming some form of Internet access among education communities in most countries of the region. The network would be regionally owned from the start and would avoid becoming costly, hierarchical and multi-layered.

The project would develop:

A Modest Regional Base in an Existing Institution – The initiative would immediately establish a small office in one of the Stability Pact countries to serve as a technical support to an overall regional network encompassing the 11 countries. Its role would be to help broker cooperative activities on issues of common interest amongst the members of the network, foster relations between the network and donor agencies or other regional or cross-border initiatives. It would also proactively seek out and disseminate other information useful to the network members. The office would also need to oversee the funding of the network and dissemination of funds for costs incurred at the sub-regional and country levels of the network.

The Ministry of Education of Slovenia has indicated willingness to help identify an appropriate institution in that country, possibly at the University of Ljubljana Center for Education Policy, that could host the office. The staffing would comprise one well-rounded manager familiar with education in the region, along with one or two support staff strongly skilled in electronic data management.

Slovenia is an ideal location, in that communications infrastructure is well-developed, its own experience with education change is exemplary, and it is relatively easy to find or attract a range of language expertise relevant to the region. The Regional Base should be supported by a “virtual” Editorial and Services Board that could help guide the priorities and the activities of the network.

Cooperation “Nodes” in Key Locations of the SEE Region – The initiative would identify and increase support and contact among existing institutions in the region who are already known leaders in promoting cross-border and regional cooperation or are operating on a sub-regional level. Examples of such “nodes” within SEE are the Institute for Education Sciences and Education 2000 Plus, both in Romania, and the Albania Educational Development Project (AEDP) in Albania, and the ETF-sponsored “observatories” in many countries. The institutions in Romania could link easily with Moldova and Bulgaria in sub-regional networking. The AEDP is already building closer links between the ethnic Albanian education communities of Kosova and Macedonia and with Montenegro. These nodes can become points for both information collection and dissemination in local languages.

Country-Level Networks – In each participating country, the initiative would identify the key contact institutions and persons in educational cooperation. The

following contact points might be examples of the first “bones” of a country network.

- Ministry of Education and related policy and strategic planning institutions
- ETF Observatories
- Open Society/Soros foundations offices
- EU Eurydice
- Graz Process Country Networks
- OECD Links at the Country Level
- UNDP/UNESCO
- Professional Development and Capacity Building points (faculty of education, institutes of pedagogy and others)
- Civil Society/NGOs and Education
- Donor Coordination Networks
- Mass Media Communication/Public Information

If contacts for each of these areas were identified in each participating country and electronic list-serves or other means developed, it would then be possible for a network member (or an interested donor) to contact at once the donor coordination networks in each country, or the public information contact point for making announcements to the education community. The “nodes” could be funded to assist with translation into local language where necessary. At the country level, newly developed institutions like the Kosova Education Center and the proposed Croatia Institute for Education Policy would make excellent country-level contacts for helping to mobilize these networks.

The project would provide modest support to improve communications among this local network as needed and between the local networks of the various countries. This support might take the form of ensuring Internet access, the creation of Web sites in local language, providing support funding for local gatherings, funding translations, etc.

Donor Communications – The initiative would improve the lists of donor contacts available to the participating countries and among the donor community active in education in SEE. The World Bank and Open Society Institute are jointly developing a Virtual Donor Consortium (not confined only to SEE), which would be built upon through this initiative. This should help increase the ease, speed and transparency with which donors can get information to potential partners in the region. It will also help persons from SEE find their way through the labyrinth of donor contacts more easily.

START-UP ACTIVITIES

The initiative would NOT spend lengthy amounts of time establishing itself. The regional office could quickly set up a “virtual” Board and even wider consultation

structure that would draw from the various nodes, the Stability Pact Task Force, the OSI regional network, and other existing networks. Concrete activities would begin as soon as possible. Activities for which there appears already to be high and clear demand in the region are:

– **Databank of SEE Regional Expertise in Education** – The Open Society Institute Institute for Educational Policy in Budapest has already begun data collection for such a databank, based on requests from the Stability Pact countries at their meeting in Zagreb in March. The databank would have open access and would provide information individual and institutional expertise, covering technical qualifications, country and language experience and other relevant details. The OSI would like to turn over maintenance of the data to an institution within the region. Work is expected to advance most quickly in Albania, Romania and Slovenia. This databank could be managed by the regional base office, with inputs and updating from the nodes and country networks. Once this databank is established, the base and nodes of the network can become even more proficient at helping broker cooperation in the use of regional expertise.

– **Translation of Key Education Policy Documents** – The initiative would seek to gather, abstract and index what translations into local languages do already exist of important documents and inform the network how to obtain them. These might include educational legislation, World Bank or OECD studies on education, policy studies, local research papers, curricula framework, and theoretical work. Once the initiative has assembled what exists, the network can also become more proactive in identifying what additional documents should be translated and made available. Upcoming meetings of on education in the region (for example the June meeting in Bled would be used to collect information.)

– **Rolling Calendar of Education Events in the Region** – The initiative would assemble information on upcoming events in education across the region and publicize them well in advance. It can also regularly update a Web-based bulletin board on such events. To some extent, this is done through the SEE Education Cooperation newsletter and its Website, sponsored by the Task Force on Education and Youth, but a more proactive approach to identifying the events could be useful.

– **Stability Pact Donor Bulletin Board** – The initiative could begin immediately to publicize in local languages some of the calls for proposals, pledges and donor commitments being made to education and youth under the Stability Pact.

ESTIMATED COSTS FOR INITIAL TWO-YEAR PERIOD OF NETWORK
(currency EU)

1. Staffing for the Regional Base		
1.1	Manager (Annual salary X 2)	49,000
1.2	Electronic Data Specialists (Annual salary x 2 persons For 2 years)	68,000
Subtotal		117,000
2. Running costs and equipment		
2.1	Computers, fax machine, phone lines maintenance of computers, computer lines) (Note: Two computers and office space to be provided as in-kind support of Slovenia)	70,000
2.2	Additional costs for meetings in Slovenia and abroad	14,000
Subtotal		84,000
3.	Translations	110,000
4.	Ad hoc operational grants or sub-contracts to "nodes" of the network for data collection or reimbursement of modest costs	20,000
Total 1-4		EU 331,000

ACCOUNTABILITY RELATIONSHIPS

Each country member of the network should commit itself to a permanent supply of expert studies concerning educational policy, conceptualization papers (white papers), legislation and regulations in education and curricular frameworks and related documents, external examination tests, examples of best practice in classrooms, projects supported by donors and projects in need of support, daily information about education in the country, review of important literature in the country concerning education.

The regional base office should provide transparent and accurate appearance of all the information at the network home page with all necessary links to other home pages in the countries, agencies, donors and institutions.

A special Editorial and Services Board for the network should be established virtually. Each year an annual report concerning the network should be prepared for funders and members. The network would be responsible for regular exchange of information with EU agencies responsible for education and to its funders.

FURTHER DEVELOPMENT OF THE CONCEPT PAPER AND PROPOSAL

A project fiche for this network was submitted to the Stability Pact Financing Conference in Brussels in March 2000 and circulated to a meeting of the 11 Soros foundations and their Ministry of Education partners in the countries of the Stability Pact, also in March 2000. It was also shared with members of the Stability Pact Task Force on Education in mid-May in Brussels. The fiche and concept

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paper, drafted 1 May, has thus far also benefited from the comments of the following additional reviewers:

- Alexandru Crisan, Romania
- Anton Dobart, Austria
- Slavko Gaber, Slovenia
- Gottfried Wagner, Austria
- Ian Whitman, OECD Paris
- Stamenka Uvalić Trumbić, UNESCO
- Pavel Zgaga, Slovenia
- Vasillaq Zoto, Albania

Mr George Soros has indicated his willingness to make available up to US\$ 100,000 toward the initiative, provided there are co-funding partners. The Austrian Government has also indicated its interest in possible co-funding. The proposal is also under consideration by the Government of the Netherlands.

Interested partners may contact the office of the Task Force of Education and Youth in Vienna, the Ministry of Education in Slovenia, or the Open Society Institute.

Appendix 2: Country Reports

Materials for discussion in working groups were provided by experts from the individual countries. Some of them prepared shorter country reports outlining the basic features of their education system and challenges and development it's facing, or longer strategies. Other countries provided parts of studies prepared by different international organisations, like the World Bank, dealing with education. We have included all those documents in the proceedings as they were received, changing only the layout to be in the format of this publication. Copyright for these materials remains with the sources.

COUNTRY REPORT: ALBANIA

(Source: Ministry of Education and Science, Albania)

INTRODUCTION

The education system in the Republic of Albania is under the jurisdiction of Albanian Parliament. The education system and the right to education is based on and defined by the Main Constitutional Provisions, which proclaim that education is a national priority.

In the Constitution of the Republic of Albania it is stated that: "The citizens of the Republic of Albania enjoy equal rights to be educated in all levels of education stated by this law, nevertheless their social status, nationality, language, gender, race, political convictions, health and economic level (Article 3, law for pre-university education system). According to law, 8- year schools education is compulsory. The pupil must be in school up to 16 years old" (Article 8). "In compliance with the law, the members of national minorities have the possibility to teach and learn in their own language, to learn about their history and culture in the framework of school curricula" (Article 10).

The general principles and objectives of education include:

- equal rights to education for all citizens, encompassing primary, general and certain vocational education;
- creating conditions for complete personal development, and offering educational opportunities appropriate to the contemporary requirements of young people's development;
- promotion and modernization of educational content in accordance with contemporary social requirements, including scientific achievements and information technology in instruction;
- conforming vocational education with the guidelines of social development and changes in work and production sectors;
- providing conditions for lifelong education;
- increasing education quality and efficiency.

CURRENT EDUCATIONAL PRIORITIES AND CONCERNS

The development of the Republic of Albania, in particular economic, technological, scientific and other reforms, requires further adjustment of education to social needs and establishment and conception of education policy .

Taking into consideration the constitutional orientation according to which the state shall regulate and provide aims and guidelines for development of the economy, science and technology, as well as the conditions for realization of rights of the citizens and general interests in the field of education, the development of education is an integral part of the total development of the country.

Further development of the education system is based on its cause-and-effect connection with the complete cultural, economic and political development of the country. In spite of all that, the significance of education in demographic, environmental, economic and cultural development has been taken into consideration. This is particularly important in primary education in order to mitigate the factors of demographic depopulation, especially in rural and underdeveloped areas. The increase in quality and rationalization of education at all levels, the greatest success and efficiency of the education system, greater engagement of assets allocated (appropriated) by the users themselves in the process of education are the requirements imposed by the further education development programme.

Further development and enhancement of the education system have two primary directions: education development in the field of information systems and its introduction into the educational process to a greater extent; and, also, a more intensive learning of foreign languages. The aim of forthcoming reforms in education concerns the achievement of a better and higher quality of education as well as the promotion and spreading of environmental studies. In providing the required conditions for realization of such an aim, the education authorities have envisaged special in-service teacher training and education.

The reforms in educational system occurring in Albania during 1992–98 included certain innovations of curricula, new solutions in the domain of foreign language study, school management, school year, evaluation of teachers' work, etc. were introduced and defined. The aim of these innovations has been to provide the necessary preconditions that would enable the education system to be in the function of global cultural development as well as of the economic reproduction and total progress and development of the entire community. In the context of difficult financial conditions in which education has also been subjected to some inconvenient circumstances, it was necessary to find out, first of all, the best solutions for regular functioning of the system.

Innovations of the curricula for primary and secondary education have been applied from the 1997–98 school year. First of all, this process enabled the rationalization and reduction of curricula by this process in order to provide greater prospects for the teaching process, and rationality of education and its efficiency.

Concerning pre-school education, on 1995 was established the application of the new law of pre-university education, where the children age for entrance in the pre-school establishments (kindergarten) was from 1 to 3 years of age. Almost all 5 year children are in those schools and only 80–90% of childrens 3–4 years old are in pre-schools.

In primary education the basic structure and concept have been kept compulsory lasting eight years for all children 6–14 years old. The process of modernization of curricula and the educational process in primary school started in 1993

and was continued later on. From the 1997–98 school year, certain innovations were applied in schools. These changes have been based upon a critical estimation of scope, content and complexity of curricula concerning subjects, curriculum content correlation and functionality of optional instruction and extramural activities. The changes have included the reduction of school curricula and teaching time (number of lessons), as well as more logical arrangement of the curricula contents. All preuniversity schools from the school year 1998–1999 have five school days per week. Some subjects like civic education, history, literature have completely been changed, while some others suffered only part reforms.

The activities for re-examination of optional curriculum and creation of extramural activities in primary school are still in procedure. Also, in order to modernize some forms of work at school, modernization, introduction of information technology into instruction, enhancement of regulations on the required qualification degrees of teachers, etc., some legal acts are in preparation, or already completed.

In order to improve the quality of instruction and responsibility of teachers, a center of accreditation will be set up.

Concerning secondary education, it has been concluded that, after several years of examining the achievement results of the secondary education system in Albania, it is now necessary to make some corrections in curricula and in certain domains of activity. The objectives of these reforms are: to reduce the part of the curriculum content; to introduce certain innovations adapted to the achievements in science, technique and technology, changes in social relations, way of business, laws, etc. A new subject *Computing and Informatics* was introduced in all four grades of general schools and it has been planned to introduce the application of the computer technique in creating vocational subjects in vocational schools. Due to the introduction of this new subject, a better equipping of schools with computers has been foreseen. For the near future it is planned to divide the general schools into two directions after the second year: humanitarian direction and natural sciences direction. In the same way a possibility of opening three- or five-form combined vocational secondary schools has been realized.

Concerning post-secondary and university education, the application of new laws on 1991 led to creating some local universities in Albania's main cities. By adopting the law on post-secondary school in Albania, a segment of non-university postsecondary education has been regulated. The university higher education is realized at universities and other higher institutions.

The domain of education of class teachers (grades 1–4) has suffered the great structural reforms in Albania. Following the world development tendencies referring to the class teacher education and training, the higher education has been introduced as a requirement for this category of teachers. Now those teacher are

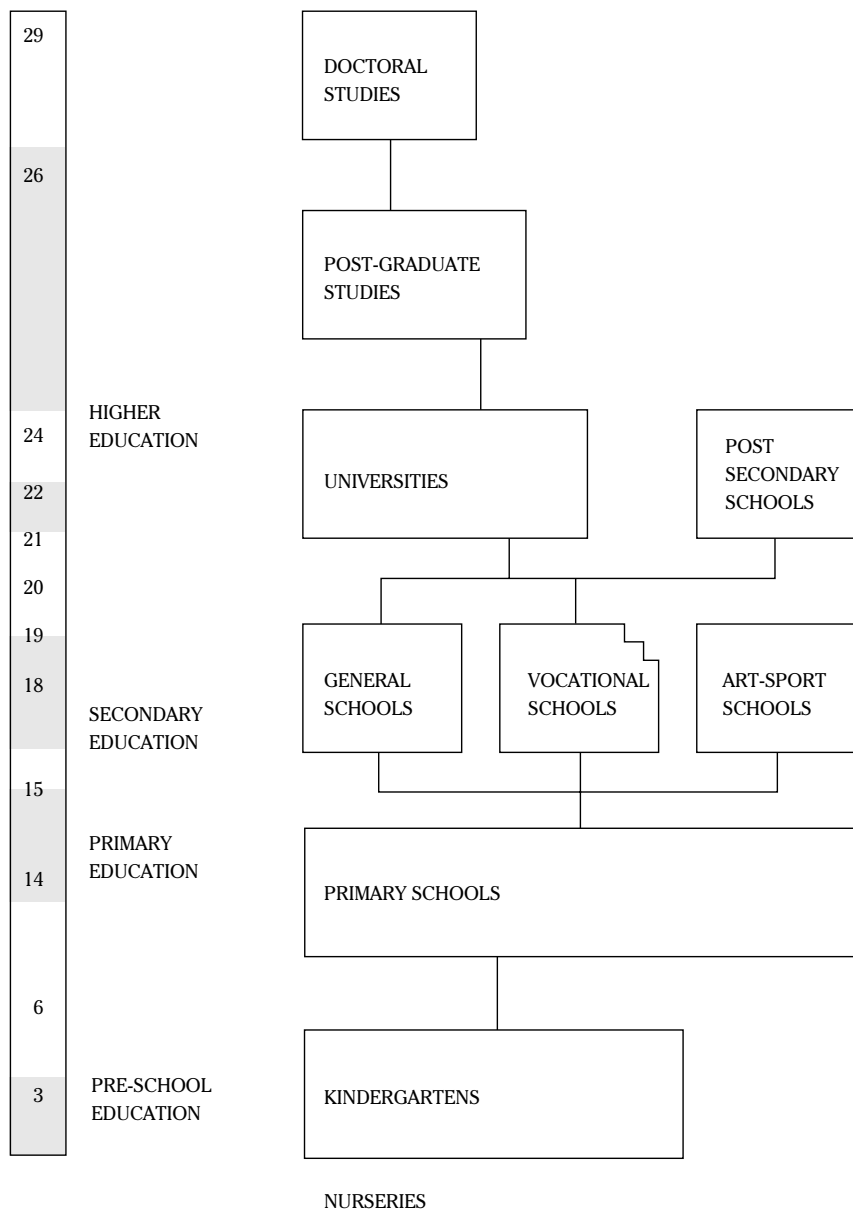
prepared in the faculties of education located in several Albanian universities.

In summary, aims for education development include:

- developing democratic values, tolerance and mutual understanding among people, and relationships necessary for life and work in the pluralistic society;
- fostering development of the personality and abilities, in consideration of the individual characteristics of each person;
- acquiring knowledge, the capabilities and affiliations necessary for life and work in contemporary society;
- cherishing desirable social and moral values, beliefs and relationships;
- developing research and critical thinking, creative and aesthetic abilities;
- stimulating physical and mental development;
- creating and maintaining optimal conditions for the fulfilment of individual potential and successful integration in the community;
- instilling a sense of belonging to the community and to the world in general;
- acquiring vocational knowledge and skills necessary for professional work.
- developing an awareness of continuing education and the need for lifelong education.

EDUCATION SYSTEM IN ALBANIA

Structure and organization of the educational system in Albania



Education Finance

Financing of education in Albania is carried out from government revenues or private funds. State educational establishments at all levels, from preschool to university and post-university education, are financed from government revenues, while private schools are financed from private funds.

In 1997, the public expenditures on education amounted to approximately 11% of the national budget. Expenditure on education is far below the real requirements considering the developed education system in the context of economic crisis and declining national product.

Due to aggravated working conditions in recent years, the greatest part of education expenditure is used for current expenditure. From the total assets allocated for education in 1997, greatest part of it was used for salaries and current expenditures of education establishments, and a part of it for investments.

Basic Data

The raise of the budget on local education during 1993–1998 has the tendency to be smaller each year. In absolute figures the raise of the budget on education and in percentage the raise is as following:

No	Year	% of the raise	toward the year
1	1994	48	1993
2	1995	36.4	1994
3	1996	19.5	1995
4	1997	15.1	1996
5	1998	11.3	1997

Source: Ministry of Education and Science, 1998

The same figures for salaries on education are:

No	Year	% of the raise	toward the year
1	1994	46.1	1993
2	1995	49.3	1994
3	1996	13.0	1995
4	1997	24.0	1996
5	1998	8.5	1997

Source: Ministry of Education and Science, 1998

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and for different expences (travelling, furnitures, overheads, transportation, etc.) are oscillations:

No	Year	% of the raise	toward the year
1	1994	39.4	1993
2	1995	- 8	1994
3	1996	55.7	1995
4	1997	- 23.2	1996
5	1998	22.3	1997

Source: Ministry of Education and Science, 1998

Besides regular expenditure for post-secondary schools, universities and pupils' and students' dormitories, significant assets have been allocated for student scholarships. During 1997–98 about 1,800 students of secondary education received scholarships, amounting to about 2% of the overall pre-university student population and 4096 university students received scholarships, amounting to about 22 % of the overall student population. Significant assets are also allocated for health security, cultural centres, publishing, sport and similar activities of pupils and students.

Legal Framework

Passing of laws on education is the jurisdiction of the Government and of the Parliament. After the multi-party elections held in 1992 and the new Main Constitutional Provisions documents which were accepted during 1992–1995, new acts were passed. By these acts, the education sector has been regulated on a new basis and with new characteristics. These acts bring the education system into compliance with Main Constitutional Provisions concerning the rights of citizens, as well as modernization and codification of laws which regulate the domain of education, and the legal regulation of the new education system.

The initial basis for legal regulation of the education system is the citizens' right to education. Schooling is available to everyone under equal conditions, while the assets for achieving this are provided from the budget. The basic texts of laws concerning education are: the Law on Preuniversity system of Education (1995), Normative Provisions on Public Schools, Labor Code on Republic of Albania (1995), Private Education (1995), Law on Higher Education on the Republic of Albania (1994) etc.

In accordance with those laws, a series of *rules* and regulations has been passed and various matters important for the realization of the educational process (assessment of students, appraisals and rewards to be given, enrolment into secondary school, standards concerning the lessons of teachers, in-service teachers training, etc.) were formulated. *Rules* are sub-acts regulating more

closely certain segments of education; their passing and application are the competence of the Ministry of Education and Science.

Compulsory education lasts eight years and includes pupils aged from 6 to 14. The compulsory education is completely acquired in the primary school.

The Ministry of Education and Science (MES)

According to the Constitution, Government and Parliament Authorities determine educational policy. They formulate and pass laws and other regulations and execute other jobs in the field of education envisaged by law. There are also Ministry of Education and Science and provincial or municipal authorities who take care that certain requirements of citizens in the field of education are met.

The State Administration's activities on education at the level of the country are executed by the Ministry of Education and Science. The competences of the Ministry of Education and Science includes: the implementation of laws and other regulations approved from the Parliament and the Government; decisions on legal matters, management and professional supervision. passing of statutes, curricula and other documents; execution of professional work; work improvement, planning, programming; development of education as well as its financing.

The implementation, management and supervision of the Laws on Pre-University Education and Higher Education as well as the regulations which have been passed in the matter, are within the competence of the Ministry of Education and Science. The supervision includes supervision of the legality of school acts and supervision of inspection (direct insight into the future business activities of schools and universities and implementation of laws and other regulations).

Along with the Ministry of Education and Science, the Government executes the tasks of the State Administration. They determine the network of primary and secondary schools, decide on the establishment of post-secondary schools and universities, elaborate the higher education financing standards and handle development requirements in the field of education.

The municipalities, as forms of local government, satisfy within their overall competencies, certain requirements of citizens in the field of education, and realize co-operation with the education establishments on their territories and participate in financing certain school obligations like school rehabilitation, teachers transport etc.

The school managing bodies and their competence are defined by the laws on preuniversity education. These are the school board and the school principal. The school board adopts the report on work, makes decisions on school activities, on investments, announces open competitions to fill the position of school teachers, gives opinions on candidates for teachers and school principal. The school principal manages the school and is appointed by the Education Local

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Authorities. His authorizations and responsibility refer to the overall scope of school work and realization of curricula. The school principal manages the school, organizes the realization of the annual curriculum, realizes instructional insight in and supervision of the teachers' and professional associates' work, handles the promotion of educational work, undertakes measures against inappropriate behaviour of teachers and associates, convenes the sessions of teachers' councils, directs the work of professional bodies and co-operates with the community and everybody in connection with the school.

STRUCTURE AND STATUS OF THE SYSTEM

Pre-School Education

Year	No schools	Total enrolment	No teachers	
1990	3,426	MF 130,007 F 62,148	MF 5,664 F 5,664	Pre-school education is not compulsory and caters for children aged from 3 to 6 years.
1991	3,174	MF 108,889 F 51,784	MF 5,440 F 5,440	
1992	2,784	MF 81,117 F 41,549	MF 5,081 F 5,081	
1993	2,656	MF 80,395 F 41,154	MF 4,578 F 4,578	
1994	2,668	MF 80,348 F 39,685	MF 4,428 F 4,428	
1995	2,669	MF 84,026 F 41,589	MF 4,413 F 4,413	
1996				
1997	2,408	MF 80,240 F 41,006	MF 4,116 F 4,116	
1998				

Source: Ministry of Education and Science, 1998

Primary Education

Year	No schools	Total enrolment	No teachers	
1990	3,271	MF 552,490	MF 28,798	Primary education (8-year school) lasts eight years and caters to pupils from 6 to 14. The children enter the primary school when they reach the age of 6.
		F 265,552	F 15,826	
1991	3,344	MF 540,133	MF 29,553	
		F 262,080	F 16,573	
1992	3,322	MF 525,882	MF 30,577	
		F 258,647	F 17,299	
1993	1,777	MF 535,713	MF 32,098	
		F 260,396	F 19,367	
1994				
1995	1,797	MF 558,159	MF 31,369	
			F 288,000	
1996				
1997	1,803	MF 559,457	MF 30,111	
		F 246,000		
1998				

Source: Ministry of Education and Science, 1998

Secondary Education

Year	No schools	Total enrolment	No teachers	
1990	513	MF 144,532	MF 9,349	Secondary education lasts three, four or five years and is offered in comprehensive schools, vocational schools, art, sport, foreign language and pedagogical schools. Secondary vocational schools offer students general and vocational (theoretical and practical) education and prepare them for direct work and further education. The secondary school provides vocational qualifications at the level of three-form and five-year education. Secondary art schools educate their students in the field of music, art and ballet.
		F 74,981	F 2,147	
1991	515	MF 116,990	MF 9,189	
		F 62,780	F 3,245	
1992	515	MF 101,310	MF 9,028	
		F 55,430	F 3,427	
1993	480	MF 91,293	MF 7,718	
		F 48,449	F 3,838	
1994	420	MF 86,656	MF 6,288	
		F 44,180	F 3,221	
1995	416	MF 89,452	MF 6,321	
		F 45,000		
1996				
1997	400	MF 98,429	MF 5,989	
		F 47,000		
1998				

Source: Ministry of Education and Science, 1998

Non-university higher education in Albania is realized in post-secondary schools. The studies last not less than two years and not more than four years. University higher education is acquired at universities which include faculties and departments, at art academies and higher physical training institutes. The faculty is an educational and scientific institution which, within its basic activities includes: basic studies; specialized studies and doctoral studies. All basic studies last from three to six academic years. Specialized studies last from one to two academic years. The doctoral studies last for three years.

The school year generally begins in September for pre-schools, primary and secondary schools and in October for universities and finishes in June. It is divided into two terms. In Albania the school year at the primary level comprises 33 five-day teaching weeks (165 working days) for pupils attending grades 1–8. At the secondary level, the school year comprises 35 five-day teaching weeks (175 working days) in the first three forms of general school (and in the first four forms of the five-form vocational school and in all forms of the three forms vocational school) and 34 weeks (170 working days) in the fourth form (and in the fifth form of the five-forms vocational school).

Special Education

In the the Republic of Albania, special education constitutes an integral part of the education system and is regulated by the Law on Pre-university Education. In the 1997–98 school year there were 6 special schools, about 40 specialized classes, with 654 pupils. According to the law, special education and care are realized in special education establishments, preschool establishments, special classes in regular primary schools, special primary schools specialized for care and preparation of students for work.

Special education is organized according to type of disability:

- Children with sensory impairment – blind / pdoorsighted
- Children with mental deficiency – slight, moderate, serious or heavy
- Children with sensory impairment – deaf / hard-of-hearing

The type and degree of developmental impairment is established by a doctors' commission opinion and proposal. The special schools for children with sensory impairment – deaf/hard-of-hearing and children with mental deficiency made the normal programme of the first four years of the primary education in nine years. The school for children blind/pdoorsighted is a eight year school, its programme is based on the primary schols. A curriculum is prepared and adopted for each type and degree of impairment. The curriculum is realized on the basis of special methods and by using various and specific teaching materials and aids (technical, audio-visual, electrical-acoustic, etc.). The educational process is followed by methods of correction and rehabilitation, exercises, audio training, speech therapies, corrective gymnastics, psychomotor exercises, phonetic rhythms, etc.

The instruction in special schools is performed by teachers specialized for work with handicapped children, teachers, psychologists, special education teachers, physical therapists. The subject instruction is performed by teachers who have acquired adequate higher education.

Higher Education

Higher education in Albania includes universities and higher schools. Higher education is at the university level, i.e. the university education, which enables the acquiring both post-secondary and the higher education through post-university schools functioning inside universities.

Post-secondary schools offer programmes lasting not less than two years and not more than five years. The universities organize and perform scientific, educational work, research and training work, as well as other activities in compliance with the law and their statutes. One university may have some faculties and each faculty may have some branches. The basic studies last from three to six academic years. Specialized studies last from one to two academic years, and magisterial studies – till five academic years. The doctoral studies last three years. The universities perform independently, or in co-operation with another organization, apply and develop researches which are in the function of scientific and educational activity development.

The Albanian higher education is regulated by several categories of legislative acts, like the Higher Education law, which regulates the organisation of the higher education institutions, the level of the university education and types of degree courses, the financing of higher education, in terms of university autonomy, the students rights and the scope of university research activities. There are specific laws on accreditation of higher education and recognition of diplomas. Some governmental decisions regulate a series of aspects, like student quotes for first year, for students financial support, home scholarships. Orders of the Ministry of Education and Science are regarding the use of its legal competence. Universities and high schools have internal regulations. The major institutional normative document is the University Statute.

The first institute of higher education that functioned on the territory of Albania was the University of Tirana (1957). There are eight universities in Albania: University of Tirana, Polytechnic University of Tirana, Agricultural University of Tirana, University of Shkodra, University of Elbasan, University of Korça, University of Vlora and University of Gjirokastra. There are the Higher Academy of Arts and the Academy of Physical Training as well. All are financed by the government. There are also two military higher institutions.

Some universities in Albania include post-university schools. Universities provide both basic and post-graduate studies. Basic studies for acquiring post-university education last two years, while degree programmes last four to five years.

All post-graduate studies are organized to enable the acquiring of qualification degree of a specialist, a doctor degree. The specialized studies last from one to two years. The degree of doctor of science can be acquired in basic scientific disciplines at the faculties or universities which provide post-graduate studies.

Universities are autonomous establishments. This autonomy concerns the performance of their activities, realization of scientific, art and educational work and a partial management. Universities and faculties have managing and professional bodies. The managing bodies at universities are the Rector of the University and the University Senate, while professional bodies are science-teaching councils, then professional councils by scientific fields and disciplines and larger groups of related faculties. A university has several faculties. The faculty represents the functional basic unit of the higher institution and is organised by departments and by chairs. The faculty includes the teaching and research personnel, the students and the auxiliary and administrative personnel. The faculties are individualised by their study programmes and field of specialisation. The managing bodies at the faculty are the Dean and the Faculty Council; at higher institutes these are the School principal and the Council. The professional body is the science-teaching, i.e. art-teaching council. The Dean manages the faculty, but there is also one (or several) Vice-Dean(s) (there is, usually, a Vice Dean for instruction, scientific-research work and finance). Each two years, the Faculty Council elects, among the professors, the Dean and Vice-Dean(s). Half of the Faculty Council's members are appointed by the founder while the other half is elected by the science-teaching/art-teaching council of the faculty. The Faculty Council is elected each two years. This body formulates the faculty by-law, work programme, accepts financial plan, makes decisions on establishment or repeal of departments, accepts the report on the faculty business activities, etc. The department is a sub-unit. It carries out teaching, research, design etc. A department may include several chairs with a narrow specialisation in a specific academic field.

The Science-Teaching /Art-Teaching Council of the faculty is its professional body consisting of faculty teachers and associates. It is competent for the most important matters concerning the faculty activities: making the curriculum for overall studies (basic and doctoral) by departments, groups or streams, with the consent of the university; creating the scientific-researching programmes; giving consent to the topics for doctoral dissertations; giving the opinion on the number of students which are to be enrolled in the studies; defining the faculty statute draft; defining the measures for enhancing gifted students, etc. The Dean, according to his function, is the President of this Senate.

The laws on university separate the professional (scientific/art and educational) function of the university and faculty from the managing functions so that the representatives of the university and faculty founders take part in certain managing activities only – on the priority ground; the matters concerning the domain of

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scienc-teaching/art-teaching activities are left to the faculty teachers and associates and to the professional bodies in the work of which they participate.

For all universities the decision on the number of students enrolled in the first year of studies, as well as on standards concerning financing of the faculties'/universities' activities, is made by the Government.

Evaluation of the performance of educational activities in higher education is within the competence of university managing councils (Senates) and science-teaching/art-teaching councils in individual higher education establishments.

Higher education in Albania

Year	No schools	Total enrolment	No lecturers
1980	8	15,000	1,103
1985	8	22,000	1,468
1990	8	27,000	1,806
1991	8	28,000	1,805
1992	10	31,000	1,680
1993	10	30,000	1,715
1994	10	28,000	1,504
1995	10	29,000	1,517
1996	10	34,000	1,576
1997	11	36,000	1,609

Source: Ministry of Education and Science, 1998

Students enrolled in higher education institutions (1990–97)

No School	1990	1991	1992	1993	1994	1995	1996	1997
1 Polytechnic University	–	4435	4050	3008	2426	2121	1842	1884
2 University of Tirana	12745	8812	9140	8602	8021	7730	8002	8429
3 Agricultural University	4231	4076	3538	2482	1620	1244	809	816
4 University of Korça	643	545	615	685	734	883	915	1079
5 University of Shkodra	1522	1692	1701	1677	1651	1719	1636	1746
6 University of Gjirokastra	724	812	975	983	911	851	916	974
7 University of Elbasan	1124	1305	1647	1649	1418	1347	1406	1722
8 University of Vlora	–	–	–	–	163	330	580	778
9 High Inst.of Phys. Train.	341	328	404	388	292	316	271	255
10 High Academy of Arts	729	700	765	716	556	472	422	430
11 High Nursery School	–	–	–	–	–	–	295	437
Total	22059	22705	22835	20190	17792	17013	17094	18550

Source: Ministry of Education and Science, 1998

Appendices

Students and teaching staff in higher education institutions (1997–98)

	MF / F	Universities	High Academy of Arts	High Institute of Phys. Train.	High Nursery School
Students	MF	18,500	430	255	437
	F	11,270	194	52	374
Full time professors	MF	1,609	101	48	12
	F	535	25	9	10
Part-time professors	MF	932	91	4	51
	F	347	24	2	38
Assistant professors	MF	351	6	3	–
	F	202	4	2	–
Doctors and professors	MF	600	10	29	2
	F	155	1	6	–

Source: Ministry of Education and Science, 1998

After 1991 a major reform was initiated by the higher education institutions and the Ministry of Education and Science. The main objectives of the higher education reform are: further decentralisation as regards administration of budgetary funds and elaboration of diversified and multidisciplinary study programmes, market orientation of the curricula and service, preparation for European integration, introduction of information technology and quality management systems, accreditation and transferability mainly through introduction of credit transfer systems, promotion of scientific research in universities etc.

The academic year begins on October and ends on June. The year is divided into two semesters. Each semester having a duration of fifteen weeks. Students have a summer holiday, a Christmas and New Year holiday and national holidays. Examinations take place at the end of each semester. They may be oral or written examinations or both of them. Classes are held from Monday to Friday.

Education of Minorities

In Albania there exist two legal national minorities, historically located in a certain area. These are Greek Minority located in the Southern Part of Albania, specifically in some parts of the Gjirokastra, Saranada, Delvina, Permeti Districts. The other national minority is the Macedonian one, located in the Southeastern part of Albania, specifically in the Prespa region of Korca and Vernik village of the Devoll district. In addition to the mentioned above national minorities in Albania, there exist other ethnic groups, who although live for centuries in Albania possess some physical, psycho-cultural peculiarities who distinguish them from each other and from the Albanian majority. These ethnic groups are:

Roma: These are divided into two subgroups: traveling Roma and Roma settled in the suburb urban areas.

Arumuns (known as *vllleh*) and other ethnic groups with a inconsiderable number such as:

Bosnjas, Montenegrins, Serbs, Egyptians (*jevji*)

The table below provides information on specific data for each minority/ethnic group (This table refers to the annual statistical document produced in Albania in 1990, page 22–23)

Years	02. 10. 1960	07. 01. 1979	02. 04. 1989
Population	1.626.364	2.590.600	3.199.233
Albanian nationality	1.581.782	2.535.900	3.134.417
Non Albanian nationality	44.570	54.687	64.816
Greeks	37.232	49.307	58.758
Macedonians	4. 235	4.097	4.697
Montenegro's, Serbs	–	66	100
Other ethnicity's	3.053	1.217	1.261

In Albania, over the years of transition, efforts have been made to support the education of the less empowered sectors of society. The new legislation, which was reviewed in the context of democratic developments in Albania, aims (among other things) to support and further develop the freedoms and fundamental rights of the national minorities and other Ethnic groups. In this context, the Albanian Constitution, Article 20, Point 1 and 2 (on national minorities) reads: “The minority people enjoy their rights and freedoms in legal equality. They enjoy the rights to express freely, and protect their ethnical, cultural, religious, and language identity. They enjoy the right to preserve and develop their identity, to learn and be taught in their native tongue ...” In addition to the constitution articles, there have been passed special decisions and by-laws by the Council of Ministry Office and the Ministry of Education and Sciences for the purpose of protecting education of the national minorities and other ethnic groups.

In Albania there have been made continuous efforts to get familiarized and implement International Convents and special recommendations for protecting and supporting the development of the Ethnic Minorities education. Educational Achievements of Ethnic Minorities conducted so far at local, national and regional level, (in partnership with educational governmental/non-governmental Institutions with neighboring countries) have had a positive impact on the Curriculum/extracurricular development, with emphasis on Civics Education, Bilingual Learning/Teaching, Art Programs, teacher training programs. This partnership has also its impact on the school building rehabilitation and provision with school furniture and didactical materials.

Curriculum

The curricula for primary schools are fixed by the Ministry of Education and Science. The curriculum includes compulsory and some optional subjects, their schedule by grades, weekly and annual number of lessons and other types of educational processes. The curriculum defines the contents of each subject, teaching aims and objectives as well as instructions in how to realize them. School Councils, according to the municipality opinion, make decisions on which optional subjects and foreign languages (both compulsory and optional) will be taught in schools.

The primary education in Albania has two levels: at the first level are classes 1 to 4 and at the second level are classes from 5 to 8. Greatest teachers of the first level are class teacher. The second level has subject teachers. Some first level schools prefer subject teachers for classes 4 and 5 as well.

The compulsory subjects are: Mother Tongue, Foreign Language, Music education, Art education, Nature knowledge, History; Geography; Physics, Mathematics, Biology, Chemistry; Civic education, Technical Education and Physical Education.

The optional subject is the foreign (second) language. As an optional subject it is taught from the third up to eighth grade in two lessons per week.

Textbooks

According to legal provisions, the preparation and publishing of school textbooks is the competence of special institutions: publishing houses for textbooks and teaching materials. Those publishing and distributory houses are still under the Ministry of Education and Science responsibility, but for the near future a process of privatisation is preview with the help of the World Bank. The plan of required textbooks for primary and secondary schools is determined by the Ministries of Education, while the professional opinion on them is given by the relevant experts.

In accordance with the plans concerning obligatory textbooks in primary education, 95% of the titles were published for 1998–99. This met the demands of the entire primary school population for school textbooks. In addition, publishing houses for textbooks and teaching materials also prepare large additional textbooks (teachers' handbooks, collections, auxiliary textbooks for pupils, etc.). In secondary education, publishing houses also print obligatory textbooks and cover about 70% of the total envisaged need for obligatory textbooks.

There are publishing houses for textbooks for higher education. It has also been envisaged to oblige professors to prepare textbooks and literature for the subjects they teach. As a result, a large number of universities independently publish and print textbooks written or prepared by their professors.

There is no organized importation of textbooks to meet educational requirements, although foreign literature is used in higher education as well as in certain types of foreign language teaching. The university libraries have a lot of those books. In some universities there are a lot of cultural centres setup from foreign universities or embassies in order to help higher education in Albania.

Teaching Force

Teacher Training

The laws concerning education determine the necessity of a permanent in-service training of educational staff in education establishments. The legal acts have envisaged the establishing of the permanent in-service training which is more closely and precisely detailed by separate regulations on permanent in-service training of primary and particularly secondary school teachers.

The content of in-service training programme includes all these fields: children and developmental psychology; methodology with didactics; teaching methods, pedagogical psychology; methods of pedagogical work; informatics; application of new teaching technology and scientific field important for certain subjects; social psychology and other fields.

Universities, professional societies and scientific, professional organizations and different NGOs offer programmes of in-service training by scientific-teaching fields and organize their direct realization.

In-service training within the school can be realized as individual or collective. The individual type is accomplished by mastering the approved programme, monitoring professional and scientific literature, application of professional and scientific achievements, performing experimental lessons and professional lectures, by issuing professional papers, as well as by acquiring a higher degree of qualifications. The collective in-service training is realized within the professional teachers' work groups and teachers' councils in one or for several schools in the area of a municipality or region, or within professional societies. The school principal and inspectors of local education authorities and the Ministry of Education and Science monitor the realization of the in-service training.

Education Management

According to the Constitution, Government and Parliament Authorities determine educational policy. They formulate and pass laws and other regulations and execute other jobs in the field of education envisaged by law. There are also Ministry of Education and Science and provincial or municipal authorities who take care that certain requirements of citizens in the field of education are met.

The State Administration's activities on education at the level of the country are executed by the Ministry of Education and Science. The competences of the Ministry of Education and Science includes: the implementation of laws and

other regulations approved from the Parliament and the Government; decisions on legal matters, management and professional supervision. passing of statutes, curricula and other documents; execution of professional work; work improvement, planning, programming; development of education as well as its financing.

The implementation, management and supervision of the Laws on Pre-University Education and Higher Education as well as the regulations which have been passed in the matter, are within the competence of the Ministry of Education and Science. The supervision includes supervision of the legality of school acts and supervision of inspection (direct insight into the future business activities of schools and universities and implementation of laws and other regulations).

Along with the Ministry of Education and Science, the Government executes the tasks of the State Administration. They determine the network of primary and secondary schools, decide on the establishment of post-secondary schools and universities, elaborate the higher education financing standards and handle development requirements in the field of education.

The municipalities, as forms of local government, satisfy within their overall competencies, certain requirements of citizens in the field of education, and realize co-operation with the education establishments on their territories and participate in financing certain school obligations like school rehabilitation, teachers transport etc.

The school managing bodies and their competence are defined by the laws on preuniversity education. These are the school board and the school principal. The school board adopts the report on work, makes decisions on school activities, on investments, announces open competitions to fill the position of school teachers, gives opinions on candidates for teachers and school principal. The school principal manages the school and is appointed by the Education Local Authorities. His authorizations and responsibility refer to the overall scope of school work and realization of curricula. The school principal manages the school, organizes the realization of the annual curriculum, realizes instructional insight in and supervision of the teachers' and professional associates' work, handles the promotion of educational work, undertakes measures against inappropriate behaviour of teachers and associates, convenes the sessions of teachers' councils, directs the work of professional bodies and co-operates with the community and everybody in connection with the school.

The Law on Pre-university Education in Albania envisages that post-secondary schools have managing bodies and professional bodies. Managing bodies include the school principal and the deputy principal, while the professional body is the teachers' council. The school principal manages the school, makes proposals concerning the employment and dismissing of the teaching staff and is responsible for the realization of the curriculum and school work legality. The Teachers'

Council includes all teaching staff. It proposes curriculum and monitors its realization, brings special programmes for some types of in-service teacher training as well as programmes for work with gifted students, programmes for development and research, i.e. in order to improve the teaching process.

The Law on Higher Education regulates the activities of universities and faculties, the establishment and work of managing bodies, way of choosing teaching staff, etc. The role of university, its scope of work and basic work conditions and objectives are regulated by laws, while the overall organization and activities are more closely elaborated by their statute.

The university has managing and professional bodies. The university rector manages the university, while the top managing body of the university is the University Senate, consisting of the representatives of associated members' and founders' representatives.

The University Senate consists of the university representatives. The mandate of its members is two years. Its competence includes: passing of the university statute, adopting the curricula and financial plan, studying the reports on work and business activities, giving consent to the statutes of faculties, proposing the students' enrolment plan to the government, making decisions on awarding an honorary doctorate, making decisions on founding the university establishments, promotion of students' standard activities, etc.

In order to examine some specific matters concerning the work domain and groups of related faculties, special professional councils referring to the particular field of studies can be founded while their scope of work and structure are determined by the university statute.

The laws on university separate the professional (scientific/art and educational) function of the university and faculty from the managing functions so that the representatives of the university take part in certain managing activities only – on the priority ground; the matters concerning the domain of science teaching activities are left to the faculty teachers and associates in the work of which they participate.

Textbooks and Learning Materials

The financial and economic difficulties which occurred in the Republic of Albania from 1991 had direct and severe influence upon the education system, causing its impoverishment and non-renewal of its financial and technical base. Due to this, during the period 1991–98 were faced with the serious problem of attrition of the educational infrastructure and continual aggravation of the economic status of education. In the period 1992–97 in particular, the number of education establishments decreased, the number of employees in education was reduced, many teachers left this field of work, and problems arose in investment maintenance and provision of necessary assets for staff salaries.

The growing student number and lack of assets to renew and provide new equipment has caused a great amortization and wearing-out of the existing means of instruction. This problem has been particularly evident and serious in the teaching of subjects requiring performance in a study room and laboratory. Due to the lack of equipment, this cannot be realized, or is realized only after great effort, in a large number of schools.

All primary schools suffer from a lack of computers, overhead projectors, television sets, slide projectors, cassette decks and modern study rooms and teaching materials for the instruction of physics, chemistry, biology, technical and physical education. Secondary schools face the same situation though it differs from school to school.

In the period 1992–2000 a very significant co-operation was achieved with UNESCO, PHARE, UNICEF, Soros Foundation, World Bank, Italian Government and other foreign donors concerning school rehabilitation, the provision of teaching materials and equipment for primary and secondary schools and universities in Albania.

Assessment

At the primary and secondary levels, the monitoring of students' performance and assessment process is carried out almost every day. The assessment is carried out two times during one term and at the end of the school year when the general pedagogical opinion and final grades are given. If the subject syllabus includes several fields, or theory and practice, the performance and progress of students are monitored in each field separately and, in the end of the term and school year a unique, final mark is concluded. The student's general achievement is calculated on the ground of the arithmetical mean of non-failing marks in each subjects. The evaluations given for student's behaviour do not make a part of the student's general achievement.

Besides assessment during regular instruction, students are also assessed at examinations. Examination content depends on the type of examination and the syllabus it includes. The examinations can be: the *makeup exam* in the subject in which the student failed to achieve a sufficient grade during instruction; the *class exam* in subjects in which the student has not received any grade during instruction; the *remedial exam* in the subject in which the student failed to master in his/her previous education; and the final *exam* at the end of schooling. The last one is taken in the presence of the commission appointed by the school principal; this commission includes at least two members who are experts in the subject in which the examination is taken.

According to the law, pupils enter the next grade in case they have non-failing marks in all the compulsory subjects. Pupils from grade 1 to grade 2 can enter the next grade even in case they have failing marks (4–1). Due to demographic, social

and other factors, primary education suffers a certain drop-out rate particularly in the higher grades. The drop-out rate is particularly high in rural zones. Pupils who turn 16 without completing primary education, can acquire compulsory primary education in schools for adult education, so called evening schools as part – time students.

At the end of primary education, successful pupils are awarded the certificate of completed primary school.

Ethnic Diversity

In the framework of the strategy of the Ministry of Education and Science in supporting the minorities and marginalized groups of society, there have been made concrete efforts, which have had positive impacts on the minority issues. Alongside with successes achieved in the field, (through support from governmental/non-governmental bodies) there had also been several weak points, which follows:

A) Education of national minorities

- No. of minority students attending schools do not meet the education standards
- Bilingual learning/ teaching programs leaves much to be desired.
- Lack of minority textbooks publications
- Lack of relevant infrastructure in terms of curricula development and teacher training
- The partnership with neighboring countries on educational institutional level leaves much to be desired
- Ineffective libraries/use of them/lack of proper books

B) Education of Roma ethno-cultural group

- School drop out
- Illiteracy rate is very high among school age groups (age from 6 through 15)
- Lack of teacher training skills in the schools with a considerable number of Roma students
- Lack of relevant infrastructure in the schools with a considerable number of Roma students
- Low level of awareness among Roma parents
- Lack of special programs for Roma children with learning disabilities
- The existing of a negative attitude towards Roma community
- The low economical level of Roma families
- There exists a feeling of discrimination among Roma community

Appendices

IMMEDIATE NEEDS IN EDUCATION

Physical Plant

Repair and reconstruction of existing facilities	10 million USD
Construction of new facilities	5 million USD
School Furniture	4 million USD
Maintenance	local power
Heating	included in the first point
Higher Education	5 million USD

School Supplies

Basic Materials	3 million USD
Food and Accommodation	–
Transportation	local power
Equipment and Computers	4 million USD
Higher Education	15 million USD
Internally Displaced and Refugees	

COUNTRY REPORT: BOSNIA AND HERZEGOVINA

(Source: Report by the Council of Europe for the World Bank)

EDUCATION UNDER THE DAYTON ACCORDS

A. Dayton's Consequences for Education

By the signature of the Dayton Agreements on 14 December 1995, Bosnia and Herzegovina was proclaimed an independent State, consisting of two Entities, the Federation of Bosnia and Herzegovina and the Republika Srpska. Under the Agreements, the State government retains only those powers that enable it to act as the government of an internationally recognised State. The majority of governmental powers are vested in the two Entities, including the competence for education, science, and culture. The newly created State of Bosnia and Herzegovina became the successor to the former Yugoslav Republic of Bosnia and Herzegovina (*Dayton Agreement On Implementing The Federation Of Bosnia And Herzegovina*, Dayton 10 November 1995).

In the Federation of Bosnia and Herzegovina, competence for education is further devolved to its ten constituent cantons: see the Constitution of the Federation chapter III, Article 4.b. This cantonal structure was established earlier, when the Washington Agreements of 18 March 1994 created the Federation out of the Bosniak and Croat majority territories in the former Republic of Bosnia and Herzegovina. Some cantonal legislations allow the canton to devolve authority for education further to the municipal level, particularly if there are disputes over access by members of a particular national group to education in their own language.

There are no parallel sub-units of government in the Republika Srpska, where educational competence is centralized at the Entity level and exercised by a single new Ministry of Education.

Dayton's legal legacy in the Federation

Dayton gave legal authority for education within the Federation to the cantons, and this authority was further reiterated in the Federation Constitution. The shift of educational authority to the cantons meant each canton had the legal right to govern and manage its own educational system, including higher education even though some cantons do not have higher education establishments. Education is generally financed by the cantons through income tax and other revenues collected by the cantons. There is very little Federation-level financial support provided directly to schools or canton establishments with the exceptions of some student transfers and donor support managed by the Federal Ministry of Education. Croat-majority areas are said to contribute some of their own revenue to central functions in education, but Bosniak-majority areas do not.

By enabling each canton to set standards, devise legislation/regulations,

and/or develop or choose its own curriculum and textbooks, political divisions and tensions that emerged during the war have been reinforced and, in some cases, intensified, although these tensions have manifested themselves in different forms. Currently, nationalist policies are expressed through control of curricula, textbooks, and access to education. In the context of cantons, educational decision-making contributes to further division and fragmentation, and becomes vehicle for nationalist political groups to pursue their separatist agendas.

As Dayton established legal authority for education, it has become even harder to deal with and moderate divisions among cantons. Having legal authority as a backdrop or reference point when moving forward with very contentious policies is a powerful tool, which is difficult to counterbalance without substantial resources and partnership institutions.

Dayton's political legacy

As a result of Dayton's legal mandate, the educational sector is dominated by politics. Major educational decisions, including curricula, textbooks, and access to education, are made almost exclusively in the context of continuing political tensions between national groups. What has emerged in most respects are two parallel systems in the Federation and a third system in the RS. The problem is particularly acute within the Federation Ministry of Education, Culture, Science and Sports (see below) and in the "mixed" cantons of Neretva and Middle Bosnia, where parallel administrative institutions have emerged to provide education for their respective constituent groups. Within the divided ministries, positions must be filled in an "ethnically-balanced" manner. As this balance carries with it the political agendas that divide the Federation system, the Minister and the Deputy Minister cater to their political constituencies each through a separate staff of their respective national origin. As noted in the *Chairmen's Conclusions* to the Federation Forum of 16 April 1998, the problem is perpetuated by both sides.

The Federation becoming an Entity, along with the Republika Srpska as the other Entity, disappointed the political aspirations in particular of the Bosnian Croat leadership. The Bosnian Croats – outnumbered three to one – have since come to view with suspicion their Entity, which they see as detrimental to their status in the State and to their relations with the Republic of Croatia. While the latter problem has been partially addressed through an agreement on special relations between the Entity and the Republic of Croatia, Bosnian Croat fears of marginalisation remain an important obstacle to progress in many spheres of civil life. They account, in particular, for the perpetuation of the former war-time parallel administrative and other institutional arrangements with little or no allegiance to the Entity or the State.

It is important to underline that separate does not necessarily mean different. While educational establishments in the Federation of Bosnia and Herzegovina,

and government educational administrations, are generally segregated along lines of national and religious orientation, this does not lead to dramatic structural or content differences. Accordingly, pupils of a minority cultural or religious orientation can still gain access to majority schools, provided they conform to the dominant cultural and religious views.

Dayton's administrative and institutional legacy in the Federation

After Dayton, the educational system in the Federation was immediately decentralized to the cantonal level, with little devolution to lower levels. What emerged was a complex mix of institutions, often with competing aims, roles, and functions and with limited technical and financial expertise. Given the pace of decentralization, and the imperative for cantons to adapt quickly to a new administrative and governance structure, the question of building an infrastructure to support decentralization was never addressed. The imperative to decentralize occurred despite the lack of human and institutional capacity and financial resources to ensure its success.

For example, in several Bosniak cantons, Pedagogical Institutes existed before the new cantonal ministries of education were set up. Once constituted, the ministries of education exerted authority over the Pedagogical Institutes, without adequate time, competence, or planning to restructure or divide responsibility between the two institutions. In some cases, the new ministries and pedagogical institutes carry out similar functions, such as supervision or advising of schools, that would be better handled by one institution or a department within an institution (for example, within the ministry, a department for supervision, research, curricula, or in-service professional development) Maintaining separate institutions, each with their own staffs and related overhead costs, is difficult and wasteful particularly in the current resource-constrained environment.

Perhaps the most damaging aspect of Dayton's administrative and institutional legacy in education is the lack of requirements for cooperation and coordination and the lack of institutions which could facilitate these goals. The Federation Ministry of Education, Culture, Science and Sports would seem to have been the best candidate to play this role, at least within the Federation, but for various reasons, it has not.

Role of Federation Ministry of Education, Culture, Science and Sports

Dayton excluded the FMOE from an active and explicit role in education. This occurred by legally transferring nearly all authority for education to cantons and by the decision to finance education through canton-level tax revenue. The FMOE has the implied authority under Dayton to execute canton education responsibilities where canton authority has not yet been implemented. However, in practice, it attempts only to perform a co-ordination role, and has influence only in

Bosniak-majority areas. Explicit canton mandates to delegate significant responsibility to the FMOE have not been forthcoming from Croat or Bosniak-majority areas. The FMOE has attempted to retain a role by referring back to the Constitution, which states that the Federation's mandate emanates from its role of safeguarding human rights, but without financial leverage or administrative authority this appears only symbolic. The idea that human rights could serve as a justification for governmental powers warrants some caution.

Attempts by the FMOE to exercise its coordinating function by bringing the cantons together to discuss policy reform or develop common programmes and textbooks have been unsuccessful outside the Bosniak majority cantons. The Croat Ministers of Education prefer to hold their own parallel meetings. The most obvious reason for the FMOE's failure to build its coordinating role is the built-in dysfunctionality related to the "parallel" structure of the institution, mentioned above. It is a clear political stance of the Croat political authorities that this institution does not represent their interests in education, and until this position changes, the FMOE will not be allowed to play a positive role in the system.

The dysfunctionality of the FMOE can also be seen in terms of the legacy of the past and its own inability to adapt from a top-down, control-oriented model of educational governance to a more "facilitating" model. While the FMOE's traditional approach is a particularly acute issue for Croat educational authorities, it is even seen as counter-productive for Bosniak authorities at the canton level who control both education resources and content. The types of services and expertise the FMOE does possess duplicate those of the cantonal ministries, while a capacity for policy research, planning, monitoring or performance evaluation is completely lacking. Even its role for coordinating international aid – a daunting undertaking in the chaotic environment of post-conflict BiH – has put the FMOE in conflict with the cantons, who claim legitimate authority to assume this function. The FMOE has yet to exhibit the leadership or technical capacity to shift from a control-oriented to a service-oriented institution.

This being said, the constitutional existence of the FMOE could provide a much-needed instrument for meeting the coordination needs of education in Bosnia and Herzegovina. For the FMOE to be empowered to play such a role, the initiative has to come from the Canton Ministers of Education themselves. They would have to freely agree to use the FMOE as their recognised forum for a more organised discussion, exchange and coordination of their common problems, similar to the regular meetings which take place among Croat

Ministers and Deputy Ministers. This could eventually lead to FMOE developing a useful catalytic role without infringing the prerogatives of canton Ministers of Education.

B. Education in the Cantons of the Federation

The following is a descriptive summary of activities and initiatives made since 1995 in the 10 cantons of the Federation that have formal responsibility for education under the Dayton Accords (the Republika Srpska is covered in the next section). The ten cantons fall into these groups: the five Bosniak-majority cantons where a “Bosniak curriculum” is used, the three Croat-majority cantons where a “Croat curriculum” is used, and the two “mixed” cantons which are effectively divided between the two groups. It should be reiterated that all cantons in the Federation of BiH are mixed to some extent and that, in particular, all the five Bosniak-majority cantons include Croat-majority municipalities in which the Croat curriculum is used. Where a sufficiently large critical mass of one constituent group or another does not exist to justify its own school, children are free to attend classes in the dominant curriculum of the local community, which is a common occurrence throughout BiH, including RS. In contrast to the former segregation in the American south, rarely, if ever, is a child in Bosnia and Herzegovina turned away from any school, as long as that child and his or her parents accept schooling in the dominant curriculum, with all its nationalistic and linguistic elements.

The Bosniak-majority Cantons

The five Bosniak-majority cantons, Una–Sana, Tuzla–Podrinje, Zenica–Doboj, Bosna–Drina Gorazde and Sarajevo, generally implement a federally developed “common core curriculum” for primary and secondary education and distribute federally approved textbooks, nearly all of which are financed by the donor community. The acceptance of this federal curriculum (see the section on *The Curriculum* for details of its development) and the donor-financed textbooks, are among the only prerogatives that these cantons have chosen – some formally and some informally – to cede to the Federation level. Each has to some extent exercised its authority under Dayton to develop its own legislation and regulations which are summarised below. While there are differences, they are greatly outweighed by the legislative and regulatory similarities.

Una–Sana canton has adopted laws on pre-primary, primary and secondary education, a law on its university and on its education inspectorate. Other recent regulations include pedagogic standards for pre-primary, primary and secondary education, rules on teacher examination and professional development. The canton has formally delegated curricula and textbook competence to the Federation government. In August 1997, the canton founded Bosnia and Herzegovina’s currently youngest university on the basis of several pre-existing faculties that were formerly part of the universities of Banja Luka and Sarajevo. The new university includes faculties for mechanical engineering, biotechnology, law, economics, pedagogy (formerly pedagogic academy) a 2-years-post-secondary medical

school and an Islamic pedagogic academy. A branch campus of the Sarajevo Bosnian–Turkish college is the canton’s only non-public education institution.

Tuzla–Podrinje canton has adopted laws on pre-primary, primary and secondary education (Official Gazette No. 4/96, 9/97, No. 14/97). The proposed law on higher education, which *inter alia* aims to reform the internal structures of the University of Tuzla continues to be blocked over resistance from autonomous faculties.

Zenica–Doboj canton has adopted laws on pre-primary, primary and secondary education (Zenica – Doboj Official Gazette No. 5/97). Although the canton finances some higher education faculties on its territory, these institutions remain organisationally part of the University of Sarajevo.

Bosnia Drina – Gorazde canton has adopted a law on primary education (Bosnia Drina – Gorazde Canton Official Gazette No. 8/97), and a law on secondary education is under preparation. This smallest of the ten cantons (about 30,000 inhabitants) has recently formed its own pedagogic institute and maintains an inspector’s office – a large overhead to support in view of the fact that its low revenue base results in the lowest level of spending per student in BiH. It implements federally approved pedagogic and technical standards for pre-primary and primary education, but applies its own pedagogic and technical standards for secondary education.

Sarajevo canton has adopted laws on pre-primary, primary and secondary education (Sarajevo Canton Official Gazette No. 4/98, 7/98, 11/98). Efforts to develop higher education legislation have failed so far, largely over resistance from autonomous faculties. While the canton is responsible for education inspection under pre-constitutional law in force (i.e. Republic of Bosnia and Herzegovina Official Gazette No. 22/77, 16/82), the inspection function is performed by the FMOE in higher education. Higher education institutions include the University of Sarajevo and three independent institutions in the field of theology (i.e. an institute for Islamic Sciences, a Roman Catholic Diocesan Theological School, and a Roman Catholic Franciscan Theological School). Other non-public education institutions are a Catholic Schooling Centre (which includes a primary school, a gymnasium, and a medical school), a “Bosniak Gymnasium of Sarajevo”, a Bosnian-Turkish college, and the Sarajevo International School. The two last-mentioned establishments are financed by external sources and through fees. The Catholic Schooling Centre and the “Bosniak Gymnasium” benefit from a “public interest” status and public financing. The non-public primary and secondary schools enjoy some curriculum autonomy, albeit subject to ministerial approval. The Catholic Schooling Centre draws its optional curriculum content from that in use in the Republic of Croatia. The “Bosniak Gymnasium” employs the optional part for instruction in English.

The Croat-majority Cantons

The Croat-majority cantons are Posavina, Western Herzegovina, and Livno–Tomislav (commonly known together as “Herzeg-Bosna”). There are no non-public or higher education institutions in the Croat majority cantons, nor do they maintain, as in the Bosniak-majority cantons, separate pedagogic institutes. For these education support functions and higher education services, the Croat-majority cantons depend on the Institute for Education in Mostar and the University of Mostar, both located in the “mixed” Neretva Canton. Textbooks are generally imported from the Republic of Croatia and curricula are nearly identical to those in use in Croatia, although reportedly amended somewhat for local purposes by the Institute for Education. These three cantons have all adopted laws on pre-primary, primary and secondary education.

Financing for central functions such as the Institute for Education and the University of Mostar, and possibly for subsidizing directly the Croat-majority canton and municipality budgets for education, are reportedly supported by the “Croatian Community of Herzeg-Bosna”, an organisation set up under private law following the disbanding of the former “State of Herzeg-Bosna” in 1996. According to its registration with the Federation Ministry of Justice (No. 59, I, 6.8.1997), the aims of the organisation include developing the Croat majority university in Mostar, and achieving cultural emancipation of Croats through close cooperation in education with the Republic of Croatia. Its assembly includes representatives of the Croatian political parties, the veterans’ organisations, the University of Mostar, Croat primary and secondary clergy schools, Croat cultural associations, Croat publishers, the Croat media, the bishops’ conference, as well as representatives of Croat sports associations, thus making the organisation a comprehensive network of Croat interests in all areas of civil life. The “Croatian Community of Herzeg-Bosna” is financed through member’s contributions, property revenues, foundations, and donations and is said to receive fixed transfers of tax revenues for financing educational establishments. Education funding is not, however, transparent and the extent of financing by the Community is impossible to verify.

The “Mixed” Cantons

The two cantons usually characterised as “mixed” are Central Bosnia Canton and Herzegovina-Neretva (Mostar) Canton. Their canton administrations, including all ministries and agencies, are openly partitioned with very little if any coordination taking place. Similarly, schools as well as higher education are segregated by dominant curriculum and cultural orientation. Herzegovina–Neretva canton hosts two universities, the Bosniak-majority university “Džemal Bijedić”, founded 1977, and the Croat majority University of Mostar, founded in 1992.

There exists no canton education legislation in either canton as the canton legislatures have been paralysed since their creation. In the absence of new legislation, the most important education and related pre-constitutional law would be:

- the Law on Institutions (Republic of Bosnia and Herzegovina Official Gazette No. 6/92, 8/93, and 13/94),
- the Laws on pre-primary, primary and secondary education (Republic of Bosnia and Herzegovina Official Gazette No. 39/90),
- the Law on the University of Džemal Bijedić.

However, the pre-constitutional law in force has little bearing on actual practice in mixed cantons. The Croat-majority education institutions and parallel government administrations follow laws promulgated during the war by the former State of Herzeg-Bosna, which was disbanded in 1996. These laws include regulations on pre-primary, primary and secondary education, as well as on higher education (Croatian Community of Herzeg-Bosna Official Gazette No. 2/93). Since the Croat State of Herzeg-Bosna was never formally recognized, its legislative acts are considered void. Education regulation in the “mixed” cantons is, therefore, generally in want of a legal basis on both the Bosniak-majority and Croat-majority sides.

C. Education in the Republika Srpska

The Republika Srpska (RS) emerged in January 1993 and was formally recognized in 1995 as part of the Dayton Agreements. The general legal status of education provision in Republika Srpska is broadly similar to that of the Federation cantons, except that competence for education is centralised at the level of the Entity Ministry of Education. All areas of RS are served by a single pedagogical institute in Banja Luka. There are two universities, the University of Banja Luka and the University of Sarajevo-Srpska which comprises most of the former Serb faculty members of the original University of Sarajevo.

Education laws in the Republika Srpska include:

- The Law on Primary Education (RS Official Gazette No. 4/93)
- The Law on Secondary Education (RS Official Gazette No. 4/93)
- The Provisions on Higher Education (RS Official Gazette No. 13/94)

Education administration in RS (as well as in the cantons of the Federation) operates in a classically centralized structure in which the central ministry, together with its pedagogical institute, is responsible for deciding priorities, preparing budgets, controlling standards and teacher numbers and, through its inspectors and pedagogical advisors, ensuring the implementation of a centralized curriculum. In practice, the Ministry of Education’s control and even influence over the system is somewhat problematic in view of severe budgetary shortfalls and political discord with the eastern parts of RS which tend to maintain much closer ties to the Republic of Serbia in Yugoslavia. Apart from some provi-

sion of textbooks, the RS is said to receive little support from Yugoslavia, which has its own economic and political troubles.

The curricula and textbooks in use in RS closely resemble those in use in the Republic of Serbia. However, the RS Ministry of Education, and its pedagogical institute, are clearly making an effort to prepare their own curricula, books and learning materials. As a result of serious financial shortfalls, progress is inevitably slow. As with the close relationships between Croat-majority administrations in the Federation and those in the Republic of Croatia, close ties are kept between all RS educational establishment and those in the Republic of Serbia. In the context of BiH today, it would be highly unrealistic to expect otherwise.

D. The Common Features in Education Practice and Legal Provisions

Legislation

Despite all parallelism, segregation and separation within and between the Federation cantons and the Entities, new education governance, finance and administrative attributes across BiH have much more in common than they do points of divergence, reflecting the common Yugoslav heritage on all sides. However, legislative difficulties in the “mixed” Federation cantons and the relative isolation of many educational establishments in the eastern parts of RS may obscure actual variations in practice.

The stages of lawmaking generally include preparation of a draft law, some measure of public debate on the draft, introduction to the assembly, adoption and finally publication. Federation canton ministries are required to invite public debates on proposed legislation, and to the extent that the results of public debates are not followed, they must provide reasons in annotations to the drafts.

Under the Federation Constitution, cantons may confer responsibilities to municipalities and to the Federation government. Cantons must confer responsibilities on municipalities wherever a municipality’s majority population is different from that of the canton (Chapter V, Article 2). However, there has been little upwards delegation to the Federation, and formally none downwards to municipalities. Municipalities are responsible for pre-primary education, but this is not considered conferral or devolution due to the non-compulsory nature of education at that level. An important distinction is that Croat authorities consider education as being devolved to the municipalities in the “mixed” cantons. In the absence of adopted legislation, this has never been formalized; nor has devolution of education authority been formally granted to Croat-majority municipalities in Bosniak-majority cantons.

Private Education

Generally, all canton law subjects the establishment of private education institutions to ministerial permission. The establishment of private higher education

institutions requires canton assembly approval. However, there appears to be no such requirement where pre-constitutional law remains in force, i.e. in the “mixed” cantons. Private institutions must conform to canton education policies, but may determine autonomously some contents of teaching. In Bosniak majority cantons, private establishment may apply to the canton assembly for a “public interest” classification, which qualifies the establishment for public financing. Cantons and municipalities may conclude joint ventures with private providers, subject to the public side holding a majority interest. In the Republika Srpska, the situation of private education initiatives remains to be determined.

Structure

School education throughout Bosnia and Herzegovina is organised on the basis of eight years’ compulsory education in primary schools. Although primary education is usually provided within the same educational establishment, it is seen normally as two separate blocks of four years for purposes of curriculum and school organization. It is followed by either three or four years non-compulsory secondary education. The range of secondary schools includes the classical gymnasium (which was abolished as part of the 1980 “Stipe Šuvar” reforms of secondary education, but re-established later), two teacher-training schools, religious schools, arts schools (including music, applied arts and ballet), technical schools covering approximately 20 technical fields, as well as three-year vocational schools which specialise in a broad range of particular trades and occupations. Higher education establishment in the traditional terminology are the university faculties and other establishments that may or may not enter into a university association.

Primary and secondary educational establishment are governed by school boards. Their membership varies in size, depending on whether they serve primary or secondary schools, but is normally within the range of five to nine appointed members. In the Federation of Bosnia and Herzegovina, membership on school boards is, in some areas, relatively generously remunerated, monthly compensation being in some cases as much as KM 200. Directors are responsible for the day-to-day management and organisation of schools, the appointment of teachers and their professional development, the implementation of curricula and the production of annual school development plans.

Teachers

Pre-service teacher training for primary school grades one to four is carried out through two-year and, as of recently, four-year programmes at pedagogical academies in Bosniak-majority cantons, and at the teacher training faculty at the Croat-majority University of Mostar. Teaching primary school grades five through eight and all secondary school grades requires a higher education credential,

which may be obtained either at faculties that offer pedagogical training as part of their specific discipline, or by way of sitting examinations in pedagogy administered by pedagogical institutes. In the former Bosnian army-controlled areas, specific secondary school teacher-training institutions were established on an *ad hoc* basis during the war. The value of credentials earned at these establishments is currently uncertain. Employment is usually offered through competitive selections by the school director with the cooperation of school boards. However, as teachers are paid by the cantons, hiring decisions require canton endorsement. The work load in primary school amounts generally to about a 42-hour working week, with 25 hours teaching during the week, although the effective utilization of teachers may vary widely in practice.

Progression through education

Public primary school admission is guaranteed to all children between the age of six and seven. Private schools are required to grant admission on the basis of competitive examinations. Progression through primary school depends on non-standardised assessment procedures and examination results. Primary school diplomas are complemented by a "sheet of professional orientation", which is used in granting admission to secondary education. Pupils can apply for secondary school admission following successful completion of primary education and sitting a Canton/RS specific entrance examination. Pupils who have not completed primary school in the canton or entity of the secondary school of their choice are required to seek ministerial recognition of their diplomas and may be required to sit additional examinations. Secondary school diplomas are issued upon sitting final or professional examinations prepared by the schools. Admission to higher education is granted on the basis of successful completion of secondary school and competitive examinations, which are governed by faculty statutes and other faculty policies. There is open access to sit for higher education entrance examinations, although secondary vocational graduates may apply only to disciplines related to their secondary school training.

Curriculum and Supervision

Curriculum development is the responsibility of canton ministries and their pedagogical institutes in the Federation of Bosnia and Herzegovina and RS. The list of subjects is broadly similar across the country. In primary schools, the number of subjects increases progressively from the first grade, where up to ten subjects may be taught, to grade eight with roughly 15 subjects. The most apparent differences in terms of subject titles between the various curricula currently in use concern language, which is now listed as "Bosnian", "Croatian" or "Serbian".

Legal supervision is the responsibility of the ministry responsible and its education inspectors. Technical supervision is performed by school directors and

pedagogic institutes in the Federation, and by a supervisor in the Republika Srpska. In practice, throughout many parts of the country, legal supervision is said to be carried out only rarely due mainly to resource constraints.

Coordination

There are no formal cooperation or coordination arrangements at any level of education between the Entities or between the Federation cantons outside their majority clusters. However, regular meetings of Entity education ministers, including the Federation deputy minister for education, are called and chaired by the Office of the High Representative and attended by representatives of the major education donors (Council of Europe, UNESCO, World Bank, European Commission, etc.). For reasons mentioned above, the FMOE's invitations to joint canton/Federation activities are usually declined by Bosnian Croat authorities, who meet regularly among themselves.

E. The International Dimension

The international community has given very substantial support to the reconstruction of the political, institutional, and economic life of Bosnia and Herzegovina. While not enjoying the highest priority, education has not missed out. Between 1996 and 1998, international donors committed about \$172 million to the rehabilitation of education in Bosnia and Herzegovina, while overall commitments across sectors amounted to approximately \$ 3.8 billion. The level of destruction of the education system (over 60 percent of education facilities were damaged or destroyed) made physical reconstruction an understandable priority. It also entailed a postponement of reforms at system level, which were seen as a priority in other countries throughout eastern and central Europe.

Donor commitment to reconstruction is evidently declining. Total commitments for education were \$110 million in 1995/96, \$49 million in 1997 and \$13 million in 1998. At the same time, the reduced level of donor funding is now clearly shifting from physical reconstruction to reform of the system. In this context it should be noted that nationalistic segregation of the system discourages donors, who are generally unwilling to invest in parallel institutions and education inputs. Certain religiously oriented or politically motivated donors are exceptions that further discourage the majority and thereby adversely affect the level of total donor input.

The international community has also provided support to education through a variety of advisory and demonstration projects. Only some of these, dealing with structures and governance, are mentioned in this report (see the boxes). A particular effort has been made, by the Council of Europe among others, to improve education on human rights and democratic citizenship. However, the effectiveness of these projects as motors of change has been hampered by the

absence of effective interlocutors at the national and at lower levels by the inward-looking, politicised and defensive ethos described earlier. In other severely distressed countries, international advisers are used to dealing with officials with a clear liaison mandate, carrying out a definite policy for international relations. One of the major arguments for stronger and more professional coordinating structures in Bosnia and Herzegovina in education is to make the best use of the help offered by many outside sources. In the longer term, they are also needed to allow the country to contribute to international cooperation as a mature member of the European family.

IMPROVING GOVERNANCE IN EDUCATION

The following chapter discusses governance issues against the larger background of transitions, including that from a formerly unifying ideology to pluralistic democracy. The chapter offers recommendations on improving the basic tools of democratic governance in education and recommends measures to accommodate cultural pluralism through professionalism and outcome orientation. It then offers comments and suggestions for improving the quality of education administration.

“Governance” addresses a host of comprehensive issues in modern public management. In the OECD context, governance is defined in terms of relationships, and thus includes more than public administration. It also encompasses the set of relationships between governments and citizens, acting as both individuals and as part of institutions. *Democratic* governance embraces the values of priority for fundamental human rights and the rule of law. For the practical concerns of education, governance can be understood as the process by which authority is exercised over the social resources for education, the capacity of government to design, formulate and implement education policies, and the checks and balances that hold the different authorities and interests within proper limits.

Perhaps more than any other former member Republic, Bosnia and Herzegovina inherited Yugoslavia’s governance problems, but few of its strengths. Among the strengths of the former system were a strong culture of participatory decision making, devolution of responsibility, a reliance on partnerships, and a commitment to cultural tolerance. Among the weaknesses of the former system, which appear to have survived, are diffusion of responsibility, lengthy consensus-building processes, weak incentives for accountability, parochialism and lack of public transparency.

Together with the demise of former participatory and networking opportunities, governance in Bosnia and Herzegovina today suffers from the lack of a unifying ideology that once curbed nationalistic identifications and intolerance. The local collectivist agenda from Yugoslavia has been replaced with a collectivist outlook based on national identity, that discounts equality and easily overrides

the rule of law. The pervasiveness of nationalistic politics in the governance structure is, in fact, facilitated by the decline in direct participation in government compared with the old decentralized system.

Education governance reform in western countries puts an emphasis on the need for parents and other constituencies, such as commerce and civic institutions, to hold schools and the public education hierarchy accountable for their performance. For this to be possible, the various constituencies must have specific participatory opportunities on this basis. It also requires that managers at each level of the education hierarchy submit to rules of public transparency in terms of the decisions they make and the input resources and outcome results of the system. The standards of performance must be known and monitored, and mechanisms must be put in place to provide support where needed.

It is especially important that governance in education embodies democratic principles and respects the rule of law in that citizenship is itself an outcome of education. It depends on practice and good example more than on formal teaching. At present, it is questionable whether education governance in Bosnia and Herzegovina provides such an example.

Viewed from this broad approach, Bosnia and Herzegovina faces a very serious challenge of governance in general, and of educational governance in particular. In summary, these challenges can be related to a background of multiple and overlapping transitions:

- Political – from decades of a unitary ideology to pluralist democracy.
- Institutional – from the reign of collective diffusion of responsibility to personal accountability of administrators and decision makers.
- Economic – from a hybrid state/self-managed system to the demands of a true market economy.

In education, as well as other sectors, these transitions can be facilitated through strengthening the democratic tools of governance and the establishment of institutions that would support a process aimed at wider agreement on overall social objectives in education.

A. Improving the Institutional Mechanisms of Education Governance

In the context of improving the institutional tools of governance for education, emphasis should be given to two areas: creating a capacity for improved legislation and re-defining the role of education ministries.

The many legislatures, drawing their legitimacy from the new principle of representational government, are inexperienced and still seeking their right place in governance. There seems to be a real risk of legislative overreaching, taking decisions on individual cases which should belong to an accountable executive; for example, on the status of single private schools or colleges. It should be underlined that the task of the legislative branch is to lay down the general rules and

goals of state action, and to check on the executive's compliance with them. Legislative overreaching creates a responsibility deficit on the part of the executive, and relegates the education ministries to a clerical role.

One practical measure can be suggested to improve legislation. All assemblies in Bosnia and Herzegovina, whether at the entity or canton level, provide for the services of standing legislative committees. These committees are inadequately equipped with inside expertise, nor do they solicit independent outside opinions within BiH or from other European countries. In specialist matters like education law, a mechanism should exist to bring in adequate expertise, to hear a range of opinions and to make draft legislation available for public discussion. Independent expertise is usually available at no substantial cost from international organizations and from international academic and professional associations. The standing legislative committees should be active in taking advantage of such opportunities.

Redefining the role of ministries of education poses particular constraints in BiH. As a general western trend, the key to establishing an efficient distribution of responsibilities and functions in education is twofold: first, to allocate to the centre the authority for policy/strategy formulation and for ensuring equity of access (redistribution to disadvantaged areas) and the quality and consistency of educational programmes; and, second, to assign to lower levels the responsibility and authority (including budget and expenditure authority) to implement programmes flexibly and creatively within norms established at the centre.

This structure, common in western Europe, is poorly suited to the political context in BiH which allows fragmentation in functions such as curricula and textbooks and prevents the allocation of a practical re-distributive function that is needed in a federated system. The devolution of budgeting and spending authority that characterized the former Yugoslavia has been recentralized in RS and the ten cantons, each of which operates as a centralized administration within its territory. Thus, what is said to be a "decentralized" education system in BiH captures few of the benefits in terms of local empowerment of a truly decentralized system.

A further constraint to best practice and efficiency is the parallelism which prevails in some ministries. Where the deputy minister – as in the case of the Federation and in the mixed canton ministries in Middle Bosnia and Neretva – represents a constituency and political agenda different from that of the minister, incentives are strong that one side exercises control through formal means, while the other resorts to informal arrangements, further adding to an inefficient use of public resources, a diversion of focus to political matters, and fragmentation in the system. At the level of the Federation government, the problem is compounded by the extremely vague executive responsibility of the Federation Ministry of Education, Culture, Science, and Sports, which is only responsible for

the undefined notion of “coordination” among the cantons and for those education functions and responsibilities explicitly delegated to it by the cantons. Croat majority areas do not delegate responsibilities or accept central coordination from the Federation, increasing the perception of the Federation Ministry of Education, Culture, Science and Sports as a Bosniak-dominated institution.

Given the structural constraints imposed by the Dayton Agreements in education, a more efficient and rational re-allocation of functional authority that would best serve the interest of public education in BiH seems unlikely in the short term. As a second best solution, the canton and RS ministries of education, together with legislative authorities, do have the power to review their own roles and functions within the currently fragmented system in an effort to focus their own functions on evaluation and quality support, while empowering local authorities to manage resources. An interesting example of such an initiative is the decision by the canton ministries in Tuzla to pilot a per student block grant budgeting mechanism for devolving expenditure authority to municipalities and schools (see Box 3).

In terms of the inefficiency and diversion of focus which characterize the parallel institutions of the Federation and the mixed cantons, it would seem to serve little purpose, in the current political context, to offer simple rational solutions aimed at increasing cooperation and efficiency – such as, for example, combining canton administrations and strengthening the FMOE. The willingness to pay the cost of parallelism to at least some degree is evident on the part of the majority of political authorities on all sides. This situation will not change until the public itself tires of paying the costs and submitting to nationalistic rhetoric in the context of an increasing push for European integration. Part of accelerating this shift in public perspective is, in fact, to produce the types of information, mostly unavailable at the time of this report, that focus on what resources are being devoted to education within BiH and what the public is receiving for its investment in terms of system performance (see section below).

With regard to the Federation Ministry of Education, Culture, Science and Sports, emphasis needs to be put, in the short term, on its role as a centre for policy analysis, policy advice and long term strategy development. While no canton will be obliged in the short term to accept policy and strategy advice from this institution, they will ultimately be obliged to respond to proposals on a technical basis which will ultimately feed the public debate in education. The section below focuses, in fact, on the need to change the focus of that debate from one of nationalistic politics to one of system performance, efficient use of public resources, and European integration.

B. Creating a Knowledge Base for Informed Decision-making

Knowledge generation and information management for education have not been addressed as important fields by education authorities at any level in Bosnia

and Herzegovina. They were also not given much prominence in the former Yugoslavia, neither at the central federal level, which did not collect the relevant data even though it had the right to do so, nor at the level of the former member Republics, where central knowledge generation and basic data analysis were weak, in part as a consequence of the prerogatives of self-management.

In Bosnia and Herzegovina, to the extent that basic input or output information is collected on the system by the education bureaucracy or entity level statistical institutes, it is rarely subjected to analysis or used to support decision making. Policy analysis and research is almost wholly lacking within the education bureaucracy or in academia, and consistent qualitative information on system performance is still non-existent. Information on the financing of public education is not shared with the public and there is little open and informed debate regarding the use of scarce resources for education. Public discourse regarding education, therefore, tends to be uninformed, anecdotal and politically biased.

Western European governments, in contrast, have gone a long way in yielding to mounting public pressures for better accountability and responsiveness. Publicising timely information on individual school performance is part of this demand; equally important is the availability and readability of official data on national examinations and external evaluation activities.

Building an information culture in BiH's education community – which is a pre-requisite for balancing the current focus on nationalist politics – requires a twofold operational approach. The first objective is to create reliable and consistent input and output information on the education system through creation of modern management information systems and the second is to develop a capacity to evaluate the overall performance or outcomes of the system.

Better Management Information

In the common interest of identifying minimally acceptable cooperation and coordination among constituent groups, it will be necessary for BiH's 12 ministries of education, some of them partitioned in two, to agree on common set of basic information on system inputs and outputs (such as graduates) to be shared among themselves and a common format with which to collect and present that information. A UNDP/UNESCO-financed concept paper has identified the broad outlines of a modern Education Management Information System for the diverse Bosnia and Herzegovina's education system. It groups system processes into sub-systems including educational processes, legislation, school management, administration and finance and communications. A canton-level pilot is currently set to begin in the Middle Bosnia Canton (see box). Depending on results, a system based on the canton pilot will be recommended for extension throughout all ten cantons and RS. The role of the Federation Ministry of Education, Culture, Science and Sports in this exercise (aside from having mobilized the funding)

remains to be defined. At a minimum, the federal ministry should have access to the public information created by this system for use in its policy and strategy development function.

Box 1: EMIS Pilot in Middle Bosnia

The piloting of an Education Management Education System in the “mixed” Middle Bosnia Canton is expected not only to demonstrate the feasibility of the initial modules of a BiH-wide EMIS, but also to demonstrate the extent to which the constituent groups of the canton will co-operate in the development and maintenance of a transparent, canton-wide information system.

The pilot, financed under an Italian Trust Fund contribution to the World Bank, will be based on the following objectives:

- To determine the essential education statistical information needs at primary and secondary levels in the canton in consultation with all stakeholders;
- To develop computer software for data collection, collation and report generation as the initial module in an EMIS;
- To assist, at the canton and school levels, the piloting of software, the upgrading of cantonal hardware, and the training of staff to use these instruments;
- To assist, at the canton and school levels, the improvement of information-based public sector management capabilities; and
- To test the feasibility of school and canton-based information systems, as well as the feasibility of cross constituent group cooperation in developing standard information reporting formats to facilitate comparability and transparency across cantons/entities.

Measuring Education Outcomes

Education outcomes are, broadly stated, the results of the education process. They include literacy, social skills, general knowledge, labour market skills, citizenship skills and other capacities that require nurturing though formal education. This distinguishes outcomes from education output, as reflected in participation rates, numbers of graduates etc. The current lack of well-defined outcome goals contributes to the unresponsiveness of the education system to the demands of the new market economy and to the challenges Bosnia and Herzegovina faces in terms of social cohesion. In many countries educators have taken up the challenge of trying to translate desirable outcomes into specific standards of achievement and performance of learners by age, grade, and type of school. Standards of this type are necessarily imperfect, but they can offer some benchmarks to assess the performance of the system and of individual institu-

tions and teachers. Outcome orientation in education is, therefore, a valuable element of public accountability for decision makers in a pluralist society.

Currently, student assessment in Bosnia and Herzegovina is carried out by teachers at the school level in a non-standardized fashion. Individual evaluations by teachers are crucial, of course, to an effective teaching process. However, the absence of comparative information on student performance makes it impossible to monitor the achievement of the over-all objectives of the process; nor can the system easily be made accountable to the public which currently has little objective information with which to judge the quality of what is being delivered to their children.

Increasingly today, responsibility for the professional work of monitoring and certifying educational standards in western Europe is institutionally separated from ministries of education so as to ensure public accountability of political leaders and to promote professional, as opposed to politically biased debate in education. It is recommended that an autonomous state-level agency be created, charged with defining professional standards and assessing the achievement of these standards in BiH. This should be seen as a “best practice” solution to fulfilling the need to monitor system outcomes for BiH as a whole. A state-level organization should be seen as a pre-requisite for ensuring professionalization and objectivity in such a highly charged political environment. A possible mandate and institutional setting is outlined in Box 2.

It is clear that establishing any publicly financed structure for education on a state level in Bosnia and Herzegovina entails particular legal difficulties which remain to be sorted out together with the Office of the High Representative. However, the question of the legal form of the institution is ultimately of secondary importance as long as the professional integrity of the institution is ensured. The following principles should be given prominence in this debate:

- the agency’s role should be advisory in nature and it would have no line authority over existing Entities, canton ministries or other educational institutions
- it should be accountable in terms of mandate, funding and resources to the State level to ensure comparability across BiH
- it should represent the professional education community and the public at large
- it should be autonomous (within its accountability to a governing board) in terms of its own professionalism and the management of its staff
- it must have access to information on the system as well as access to schools in all areas of BiH in term of carrying out assessments.

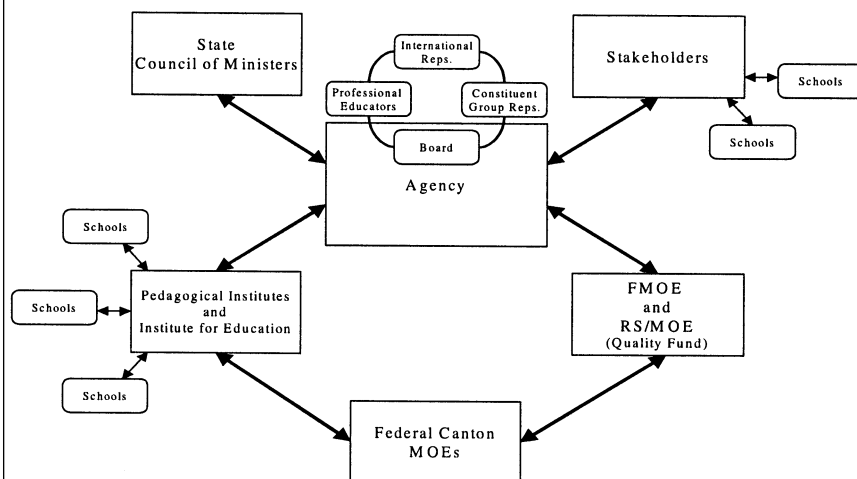
Such an agency would be based on two levels of management: a board and a directorate. The Board would, in turn, draw on three types of representatives – appointed professional educators or administrators, representatives of professional organisations, associations and commerce, and international representa-

Box 2: Mandate of a Standards and Assessment Agency

The proposed Standards and Assessment Agency should be given a precise operational mandate, such as the following:

- To foster understanding and support among all interested parties, including political entities, professionals, industry and commerce, parents and the public at large, in the aims and work of the Agency.
- To carry out as soon as feasible a sample-based assessment in key subjects (language and mathematics) at key stages (4th and 8th years of schooling) to provide a first measure of the effectiveness of the educational system. Additionally, to prepare the means for a universal assessment of student achievement in the long term.
- To analyse data and to publish reports for Ministries, for schools and the public, and detailed technical reports for professionals.
- To harness existing expertise and to develop additional expertise among practitioners to enable schools better to assess student performance in other subjects and at other stages (e.g. through training and by developing achievement tests).
- To promote the concept of school leaving examinations (especially with a view to establishing qualifications which are recognised by other European countries), to conduct pilots into the feasibility of this, and, if politically appropriate in the future (as mandated by the Agency's board and subject to the unanimous approval of all cantonal ministries of education), to lead development of a national examination system.

Possible relations with other educational and political institutions are shown in the diagram below.



tives. The Board would be expected to oversee the agency's activities and hold strategic responsibilities including the appointment of the directorate and the approval of financing and annual work programme objectives. The directorate would be composed of a director and other senior professionals chosen by the board for a limited term, and would be responsible for managing the Agency.

Establishing a permanent structure for standards and assessment could be the single most important step Bosnia and Herzegovina can take in the short term to monitor its performance in education against educational achievement standards in Western Europe and promote accountability values in its own public education system. In addition, given the political context of education content in BiH today, the successful establishment of such an institution should be seen as a key step in de-politicizing the current impasse in education today and, thus, in beginning the process of defining a governance structure aimed at improving performance and rapid European integration, rather than promoting nationalistic political goals.

C. Improving the Administration of Education

On the ground in Bosnia and Herzegovina, OHR reports a clear disillusionment with the over politicization of education administration and a clear perception that the system is failing to ensure adequate educational standards in comparison with the rest of Europe. As reported above, there are unfortunately no reliable and consistent indicators of system performance with which to verify or refute these sentiments – itself reflecting a failure to keep up with European standards in terms of performance evaluation. With the creation of a public knowledge base for education, education administration will inevitably come under increasing pressure to deliver high quality services. Strengthening the capacities and sense of purpose of ministries, schools and support institutions is an urgent matter, which ultimately must focus on the personal responsibility of individual decision makers, as well as the need to increase technical and managerial capacity in the system.

The Skills Base of Education Ministries

The rapid establishment of 12 ministries of education in Bosnia and Herzegovina, coupled with a general skills drain from the country and a loss of former networking and participatory structures, necessarily entailed a loss of direction and a dilution of competence. Furthermore, as mentioned previously, a number of modern public administration skills – policy research, various levels of performance evaluation, information management, student and teacher assessments, public relations, beneficiary assessment, etc. – have traditionally been lacking in BiH. The development of these skills on all sides and at all levels will be one of the keys to professionalizing and de-politicizing the debate over public education in BiH.

Identifying public management skill shortages and addressing training needs is as important as re-thinking and re-establishing ministerial functions and producing information to permit better analysis and decision making. The still relatively small size of ministries is, in fact, a decided advantage, permitting relatively rapid progress – presuming the needed commitment. Ministries should focus on building capacity for public administration, quality control and evaluation, while devolving capacity for financial management and implementation of programmes to the schools and or municipalities. Particular attention should be given to outsourcing and contracting professional skills rather than building in-house capacity for all professional services. In addition, the Standards and Assessment Agency proposed above could serve as a “learning hub” for all the public administrations in education.

Canton ministries in particular should remain small, policy-oriented institutions. Staff should be employed on the basis of management and public administration skills – to the extent they exist and can be attracted to the sector – and not only former teachers and staff with a strong technical expertise in education. In the absence of available skills, priority should be given to training of existing staff and out-sourcing.

Pedagogical Institutes

Pedagogical institutes are maintained in the Republika Srpska and by Bosniak majority cantons with the exception of the Una Sana canton where the functions are carried out as part of the ministry structure. There is no pedagogical institute in the Central Bosnia canton. The Croat majority cantons, and the Croat education administrations in the mixed cantons maintain a single Institute for Education, which reports to the canton ministries or the respective parallel branch of the canton ministries.

The responsibilities of institutes vary slightly, but their main functions include some or all of the following:

- Advising ministries of education on curricula and new legislation;
- Collecting statistical and other information from schools;
- Evaluating the quality of schools;
- Advising on the appointment of teachers and assessing and confirming their qualifications;
- Providing professional development opportunities for teachers and setting up in-service training courses;
- Evaluating school development plans.

With the possible exception of the two last-mentioned functions, pedagogical institutes are not in a position to perform the tasks assigned to them. They are not adequately staffed in terms of leadership and evaluation skills, nor do they receive resources adequate to carry out their primary function of ensuring com-

pliance with the mandated curricula. At present, they contribute to the fragmentation of the system and the persistence of a subject-based approach to curriculum implementation.

Like the ministries discussed above, pedagogical institutes will need to re-define their role as service providers in a system where control of inputs is less important than monitoring performance and providing feedback and support for skills development. In addition to re-defining the roles, which do not necessarily have to be standardized, the existing pedagogical institutes will ultimately have to expand their coverage across cantons and possibly even entity lines, much as the single Institute for Education in Mostar does today. Since centralized financing for these institutions across cantons is unlikely to materialize, the obvious alternative is to place them in competition in a way that they will need to market some of their services across lines in order to cover most of their costs and justify their continued existence. In this context, it will almost certainly be necessary for pedagogical institutes to begin to specialize their services somewhat – some in foreign languages, some in computer sciences, some in sciences, etc. – because, given continuing resource constraints, no single institute will be able to cover all functions and competencies.

In the mean time, in view of current BiH capacity in constraints and continuing funding, new pedagogical institutes should not be created. Furthermore, the existence of a newly created pedagogical institute for the small canton of Gorazde should be put into question on the basis that redundant capacity and overhead costs should be decreasing, not increasing.

It is also important to note that pedagogical institutes would be the foremost institutional beneficiaries of the proposed agency for standards and assessment. It would provide them with reliable outcome parameters and networking opportunities that would heighten their sense of purpose and importance within the education system. The institutes should, therefore, be closely involved in the development of the agency and devote resources to supporting this initiative and re-defining their own roles to complement it.

Inspectors

The Federation of Bosnia and Herzegovina, the canton education ministries and the Republika Srpska employ inspectors to ensure compliance with educational laws. In most cases, the effectiveness of their activities depends on information obtained from questionnaires directed at schools and institutions of higher education or from secondary sources. Inspectors may also be consulted on the drafting of new educational laws and their implementation.

It is doubtful whether the present roles assigned to inspectors justify their continuing existence. The compliance, advisory and information gathering role appears to be an unnecessary duplication of some of the current responsibilities

of the pedagogical institutes. Furthermore, a controlling inspectorate is contrary to the spirit of outcome orientation, external evaluation and networking. Consideration should be given to abolishing the controlling inspectorate functions and applying the human and other resources thus freed to pedagogical institutes or to the establishment and maintenance of education management information services.

Schools

Schools in BiH have reasonable autonomy in running day-to-day affairs, but nearly all decisions on use of inputs – curriculum, textbooks, resource materials – come from the canton/RS ministries. While job openings are controlled from the centre, schools do interview and select teachers on the basis of an open competition, an example of modern good practice. The main weakness in comparison with many progressive western European systems is that schools cannot play an adequate role in terms of prioritizing their own needs and managing their own resources to meet those needs. School governance is theoretically exercised through school boards, but given central controls, the role of these boards is mainly to mobilize additional local funding for resource-starved schools.

As currently constituted, school boards do not reflect or serve a sufficiently broad societal and local interest. Appointments appear to be politicised, and not subject to any regular democratic procedure. It will be particularly important to make these institutions more representative of local interests and ensure that political affiliation is not a factor in appointments. Furthermore, the practice of remunerating board members creates extraneous incentives and should be abandoned. The role and rationale for these boards need to be reviewed with the aim of increasing their scope – but only in the context of actual decentralization that gives schools and school boards something to manage.

In this context, cantons and RS should be encouraged to consider new approaches to education financing that serve to empower schools and re-define the role of central ministries. Authorities should consider a system of “fiscal devolution” in which central revenue is devolved to local education authorities on an equitable, per student basis. Such a system would include the following two crucial elements, which are emphasized in a pilot project to be carried out in Tuzla canton

Once the relative priority for education in terms of overall budget allocation – in competition with other sectors and priorities – has been determined in the cantons/RS, the distribution of resources for education to either schools or municipalities would be carried out in the form of block grants on the basis of a per-student budget formula. Such a formula-approach to education funding – common in western Europe and North America and recently adopted in Hungary, Poland and the Czech Republic – would help ensure equity and provide a powerful

incentive for officials to manage resources more efficiently. The formula can be adapted to take into account existing disparities (separate urban and rural budgeting norms, for example) and to allow additional spending for programmes in low-performance areas. A canton or RS-mandated public pay scale for teachers and other employees in education could be maintained under such an arrangement. The introduction of per-student funding would also contribute greatly to transparency in terms of allocation of resources across ethnic groups.

Box 3: Block Grant Funding in Tuzla

A block grant, per-student budgeting mechanism is scheduled to be piloted in the Tuzla canton during the year 2000 with World Bank support. The Tuzla pilot will be developed as a single module of an overall Education Management Information System.

– The first step will be to determine the relative priority for education in terms of overall budget share in the canton for the 2000-2001 school year. A centrally-mandated public pay scale for teachers and other employees in education and other spending norms will be maintained.

– A number of municipalities or schools will be identified for the pilot. The degree of decentralization – to schools or municipalities – has not yet been decided, and both possibilities may be tested.

– Once the budget envelope for education is determined, block grants will be distributed on the basis of a per-student budget formula to the selected municipalities or schools.

– The formula will be designed initially to take into account existing disparities (separate urban and rural per student budgeting norms, for example). If and when particular performance problems are identified in certain areas or types of schools, additional spending can be allocated within the formula for targeted programmes.

Support will be provided under the pilot for two purposes. First, experts will help canton and local authorities re-think school and municipality governance structures, including local school boards and parent associations – which are mandated without much description in canton legislation. School boards, in particular, will be expected to play an important role in defining local education priorities and allocating funds to achieve them. Second, training will be provided to help develop the public administration skills of actors at all levels of the system – canton, municipality, and school. Training will cover both the technical skills involved in operating such a budget mechanism, and the management and communication skills necessary to define spending priorities and ensure local accountability.

As previously mentioned, despite the tradition of local management and financing councils, priority would have to be given to supporting school administrations, school boards and/or municipality governance structures to develop their public administration skills and to re-defining the role of local school boards and parent associations.

POLICY PRIORITIES

A. Policy Priorities by Level of Education

The basic structures of education have not changed since Bosnia-Herzegovina was part of the Socialist Federal Republic of Yugoslavia, with the exception of some slow but symbolically significant growth of education in the private sector which is almost entirely dominated by religious influence and financing.

Pre-School Education

In most western European countries, provision for pre-school education, while voluntary, is generally available for all those who wish to take advantage of it. Such education is seen as a prerequisite for the preparation of children to learn effectively when they reach compulsory school age. Such provision is usually a responsibility of ministries responsible for social services or education and its delivery is usually the responsibility of local authorities. Provision is most effective when there is cooperation between social services and education.

In Bosnia and Herzegovina, voluntary pre-school education is the responsibility of municipalities and falls within social services provision. It was the least developed and most inequitably provided level of education in former Yugoslavia, with only 6% of children attending pre-school in 1980 in the former Republic of Bosnia and Herzegovina, as opposed to 90% in the former Autonomous Province of Vojvodina. Current enrolment in Bosnia and Herzegovina is optimistically estimated at 10%. In some areas the amount of provision is significantly less, possibly as a result of damage to facilities and financial limitations. Due to the devolution of funding for pre-schools to municipalities, financial information is simply not available in an aggregated form and it is, therefore, impossible to evaluate the adequacy, efficiency or effectiveness of funding.

In spite of the limited provision, admission procedures are clearly defined and curricula for pre-school education are in place. As pre-school education is a major factor in subsequent pupil achievement, it should be closely tailored to the mainstream education sector. In a society where there is considerable social and educational disadvantage, pre-school should be given greater priority within educational budgets, even following a future lowering of the compulsory school age, as suggested below.

Special Education

In western European countries, pupils with special educational needs are increasingly educated in mainstream schools, the rationale being that the special needs are often not fixed once and for all and that social and educational integration can better the medical or otherwise adverse conditions. It is recognised that such approaches may not be appropriate for all pupils, particularly those suffering more severe physical or mental handicaps.

In Bosnia and Herzegovina, as with pre-school education, provision for special educational needs suffered as a result of the war. At present, approximately 0.3% of the school population is offered special education, as against about 2% in western Europe. However, this under-provision is probably also attributable to the absence of cooperation between mainstream and special schools, and to special needs diagnosis taking place only on initial enrolment. The lack of mainstream integration leads to significant misallocation. Pupils who may no longer require special assistance are likely to remain in that stream, while those who may require it at a later stage than enrolment are unlikely to receive the additional assistance. It is clearly desirable to review both policies and practices in this area.

Primary Education

Compulsory education in Bosnia and Herzegovina lasts eight years. This period is shorter than that in western European countries. It appears an accepted proposition in Bosnia and Herzegovina that this period should be extended to nine or ten years. The question that was also raised in the former Yugoslavia – whether primary education should not commence at an earlier age, possibly by way of incorporating pre-schools in the mainstream – remains as valid now as it was then. Lowering the enrolment age so as to ensure that pupils are enrolled by age six is justified in the view of most educationists. It has the clear advantage of redressing the inequities caused by the very limited availability of current pre-primary education. Possible reallocations across the educational system, and the better utilization of all facilities and teachers, could contribute to financing these measures.

It is clear that a lower enrolment age has important implications for schools and teachers. The shift system in primary education is an aspect that will require close monitoring. Two shifts are considered normal. Although this restricts teachers in the most effective use of their classrooms, given the shortage of school facilities, it is an efficient way of ensuring that all pupils have the opportunity of attending school. At present, three shifts have been introduced in some areas as a result of the desire to promote segregation in the system. Over-crowding and under-utilization of facilities, a serious problem about which there is little consistent information, is driven by internal refugee migrations between entities and cantons, but is also prevalent within many administratively-partitioned communi-

ties. Although the problem is most common in the Federation cantons, is also an issue for the Republika Srpska, in particular along the inter-entity boundary line, where school facilities are empty or under-used as a consequence of conflict-related migration and post-conflict segregation.

Under-utilization of school facilities aimed at maintaining or promoting segregation entails an obvious waste of very scarce public resources for education. In the case of segregation-driven over-crowding, the effectiveness of education is reduced to an unacceptable level because of the unsocial hours that some children have to attend school and the reduction of learning time. Where the three-shift system is currently observed, it is the youngest pupils who tend to receive the least favourable arrangements. Segregation, therefore, impacts harshly on the cost and quality of education provision. Although it is beyond the scope of this paper, more analysis is needed to document this cost and the negative impact on quality to the public which is being asked to pay the cost of segregation in the system.

Secondary Education

Secondary education is the most complex phase of the education system. In Bosnia and Herzegovina, the range of schools and disciplines exceeds by far those found in the post-compulsory education sector in western European countries. Demand is high; approximately 90% of pupils transfer from primary to secondary education – just as many as 20 years ago, when scarcity of employment opportunities was also quoted as a cause for the phenomenon. It is likely that the high demand also results from the wide range of educational programmes that includes vocational profiles such as driver, hairdresser, cook or tailor, technical profiles such as electrician or chemist, and the general post-compulsory preparation of the gymnasium.

In the Federation of Bosnia and Herzegovina only 20% of continuing students gain access to general post-compulsory education (gymnasium), while in the Republika Srpska the figure is 17%. Access to the various streams is thus very unbalanced, compounding the problem of over-specialisation in the vocational and technical sectors. By western European standards, the participation target for *general* post-compulsory education should be in excess of 50%.

Vocational schools, which generally do not require entrance examinations, tend to serve the less successful primary school graduates. This pattern of vocational education reflects the past anticipation of employment opportunities in traditional heavy industries and a high demand for artisan skills in the service sector. With the collapse of the state-dominated industrial sector, few formal employment opportunities exist for those trained in the disciplines of Bosnia and Herzegovina's vocational and, to a lesser extent, technical secondary education sector.

Similar problems have arisen over the past several decades in many western European countries and affected the organisation of secondary schools and curriculum contents. It is quite common now in western Europe to teach transferable skills and competencies such as computer literacy, communication, languages, business and management skills at the vocational and technical levels, rather than the skills of specific occupations. Accordingly, there is also a growing acceptance of broader-based vocational training as equivalent to general education courses, which improves mobility between sectors of the education system.

School education is part of the process of lifelong learning and school training for specific employment opportunities is an unnecessary impediment to the economy and the personal development of individuals. Specific job training should rest with employers and training agencies, preferably carried out in the form of public/private partnerships.

These findings would call for three changes. First, the introduction of more generic qualifications or broad-based diplomas, which requires not only the development of new programmes but the re-training of teachers to deliver them. Second, access to general post-compulsory education should be increased radically. Third, employers should be provided with public incentives, in terms of tax exemptions or access to public funds, to make available specific skills training. These changes are far-reaching and require careful preparation. Rethinking vocational training has to be based on general assumptions (not numerical targets) about the evolution of the labour market in Bosnia and Herzegovina, taking into account the fact that the service sector (and especially the use of information and communication technology) is everywhere coming to the fore.

Higher Education

Authority over higher education is centralised at the entity level in Republika Srpska and vested with the cantons in the Federation of Bosnia and Herzegovina (although it bears repeating that not all cantons have higher education institutions). Most of the seven universities are (as in former Yugoslavia) loose associations of autonomous faculties and other institutions, numbering over 75 in all. In addition, no legislation or procedural mechanisms ensure the homogeneity of academic standards or allow the comparative assessment of the performance of academic institutions. Higher education in Bosnia and Herzegovina thus faces unresolved issues of governance at the levels both of coordination and the management of institutions. These interlock with and exacerbate the substantive problems of quality of provision and funding.

The decentralization of governance to entities and, in the Federation of Bosnia and Herzegovina, to cantons, took place in the absence of any agreements on general principles of coordination. This has set back efforts to re-establish or develop effective governance capacities. Though the Dayton Agreement allows,

in principle, elevating governance to higher levels, the chances of such a move are limited by the political fragmentation and by weak legitimacy of higher authorities. Cantonal parliaments in the Federation are indeed establishing their own laws for higher education. Given the lack of capacity and conflicting interests, there is a risk that diverse governance and institutional schemes may emerge from this legislation, restricting, among others, inter-cantonal transfers, mutual recognition and transparency.

The need for coordination is highlighted by the small size and resources of all the units of government in question, in relation to higher education. Political fragmentation has contributed to the proliferation of institutions – The University of Sarajevo (Federation and RS), The University of Bihać, The University of Mostar (East and West). However, resources for higher education are, and will no doubt remain for some time, less than in the former Republic of Bosnia and Herzegovina with its higher level of economic output. This will inevitably dilute quality.

The universities are in turn ill-equipped to succeed in this harsh environment. The central university leadership usually has little legal authority or power over resources (though Mostar and Tuzla are exceptions). The faculties are treated as legally chartered institutions, with financial and academic autonomy. They adopt different admission and tuition practices for students, as well as different salary scales and recruiting standards and procedures for staff, even within the same university. Upwards delegation is inhibited by lopsided (one unit – one vote) representation on university governing bodies.

These arrangements create unaffordable inefficiencies and redundancies; it ties students to faculties, freezes course structure, prohibits university-based planning and management, and weakens the external relations of the institution. It exacts a high price in terms of quality, efficiency, accountability, and national and international recognition and co-operation. Several reforms are needed to establish a more consolidated and capable university structure: the abolition of the legal personality of the faculties, the strengthening of the authority of rectors, revamped internal representation, and centralisation of budget-setting and accounting (but not of course of budget implementation).

This under-managed system faces major problems of educational performance. Two examples may suffice.

– At present, an impressive 50% of secondary school graduates enter higher education within Bosnia and Herzegovina, but only about 10% are said to complete their studies in the expected time, which is about a quarter of the already unsatisfactory rate in some European countries. The reasons for the phenomenon are many, including the “parking” of young people in academe who would otherwise be unemployed. Non-completion on this scale should be treated as a serious problem of fairness, efficiency and quality.

– Far from the desirable uniform standards and free mobility of staff, students and graduates, there are neither mechanisms of mutual recognition, nor joint efforts to set up qualification requirements and accreditation. Federation cantons do not provide a legal basis for diploma recognition (Tuzla is, again, an exception). At present, only *de facto* recognition exists, inherited from the Yugoslav higher education system. There is willingness by the actors to accept studies and qualifications even beyond the Bosnian borders. However, in view of the political fragmentation, there are no legal guarantees and hardly any examples in practice.

The majority of both academic staff and students have repeatedly expressed their readiness to cooperate across the three constituent groups. Meanwhile, international assistance focuses on a diversity of issues related to this set of problems. Assistance is uncoordinated, however, and outcomes do not necessarily contribute to an academically compatible, unitary system of programmes and quality.

Existing financial management arrangements are also an obstacle to progress, and seem designed mainly for sustaining the institutional status quo.

An incremental budget system gives priority to the salaries of the existing staff and other recurrent costs, disregarding demand and enrolment figures and treating performance, investment and innovation as residual items. Budgets by and large are based on the number of staff instead of students, which risks freezing education in its inherited structure and quality. As already mentioned, most public funds are allocated direct to faculties, sidelining the university leadership. Within the university, there are no efficiency incentives and any savings cannot be turned into investment or innovation. Faculty deans are primarily interested in retaining staff, although the workload is often less than full. Teaching staff frequently provide courses in other faculties for extra salary.

The Federation faces an additional problem. The institutional system and its revenue basis are both divided among the cantons. Capacities and revenue sources are concentrated in a few cantons. Those without institutions have limited access, but also carry limited financial responsibility for services.

It is clear that present structures are too fragmented to attain western European standards in higher education in Bosnia and Herzegovina. Given the daunting set of issues, the most immediate challenges are:

- to identify an institutional basis for coordination and the coherent, sector-wide development of a higher education strategy,
- to create the conditions (legal, financial, and professional) for effective strategies and management within individual institutions,
- to establish sector-wide funding, qualification and accreditation principles and procedures.

To a large extent, the efforts to address the latter two challenges are tied to success in achieving the first, since many of the issues involve the failure to define

a common strategy and to coordinate efforts across constituent groups. The need for an intermediary institution as a pre-requisite for reform in higher education is taken up in the next section.

Two further points are worth making specifically on the types of programmes offered and their relationship to economic growth and improved public management. Business education has not yet developed beyond an embryonic stage in university courses and, where there is some evidence of its existence, it appears either as a multi-disciplinary component in undergraduate level courses or as part of two year diploma courses. To satisfy the commercial and industrial needs of fully-fledged market economies, universities in western European countries offer both 3–4 year dedicated undergraduate courses and MBA courses in business schools. Universities in Bosnia and Herzegovina should be moving to establish a similar model. The present situation in which aspiring students of this discipline have to travel abroad to study is unlikely to satisfy a burgeoning demand.

Similarly, western European academic institutions have developed courses at university level in public administration and have established schools of government or their equivalent at both undergraduate and graduate levels. The lack of such arrangements in Bosnia and Herzegovina is impairing strategic efforts to upgrade the quality of public policy making and leaves the demand for such competencies and skills without an appropriate response.

B. Policy Priorities by Education Inputs

Curriculum and Textbooks

It is the general purpose of the curriculum to provide pupils with knowledge, skills, concepts and understanding of values so as to enable them to lead successful personal lives and to contribute to the social, cultural and economic development of society. It is recognised, therefore, that knowledge and specialised skills alone are insufficient for this purpose in contemporary societies and that concepts and understanding are critical factors. The development of shared values is also fundamental in ensuring that pupils have the opportunity to develop in ways that enable them to exercise their rights and responsibilities as citizens of democratic societies. There has been progress in recognising the need to introduce concepts and understanding as part of the curriculum in Bosnia and Herzegovina, although not always in the interests of social cohesion, but the overriding emphasis within the school system is still on knowledge and skills.

Yugoslavia's former language policy until recently was perhaps the most advanced in Europe with respect to the standard language, Serbo–Croat, as it was with respect to minority languages. Following a formal accord (Novi Sad, 1954), Serbo–Croat was regarded as one standard language with two versions. Beyond that, bilingual education in the former Yugoslavia was offered in the late 1970s to over 400,000 primary school children in nine non-official languages. By contrast,

the situation today in BiH is generally characterised by linguistic exclusion despite the fact that the same language, with minor regional variations, is spoken by nearly all children. The phenomenon of restrictive language policy is not unique to the transition in Bosnia and Herzegovina. However, the political zeal with which linguistic barriers are being artificially created and reinforced through segregation in the education system is at odds with linguistic reality and European best practice.

While the canon of subjects taught has not changed, the contents in the “national subjects” such as history, literature or social sciences, varies between the Federation cantons and the Republika Srpska depending on the population served. In cantons and municipalities of a predominantly Croat population, the curriculum content is virtually the same as that in schools in the Republic of Croatia. Similarly, in the Republika Srpska, content is influenced by what is taught in schools in Serbia. In Bosniak-majority schools, subject content in the socio-political fields reflects the pre-war cultural and historical aspirations of that group.

It is generally accepted, however, that the official content variations in the socio-political subjects would not be a major impediment to social cohesion if the inflammatory textbook content was removed. The Office of the High Representative, in cooperation with the Council of Europe, has recently taken direct action on this issue in terms of obtaining agreement to remove offensive materials, but compliance remains to be monitored and enforced. While politics dominates the textbook issue, UNICEF experts report that many at the school level believe that debate should shift to questions related to the quality and design of textbooks, their authorship (books are written by “experts” not teachers) and to the absence of supplemental texts and teaching aids.

A different though related matter is the issue of a core curriculum framework, at least for the Federation of BiH, if not immediately for the RS. While it is common in most European countries that there is a common core which provides a basic entitlement for all pupils, some elements of curriculum content should indeed reflect local circumstances. As of September 1999, Bosniak cantons are using a “new core curriculum” that emerged from a Federation Ministry of Education, Culture, Science and Sports initiative in 1997–98. 70% of the curriculum is common, with 30% to be developed by cantonal ministries of education. UNICEF reports that while there is some dissatisfaction at school level over the absence of their participation in the process, some school directors view this as the first step towards a greater role in decision-making. School directors believe that with an increased role of school and parents in commenting on the new curriculum, further changes may be viable in the future.

The newly developed common curriculum for the Federation is a step in the right direction in terms of recognizing the need for local flexibility. However, the fact that Croat experts did not participate in the curriculum preparation process and the fact that new models aimed at defining learning standards rather than

precisely defining programmes or courses were not used, have effectively set back the debate on common educational standards. If and until a modern, participatory process can be undertaken across the Federation of BiH, the new Standards and Assessment Agency should at least ensure that some form of professional standards in education exist and that their achievement can be monitored.

It has long been recognised that the expectations placed on the curriculum affect teaching methods. Where the expectation is that knowledge and skills should be emphasised, then the likelihood is that there will be a didactic approach to teaching which, at its worst, results in pupils being passive learners to whom knowledge and skills are imparted by teachers. In Bosnia and Herzegovina, there is evidence from some regions that there are attempts to move away from this approach and engage pupils as active participants in the learning process. However, developments are constrained by what in many grades is an overloaded curriculum, a lack of appropriate materials and equipment, and inadequate teacher training.

As previously mentioned, the number of subjects taught in some grades is far greater than would be found in most western European countries. This may amount to 14 subjects by the eighth year of primary education and up to 16 subjects in secondary schools. The result is a negative effect on teaching methodology, depth of knowledge and understanding and on the quality of school preparation for either work or higher education. The problem is not new, and had been identified in the former Yugoslavia as long as 20 years ago. One minister of education in Bosnia-Herzegovina characterised this overloading of the curriculum as akin to expecting pupils to learn an encyclopaedia by heart. Curriculum overload and fragmentation are a result of a subject approach to curricula, which the former system encouraged. The remedial approach points again to outcome orientation, in terms of setting general objectives for the system, and determining by grade and type of school the degree of literacy, numeracy, social skills etc. required in order to attain the general objectives.

Teacher Training

It is a truism that the quality of an education service depends on the quality of its teachers. In Bosnia and Herzegovina, the disruption to the teaching profession as a result of the war has led to emergency arrangements, with the result that in some areas up to 25% of teachers are not qualified for the level or grades they teach.

Secondary teacher-training schools, such as those in Sarajevo, (East) Mostar, Zenica, Tuzla and Travnik, continue to undertake pre-service teacher training. Although such schools were closed in the 1970s, they were reopened in 1994 to meet teacher shortages resulting from the war. The first graduates from such schools were appointed to schools in 1998 having undertaken a 4-year course. Secondary music and art school graduates are also entitled to teach after a 4-year

course. It is generally recognised that a secondary school degree is inadequate in itself to provide qualified teachers, as the students do not reach a level of academic achievement or maturity to appropriately qualify them for the task of teaching, however young the age group.

Within the higher education sector, pedagogic academies have traditionally trained teachers on 2-year courses after they have successfully completed four years of secondary education. Several academies are, however, beginning to offer 4-year programmes. Depending on the course they undertake teachers trained at pedagogical academies are qualified to teach pre-primary, years 1 through 4 in primary schools and up to year 8 if they have pursued specific subject courses. Not all areas are served by pedagogical academies and in the case of Tuzla the pedagogical academy has become a faculty of philosophy. In Republika Srpska, pre-service training is undertaken at a teachers' faculty in Bjeljina. In most of western Europe, 2-year courses of training would be considered inadequate for primary education. Generally, given the sophistication of the BiH system, all pre-service training, whether for primary or secondary education, should be at university level.

Pre-service teacher training is subject-based and covers the full range of subjects taught in secondary schools. However, it is essentially theoretical and does not sufficiently take account of the professional skills necessary to manage classrooms, nor does it offer substantial teaching practice before qualification. Teaching methods, pedagogy, classroom control, educational foundations, didactic, and teaching practice amount to about 10% of the training programme. In western European countries it is normally on the level of 50%.

Furthermore, in-service training has yet to re-emerge significantly following the war due to the severity of resource constraints. That which is offered is provided through international co-operation and on a limited but increasing basis by pedagogical institutes. As mentioned above in the section on pedagogical institutes, placing in-service training on a demand-driven basis where the institutes operate as service providers should be considered a viable alternative in BiH's complex institutional and political environment.

A detailed survey of teacher training needs across the country is urgently needed. Such needs should be assessed against projected education outcomes and against the demand for teachers and specific teacher skills in the country. Although little hard information exists, recent reports on the over-supply of teachers in the system (with the exception of key subjects like foreign languages and computer science) would seem consistent with experience in most other eastern and central European countries. If true, there is a strong rationale to focus scarce resources on improving in-service as opposed to pre-service programmes.

C. Intermediary Organisations

One of the most complex issues in education law and policy is the role of the executive branch of government vis-à-vis schools. In Bosnia and Herzegovina this complexity is compounded by the relative absence of “intermediary organisations”, such as conferences, associations, agencies, centers, councils of school directors and councils for higher education.

The relative absence of intermediary institutions at all levels compared to western Europe means that the education ministries are largely alone in executing the law and policies of the government vis-à-vis schools and higher education establishments, and in facilitating and assisting the schools and higher education establishments in the realisation of their own autonomy vis-à-vis the government. The presence of intermediary organisations greatly facilitates these tasks (a) because they absorb a share of the burden of facilitating school autonomy by creating an institutional balance vis-à-vis the state, and (b) because they ensure a certain standard of school autonomy and government prerogatives by way of representing the interests of schools across the country. Generally, intermediary organisations can be coordinating bodies, decision-making bodies, advisory bodies, or bodies combining all of these elements.

Intermediary organisations sometimes have decision-making capacity. With respect to allocating resources, for example, science councils in western Europe have proved effective managers of competitive funding. They can also have advisory functions to the government, to other intermediary organisations and to schools and higher education establishments. The proposed Agency for Standards and Assessment is an intermediary organisation in the form of a professional body that delivers services to the education system.

Current proposals to establish “intermediary organisations” for the entire country in the form of councils by levels of education are certainly a step in the right direction. The most advanced of these proposals concerns the establishment of a Higher Education Council, where the need for a coordination structure is of paramount importance for the future development of the sector. However, higher education is a case apart from lower levels. The major differences are the compulsory nature of primary education, which commits the government more directly; the large diversity of the secondary sector that defies coordination by a single structure; and the principle of broad university autonomy (self-government), which implies more participatory policymaking. Councils for education at pre-higher education levels should, therefore, be seen as serving a different purpose than a Higher Education Council. They should primarily contribute to the fostering of school autonomy and facilitate the participation of schools in the administration of education.

Following several years of negotiations aimed at creating a Council of Higher Education, the principle and much of the detail, are generally accepted by politi-

cal and university representatives. A final commitment by the three constituent groups to this initiative is lacking however. The proposed structure and terms of reference of the Council, as they stand today, are outlined in the box below. The Council should have a strictly professional mandate, but should take into consideration the political reality of the country via its structure and representation. In view of its institutional priority, it is strongly recommended that major investments in higher education for BiH be conditioned on the creation of a Council of Higher Education to represent the higher education system for all BiH.

Box 4: Higher Education Council

Since 1996 the Council of Europe has tried to support the creation of a modern legal basis for higher education in Bosnia and Herzegovina. The activity is part of its Legislative Reform Programme (LRP) for Higher Education and Research in all the transition countries of Central and Eastern Europe. The political and institutional disintegration of the higher education system in Bosnia and Herzegovina has been identified as the main obstacle to progress.

By stages, the LRP was instrumental in starting a negotiation process for the setting up of a national Higher Education Council. Under OHR auspices, a Preparatory Group met in Berlin in August 1998, bringing together Ministers and university rectors from both Entities and the three communities, as well as representatives of the EU and Unesco. In three meetings held in Mostar, Banja Luka and Sarajevo a joint working party has developed draft statutes of a higher education council. Substantial agreement has been reached on:

- the composition of the Council from both university and government representatives;
- a permanent advisory mandate on all matters of higher education policy;
- an executive mandate for the management of development funds placed at its disposal by government and international donors;
- the principal organs of the Council (Assembly, President, Bureau, standing committees on accreditation and on finance), and their competences;
- a decision-making principle of consensus;
- the basis of financing, and the organisation of the secretariat.

A small number of issues remain outstanding, notably on the method of establishing the Council, procedures for admission of new member institutions, and the possible use, in special cases, of majority voting.

The Council would have a general advisory mandate to oversee academic standards and accreditation, and promote strategic thinking and improved management in higher education. It shall also act as a forum and facilitator for the

international relations of the sector. The Council should also engage in the managing of funds, including a development fund for special projects. Through this funding mechanism, the Council could take on a variety of more specific advisory tasks. In particular, it could support the development of:

- a sector-wide system for mutual recognition of degrees and examinations, leading subsequently to credit transfer and in some cases common qualification requirements and programme accreditation;
- a system of institutional quality assessment and self-assessment, benchmarked against good European practice;
- strategic planning, relevant regulations, finance reform and the collection of information necessary to promote and plan reform;
- guidelines for draft legislation with a particular view to internal university reform.

COUNTRY REPORT: CROATIA

(Source: The World Bank)

TOWARDS EDUCATION SECTOR REFORMS

A. The need for education policy and strategic planning

The Government of Croatia has kept education reform on its agenda since the country gained its independence in 1991. However, a coherent national strategy has not been pursued, as education remained a mostly political issue. The general goal has been to help the country define itself as an independent state with its own culture and language, and as part of Europe. Consequently, the government documents include references to general educational models and norms about national traditions and European standards, but they have little detail about quality, efficiency and equity objectives, measures, and rationale or implementation strategy.

Given the Bank's limited work on education in Croatia, the purpose of this paper is restricted to identifying some issues and defining some basic recommendations in the main areas of the education system, which have an important bearing on both human resource development and fiscal restructuring plans by the government.

Before any significant investment in education is considered, the new government will need to think through both its short and medium term approaches to education. It will need to decide how it intends to improve and sustain its public education system, and its approach to private provision and non-state financing. Further, the government will need to engage in a sector dialogue with the major in-country stakeholders and international partners, and seek consensus to regain the momentum for a new reform program and implementation.

The most important questions the government strategy needs to deal with are the following:

- What are the main objectives of the country's educational policy in the context of Croatia's modernization and closer integration with Europe? What are the main priorities and how are they translated into a medium term strategy?
- How to best divide responsibilities between various central and local governmental agencies and service providers in order to assure that individual needs are met, efficiency improves and performance is measured/rewarded?
- How to assure an adequate level and structure of public funding for education while overall fiscal retrenchment is being implemented over the next few years? How to structure the expenditure program including the split between investment/recurrent spending? What policies should be put in place to stimulate alternative sources of provisions and funding?
- How to adjust the education system and curriculum in order to focus on general skills and abilities rather than specific factual information. In order to make the system more flexible, how to allow more choice over what and how

students study when they enter, leave, and re-enter education and modify their school career?

B. Governance

The main issues in relation to governance are:

- The balance between input and output control;
- Establishment of adequate institutional capacities/intermediary organizations in elaborating and implementing policy priorities; and
- Relying on local municipal, school level and individual competencies and proper incentives for efficient and decentralized governance.

The government has central authority over personnel, finances, curriculum and the overall direction in policy. All public school educators, principals and specialists are state employees. Changes in this context may only be initiated as part of a general reform of state employment. The Ministry of Education and Sports appoints principals. However, local school boards do play a role in their selection.

The Croatian approach to education policy inherited many elements of the Yugoslav approach in which education was considered as a “science” with predictable outcomes, and in which the government assumed effective control through curricula, timetables, teaching sequences and methods as well as uniform textbooks. However, through tight administrative input control, the government limits its own flexibility to define and implement selective policies based on controlling outputs and outcomes. For these, better information systems, monitoring, and performance assessment is needed. So far, little effort has been spent to develop such measures and institutional capacities.

The two ministries in charge of education need to significantly improve their strategic capabilities. New policies need to be developed and implemented covering a range of issues from curriculum to assessment, and from teacher training to the production of educational materials. European and regional experiences show that the most effective way of developing such capacities lies with establishing intermediary organizations and advisory bodies. Such organizations are located between the governmental agencies and the local and school level authorities. A Council of Higher Education, as an example of such intermediary organizations, has been established with the main purpose of evaluating all institutions and programs.

In the absence of such advisory capacities at the pre-higher education level, the Croatian education policy is rather fragmented and limited by disillusionment and conflicts between the main stakeholders. Examples are the teacher unions’ rather defensive role in education policy, and the limited role played by other non-governmental organizations in supporting educational development.

The government’s vision of the role and nature of its schools is not formed in detail much beyond a desire for them to be patriotic, modern and European.

Meanwhile, the administration supporting this vision leaves limited space for local actors to follow local demand or to engage in innovative practices. Teachers and school leaders have limited roles in defining curriculum and the structure of provisions. There have been some initiatives to allow schools to define a minor proportion of the subjects beyond the mandatory programs. However, requirements are detailed and overwhelmingly target factual knowledge, leaving little space for true innovation.

In absence of a more fully comprehensive vision that is understood and shared by those responsible at the local level for its implementation, schools cannot operate efficiently. Furthermore, municipalities do not have the appropriate authority to adjust education services to local needs. The legal authority and financial capability of municipal governments need to be addressed within a general public administration reform. Beyond this, the government strategy needs to address the question of how to better serve local social and economic/labor market demand through educational and training services. Schools, principals, and teachers should be given appropriate independence and responsibility to choose the best way to deliver high quality and efficient service.

C. Finances

In finances, the main issues are:

- The overall size of the education budget, budgeting and allocation mechanisms, and structure of expenditures;
- The role of municipalities and private resources in financing education; and
- The impact of distortions in finance on equity, transparency and adequacy of provision.

The share of education in GDP is around 3.4 percent, less than the European average. During the 1990s, this share went down during the war years and is now gradually increasing. The current level, however, is still insufficient to fulfill the needs of schooling, rehabilitation of infrastructure or development of modern educational instruments. Moreover, there are no incentives for private and other non-state financing. As a result, non-state finance remains mostly informal limiting transparency.

The share of education expenses from the state budget is just below 12 percent. Relatively little additional municipal funding and insignificant private investment supplement this. The share of education from municipal budgets has decrease to roughly 10 percent of total public education spending over the last few years.

Finance is divided between the MES (87 percent) and the municipalities (13 percent) by giving the MES the authority to allocate funding for basic, secondary and higher education and giving the municipalities the responsibility of financing pre-primary education. Capital investments are shared between central and local

authorities. As pre-primary education, covering roughly 30 percent of the age cohort, is financed locally and funding is not secured in all regions, pre-primary educational services are allocated unequally.

The division of financial responsibilities does not reflect a clear policy perspective for either side. By focusing on recurrent expenses at the central level, the government may not be able to introduce incentives for efficient service delivery. Meanwhile, the split of capital investments between local and central offices fragments the already constrained opportunities to follow central or local priorities or implement development projects on either level. At the central level, no adequate management information system exists to assist in developing an appropriate investment strategy. Croatia faces lack of space in some schools and inefficient space use in others. Educational facilities are often inadequate. Many school buildings were damaged in the war and others are old or in disrepair. Although there is no systematic information on regional differences, to the extent there are such differences, the funding mechanisms would be able to do little to address this.

Budgeting is incremental and relies on the previous years' allocation without medium-term planning and without strategic investment targets. The central budgetary allocation mechanism is rigidly based on central control of inputs, providing limited incentives for efficient service delivery at the local level.

The MES appears to discourage the existence of independent private schools. Some private schools are State subsidized and have little more autonomy than public schools. Such a policy stifles the development of healthy alternatives in curriculum and methods and does not provide a desirable model for diversity. Private schools can also be useful in reducing overcrowding problems in public schools.

As a result of the above factors, equity and transparency concerns may not be adequately addressed. With limited public finances and no significant incentives for non-public investment, no new priorities may be efficiently supported or sustained. Without a clear sense of the relationship of current expenditures relative to the cost of an adequate education system, policy makers may hold unrealistic expectations the ability of schools to produce desired outcomes.

D. Assessment

In assessment, the main issues are:

- The absence of assessment capacities, sector-wide standards and the limited use of standards in policy making and implementation; and
- The absence of reliable, standardized and accountable examination system as a basis of selection procedures.

As opposed to governance and finances, assessments and examinations are surprisingly decentralized and hardly focused on at the central level. In contrast,

monitoring performance and assessing the impact of policies typically requires coherent and often centralized measures. These include setting standards, defining quality and organizing regular assessment activities. The issues and challenges concerning assessment are twofold:

- The government spends little effort to assess the sector's performance, not to assess the comparative performance of regions' and institutions. There is no systematic feedback of results into decisions about the allocation of resources. Assessment would help to define priorities and measurable targets, streamline governance to target only main priorities through investment and output control; and
- The existing regional differences and diversified secondary school structure (see details below) need better mechanisms to monitor quality. Previously, learning outcomes were assumed to be largely predictable.

Although examinations play a critical role in streaming students, recruit for professions and select members of the social and economic elite, the government's effort to make examinations more reliable and transparent is inadequate. International experience suggests that there is increasing differentiation in need, access and performance resulting in pressure on the education system to present multiple options and measures to correct inequalities and choices. The social and regional differences and diversified school structure need better mechanisms to monitor selection and quality.

- Examinations, though they are critical for the individual student's school career, are based on local practices. They do not meet basic quality criteria such as reliability, objectivity, and validity. Results are not comparable from one classroom to another or across schools or regions. Objectivity is also lacking, for several reasons: exam papers are set locally not nationally; oral exams are set and administered within the schools; there are no standardized marking schemes; there is no external verification of standards; and few examiners have been trained.

- Previously, life opportunities, such as jobs and university places, were not allocated on strictly meritocratic criteria and there was no great need to ensure that student achievement was measured accurately and fairly. Now, growing numbers of young people are competing for decreasing numbers of opportunities; they demand fair, nationally transparent, and reliable ways of allocating those opportunities.

E. Curriculum

The main issues in curriculum development are:

- Defining the appropriate balance between factual knowledge and general skills;
- Increasing the level of flexibility and local capabilities to adjust curriculum to local and individual need; and
- Implementation of new principles in training, programs and provisions.

Educational reform in Croatia may not be successful without a comprehensive rethinking of curriculum issues by the Government and the main stakeholders. The issue at stake is beyond what is the appropriate content of teaching and textbooks. Rather, the questions which the decision-makers need to raise, are related to the skills and capabilities of those who enter the labor market and who become citizens of a modern European country.

– To date, the Government's foremost priority and politically most visible item on the reform agenda has been replacement of the old "Yugoslav" content of education with a "Croatized" curriculum and national traditions. This goal covers a whole range of issues in history, geography, literature, language training and beyond. In addition, political statements also contain references to European values and standards.

– However, these objectives also feed into traditional approaches to pedagogy, which relies on the learning and repetition of facts even if these facts are considered new and modern ones. This is an approach that has been considered outdated across Europe, including a number of other countries of the CEE region.

– Furthermore, the curriculum is defined and supervised in great detail through an elaborate governmental system of supervision.

– Similar to the curriculum, the content of examinations also measures "factography" which provides little information for future employers about the skills of the graduates.

Croatia now needs different, more reliably measured competence-based skills to meet the demands of the market place. Focus should be divided between what pupils learn and how they learn it.

Instead of fragmented structures (see below) schools, programs and teaching should adjust to differentiated ways and different individual needs of learning. Dialogue and planning about renewal of curriculum should encompass a broad group of stakeholders. New policies should be implemented not only in a core curriculum framework but also in teacher training, examinations, assessments, textbooks and other instructional, educational materials.

F. Institutional Structure

The main issues of concern are:

– The opportunities for the individuals to modify their education and training profile within the school system and during their working career.

– Timing of vocationalization and specialization within the school system; and

– Approaches to competitiveness and equity in adjusting tracking and study streams;

The school system in Croatia covers pre-primary through the 12th grade. However, access to various provisions is limited and streaming children to various tracks starts early. Enrollment to pre-primary education is around 34 percent,

and since this is financed by the municipalities it is not uniform and varies among regions. At the basic level, enrollment is around 94 percent. Here, the government aims at separating three sublevels with unclear content or purpose. As upper secondary level, enrollment at 64 percent is much below the CEE's average.

Following the emergence of an independent Croatia, the new governmental policies started to emphasize competition, individualism and streaming as a counter-thesis to earlier ideologies of equality and collectivism. The main government target has been to re-establish the prestige of the academic oriented grammar school, enrolling about a quarter of the age cohort, and orienting the rest of the students to vocational programs. Tracking continues at tertiary level where a binary system, including new professional colleges is being introduced without a unified credit system to facilitate transfers between programs.

As secondary and tertiary education become increasingly important factors in deciding upon economic position and social mobility, demand becomes ever more diversified. The government's response to diversified demand has remained traditionally uniform, approaching the challenge with theoretical, traditional and input-controlled models instead of allowing for institutions and service providers to develop effective responses and initiate innovative programs. In reality, access to the academically most advanced tracks and institutions does depend on regional and social background, yet unequal access is treated as fair competition.

As discussed earlier, selection at various levels are not based on reliable test results. Most importantly, in absence of adequate forms of second choice training and bridging programs to move between tracks, the system does not provide an adequate strategy of schooling and intellectual development for those whose performance is considered to be at medium or low levels. Further, vocational and technical education starts early for most students, and is basically a second or third choice, without articulated interest by those students in learning the specific professions which they are trained for.

In parallel to curriculum reform, the government will need to rethink its approach to the institutional structure of education. The present secondary system will not be able to absorb any expansion of secondary education, neither from a financial perspective nor in terms of responsiveness to social and economic need. While early tracking and selectivity could respond to the need of recruiting a social elite, this would be an undesirable direction a new market economy and a more open society. The absence of appropriate responses, adequate programs and institutionalized forms of life-long learning could cause long-term problems in productivity.

– Given the scope of these problems, a broad-based dialogue and consensus will need to identify new objectives and innovations at all levels.

- In general, vocational programs should be delayed possibly beyond compulsory education.
- Programs should be established during the general schooling period and beyond that to bridge between various educational tracks and make corrections in individual educational and training careers.
- Programs and institutions should be encouraged through standard (accredited) options and incentives to provide for life-long learning.

G. Teacher Policy

Although the teacher policy is a cross-cutting issue covering questions and challenges related to governance, finances, training, curriculum and structure, it needs to be addressed separately, given the acute tensions between the teaching profession at large and the government.

- Teachers are by and large inadequately prepared. Existing pre-service training is fragmented and conservative, creating unnecessary specialization (to one or two subject matters) and stratification (to various levels of schooling) and outdated training methods.
- Existing in-service teacher training is not sustained through regular procedures, and is insufficient to meet the needs set either by the Government's goals or by any new objectives.
- Teacher salaries and prestige are low, making it difficult to attract qualified people into the field. The compensation structure determined by the MES is not tied to performance, so there is little incentive for teachers to increase their productivity.
- Most importantly, teachers as a social group represent a by and large alienated group most often opposed to government initiatives rather than coming up with their own development alternatives. Teachers appear to represent the most acute problem stemming from the lack of policy consensus.

The government will need to develop a new framework of cooperation with the teachers' associations, municipal governments, representatives of school principals and teacher trainers. Some of the issues need to be covered via broader reform agenda, i.e., the reform of public or state employment and the reform of public administration. However, there are also short- and medium-term concerns in relation to training, regulation of the teachers' workload and responsibilities, and incentives to recognize and reward outstanding performance and innovation.

H. Short- and Medium-Term Recommendations

The short and medium term issues are conditioned by long-term risk stemming from the apparent under-investment in education. The present 3.4 percent share from the budget is low compared to the European averages and compared to the needs the country has in its effort to develop market economy and open society.

The low level financing could limit long-term productivity with negative implications on long-term growth. While at present, fiscal pressures could make any increase difficult, strategic planning and reforming the educational programs will need to take into account this long-term risk. In absence of a plan concerning the medium term educational budget, recommendations for the short and medium terms can only indicate potential benefits and risks instead of measurable outcomes and costs.

The previous government lacked a strategic vision that would integrate the main objectives for a new education policy, including improving quality, efficiency and equity. In addition, the government did not attempt to seek consensus with the major stakeholders on these issues. Therefore, the main objective for the new government is to develop its strategic capabilities to develop a sector strategy and policy agenda for dialogue with the stakeholders.

– *In the short term* – an intergovernmental Task Force should be established to set policy including agenda and priorities. The Task Force should include representatives of central and municipal agencies including those who supervise education as well as those who control public finance. Dialogue with teacher unions, employers, academia, student and parent representatives would help develop partnership, refine priorities and needs for changes in the regulation, and may help mobilize additional financial and human resources to support reform.

– *In the medium term* – the above activities will result in a sector strategy including output objectives, level of public resources and legislative reforms. The government will also need to establish and sustain independent advisory units targeting specific issues, including assessments, teacher training, accreditation and management.

– *Risks* – are indirect a dialogue and planning could identify investment areas calling for additional funding at times of scarce resources and could also point at inefficiencies, thus threatening some vested interests.

The inadequate delineation of responsibilities between different levels of government and the strong role of central authorities in regulating day-to-day activities limit the government's capacity to pursue policy objectives. Meanwhile, such governance does not provide the stimulus for local authorities or for those delivering services to engage in innovative practices to improve quality, relevance to market economy and open society and efficiency.

– *In the short term* – a review of the inter-governmental roles and responsibilities will need to identify the present limitations and compare it to the additional opportunities that would result from a realignment of the present governance. Such surveys proved to be instrumental in Bulgaria, Czech Republic, Hungary, Poland and Romania in assessing the governmental capabilities and propose ways of realignment. The method used in the above countries is available and easily adaptable to Croatia.

– *In the medium term* – governance and administration will need to be re-structured allowing effective policy making and incentives at the level of local governance and management of innovation, and improved delivery of education services.

– *Risks* – include a lack of interest and little capability to use opportunities in policy making and management to make a difference and change the present system. These risks should be confined through training and participatory practices.

In absence of significant potential to increase public spending on education, the new government will need to rethink and adjust the expenditure structure, the allocation system and the incentives to service providers.

– *In the short term* – options will need to be developed for incentives targeting efficient spending and service delivery, for user fees at least in tertiary, but also in certain elite or vocational forms of post-compulsory education. Upon reviewing the current geographical incidence of public education spending, the government needs to develop formulae to compensate for inequities.

– *In the medium term* – the government should introduce a new budgetary allocation system, including block grants and student-based allocation schemes. This would lead to improvements in local and school level financial management and increase financial capacity at the central level to finance national priorities and investments and reward performance.

– *On the risk side* – block grants and other new financing schemes will exacerbate the need (resulting in additional costs) for more transparency, a better information system and regular auditing.

The new government will need to redesign the system of assessments and examinations including improving the central capacities and issuing new regulations:

– *In the short term* – an Assessment Board should be established to set the framework for the priorities and the institutional framework of assessments and as well as to change the framework of examinations in education.

– *In the medium term* – an independent professional assessment unit will need to be established to carry out regular assessments, new standards will be set by the Board. The standards together with feedback from sector wide assessments should be the basis of policy adjustments. New standard examinations will need to be piloted and introduced at the end of compulsory and secondary education, bringing about more transparency into the selection system.

– *On the risk side* – assessment as a policy instrument will bring about additional expenses. However, streamlining other parts of the educational governance and administration should result in savings. More reliable information about the institutions' performance could also attract more non-state funds into education. Also, the new examination schemes may not be successful if introduced without parallel development of a new curriculum policy.

Appendices

The demand of establishing Croat and European issues in the subject matters conceals the real issue that curriculum is rigid and is based on fact acquisition instead of skills development and active learning. Departure from the traditional approach will require from the new government broad dialogue and consensus.

– *In the short term* – the Government should set up an Advisory Group to develop and discuss the new framework of curriculum development. Based on the Advisory Group's recommendations, the Government should seek new agreement on the objectives of a core curriculum, which promotes skills and facilitates active learning and teaching.

– *In the medium term* – the government will need to adopt the framework for core curriculum. This framework will require the revision of textbooks and other materials, adjustment of examinations and training. Moreover, decentralized governance should authorize schools and teachers to adjust teaching and learning to local conditions and individual need.

– *Risks* – Changes in the curriculum and related issues are politically contested issues requiring extended dialogue, expert work and technical assistance. Once a framework is set, implementation will require new funds to cover the expenses of producing educational materials, redesigning and enforcing pre-, and in-service training and finance school level innovation.

The new government needs to address the issues related to the structure of educational provisions as at present, it is not suitable to meet the needs of an increasingly market and Europe-oriented society.

– *In the short term* – the Ministry of Education needs to make recommendations to: (a) delay tracking into vocational programs; (b) establish broader fields of specialization; (c) provide bridging programs between secondary study tracks; and (d) establish standard selection procedures at the end of 12th grade.

– *In the medium term* – the governance and adaptation of the education structure should better reflect demand. Local authorities should be given more of a role in defining the profile of public education, post-compulsory education should reflect individual need and user choice, and vocational programs should be more closely connected to economic actors (through provisions, funding and guidance). A new structure will need to be more flexible and take into account the increasing demand to change one's individual schooling and educational career, switch between tracks, leave and re-enter education, and find continuing opportunities for further training and re-training.

– *Risks* – are related to the increasing complexity of the educational provisions. The government will need to develop alternative forms of regulation through finance, examinations and indirect means of governance as schools, study tracks and programs will become less unified or homogenous (as other European examples show similar trends.)

The new government needs to develop a new comprehensive approach to address various issues related the training and employment of teachers:

– *In the short term* – the government needs to review the pre-and in-service training and propose improvement as well as additional funding for in-service training. Meanwhile the present system of salaries and compensations suggest inefficiencies. Salary and employment policy will need to be based on a review and reform of the overall public employment system.

– *In the medium term* – the government needs to introduce measures to assess and reward performance and curriculum innovation as well as new pre-and in-service training programs.

– *Risks* – are related to increasing funds for in-service training and for rewards and the possible divisions within the teaching force once performance incentives are introduced. However, the government should be able to use teachers as implementers of change.

COUNTRY REPORT: KOSOVO

(Source : *United Nations Interim Administration Mission in Kosovo*)

EDUCATION IN KOSOVO: FROM CRISIS TO RECOVERY AND TRANSFORMATION

By Michael Daxner

INTRODUCTION

This report aims to outline the current functioning of the education system in Kosovo, to provide an overview of the background to the current situation, and to identify the most urgent needs relating to the functioning of the system post June 1999. It seeks to point to key issues that will contribute to the consolidation and eventual transformation of the sector, as well as to provide information on the status of the reform process as of March 2000. The purpose of the profile is to provide an objective view of the education needs in Kosovo, to inform the donor community in its consideration of aid to the sector and to promote further coordination in future activities.

Kosovo covers a landmass of 11,000 square kilometres (one third of the size of Belgium) and has the highest population in the former Yugoslavia. Kosovo is considered to be the FRY's most underdeveloped and poorest region and has an approximate population of 2.2 million, of which 90% are Albanian, 7% Serbian, and 3% other nationalities (Turkish, Bosniak, Roma or Montenegrin). Within Europe, it has the highest birth rate (23.1 per 1000) and also the highest rate of infant mortality (27.8 per 1000 live births).¹ Population figures are approximate because of the fluidity of the current situation. UNMIK estimates that in the coming months between 300,000 – 400,000 people, mostly Albanians, will move either within or to Kosovo, mostly from Western Europe. Due to the extraordinary circumstances in recent years, and particularly during the first six months of 1999, many families are still moving around provinces or returning from abroad. Moreover, instability in other regions is likely to precipitate further population movement.

STRUCTURE OF THE EDUCATION SYSTEM

Pre-school education

Kosovo has 32 kindergartens enrolling children between 6 months and 6 years. In addition to these institutions, approximately 200 pre-school classrooms for children between 5–7 years of age are attached to primary schools.²

¹ Cornelia Criss, Monica Lay and Paul Wafer, *The Kosovo Crisis* (UK Committee for UNICEF, 1998) cited in Lynn Davies, *Education in Kosova* (Report to the British Council, August 1999)a

² Save the Children, *The Education Sector in Kosovo*

Pre-school institutions are facing a number of problems, including the small number of kindergartens, large numbers of children in each group, a lack of professional literature for pre-school, a lack of didactic material and a lack of adequate furniture.

Primary Education

is compulsory for children aged 7–15 and consists of two stages. Grades I–IV are class teacher based, while grades V–VIII are subject based. There are no formal exams at the end of Grade IV and the cohort size is approximately 35,000. Pupils take internal school leaving tests with a certificate of completion after Grade VIII (cohort size approximately 29,000). Pupils are required to take an entrance exam for Grade IX – Grade I of Secondary Education (cohort size approximately 21,000).

Secondary and Vocational Education

lasts three or four years, depending on the course of study. There are three main types of secondary schools. Grammar schools or gymnasia offer four years of general academic education which is completed by the final Grade XII “maturita” examination. The cohort size for the school-based Maturita examination is approximately 13–14,000. Some gymnasia specialize in areas such as mathematics or philology. Technical and art schools offer between three and four years of specialized education as well as an academic curriculum. Vocational schools offer between one and three years of practical education, culminating with a “definitiva” exam. There is a high attrition rate between primary and secondary school and during secondary school.

Special education

Only a very small percentage of disabled students are attending school. There are only three schools and two departments in Kosovo catering for children with special needs: the Special School for Mentally Handicapped Children in Prizren (cca. 150 students), the Special School for Deaf and Mute Children in Prizren (cca 90 students), the Department for Mentally Handicapped Children in Mitrovica (cca 50 students), the Special School for Blind Children in Peja (70 students), the Special Departments for Mentally Handicapped Children in Prishtina (cca 70 students) and for Deaf and Mute Children in Prishtina (cca 20 students). While providing support to schools for children with special needs, the long-term perspective is, where appropriate, their transformation into regular schools, with an inclusive orientation.

Higher education

“High schools” in Kosovo are two-year post-secondary institutions that train primary level teachers or engineering specialists. The University of Prishtina was established in 1970 and has 14 faculties and 7 higher technical and professional schools.

BACKGROUND TO THE CURRENT SITUATION – THE PARALLEL SYSTEM OF EDUCATION

The education system in Kosovo has gone through many difficulties in recent times, particularly over the past decade.

In 1990, after years of conflict with the Yugoslav state system, Kosovar Albanians came together to form a mass movement which was to operate a self-organised parallel system of governance in Kosovo. In education, the state system saw most Kosovar Albanians stop attending state classes following constitutional changes and the dismissal of Kosovar Albanian teaching staff. Eventually, Kosovar Albanian children began to attend parallel schools, either in existing school buildings, people's houses, or in many cases, in cellars.

The existence of the parallel system reflected and still reflects the high value placed upon education in Kosovo. It was self-supported by Kosovar Albanians, both inside and outside Kosovo. Classes were financed through contributions collected in the form of a tax, raised through "parallel" tax authorities. The Western European diaspora also played an important role. The shadow state "Government Fund" raised donations in almost all Western countries. Before the 1999 conflict there were an estimated 267,000 primary school students and 14,000 primary teachers in the parallel system. However, payment of teachers was at best irregular. The fact that teachers worked for little or no remuneration, reflects the level of their commitment during the difficult years.³

The importance of education has long been accepted in Kosovo and hence, there was little need for UNMIK and its partners to advocate for children to return to school after the war. For the United Nations Interim Administration in Kosovo, the priorities following the end of the conflict lay in different areas. Immediate needs lay in the "hard" side of education, that is, the repair of damaged building and reconstruction of schools that had been destroyed, as well as the provision of essential supplies such as furniture, stoves, and firewood. UNICEF was designated the lead agency in these activities. At the same time, UNMIK and its partners began to address the "soft" side of education, related to qualitative issues such as curriculum reform and the designing of an education system suited to Kosovo. An assessment of the needs and required actions, immediate, ongoing and future will be outlined below.

CURRENT SITUATION

Due to the emergency situation, there is at present no formal Ministry of Education in Kosovo. The United Nations Interim Administration in Kosovo serves as the *de facto* government and since 1 February 2000 there has been a joint

³ There are several available sources in which a discussion of the parallel system can be found. For example, see Lynn Davies, *Education in Kosova. Report to the British Council* (August 1999) pp 9–10.

Kosovar/UNMIK arrangement whereby in the education department a Kosovar, Professor Agim Vinca, shares the post with the UNMIK Head of Education, Ms. Steffie Schnoor. After elections, scheduled for later this year, it is anticipated that a Kosovar Ministry of Education will be developed out of the current structure. However, at this time the Department of Education and Science operates under Pillar II (Civil Administration) of UNMIK. UNMIK DES and its partners are working towards the reactivation of quality education in Kosovo, aiming as much as possible to learn from innovative reforms in Europe.

UNMIK has envisaged a three-phase education strategy: interim, transitional and integrated aimed at creating a unified educated system under an elected Kosovar government which will frame a new education law and appoint a Minister.

IMMEDIATE NEEDS POST JUNE 1999

The international partners first became operational in Kosovo in June 1999. Several observations were made.

Infrastructure

One of the most striking features was the extent of structural damage to schools in Kosovo. An initial UNICEF/NGO⁴ assessment of the physical conditions of the school buildings in Kosovo, covering 784 schools showed that 37% were either completely destroyed or in extremely bad physical condition. Following the initial estimation, through a series of field visits, a total of 1,034 (out of 1,211) schools were assessed, out of which 800 had suffered damage and needed to be repaired. According to the severity of the damage sustained, the schools were divided into five categories, from those which in need of minor repair (Category I) to those which were completely destroyed (Category V).

The need for significant improvement in the water and sanitation facilities in schools was also highlighted by the assessment. Out of 596 schools that provided information on water and sanitation, 41 reported having neither toilet nor latrines and over 380 reported that outside toilets were not properly functioning. Some 132 schools reported having no water supply at all. Of those schools with a water supply, over half had the supply outside the school building.

Another need which required immediate attention as the winter of 1999 set in, was that of the heating of schools. Children cannot be expected to sit in unheated classrooms at sub zero temperatures, let alone expected to concentrate and learn. Therefore, an urgent priority was the supply of firewood and stoves in the absence of heating in schools throughout Kosovo.

⁴ UNICEF conducted an assessment of the physical condition of school buildings in July 1999. Nine international NGOs assisted UNICEF in gathering data on 784 school buildings.

Moreover, it was found that the school buildings were nearly empty – lacking basic equipment and textbooks. Therefore, initially there was an overwhelming need for repair and reconstruction and as well, supplies in order to meet the immediate aim of ensuring that children returned to school at the start of the 1999/2000 school year. The lack of equipment, including technological equipment, was and continues to be of great concern to the international community. There was also the very important issue of the pervasive threat of landmines and unexploded ordinance near school facilities, posing real danger to returning school children.

Teachers and training

The existence of the parallel system in particular reflected a need for the survival of an education system, rather than its development. As a result, Kosovo has not been party to the education debate concerning teacher education, that has been taking place around the world over the past decade. Teachers received practically no in-service training for 10 years because of the underground system. The issue of the gender of teaching staff indicates that there is a real need to encourage the recruitment of female teachers and directors of schools as salary lists show that there is an overall ratio of one third female to two thirds male. The fact that young potential teachers were not provided with substantive pedagogical training and practical internship had an impact upon standards. As there was little input, reports indicate that there was very little change, modernisation or innovation.

During the 1990s, many parts of the former education system assumed new roles and sometimes increased authority within the parallel education system. This was necessary in order to have some management structure over the functioning of the parallel system. The local pedagogical institutes were perhaps most affected. In many respects, these institutions need substantial reform and redefinition of roles within the education system.

Teachers have been teaching out of areas for which they are qualified, and there is a specific lack of qualified teachers in subjects such as foreign languages, mathematics and natural sciences. There is also a lack of qualified education managers (such as school directors).

The immediate issue of payment of stipends to teachers was of crucial importance in the immediate aftermath of the conflict. Moreover, it was evident that there was a longer term need for the training of teachers in a situation whereby partners began to think about designing an educational system for Kosovo. Teachers are in need of new skills in order to make decisions about what constitutes their own “best practice” in the classroom.⁵

⁵ Kosovo Education Centre, Draft proposal.

Textbooks and Curriculum

In Serbian and Turkish, the curriculum essentially that emanating from Belgrade. The curriculum of the Kosovar Albanian system was fragmented and ad-hoc. The curriculum in the Albanian schools was a combination of the curriculum from the pre-1989 system and books newly developed or “borrowed” from neighbouring countries. In general, the curriculum was teacher-centred and fact-laden, requiring rote learning, copying of teacher’s notes from blackboards and regurgitating of factual knowledge in tests. Teachers, parents and students complain that the curriculum is overloaded, outdated and does not encourage development of the knowledge, skills and attitudes needed for a modern society or in many cases, employment.

It has also been argued that teachers were “controlled” by inspectors from the Institute of Pedagogy in what they taught, what textbooks they used, how they taught and how they assessed what they taught.

In late 1999, 204 Kosovar Albanian textbooks were reviewed for content, out of which only 3 were rejected. The main issue with textbooks is that the content is outdated and does not reflect current pedagogical best practice.

Minorities

The bifurcation of the education system over the past ten years reflects ethnic and political schisms, often reinforced by community and personal animosities that are deeply rooted, and have not and will not simply disappear on the establishment of a single political authority or administrative and legal structure.

A major challenge for all those involved in education in Kosovo is and continues to be the reunification of this deeply fragmented context into a single coherent system that fulfils the right of every individual (regardless of ethnic background, age or gender) and community, and also ensures social and economic development within a framework of a coherent human development strategy.⁶

Within this context, the issue of minority rights remains precarious, particularly over equal access to education. For some minority children there is no mother tongue instruction. Moreover, children have difficulties in speaking to each other because of the hatred caused by the war. There is disbelief that they can be equal.

Bosniak children studied in the Serbian curriculum with Cyrillic texts, and now are seeking separate status with Latin alphabet texts – in effect the emergence of a new minority literacy scheme in the system.

In the case of the Roma community, in particular, there is a need to address the issue of low school attendance and early dropout. Romany children studied

⁶ DESK concept paper.

in either Albanian or Serbian schools, but never in the Romany language. And some groups, for example, children from the Ashkalia community, do not go to school in the Prishtina region because of fear of violence against them. Experience elsewhere in the region suggests that pre-school initiatives aimed specifically minority communities have a significant impact on the problem and more importantly, reducing early attrition.

The coexistence of different ethnic groups in the system is not unknown. Kosovars cite positively many aspects of the pre-1989 experience of different language groups co-existing in education, when Albanians were treated as a national minority in Yugoslavia.

Psycho-social issues

Few people in the province have been left unmarked by the war in Kosovo. Many thousands of children experienced the loss of close family members, friends, homes and possessions: some witnessed violence and other atrocities. There was a clear need in the wake of the events of 1999 for the development of a psychosocial response in schools throughout Kosovo. Exposure to war, violence and death has resulted in significant distress among school age children, their families and among teachers and school directors. Many children were showing stress, trauma and grief reactions that were having a negative impact on their ability to learn as well as on their overall development. Consequently, the school system was assessed to be facing new problems in addition to problems that already existed prior to the war.

Youth

It is estimated that half the population of Kosovo is under the age of 20. Kosovo has the highest youth population in Europe. Levels of illiteracy are approximately 17% among youth. There exists a real problem about the relevance of secondary school curriculum for employment, as the current rate of employment is estimated at approximately 80%.

SITUATION UPDATE

Immediate efforts concentrated on enabling children to return to school in time for the new school year in 1999. School buildings were repaired and tents were provided on a temporary basis to act as schools. Unfortunately, in some cases tents also had to be provided solely for minority children who were not accepted back into schools. Basic equipment such as furniture, teaching materials and other supplies were provided, and textbooks reviewed and produced. Activities concentrated on making the schools "attendable". It is estimated that some 27,816 educational staff and 400,000 pupils and students have returned to primary, secondary and higher education since June.

Infrastructure

As of January 2000 out of the 800 buildings in need of emergency repairs and rehabilitation, 362 have been fully repaired and are now functioning normally. Another 281 buildings are still under repair. The major funding organisations for this effort are ECHO (111 school buildings), UNHCR (96 school buildings) and UNICEF (43 school buildings). Most of the repairs have been undertaken by NGOs and some by KFOR Multinational Brigades (MNBs).

Given the wide variety of different designs and materials used in the repair and reconstruction of schools in 1999, in December UNMIK decided that no further Category V schools should be built (37 out of 132 have been completed) until standards could be prepared by a group of professionals. This decision led to the undertaking of a “school mapping” exercise, led by UNESCO to define standards for reconstruction which will be endorsed by UNMIK. The standards will be agreed in mid March and will form the basis of national norms to be subsequently applied to all primary school rehabilitation and construction in Kosovo. Coordination mechanisms are in place with the NGO community who are major partners in school reconstruction, but there is much more to do. This is not only necessary for UNMIK; support is necessary for the donor side too.

The UNESCO school mapping exercise will examine and continue to examine demographic trends to identify where schools or additional classrooms are needed, where schools are no longer needed due to population movement, or where parts of schools may be used for other activities.

Essential furniture and supplies, such as desks, chairs, stoves, firewood, fuel, teaching materials, books etc have been provided to schools.

Administrative infrastructure

Municipalities enjoy a high degree of autonomy with regard to maintenance of and planning for schools. They receive a lump sum budget and may decide over priorities. They are being consulted about school directors, but do not appoint them.

Teacher Training

Several initiatives have been undertaken in the area of teacher training and will contribute towards the development of guidelines and eventual reform in pre-service and in-service training and classroom practices. The rationale behind the activities is that teachers, trainers, pedagogues, directors, parents and politicians have to be behind and feel ownership of an inclusive programme for change.

In February 2000, UNMIK/UNICEF organised a Teacher Training Workshop in Prishtina for Kosovars. A total of 75 participants, including 60 Kosovar pedagogues and directors from each of the five regions in Kosovo participated in the meeting. There was limited international presence. The aim of the workshop was to facil-

itate discussion around the development of guidelines for teacher training. Participants separated into working groups (pre-school, primary, secondary and special needs) and there were sessions devoted to pre-service and in-service training. Each of the working groups made recommendations for innovations which were presented to UNMIK for compilation, analysis and translation. The importance of international partnership was clear as local educators continually expressed the desire for knowledge and exposure to other education systems, and particularly European.

A precis of further training needs will be outlined in the next section.

The Kosova Foundation for Open Society has launched the Kosova Education Forum which conducted a three day workshop on Managing Educational Change in Ohrid, Macedonia, in February 2000, including more than 40 Kosovar participants, as well as educational leaders and experts from Macedonia, Albania, Hungary and Lithuania.

The British Council has run several English language workshops for primary and secondary teachers throughout Kosovo. They have been and are involved in other activities: a baseline study of English language teaching (ELT) in Kosovo, study tours to Hungary, Poland and Romania, and international visitors to Kosovo to meet with Kosovar ELT colleagues.

The Bureau de Liaison de la France has conducted French language training programmes for classroom teachers and has distributed books, cassette recorders and other resources to schools where French is taught. They have also run training programmes for French teachers from the different regions.

Teacher training is a priority for UNMIK and its partners. The urgent needs relate to minority education, support for in-service training and training for teachers of special needs children.

The Department of Education distributed its budget of 6.3 million DM for goods and services in December 1999. Stipends for teachers have been paid up until December. UNMIK is now in the process of preparing salaries lists. The change from a stipend to a salary system has been achieved and UNMIK has nearly completed its collection of reliable data on a sustainable salary structure for all educational workers.

EMIS

For better planning and making correct decisions in the area of education, it is necessary that an Educational Management Information System (EMIS) be put in place. Unfortunately, after the conflict, no reliable educational statistics pertaining to teachers, student enrolments, schools by level and kind were available to make the planning process a success.

It was with this intention that detailed information on the number of schools by type, the enrolment in various grades and the names and qualifications of the

teachers were obtained from the field. Subsequently, the data was entered into the computer and a preliminary database was created. Simultaneously, an exercise is underway for starting Strategic School Mapping for Repair, Reconstruction and Construction of schools. Support from several agencies like International Group, UNICEF, UNESCO, KFOR and others is being obtained to dovetail School Mapping and EMIS.

It is believed that after the completion of the assignment, it will be possible to:

- Have a complete picture of the number of schools, teachers and students
- Make policy decisions to recruit new teachers or remove inefficient educational personnel from the profession
- Locate educational institutions where they are actually needed
- Relocate teachers to the schools where their subject expertise is required
- Design a programme regarding the training of teachers.

Textbooks

Under the auspices of UNMIK, a consortium ten donors: Austrian Government/Federal Chancellery, Canadian Government/CIDA, Danish Government/DANIDA, Department for International Development, DFID/UK, Kosova Foundation for an Open Society (KFOS), Plataforma por Kosova/Spain, Swiss Agency for Development and Cooperation/SDC, UNICEF and the US State Department (Bureau of Population, Refugee and Migration – BPRM), mobilized more than DM 4.5 million in an emergency project to provide textbooks at all levels of the education system for the 1999–2000 school year. To date, over 130 titles have been reviewed, printed and are in the process of distribution. This is a considerable achievement, particularly in light of the fact that the printers have experienced serious problems because of the erratic supply of electricity. Serbian books are in the process of being reviewed. For children studying in Turkish, 80 books have already been distributed, and Bosniak books from Sarajevo will be distributed in the very near future. All books are given to schools free of charge.

Minorities

Under the leadership of UNMIK and within the DESK process (Designing an Education System for Kosovo – see below), a long-term aim is the developing of a unified system for addressing both the common needs of learners as well as those of minority groups.

Components for the development of the education system, such as interactive methodologies and new curricular topics, will incorporate strategies and/or contents that promote equity and facilitate a mutual understanding among different ethnic groups.

Support for minority groups is identified as a priority issue of UNMIK and its partners.

Psychosocial Issues

The needs of children and teachers of all ethnic groups to address the problems arising out of the distress caused by the war is of great concern to both the international, national and NGO community. However, programmes are geared towards bolstering the resilience of children to trauma and psychosocial distress. In order to successfully coordinate the activities of the different actors working in this particular area in the education system, UNMIK has introduced a set of guidelines for actors to follow when implementing their programmes. Widespread activity in the province is ongoing, including the training of teachers and pedagogues in psychosocial methods.

Youth

There are several active youth groups and organisations in Kosovo. Activities coordinated by both local and international actors include the setting up of youth centres and facilitation of activities for youth, such as computer literacy, literacy and numeracy, and foreign language learning. Attention must be paid to ensuring the sustainability of such projects and coordination between all those involved in this area.

DESIGNING AND EDUCATION SYSTEM FOR KOSOVO (DESK)⁷

The DESK initiative takes its cue from the Human Development Strategy drafted by the United Nations team working in Kosovo and New York. DESK is an advisory body to the Department of Education and Science and has set up an Education and Training System Design Team which meeting on a fortnightly basis. The System Design Team is supported by working groups on

- *Kindergarten, Pre-School and Primary Education*
- *Secondary Education*
- *Higher Education and Research.*

The working groups have also divided into sub-working groups to deal with specific sector and sub-sector elements of the education system. Both the working and sub-working groups aim to review the present system in Kosovo and to deal with not only short term issues, but to address longer-term and strategic objectives. They also advise the System Design Team on key educational issues such as curriculum reform and teacher development.

The DESK initiative has taken important steps to involve Kosovar educators in all matters. The System Design Team comprises 22 internationals and 25 Kosovars and the working groups reflect a balance consistently in favour of Kosovars. Every effort has been made to promote the inclusive participation of

⁷ See Annex for graphic of DESK structure and summary of DESK concept paper.

women and minority groups in the process. Each working group has recently completed a review of the education system relevant to their level. The groups have

- outlined the main features of the sub-systems with which they are dealing, within the context of the existing/inherited system(s) of education in Kosovo
- identified, analyzed and evaluated the main problems facing the sub-system
- analyzed and evaluated the possible solutions already proposed for solving these problems.

Throughout March and early April the System Design Team will meet and review the findings of each of the working groups. International experts will be identified and brought to Kosovo to meet and discuss with the different groups how to further strengthen the positive features within the present system and how to remediate weaknesses or problem areas.

DONOR PROGRAMMES AND COORDINATION

Kosovo is awash with international agencies, both governmental and non-governmental, wishing to promote programmes in education. The sheer size of the ongoing and planned activities in the provinces means that it is very important to ensure coordination of donor and NGO activities. Two major international appeals have been launched for Kosovo, and many bilateral donors have given substantial sums of money. The sheer number of actors and donors precludes the listing of them and their activities. However, it is important to acknowledge the vital role of NGOs in the repair of schools, both as donors and as implementing partners.

As there are many different types of supporters and donors, it is not always easy to identify in which capacity they act: as sources of manpower and material, as contractors, handling agents or consultants. In many cases they wear different hats on several actions. As all their support is equally appreciated, it is more important to think about coordination among them and with UNMIK.

Specified donor conferences, as are envisaged, for example for the Higher education sector in May, may help to identify rationale, range and impact of a donor's support role in the complex process of reconstruction. Very important will be that concrete activity starts at the right time and that there is follow up, assessment and integration into other programs. Sustainability rather than quick fixes is vital. In order to achieve this, databases and better feed-back to the key players are required and as well, networks must become more transparent and flexible. Donor coordination needs considerable strengthening and parallel work should be avoided.

CONCLUSION

Deeply held suspicions and fears between and within communities call for creative solutions at community and central levels to ensure that the right to educa-

Appendices

tion and other human rights are respected within the framework of a unified education system. However, there is a unique chance for educational change, renewal and transformation in Kosovo. There is also great opportunity for to further enhance the role of communities in educational issues, as well as in the process of recovery and transformation. Many schools in Kosovo were actually built by the communities themselves and recovery efforts have in many ways been initiated and supported by communities. Therefore, projects and programmes that mobilize the energy of the community could be particularly important to the recovery and transformation process. A focus on local empowerment should also be conducive to long term social cohesion among ethnic groups in Kosovo.

As mentioned in the text above, there are numerous urgent needs: pre-service and inservice teacher training; minority group education; education of handicapped learners; attrition rates and the relevance of school to employment; transparency and accountability within educational institutions; coordination of the input and output of NGOs and other donors; ... This list is not exhaustive. Much has been done but much more needs to be done.

Annex

**D.E.S.K. – DEVELOPING THE EDUCATION SYSTEM IN KOSOVO
EXECUTIVE SUMMARY**

Introduction

With regard to the educational sector of Kosovo, devastated by conflict and a decade of neglect, UNMIK is committed to achieving two main goals. Firstly ensuring rapid resumption and continued learning during the period of transition to an elected democratically accountable government. Secondly supporting the longer term reconstruction and transformation of the education system to reflect the needs of a modern European society on the brink of the twenty-first century. The DESK draft discussion document outlines a strategy for achieving these two main goals and for preparing at the same time for a smooth transition from UNMIK's interim administration to local governance in the education sector. This executive summary contains the key points of the DESK paper as well as some updates and changes to the first draft of 17 October 1999.

Education System Development

The (long term) process of education system development has to be jointly driven by all involved parties: UNMIK as interim administration, donors, UN and other international agencies and NGOs supporting the reconstruction of education as well as local education administrators and system specialists who will provide local expertise and a guarantee for the continuation of the development process after transition.

Accordingly, the DESK model proposes a set of System Development Working Groups (SDWGs) made up of a mix of members drawn from the above listed parties. Each Working Group would focus on one of the key education sectors (primary, secondary and higher education) including the related policy theme (curriculum and teacher development) or on key policy themes like statistics and planning. The System Development Working Groups would be working within the framework of an Education System Design Team, which serves as the overarching body responsible for ensuring coherence in the system. It would be constituted under the leadership of UNMIK with a similar mix of members as the SDWGs, partly sharing members with these. The System Design Team would be responsible for developing the overall design of the emerging system and would monitor, and receive input from, the System Development Working Groups.

In order to ensure that the exercise does not become too cumbersome and place too great a strain on the available human resources, the Working Groups have to be limited to a manageable number and size, four in the current proposal, as indicated in the diagram. Moreover, it will be necessary to remunerate the local members of the System Development bodies in one way or another

(allowances or part-time employment) for their participation, as they cannot be expected to deliver professional work in and between the meetings on a merely voluntary basis.

For supporting the System Development Process in technical terms, a locally and/or internationally staffed two to three person secretariat should be established and located within UNMIK. A proposal on the scale of the DESK strategy is beyond the present financial and administrative resources of UNMIK. In order to ensure that this ambitious process gets under way and is sustained it will be necessary to mobilise sufficient resources from donor contributions or secondment of staff by various agencies.

System Development in a Context of Transition

While the task of the System Design Team and its System Development Working Groups is to conduct a long term process – the generation of fundamental qualitative improvements in all types and levels of education in Kosovo, especially the design of a unified educational system – it is at the same time necessary to formulate interim arrangements to address problems encountered in the operation of the system during the transitional phase. For this task, the DESK strategy envisages the formation of Integrated Operational Teams (IOTs) made up of UNMIK international staff and local independent professionals. The expectation would be that such local experts, hired by UNMIK on a full-time and exclusive basis (i.e. they would not be allowed to continue any other employment, e.g. at the university) would provide essential continuity in educational administration and policy-making so that a smooth bridge between the UNMIK-led phase and the post-transfer phase may be achieved.

Linkage of Interim Measures and Long Term Development

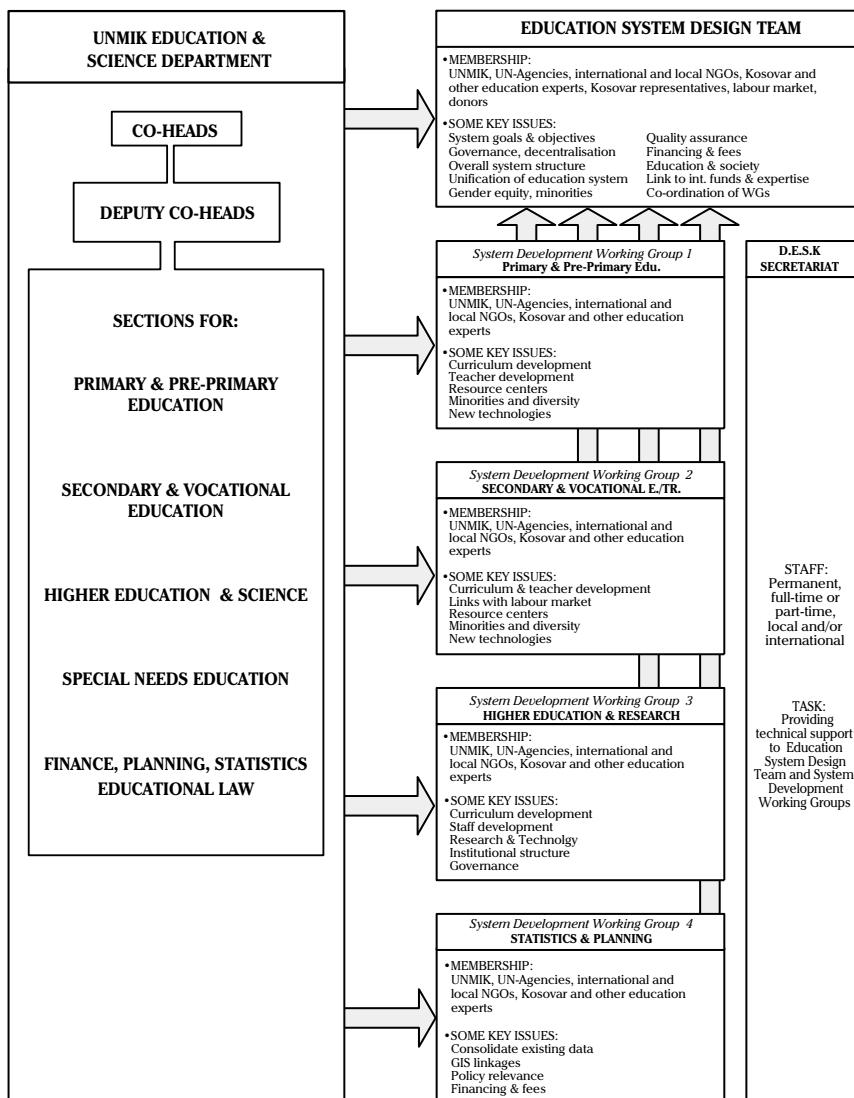
It is crucial that those managing the present system's reconstruction and transition to a new political dispensation are also closely involved with the longer term process of system development and reform. Therefore the structure of the Integrated Operational Teams will be similar to the structure of the System Development Working Groups and IOTs will work closely and share members with the corresponding SDWGs. It is proposed to set up three IOTs: pre-primary and primary education (1), secondary, technical and vocational education (2) and higher education and research (3).

Key Issues and Expected Results of the DESK strategy

- Bring interim arrangements and long term development processes in tune with each other.
- Combine local and international education expertise to achieve the best possible results.

Strategies of Educational Reform in South East Europe Countries

- Integrate Kosovars in the administration and development process at an early stage.
- Foster the cooperation of Kosovar society, donors, aid agencies and interim administration.
- Framework for a unified education system for the next school year (2000/01).
- Smooth transition from UNMIK-led to locally led education administration.
- Continuity in education system development process even after transition.



COUNTRY REPORT: MACEDONIA

(Source: Ministry of Education of the Republic of Macedonia)

DRAFT STRATEGY FOR DEVELOPMENT OF THE EDUCATION IN REPUBLIC OF MACEDONIA

INTRODUCTION

Republic of Macedonia has solid historical base for the development of a modern education system. In this area, through the WORK of the Slavic teachers St. Cyril and Methodius and their most known student, St. Clement, the founder of one of the earliest universities in Europe, the foundation of the Slavic literacy and spirituality were laid down. Despite the difficult historical conditions, the people that was settling these areas were regarding education as a significant value and were striving for creation of favorable conditions for its development.

Having in mind this cultural and political heritage, the concern of Macedonia regarding education from its ASNOM period (1944) to date is understandable.

With the independence of Republic of Macedonia in 1991 new possibilities and challenges were created in education, especially regarding its democratization, modernization and compliance with the European and world standards and norms, that place emphasize on the educational component, quality and knowledge on individual basis.

The opening of the country to the world, after its independence and the intensified participation in the international community, opened new possibilities for exchange of experiences and knowledge and international support for the planning and realization of more comprehensive, systematic changes in the education. These changes, upgraded on the positive and proven qualities of the existing system will add new quality.

First step in that direction is this National Strategy for the development of the education in Republic of Macedonia. In the preparation of the text of the Strategy well-known and acknowledged experts in the field of education took part. Alongside the local experts international experts also participated. As a result of their effort today we have this Strategy as a draft document, which offers comprehensive vision of the need changes, through which it is expected that education will become:

- Real potential for modernization and further development of society as a whole;
- Most important investment that has multiple return to society; and
- Main carrier of the democratization of Republic of Macedonia understood as a permanent process.

Through the suggested solutions in the Strategy the goal is to maintain and improve what has been reached so far and proven as its value, but to also introduce serious changes in the parts of the education system that, out of various reasons, are not adequate to the requirements of the modern time. The Strategy is

founded on well known values of our existing system, the values of the modern European systems and the results of the numerous international and local projects that have been implemented in Republic of Macedonia in the last decade through the Ministry of education and the educational institutions on all levels.

In the design of the education system, the Strategy sets separate place, role and importance to the individual development, in which a person will gain general and professional knowledge and culture, necessary for execution of the operations and inclusion in all aspects of the social life.

The Strategy, as a main document in the education, is a comprehensive reform attempt in the education in our country, and is incorporable in the global political guidelines on different levels, for the more progressive inclusion of the Macedonian society in the European and world integration. It sets the main guidelines that should serve as a foundation for the education system in Republic of Macedonia, in which education is not regarded as a expenditure, but first of all as a most efficient development investment of the country. Society first invests in knowledge that afterwards directly contributes to the general development. High quality education means high quality development of the country and high quality life of all and the individual.

This Strategy is just the base. The realization of the goals that are clearly set in it requires engagement of the overall human resource potential in the country, more responsible attitude of the state toward the education, as well as support that we believe we have from the international community, and first of all of the European countries and institutions.

Gale Galev, Ph.D.

MISSION OF THE EDUCATION SYSTEM IN THE REPUBLIC OF MACEDONIA

The goal of this Strategy is to assist the development of the education system of the Republic of Macedonia and the attempts to provide education for all. This includes: full realization of the right of education, equal access to all levels and types of education and development of the individuals through receiving general and professional culture necessary for life and work in a democratic society. This strategy should enable greater compliance with the EU standards and wider. This concept for the education system is expected to provide:

- Development of a person that is capable for undertaking individual, family and civic responsibilities;
- Education that fully respects, and allows the development of individual needs, interests and affinities of the individual;
- Education that provides for receiving knowledge, skills and capabilities, attitudes and values demanded by the changing world of labor, social life;
- Education that provides for development of independent, critical and democratic individual with skills and competence for taking actions;

- Education that reinforces the feeling of belonging to the community;
- Development of preparedness and awareness for lifelong education.

The period of economic transition and the difficulties that emerge from it are characterized with social and political conflicts and crises of values. This strategy is emphasizing the development of the education as an issue that is more important than just a mere sectoral policy, and is underlying its key role in:

- Development of democracy and civil society;
- Development of a modern and globally integrated market economy of the country; and
- Defining the place of Republic of Macedonia in the integration processes.

Education should not only be a concern for the educators, due to the fact that this sector in its essence is a basic precondition and generator of changes in all segments of the society. The social mission of the educational development is emphasizing the need for synchronization of the efforts of all ministries with the NGO's, local communities and other interested parties in the education, including foreign partners that work on the development of the education in Republic of Macedonia. Education can not be treated as a consumption sector. Through the education the society intervenes in the creation and preparation of its citizens and the effects are multiplied, by creation of conditions for progress. Having this in mind, the Strategy starts from the economic viability of the education and, in it contains the concept of financial accountability.

1. CONTEMPORARY TRENDS

The need for permanent interventions in the educational systems in the countries is not only an implication of the internal factors that determine them, but also the external, i.e. global, general factors that impact every country in the world.

The happenings in the second half of the 20th century have imposed several key challenges that humanity is facing at the beginning of the 21st century. For instance, the developments of the computer technology and the modern information systems have started a revolution in the labor segment and life of the people in general. The economies have transformed from standardized manual production to a differentiated production of goods and services that is based on knowledge. The development of the communication systems and the mobility of the people has started a process of bringing people together on a cultural basis. The unification of the developed countries in Europe has started the process of political integration. The global heating and need for healthy life have raised the issue of environmental protection on a global level. All of this has contributed for several tendencies that unify the world and the people in it: globalization of communications, economic, cultural, political and environmental globalization.

This new planetary architecture has resulted in underlined initiatives that are aimed at solving the problems of the people in the world. That is why, today there

are debates on highest international level on: political transformations, intellectualization of the profession and labor, high rate of unemployment, increase of poverty, human rights fight (protection of children, marginalized and discriminated groups), multiculturalism, overpopulation, problems with health and social protection, bilingual and multilingual societies as a need for getting people together and understanding, problems related to environmental protection, affirmation of the economic dimension of knowledge, etc.

In the conflict with these external manifestations the educational systems in the world are consequently facing serious challenge: How to structure the educational system and what mechanisms should be available in order to prepare people, especially young ones, for all the challenges and changes that they are facing during life? On one hand, education should propose an architecture based on values compliant with the mainstream developments typical for the modern world (cooperation, compatibility, competitiveness, integration, etc.), while on the other hand, education should contribute to resolving more important and more urgent internal problems in the countries and protection of the national culture. Simultaneously, the changes in the educational sphere have to follow the principles of solidarity and social justice. The combination of efficiency, adaptability and safety must be counted as a force on the world path of organizing education and equal possibilities for people.

The accepted consequences through the education and training systems are made objective through the following trends, that have universal meaning for all the countries:

- equal access to education for everybody;
- increase of the scope and quality of care in the early childhood;
- universal approach and completion of the basic education;
- increase of the educational and professional competitiveness of the students;
- decrease of the illiteracy rate with the adults, especially the discrepancy of the illiteracy rates between men and women;
- expansion of the basic education and training in other vital skills that are demanded from the young and the adults;
 - increased knowledge, skills and values by the individuals and the families that are required for improving life quality, and are made available through all channels of education;
- Increase of the possibilities for choices in education;
- Preparation of the youth for the challenges in the information society (Internet, development of information and educational systems);
- Establishment of systems for educational offer and systems for educational upgrading;
 - Development of education that would serve the social cohesion;
 - Development of possibilities in education that are adequate to the expectations, aspirations and needs of the various groups within the potential labor force;

- Personal and professional training of the young and the adults for the dynamic changes in the labor segment and the society;
- Need for establishment of processes for professional education and training relevant for the requirements of the industry and trade;
- Definition of qualification standards (certificates/diplomas) that would allow for greater work mobility of the people not just within the country but also cross-border;
- Development of systems that allow the extended education to be adequate to the changing demand for skills;
- Need for replacing the traditional education with lifelong education.

In this sense, the roles of the countries in the world, when it comes to satisfying these requirements, should be focused on investments in:

- Intellectual capacities and human resources;
- Environment and infrastructure;
- Knowledge and skills;
- Physical production capacities.

These tendencies impose serious challenges for the countries in the world, especially the less developed ones. The issue for their inclusion in the global trends is not only issue of adjustment, but also a question of survival. In attacking those challenges, the countries are still looking for the best practices in the education sector, hoping that will succeed in establishing a system that on one hand will contribute to creating the future citizen of the world, and on the other hand will be a buffer for the overall development of the country and will assist in resolving the internal political, economic and cultural problems.

Republic of Macedonia, being in the midst of the transition processes, attempts to design an education system that is in accordance with contemporary world trends. This efforts are constantly in conflict with the external and internal challenges that have a dominant role in setting the road for its future development.

2. SOCIAL CHALLENGES

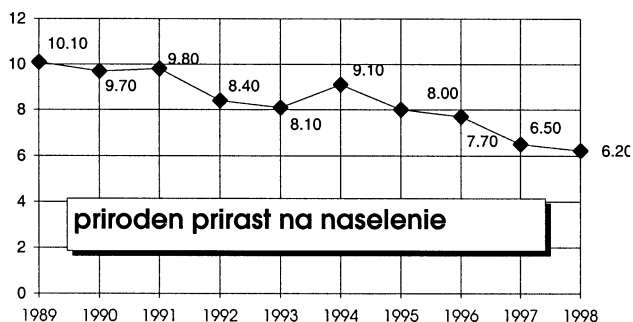
The challenges that societies face have double impact on education. On one hand, they are direct results of the unsolved relations in education, and in the same time they initiate changes in education.

2.1. Demographic trends

The development of the education is to a great extent impacted by the demographic changes in the country. The shifts in the distribution of the population in accordance with the sexual, national, educational, economic and age structure directly determine the changes that happen in the education segment.

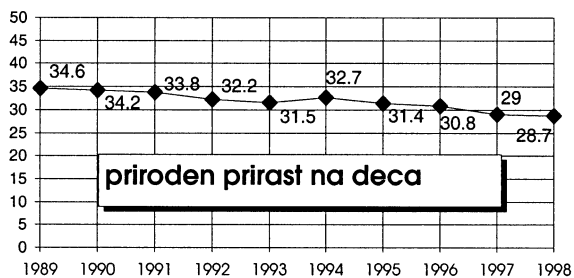
The data from 1999 show that in Republic of Macedonia there are 1.945.932 inhabitants, out of which 974.225 are male (50.07%) and 971.667 are female

(49.93%). Characteristic of the flow of the population in Republic of Macedonia is that in the last decade there is a slight decrease of the growth rate of the population. The growth rate of the population in 1988 was 10.10, while in 1998 the natural growth rate has dropped down to 6.20. But this characteristic on national level is somewhat different viewed partially, i.e. on municipal level or by nationality.



Unlike the regions that maintain normal or increased growth rate (typical for the western and northwest part of the country) there are regions with negative growth rate. The most endangered areas, i.e. municipalities with negative growth rate of the population in Republic of Macedonia are: Staro Nagoricane (-15.3); Klecevce (-24.8); Orasec (-22.7); Rankovce (-4.0); Kratovo (-1.2); Zletovo (-0.3); Zrnovce (-3.3); Cesinovo (-8.8); Pehcevo (-0.2); Miravci (-5.8); Demir Kapija (-5.9); Bogomila (-11.7); Izvor (-10.8); Vitolista (-40.5); Krivogastani (-0.8); Topolicani (-6.6); Konopiste (-32.8); Bac (-10.9); Kukurecani (-10.3); Staravina (-30.6); Capari (-16.7); Resen (-3.9); Belcista (-14.2); Kosel (-12.5); Demir Hisar (-3.9); Sopotnica (-12.3); Samokov (-14.6); Vranestica (-4.9); Drugovo (-8.1) and Mavrovi Anovi (-2.9).

The cause of this trend is in the fact that there has been, in the last decade, disruption of the ratio between the new born and infant mortality. It is also typical for the past decade that there is a decrease of the growth rate of children. Out of 34.608 live born children in 1989, the number has decreased to 28.768 children in 1998. As in the previous case, there is a difference if it is viewed for a municipal or ethnic aspect. The regions predominantly settled with Albanian or Muslim ethnic nationalities have high growth rate of children, unlike the regions settled with Macedonian nationality.



Appendices

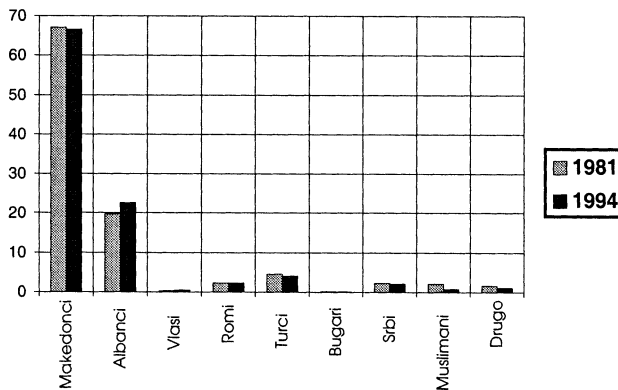
Municipalities with high growth rate of children are: Aracinovo (23.6); Studenicani (23.3); Kondovo (20.6); Lipkovo (26.8); Velesta (24.3); Labunista (21.1); Zitose (26.1); Plasnica (21.2); Centar Zupa ((23.5); Cegrane (20.6) Negotino Polosko (24.6); Rostusa (20.7); Vratnica (20.7); Dzepcista (23.0); Kamenanje (20.9); Zelino (24.9); Bogovinje (23.3); Sipkovica (25.0).

Unlike these regions, the municipalities with the smallest growth rate of children are: Cesinovo (4.8); Miravci (7.3); Vitoliste (1.3); Staravina (4.7); Capari (5.2); Belcista (6.1); Kosel (6.6); Samokov (5.7); Karpos (5.2); Klecevce (6.4); Miravci (7.3) and Orasac (7.4).

It can be stated that the number of live born children is decreasing each year, regardless of the ethnic nationality. Although the number of children from Albanian nationality is growing percentage wise in the total population, it is actually decreasing among the Albanian nationality. Only in the Roma nationality there is a significant increase in the number of live born children (see Attachment). This shift can significantly impact the creation of the education policy in the country, especially in defining the educational offer and educational possibilities that the country should accomplish in the years to come.

If the data about the distribution of the population in accordance with the age structure is reviewed, it can be seen that there is a trend of aging of the population, i.e. the ratio between the age groups has significantly been shifted in the past decade for the benefit of the older groups (see Attachment). This is due to the decreased growth rate of children and the disrupted balance of the growth rate of the overall population.

The data on the distribution of the population in Republic of Macedonia 91994) in accordance with the ethnic nationality shows that of the total population in the country 66.59% are Macedonians, 22.67% Albanians, 0.44% Vlah, 4.01% Turks, 0.1 % Bulgarian, 2.07% Serbs and 2.07% Muslim. The remaining 1.09% is other ethnic nationalities.

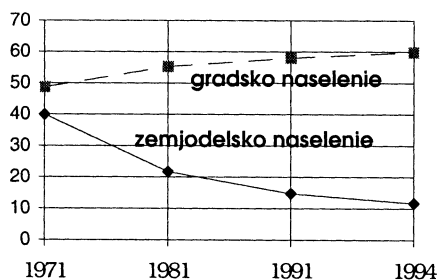


The distribution of the population in accordance with the educational level shows that Republic of Macedonia possesses unfavorable educational structure of the population. The largest part of the population (52.67%) is made of persons without education, primary and secondary schools drop-outs, while 37.7% with 3 or 4 years of secondary school. This structure is not in accordance with the required educational level and qualification requirements of contemporary labor and can have destructive effect on the further development of the country. Out of these reasons, there should be special emphasize on the expansion of the education of adults as a tool for bridging this problem.

This condition has also an impact on the ratio between the population with respect to its economic activity. In 1999 it was registered that the number of economically active population is 1.518.250 persons, out of which the total labor force is just 806.673 persons, out of the labor force are 711.577 persons, while 416.784 persons are supported.

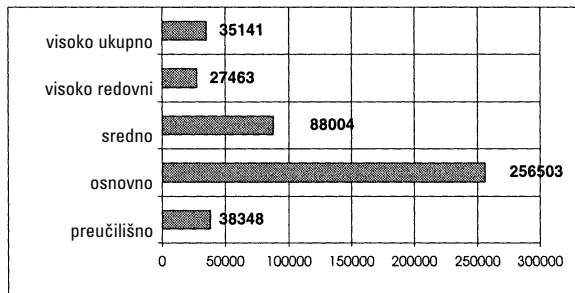
The unfavorable educational structure also influences the increase of the number of unemployed and the total economic welfare of the population in the country. The number of unemployed-beneficiaries of cash reimbursement, for March 2000, was 9.4% of the total number of unemployed for the same period (360.836). In March 2000, 207.981 unemployed persons and members of their families that are not insured on other basis were receiving health protection through the Bureau of employment. In the same period, 76.742 persons were registered as beneficiaries of social assistance, out of which 4.886 were receiving constant cash assistance.

In accordance with the data on migration flows it can be evidenced that the percentage of agricultural population is constantly decreasing. The industrialization processes in our country have lead to increased migration of the population from the rural areas to the urban areas, where "by rule" there was concentration of larger industrial capacities. The migration village-town is especially typical for the younger generation. So Republic of Macedonia, at the moment has lots of vilages with high growth rate of the population and low growth rate of children. This can be of high significance from educational policy aspect, especially regarding the infrastructure and the rationalization of the educational network.



The emigration-immigration flows in Republic of Macedonia, in accordance with the data of the Bureau of Statistics, show slow increase of the population on this basis. The migration balance for 1998 is 354 persons.

The demographic trends in Republic of Macedonia have significant impact on setting up the strategy for development of education. The overall architecture of the educational system has to follow the dynamics of the demographic shifts in the country. Otherwise there could be cases of inadequate and irrational investment in education that can highly damage the success of the education in the country. There has to be a constant monitoring of the inflow of students on all levels, so there is a possibility for timely undertaking of actions in order to facilitate the successful implementation of the educational policy and creation of optimal conditions for the educational development. From the data it can be seen that that in our country, in preschool there is an inflow (starting year) of approximately 30.000 new persons, in elementary school approximately 32.000 individuals, in high school approximately 30.000 and in higher education approximately 17.000 persons.



If this is known then it is easy to foresee the steps that the state needs to undertake in this area. There is also a need to determine the capacity of the educational institutions. In accordance with the data for 1998/99, in the educational institutions in Republic of Macedonia, 445.459 students were included. Whether the capacity of the educational network is sufficient to receive the annual inflow of new students should be separately analyzed. Only as an example, in accordance with the capacities for preschool education in the country, 38.348 children at the age 0–6 were included, which is 18.73% of the total population (204.714). With respect to this percentage Macedonia is at the bottom in the world. This only calls for intervention and increase of the capacities for greater inclusion of children (institutional or off institutional). The same goes for the remaining levels of education.

2.2. Democracy and Legal state (Rule of Law)

Main characteristic of the political scene in Republic of Macedonia is the visible domination of the collective instead of individual approach, and political structuring that is predominantly national based. The democratization of the relation-

ships in the country is slow, through a line of conflicting reforms and with low participation of the citizens. In the manifestation of the needs and the interests, an protection of their rights, the citizens are reluctant to use and do not trust the democratic structures and institutions of the state. Frequent way of imposing citizens influence is through legal disobedience (strikes, protests) or through the informal channels, through the parties. The rule of law is a fragile category due to the frequent changes in the legislation and in the administrative structures.

The citizens exhibit lack of understanding of the new institutions of the system, their own rights and freedoms and the mechanisms that are at their disposal with respect to accomplishing active participation in the social processes. The education is to a great extent closed for subjects that are aimed at preparation of the young individual for its active inclusion in the civil society. The students are mostly informed about the political and social structures through the media coverage on the current events, and not through the educational system. Large part of the students feel that there are differences in what they learn in school and the information received otherwise, and for large part of the students the lectures received in the social sciences contain information that are confusing.

The civil sector is increasing (especially in quantity). The number of the local NGO's is constantly growing and they cover large area of the social map. But, the significant quantity is inadequately impacting the key social occurrences. The NGO's are not performing at the level of the set tasks, both from financial and organizational/personnel aspect.

The first attempts for inclusion of the parents and the community in the educational activities are done in primary and secondary schools. There is an ongoing wide project that is on experimental level for establishment of parent councils. An initial formal network for parent-teacher communication has been established and the first results are evident (primarily in smaller communities). The level of student participation in the management of the schools is still low. The existing student structures are to a great deal formalized and the students have insignificant impact on the immediate student surrounding. The bylaws and acts of the schools (regulations, rules, etc.) are outdated and in favor of authority environment in them.

As the other countries in transition, Republic of Macedonia has a need for development of the democracy and reinforcement of the legal state. This calls for:

- Finalization and reinforcement of the new democratic structures and mechanisms on local and central level;
- Development of models for decentralization of power in order to bring it closer to the citizen;
- Establishment of democratic mechanisms for the citizens to manifest and present their needs and interests and to influence the decision making centers, in order to satisfy the needs and the interests;

- Reaching a level of implementation of the principal of governance of the law that would provide legal security of the citizen and protection of the basic human rights and freedoms; and
- Raising the awareness of the citizens for the function of the structures and the law and their preparation for active participation with emphasize on self-initiatives and taking responsibility for the actions taken.

2.3. Market economy and unemployment

The existence of an economy based on open market principles has taken down the centralist planning, the collective and closed market and laid down new values and norms for the economic activities and cooperation. The acceptance of the market economy and the market principles (starting from privatization and denationalization) have faced Republic of Macedonia with the need for:

- Initiative, flexible and mobile labor force;
- Practical/organizational orientation, rationalization and selectivity based on defined criteria for the needed and desired profiles, as well as competitiveness and cost-efficiency.

The privatization processes in Republic of Macedonia have caused drastic changes in the structure of the ownership in the economy. Only from 1990 to 1996 there were over 90.000 new enterprises established in Republic of Macedonia. From them, more then 86.000 are privately owned. This condition is pointing put to a new and significant factor in the economy, employment and society – small and medium size enterprises. So, in 1999 in Macedonia, there are 118.000 legal entities that are operating. Of them, 88.7% are private, 8.2% socially owned, 1.5% with cooperative ownership, 1,.4% with mixed capital and 0.2% owned by the state. The changes in the ownership structure have caused a revitalization of the private initiative with heavy impact on the labor market and the character of the labor force. The largest parts of the large economic capacities have been privatized. Regretfully, this was not followed up by an initiative on the lower levels. Out of the total labor force (313.900 in 1999) only 7.3% are self-employed. The emphasize on small and medium size enterprises, as well as increase of the level of employment through expanding of the industrial and service sector (strategic goals of the country) are difficult to achieve due to the slow economic development and decreased financial potential of the population.

Sector wise, 81% (225.800) employees work in the economy and the remaining 19% (88.200) in the non-economic sector. Regretfully, due to the slowness of the economic development, the increase of the unemployment rate and, first of all, the privatization process, it is difficult to portray a realistic picture of the more significant sectorial movements in the country. The industrial sector is still leading field for deployment of the labor force, unlike the service sector, that despite

the recent slight increase, is still not strong enough to make a general assumption about drastic shifts of the labor force from one sector to another.

The transition period has caused drastic movements in the economy and massive unemployment. In accordance with the statistical data in Republic of Macedonia the number of unemployed is 340.000, which is more than the number of employed in the formal sector. If we compare only the numbers of the employed and unemployed, then the latter are 51.99% the number of unemployed in the past period has increased and in accordance with the Ministry of Labor in March 2000, it is 360.836 persons. But it should be stated that almost 152.000 persons are working in the "gray economy", i.e. in the informal sector.

The worrying thing is the unemployment among the young population. In the total number of unemployed, the population below 30 years of age participates with 43.7%. This is alarming for the need of quick and thorough changes in the employment sector. But these changes must be followed up by changes in the education and training.

One of the generators of unemployment is the dropping out of the students during the education. This population is additionally influencing the increase of the number of unemployed. For instance in the school year 1996/97 in the elementary education 0.85% of the students have dropped out (most of them after the first four years) while on high school level the drop out rate is close to 20%. This population in accordance with the level of education and the lack of skills and capabilities inclines to become part of the unemployed labor force. Having in mind that the modern economy is more and more characterized with the intellectualization of the profession and the labor, then the population that is leaving elementary and high school is doomed to long term unemployment.

The condition is even more difficult if it is known that out of the total number of unemployed, 45.6% are non-qualified workers and 4.3% are semi-qualified with elementary education. Their number is 180.033. If we add to this number the population that is leaving elementary and high school it can be discussed about a number of more than 200.000 educationally and professionally handicapped individuals whose chances for active participation on the labor market is minimal.

The privatization process and the new shifts in the economy, manifested through drastic decrease in the number of employed compromise the lower levels of education, i.e. the lower professional qualification is the weakest labor competitive educational degree. It can be stated that the lower qualification can not endure the push and the criteria set by the economic transformation in the Republic of Macedonia. The workers with low educational level (qualifications), in accordance with the logic of the organizational and technical set up of the modern labor, by rule, are the first to go in cases of restructuring in a company.

This condition can not be tolerated even in a more economically developed country, and not to speak about Macedonia that has a need for optimal and func-

tional utilization of the overall labor potential. Because of this it is a question what kind of educational system the country will decide on and what will be its goal, what will be its structure and whether it will allow for greater inclusion of students and whether it will succeed in “arming” the future job seekers? Also it should be clear whether the educational system will provide options for all the unemployed with clear educational handicap, so they can gain at least minimum knowledge and skills needed for their efficient inclusion in the labor processes.

If the attractiveness of the jobs is reviewed, it can be seen that they are in accordance with the set paths for economic development of the country. Of the total number of high school students, 1/3 is included in the gymnasiums and 2/3 in the professional high schools. Of the professional high schools, most attractive are the ones in the health and economy sector. Regretfully this trend is not extended to the higher education. Due to the expansion of the gymnasiums, in the higher education most attractive are the social sciences (72.5%) while the attractiveness of the natural sciences is exceptionally low. At the moment the jobs in the field of social sciences, languages and health are attractive.

Out of the overall analyses of the contemporary tendencies in the labor area the following might be concluded:

- Jobs that prefer manual, repetitive and low qualified labor force incline to decrease of the number of employed;
- The jobs in the service sector are stable and fast growing;
- The jobs that prefer higher educational levels are characterized with fast growth, high earnings and allow for large number of new employment.

These conditions directly or indirectly determine the educational system of the country. Its structure should be such that will allow for creation of a future labor force characterized with initiative, flexibility, high competitiveness and capability to adjust to the requirements of the modern labor and the modern organization of operations. It has to provide for personal and professional training of the young and the adults adequate to the dynamic changes in field of labor and life in general. Also, the educational system must be opened and to provide compensation for all that have failed in gaining the needed work and life competencies in the past, especially the ones with educational and professional handicaps.

2.4. Financing

The financing of the education in the past period went under changes, from budget financing at the beginning, through funds and associations, back to budget, which is completely centralized on a national level. Regardless of the manner of financing, it was not sufficient to cover all its needs.

In 1991 there was a nominal change in the system for management and financing of the education in our country, that encompassed changes in the structure and the authorization of the bodies that were managing and financing the

education up till them, on local and national level. Basically it meant termination of the “self-managed interest associations” in education (republic and regional), while the local (municipal) governments were deprived of their authorizations in the field of education. All of that led to massive concentration of authorizations in one power center, in the Ministry of education. Since then, it is responsible for virtually all the issues with respect to education.

Main source of financing is the State budget. Other resources, besides from the State budget, can be provided from the local governments and other sources (legate, gifts, inheritance, etc.) and they are obligatory used for particular purposes.

The distribution of the resources to the end users is done in accordance with the approved resources from the Budget of Republic of Macedonia, based on a Financial Plan, the separate criteria for salaries of the employees, operative costs of the schools, programs for maintenance, equipment and other bylaws of the Ministry.

With respect to the participation of the resources for financing in the education compared to the gross domestic product in Republic of Macedonia for the period from 1994–1999, the participation varies from 4.00% in 1999 to 4.38% in 1996. There is a slight decrease of 0.38% in the allocations.

With respect to the educational consumption for different levels of education it is important to mention that in Republic of Macedonia the elementary education is compulsory so the allocations from the gross domestic product are largest in financing the primary education. In percentages, the allocations vary from 2.27% in 1994 to 2.54% in 1996. For high school education the allocations from GDP vary from 0.94% in 1994 to 1.03% in 1996. The allocations for the higher education vary from 0.71% in 1998 to 0.82% in 1997. In 1999 the allocation for the higher education was 0.75%.

The annual cost per student in primary education was from 16357,00 denars in 1995 to 17345,00 denars in 1998, and the difference is 988,00 denars, while in high school education was 19246,00 denars in 1999 to 23422,00 denars in 1995. In this period the spending per student was decreased for 4176,00 denars. It is not possible to calculate the costs per student in the higher education due to the fact that part of the students are self-financed.

The distribution of the total consumption in the elementary education for 1999 by categories is the following: for salaries 72.87%, for reimbursements (food and travel expenses) 13.53%, for goods and other services 7.64%, for current transfers 4.26% and capital expenses 1.68%. When it comes to the share of the total salaries in elementary education, the participation of the salaries of the teaching staff is 71.43% while for the administrative staff it is 28.57%.

The average number of students per class in elementary education compared to the total number of enrolled students is 24.67, while in high school this number is 31.83. There is an irregular distribution of students depending on the loca-

tion. In the rural regions the number of students per class is smaller unlike in the urban areas where the number is large.

The total number of students in primary education in 342 schools is 254.828, or 745 students per school on average. In the high school education there are 92 high schools with 88913 students, or 966 students on average.

Separate aspect of the financing is the penetration of the private capital in education, especially in areas like: building and maintenance of the capacities, equipping the educational institutions and financial assistance for students.

2.5. Social cohesion

The radical changes in the politics and the economy had direct impact on the structure and the balance between the different social layers. The economic turbulence have caused regrouping of the population with respect to the economic and social status, that due to the frequency of the changes, do not follow the structural logic of the highly developed and stable communities. Characteristic of the Macedonian society in this respect is:

- discrepancies between the social and economic status of the population;
- high economic polarization and non-existence of a real middle class;
- lack of minimum conditions for existence and needed standard;
- need for creation of adequate mechanisms of social support and assistance;
- need for raising the awareness about the mutual dependency and the need for solidarity.

2.5.1. Preschool education

In accordance with the data from the Ministry of education for 1998 the enrollment in preschool education was in total 25.319 children, or 79% of the children in the year before going to elementary school. The number is far from the desired, having in mind the importance of this first level of the educational system. The situation is even more unfavorable having in mind the huge discrepancies between the inclusion of children of different nationalities. The inclusion of children of Roma population is especially low, although intensive attempts were made to improve the situation.

The trends among the various nationalities are the following:

- In the groups on Macedonian language the number of children is decreasing in the last years (from 74.6% in 1994/5 to 67% in 1997/8)
- In the groups on Albanian the inclusion is increasing (23.5% in 1994/5 to 30.6% in 1997/8);
- In the groups on Turkish language is increasing (1.5% in 1994/5 to 1.9% in 1997/8);
- In the groups on Serbian it is increasing (0.3% in 1994/5 to 0.4% in 1997/8);

The decrease of children included in preschool institutions where the education is done on Macedonian language is to a large extent due to the redistribution of the children in the newly opened groups on other languages, while the general trend is still positive.

The small inclusion of children in preschool education and the especially low inclusion of children of other nationalities have large impact on the starting position of the first graders. By rule, children that have attended preschool education can much quicker integrate in the regular education and are better at accepting new knowledge, which has positive impact on the further education.

2.5.2. Primary education

In the primary education in 1998/9 there were 257.715 children enrolled. The composition was as follows: 67.4% were studying in Macedonian language; 29.9% on Albanian; 2.4% on Turkish; and 0.24% on Serbian. The total inclusion of children in the elementary schools shows a trend of a slight decrease. The decrease is most evident in the classes on Macedonian and Serbian, while in the classes in Albanian and Turkish it is growing. This can be explained through the differences in the growth rate, but even more so with the strive of the Albanian families their children to be educated in their native language.

The primary education incorporates 95% of the children from the adequate age group. The analyses of the ethnic structure show that the largest part of the children that are not attending elementary school are of Roma nationality.

The rate of children that drop out of elementary school is decreasing (at present it is less than 1% of the total number of children in elementary school), and the largest number of cases occurs in fifth grade. Most frequently it is happening among the Albanian girls, while least dropouts are noted among the Macedonian population. Dropping out is more usual for the rural areas, and more seldom for the urban areas.

The ratio teacher/student in elementary education is from 1:20 in the education in Macedonian, Albanian and Turkish and 1:7 in Serbian. There is large discrepancy between the rural areas (where the number of students per teacher is very low and goes down to 1:5) and the urban areas (where this number is large, up to the legal limit 1:34).

2.5.3. Secondary education

In the school year 1998/9 secondary education was conducted in 92 state and 3 private schools. The classes in the state schools are conducted in Macedonian, Albanian and Turkish and the total enrollment was 88.913 students broken down by categories: 74.9% on Macedonian; 15% on Albanian and 0.67% on Turkish.

Over 85% of the students that finish 8th grade continue to high school. The transition from 8th to first year of high school varies depending on the language in which the classes are conducted. 95% of the students that have finished elemen-

tary school on Macedonian language continue with their education; 52% of the students that studied on Albanian and 29% of the students that studied on Turkish. (Not only Macedonians study on Macedonian, so the number of the other nationalities that continue their education is higher than the presented one). Of the total number of students enrolled in high school, 85% study on Macedonian, 14% on Albanian and 0.7% on Turkish. There is a large difference between the nationalities with respect to female percentage in the total number of students in the high school education (50.6% in the Macedonian population; 37.3% in the Albanian; 33.5% in the Turkish and 32.5% in the Roma population).

Of the total number of enrolled students 80% finished high school (88.9% of the Macedonians; 64.9% of the Albanians and 85.52% of the Turks).

The drop out rate is highest during the first year of secondary school; in the three-year programs and the less attractive professions.

2.5.4. Higher Education

The higher education in Republic of Macedonia is conducted on two state universities. Of the total number of secondary school graduates 94.2% of the Macedonian students applied for college, 56.4% of the Albanian and 72% of the Turkish students that graduated from high school. The universities accepted 51% of all the applicants.

When it comes to the structure of the students, permanent problem is the low inclusion of the nationalities in the student population, although the number is growing each year. In accordance with the data of the Ministry of Education in the school year 1998/9 on the faculties the total enrollment of students/members of other nationalities was 1.063 students; or 17.2% of the total enrollment (9% Albanian; 2.1% Turkish; 1.4% Vlah; 0.5% Roma and 4.3% other nationalities).

When it comes to the ratio applied/enrolled there is no significant difference with respect to ethnic nationality: 53.8% of the Macedonians; 47.5% of the Albanians; 56.8% of the Turks; 45% of the Vlachs; 73% of the Roma. This points out to the fact that the insufficient enrollment of the nationalities in the higher education is more due to the lack of interest for continuing the education, rather than the system for selection of candidates.

The state undertakes affirmative action (offers system of quotas that is in accordance with the percentage of the nationality in the total population) in order to stimulate the enrollment of the nationalities on the State Universities. As a result there is an evident increasing trend in the enrollment.

When it comes to the post-graduate studies, the data for 1997/8 show that in Republic of Macedonia:

- 77 students received MA degree (69 Macedonians; 4 Albanians and 4 other nationalities);
- 53 candidates received Ph.D. (50 Macedonians; 1 Albanian; 1 Vlah and 1 from other nationality).

Separate problem in the possibilities for education is the economic status of the family. The high unemployment rate and the differentiation of the population have direct impact on the structure of the students on various levels of education. In accordance with the Employment Bureau, data from March 2000, in Republic of Macedonia there are 76.742 beneficiaries of social assistance and 4.886 beneficiaries of constant cash aid. Regardless of the fact that the education in the elementary schools, state high schools and universities is charge free, and the mechanisms for cushioning of the costs (scholarships, free text books and accessories, accommodation, etc.) the low social and economic status of a large part of the population has negative influence on the education, especially the possibilities for continuation of the education after elementary school.

2.5.5. Inclusion of children with special needs

In the legislation of Republic of Macedonia for preschool and primary education there is a discrepancy of the terms used regarding this issue (sometimes it is used as “children with impediments” and in other places “handicapped students”). In the last decade, in the expert literature, as well as in the communication in the international forums, supported by UNESCO and UNICEF the term “children with special needs” is used.

So far there were three options for organizing education of persons with impediments: in local schools together with other children, in separate classes in the elementary schools and if necessary, separation in special institutions, which in large part of the cases assumes separation from the families. Although the integrative orientation is present in most of the documents, only small part of the children are integrated in the regular schools (rough estimate would say no more then 5% of the children with impediments), while the total inclusion of the children with impediments in the education is no more then 20%.

The inclusion stays priority for the years to come, and this should be a joint effort of all parties that participate in the education, and have declared for democracy, humanity, justice and equal chances. Our country has made a modest step for their inclusion through a project financed and assisted with know-how from UNESCO and UNICEF. The project incorporates 5 schools in the Republic.

The teachers in the special schools have responsibility and grater flexibility in determining the time needed for accomplishment of the programs. This approach was respected in the preparation of the concepts for the Pilot programs for the students with impediments in the psychological development that was prepared within the project “Modernization of the education of the persons with impediments in the psychological development in Republic of Macedonia (1996–1998)”.

The defectologists are dominant staff in the special elementary schools, while in the special high schools the training of the teachers is the same as for regular high school with additional training in defectology, organized in the Institute for

Defectology in Skopje. In the largest part of the special schools there are special teams consisted of: logo-pediatrician, psychologist and special worker. Despite this staffing of the schools, the need for training of the staff is permanent.

In general the equipment of the special schools is not so bad having in mind the general economic state of the country, and even some of them have excellent conditions (equipment, tools and accessories) that is a result of donations of foreign governments and NGO's. What is missing is the equipment of the regular schools for inclusive purposes, first of all the architectural barriers.

The inclusion of children with special needs in the formal educational system assumes their inclusion under the regular curriculums and programs. This assumes creation of preconditions for adequate organization and realization of the educational process through additional training of teachers for working with this category of children (that will create conditions for introduction of modern models and techniques for education). For successful realization of the education, depending on the needs, it is advisable to include additional specialized staff.

2.5.6. National and civil identity

In Republic of Macedonia the ethnic nationality is still not in correlation with the individual identity and the individuality defined as one of the basic principles of modern civil society and the concept of protection of human rights. Traditionally, the loyalty to an ethnic group is proportional to the protective role of that group. The removal of the visible differences that can be linked to the ethnic background (that surfaced as a result of inadequate treatment of another social and political system) is the real base for dispersion of the ethnic loyalty. The manifested dissatisfaction of certain ethnic group is in correlation with the moment when the disproportion of their social status compared to the majority reaches certain level or at the moment when that status becomes visible.

The data of various surveys conducted in Republic of Macedonia and the various statistical data show that there are visible and significant differences among the various nationalities when it comes to the inclusion in the educational system on various levels. These differences start on preschool level and are expanded progressively to the higher educational levels (high school, higher education and post-graduate studies). The differences are even higher when it comes to the female population among various nationalities. The solution of part of the problems is frequently based on an single-nationality approach and excludes the individual approach, which has negative impact on the reinforcement of the civil identity in Republic of Macedonia.

In the same time, on all levels of education, not enough attention is paid to establishing the foundation for civil identity. There are not enough contents for issues like the individual; peace; respecting differences; solving conflicts and respect for human rights. The current practice of including these issues in the

educational process is accidental, by exception and insufficient. The analyses show that in the education:

- Dominates the state-legal and military history (that has ethnic coloring), unlike the history of the development of the human race and the human thought (that is dominated by the individual approach);
- Lack of knowledge on the development of the human dimension in the overall development of the human race and community.
- The analyses of the development of the position of the female is almost completely neglected;
- Lack of contents that explain the establishment and development of democracy and the democratic structures and mechanisms as well as the context and meaning of the establishment and the significance of the international organizations.

In the primary and secondary schools there are no incentives for activities in which students from different nationalities would take part. The lack of school and off-school communication is creating a base for development of prejudice and negative stereotypes toward members of different ethnic background.

The numerous surveys conducted in Republic of Macedonia show that on all levels of education, young people stay closed within their own ethnic group, and the members of other nationalities are looked upon through prejudice and negative stereotypes that widens the religious and national gap between the citizens. The integration processes are still at low level, as a result of the fact that unlike the visible activities for nurturing and keeping the ethnic and cultural identity, no efforts are made for interaction and communication of the members of different nationalities, including the adequate attitude toward the official language.

The dominant value matrix is still focused on the national belonging and the collective values, not on the citizen as the main subject. The educational process that is the essential source for political education there is a lack of contents that would stimulate the loyalty toward the country, through principles that would point out that the loyalty toward the national group is not precluding the loyalty toward the country.

Instead of being indifferent that they live together, the different cultural groups should inspire mutual understanding and respect, and nurture mutual cooperation. This can be achieved through:

- Promotion, nurturing and protection of cultural differences;
- Manifestation and promotion of the multiculturalism as an advantage;
- Nurturing positive approach toward differences and creation of conditions for existence and manifestation of differences;
- Allowing and supporting mutual introduction and respect;
- Initiating and maintaining cooperation;
- Creating environment for interaction and joint definition of cultural values;

- The national identity should be promoted and protected in the development of the individualism as the base for civil society through:
 - Creation of conditions and mechanisms for promotion, manifestation and protection of the national identity;
 - Respecting the evolution clause in defining the national identity;
 - Defining citizenship and creation of conditions for its expansion;
 - Individual as the central figure and affirmation of its polyvalent and flexible identification and links to other individuals;
 - Defining the functional role of the official language as a language for communication, unlike the native language as the language of identity.

In the past years in Republic of Macedonia there were several projects that on an experimental level are introducing the civil model and the multicultural and intercultural aspects in the education process.

2.6. European integration

The wider integration, and especially the integration in the European surrounding, and the necessary globalization based on common civilization gains is a separate challenge for Macedonia, especially having in mind the ideological isolation from large part of the civilized world in a 50 year period. After the independence there is a consensus in Macedonia for becoming member of the European Union and other international associations.

The goal for European integration in education assumes:

- Preparation of staff that will be able to get included in the European (and world) labor market;
- Establishment of educational standards compatible with the European standards and their external verification;
- Providing European dimension to the education through adjustment of the educational goals, content (i.e. reinforcing the learning of foreign languages, learning about other cultures, etc.) and the educational process;
- Exchange of information and cooperation with educational institutions from other countries, as well as international;
- Providing for greater mobility of students and teaching staff in Europe and wider.

In the wider realm of experts there is a consensus for the necessity of preparation of educational standards that would be compatible with the European ones, especially standards for achieving different levels of education. Despite this, in the last amendments to the program for elementary education and the Eu Phare program for high schools, the standards are not part of the programs. The adjustment of the educational standards for achieving elementary education with the world standards has been started with the participation of Macedonia in international external measurements (TIMSS, PIRLS) and the establishment of the Evaluation Department at the Institute for Pedagogy of Republic of Macedonia, in

which preparation have started for external measurements, development of educational standards and changes in the graduation exams. The implementation of the international graduation exam is also a successful step towards international integration in the educational area.

During the changes in the curriculum made in the past 10 years (for elementary education and EU PHARE's program), in defining the goals there was emphasis on European trends and will for European integration. Significant part of the programs (preschool and high school programs not included in EU PHARE's program) was not amended. In the new curriculum, the guidelines emerging from the goals were not sufficiently included in the in the program contents, so they are missing from the textbooks. There are not enough contents that lead to understanding of different cultures, mutual communication and understanding. We have just witnessed the start of the implementation of the determination for civil education in preschool, primary and secondary education in few schools through a separate project.

The parents as well as the creators of the educational policy have accepted the importance of the foreign languages for the European integration. The latest changes to the curriculum for elementary education give a possibility to start earlier with learning foreign languages and a possibility for learning two foreign languages in elementary school (although this practice has been in place for a longer period in part of the schools in the urban areas). Despite this, the effects from the learning of foreign languages are far from satisfactory. The changes that are created will put much more focus on learning foreign languages.

The largest changes that serve for integration of the education in Macedonia to the European one have been done in the educational process. In the past few years in Macedonia, there were around 50 projects, smaller and larger, and almost all of them financed through foreign assistance. Regardless of the main goal of the projects, all of them introduced changes in the educational process, while the two largest projects that are implemented in preschool and elementary education (Active teaching-interactive learning and Step by Step) are methodical by nature. From a methodical aspect all projects contribute to adjustment of the educational process in accordance with the approaches that are dominant in the European educational systems, and that are centered on the student, while using different methods for active learning. Despite the large number of the projects, the number of the schools and teaching staff that are not included in non of them is large, which means that they lack training on utilization of modern methods in the educational process.

Part of the projects promote cooperation between schools in Macedonia and schools in other countries (EU PHARE program, European school network for promotion of health, Association of schools with UNESCO, the project United Nations and others) and in that way assist for the European integration. But, out

of various reasons (communication, financial) there is still just small portion of educational institutions that cooperate with similar institutions in other countries.

The new Law on higher education offers changes that would introduce adjustment of the higher education in Republic of Macedonia in accordance with the standards and manners of studying on the world universities. Viewed from a conceptual aspect, the European dimension is especially incorporated in the post-graduate studies for European studies and the studies in the Balkan Peace Center, but they include just a small number of students.

After the independence Macedonia had to sign agreements for cooperation in the field of education with other countries and this process has been a slow one. So far only seven of this kind of agreements have been signed. This makes the cooperation of Republic of Macedonia in the field of education with other countries difficult. There is also a need for joining international associations in the field of education. In the past period Republic of Macedonia joined some of them, but not all that are of interest for the development of education and its compliance with the European and worldwide standards.

The various types of exchanges have increased the mobility of the expert educational staff and the students, but this is done on random basis, and when it comes to the students most frequently this is based on their own initiative and financed by their parents. Serious impediment in the mobility of the staff is the lack of knowledge of foreign languages, lack of information on the possibilities, as well as the unfavorable economic condition and the strict visa regime for our citizens.

2.7. Environment

The set of issues related to the protection and promotion of the environment, in the 60-ties was globally accepted as one of the urgent activities of the civilization. There were partial activities by separate countries as early as the 50-ties. The rapid industrialization and the third technical revolution caused the degradation of the environment, the destruction of the soil, air pollution and water pollution. All this uncontrolled processes were caused by the human factor.

The protection and promotion of the environment calls for interdisciplinary, multidisciplinary and even transdisciplinary approach.

Main accent of the international activities is placed on education on environmental issues on all degrees in education, preparation of curriculums and programs, textbooks, raising the awareness of the community, inclusion of schools in projects and activities in the local and regional communities and permanent education of the adults about the environment.

The education on the environment in Europe and the world becomes part of the basic education, starting from childhood, school and university. It also takes significant place in the education of adults.

In Macedonia there is pollution of the soil, waters and air. Still compared to the countries in Europe and the world, Macedonia is rated as a country with medium pollution.

In the last decade in Republic of Macedonia there is more organized approach on all levels for issues regarding the environment. The Constitution of Republic of Macedonia set a right of the citizens for healthy environment, but also an obligation of the citizens to protect and promote the environment. This resulted in enactment of the Law on protection of the environment and the National environmental plan, initiatives and projects at the university level and through non-government activities.

In the new programs for elementary school, goals, contents and activities for environmental protection can be identified, but there is no separate subject "Education on environment". Unlike the elementary education, in the high school education topics on environment can be identified, and in some high schools ecology has been introduced as a separate subject. But nothing has been done for training the staff in education. In the research conducted in 1997 and 1998 on teachers in elementary and high school education and the education on environmental issues (195 teachers were surveyed), the following has been concluded: large part of the teachers are on the opinion that the protection of environment should be set as a separate subject; there is no annual program for environmental protection in none of the schools; various activities for environmental protection are organized in and out of the schools (in the results of the research these activities have been precisely identified).

The teachers in elementary and high school education feel that they need education on environmental issues and that the education should be mandatory even in the basic training of the teachers. Similar views have been expressed in the survey done among the directors of the schools. The following has been required in both of the surveys: the education on environment should start as early as possible in childhood, in the house, which also requires education of the parents, the education should be continued in preschool education and all latter levels of education, but should also be supported through permanent education of the teaching staff.

In the last years there have been several projects in the country, on environmental issues, through the authorized ministry and other ministries, supported by the budget and grants from foreign sources.

The program for public investments by sectors for 2000–2002 sets aside 1% of the investments for realization of environmental projects defined in the Program.

There have been two projects on environmental issues in the elementary and high school education:

– "European network of schools that improve health" (at present 23 elementary schools are included in the project). Also in the elementary schools, as a tool,

the calendar “We do not have alternative planet”, in which there are separate contents for each month, for various areas of environmental protection;

- The project “Globe” is conducted in ten elementary and high schools, and relates to measurement and research of meteorological conditions, soil, air and plants.

The protection and promotion of the environment should be considered in the education on short, medium and long run:

- Education of teachers from all levels of education;
- Introduction of separate subject: education on the environment in the program for initial training of teachers;
- Education on environment and permanent upgrading of the knowledge of teachers;
- Introduction of contents on environment in the preschool programs and preparation of guidelines and didactic tools;
- Increase of the contents on environment in the curriculums and programs for elementary and high school education;
- Reinforcement of the separate subjects on environment in high school and higher education;
- Issuance of publications and teaching tools;
- Increase of the activities regarding environment in all educational institutions and their participation in activities in the country, region and the local community;
- Realization of a larger number of projects in the education with respect to environmental protection and inclusion in international projects.

3. GENERAL PRINCIPLES OF DEVELOPMENT OF THE EDUCATION

In the offered concept for the strategy of the reforms, the general principles for development of the education relate to the main aspects of the reform that need to be undertake in order to make education consistent with the social system that is being build and to serve the purpose of greater compatibility of Republic of Macedonia to the European standards.

3.1. Decentralization and liberalization

The requirements for decentralization of the education can not be viewed only as a process whose final goal is to achieve distribution of power and decision making among the participants in the system. It is more important to understand the decentralization as mode that would provide for distribution of responsibilities for functioning of the system between the central authority and all the other participants on lower levels of management in education.

The decentralization in education is closely linked with the liberalization, i.e. the offer of options and providing alternative choices. In this context, the liberalization refers to privatization (or division of labor among the governmental, non-governmental and market sector) and the demand (or expansion of the educational offers).

The current experiences with centralization in the education in Republic of Macedonia have generated a line of irregularities that mostly reflect in the quality of education. Due to the emphasized central planning of the overall activities the schools, especially elementary and high schools, had rigid structure and were not able to follow the happenings in the areas in which they operate. The possibilities that they had for collecting additional financial resources were decreased to a minimum, that had a negative impact on the motivation of the teachers and the possibilities for undertaking development activities. The salaries of the teachers were regulated in advance through a universal regulation that paid no respect to the quality and the differences among teachers. This unification lead to a situation where teachers of different quality and performance were paid the same that had a direct impact on their motivation to work.

The centralization led to implementation of the same curricula everywhere in the country without taking into account the specificities of the region, the characteristics of the population, the interests of the business in the area and the overall population. This unification precluded all interested parties in education to participate and to contribute in creation of the curriculums and the programs (teachers, parents, local authorities, business entities, etc.). In that case the schools and the teaching staff had a role of a mere executors of the preset curricula and syllabi.

The same applies to the appointing of directors in schools. Although, on paper, there was wide opening for democratic decision making over management staff in the schools, the minister was the last instance about the decision for appointing of a school director. This negatively impacted the human relations in the educational institutions and frequently, due to the low competence of the elected persons, directly impacted the quality of the operations of the institution.

The selection of textbooks and other tools is set up centrally and regulated by the decisions of the central educational bodies in the state. In such environment the possibility for establishing monopolies in preparation, printing and distribution of textbooks and other tools can not be avoided. The teachers can not choose what textbook to use. This means neglecting the rules of the open market.

For these reasons the decentralization process must be started in education. The process should primarily focus on:

- *Opening for private capital penetration in the educational system.* Creation of possibilities for existence of three types of ownership: public, private and mixed. This shall relief the state financially and will create possibilities for improvement of the quality of the educational institutions;

- *Optional part of the curricula and syllabi.* This segment is especially important due to the fact that it offers possibility for addressing the needs of all the interest parties in the education and paying full respect to the specifics of the environment, the teachers, parents, students, business entities and local com-

munities. This shall increase the efficiency of the operations of the institutions and the quality of the output in the education;

– *Maintenance of the schools.* This segment should be left to the schools and the interested parties. By this, the complex bureaucratic procedures shall be avoided, and the process will be made more efficient. The state has to assess the power of each educational institution in resolving this issue and securing additional resources. In that sense, a differentiated approach for the state participation might be set up;

– *Employment of teachers.* The responsibilities for employment of teachers must be left to the schools and the interested parties in education. If the institution bears the responsibility for the quality offered it is only logical that it would seek teachers that can provide the needed quality.

– *Selection of directors.* The definition of this segment must pay attention to the comparative experiences. In this sense, the responsibilities of the schools must be increased, due to the fact that they will be held responsible for the quality of the chosen person.

– *Preparation, printing and distribution of textbooks and materials.* This segment must be laid down in accordance with the rules of the open market. The competition that will occur can only benefit the quality and efficiency of the educational tools. If the teacher and the students are the final instance for deciding over the use of a particular textbook we might expect raise in the quality of the education and termination of the monopolies existing in this segment in our country;

– *The training of teachers* must be left to the educational institution and the teachers themselves. What the state must provide is creation of possibilities for wide market for educational services through accreditation of training programs for teachers, directors and other staff. The choice over the programs and the institution that shall conduct the training should be left to the teachers and based on market principles and quality.

The state should keep its authorizations in the compulsory education and to reinforce the centralization in:

- Graduation exam, as a condition for further education;
- Final exams in the vocational schools and post secondary education (in the evaluation the interested parties, and first of all the business entities that will financially support the institution must take part);
- Public financing (fiscal control)
- Carrying out and monitoring the adoption of the standards in education;
- Assessment of the quality of operation of the educational institutions;
- Accreditation of training programs for teachers;
- Definition of state interests regarding the effects from education.

In order to successfully complete the decentralization and liberalization processes it is necessary that all interested parties prepare for the new role that they need to undertake. In this sense, before introducing decentralization it is necessary to conduct training of the various parties for their future roles. Only in this way the confusion can be avoided, something that might happen in case decentralization is executed by persons that are not clear about the role and the expectations.

3.2. Quality

Key evaluation element in all the activities in the modern world is the quality concept. If we expect that education will be looked upon as a significant factor for the social and economic development, then education must fulfill the high quality requirements.

So far, in our case, the quality of education was assessed through the high demands of the curricula expressed through the quantity of the contents and the degree of adoption of those contents. Main indicators of quality were the inclusion of the students, the progress in education, grades and exceptional successes of individuals (on international contests or in the profession), and even these indicators were not monitored constantly in all levels of education. There was a significant control of the input (identical curricula and syllabi, decisive on all the instructions in the educational process and the organization of the operations) and was expected that that would automatically translate into quality of the output (achievements of the students).

The existing grading system and the inflation of the grades has decreased the information value of the grades as indicators of quality and quantity of the achievements. That is why, each next level of education is suspicious about the quality of the previous level and introduces its own checks of the quality of the input.

The assessment of the quality of the process and the operation of the educational institutions were mainly done through obeying the programs and the recommendations, and not from aspect of their adjustment to the needs of the students, the local community and the labor market. This assessment of quality was not taking into consideration the “value added” in the educational process that de-motivated the ones that worked under more difficult conditions, with students in culturally deprived communities, with students with special needs, etc.

Starting from the mission of the educational system, as it has been set in the Draft Strategy for development of the education in Republic of Macedonia, in is necessary to accept the concept quality for all. This means that the following will have to be respected in assessing the quality of the educational system:

- Development of national education standards (combination of evaluation of the experts and their empirical base);
- Level of satisfaction of the needs of the labor market and the local communities;
- Level of satisfaction of the students and the parents.

Appendices

In order to provide high quality of all segments of the educational system it is necessary to (1) to set up educational standards (for the curricula, the process, organization and management of the educational institutions, achievements of the students, training of teachers, etc.) and (2) to establish standardized procedures for measurement and evaluation of the achieved results in accordance with the standards. This would contribute to the transparency of the system and will increase the knowledge about the effects of the educational process on changing separate conditions and processes that has influenced them.

In preparation of the standards the modern approach on quality of separate segments has to be applied. For this purpose we already have theoretical knowledge but not enough practical experience. The redefinition of the quality of the programs assumes:

- Development/goal oriented instead of content focus;
- Possibility for their adjustment to the individual needs of the students and the local community;
- Securing modern contents;
- Care about the development of cross curriculum knowledge, capabilities and attitudes.

The modern perception of high quality educational process assumes:

- Educational process that is focused on the students and the learning processes;
- Stimulating environment and democratic communication.

Redefining the quality of the operations of the educational institutions assumes:

- New style of democratic management and taking initiatives and responsibilities;
- Motivation and satisfaction of the employees;
- Cost-efficient operations;
- Addressing the needs of the users of the services (students, parents, local community, and labor market).

The new way of looking upon the quality of the achievements assumes:

- Application of the knowledge (competency)
- Gaining knowledge that allows solving problems and adjusting to new situations;
- Receiving communication and social skills.

The establishment of the modern standards on quality is the first step to the establishment of a system for monitoring, evaluation and assessment of quality based on a balance between (1) external controls (accreditation of educational institutions, standards for teachers, programs, national evaluation of the achievement of the students, opinions of the users of services provided by the school); (2) self-evaluation (of the educational institutions, teachers) and (3) support (of

the educational institutions, teachers). This system should be linked to the educational information system and to allow multipurpose usage of the relevant information on quality.

3.3. Civil responsibility

Responsibility, accepting dominant political values and principles and adjustment of the political behavior in accordance, are necessary part of the political socialization within the education. The internationalization of the official culture in the segment that determines the relation citizen-state, is a necessary condition for the cohesion and survival of the community. Out of these reasons, the planned and controlled process of learning and accepting human and social values (not only through the education), is a strategic goal in conceptualizing the educational strategy.

The various types of civil education are one of the most important mechanisms for preparation of the citizen for active participation and influence over the social processes. Integral segments of the civil education are human rights and freedoms and the responsibilities. The promotion of the principle rights and freedoms and understanding the mechanisms for their protection have to become key part of the education and to become its human basis. Key to this segment is education that would serve the establishment of the civil responsibility, as a general educational principle. The acceptance of the main political values, the governance of law, human rights and obligations that determine the relations citizen-citizen, citizen-state and citizen-community, as elements of the political culture, are key to the cohesion and the survival of the community. That is why it is important to integrate them in the education, and to introduce new ways of off-school activities to support them. The goal of this process would be to introduce the principle of "double loyalty" as a modern European trend, i.e. respect and nurturing the ethnic nationality and the loyalty to the state.

The various kinds of civil education are at defining stage with respect to the contents on elementary and high school level, but there is no methodology for their practical implementation. The existing subjects in the part of the social sciences are not sufficiently covering this issue. The contents offered in history, sociology and philosophy are still keeping the traditional approach and are not adjusted to the new political system. The movements in this direction are much more visible in the higher education in the part of the post-graduate studies rather than under-graduate level.

In the field of civil education (in the wider meaning of the term) the role of the NGO's is exceptionally important. They have multidimensional involvement in the informal civil education and protection of the principle human rights and freedoms within their possibilities and authorizations.

3.4. Links to the labor market

The educational system must establish specific structure and organization that would allow its functional link to employment. The education can not continue with the practice of care for the new labor force only and its role can not stop at the moment of leaving the educational institutions. The modern set up of the education must respect the principles like flexibility, functionality and accessibility. It has to encompass the regular students, employed, unemployed and all those that need educational upgrading.

The main activities regarding the changes in education must focus on:

- Increase of the flexibility of the education and raising its possibility to address and adopt to changes in the society, on micro as well as macro plan;

- Inclusion of business entities and their integration among the subjects that design the education and verify the effects. This will help in increasing the flexibility and functionality of the educational system. Timely suggestions of the business entities on the changes that happen in their fields will be valuable for planning the education and training the future labor force. If it is known that that the business entities belong to the same community as the school, it is even more clear that this users of the labor force will be more then interested in adequate training of their future employees.

- Opening up the educational system and its readiness to address the educational needs of all interested parties, regardless of their age and educational interest. Breaking down the walls of the educational institutions is the first step to addressing this issue, i.e. leaving the petrified school principles and norms will lead to establishment of dynamic and flexible organization of the operations. If it is known that employment today is dependent upon, not only the overall education and job preparedness, but also to accidental needs for separate educational and work sequences, then it is more then necessary to open up the formal educational institutions for these types of needs.

The functioning of the educational system within the proposed set up can be followed up with redesigning of the curricula and syllabi, The main function of the curricula must be accomplishment and effectuation of the unity between: the student, general knowledge, professional knowledge and the specific knowledge.

It is more then clear that these requirements can not be satisfied until the main goal is not aimed at professional education and training and creation of a labor force for regular employment. The profiling of a single profession is limiting the possibilities of the staff for more dynamic work mobility and source of full or part time employment. In this sense, it is more then necessary to create conditions, organization and programs that allow for more differentiated approach in the final stage of education and training, i.e. profession specific training. So the professional training and the creation of more general profiles should be set as a general goal of the educational institutions, while the professional specific train-

ing should be viewed as its upgrade and not a goal by itself. This will create certain flexibility and dynamic monitoring of the changes in the labor area. The training for a certain profession, in this case, would be more diffuse, richer and more accessible for the labor force. It would create possibilities for everybody: regular participants in education; employed and unemployed. There would be no obstacles for the trained staff to go back to the educational institution after graduation in order to receive accidental profession specific skills, that would be utilized for various purposes: job improvement, change of job or employment.

The mobility of the labor force is difficult to achieve unless the perception for lifelong education is existent, and indifference, reluctance to risk and incapability to respond to challenges at work are abolished. The education system, has to allow greater gain of knowledge, skills and values by the individuals and families that seek improvement of the quality of life, and that are made available through the various channels of education. The actual needs of the economy can not be addressed by a isolated education system. The educational services must leave the world of formalized standards and norms and get out of the classrooms and connect to the real world that actually needs those services.

The educational engagement of the unemployed is a necessity due to the condition, upgrading and change (if needed) in the professional competence. If the realization of this task is left to the personal initiative there are great chances that the final effect will not be in accordance with the initial expectations. The educational mobility, first of all of the unemployed requires reconfiguration of the information and education sector. In lack of available indicators and forecast for the actual trends in the labor market, it is difficult to expect that the educational choice of the unemployed will represent a success.

The choice of content and type of education is a key factor that determines further education and work engagement of the unemployed. If there are no types of education that are available and cover the areas of training that interest the future students it is objectively impossible to address their needs despite the possibilities on the labor market. This condition might occur if the providers of education services, especially education of adults, are irregularly or not at all following the changes in the economy and on the market.

It is clear that the authority for training and retraining can not be focused in one ministry only. The authority for this segment must be dispersed in several ministries: ministry of education, ministry of labor, ministry of finance and ministry of development.

3.5. Cost-efficiency of education

The problem of economic viability of the education is linked to the issues relating to financial resource that are invested in education, manner of utilization of those resources as well as the economic return of the system. In reality, the requirements

for economic feasibility are pushing for cut down of resources allocated from the budget, that increases the need for changes in the manner of distribution of the available resources but also the need for alternative sources of financing. It has to be remembered that education can not be treated as an consumption area only, but also as a production and service area, as an investment in the future citizen.

The economic feasibility of the system, especially the feasibility of the changes that are introduced are assessed on several indicators: achievement of the students, possibility for placing the students on the labor market and the effects that are achieved in other segments of the society (decrease of the social inequality, improvement of the general health condition, decrease of the criminal rate, etc.) The changes are justified if there is greater (or proved) probability that it would result in positive effects at least in several of the stated indicators.

3.6. Equity

It is unrealistic to assume that education can provide quality among men, and to even strive to overcome all possible inequalities among the future citizens. On the other hand it doesn't mean that the education system should tolerate the high degree of selectivity and exclusion, regardless of the fact whether the causes are routed in differentiation based on elitism or prejudice.

To speak about fairness of the education there should be several preconditions. First, the education system should be structured to address the individual needs of every child, and especially the children with special needs and gifted and talented children. Second, education should be adjusted to the needs of various target groups, especially the members of the potentially discriminated groups on grounds like sex, ethnic, social and economic, territorial or any other ground. And third, education should be opened to adjust to the changing needs of the individuals or society as a whole, in order to accomplish to the most the potentials of each individual.

When it comes to children with special needs in Republic of Macedonia, the equity would be represented in bridging the inequality frequently caused by random separation of children with impediments in special schools. This was a motive to start with their inclusion in the regular schools on all levels of education. This raises the issue of accessibility as the next step to fairness. There are rare preschools, schools or higher educational institutions that have adjusted infrastructure and trained personnel for inclusion of these children in the education that they provide.

Although it is unavoidable to have differences in institutions located in urban and rural areas, it is unacceptable to tolerate vast differences in the quality of education in rural/urban areas, which is especially emphasized in the less developed areas in Republic of Macedonia. In order to overcome the territorial inequality of the quality of education it is necessary to improve the infrastructure and to

increase the inclusion of children in the less developed rural areas in all levels of education. Simultaneously, it should be paid more attention to providing qualified staff for work in these areas, that would be motivated to get included in the processes for self improvement on one hand and improvement and upgrading of the education on the other.

The inequalities with respect to the scope and the mobility of the students, the quality of the classes and the teachers, the access to textbooks and similar are noticeable when comparing the differences in the education of different ethnic groups in Macedonia. It is especially important for the country to diminish and overcome those differences, and that has to be followed up by solving the problems related to ethnic belonging that represent potential source for political conflicts and endanger the functioning of the democratic institutions in the country. In cases of institutional separation of the students in accordance with the language (which in many cases is equal to the ethnic group they belong to) it is necessary to undertake additional measures that would assist the social integration of members of all ethnic groups in the country. The curricula and syllabi must nourish the multicultural and intercultural approach through introduction of issues that would allow the members of various ethnic groups to learn about their cultural values, but in the same time to get introduced to the cultural marks of other ethnic groups in the country. In this sense, all kinds of joint activities in the country in the field of education that inspire cooperation between students and teachers-members of different ethnic groups are regarded as especially important for improvement of the general inter-ethnic relations in the country.

3.7. Transparency

The education system should be clear and understandable to the students, teachers, parents and employers. It requires on one hand, clear and well-known education standards, programs and mobility on all levels of the system and on the other that it is clear what is behind each certificate and diploma issued by separate educational institutions and their value on the labor market.

In Macedonia, there is a tendency for wide public debates during changes in education, the curricula and syllabi, but practically they are limited to the expert public, so all other interested parties (parents, students, employers) are not included enough, nor are informed enough. In practice, there are no education standards that causes non-existence of unified and clear standards for grading, so the grading has no real informative value. Some activities for securing greater transparency have been taken by the newly established Evaluation Department in the projects for improvement of the grading system and its informative value (descriptive grading, external grading and standards based on national grading of the classes, graduation exam, participation in the international evaluations of achievements).

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There is no system for monitoring the quality of operations of the schools, and the attempts to rank the schools in accordance with the grades of the students was frequently contra-productive due to the differences in the grading criteria. A well set system of external grading would contribute to bridging this situation. Some schools that are included in projects felt the need to inform on the quality of their work and started preparing brochures for the parents with the main data for their operations (but their number is still small, that is partly due to the lack of resources).

The educational institutions are closed for the parents and the employers and they don't have a possibility to directly learn about the educational process. Some slight changes for resolving this are done through establishment of councils of parents (a new possibility introduced in the legislation in 1995) and establishment of an association of parents on national level. The need for increasing of the transparency is noted within the development projects and most of the projects issue brochures and/or information on their activities, but they reach only the schools and not the wider public.

Although almost every school has pedagogical/psychological service that works of professional orientation, the students are not informed well enough on the possible employment, the qualifications needed and the ways that lead to them. This is first of all, result of a lack of well developed information and communication system among the educational institutions, lack of activities and interest of the companies for professional staff in the education phase, that is probably due to the oversaturation of the labor market, but also the outdated system for professional counseling and management of the schools. There have been some attempts to improve it through the projects International Baccalaureate and FARE VET program.

Due to the lack of information of the employers on the content of the vocational education and the content of the final exams they are not well informed in advance about the value of the diplomas and certificates. This problem increases having in mind the fact that large portion of the students (the ones that were continuously graded as excellent and are about 1/3) do not take the graduation exam. The started changes in the gymnasiums and the new graduation exam that will be external is a way for solving this problem. On the other hand the professional high schools in the FARE VET program are thinking on including the employers in the final exams.

The Ministry and the Pedagogical Institute and both the universities do not have their publications that would inform the interested parties on the conditions in the education and the changes that are under way. The institute had an idea for an information report, but it has not been realized yet.

The transparency of the system will increase if:

- There are national education standards available to all interested parties. This will provide equal interpretation of the requirements for various aspects of the educational process, especially when it comes to grading;

- There is an increase of the information value of the certificates for finished degree of education through establishment of clear standards for the final exams and mandatory obligation for taking them for everybody that is finishing certain level;
- There is a system for external national evaluation that would allow relevant information for the achievements of the students on various levels. This indicators will contribute to qualified decisions regarding the educational policy;
- System of quality control that is based on clear standards and indicators of quality that is available to the users of the education services.
- The educational institutions are opened to influences by the users of the services;
- There is a two-way information system. On one hand the Ministry of education has to collect all relevant data regarding education (staff, facilities, financing, quality indicators, research results) and on the other hand that information is available to the professional and wider public.

3.8. Integration

Integration as principle relates to integration of the contents of education from science, culture, technology, production and services. This is a result of the changes in the modern living and the need for complex approach in designing reality and human affirmation in the field of the individual, social, family, cultural and working life.

The need for integrated approach in the education domain is especially important from labor aspect. The labor market is more and more intellectualized and requires wide general knowledge. Having in mind these requirements of the modern labor, there is a visible transformation with respect to the character and type of knowledge and skills that employers prefer, and that the current students and future job seekers have to possess. In this sense, the results of some of the researches show that advanced manufacture and service industries in the post-industrial economy seek workers with general competencies: literacy and communication, math/IT science, decision making and leadership, flexibility and independence, entrepreneurship, assessment and information management, understanding of operational systems, self-governance, conceptual skills, thinking and creativity in resolving problems, writing skills, team work and team learning, communication skills and knowing how to recognize wrong judgment and fixing errors.

This means providing integrated learning and experience, creation of conditions for receiving: transfer qualifications, language qualifications, multiple qualifications in electronics, computers, instruments; management qualifications in finance, marketing and productivity.

The changes in recent years in our country, especially the ones in the economy, technology, privatization and employment lead to a need for expansion of the

gymnasium education. Due to the fact that in the current system of high school education the gymnasiums make 33.9% it is possible to expand it with introduction of professional gymnasiums that would prepare the students for further qualifications but also for professional carrier.

In the professional education, in parallel and simultaneously, both the social and the professional education are conducted. At the moment the professional education is providing narrow profiles (except the attempt made by FARE to reform the professional high school and training) that are based on the old classification of professions. The narrow profiles and professional qualifications are less marketable on the labor market due to the generalization of the professions and the multidimensional links of the sectors and the professions.

The experiences show that the companies in the developed world are giving more priority to the attitudes of the people they employ and less to their technical capacities. So priority is given to: analytical capabilities and problem solving, adaptability, innovations and oral and written expression. This is first of all reflection of the transformation of the primary working skills that are emanated by the new jobs, and the need for highly qualified but also adaptable and creative labor force.

So we have to raise the question whether the educational system, in principle envisaged and set up to produce and teach techniques and skills needed in the industry, is adopted to train in the remaining sectors of the economy, the third, fourth sector, that need more general training and specific requirements.

How capable the system would be in adapting to the needs for creating adaptability, creativity and team spirit (priority qualities in the most successful professions), that is how much the end result of the education and the training will be worth. This means creation of differentiated approach in the training, realized through reinforcement of the elementary and high school education on one hand and participation of the companies in the training and development of skills on the other hand. The participation of the companies in creating the educational offer is more than necessary in accomplishing compatibility between the educational product and the requirements of the job.

In gaining new qualifications, the increase of level of general education has two functions: first, further increase of the general culture, as a preparation for reach life, and second, widening the base of preparation for work, or the basic and part of the professional education. In that way the professional education grows from the general education as a functional widening and modeling in accordance with the requirements of the human labor.

The professional education as preparation of the individual for work that is constantly changing and his/hers preparation for life in such turbulent environment should contribute to the general education of the person. This functional relation of the general and the professional education should be basic principle in programming both the general and the professional education. This opens up

the road for horizontal and vertical mobility from general to professional education. The social pressure, especially visible in the countries with high unemployment rate, as ours is, is emphasizing the need for raising the level of the mandatory education.

This tendency to a great measure cause establishment of a universal, multi-purpose educational institutions (especially in secondary education) that will allow for cross-curricular approach and will mirror the needs of the modern world. Takes finding place and time in the curriculum for new programs with different content. This is increasing the efficiency of the students and is easing their vertical and horizontal mobility, and allows greater access to the labor market as well as the further education.

3.9. Lifelong learning

Lifelong learning is one of the most frequent issues raised in education and it is given high importance in the search for instruments/methods for solving the issues that the modern world is faced with. Lifelong learning is the ultimate goal of the strategies for education in the countries in the world and is frequently considered as a main principle that should guide the development of education. Why is it so?

Due to the fact that the formal education has difficulties following the dynamic of the new requirements and changes, and due to the quick outdated of the knowledge (gained through formal education) there is an obvious need for new architecture of the formal education and professional training not only of the unemployed but also the staff that is being educated. The quality and success of the people is less and less result of their formal qualification but more product of their real capability, i.e. qualification and preparedness for permanent educational mobility. Society based on information needs people that have capability and competence to find, select and utilize the information. The world experiences show that the certificate gained through formal means of education is not sufficient guarantee to assess one success in the future deployment in the individual, social and family life and especially on the labor market. Also the modern labor is paying less attention on the certificate as a base for measuring quality and success of the worker and places emphasize on the skills that the worker really possesses and that are marketable on the labor market. This puts the need for continuous educational mobility and their capability to react on time to the modern challenges.

The concept of lifelong education is realized through the education for adults mainly. The developed countries put accent on development of network of institutions for education of adults, its optimization and linking to the formal educational system. So the education for adults is integral component of the global education system.

The modern trends are focused on realization of a concept of lifelong learning that includes information reference, primarily focused on bridging the gap between the education requirements of the job and the educational and professional competence of the workers, as well as increase of the educational level of the labor force.

This requires existence and functioning of adequate infrastructure, i.e. educational institutions for adults, flexible in their organization and reach with operative morphology.

The possibilities offered by such system of lifelong learning, beside the development component, also carry compensation component. It can also serve for satisfying the need of vast number of young people that leave the education system before time (especially high school dropouts). In these cases, the compensation component will contribute to raising the level of the educational and work competencies of this high-risk group and create possibility for their deployment on the labor market.

A defined strategy for development, organization and realization of the education for adults is not existing in Republic of Macedonia, The so far practice shows that this issue, i.e. the system of institutions and forms of education for adults are linked to legislation that relates to the formal education.

The changes in the inclusion of the adults in the institutions for education of adults shows decreasing trend. Today, the largest part of the users is concentrated in attending courses in foreign languages and computers. The activities that allow starting own businesses or inclusion in the private sector are also attractive for the adults. The preference of knowledge and skills from the service sector is fully in compliance with the shifts in the social area and it is expected that the dynamic will continue to grow in the future period.

The re-training as a consequence of organized action of the state bodies is slowly taking its place in the world of education of adults. Regretfully, the participation of the social and private enterprises in the training of unemployed is virtually non-existent.

The educational mobility of the adults within the elementary and high school education is more than alarming. There is drastic fall not only of the number of primary schools for adults but also the number of attendants. Out of 30 primary schools for adults in 1987/88 they dropped down to 21 in 1998/9. In parallel the number of attendants is dropping.

Education for adults on secondary level is almost not existing. With the termination of the night high schools (1987) this engagement of the adults has stopped. There were certain steps for reviving this activity in 1997 as a consequence of the need for retraining workers that were laid off.

Within the overall attempt to make the concept of lifetime learning more objective is also the issue of retraining of teaching staff. The teacher of the 21st

century is reach both on general and professional plan and capable and mobile in gathering needed skills for successful realization of his profession. So the teacher, beside the formal qualification, has to permanently upgrade in expert and professional aspect. In this case there is a priority for creating possibilities for creating/development of combination of formal and alternative ways of professional and pedagogical education of teaches through inclusion of greater number of interested partners (donors, universities, private institutions).

This system should create possibilities for successful inclusion of the teaching staff on all levels of education in the concept for lifelong learning. This will, to a great extent, eliminate the current weaknesses and promote the quality of teaching.

4. KEY AREAS FOR INTERVENTION, INSTRUMENTS AND EXPECTED RESULTS

4.1. Development of the educational institutions

4.1.1. Infrastructure

The quality of the educational infrastructure and the equipment has been deteriorating during the past decade in the country. Between the urban and the rural areas there is a significant gap that is widening. Due to the changes in social and economic aspect in the past decade there is a need for adjustment and rationing of the infrastructure to address the new needs of the society. During the past few years there have been local, national and international projects, but what we really need is gradual, coordinated improvement of the infrastructure and the equipment in the period 2002–2010.

Goals

- The facilities in which education is conducted and their surrounding should fulfill at least minimum standards for conducting the activity.
- The educational institutions should be equipped with the necessary educational tools, and especially IT and communication equipment.
- The educational infrastructure should be rationalized in order to provide better quality and improved utilization of the capacities.
- To increase the autonomy of the educational institutions in finding alternative sources of financing the infrastructural changes.

Activities

- Analyses of the existing infrastructure in the education on all levels in Republic of Macedonia;
- Defining minimum standards and norms for the infrastructure (buildings, staffing, libraries, sports capacities, technical conditions, transportation/distance);
- Creation of national concept for rationalization of the educational infrastructure;

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- Financial securing of the infrastructural changes through: increase of the subsidies from the state in priority areas in education, opening up for private financing in education by the local communities and penetration of private capital;
- Creation of preconditions for the continuity of the donations in the education by international organizations;
- Redistribution of resources: resources from areas and institutions where they are not utilized to the ones where they achieve maximum utilization;
- Coordination of the cooperation between the Ministries of education, development, finance, labor and social policy in the infrastructural interventions;
- Raising the level of cooperation between the educational institutions and the local communities with respect to infrastructural interventions;
- Coordination of the activities of the international and local NGO's with respect to infrastructural changes;
- Rehabilitation and construction of educational institutions in the rural areas in accordance with the infrastructural standards;
- Adaptation of the infrastructure for education of adults;
- Adaptation of the infrastructure for children with impediments;
- Establishment of educational resource centers for support of the educational institutions and addressing the educational needs of the population through formal/informal education;
- Securing additional resources for upgrading of the educational materials and equipment, with priority for computerization;
- Expansion of the market for educational materials and textbooks;
- Modification of the legal framework.

Expected results

- Establishment of functionally and financially sustainable network of educational institutions;
- Database on the condition of the infrastructure;
- Changes in the regulation covering the educational infrastructure;
- List of minimum national standards covering the infrastructure;
- All schools (including the ones in the most underdeveloped areas) to satisfy the minimum national standards;
- Maximum utilization of the existing resources;
- Accessibility to the educational institutions for all children (the ones from the rural areas and the ones with impediments) ;
- Optimal utilization of the existing educational capacities;
- Addressing the educational needs of the population (children, youth and adults).

4.1.2. Educational process

In order to accept the norms and values for living and acting in a democratic-civil society, it is necessary to introduce changes in the dominating pedagogical culture in the Republic of Macedonia. The existing educational process does not provide for sufficient interaction, participation and development of the adequate skills. In order to achieve the set goals, it is necessary to create positive environment in all educational institutions in which the focus (from preschool to university level) will be on the students. Having in mind the experience that shows that the pedagogical culture can not be changed through decrees, this strategy attacks the changes in two ways.

First, to introduce pedagogical innovations in the educational process itself, and second, to reinforce external educational services.

Goals

- To modernize the educational process in the educational institutions
- To establish educational process that focuses on the student;
- To introduce modern models/technique for teaching that increases the active role of the student;
 - To design educational process that creates environment for cooperation in which the students feel respected;
 - To provide educational environment for democratic management;
 - To reinforce the link between the practical and theoretical classes, especially in the high schools.

Activities

- Establishment of a Innovation Fund as an independent organization that would finance the needs for innovations in the educational institutions in accordance with the priorities;
 - To reinforce, from personnel aspect, and increase the autonomy of the Pedagogical institute with respect to activities linked with monitoring and modernizing the educational process;
 - Development of mechanisms and procedures for student participation in the decision making regarding the educational process;
 - Development of a system for accreditation for textbooks and teaching tools;
 - Development of a system for accreditation for training program for teachers;
 - Establishment of a national body for evaluation of development projects;
 - Introducing system solutions for implementation of positive evaluated project in the education.

Expected results

- Changes in the pedagogical culture among all participants in education;
- Education oriented on the student;

- Students that are action oriented, focused of solving problems and that are capable of creative and critical thinking;
- Institutionalization of the projects that were positively evaluated;
- Reinforced financial support of the innovations in the educational process;
- Dynamic, flexible and self-corrective educational process;
- Open market for teacher training;
- Increased professional competence of the teachers.

4.1.3. Teaching staff

The teaching staff is the key art in the process of introduction, implementation and maintenance of the changes defined by the Strategy for education. Out of these reasons, the realization of the Strategy depends on the professional competence of the teachers with respect to the demands they are faced with, as well as their status in the global social framework.

On a long run, the status of the teachers in the Republic of Macedonia shows a decreasing trend. The decrease of the real wages of the teachers has direct impact of their motivation and professional upgrading. Simultaneously, the limited possibilities for permanent upgrading and the lack of a system for professional advancing, followed by the discrepancy between the basic training and the actual demands, have put a serious question mark over the capability of the teaching staff for modern teaching.

One of the primary tasks of the strategic changes in the educational process is to act on and prevent the negative trends and to create conditions for improving the position of the teacher.

Goals

- To promote the competence of the teachers, that would be oriented toward the needs of the students and would be capable of promoting socially accepted system of values;
- To redefine the status of the teachers through material awards and professional promotions;
- To improve the quality of the initial education of teachers
- To allow continuous professional upgrading of the teachers

Activities

- Establishment of standards for evaluation of the quality of the teachers and carrying out regulation for their professional promotion;
- Creation of a new system for awarding teachers through establishment of minimal and maximal participation of the state and introduction other sources of financing (local community, economy, independent funds, etc.)

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- Redefining the curricula and syllabi for initial education of teachers and creation of national system for mandatory training of teachers;
- Development of a system for expert and pedagogical upgrading of teachers
- Creation of network/market for pedagogical services;
- Quantitative and qualitative analyses of the degree of coverage of the education process with teaching staff;
- Establishment of a double major system of training (in basic education, retraining, etc.)
- Creation of conditions for part time employment
- Training of teachers for education of adults
- Introducing voluntary work in the preschools and elementary schools (parents, students/future teachers-trainees that would cooperate with the regular teaching staff);

Expected results

- Increase of the level of competency of the teachers;
- Increased work mobility of the teaching staff;
- Improved status and financing of the teachers;
- Increased attractiveness of the teaching profession;
- Possibilities for professional promotion of the teachers;
- Possibility for continuous upgrading of the teachers;
- Flexible and differentiated teaching staff.

4.1.4. Structural adjustment

The present structure of the education system has proven as not flexible enough to address the needs for vertical and horizontal mobility of the system and the requirements of the labor market. Due to the fact that large part of the rigidity of the system can be solved with adjustment of the curriculum, the programs and the management of the schools, this Strategy offers structural adjustments only in the preschool, secondary, post secondary and university level.

Goals

- To increase the coverage of children in preschool level;
- To improve the vertical mobility of the educational system;
- To improve the horizontal mobility of the educational system;
- To address the requirements of the labor market and modern living.

Activities

- Analyses of the present situation in the preschool sector;
- Introduction of a “zero” year in primary school;
- Creation of alternative, flexible and economical solutions for preschool edu-

cation (inclusion of NGO's, establishment of non governmental local and regional educational and resource centers for support of parents and children at this age on the whole territory of the country);

- Introduction of post-secondary education (special, higher professional education);
- Completion of the activities for reform of the vocational secondary education (in accordance with the EU PHARE program);
- Increase of the inclusion of the persons with special needs in the vocational secondary education;
- Introduction of vocational secondary education for adults;
- Definition of the levels of the professional qualifications;
- Implementation of short programs oriented toward the labor market demand for persons without qualifications and certificates;
- Development of a legal framework.

Expected results

- Increased inclusion of children at preschool age;
- Decreased unemployment and satisfying the needs of the labor market;
- Increased work mobility of the young and the adults;
- Efficient satisfaction of the requirements of the labor market;
- Functional linking of the primary and secondary education;
- Increased professional competence of the students;
- Functioning of a network of various providers of educational services (state owned/private) on different levels of education;

4.2. Curricula and syllabi

The current curricula and syllabi were centralized and with strict methodology of development. There was a domination of conceptual solutions that were based on an assumed equality of the educational institutions (preschools, schools, and faculties) that was difficult to identify in reality.

The curricula and syllabi provided support for the rigid class-subject system that promotes lecturing style of the teacher and listening-observing position of the student. The conceptual solutions of the curricula are focused on elaboration of the contents, but not linked to realization of goals for gaining knowledge, capabilities and skills. This focus to the program contents have lead to a strive of the teachers for realization of the programs, but not to support and nurture the individual development of the student. This lead to deformations in the practice where each student is learning everything, without a possibility to choose and to advance at a chosen pace.

Serious disadvantage of the existing curricula and syllaby is the lack of consistency between the theoretical knowledge and the practical training (vocation-

al secondary schools); over-emphasized theoretical learning without strategy for problem oriented learning, learning through discovery, project learning, research procedures, discrepancy between the scientific and the pedagogical/professional components in the basic training (higher education). The non compliance between these elements led to over-emphasized academic and encyclopedic approach, lack of functional skills, as well as lack of pleasure for learning among the students and professional competence at work.

Goals

- To modernize and/or develop curricula and syllabi that will be compliant with the needs of the individuals, the state and the labor market;
- Curricula and syllabi that are compliant with the requirements of the educational process;
 - To add in the compulsory education moderately centralized state curriculum, that consists of mandatory and optional part;
 - To increase the autonomy and the professional responsibilities of the schools in the realization of the curricula;
 - To defragment the curricula and syllabi
 - To simplify the curricula and syllabi and orient them towards the goals
 - To increase the autonomy and responsibilities of the schools in the realization of the curricula and syllabi
 - To increase the quality and the duration of the received knowledge;
 - To prepare the students for life, work and lifelong education;
 - To increase the socially integrative role of the educational institutions.

Activities

- Establishment of a national body for development of a moderately centralized state curriculum and establishment of commissions for development of various types of curricula at different levels of education;
 - Preparation and development of standards (global, national and institutional level) for the development of the curricula and syllabi;
 - Development of educational and professional standards;
 - Redefinition of the ratio between the general and professional education, theory and practice;
 - Integration of similar subjects in primary education;
 - Prioritizing the native and the official language, foreign languages, math with computer science and social sciences in the preparation of the curricula and syllabi for primary and secondary education;
 - Adding contents and approaches that support the multicultural aspect (raising the knowledge about others, that refers to students, in different groups of subjects and an all levels of education);

Appendices

- Vertical and horizontal compliance of the curricula and syllabi;
- Creation of support infrastructure for constant development and innovations in the curricula and syllabi;
- Establishment of a university body/association of the faculties that educate future teachers with respect to standardization of the curricula and syllabi.

Expected results

- Standards for preparation of the curricula and syllabi on all levels;
- Educational and professional standards;
- New curricula and plans for preschool education
- Definition of moderately centralized state curriculum in the compulsory education;
- New curricula for secondary education
- Implementation of modules in separate parts and types of education and developed system for module based curricula and syllabi;
- Integrated learning by separate subjects and disciplines and improvement of their implementation;
- Increased autonomy and professional responsibility of the schools and the teachers linked to the curricula and syllabi;
- Internationally measurable standards and levels of knowledge;
- Textbooks and materials that are compliant with the introduced changes in the curricula and syllabi.

4.3. Quality: Evaluation and Assessment

The evaluation and assessment is one of the weak points of the system. The assessment is simplified to an obligation of the teacher to evaluate the student in numerical grades (that are not based on clear, unified and public standards). The state is almost not using other means of verification of the achievement and the educational organizations on a state level. Also there is no systematic monitoring and evaluation of the quality of the educational system (programs, process, staff, management, organizations).

This condition is in discrepancy with the European trends for focusing the education system toward the effects and increasing of the responsibilities on all levels of achievement of the students and is not in compliance with the requirements for decentralization of separate areas of education and centralization of others.

As a result of the defined weaknesses in the part of the evaluation, a separate Assessment Unit has been established in the Pedagogical institute on national level, for evaluation of education and integration of the country in the international measurements of achievement.

Strategies of Educational Reform in South East Europe Countries

Goals

- To establish relevant indicators for the quality of the educational system;
- To provide transparency of the educational standards and criteria for evaluation and grading;
 - To provide, on national level, more adequate monitoring of the results at the end of each of the levels of education;
 - To provide feedback between the results of the evaluation and grading and the work of the students, teachers and educational institutions;
 - To create conditions for introduction of self-evaluation as a highest degree of the evaluation and grading in the education.

Activities

- Defining the interest of the state for the basic external measurements of the achievement of the students on a national level;
 - Definition of standards for the achievement of the students;
 - Providing data for empirical verification of the standards;
 - Preparation of concepts for the final exams and graduation for all high schools;
 - Establishment of a task force composed of experts that would suggest solutions for replacing the entrance exams with the results of the graduation exam;
 - Preparation of “knowledge catalogues” for the graduation exams;
 - Standardization of the final exams in secondary education and post-secondary education and their implementation;
 - Introduction of national assessment of the achievements of the students;
 - Participation in international measurements of achievement of the students;
 - Providing autonomy for the Assessment Unit;
 - Redefining the needs of the state in the area of monitoring and evaluation of separate segments of education;
 - Creation of capacities for monitoring, assessment and evaluation of the education through reorganization of the existing institutions and establishment of new ones (including private);
 - Development and production of various instruments for external evaluation and self-evaluation of the achievements.

Expected effects

- Implementation of a system for monitoring, assessment and evaluation;
- Established basis for creation of educational policy on all levels based on the data for evaluation and grading;
 - Increased responsibility of the educational organizations and the state for the educational achievements of the students;
 - Improved achievements of the students;
 - Developed culture for self-evaluation of the entities in the education;

- Increased mobility of the educational system;
- Improved quality of operations of the schools, students, teachers;
- Internationally acknowledged diplomas.

4.4. Management and financing

4.4.1. Legal framework

The current legal framework is not in accordance with the development needs of the education in Republic of Macedonia. The legal framework is fragmented and split into sectors (primary, secondary and higher education) that is an obstacle in establishing the education as a continuous process. Also, the legislation is missing a system of mutualized responsibility that would follow the European principle of subsidiarity and the need for greater autonomy in the educational system. In order to bridge the existing situation it is necessary to harmonize the existing legislation, to terminate the sectorial approach and to create a Global Law that would encompass the overall education (with a possibility for separating only the Law on higher education).

Goals

- To create unified, transparent and efficient legal framework;
- To create legislation for mutualization of the responsibilities;
- To adjust the legislation with the international agreements and conventions, following the European trends for development of the legislation;

Activities

- establishment of a body that would define the contents of the laws and bylaws on a national level (Parliament, Government, Ministry), on local level (regions, municipalities) and school level (director, parents, teachers, students)
- Adjustment of the proposals for legal amendments in the education with the reform of the public administration
- Organization of public debate for the proposed list of changes

Expected results

- New system of laws and bylaws;
- Precise strategic authorizations of the state;
- Defined authorizations of other participants on local level;
- Reinforced competency of the actors on a school level.

4.4.2. Management

The existing situation regarding the management in the education is a result of the inherited high centralization, in which the power for control of the overall educational system is concentrated in the state. The goals of the development strategy can not be achieved unless the structure and the mandate of the admin-

istration are not changed, as well as necessary changes in the management. The reform of the management, which is a key component for the implementation of the proposed strategy for education, can be achieved only if it is harmonized with the changes in the general system of the public administration and public financing.

Goals

- The reforms in the education should be synchronized with the reforms of the public management and public financing;
- To increase the dynamics and to improve the adaptability and innovative capacity of the educational system and to strengthen its self-regulatory capacities;
- To build a system that would follow up the changing social and economical needs and requirements of the civil society;
- To improve the management and the administration;
- To increase the democratic control and transparency within the system.

Activities

- Establishment of a strategic body within the Ministry of education (with experts and/or administrative leaders of a higher rank) for monitoring the conditions and initiating changes in the administration and management;
- Establishment of an integrated and coherent territorial management based on the regional offices of the Ministry, with institutional participation of the municipalities and the actors from the labor market;
- Creating conditions for the schools (through an enforced role of the teacher) to be able to carry out professional decisions for their own planning and development;
- Reform of the audit and increase of its professionalism;
- Creating training system for the management in education as a condition for employing school administrators of a higher rank;
- Creating National council for training of management staff for vocational education and National council for training of management staff for the general education;
- Creation of a department for program management that would work on the central development programs for education;

Expected results

- Compliance of the reforms in education, public administration, public financing and local government;
- Inclusion of the civil society, local communities and the business environment in the decision making regarding the educational development;
- Reinforcement of the democratic control over education;

Appendices

- Clear division of the responsibilities among different administrative levels, especially between the local and central administration;
- Efficient territorial management for the purpose of integration of the system;
- More efficient utilization of resources;
- Adjustable, innovative schools that react to external demands;
- Increased professional focus and innovation of the teachers and school leaders.

4.4.3. Financing

The existing manner of financing in education is strictly through the budget, without possibilities for regular and continuous utilization of various additional sources. The consequence of this approach in financing is that, on one side is limiting the autonomy of the schools in utilization of the resources, and on other hand is heavily restricting the utilization of the resources. Due to this fact, financing should be transformed in a manner that would allow new development possibilities, reinforcement of innovations and dynamic, opening up for private contributions and providing more efficient utilization of the resources.

The differentiation of the short and long term goals is also important in the new area of financing. On a short term, the efforts should concentrate on solving the most urgent financial problems. On a long term, a sustainable financing system should be established.

Goals:

- To secure more efficient way of utilization of the budget resources;
- To release new resources for development and structural adjustment;
- Creation of new channels and sources of financing in education;
- To adapt the financing system to the goals and needs of the administrative reforms – financing as a main mean for management;
- To secure transparency and cost efficiency of the investments in education and democratic control over them.

Activities

- To reinforce the cooperation of the schools with the local units for more efficient utilization of their resources;
- Transfer of the competence for physical maintenance of the schools to the local units, with a possibility for private financing;
- Introduction of system of normative financing in the distribution of the state subsidies to the regional and local units;
- Securing budget guarantee for financial support of the minimum infrastructural standards in the schools;
- Creation of a educational innovations fund and other special funds for

development of the professional education, based on resources from all interested parties from the economy;

- Preparation of an analyses of the feasibility of the investments as a permanent task for the state administration.

Expected results

- More efficient and more transparent financing;
- System of financing that can be adjusted to the needs and has development potentials;
- Increased participation of the local actors in the financing of the schools and the distribution of the resources;
- Increased participation of non-governmental sources of financing of the education;
- Educational system that is more open to the international development assistance.

4.4.4. Information system

The education lacks information system that would benefit the users of educational services and would allow competent decision making of all subjects in the educational process. The existing information system does not allow for systematic collection of data for various aspects of the education and does not provide for sufficient solutions for systematization and transfer of data between all interested parties. In order to overcome this condition, an information system needs to be developed that is expected to provide wide access to all relevant data regarding education.

Goals

- To provide efficient system for collection, processing and transfer of information from all aspects of the education to all interested parties;
- To provide access to information for all potential users;
- To create data bank in accordance with the European standards.

Activities

- Establishment of a national information system for the education;
- Establishment of a department for statistics within the Ministry of education that will collect and document all relevant data from the education sector;
- Preparation of unified statistics for all levels of education and for the specific needs of the education;
- Creation of a national data bank;
- Linking the national information system with the international data banks;

- Securing information exchange regarding education between all interested relevant bodies in the state;
- Preparation of regular annual reports on the conditions in the education in Republic of Macedonia.

Expected results

- Efficient national information system in education
- Free access to information;
- Insight and analyses of the conditions in education in the country;
- Exchange of information in the international community, with a possibility for analyses and cooperation;
- Using the information for decision making.

4.5. Research and development

One of the weak points of the educational system in Republic of Macedonia is the research and development component. Although in the last few years there have been several development projects, what seems to be missing is monitoring, evaluation and coordination of the projects that would assist for systematic implementation of the effects in the education. In order to lay down the foundation for national strategy for development of the education, it is necessary to determine the priorities for targeting the innovations, to create the resources and to build the mechanisms for supporting the initiatives for innovations and development.

Goals

- To create the resources and mechanisms for supporting research and innovations for development on all levels of the education;
- To allow access for all interested parties that would like to take part in the research, innovations and development;
- To give incentives to applicable projects for innovation in education.

Activities

- Establishment of state expert body responsible for setting up the priorities for research, innovations and development in the educational domain;
- Establishment of innovation fund that would provide resources and mechanisms for supporting initiatives for innovations and development;
- Securing resources (human and material) from international sources for continuous implementation of projects aimed at research and development.

Strategies of Educational Reform in South East Europe Countries

Expected results

- Improved quality of the research activities in the education;
- Increase in the number of individuals and institutions involved in research in education;
- Continuous development of the education;
- Improved quality of the education.

Key areas for intervention	Activities	Time line		
		Short term	Mid term	Long term
Development of educational institutions	Infrastructure			
	- Analyses of the existing infrastructure in the education on all levels in Republic of Macedonia;	*		
	- Defining minimum standards and norms for the infrastructure (buildings, staffing, libraries, sports capacities, technical conditions, transportation/distance);	*		
	- Creation of national concept for rationalization of the educational infrastructure;	*		
	- Financial securing of the infrastructural changes through: increase of the subsidies from the state in priority areas in education, opening up for private financing in education by the local communities and penetration of private capital;		*	
	- Creation of preconditions for the continuity of the donations in the education by international organizations;	*	*	*
	- Redistribution of resources: resources from areas and institutions where they are not utilized to the ones where they achieve maximum utilization;		*	
	- Coordination of the cooperation between the ministries of education, development, finance, labor and social policy in the infrastructural interventions;	*		
	- Raising the level of cooperation between the educational institutions and the local communities with respect to infrastructural interventions;		*	
	- Coordination of the activities of the international and local NGO's with respect to infrastructural changes;		*	
	- Rehabilitation and construction of educational institutions in the rural areas in accordance with the infrastructural standards;		*	*
	- Adaptation of the infrastructure for education of adults;			*
	- Adaptation of the infrastructure for children with impediments;		*	*
	- Establishment of educational resource centers for support of the educational institutions and addressing the educational needs of the population through formal/informal education;			*
	- Securing additional resources for upgrading of the educational materials and equipment, with priority for computerization;	*	*	

Appendices

Key areas for intervention	Activities	Time line		
		Short term	Mid term	Long term
	<ul style="list-style-type: none"> – Expansion of the market for educational materials and textbooks; – Modification of the legal framework. 	*	*	
	<p>Educational process</p> <ul style="list-style-type: none"> – Establishment of a Innovation Fund as an independent organization that would finance the needs for innovations in the educational institutions in accordance with the priorities; – To reinforce, from personnel aspect, and increase the autonomy of the Pedagogical institute with respect to activities linked with monitoring and modernizing the educational process; – Development of mechanisms and procedures for student participation in the decision making regarding the educational process; – Development of a system for accreditation for textbooks and teaching tools; – Development of a system for accreditation for training program for teachers; – Establishment of a national body for evaluation of development projects; – Introducing system solutions for implementation of positive evaluated project in the education. 	*	*	
	<p>Teaching staff</p> <ul style="list-style-type: none"> – Establishment of standards for evaluation of the quality of the teachers and carrying out regulation for their professional promotion; – Creation of a new system for awarding teachers through establishment of minimal and maximal participation of the state and introduction other sources of financing (local community, economy, independent funds, etc.) – Redefining the curriculums and programs for initial education of teachers and creation of national system for mandatory training of teachers; – Development of a system for expert and pedagogical upgrading of teachers – Creation of network/market for pedagogical services; – Quantitative and qualitative analyses of the degree of coverage of the education process with teaching staff; – Establishment of a double major system of training (in basic education, retraining, etc.) – Creation of conditions for part time employment – Training of teachers for education of adults – Introducing voluntary work in the preschools and elementary schools (parents, students/future teachers-trainees that would cooperate with the regular teaching staff); 	*	*	
	<p>Structural adjustment</p> <ul style="list-style-type: none"> – Analyses of the present situation in the preschool sector; 	*		*

Strategies of Educational Reform in South East Europe Countries

Key areas for intervention	Activities	Time line		
		Short term	Mid term	Long term
Curriculums and programs	- Introduction of a “zero” year in elementary school;		*	
	- Creation of alternative, flexible and economical solutions for preschool education (inclusion of NGO’s, establishment of non governmental local and regional educational and resource centers for support of parents and children at this age on the whole territory of the country);		*	*
	- Introduction of post-high school education (special, higher professional education);		*	*
	- Completion of the activities for reform of the professional high school education (in accordance with the EU PHARE program);	*	*	
	- Increase of the inclusion of the persons with special needs in the professional high schools;		*	
	- Introduction of professional high school education for adults;		*	
	- Definition of the levels of the professional qualifications;	*		
	- Implementation of short programs oriented toward the labor market demand for persons without qualifications and certificates;		*	
	- Development of a legal framework.	*		
	- Establishment of a national body for development of a moderately centralized state curriculum and establishment of commissions for development of various types of curriculums at different levels of education;	*		
	- Preparation and development of standards (global, national and institutional level) for the development of the curriculums and the programs;	*	*	
	- Development of educational and professional standards;	*	*	
	- Redefinition of the ratio between the general and professional education, theory and practice;		*	
	- Integration of similar subjects in the elementary education;	*	*	
	- Prioritizing the native and the official language, foreign languages, math with computer science and social sciences in the preparation of the curriculums and programs for primary and secondary education;	*	*	
	- Adding contents and approaches that support the multicultural aspect (raising the knowledge about others, that refers to students, in different groups of subjects and an all levels of education);		*	
	- Vertical and horizontal compliance of the curriculums and programs;			*
- Creation of support infrastructure for constant development and innovations in the curriculums and programs;		*	*	
- Establishment of a university body/association of the faculties that educate future teachers with respect to standardization of the curriculums and programs.		*	*	
Evaluation and grading	- Defining the interest of the state for the basic external measurements of the achievement of the students on a national level;	*		
	- Definition of standards for the achievement of the students;	*	*	
	- Providing data for empirical verification of the standards;	*	*	

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Key areas for intervention	Activities	Time line		
		Short term	Mid term	Long term
Management and Financing	– Preparation of concepts for the final exams and graduation for all high schools;	*	*	
	– Establishment of a task force composed of experts that would suggest solutions for replacing the entrance exams with the results of the graduation exam;	*		
	– Preparation of “knowledge catalogues” for the graduation exams;		*	
	– Standardization of the final exams in high school and post-high school education and their implementation;		*	*
	– Introduction of national grading of the achievements of the students;	*	*	
	– Participation in international measurements of achievement of the students;		*	
	– Providing autonomy for the Evaluation department;		*	
	– Redefining the needs of the state in the area of monitoring and evaluation of separate segments of education;		*	
	– Creation of capacities for monitoring, assessment and evaluation of the education through reorganization of the existing institutions and establishment of new ones (including private);		*	*
	– Development and production of various instruments for external evaluation and self-evaluation of the achievements.	*	*	*
	Legal framework			
	– establishment of a body that would define the contents of the laws and bylaws on a national level (Parliament, Government, Ministry), on local level (regions, municipalities) and school level (director, parents, teachers, students)	*		
	– Adjustment of the proposals for legal amendments in the education with the reform of the public administration		*	
	– Organization of public debate for the proposed list of changes		*	
	Management			
	– Establishment of a strategic body within the Ministry of education (with experts and/or administrative leaders of a higher rank) for monitoring the conditions and initiating changes in the administration and management;	*		
	– Establishment of an integrated and coherent territorial management based on the regional offices of the Ministry, with institutional participation of the municipalities and the actors from the labor market;			*
	– Creating conditions for the schools (through an enforced role of the teacher) to be able to carry out professional decisions for their own planning and development;		*	
	– Reform of the audit and increase of its professionalism;		*	*
	– Creating training system for the management in education as a condition for employing school administrators of a higher rank;	*	*	*
– Creating National council for training of management staff for the professional education and National council for training of management staff for the general education;	*			

Strategies of Educational Reform in South East Europe Countries

Key areas for intervention	Activities	Time line		
		Short term	Mid term	Long term
	<ul style="list-style-type: none"> - Creation of a department for program management that would work on the central development programs for education; 		*	
	<p>Financing</p> <ul style="list-style-type: none"> - To reinforce the cooperation of the schools with the local units for more efficient utilization of their resources; - Transfer of the competence for physical maintenance of the schools to the local units, with a possibility for private financing; - Introduction of system of normative financing in the distribution of the state subsidies to the regional and local units; - Securing budget guarantee for financial support of the minimum infrastructural standards in the schools; - Creation of a educational innovations fund and other special funds for development of the professional education, based on resources form all interested parties from the economy; - Preparation of an analyses of the feasibility of the investments as a permanent task for the state administration. 		*	*
	<p>Information system</p> <ul style="list-style-type: none"> - Establishment of a national information system for the education; - Establishment of a department for statistics within the Ministry of education that will collect and document all relevant data from the education sector; - Preparation of unified statistics for all levels of education and for the specific needs of the education; - Creation of a national data bank; - Linking the national information system with the international data banks; - Securing information exchange regarding education between all interested relevant bodies in the state; - Preparation of regular annual reports on the conditions in the education in Republic of Macedonia. 		*	*
	<p>Research and development</p> <ul style="list-style-type: none"> - Establishment of state expert body responsible for setting up the priorities for research, innovations and development in the educational domain; - Establishment of innovation fund that would provide resources and mechanisms for supporting initiatives for innovations and development; - Securing resources (human and material) form international sources for continuous implementation of projects aimed at research and development. 	*	*	*

COUNTRY REPORT: MONTENEGRO

*(Source: Institute for Educational Policy,
the Open Society Institute – Budapest)*

EDUCATION IN MONTENEGRO NEEDS ASSESSMENT

By Heather Illiff

EXECUTIVE SUMMARY

This needs assessment was prepared by Open Society Institute, in cooperation with the Ministry of Education and Science in Montenegro (MES). Significant contributions have been made by UNICEF and WUS Austria, and comments and suggestions on the document have been provided by several other donors.

Montenegro is a small republic, consisting of about 650,000 people, served by fewer than 300 schools and one University. The education system has suffered ten years of isolation, lack of investment and general decline of infrastructure and quality. Major deficiencies exist at the school and university levels in heating, facilities, and quality of teaching and learning.

The education system is structured similarly to other areas of the former Yugoslavia, with compulsory education through 8th grade, and free education through secondary school. The University of Montenegro is largely state funded, with one-third of students paying fees. The budget for education is limited, and represents a large share of the overall government budget. Teachers salaries are low but are paid on time, with some lag in payments of pensions. The majority of the school population are Serbian-language speakers. Mother-tongue instruction and textbooks are provided for the Albanian minority.

Internally displaced persons (IDPs) and refugees have placed a strain on the Montenegrin education system. Donors have been active in this field, and the MES has provided adequate policy frameworks to incorporate these children into mainstream schools. Roma IDPs and refugees are in particular difficulty, and often drop-out or do not attend school at all.

Schools are overcrowded, operating on two or three shifts in many urban areas. University faculties are in serious need of space, some operating with as little as 1m² per student. While some facilities are in relatively good condition, many are seriously dilapidated and in urgent need of repair or reconstruction. Basic school materials are in short supply, and supplemental learning materials are almost nonexistent. Textbooks are provided in adequate numbers, but the quality and content are in need of serious improvement. The university library is impoverished, with almost no access to international materials or journals.

The education system is in need of overall reform, in order to improve quality and efficiency. The MES is open to reform, but requires technical assistance to carry it through. There are no mechanisms for upgrading the skills of the teach-

ing force, and the pre-service teacher education college has not changed its curriculum in the last decade. The curriculum is overpacked and outdated, and concentrates heavily on knowledge with little on skills and attitudes. Textbooks are based on the old curriculum and have the added disadvantages of complicated language, old stereotypes, and poor formats.

There is a great opportunity for educational change and renewal in Montenegro at the moment. There is openness on the part of the MES to reform, and readiness for change on the part of educators and parents. Donor attention is needed to assist the overall process of educational reform, as well as to meet the immediate needs in the education system. This report outlines the main areas of need and the present activities of the donors.

INTRODUCTION

This report aims to outline the current functioning of the education system in Montenegro, to provide an overview of urgent needs to keep the system functioning over the next 12–18 months, and to point to key issues of long term reform and development of the sector. It was prepared by OSI¹ in cooperation with the Ministry of Education and Science (MES) Montenegro. It also incorporates input from several donors active in Montenegro, with significant contributions from WUS Austria and UNICEF. The purpose of the Needs Assessment is to provide an objective view of the education needs in Montenegro to inform the donor community in its consideration of aid to the sector.

Montenegro is a small, Mediterranean and continental republic, consisting of 618,000 people (~645,000 including IDPs and refugees). The population is made up of Montenegrins (62%), Muslims (15%), Serbs (9%), Albanians (7%), and Roma & others (9%)². In addition, there are 139,299 Montenegrins living in Serbia. Since 1990, Montenegro has faced tremendous difficulties. GDP per capita was \$3,000 in 1989, and fell to \$1,650 by 1997.³ The country has been cut off from the international community economically, culturally and socially. The unemployment rate is extremely high, reportedly 64% in May 1999 according to government officials.⁴ Fears of a possible conflict in Montenegro exist, and there is an increasing feeling of uncertainty among the population.

¹ This needs assessment is based on reports of several consultants commissioned by OSI as well as information provided by MOE. The educational data was painstakingly collected by Njeza Mrse and independently verified by Neil Galbraith. The Needs Assessment draws heavily on the background report, "Current State of Education in Montenegro: Non-Construction Needs Assessment and Preliminary Analysis." The final report was written by Heather Iliff, Institute for Educational Policy.

² www.montenegro.org

³ *Euro-Focus*, June 20, 1999

⁴ *Problems and Needs of the University of Montenegro*, page 18, WUS Austria, February 2000

The education system has suffered ten years of isolation, lack of investment, and general decline of infrastructure and quality. Nevertheless, the system is functioning well, considering its limited resources. Schools operate for the entire academic year, albeit in double and triple shifts in places. The government has demonstrated a significant commitment to education, investing 30% of its overall budget, as compared with the OECD average of 11.8%.⁵ The value on education is high, and a large portion of society has received higher education (reportedly, 40% of families have one or both parents with higher education).

Education plays a key role in promoting open society and democratic principles. The state of education and education reform may be considered both indicators of democracy and stability as well as a promoters of the same. The Ministry of Education in Montenegro is committed to educational reform and improvement, and it is ready to form constructive partnerships with the international community. Investment is needed to support the system in the short term, as present levels of funding are not adequate to sustain it. The percentage of government funding to education cannot be expected to increase beyond its present level, and in all likelihood it will decrease to allow the government to invest in other crucial areas such as health, justice and social welfare. While there may be some inefficiencies in the system (as in any education system), the budget is already extremely tight, and the government is forced to make difficult trade-offs with its very limited funds. Donor support for immediate and long term needs in education is essential.

EDUCATION SYSTEM IN MONTENEGRO: PRESENT FUNCTIONING, DATA AND STRUCTURE

Education Finance

The budget for education in Montenegro in 1999 was approximately 120m DM (US\$63m)⁶. In 2000, the total state budget is planned to be DM 394m, and 116 DM will be devoted to education. Salaries account for 80% of the annual budget, but actual expenditure on salaries is closer to 88%. Other major categories of expenditure include school heating, textbooks, cleaning supplies, meals and accommodation costs for kindergartens and boarding schools, and transportation for children in rural areas. Currently, not enough state funding is available for school materials, teacher training, equipment, or other development needs.

⁵ UK: 11%, Macedonia: 20%, Slovenia: 12%, and Austria: 10% *Economist: Europe in Numbers 1999, Education at a Glance OECD Indicators, 1998.*

⁶ The 1999 budget was planned and largely dispersed in dinars (salaries began to be paid in DM starting in November, 1999). The figure represents the dinar value at the beginning of the year, and it is estimated that this was reduced in real terms by 30% due to inflation.

Basic Data

Level	Pupils	Teachers	Schools	Pupils per Teacher	OECD Average ⁷
Pre-schools	12,040	1,111	19	10.8	17.6
Primary schools	76,963	4,815	166+293 459*	16.0	18.3
Secondary schools	30,568	2,443	44+1 45	12.5	13.7
University	10,219	651		15.7	15.7
TOTAL	129,790	8,369	523		

Table 1: Schools, Teachers and Pupils in Montenegro

* There are 166 schools with 293 small rural branch schools

Legal Framework

The Ministry of Education and Science is responsible for all aspects of preschool, primary, secondary and higher education. The most recent education legislation was passed in 1995. The education law stipulates that schooling is compulsory for 8 years, with primary and secondary education being free of charge. General elementary schools must be state run. However, elementary schools for art, adult education, pre-school institutions or secondary schools can be established with state, joint and/or private ownership. The new law on higher education is currently in preparation. Policies on new organization and governance in education and new legislation in accordance with international best practice are under development.

The Ministry of Education and Science (MES)

is divided into three sectors with 46 staff plus the Inspectorate. General education (27 staff) covers pre-school, primary, secondary and special education. Higher Education and Science (10 staff) covers the University of Montenegro with its 19 faculties and colleges. Student services (6 staff) provide for the dormitories, meals, and other student needs. Education in Albanian language (3 staff, one of whom is a Deputy Minister) oversees Albanian-language schools, serving 3918 students. In addition, an Inspectorate (90 staff) covers primary and secondary schools and reports to the General Education sector of the Ministry.

MES Priorities for State Investment

The priorities for 2000–2001, as stated by the MES are a) to improve overall teaching and learning conditions in terms of constructing new buildings and recon-

⁷ *Education at a Glance: OECD Indicators, 1998*

structing existing facilities, and b) to foster the education reform process which comprises education legislation reform, human capacity building, curricula and textbook innovation, quality system development, and improvement of education employee living standard (MES, 1999).

Structure and Status of the System

Pre-School education provides nursery schools for children aged 1–3 and kindergartens for children aged 3–6. It is estimated that 22% of the age cohort are enrolled in pre-school public institutions, the vast majority have both working parents. The groups are overcrowded (up to 45 in a group) due to lack of space (average 3.4 m² per child). There is a shortage of equipment and teaching materials in general. Kindergarten expenses for orphans and disadvantaged children are covered by the Ministry of Labor and Social Welfare

Primary education is compulsory for children aged 7–14 and it consists of two stages. Grades I–IV are class teacher based, while grades V–VIII are subject teacher based. There is a serious lack of space at primary schools (average classroom space is 2.18 m² and total school space is 4.5 m² per pupil).⁸ Schools in urban areas have up to 35–40 pupils per class, and schools operate on double and triple shifts.

Secondary education lasts three or four years, depending on the course of study. There are three main types of secondary schools. Grammar schools or gymnasia offer four years of general academic education which is completed by the final 'matura' exam. Some gymnasia are specialized such as in mathematics or philology. Technical and art schools offer four years of specialized education as well as an academic curriculum. Vocational schools offer three years of practical education. The lack of space at secondary schools is even more acute than at primary. The physical conditions of most vocational schools are extremely poor, and lack the basic equipment needed to deliver the curriculum.

Special education, both primary and secondary, falls under joint jurisdiction of the MES and Ministry of Labor and Social Welfare. There are 3 primary boarding schools for special-needs children with 93 pupils. There are four secondary schools for special needs children, also boarding schools, with 167 pupils. The MES estimates that there are about 7,000 special needs children that are not served by the school system. And, there is a need for trained professionals in this area. About 5% of special needs children are integrated into regular schools.

Higher Education

The University of Montenegro is the only tertiary institution in Montenegro. The University is described as legally autonomous, but it is funded largely from the

⁸ In town schools, total school space per pupil is significantly lower than the average of the Republic, while in village schools it is much higher.

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state budget. About one-third of the students pay tuition fees. The faculties of the University and its institutes are dispersed over five cities and towns in Montenegro. The course of study is set by the faculties themselves. In line with proposals from the University, the government makes the decision concerning the number of students for admission each year. Presently, a new university law is in preparation and discussion.

AGE	AGE LEVEL (numb. of institutions) (number of students)	TYPE of institutions	SUBTYPES of institutions
19–23	University (1 comprised of 19 units) (10,219 students)	faculty academy college institutes	of economics, law, philosophy, electrical engineering, mechanical engineering, metallurgy and technology, civil engineering, sciences and mathematics, maritime, of drama, of arts, medicine, for tourism and hotel management; of music; for physiotherapy; for foreign languages*, bio-technical, historical, of marine biology;
15–18	Secondary School (44) (30,568 pupils)	grammar school Vocational school arts school	general; with two or more departments' specialized – philology and mathematics technical civil engineering, mechanical engineering, maritime, agricultural, forestry, medicine, economics etc.; four year catering, trading, communications etc; three year arts, music, ballet;
7–14	Elementary School (166) (76,963 pupils)	Compulsory	Arts music, ballet;
1–6	Pre-school (19) (12, 040 children)		Kindergarten, nursery;

(Copyright by MES, 1998.)

* Institutes are scientific institutions, while the Institute for Foreign Languages provides teaching of foreign languages as minor subjects at all faculties of the University.

Table 2: Types of Educational Institutions in Montenegro

Education of Minorities

Montenegrins, Serbs and Muslims, who consist of 85.5% of the population, learn in the mainstream curricula of Serbian language, sharing a common language. The Albanian minority comprises 6.5% of the population. There are 3918 Albanian students (or 3% of the total number of pupils in the republic) who study in Albanian language. The rest of the Albanian students study in the Serbian language by choice. Detailed information is not available on Roma children or other minorities in Montenegro, except for the IDPs and refugees (see section 2.8.).

Internally Displaced Persons and Refugees⁹

There are a total of 5,184 primary school age children (age 7 to 14) registered as IDPs from Kosovo, and about 5000 primary school age children among refugees from Croatia and Bosnia Herzegovina. As of September, 1999, the MES reported that 3,912 ID children from Kosovo enrolled in Montenegrin schools. Exact figures for the refugee children from Croatia and Bosnia Herzegovina are not available, but UNICEF reports that these children enrolled more smoothly into Montenegrin schools since there was no language barrier. Many of the Roma minority children among IDPs, in spite of the efforts of the humanitarian organizations or the Montenegrin authorities, are not enrolled in schools. The Roma minority among IDPs has had serious difficulty, and it is estimated that the majority of the 1,200 primary school aged children not in school are Roma. Data on secondary school and higher education enrollment is not available. (See Annex 2)

The Curriculum

The national curriculum is approved by the MES and is applied in all elementary and secondary schools in Montenegro. Each subject has detailed class-based programs with precise instructions on content and methods to be followed. Classes are held in Serbian language or in Albanian language in certain regions (Ulcinj, Tuzi, Plav). There are some schools where the curriculum is taught both in Serbian and in Albanian language. The curriculum is reported to be overloaded with compulsory content, and not enough emphasis is placed on understanding, skills and attitudes. In 1998, the MES began redefining the content by reducing the amount of knowledge and 'factology' required. In addition, Information Technology was introduced as a compulsory subject in first grade of secondary school.

⁹ *Report on Primary Education for Children among Refugees and IDPs in Montenegro: Emergency Assistance Provided to Primary Education in Autumn 1999.* UNICEF Podgorica, February 2000.

Textbooks

There are presently adequate quantities of most textbooks for most subjects available in schools. Textbooks are purchased by the parents at an accessible price, representing 60% of the cost. The remaining 40% is subsidised by the Ministry of Education. Provision is made for children of poor families whereby books are lent to students from the school library. Textbooks are provided in Serbian language and Albanian language. All textbooks are produced to the old curricula, the books are of poor pedagogical quality, and are becoming rapidly outdated. There is an over-dependence on supply of textbooks from Belgrade which is the source of 70% of Montenegro's requirement. The remaining 30% of textbooks have been adapted or specially written for Montenegro requirements and publishing rights are owned by the MES. Further information and options for donors are included in Annex 1, *Textbooks in Montenegro: Current use, Immediate needs, and Future policy options*.

Teaching Force

Unlike the previous period, in the last 10 years a career in teaching is perceived as unattractive and lacking respect in society. The average teacher's salary in Montenegro is 210 DM (from starting salary of 172 up to 260 DM). Monthly expenses for a family of four have been calculated to be 478 DM for food and drink (43 items) while all basic necessity expenses are estimated at a minimum 670 DM per month. According to the Independent Union of Educators, about 50% of employees in education rent apartments, paying an average of 150DM per month. Pensions are also low, and subject to delays in payment of 2 or 3 months. Teachers are required to have 19–21 contact hours per week.¹⁰ The majority of the teaching force (70% of primary and 96% of secondary) have university or college degrees. Twenty-nine percent of primary and 3.26% of secondary teachers have completed only secondary school. However, some regions have a majority of under-qualified teachers (i.e. percentage of teachers with secondary education only: Žabljak – 77%, Ulcinj 71%, Mojkovac and Pljevlja – 60%).

Teacher Training

There are no institutions dedicated to in-service teacher training in Montenegro. However, in-service training is provided by the School Inspectorates on an annual basis (usually in February). Pre-service teacher qualifications are obtained either at the Teacher Faculty/Faculty of Philosophy in Niksic or at other Faculties at the University of Montenegro for subject-based teachers. There is no department for Pedagogy or Psychology at University of Montenegro, nor is there a Pedagogic

¹⁰ Contact hours for UK teachers is 25. However, these hours are alleviated by specialized teachers for art or physical education allowing fewer contact hours during the day.

Institute or other institutions responsible for pedagogic theory and practice. In addition, special education training has to be obtained outside of Montenegro.

Education Management

The education system of Montenegro is highly centralized. The MES appoints school boards and school headmasters for a four-year period. There are no local education authorities or intermediate bodies, but there are local representatives in school boards. The school Inspectorate (part of MES) has both a control and advisory function is responsible for monitoring school management, curriculum, and the quality of teaching at schools. Inspectors ensure that proper documentation is kept at the school level on absences of teachers and students, to ensure that the curriculum is being followed, and to ensure that student records are in order. In addition, the Inspectorate organizes in-service teacher training seminars.

EDUCATION REFORM AND RESTRUCTURING

While the education system of Montenegro faces many immediate challenges, the MES has recognized that reform of the education system in Montenegro is essential in order to ensure quality and efficiency of the system. The vision for education reform aims at the democratization and modernization of the education system, leading to the active participation of the young generation in the civil society and the economy. In accordance with the government's general political goals, the MES will support re-integration of Montenegro into the international community, focusing on improving the quality of services, promoting a child-centered approach in teaching and learning, and developing democratic values among children and young people in a harmonious multi-ethnic society.

The MES has already initiated the reform process in the area of in-service teacher training, introducing innovative teaching methodology, as well as some important changes in curriculum. However, the reform process has not been easy, as the MES has faced significant challenges over the past several years in integrating the IDPs and refugees into the system, stabilizing the education budget and payment of teachers' salaries, and collecting the necessary data on needs in the system. In spite of such constraints, the reform process needs to be undertaken in order to ensure the longer term development of the system. The MES is working on the development of the education reform strategy in partnership with OSI, UNICEF, and soon with the European Commission.

Reform Priorities

The MES is committed to developing a plan for educational reform that will be developed in a consultative way, involving all key stakeholders in the process. The priorities for a short term reform plan include: a) introducing quality in teaching and learning, b) improving the physical learning conditions of classrooms and

school facilities, and c) developing consensus and understanding of reform priorities and methods. The priorities for a long term plan include: a) education finance – maximizing use of available resources, b) improving quality in teaching and learning, and c) exploring the possibility of decentralizing the supervisory functions and the administrative structure of the education system.

Ministry of Education and Science

The MES has shown remarkable ability to respond to urgent needs in the system and to maintain some sense of normalcy, despite major deficits of school heating, supplies, maintenance, and learning materials. The top officials of the MES have shown openness to reform, and have developed positive working relationships with donors. Nevertheless, the majority of staff within the Ministry have not had any opportunities for professional development, and thus continue running the system according to the ways of the past. Capacity building within the MES is essential if it is to develop a plan for long term reform in education and to guide the system through the next 5–10 years of development.

Quality and Content of Education

Teacher Training: Pre-service teacher education in Montenegro has not been reformed or restructured since the socialist self-management times. There is no system for in-service training of teachers or administrators. Experts in pedagogy within Montenegro have not had the opportunity to learn about new developments in their field, and generally lack information and skills on new methods and approaches. Teaching practice taught at the teacher-training faculties is quite conservative, promoting teacher-centered methodologies, and has been rigidly followed for the past 15 years. Teachers receive solid training in their subject areas, but a broader, modern and practice-focused pedagogical education is needed. Teacher training efforts have been launched by international organizations in preschool and primary education, introducing a child-centered, interactive approach. Such training has been met with enthusiasm by teachers, although there has been some difficulty in introducing activity methods due to the classroom conditions. The MES has been very open to teaching innovations, but there is a need for developing strategy and a systemic approach for upgrading the skills of the teaching force.

Curriculum: There is a centralized curriculum, approved by the MES, which operates in all schools of the republic. Educational standards are embodied in the curriculum (no separate statement of standards or targets). There is no provision for school-based curriculum development or a clear percentage for optional course development. The curriculum is generally regarded to be overloaded, outdated, and in some cases lacking relevance. There is an over-emphasis on building knowledge, and not enough on developing understanding, skills and attitudes. The MES sees the need for curriculum modification particularly in preschool, primary and sec-

ondary education, in accordance with a learner-centered approach. Beginning in 1998, the MES began to reduce the level of 'factology' of the old curriculum, introduced new textbooks in foreign languages (English and French course books are published in the respective countries) and introduced earlier teaching of foreign languages (in grade III instead of IV). In secondary and higher education, the MES aims to introduce the subject of information technology and to strengthen student's achievement level in foreign language training.

Textbooks and learning materials: Textbooks are a cause of frustration among parents, teachers and students. Based on the over-packed curriculum, the textbooks have an over-emphasis on memorization of facts, and do not promote broad understanding of concepts. The language and content of many of the textbooks is considered to be inappropriate to the age level of students. They are generally the only classroom resource available to teachers, with little or no supplemental materials such as maps, reference books, or readers. The new program of curriculum change in Montenegro will require an accelerated textbook renewal program over the period 2001–2004, including development of textbook evaluation systems, rules and regulations for new textbook competition format and capacity building of MOE executives, authors, publishers, evaluators to use the new procedures. See *Textbooks in Montenegro: Current use, Immediate needs, and Future policy options*.

Assessment: Assessment of pupils at the classroom level focuses heavily on knowledge of facts, based on the material covered in the official textbooks. Entrance examinations are required for entrance to secondary school and to university. A school-leaving examination is applied to all secondary school students. The assessment system is almost exclusively fact and knowledge based, and rewards good memorization skills. There is a lack of professionals with up-to-date skills in assessment. Any curriculum and textbook reform effort would have to also include changing assessment practice, as well.

Higher Education: World University Service, Austria, conducted a needs assessment for the University of Montenegro, focusing on priorities of professors and students. The conclusions of this report reflect the University of Montenegro's need develop in order to curb the prevalent phenomenon of brain drain by providing decent tertiary education. To that end, several new post-graduate programs are planned to be developed in cooperation with foreign universities; investments into laboratories and libraries need to be increased, in particular to enhance significantly the poor offer of literature; the University's information technology, widely obsolete, will need to be expanded and modernized. Additional resources are needed to allow students and professors participate in international academic events and to deepen the academics' knowledge of foreign languages, helping to overcome the isolation of the Montenegrin academic community. The second phase of the EC Obnova program plans to work with the MES on developing a long term reform program for higher education in Montenegro.

Ethnic Diversity: The MES has an open policy for fostering the ethnic diversity in the education system. While most teaching is conducted in Serbian language, there is provision for ethnic Albanian children to learn in Albanian language as a part of the official policy. The number of teaching staff and schools for Albanian speakers is determined by the needs and interests of the Albanian minority. Most of the Albanian schools are small rural schools in need of substantial rehabilitation of the facilities. Roma children generally have a problem of low attendance and early drop-out. A large number of non-attendance is recognized especially among Roma internally displaced children. UNICEF and other international organizations now carry out a Non-Formal Education program to provide such children with access to basic literacy and mathematics learning. The MES is cooperating in NFE by providing school premises available for such activities. However, the current education system does not include extra curricular activities to follow up the needs of Roma IDP drop-outs and non-attendants. There are alternative tracks for drop-outs or adult learners to attend both primary and secondary school.

IMMEDIATE NEEDS IN EDUCATION

While the education system in Montenegro is in need of reform and development, investment in improving physical learning conditions and provision of textbooks and learning materials are necessary to ensure the basic functioning of schools and to support progress in the reform process. This section will cover the immediate needs in terms of school buildings, maintenance, and learning materials.

Physical Plant

Repair and reconstruction of existing facilities: School facilities in Montenegro have suffered 10–20 years of neglect and disrepair. The state of schools varies greatly from urban to rural areas, and from region to region. Small rural schools are in the worst condition, some lacking indoor toilets, running water or secure electrical installations. (Many of these are in the Albanian-minority areas.) Reconstruction of roofs, anterior protection, carpentry, sanitation, floors, heating and electricity are needed in 85 schools. Roofs are a particular problem in most schools where flat roofs have begun to leak and cause further structural damage. Detailed costing for civil works, sanitary works, electric, and heating has been conducted by an independent consultant working in cooperation with MES engineers. The needs have been prioritized for each school, focusing on “must be done,” “should be done” and “can be done.”¹¹ Where schools are currently unable to sustain service despite triple shifts, addition of annexes or enlargement is recommended.

¹¹ The detailed construction needs analysis (about 200 pages) may be obtained from Tunde Kovacs-Cerovic, OSI: tkovacs@osi.hu.

Appendices

Level (total number of schools)	Enlargement/ Annex Needed	Urgent Repair/ Reconstruction Needed
Kindergarten (19)	4	11
Primary School (166 + 293)	18	68
Secondary School (45)	8	24
Other (additional facilities)	6	13
Total	36	116

Table 3: School Facilities: Enlargement and Repair Needs¹²

Construction of new facilities: Demographic changes in Montenegro have put a large strain on schools in urban areas. The population of Podgorica, for example, has grown from 70,000 in 1980 to over 210,000 today. Schools are operating in double and triple shifts, and class sizes are large (up to 35–40 pupils per class). Double-shifts create a strain on school maintenance, school administration, the teaching force, parents and students. However, the capital investment necessary to bring all schools to single shifts would be considered a luxury in Montenegro under current conditions. New school buildings are recommended only where existing schools operate on three overcrowded shifts or where the existing school has been or will be demolished.

Level	New Schools Needed
Kindergarten	1
Primary School	6
Secondary School	4
Other (sports facility)	1
Total	12

Table 4: New School Construction Needs

School Furniture: Furniture in most schools is in disrepair and inadequate supply. The needs assessment in furniture is based on a school-by-school analysis, quantifying actual needs in terms of missing or broken furniture, or furniture that has become unusable.

¹² A report provided recently by UNICEF outlines donor activity or planned activity in 42 schools. Overlaps were identified for 11 schools listed in the above table. Further details may be obtained from Tunde Kovacs-Cerovics tkovacs@osi.hu, and Yukie Mokuo of UNICEF, yukie@unicef.cg.yu.

Level	Desks	Chairs	Blackboards
Primary (56 schools)	5,742	10,944	678
Secondary (37 schools)	3,990	8,000	428
Total (102 schools)	9,732	18,944	1,106

Table 5: New School Furniture and Blackboards Needed

Maintenance: School maintenance in Montenegro faces three sets of pressures: a) old, dilapidated facilities require a higher level of maintenance, and interventions are more costly, b) double and triple shifts put increased strain on school facilities, and c) lack of resources for maintenance produces a downward spiral where one issue of neglect may lead to greater and more serious problems. Increased resources for maintenance are necessary to avoid significantly larger capital costs in the future. Yet, this area is often the first to be cut, considering pressing needs to pay salaries, heating costs, and other necessities.

Heating: Lack of heating is a major problem in schools, and winters in the mountainous country are severe. School heating is provided in four ways in Montenegro: oil, coal, wood, and electricity. Through provision from the state budget and local donations, 75% of the wood needs were provided last year. However, only 7% of oil needs 23% of coal needs, and 21% of electricity needs were provided. Approximately 2.3mDM is needed annually to cover heating costs. Schools cope with this situation by using a minimal amount of fuel to heat schools periodically, and students and teachers wear coats, hats and gloves in class. When fuel runs out completely or weather is severe, schools are closed periodically. This situation leads to disruption in learning, discomfort and illness, and is especially worrying for young children.

Higher Education: The major problems with the physical plant concern building-maintenance and lack of space. Without exception, the scarcity of space is keenly felt at all faculties. The Maritime Faculty and the Faculty of Law, with about 1m² per pupil, face a dramatic need for expanded facilities. The three artistic faculties in Niksic are particularly struck with a shortage of space, notwithstanding the bad state of maintenance on their premises. The main and central university library is housed in a small space, occupying only 80 m². Additional space is needed on all levels (55% more according to the Dean’s assessment of the average needs): lecture and reading rooms, libraries and administration. Lack of heating is a serious problem, as well as insufficient electrical installations and leaking roofs.

School Supplies

Basic Materials: The MES and OSI conducted a survey of primary and secondary schools to determine educational materials and equipment needs. For the most part, schools were modest in their requests, recognizing the realities of

a resource-deprived system. Major deficiencies emerged in basic materials such as detergent, toilet soap and paper, cleaning supplies (brooms, mops, buckets, vacuum cleaners) in pre-school, primary and secondary schools. Student notebooks and pens are bought by parents and seem to be in adequate supply, except for IDPs and refugees (see section 4.4). There are serious shortages of chalk and A4 paper for tests and other learning materials. Other needed materials include class register books, sponges, OHP pens, OHP sheets, computer paper, and technical paper. These needs have been quantified by item and level, and are provided in Annex 3. In addition to these basic needs, there is a serious shortage of supplemental learning materials, and classrooms are generally impoverished. Materials and manipulatives such as maps, geometric cubes, ABC visuals, resource books, sports equipment and other materials are needed.

Food and accommodation: Food is supplied to kindergartens, special education schools and boarding schools. There are 19 kindergartens, 5 special schools, and 11 secondary boarding schools with 1,050 pupils. The annual cost for food and accommodation is approximately 3.4m DM. The state budget was able to allocate approximately 2mDM, leaving a deficit of 1.4mDM.

Transportation: Public transportation does not function outside of the urban areas in Montenegro. Bus transportation for children to attend rural schools is needed. Buses are provided by the schools, government or donors in some cases. Often, by the time a bus is donated to a school, it is already run down and even dangerous. For pre-school and primary schools in rural areas, 13 mini-buses are urgently needed. Public transportation passes for children in urban areas cost 12 DM per month. For many children, neither parents nor the school can afford to cover this cost.

Equipment: Little or no funding has been provided for educational equipment in primary and secondary schools over the past ten years. Facing economic isolation and the need to quickly enter the information society, schools and parents place high priority on equipment for foreign language learning (video, TV, cassette recorders) and computers. Equipment requests from schools have been quantified and costed, and are included in the annex. In addition to these items, science laboratories in secondary school are either non-functioning or simply do not exist. Previous investment in laboratories was somewhat lost due to the lack of integration of experimental methods into the curriculum and teacher training. Provision of laboratory materials (and computers) should be provided with the necessary training and curriculum considerations.

Computers: The Ministry has recently determined that Information Technology will be introduced into the school curriculum. With the exception of the University of Montenegro, there are few computers in use in the school system, although the infrastructure does exist for increasing the number of internet users. The school system would have to make a significant investment in the pur-

chase of hardware (computers and other equipment) and software and the training of teachers and other professionals to introduce the curriculum. This is a very high priority area for parents as well as educators, and is seen as essential to overcoming years of economic and technological isolation.

Higher Education: During the past decade, the University of Montenegro has gone through a difficult phase. The political and economic isolation made it almost impossible to supply the libraries with up-to-date literature, and the need for foreign scientific periodicals is especially acute. The libraries themselves are badly equipped, and lack the ability to network with other libraries. There is a lack of media equipment, and the technical and linguistic departments lack adequate laboratory facilities.

Internally Displaced Persons and Refugees¹³

According to MES policy, all internally displaced, primary school-aged children are officially registered in Montenegrin schools, regardless of ethnicity, origin, or religious background. According to UNICEF, enrollment of children has been geographically uneven, with 53% of ID children registered in 6 of the 21 municipalities, corresponding to the areas accommodating a large number of IDPs. Children who attended school in the parallel system in Kosovo are having particular difficulties due to language and curriculum differences, as well as gaps in time spent in school due to the war. Roma IDPs and refugees face language and cultural barriers, and have the highest levels of non-attendance and drop-out of any others.

Internally displaced and refugee children require special assistance in a) provision of school materials or school kits (school bag, notebook, pens, etc.), b) provision of textbooks, and c) language learning. Most of these needs have been met by UNICEF, HELP/ECHO, Swiss Disaster Relief and Catholic Relief Services through provision of kits and out of school programs. In addition to the needs of the children, the schools have required assistance in handling the additional pupils. School furniture, school buses and firewood has been provided by the Danish Refugee Council and UNICEF.

DONOR PROGRAMS IN EDUCATION

Donor Programs in Education

European Commission "Obnova" Program: – Education Sector (Total Budget: 0.5m Euro) The main objective of this component is to assist the Ministry of Education in reforming the existing education system at elementary level (for pupils aged 7 to 15 years) while developing a more comprehensive master-plan for future reforms in the higher and university sectors. This program will allow the Republic of Montenegro to develop contacts with other European education insti-

¹³ UNICEF, *ibid.*

tutions and to adopt European standards in the field of education. This objective will be achieved through the secondment of senior sector experts for a period of one year to the Montenegrin Ministry of Education. The feasibility of arranging study visits to Ministries of Education in member states will be assessed.

UNICEF: (Total budget for education in 1999: USD 1 million / donor appeal in 2000 : USD 1.4 million) UNICEF supports the MES in early childhood care and primary education, advocating the UN Convention on the Rights of the Child. Key areas of UNICEF assistance are supporting the education reform process and ensuring basic education to all children, including non-attendants and drop-outs. In-service training of teachers in active learning methods has been implemented since 1996, aiming at the capacity building of primary school teachers in a child-centred teaching methodology. In response to the IDP influx in 1999, UNICEF provided school furniture, educational equipment, textbooks, children's school materials to primary schools and internally displaced children from Kosovo. Teachers' training on creative problem solving strategies has started in 10 model schools to promote non-violent communication skills in classrooms in the post-war period. In addition, UNICEF facilitated the implementation of Non-Formal Education Programme for internally displaced children who are out of school, with support from MES and NGOs . A large number of internally displaced children out of school had access to basic education in NFE programme. The beneficiaries were first ethnic Albanian children who were displaced in spring and later Roma children displaced from Kosovo after the summer 1999. In year 2000, UNICEF plans to support the MES in the assessment of reform process and children's learning achievement, expanding the teachers' training on active learning methods, enhancing peace and tolerance education, and developing republican guidelines on community based early childhood care.

Open Society Institute (Total Budget for Education in 1999: \$500,000, Budget for 2000: \$647,000): Pre-school and primary school program aimed at developing individualized learning, parent involvement, and interactive teaching methods. The program, Step by Step, established 2 model kindergartens and 8 model primary schools. The program involves the Teaching Faculty from Niksi in order to improve its curriculum. The MES has committed to co-financing the program. The program is in its fifth year of operation in Montenegro. In higher education, OSI supports student scholarships for study abroad, faculty exchange programs, summer schools for young faculty, and sponsoring students at the Central European University. OSI is also providing support to MES in needs assessment, and capacity building in developing its overall reform strategy.

KulturKontakt: Countrywide seminar on "Education for Human Rights" in Kotor (Montenegro) for key persons in the field of education (September 24 – 25, 1999). 32 Participants: MES, Historical Institutes of Montenegro/Podgorica, Public Educational Institution in Podgorica, Faculty of Philosophy Niksic, Repre-

sentatives of pilot schools. Implemented in cooperation between MES, KulturKontakt, the Belgrade Centre for Human Rights and the Centre for Democracy and Human Rights in Podgorica. Content: Elements of the role of human rights in Education with specific emphasise on the actual situation in Montenegro.

British Council: In February 1999 a project on reform of foreign language education was proposed by BC (submitted to EC Obnova Program). The long term aim is to organize in-service teacher training – in all regions in MN. In the short term, BC plans to organize a month long professional training for 20 selected counselors, professors and English teachers aiming to strengthen them in project writing skills, base-line study and curriculum reform guidance. BC also launched a pilot project to introduce new foreign language textbooks in Montenegro. Beside that it is planned to help organize a conference for teachers of foreign languages as well as publishing the newsletter for promoting and fostering the implementation of the new teaching methods into schools.

Catholic Relief Services: Parent School Partnership Program brings community members together to learn and practice techniques of participation, consensus building and advocacy while implementing small projects that will improve learning conditions in schools. Presently 3 parent councils have been established (Podgorica, Tuzi and Petnjica) as mechanisms to provide their impact on schools. CRS provides capacity building training and grants for parent councils small projects.

World University Service (WUS) Austria (budget per university-semester DEM 450.000) is an NGO dealing with higher education and Human Rights. Present in Montenegro since 1998, it has – with the support of the Austrian Federal Chancellery – mainly conducted two programs aiming at infrastructural and academic reconstruction of the University. Projects were supported with up to DEM 20.000 respectively DEM 5.000. In addition to that, WUS has significantly helped the university to finance an efficient internet connection and runs an internet center with free access for all university members. Within its Academic Travel Support program, WUS also supports university members seeking to participate in international academic events. It organizes a whole range of language and computer courses, which are extremely popular with both students and the university-staff. In its new program, WUS Austria offers to co-finance events organized by university members, to implement innovative students ideas and to provide stipends for postgraduate and doctoral students within their research-projects. Recently, WUS has initiated and co-finances a university Center for Human Rights. On the basis of activities ranging from summer schools to curriculum-building, the center will contribute to deepen and disseminate the awareness of fundamental rights and freedoms, democracy and the rule of law among academics and the emerging civil society of Montenegro.

Appendices

Save the Children (US) In the area of education, SC (US) is providing recreational and after school facilities in several areas in Montenegro. SCF (US) also provides transportation to children and teenagers to attend the recreational centers. In addition, SCF (US) is also providing pre-school playrooms to approximately 1,000 children, including Roma, IDP, refugee and Montenegrin children. (About half of these are IDPs.) SCF (US) is also organizing classes on health topics and distributing vitamins to preschoolers. In 2000, Save the Children plans to develop Parent Associations which will oversee the management of the playrooms. Further training of playroom leaders will be conducted, including children's rights and working with children with disabilities.

Education Needs and Donor Activities (Table) – May not be complete or exhaustive. Further information on donor programs is welcome.

Needs	Active Donors
Educational Reform Strategy, Capacity Building of Ministry	Open Society Institute, UNICEF, EC Obnova
Teacher Education System	
Standards, Curriculum and Assessment Reform	
Quality Assurance	
Textbooks	
Teaching Methods	Open Society Institute, UNICEF, Save the Children
Early Childhood Education	Open Society Institute, Save the Children, UNICEF
Foreign Languages	British Council
Civics and Human Rights Education	KulturKontakt, WUS
Higher Education Reform	EC Obnova – planned
University / Faculty Support	World University Service – Austria, OSI
School and University Libraries	
Refugees and Internally Displaced Education of Minorities	UNICEF, Save the Children, Swiss Disaster Relief Roma – UNICEF, Albanian – none
Educational Supplies and Equipment	
Computers and Internet	WUS – University level
School Reconstruction	CRS, SCF US, SDR, UNICEF, COOPI, UNHCR, HELP
School Furniture	(provided for IDPs – see above)

Table 6: Activities of Donors in Education

CONCLUSIONS

Reform Strategy Development and Reform Implementation: The MES has identified ready partners in OSI, UNICEF and EC in building its capacity to develop an

overall vision and strategy for education reform. This process will take place over the next 6–9 months, and will include consultations with stakeholders as well as technical assistance to the MES. Far greater donor involvement will be necessary to put this strategic vision into action at the level of teacher education, textbook development, quality assurance mechanisms, school improvement and community involvement, meeting the needs of minorities and disadvantaged pupils, addressing the issue of early drop-outs and non-attendants, and many other areas.

Educational Facilities: The Montenegrin education system is facing serious challenges and hardship. The extremely poor situation of many of the educational facilities needs urgent attention. It is commendable that the Ministry has placed the process of reform as its top priority. Nevertheless, donor support for improving the learning environment will be essential in order to provide the necessary conditions for educators to meet basic needs of pupils. Furthermore, without such support, it will be difficult for the MES to build consensus for reform if parents, teachers and students are faced with freezing classrooms, leaking ceilings, broken windows, non-functional blackboards, poor furniture, and overcrowded classrooms.

Textbooks and Learning Materials: Active engagement of the donors will be needed to fund the development of new textbooks in keeping with curricular change, as well as the capacity building of the publishers, authors, the Ministry and other actors in order to engineer the change of content and presentation. Foreign language textbooks from bilaterals, such as UK, France, Italy and Germany will help in revitalizing modern language teaching. In addition to an effort to renew textbooks, supplemental materials such as maps, reference materials, ABC visual aids, and other items to enrich the classroom environment could make an important difference to teachers and students.

Opportunity for Development: There is a great opportunity for educational change and renewal in Montenegro at the moment. The government is open to working with donors, and it is ready to take on the hard challenges that reform will bring. Educators, parents and students have endured a difficult decade, and expectations are high that improvements are on the way. The school network is small, comprising only about 600 school buildings. Thus, well-coordinated interventions of the donor community could make a substantial impact on all schools in Montenegro.

COUNTRY REPORT: SERBIA

(Source: Vigor Majić, Petnica Science Center, Valjevo, Yugoslavia)

EDUCATION IN SERBIA¹

GENERAL DATA

Serbia is located in central South-East Europe, on the main road and traffic routes between Central Europe and the Near East.

It covers the area of 88,361 square km (including Kosovo).

The north of the country is flat, and moving south the uplands gradually turn into mountainous areas with the highest peaks rising above 2000 meters above sea level.

Without Kosovo, Serbia has about 7.5 million inhabitants – 95 per sq. km.

Average family has 3.2 members.

About 1.5 million or 20% of Serbia's population belongs to more than 15 different ethnic groups (estimated data for year 2000):

SERBS	6,000,000
HUNGARIANS	380,000
MUSLIMS (as ethnic group)	160,000
CROATIANS	120,000
MONTENEGRIANS	110,000
ALBANIANS	80,000
SLOVAKS	70,000
ROMANIANS	55,000
MACEDONIANS	50,000
BULGARIANS	30,000
NON-SERBS & NOT DECLARED	550,000
OTHERS	30,000

The number of Roma people is very unclear varying (depending of source) from under 100,000 to over million.

There are near 600,000 refugees from Bosnia and Croatia and about 250,000 refugees from Kosovo.

The natural population growth recorded a sharp drop over the last ten years, from about 2.5 (per 1000) to -2 (estimated for 2000). Annual number of births is about 95,000 (compared with about 146,000 in 1948).

For the year 2000, the infant mortality is estimated at 17+/-2, and is continuing to increase.

About 28% of the total population are young people and children up to the age of 19.

¹ NB: Region Kosovo not included.

The mean life expectancy is 65 years for men, and 72 years for women. The mean age is 35 years.

The overall literacy is about 93% (between 10 and 19 years = 99%). However, according to UNESCO indicators, over 65% of work capable population is functionally illiterate.

Over 65% of population lives in cities, but large areas in Vojvodina and in central Serbia remain rural.

ECONOMY

It is very difficult to give relevant parameters of the economic situation because of the country's specific position (UN sanctions and economic isolation), but the most significant fact is an almost fivefold fall of the GNP in 2000 compared to 1990. The GNP per capita stands at about USD 700 and average salaries have radically decreased to about 10% compared to 1990.

GNP per capita is about USD 700 and the average salary is radically decreased to about 10% compared to 1990.

The average monthly net salary in education is less than USD 40.

The public expenditure in education is about 5.5% of GNP and less than 200 USD per students a year.

EDUCATION

School education starts at age of 7. Eight-year primary education is compulsory.

Secondary schools are mostly four year long, both general (grammar schools, gymnasiums), art schools, and various types of vocational schools.

There are two main types of tertiary education – colleges (2–3 years), art academies and university (4 to 6 years).

Special education (education for young people with mental or physical disabilities) is organized through a separate network of schools and, in some cases, through regular schools.

For some ethnic groups primary and secondary education is available in their respective mother tongues (Hungarian, Albanian, Romanian, Slovakian, Bulgarian) – 284 schools with 50,000 students.

The education is fully state-controlled (Republic of Serbia) through two ministries – Ministry of Education and Ministry of University (Advanced) Education. There are only two private secondary schools and one private university.

The number of school going children – school contingent (average and rounded number of 9-year old children) is about 100,000.

Appendices

	No. of schools	No. of students	No. of teachers	Student per teacher ratio
primary	3600	760000	44000	18
secondary	470	310000	24000	13
tertiary	120	180000	9500	19

About 30% of the child population under 7 years of age attend pre-school educational programs or institutions.

In primary schools, the first grade enrollment ratio is about 98%, but about 72% finish the 8th grade.

Net enrollment of appropriate age group in primary education (grade 1–8) is about 94%, in secondary education – 65%, and in tertiary education – 25%.

Schooling expectancy for a 5 year-old child in 1999 is about 13 years.

Differences among cities and rural area are significant in the most of educational indicators, especially in the rate of students who leave primary or secondary education.

The ratio of students per teacher is 20 for pre-school institutions, 18 for primary schools (8 grades), 13 for secondary schools (grade 9–12), and 19 for tertiary education.

Intensity of education expressed in hours of instruction a year for 9 year-old pupil is 756 and for 14 year-old pupil is 1104 hours.

School facilities (buildings, equipment, libraries) are in an appalling condition.

Out of about 5,500 school buildings, 25% are older than 60 years. More than 55% buildings need partial or complete reconstruction.

In the 1998 earthquake some 60, mostly village schools, have been damaged, and in the spring of 1999, during the NATO bombardment, additional 150 or so schools were damaged, some beyond repair.

More than 25% of schools (primary and secondary) are not connected to any type of sewage system. About 45% schools are connected to public water supplying system.

Less than one third of schools have a separate room for the school library.

Since 1991 hardly anything has been invested in the new teaching equipment. A majority of school labs and cabinets are equipped with instruments older than 30 years, with most of this equipment not in function anyway. There are very few computers in schools. In primary schools (grade 1–8) there are about 300 students per one PC-computer. In secondary schools the ratio is about 1 PC-computer per 100 students. Less than 10% secondary schools are in some way connected with the Internet, but only about 2–3% has permanent access.

Although the public schools (i.e. almost all primary, secondary, or tertiary schools) are financed from the state budget (and, in a small part, through local communities), and the educational process is, by low, free of charge (except for

part-time studies in some secondary schools and for part-time studying in higher schools and universities), there is significant costs to be pay by students (families) for books, learning aids and tools, extracurricular programs, additional education, etc.

Since 1997 there is increasing number of hours and days lost in schools because of strikes. In spring 1999 because of NATO bombardment the school-year has been broken and students lost about 12 weeks.

Actual problems

1. Impoverishment

The consequence of a deep economic and political crisis in the country, further intensified by the UN sanctions, economic isolation, and a high number of war refugees from Bosnia and from Kosovo, is a general impoverishment of population. Owing to the restructuring of the government's political priorities, the education ceased to be in the focus of social and political interests as long as two or even three decades ago. In education the public expenditure per student has been drastically reduced. From close to \$ 1,000 in 1990 it dropped to less than \$ 100 in 1999. Today teacher average salaries are almost ten times less than ten years ago and are much lower compared to the salaries in some other professions. More than 55% of school buildings are in need of partial or complete renovation. Investments in teaching equipment, literature, and extracurricular activities have been reduced almost to nothing.

2. Inadequate Educational System

The excessive centralization in the period since 1991 has blocked local initiatives, links between schools and local communities, the teachers' active position in designing the educational process, and, even, the school initiative in looking for practical solutions to education-related urgent needs. School headmasters (principals) are directly appointed by the minister of education and regime-linked political parties have crucial influence in the nomination process. Any sign of disobedience is punished, mostly by dismissal. A teacher can be fired if using textbooks other than the ones strictly prescribed by the minister of education. More than 98% of textbooks for primary and secondary schools are published by a single centralized institution controlled by the government.

A centralized curriculum, the absence of initiatives, as well as poor links with the local community hold back the schools from adapting their programs to actual local needs. In turn, this creates numerous problems in the education of ethnic minorities and refugees.

3. Teacher Drain

Although this problem is strongly linked with the general problem of impoverishment, it needs to be analyzed as a specific problem, very likely to affect the future,

“post-crisis” development of the education in Serbia. Although there are no official data on the personnel restructuring in schools, there is evidence that a considerable number of teachers are thinking of leaving and looking for better paid job outside the profession. Two key categories have a better chance of achieving that: young teachers and scientific workers who are already respected in the local community as highly successful and innovative. Education, as a career, is among the less attractive ones, and very soon the Serbian education will be faced with the acute lack of trained and qualified personnel. The classical “brain drain” affected by the general crisis and, especially, by the war, has already left its mark on the universities. Some faculties have lost more than 80% of their young, most promising, teaching and research staff.

4. Teaching and Learning Methods

Traditional education based on the strong authority of teacher, transmissive learning style that needs more memorization than creative and analytical thinking, leaves no room for teacher’s creativity and flexibility, and blocks any active cooperation of children and the active involvement of parents and local community in the educational process. The lack of appropriate teaching equipment, no investments in school libraries and information sources, and inadequate updating of teacher’s knowledge, are additional causes of poor teaching practices. Combined with a decline in teachers’ motivation and the general political and economic situation in the country, it makes the school education in Serbia one of the most critical points in the transition process.

5. Sanctions and Isolation

UN sanctions and, especially, economic isolation have affected the education in Serbia in many ways. There is no production of the teaching equipment and instruments in Serbia. Even the simplest microscope, overhead projector, TV set, wall chart, transparency, most of chemicals, etc. have to be imported. The consequences are enormous prices. The complicated visa regime makes it almost impossible for teachers to travel outside the country. Hence, there are currently no teacher or student exchange programs.

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Special thanks to Prof. Ivan Ivić for his precious contributions and suggestions.

The published data are collected or estimated from existing data (SYY98, census data, Serbian Ministry of Education, UNICEF reports and analyzes, Petnica Science Center’s documentation, oral consultations with experts).

The estimation of actual trends are based on various types of data (including data from unofficial and private sources) and assumed on relatively uniform non-catastrophic development of economic, social, and political situation in the country.

Strategies of Educational Reform in South East Europe Countries

Objectives

i.e. what can be done without cooperation with government

<p>1</p> <p>Strategy</p> <p>Short-term goals</p> <p>Long-term goals</p> <p>Comments</p>	<p>To intensify the in-service training and other types of professional training for primary and secondary school and university teaching staff.</p> <p>To organize relevant training programs, develop resource centers, establish good quality cooperation with teacher associations, organize short- and medium-term international exchanges and study visits; to join the existing UNICEF, Fund for Open Society, AAEN, Petnica Center, and other NGO programmes.</p> <p>To improve the quality of education, bearing in mind the financial difficulties and the lack of modern equipment and literature.</p> <p>To build up the local capacities in anticipation of the reform of the entire educational system.</p> <p>In the situation of an intensified drain of good teaching staff from schools and universities, and with the international community unable to provide assistance for higher salaries of the teaching staff, a demonstration of readiness to facilitate professional development could prove extremely effective in keeping enthusiastic teachers in schools and in introducing new methods through which the quality of education would be improved.</p>
<p>2</p> <p>Strategy</p> <p>Short-term goals</p> <p>Long-term goals</p> <p>Comments</p>	<p>To supply schools with serviceable equipment, teaching tools, and literature.</p> <p>To ensure financial or material assistance for the provision of school supplies through the existing UNICEF and Fund for Open Society programmes, or through teachers associations and independent teacher unions.</p> <p>To decelerate (slow down?) and (eventually) enhance the quality of the teaching process; to demonstrate good-will and readiness on the part of the international community to assist the education as the key factor of the transition process.</p> <p>To strengthen the basis for the future educational reform processes</p> <p>At some level, it must be done in cooperation with the government, even the local authorities.</p>
<p>3</p> <p>Strategy</p> <p>Short-term goals</p> <p>Long-term goals</p> <p>Comments</p>	<p>To support the local capacity build up for the educational reform.</p> <p>To fund research projects, field study projects, training programmes, student/teacher exchanges.</p> <p>SHORT-TERM GOALS</p> <p>To identify the actual local situation, facilities, problems and needs. To prepare educators as well as students, parents, and local community for necessary improvement and transformation of educational system and practice.</p> <p>To prepare the basis for the reform of the educational system.</p> <p>For the actual Serbian regime, education is among the top strategic questions and it is to be expected that government is ready to do many things to prevent such "independent initiative".</p>
<p>4</p> <p>Strategy</p>	<p>To support local initiatives, especially the initiatives coming from schools and teachers.</p> <p>To fund projects, meetings, the development of teaching & learning material directly or through the existing international or national institutions and foundations.</p>

Appendices

<p>Short-term goals</p> <p>Long-term goals</p>	<p>To keep good, enthusiastic, and ground-breaking teachers in schools, to encourage local initiatives, and show that solutions to many real problems can be achieved locally.</p> <p>To make teachers, school administration, and school as an institution, more flexible, and improve links between the school and the local community. To support the capacity build up for the anticipated educational reform process.</p>
<p>5</p> <p>Strategy</p> <p>Short-term goals</p> <p>Long-term goals</p>	<p>Support to non-formal and alternative education as a possible way to introduce new teaching methods, new ideas and concepts.</p> <p>To finance projects, support the existing NGOs, training programs, student/teacher exchange, local and regional programs, workshops, meeting, training programs, camps, youth projects.</p> <p>To promote and expand the existing good practices and innovative programs, expand the networks of non-formal and alternative education programs, keep good and enthusiastic teachers if not in schools, then in educational activities.</p> <p>Capacity building for the expected reform processes.</p>
<p>6</p> <p>Strategy</p> <p>Short-term goals</p> <p>Long-term goals</p> <p>Comments</p>	<p>Support to the existing minority education programs, special education (education of people with physical or mental difficulties), and education of refugees, especially the Roma education.</p> <p>To provide a more substantial financial support to the existing and new projects, training programs for trainers and local activists, exchange programs; to purchase the teaching equipment and books for schools and local communities, to support media programs.</p> <p>To halt a decline in the quality of teaching and the enrollment of pupils and students in the existing minority education programs; to increase the Roma children enrollment in special and regular education, to increase the public interest and understanding of minority education and bilingual/transcultural education in multicultural/multiethnic communities.</p> <p>To establish multicultural education in every multicultural community. To successfully integrate all Roma children in regular primary and secondary schools.</p>
<p>7</p> <p>Strategy</p> <p>Short-term goals</p> <p>Long-term goals</p> <p>Comments</p>	<p>Support to life-long job-oriented educational programs.</p> <p>To assist the existing programs and projects; to provide a special support to new projects for undeveloped regions, refugees, and the Romas; to organize the training of trainers, to fund publishing activities and media programs.</p> <p>To increase the participation in the in-job education projects and the training of people with low education levels and the unemployed in order to reduce the unemployment rates and stimulate the growth of small and medium size private companies.</p> <p>To restructure the existing labor force and make it more adaptable to rapid changes in science and technology, the local and global markets.</p>

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SEMINAR PROGRAMME

Wednesday, 7 June 2000

20.30 – 22.00 Meeting of moderators and country report presenters

Thursday, 8 June 2000

- 9.00 – 9.30 Opening address
Jean Pierre Titz, Council of Europe
Neli Dimc, Open Society Institute – Slovenia
Viljana Lukas, Ministry of Education and Sport, Republic of Slovenia
- 9.30 – 10.15 “Strategies of Educational Reform: from concept to realisation” – Lessons learned
Pierre Laderriere, general rapporteur of the Prague symposium of the Council of Europe (1999)
- 10.15 – 10.45 Thematic review of the state of education policies in South Eastern Europe and the creation of national and international network of experts
Ian Whitman, OECD, Chair of the Working Group General Education (Task Force Education and Youth of the Enhanced Graz Process)
- 10.45 – 11.15 Coffee break
- 11.15 – 11.45 Conceptualisation of change in the system – consensus building around concepts, legislation and related topics
Jan Sokol, Czech Republic
- 11.45 – 12.15 Curricular reform process
Ivan Svetlik, Andreja Barle-Lakota, Slovenia
- 12.15 – 12.45 Implementation of curricular changes
Maria do Rosario Mendes, Portugal
- 12.45 – 13.15 Evaluation and assessment of inaugurated change
Helmut Bachmann, Austria
- 13.15 – 15.00 Lunch break
- 15.00 – 16.30 Plenary discussion
- 16.30 – 17.00 Coffee break
- 17.00 – 18.00 Plenary discussion (continued)
- 19.30 – 21.00 Reception

Strategies of Educational Reform in South East Europe Countries

Friday, 9 June 2000

- 8.30 – 10.00 National presentations: state of education in respective countries – work in groups
Groups: Albania, Bosnia and Herzegovina, Croatia, Kosovo, Macedonia, Montenegro, Serbia
(NB: Detailed and specific agendas for each group for Friday and Saturday were agreed within the groups. Agenda for proposal for individual groups was prepared by country report presenters and moderators.)
- 10.00 – 10.30 Coffee break
- 10.30 – 12.00 Work on identification of main areas needing further expert review
- 12.00 – 15.00 Lunch break
- 15.00 – 16.30 Further elaboration of main areas needing change – work in groups
- 16.30 – 17.00 Coffee break
- 17.00 – 18.30 Further elaboration of main areas needing change – work in groups (continuation)
- 19.00 – 21.00 Buffet dinner

Saturday, 10 June 2000

- 8.30 – 11.0 Reconsideration of further steps needed in the reform in individual countries
- 11.00 – 11.30 Coffee break
- 11.30 – 13.30 Concluding presentation of the work of different groups
- 13.30 – 14.00 Conclusions
- 14.00 – 15.30 Lunch

The precursor to the OPEN SOCIETY INSTITUTE – SLOVENIA was the Slovene representative office of the Open Society Institute in New York, which began operating in 1992 under the name of the Open Society Fund – Slovenia with the aim of supporting and building the institution of an open society. In 1994, after changes in the law governing legal status, it registered as a private institution with a foreign founder and took the name Open Society Institute – Slovenia. The Institute’s founder and funder is George Soros. The institute is formally and functionally part of the Soros Foundation Network. The aim of the network is the linkage of programs and exchange of experiences relevant to the issues common to the countries in transition from closed to open societies. Since 1997 the network has had its own office in Brussels that promotes co-operation with the European Union, and observers status at the Economic and Social Council (ECOSOC) at the United Nations.

CPZ-INTERNATIONAL CENTRE FOR KNOWLEDGE PROMOTION, was established in 1999 by two experts, working in the field of educational policy, assessment and examinations. It is a research and development organisation, aiming to promote knowledge in different fields, building up groups of leading experts from different countries. The main field of interest is education and activities linked to it: analysis, development and advising on education, assessment and certification systems, quality assurance and quality control in education systems and processes. The Centre aims to introduce new, information technology supported systems and to apply modern analytical methodologies. CPZ International is building its reputation on the results already achieved by its founders in the National Examinations Centre, Slovenia, and on the work that has already been done since then, both in Slovenia as well as in a number of international projects.

