

**EDUCATION FOR DEMOCRATIC CITIZENSHIP AND MANAGING OF DIVERSITY POLICIES IN  
SOUTH EAST EUROPE:  
STOCKTAKING RESEARCH PROJECT**

**Country Report: The Republic of Macedonia**

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## INTRODUCTION

This report is a contribution to the Stocktaking Research on education for democratic citizenship (EDC) and managing of diversity (MofD) policies in Southeast Europe. The research was designed within the activity plan of the EDC/diversity Working Group of the Stability Pact/Enhanced Graz Process and the Council of Cultural Co-operation.

The aim of the report is to describe and analyze the national EDC/MofD policies and their implementation in the Republic of Macedonia. This implies that such policies really exist and that they could be described and analyzed. Inspired by this working hypothesis the report is a result of the effort to decode the presupposed EDC/MofD policies of the Republic of Macedonia.

The report, as well as the Stocktaking Research project as a whole is designed according to the methodological guidelines agreed at the first meeting of the research team.<sup>1</sup> The report and the Research are based on the conceptual framework developed by the Project "Education for Democratic Citizenship"<sup>2</sup> and the relevant Council of Europe documents on EDC.<sup>3</sup>

Within such a framework the Macedonian EDC/MofD policies are analyzed at three levels: the place of EDC/MofD considerations and policies within the general legislative frameworks of the public education system; the policy implementation measures; and the practitioner's information and understanding of the relevant EDC/MofD policies. The first two levels of policy analysis are described in terms of their provisions and achievements in the areas of curriculum development, structural and organizational arrangements, and teacher training. The description of all three areas is further extended to encompass several cross cutting issues relevant to EDC/MofD such as life-long learning; research and policy development; international cooperation; quality assurance and information; communication technologies and finances.

## 1. NATIONAL CONTEXT

The transition process in Macedonia during the last 10 years was marked by several structural and political processes: independence and state-building; nation-building and the societal integration of ethnic minorities; international recognition and integration; transformation of the social capital through privatization and liberalization of the economy; democratization of the political system. As a cumulative effect, all these processes have created specific transitional socio-economic, political and cultural milieu for education reform and for introducing education for democratic citizenship and managing of diversity programs into the educational system.

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<sup>1</sup> For more operational definition of the thematic guidelines see the Draft Report on the first meeting on Stocktaking research on EDC policies in SEE (Enhanced Graz Process), 19-19 February 2001, Strazbourg.

<sup>2</sup> *Basic concepts and core competencies for education for democratic citizenship*, CoE, DGIV/EDU/CIT (2000) 23; *Education for democratic citizenship: a lifelong learning perspective*, CoE, DGIV/EDUCIT (2000) 21; *Strategies for learning democratic citizenship*, CoE, DESC/EDU/CIT (2000) 16; *Sites of citizenship: empowerment, participation and partnership*, CoE, DECS/EDU/CIT (99) 623 def. 2;

<sup>3</sup> *Declaration and programme on education for democratic citizenship, based on the human rights and responsibilities of citizens; Recommendations 1346 (1997) on human rights education; Recommendation 1401 (1999) on education in the responsibilities of the individual; Draft common guidelines for education for democratic citizenship.*

Until very recently, most of the reports from Macedonia used to emphasize its comparative social, political and cultural advantages in general and its educational achievements in particular. Despite the fact that the societal milieu was not very pleasant, and even more in spite of the fact that the country is located in the heart of the Balkans - one of Europe's most turbulent regions - the Republic of Macedonia has maintained peace and stability. Peace and stability provided the necessary context for educational reforms and for undertaking the first policies for introducing EDC/MofD.

Unfortunately, the present situation is radically different. It is the result of the negative trends of the last three years. Starting from 1999, when the country over a period of 3-4 months experienced the enormous influx of (over 360.000) refugees from Kosovo, socio-economic and political trends shifted backward. Since then, maintaining political, security and economic stability in the country has been a permanent challenge.

The situation escalated in March this year when the country experienced occupation of part of its territory by the so-called National Liberation Army (NLA), a Kosovo based paramilitary organization and wing of the Kosovo Liberation Army (KLA). As a result the citizens of the country have been forced to experience most of the well-known consequences of the war.

Still, even in the war context, the concepts of citizenship, EDC and managing of diversity show their real relevance. They are among the fundamental principles of the agreed framework for peace talks that are under way in the country. Although some of the basic ideas behind these concepts, such as the idea of human rights, have been spoiled by the terrorists - presenting their war against the Republic of Macedonia as 'struggle for more human rights for Albanians in Macedonia' - most of the citizens understand that civic values, attitudes and skills acquired and learned during the previous years of peace and stability provide capacities that enable them to overcome the situation. That is why the author believes that the EDC/MofD policies, which are described below, will survive the present challenges and will be further upgraded to support long lasting peace and democratic development of the country.

## 2. POLICIES AND LEGISLATIVE BASE

### 2.1. General Considerations

The negative economic and political trends of the previous years were accompanied by centralization of management and administration in the public education system. The primary and secondary educational systems are highly centralized and controlled by the Government. The higher (university) educational institutions enjoy constitutional autonomy although their finances also mainly come from the State budget through the Ministry of Education and Science (MES). Private schools and higher education institutions are just emerging.

Education policy at all levels is under the authority of the MES, run by the Minister, who is a member of the Government. The educational institutions within the MES (The Bureau for Development of Education, BDE; The Education Inspectorate, and the Pedagogical Office) are under the control of the Minister. Schools have no autonomy in regards to the curricula, which are national.

There is constant pressure for decentralization, coming from parents, schools, NGOs and some political parties. As a result, certain forms of participation of local communities and citizens have been established at level of preschool, primary and secondary schools (Parents and representatives from the municipalities participating in the School boards). The new Law on Local self-government, which is before the Parliament, envisages stronger measures for decentralization.

An unbiased analyst observing the period of independence (10 years), would probably argue that here we cannot find anything that could be, by strict conceptual definitions, called consistent educational policy. On the other hand, a friendly critic of this period could confidently argue that from the beginning of this decade until its end, there is an implicit educational *policy of day-by-day survival*. Of course such a policy is not something planned and applied in advance. It is more a matter of routine adaptation to the changing environment, which is preoccupied with other more relevant problems and priorities than education. This does not mean that there have not been attempts to develop a coherent and strategic general educational policy, or at least to define its normative frameworks. But, in practice, there is hardly anything like a definite course of action adopted by the Government or other educational authorities.

At the normative level one could distinguish four such frameworks. Only one of them has been, in one way or another, translated into recognizable educational policy measures that produced visible outcomes of interest here. It is important to emphasize that its provisions are still relevant and in force today, although after its adaptation in 1995, two alternative normative frameworks for education reform were promoted.

*The first normative framework* was initiated in 1991 when the first Government after independence defined the main directions for education changes at the preschool and the primary education systems. This strategy simply reflected the need for education change, but it was primarily directed towards "*continuation of advancement and development of teaching-educative ... activities*" (meaning that its latent mission was reformist - reform of the already existing education systems, and not their fundamental changes).<sup>4</sup> Within such a framework there was no place for innovations. This is why education for democratic citizenship was not

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<sup>4</sup> *Education for all* (Report 2000) Skopje, 1999: 7

even envisioned as one of the education policy's desired goals. On the basis of the adopted Government initiative, in the next two or three years, educational institutions (one *ad hoc* established Working group and the Pedagogical Institute of Macedonia), in 1994 developed and offered to the Government three different "*global projections* on the advancement of pre-school, primary and secondary education".<sup>5</sup>

The Ministry and the Commission for Development and Innovating Education (established in 1992) did not respond to these drafts, and it failed to enact long-term strategy. The reasons have not been elaborated. Yet, based on his own interviews and contacts with educational authorities from that period, the author is confident that the Minister opted for a more pragmatic approach (day to day policy of survival). The Ministry of Education did not hold a favorable view of long term strategic planning - not simply because of lack of capacity to plan educational change (for a highly changeable and unstable environment), but also because, at this time, the country was over-run by educational project proposals and initiatives from "partners" from abroad. They were offering much needed financial resources.

This approach, at the end of 1994 and the beginning of 1995, resulted in the adoption of the *second normative framework* for educational policy. It was strictly pragmatic: "The Ministry and the Educational Institute ... believe that there is no time to wait any more (but not to rush either)" with the general educational strategy.<sup>6</sup> Instead, both institutions worked together to define the priority issues and needs in education. The pragmatic nature of this policy is found in the provision that defines as priority those issues which would not depend on the new, i.e. the expected or envisioned systemic changes; issues without a disputable perspective. Such innovations were found in the field of "education technologies and other didactic and methodological aspects of teaching-educative work."<sup>7</sup> This approach is still in practice today, and provides the main framework within which the first and still ongoing EDC/MofD projects have been introduced. This approach will be described in more details later. Before that, we will shortly present the two other attempts from this period to define strategic and long-term framework for educational policy.

*The third* educational policy framework is found within the *National strategy for development* of the Macedonian Academy of Art and Sciences. It was adopted by the Government in 1997 and defines the global development trends of the Republic of Macedonia. This document, partly financed by the UNDP, stipulates the following desired goals of future education changes:

1. Further democratization of teaching and education, concerning:
  - creating assumptions for optimal development of each student ... with special attention to the talented;
  - equal educational conditions, regardless of gender, social and material status, religious or national belonging
  - decentralization of teaching and educating activity, increase of local self-government participation and of participation of parents and other interested citizens, teachers, pupils and students

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<sup>5</sup> Petrov N. Global projection on development, transformation and innovation of teaching and educational system in Republic of Macedonia, Skopje 1994; Stojanovski T., Global projection on advancement of preschool, primary and secondary education, RIAEU, Skopje, 1994; and Popovski K. and others, Global projection on changes and advancement of preschool, primary and secondary upbringing and education in the Republic of Macedonia, RIAEU, Skopje, 1994.

<sup>6</sup> *Education for all* (Report 2000) Skopje, 1999: 7

<sup>7</sup> *Education for all* (Report 2000) Skopje, 1999: 8

2. Increase of formal education for youngsters and adults...
3. Improvement and efficiency of teaching and education on all levels...
4. Detection and elimination of conditions which produce functional illiteracy..."<sup>8</sup>

In practice, the Strategy has not been translated into an operational educational framework or policies. For example, this document is not even mentioned as relevant in the latest (fourth) strategic document *Education Development Strategy (EDS)* adopted by the Government in February 2001.<sup>9</sup>

The EDS is the *fourth strategic document*. It was developed and enacted on the base of the contract signed (in 1999) between the Government (the Minister of Education), the World Bank and the Kingdom of Netherlands. After the *Draft Strategy* was finished it was open for broad public discussion. On the basis of it, the Government in February 2001 adopted the final document.

EDC/MofD is an explicit component part of the *Strategy*. For the first time it appeared in the *Draft Strategy*, which placed the idea of citizenship and, in connection with it, EDC/MofD at the core of the mission of the education system in Macedonia.<sup>10</sup> The present document critically evaluates the previous achievements in the field of EDC/MofD and opts for developing "higher-quality" teaching materials for civic education; changing the history teaching approach; European integration and multi-linguism.

In its matrix of priorities for the period 2001-2010 the *Strategy* envisages "clear civil education" concept and practice until 2004. The needed finances for that purpose (0.7 MEuro) are expected to come not from the state Budget but from donor funds. Basically the same financial measures apply for the changes in history teaching, and multi-linguism.

EDC/MofD policies, as well as the educational policy in general, in Macedonia, is based on the following legal texts:

- International agreements and conventions which, if ratified in accordance with the Constitution, become part of the internal legal order and cannot be changed by law (Art. 118 of the Constitution)
- The Constitution, adopted in November 1991

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<sup>8</sup> *National strategy for development*, cited according to *Education for all* (Report 2000) Skopje, 1999: 9-10

<sup>9</sup> *Education Development Strategy 2001-2010*, The Ministry of Education and Science of the Republic of Macedonia, February 2001.

<sup>10</sup> As for illustration, the Draft Strategy stipulates that: "*education plays key role in development of democracy and civic society... and in defining the place of Republic of Macedonia in the integration processes*". It explicitly values human rights, the rule of law, citizens participation, democracy, national and civic identity, respect for cultural and linguistic diversity, pluralism, multiculturalism, and European citizenship. Nacrt Strategijja za razvojot na obrazovaniето na Republika Makedonija (*Draft Strategy for Development of the Education in Republic of Macedonia*), Ministry of Education, Skopje 2000: 22.

- The Laws on different levels of education (primary, secondary and higher education)
- Government decrees and decrees of MES

Constitutional base. The newly introduced EDC/MofD programs and projects, as well as legislation initiatives and solutions, are based on the constitutional right and responsibility of citizens and of the State on education. According to Article 44 and Article 50 of the Constitution, citizens have the right to be informed about their rights and freedoms. Such provisions are in accordance with the already ratified international agreements and conventions. These norms, taken together with the provisions regarding the cultural and national identity of citizens form a solid constitutional base for developing democratic values and respect for diversity through all levels of the public education system. Based on such constitutional provisions and international agreements, new legislation on education was enacted which further determined the conditions for fulfillment of the right on education.

Laws on primary (compulsory) and secondary education were established in 1995 and the Law on higher education in 1999. Although they are not based on a clear definition of the mission of education, they contain provisions that are relevant to EDC/MofD issues. They provide equal educational conditions for all, non-discrimination, guarantees for linguistic pluralism in schools (pupils belonging to national minorities have the right to be taught in their mother tongue as the language of instruction in primary and secondary schools, and in certain faculties at the University level); life long learning and other EDC/MofD concepts and values.

On the basis of this legal framework, and responding on the new initiatives (projects) from outside, the MES enacted new national educational plans (curriculums) for the primary and the secondary education where EDC was introduced.

## **2.2 Education for Democratic Citizenship**

### **2.2.1. Curriculum**

In order to cope with the new educational challenges, the institutions and agencies of the educational system have been involved in number of basically self-reforming efforts, without any significant public (political or academic) debate about the National Curriculum (NC). The best result of such efforts is represented in the newly reformed curriculums for primary and secondary schools, developed by the Pedagogical Institute of Macedonia (PIM) and, on the proposal of the State Pedagogical Council, enacted by the MES. Both of them are modeled according to the principles of the long-standing and self-perpetuating tradition of uniform, centralized, detailed and discipline-oriented education. Nevertheless, both curriculums (for primary and for secondary education) that were reformed in 1996 provide a specific place for civic education.

Primary education: Within the first reformed curriculum (1996), civic education was planned to be taught in grades seven and eight (pupils between 14 to 15 years of age), as a content element of the *History and Civic Society* school subject. Such placing of EDC in the curriculum was based on the definition of the fundamental mission of primary education:

- acceptance of and respect for human rights and freedoms as well as life in democratic society

- enable pupils to verbally and in a written way to express their ideas in the Macedonian language, and the members of nationalities (minorities) in their mother tongue.
- enable pupils to learn about the history, traditions and citizenship of the Republic of Macedonia, to learn foreign languages and to understand other cultures ...<sup>11</sup>

In the meantime this position of EDC (civic education) was changed. In the document that is today presented by the educational authorities as the valid curriculum for primary education, the above mentioned school course (*History and civic society*) somehow has lost its 'civic education' component. According to an official publication of the MES, pupils in the seventh and eight grades will have only *History* instead of that course.

This change in the structure and content of the courses is not based on changes in the previously described definition of the fundamental mission of primary education. That is still the same, but it is no longer clear how is it going to be reflected in the curriculum.<sup>12</sup> According to the statements given by interviewed representatives of the MES, the idea behind this is to introduce EDC through a range of subjects, through other forms of school activities such as homeroom classes; and through extra-curricular activities.<sup>13</sup> All the projects that are at the moment active in this area are based on this concept - which is not publicly stated or published.

Secondary education: The place of EDC in secondary education (students between 16 and 19 years of age) is different in the curriculum for VET than in the curriculum for general (gymnasium) schools. The VET curriculum introduces *Civic Education* as a separate course. Here too, civic education is introduced as a vehicle for reaching the primary goals of the secondary school, defined as:

- international dimension and global character of education
- understanding and respect for all nations and their cultures and civilizations, including the domestic ethnic cultures;
- appreciation of rights and responsibilities of individuals, social groups and nation-states;
- understanding of the need for international cooperation and solidarity;
- readiness to contribute to the resolution of the problems and conflicts of the community, country and the world as a whole;
- maintenance of peace;
- respect for human rights and to the struggle against all forms of discrimination<sup>14</sup>

The new curriculum for general (gymnasium) education is in the process of change. According to the proposal developed by the Bureau for the development of education (BDE), EDC finds its place in the new curriculum. It is an element of the defined mission of the

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<sup>11</sup> Osnovno obrazovanie: soдрzina i organizacija na vospitno obrazovata dejnost (Curriculum for the Elementary Education) PZ, Skopje, 1997.

<sup>12</sup> Osnovno obrazovanie: predmetna nastava (Primery Education: Subject teaching) Ministry of Education and Science, Skopje, 2001.

<sup>13</sup> For the purpose of this report the author interviewed the Vice Minister for science (responsible for 'civic education projects' in the whole system) and the Director of the Bureau for Development of Education.

<sup>14</sup> *Programska struktura na srednoto obrazovanie* (Program structure of secondary education), Ministerstvo za obrazovanie i fizicka kultura, Pedagoski zavod na Makedonija, Skopje, 1996: 8-9

gymnasium: "pupils to develop ... humanistic, moral, aesthetics and *civic values*, and to be prepared for life and work in the spirit of peace, cooperation, mutual respect and understanding.' Following these declarative provisions, the syllabus, as well as other school activities, shall provide opportunities for the pupils to develop a sense of affiliation to the Republic of Macedonia; responsibility for freedom and tolerance, peaceful coexistence, and respect for all citizens regardless of their religious, ethnic and social differences; to maintain and develop the culture and traditions of the Macedonian people and the nationalities in the country, and to acknowledge other cultures and civilization values.<sup>15</sup> For these purposes, EDC is due to be delivered through specific curriculum inserts (Civic culture or Political System as optional courses) and through a range of subjects (in particular through Sociology and Philosophy courses).

In general the above described curriculum provisions demonstrate that educational authorities have had very strong *positive normative commitment* to educate the citizenry for life in a society that respects human rights and freedoms and its internal diversity. The official documents for primary and secondary education have incorporated the norms and values of democracy, citizenship, diversity, European integration and so forth. Peace, stability and democracy are defined as principle goals of the school.

There is hardly anything to add to these provisions. One could say that EDC in Macedonia has a good, and comparatively better, starting position - it has an official status within the national curriculums. Yet, there is long way to go. One open and very controversial issue, which affects the very place of EDC in the curriculum, is the particular content which the specific curriculum inserts or other courses should provide for the pupils - what kind of information, knowledge and ideas, what skills and capabilities, and what values and personal dispositions?

From this perspective the present EDC scene is very diverse: from programs covering only one or two single concepts, ideas, skills of values, to programs covering a whole range of eclectically chosen topics. The content usually comes with the money that supports the implementation of a particular EDC/MofD program. This practice is also reflected in textbooks and other teaching materials.

### 2.2.2 *Structural/organizational*

The arrangements for the government and management of schools are determined by Law. Both the Law on primary education and the Law on secondary education have special sections dealing with these issues. Present legal provisions reflect democratic principles and basic human rights. All schools are open to all citizens under equal conditions determined by the Law, regardless the gender, race, colour, nationality, social origin, political and religious affiliation. Persons belonging to national minorities have the right to be instructed on their mother tongue.

Schools are governed by School boards that represent the interests of all parties involved in the educational process: the founder of the school, parents (through the Parents Council), teachers (representatives) and local community (only for Primary schools and upon appointment by the local authorities). Pupils are not represented directly, but indirectly by their parents.

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<sup>15</sup> *Se za novata gumnazija*, Biro za razvoj, Skoje2001. p. 8.

At the level of management of schools, the school principals are appointed by the Minister of education in consultation with the Bureau for education development and the School board.

The Laws are silent on the question of the inclusive school ethos as a precondition for the achievement of the goals of EDC. Nevertheless, the issue of democratic school ethos itself is considered to be one of the global developmental goals of the educational reforms. The above-mentioned *Draft strategy* for the development of education was very explicit on this issue. It realized that changes in the dominant 'pedagogical culture' are a precondition for the acceptance of the norms and values of democratic citizenship. In this respect, the 2001 national report on the development of education tells of efforts directed towards "further democratization of teaching and education (by creating preconditions for individual development; equal conditions for education; decentralization of the system of government and management of the teaching-educative process).<sup>16</sup>

### 2.2.3 Teacher training

The dominant opinions about the present situation in the field of teacher training (TT) in general are very negative and critical. This is true, in particular, for In-service Teacher Training (IST). On the one hand it is so because of the teachers themselves, who are not very motivated, but on the other hand, it is due to the educational system which doesn't provide stimulation for the permanent professional development of teaching staff.

Institutionally the IST is a responsibility of the Pedagogical Bureau (PB), within the MES. The IST is mainly carried out at seminars and workshops. It is almost exclusively designed and provided for the needs of individual projects. According to the information from the MES for the last two-three years some 15% of teachers from lower primary have been trained to implement the program Foundations of Democracy.<sup>17</sup> At the upper primary education about 8% of (classroom) teachers have been trained to implement the Project Citizen.<sup>18</sup> At the secondary education all sociology teachers in vocational schools (around 89 teachers) completed TT for teaching the subject *Civic Education*.<sup>19</sup>

One of the weaknesses of this practice is that, quite often, the same teachers participate in a few projects and receive differently modeled and oriented training. Following their legitimate logic concerning success, each project manager is interested in mobilizing the most motivated and most often younger teachers. As a result of that, a considerable number, if not the majority, of teachers have not been reached yet. The present model of IST has also other weaknesses such as, for example, short and thematically strictly focused training which is influencing the teachers' self-confidence and freedom.

There is no separate unit within the PB, which specialises in IST. In this regard the new *EDS* envisages the establishment of 2 centers for permanent education of teaching staff. The centers shall be established at the Universities, within the ITT faculties.

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<sup>16</sup> *Razvoj na obrazovnieto: Nacionalen izvestaj na Republika Makedonija za 2001 godina*, Ministerstvo za obrazovanie i nauka, Skopje, 2001.

<sup>17</sup> Adaptation of the *Foundations of Democracy: privacy, authority, justice, responsibility*, program originally developed by the CCE Calabasas, USA.

<sup>18</sup> Adaptation of the *Project Citizen*, originally developed by the CCE Calabasas, USA.

<sup>19</sup> This project was developed in cooperation with KulturKontakt, Austria.

At the moment there is no ITT program specialising in teaching EDC. The interactions between the educational authorities which are developing and implementing the EDC curricula, projects and programs and the universities and faculties are not strong and institutionalized although the need for such partnership is becoming obvious and recognized. One of the first steps is the project *Partnership in Curriculum Development for Teacher Training in Democracy*.<sup>20</sup>

*Teaching materials:* There is no doubt that, thanks to the implemented and ongoing projects, the present situation with EDC teaching materials is much better than before. There are student textbooks and teachers manuals for different EDC themes such as: human rights, conflict resolution and conflict management, peace education, democracy, rule of law, nonviolence, multiculturalism, inter-cultural understanding, active participation, European dimension etc. But one cannot say that there is an open "market" for teaching materials. Materials are available only to a strictly controlled number of participants in the training seminars. Most of them, at least at this stage, are either simply translations or with minor editorial adaptations. However, the first steps toward generating original teaching materials have been taken (for pre-school, primary schools and secondary vocational schools).

One of the best lessons learned from the EDC projects that have been implemented is that EDC requires and delivers specific teaching methodologies and approaches. Almost all informants contacted for the purpose of this report emphasize the participatory qualities of the EDC teaching methods. Participation motivates the teachers as well as the pupils and the students. But at the same time they point out that new methodologies and approaches create certain problems since there are no adequate technical and office conditions (the number of pupils/students in classes is usually higher than required; lack of IT and additional office materials).

## **2.3 Valuing cultural diversity and social cohesion**

### *2.3.1 Curriculum*

Formally, since the national curriculum documents explicitly proclaim their goals to be based on the ideas and values declared in the international documents (such as the UNDHR and the ECHR), as well as in the Macedonian Constitution, it could be understood that respect and value of personal and social diversity is an important educational goal. For example, the national curriculum for primary education proclaims, "Education has to help everyone to develop understanding, tolerance, and friendship among all nations and all ethnic groups."<sup>21</sup> Yet, personal diversity is conceptualized in a more cognitive way, in terms of differences in the cognitive development.

In this regard the curriculum documents recognize the validity and value of multiple personal (ethnic and religious) identities. The importance of different cultural traditions is recognized in parallel with the need to develop the sense of belonging to the Republic of Macedonia. The above-mentioned *Draft Strategy* document declared that education "should inspire mutual understanding and respect, and nurture mutual cooperation" between the different ethnic/cultural groups.

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<sup>20</sup> TEMPUS project of the Teacher Colleague, University of Bitola.

<sup>21</sup> Osnovno obrazovanie: Nastavni planovi I-IV oddelenie, Ministerstvo za obrazovanie, Skopje, 1997.

The curriculum documents on history and history teaching recognize the different perspectives on the history of the country and the region, but usually the competitive perspectives are presented critically. The *Education Development Strategy* (EDS) does open a door for a new approach in this area. It envisages the development of joint history textbooks with Albania and Bulgaria.

Explicitly the documents stipulate that history teaching shall contribute to developing national identity but also to promoting a positive approach towards other people and other states. Since the content structure of all school subjects is national the curriculum documents regulate that a certain percentage of the content shall be devoted to the histories of the ethnic minorities in the country, and that text-books and other teaching materials shall reflect the ethnic and religious diversity of the country.

The national Constitution (Art. 48) and the Laws on education guarantee the right of members of national minorities to education in their mother tongue at the preschool, primary and secondary education levels, and provides the right to establish private organizations for secondary and university education. In schools where education is carried out in the language of a national minority the Macedonian language is studied as obligatory.

### 2.3.2 *Structural/organizational*

The public education system is organized and managed according to the model of separate schooling for the different nationalities. Since according to the Constitution citizens have the right to freely express their national identity, the decision about the language in which the pupil/student will receive the instruction is a result of his/her free will.

The student enrollment according to the nationality and the language of instruction at the different levels of education was the following:

**Preschool:** in 1997/98

Macedonian language groups 67%; Albanian language groups 30.6%; Turkish language groups 1.9%; Serbian language groups 0.4%.

**Primary education**

67.4% were studying in Macedonian language; 29.9% on Albanian; 2.4% on Turkish; and 0.24% on Serbian.

**Secondary education**

74.9% on Macedonian; 15% on Albanian and 0.67% on Turkish.

In order to ensure that this arrangement does not contribute to divisiveness several measures are in action: national curriculum; sharing the same school management (if possible) and the school facilities and joint shifts. Persons from all groups are given a voice in the management and administration of the school and of the system as a whole.

However, it has been argued that the system stimulates indifference and that "The dominant value matrix is still focused on the national belonging and the collective values, not on the citizen as the main subject". In the education process, which 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."<sup>22</sup>

<sup>22</sup> *Draft Strategy for Development of the Education in Republic of Macedonia, op. cit.*

### 2.3.3 Teacher Training

There are no government policies on the content of and priorities for ITT and IST in the field of MofD. Indirectly, some of the issues of MofD could be understood to be covered by the provisions for the so-called 'compensatory education' - for pupils and students whose educational achievements for various reasons are lower.

## 2.4 Cross Cutting Issues

### 2.4.1 Life-long Learning

There is no visible link between the national policies on the public school system and youth, and education for employment policies. At the normative level each of these policies refers to the other but there are no operational institutional or organizational mechanisms. One of the indicators is the fact reported in the new *Education Development Strategy 2001-2010* that "Persons having completed secondary vocational education" are "mostly hit by unemployment" (40% of them are unemployed).<sup>23</sup>

EDC and MofD policies in general secondary schools (gymnasium) are different from those in vocational education and training. According to the new curriculums for secondary vocational schools, EDC is introduced as a separate school subject (Civic education) while in general schools it is planned to be introduced through specific curriculum inserts (Civic culture or Political System as optional courses) and across various obligatory subjects such as Sociology and Philosophy, and other social science courses.

There is no clearly defined national policy for the development and organization of adult education. The present practice in this field is legally based on the Laws on formal education.<sup>24</sup> Although adult education is also organized in non-formal educational institutions (such as the Workers Universities), in principle it follows the same curriculum (including its EDC/MofD provisions) that is valid for regular pupils/students, with certain shortenings of duration and functional adaptations.

### 2.4.2 Research and policy development

Research and policy analysis in the fields of EDC and MofD is basically an individual, and not a systematic and institutional endeavor. There are no research findings published about EDC/diversity policies. This might be simply because policy analysis, evaluation and related approaches in general are at an early stage of development. Policy development is under the authority of the MES and its Bureau for Development of Education. Their present resources and capacities for policy analysis and development are very low. This is diagnosed by the *EDS* document that prioritizes the development of the analytical and policy development capacities of the MES.

Research in the field of education at the moment is almost exclusively academic. It is motivated by academic criteria and conducted by people from the academia. Two main research institutions in this field are the Departments of Pedagogy and Psychology at the faculty of Philosophy, but they have not shown any interest in EDC and MofD issues.

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<sup>23</sup> *Education Development Strategy 2001-2010, op. cit.*

<sup>24</sup> Art. 6 in the Law on Primary Education; and Art. 34 in the Law on Secondary Education.

The only academic institution that was for a certain period involved in policy development within the fields of EDC and MofD was the Department of Sociology, Faculty of Philosophy. In 1997 through its *Education for Civic Society Action Project* (ECSAP) it developed and proposed comprehensive strategy for introducing EDC at all levels of public education. In 1998, after the political changes in the Government and in the MES the ECSAP was constrained to stop its activities due to the monopolistic ambitions and policy of the MES.

There are still some dispersed individual initiatives and efforts in EDC and MofD research and policy analysis, but they all share the destiny of the 'civic solution' of the present conflicts in the country. Since civic politics has no deeply rooted traditions and even more since the ruling party elites do not believe in a 'civic' solution of the conflicts, EDC and MofD at the moment is not a very popular research and policy analysis field. Even more, persons and intellectuals who have earlier promoted 'civic' approach are publicly marginalized.

#### 2.4.3 *International Co-operation*

Most of the present activities in the field of EDC and MofD are made possible with international co-operation. The most prominent international partners in EDC are PHARE (EU); CRS and CCE (USA) and KulturKontakt (Austria). In the field of MofD such partners are the Netherlands, Search for Common Ground (USA) and other. The present international co-operation was established before 1998 and there are few new cooperations in this fields. One good example was the work on the Draft Strategy for Education Development. It was developed in cooperation with the World Bank and the government of the Netherlands. Four international experts were members of the working group: one of them an expert in education management and civic education and the other an expert in national minorities. Co-operation within the region is something that is always present in the public discourse. Yet the main form is individual participation in seminars, workshops, conferences and similar activities without governmental encouragement.

#### 2.4.4 *Quality Assurance*

All existing arrangements for quality assurance (evaluation, accreditation) are under reform. According to the strategic documents, the existing arrangements are mainly "on the input (identical curricula and syllabi, decisive on all the instructions on the educational process and the organization of the operations) and it was expected that they would automatically translate into quality of the output (achievements of the students)."<sup>25</sup> One of the first steps envisaged by Education Strategy is the establishment of an Evaluation Department at the Department of Pedagogy, and the development a new accreditation and evaluation system in higher education.

Since the reforms are just at the initial stage they are not yet detailed - meaning that EDC and MofD as well as other concrete issues are neither explicitly included nor excluded.

#### 2.4.5 *Information and Communication Technologies*

The new Government and the MES in particularly, constantly insists on the introduction and use of ICT in schools. One of its strategic goals for this year is to introduce 3000 new computers in schools. There is no evidence that EDC and MofD are explicit features of this policy, but there is no reason to expect any limitations - except for the very low level of teachers' information technology knowledge and skills.

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<sup>25</sup> *Draft Strategy for Development of the Education in Republic of Macedonia, op. cit.*

### **3. POLICY IMPLEMENTATION MEASURES**

#### **3.1 General Considerations**

As described under section 2.1., the Government does have a declared education development strategy that was adopted in 2001. The Strategy was published in Macedonian and in English in February 2001. Regarding the implementation arrangements, the document defines precisely the priorities (27), the time-table (2001-2010), the expected goals and the financial arrangements (the amount needed and the funding sources).

It does not contain provisions regarding the implementing agencies. This could mean that the implementation is the main responsibility of the MSE (its specialized Sectors/Departments) or its subordinate institutions (the most important one is the Bureau for Development of Education). One of the first priorities of the EDS is the institutional development of the MES and training of its staff in order to enhance its implementation capacities. Since the education development strategy is part of the whole reformist package its implementation is subject to the same general principles and to the same institutional arrangements.

### 3.2 Education for Democratic Citizenship

In order to translate the above-mentioned positive normative provisions into effective EDC/diversity school courses and classroom practices based on adequate teacher training and teaching materials, the educational authorities have initiated and been involved in a number of implementation activities. It is important to note that the activities that are described below do not belong only to one single education strategy. They are connected with either one of the four above-mentioned educational strategies. The question of their continuity (in terms of persons, and implementing institutions) as well as of their policy coherence is always controversial, but what is more important than that, is that through these activities EDC has been promoted as promising the desired educational change in Macedonian schools.

- *Working group* (WG) established (1995/96), with the purpose of drafting the course programs (lessons plan and structure) for *History and civic society* (in primary education) and for *Civic education* (in secondary education). As a result of discussions within the working group as well as between the Working group and the educational authorities (Pedagogical Institute and the Ministry of Education, PIM) the Education for Civic Society - Action Project (ECSAP) was established in 1996, at the Department of Sociology, Faculty of Philosophy. Today the WG is not active.
- *ECSAP* defined its main objective as the development and implementation (in partnership with the PIM) of an integrated national CE curriculum framework for primary and secondary schools, in accordance with the specific needs and the present social milieu in Macedonia. To accomplish its main objectives, the project had the following tasks:
  - Define the place, the goals and the teaching methods of CE in primary and secondary schools in Macedonia
  - Develop experimental CE course syllabi and programs for the primary schools
  - Develop experimental CE course syllabi and programs for secondary schools
  - Develop initial teaching materials (for teachers and students), and teaching methods
  - Implement teacher training
  - Implement experimental programs in CE
  - Assess and evaluate the implemented CE programs
  - Provide consultation and expertise for the on-going developmental and advanced training of teachers.

Today, the ECSAP is inactive, as all its major projects that were previously implemented in the public schools, were taken over, after the political changes in 1998, by the MES.

- *Proposed national standards* for Civic education (in 1998, by the ECSAP) reviewed and accepted by the PIM. The PIM was expected to recommend the proposal to the Pedagogical Council for acceptance, but because of management changes within the PIM and political changes within the Ministry of Education this process was not finalized.
- After the parliamentary elections in 1998, a *Commission* of the Ministry of Education was established, with the purpose of coordinating all the EDC/diversity projects that were introduced as initiatives from NGOs and the academic institutions within the

country, or from international organizations. Later the Commission itself took over the implementation and administration of most of the ongoing civic education projects in primary and secondary education. The best result from the change, so far, is the measure described below. Today, the Commission does not play any visible role in the field.

- *Plan of activities, measures and dynamic* of introducing civic education in the education system of the Republic of Macedonia (of the Ministry of Education and the Pedagogical Institute). The plan clearly defines the "social and political agents", the activities at each level of education system, the time schedule, and the target groups. The *Plan* was circulated only as an internal document of the *Commission*. Although it was developed by the Ministry of Education (or its authorized organs), its relevance for the present and future activities in this field is not certain
- *National program for education for democracy and human rights proposed* (2001), aimed at defining policies for introducing civic values, content and activities in primary and secondary schools.<sup>26</sup> The program has not yet begun.

It is almost impossible for an independent analyst to collect accurate and reliable information on all the curricular, structural/organizational and teacher training activities and measures that have been implemented within the above described programs. It is even more difficult to obtain precise information about the results that have been achieved. One of the main obstacles is that the achievements of the projects are not made public. They could be found mainly in mid-term or final reports, but because of their internal character they are not easily accessible. For the purpose of this report, the consultant conducted several interviews with persons (all of them from the Ministry of Education) responsible for different EDC projects, but the information shared is not detailed.

Having in mind these limitations and based on already accessible information and data, here we report only on the most visible outcomes and lessons learned.

There are EDC and related pilot programs at all levels of education.

At *pre-school level* the main EDC project is *Foundations of Democracy*, conducted by the MES and the Bureau for Development of Education, in cooperation with the Ministry of Labor and social policy. The pilot program was implemented in 50 pre-school groups (25 in kindergartens and 25 in primary schools, which is 4.4% of the total number of pre-school groups). For that purpose 60 educators were trained and teaching materials developed.

The pilot program started in January-February 2000 and its further implementation in a determined number of pre-school groups was planned for the school year 2000-2001. According to the information collected from the MES, up till now the program has been implemented in some 20% of pre-school groups.

The project is financed by the Ministry of Education and Science and by the Ministry of Labor and Social Policy. The main implementation institution is the Bureau for Development of Education.

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<sup>26</sup> Prelog program na birotot za razvoj na obrazovaniето vo 2001 godina (Draft program of the Bureau for education development for 2001) Ministry of Education and Science, Skopje, 2001.

Besides this project there are also other projects implemented that are relevant to EDC and with some of them there is established cooperation for teacher training. Such inter-correlation exists with the *Step by step* project financed by the Open Society Macedonia; the project *Interactive Learning*, financed by UNICEF; and the *By reading and writing to critical thinking*, financed by the Open Society-Macedonia.

At the level of *primary education* there are two EDC projects implemented. The first one (*Foundations of democracy*) is introduced at the class teaching sub-level (grades 1 to 4) and the second one (*Project citizen*) in subject teaching sub-level (grades 5 to 8). Both projects are based on teaching materials originally developed by the Center for Civic Education from USA and are financed by USAID through the Catholic Relief Services as grant holder (CRS).

The pilot phase of the project on class teaching started in 1997 and to date it has been introduced in about 25% of all schools in the country. After the pilot phase certain changes were introduced into the curriculum for the *Society* course.

The *Project citizen* is introduced during the homework hours, once a week. So far more than 100 homework teachers from 60 (about 9 %) of all schools have been trained, and appropriate teaching materials have been developed (adaptation from the original American materials).

In order to cope with the linguistic diversity at primary education all EDC projects are introduced (teacher training and teaching materials developed) in all languages of instruction. At the level of *secondary education* the most relevant EDC projects are introduced in vocational schools. During the last 3-4 years there were two separate EDC projects: *Citizens for Democracy* and *Civic education*. The first program was developed within the PHARE VET reform program and has been introduced in 20 pilot (about 20% of all) schools. The second project was developed in cooperation the Austrian Ministry of Education and is implemented in all vocational schools. According to the information from the interviews with governmental officials and from the KulturKontakt (Austrian NGO acting as grant holder for the second project) the two projects will be integrated, since both are implemented in the vocational schools. In the future EDC in vocational schools will be based on the curriculum and teaching materials developed through the Civic Education project.

On the base of the achievements of the two projects starting from September 2001 *Civic society* will be introduced as a regular subject in vocational schools. The Ministry of education is just starting its activities for introducing EDC in the general high school (gymnasium).

Monitoring of the progress and achievements (success or failures) of all the above-mentioned projects at all levels of education is not developed and it is limited to internal purposes.

### 3.3 Valuing cultural diversity and social cohesion

#### 3.3.1 Curriculum

The public education system in the country is devoted to respecting and valuing the cultural diversity of the pupil population and of society at large. Particular attention is paid to ethnic, linguistic and religious diversity. At the same time the education authorities are in charge of securing the social cohesive functions of the educational system. In order to reflect the logic of these two, to a certain extent opposite dimensions, the education authorities develop and implement culturally sensitive national curricula.

The new curriculums for primary and secondary schools introduce, besides the obligatory subjects for all students, optional subjects in order to open space for personally, locally and culturally diverse interests and values.

Special attention is paid to the content of subjects in social studies and humanities such as *Society* (in lower primary school), *History, Language and Literature* (in primary and secondary school). Curricula and syllabi for these subjects are approved in consultation with pedagogical advisers from the MES and the BDE belonging to the national and linguistic minorities, with relevant teachers and other professional associations.

The BDE has published *Directions* on the preparation of programs for general educational subjects, which regulate that teaching programs need to respect the 'individual differences' of students.<sup>27</sup>

the implementation of such culturally sensitive curricula quite often causes certain financial problems for new programs in the area of EDC and MofD. This is obvious during the pilot phases of the projects. Because the number of all participants and of ethnic minorities in particular is very low the development and preparation of teacher training and teaching materials in all recognized languages is expensive.

In spite of these limitations, all EDC projects that are active in the educational system of the country have produced teaching materials in the Macedonian, Albanian, and Turkish languages. The teacher training is most often conducted in the teacher's language of instruction. The syllabus of the Civic education course for vocational schools includes subjects such as religion, nation, ethnicity, culture, ethnocentrism, stereotypes, prejudices that are presented from pluralistic perspective.

Besides the implementation of the general principles and rules there are no specific educational projects that are focused on valuing cultural diversity and social cohesion. However, this component is understood to be one of the primary goals of all educational activities as well as of all EDC and other projects that have been implemented. This goal is most explicit in the projects conducted by the Ethnic Conflict Resolution Project (ECRP),<sup>28</sup> as well as in educational projects conducted by the Center for Human Rights.<sup>29</sup>

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<sup>27</sup> *Upatstvo za izradotka na progrmi po opstoobrazovnite predmeti*, Pedagoski zavod, Skopje, 1995.

<sup>28</sup> *Ethnic Conflict Resolution Project*, Faculty of Philosophy, Skopje. The programs that this project implements in this area are financed by the Swiss government through the NGO known as Search for Common ground.

<sup>29</sup> Center for Human rights, ISPJR, Skopje.

### *3.3.2 Structural/organizational*

Within the Ministry of Education and Science and its authorized organs there are well established sections and persons appointed to certain positions (advisers, assistants) that are in charge of curriculum development, teacher training and teaching materials' development and monitoring of the education of ethnic minorities.

Since the model of separate schooling for the different nationalities creates certain problems for the social cohesion and vertical social mobility for persons belonging to national minorities the Government undertakes and supports various affirmative action measures. The Universities are supported to apply a 'quota system' entrance policy for applicants from ethnic minorities who are not able to enter on a regular basis.

### *3.3.3 Teacher Training*

Valuing diversity and social cohesion in the field of teacher training is restricted to the pre-service and in-service training of minority teachers. The only training in this field is done for the needs of the above-mentioned Ethnic Conflict Resolution Project approved by the MES. Up to 1999, the project has trained teachers in some 70 (about 7% of all) primary schools. This program is implemented in schools and municipalities with ethnically mixed populations of pupils.

## **3.4 Cross Cutting Issues**

As mentioned before, the policies and legislative base of the cross-cutting issues are very weak or some of them are just at a very initial phase. Under the given situation one cannot yet distinguish specific policy implementation measures regarding the cross-cutting issues in the area of EDC and MofD other than those described in section 2.4.

## **4. VIEWS FROM THE GRASS ROOTS**

### **4.1 General considerations**

Within the public education system, besides the above-mentioned governmental agents (the Ministry of Education and Science; and the Bureau for Development of Education) the Universities have a major developmental role in the field of EDC and MofD. Most of the initiatives in this field came from the faculties or departments within the Universities, in particular from the Faculty of Philosophy (in Skopje) and from the three teachers faculties (in Skopje, Bitola and Stip).

The faculties have closer contacts with the international educational development agents and strong capacity for knowledge-transfer in the country. It is expected that their role in the future will be stronger having in mind the directions of the newly adopted *Education Development strategy 2001-2010*. University units are involved and play a significant role even in cases when the international agents have established direct communication and relationships with the educational authorities. The most significant development programs are already mentioned in section 2.2. and 2.3.

In addition, agents and programs of civil society need to be mentioned as relevant for this field, for example Kids' Parliament, Center for multicultural understanding and cooperation, and definitely the various programs of the Open Society-Macedonia. The first two are not present in the public education system but work with pupils and students outwith the schools.

## 4.2 Chosen approach to data gathering

The methodological approach to data collecting was determined by the nature of the stocktaking research itself and also by the available financial resources for this particular report. Following the agreed guidelines the report is based primarily on secondary data. This approach with all its limitations gave a satisfactory quality of data about the earlier sections but it was not of any use for describing the views of the practitioners. The reason for this is that there is no existing literature on this aspect of EDC and MofD policies. The only secondary data with this regard could be the answers given on the evaluation questionnaires that are usually given to participants in training seminars and workshops. Unfortunately due to their internal nature such results are not accessible. In cases when they are open to the public the user has to have in mind their bias, as self-promoting data.

For all these reasons the data collection for this section of the report is based on primary data. The main source of information was the focused interview with people (key informants) who have already some experience in policy development or policy implementation in the field of EDC and MofD. For the purpose of this report 19 key informants were interviewed. The sample was not designed to be representative but to provide insights from all relevant parties (major stakeholders) involved in EDC and MofD policy development and implementation (the structure of the sample is described in the relevant footnote).<sup>30</sup>

In addition to the limitations of the data gathering approach used in this section, it is important to note the social and political context of the interview. The interviews were conducted during some very turbulent moments for the country. In this period Macedonia was locked in a serious interethnic crisis, threatened by civil war, with hundreds of thousands of internally and externally displaced persons and families, with visible processes of ethnic cleansing and terror.

The events of the last six months have spoiled the very ideas of citizenship and diversity. This is reflected in the last report of the respected International Crisis group, according to whose (to a certain extent) oversimplified conclusions: "neither side in Macedonia" (ethnic Macedonians and ethnic Albanians "believes in a 'civic' solution. Democracy is frail, multiethnicity is regarded as dubious Western jargon, and civic politics have" lost the support.<sup>31</sup>

Under the given circumstances interviewing people about EDC and MofD policies was not normal and not at all comfortable conduct. Yet, the job had to be done, hopefully for the good of the country. The consultant is happy to find out that most of the persons interviewed are

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<sup>30</sup> Three officials (one from the Ministry of Education and two from the Bureau for Development of Education, two of whom are at the same time EDC project leaders); four representatives of the international partner organizations active in the implementation of EDC projects (one from KulturKontakt; two from Center for Civic Education from USA, and one from Catholic Relief Services); twelve practitioners (six teachers in primary schools; three teachers at vocational schools; and three University professors involved in curriculum development and teacher training).

<sup>31</sup> [http://www.crisisweb.org/projects/balkans/macedonia/reports/A400369\\_27072001.pdf](http://www.crisisweb.org/projects/balkans/macedonia/reports/A400369_27072001.pdf)

not among those who, under the pressure of the situation, intend to 'throw out the baby with the bath water.'

Although Macedonia has no "big", articulated or promoted civic traditions it has residual capacities for establishing peaceful co-existence and respect for Otherness and diversity. Civic forces in all ethnic communities at the moment might be pushed aside and marginalised due to influences from external factors but the *Framework political agreement*<sup>32</sup> that was signed recently not only promotes but also adds new normative strength to the civic and multiethnic perspectives of Macedonia.

### 4.3 Findings

The practitioners interviewed know of the existence of relevant governmental policies in the field of EDC but at the same time they lack information about the normative and legal basis of these policies. As a result the implementation measures and projects in which they participate are usually recognized as activities initiated and conceptualised originally by the international organizations. They see the role of the government institutions (the MES and the BED) more as implementing 'partner' and less as policy development agents.

Most of the practitioners interviewed were not involved in the preparation of the general EDC policies. They were not consulted before the changes in the present curriculum were enacted in 1996 and later. They learned about these policies through participation in the different implementing project activities, always upon invitation from the educational authorities.

The biggest problem with the national policies appears to be teacher training. The state officials emphasize the low interest amongst teachers in participating in training sessions, unless they are financially compensated for their extra work efforts.

The practitioners, from their side, emphasize that training seminars are organized to serve the needs and plans of the organizers, not of the teachers and their students. The facilities and other provisions and the whole arrangement during the training sessions are very different from the 'natural' seating in schools and classrooms. They also indicate that trainers (usually trained only in one week seminars or workshops) are not well prepared and do not understand their role as trainers.

Practitioners identify other problems and gaps in implementation measures in the field of EDC, such as the uncertain future of the projects and the knowledge and skills obtained; the uncertain logistical support for the implementation of the programs after the pilot phase. These problems originate, on the one hand, from the unclearly defined status of EDC and MofD in the curriculum. On the other hand they are a result of the opinion of the practitioners that the educational authorities or their representatives will not have the willingness, capacities and financial resources to introduce EDC as regular and obligatory school practice once the international partners are gone from the country.

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<sup>32</sup> The *Framework agreement* signed between the two ruling ethnic Macedonian and two ethnic Albanian political parties facilitated by the EU and the NATO, was signed on 13 August in Skopje.

## 5. CONCLUSIONS AND RECOMMENDATIONS

1. At the *general legislative* level there are good preconditions for EDC and MofD. Educational authorities show strong normative commitment to educate citizens for life in a society that respects human rights and freedoms and its internal diversity.
2. The official documents for primary and secondary education have incorporated the norms and values of democracy, citizenship, diversity, and European integration. The newly adopted national curriculums for primary and secondary education also provide a satisfactory place for EDC and MofD. Yet, there are still some open and controversial issues that affect the very place of EDC in the curricula, for example - the content, information, knowledge and ideas, what skills and capabilities, and values and personal dispositions that pupils shall learn. These problems result partly from the ideological and political conflicts between the ethno-nationalistic and liberal forces, and partly from the weak structural and organizational arrangements for EDC/MofD.

The first source of controversy could be weakened by developing differential curricula and in particularly differential syllabus and textbooks (for example for urban and rural schools), and locally and culturally responsive syllabus and teaching materials.

3. Structural and organizational arrangements for EDC/MofD are just at their beginning. There are no yet well established and publicly promoted circles, forums, centers or other kind of institutionalized units within the educational authorities or within academia that are permanently and professionally working in these fields.  
There is a strong need in this area for institution building and for promoting domestic centers of expertise in (policy development, resource and teaching materials development, teacher training, evaluation and research in) EDC/MofD.
4. The international cooperation is strong in terms of financial support, knowledge transfer (teaching materials, expertise in teacher training), but lacks a stronger developmental approach. It needs to help the domestic 'partners' to overcome their present status of clients and consumers or interpreters (of ready made educational products) and to support their natural tendency toward intellectual independence and self-sustainability.  
There is no 'in-country' developed EDC/MofD program. All of the implemented programs and projects are 'imported' from outside.  
This situation could be changed only if the above mentioned structural and organizational arrangements are improved.

5. The present status of EDC/MofD in all its aspects (legislative basis, curriculum provisions, organizational and institutional arrangements, teacher training, teaching materials, and the various cross-cutting issues), is strongly connected to and influenced by the state of affairs in the area of social and humanistic studies in general, and in social and humanistic sciences in particular. Many serious controversies, problems and sometimes obstacles result from the 'competition' between social and humanistic disciplines over their right to monopolize EDC/MofD.

At the same time, so far there has been no systematic and internationally supported effort to modernize and up-grade social science studies and teaching. This is very much needed since, on the one hand, in the communist system social and humanistic sciences were deeply involved in the processes and institutions for political socialization and, on the other hand, all teachers in subject-teaching (in upper primary and secondary education) are trained in one social or humanistic science.

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