

Policy on Education for Democratic Citizenship and the Management of Diversity in Southeast Europe

Stocktaking Research project

Country Report: Kosovo

Dukagjin Pupovci

and

Halim Hyseni

Prishtina, August 2001

1. NATIONAL CONTEXT

1.1. Social Context

The consequences of the recent conflict are still visible in Kosovo. Many families are displaced, homeless or have not yet been able to find their missing members. Ethnic hatred between the Albanian majority and the Serb minority is still present, and, for security reasons, most of the Kosovar Serbs live in KFOR protected areas or in the northern Serb dominated part of Kosovo.

One extraordinary feature of the Kosovo education system is the existence of two separate education systems since 1992. At present, the Kosovar system, which includes Albanians, Bosnians, Turks, Croats, etc., recognizes the authority of UNMIK, whereas the Serb system is working under auspices of the Government of Serbia. Integration of the Serb Community in the Kosovar education system appears to be one of the most important tasks for education authorities, since it is seen as an important step towards reconciliation and creating understanding between the communities.

1.2. Political Context

Kosovo is governed by the United Nations Interim Administration Mission in Kosovo (UNMIK) under the aegis of UN Security Council Resolution 1244 of 10 June 1999. The administration is backed by KFOR – a 45,000 strong NATO-led military security force, which began its deployment into Kosovo in June 1999 following the 3-month NATO bombing campaign against Yugoslavia. UNMIK's mission is to build peace, democracy, stability and self-government in Kosovo on a multi-ethnic basis.

The Albanian majority sees UN governance as a transition period towards full independence of Kosovo from Yugoslavia, whereas the Serb Community perceives the Mission as occupation of the country. Apart from the conflict until 1999 this contradiction is the basic generator of tensions between the two communities. Although initially boycotted by the Serb Community, municipal elections held in October 2000 created local democratic institutions. It is expected that central elections that are to take place in November 2001 will further contribute to the democratization of Kosovar society and decentralization of public services.

1.3. Cultural Context

Kosovo is a territory with cultural diversity, although 90% of population is ethnic Albanians. Five languages are spoken amongst the Kosovar population: Albanian, Serbian, Bosnian, Turkish, Croatian and Romany. In general, the Kosovars have a tradition of living in a multi-cultural environment, although the education system in the last decade appears to have reinforced ethnic divides.

More traditional attitudes towards gender roles were somewhat reinforced during the repressive 1990s when Albanian Kosovar access to all state structures including legal recourse was severely restricted. The increased access and participation of women in all aspects of life is visible in the post-war period.

2. POLICIES AND LEGISLATIVE BASE

2.1. General Considerations

The lack of a single, unified, non-discriminatory and inclusive education system in Kosovo which would provide quality learning opportunities to all is a direct result of a long-lasting political, economical and social crisis which escalated in war in 1998 and 1999. Before the War, a self-financed Albanian system of education existed alongside the Serb system, and this was not the first time in Kosovo's history that the schools became instrument of resistance. After the War, the Albanian system merged with the UNMIK Kosovar Education System, whereas the Serb system financed by Serbia continued to function separately.

The public education system in Kosovo does not have a stable legislative base. Teaching in Albanian, Bosnian and Turkish is based on regulations and administrative instructions approved by UNMIK, as well as on certain inherited regulations approved by Albanian education authorities in 1990s. The Serb education system is fully based on legislation of the Republic of Serbia.

The UNMIK Department of Education and Science (DoES) is responsible for overall management of matters relating to education and Science in Kosovo. Within the DoES, the UNMIK authorities share power with locally nominated officials. Leadership responsibility and lines of authority for education between the center, the five regional authorities and the 30 municipalities continue to evolve in Kosovo, often resulting in disputes between central and newly elected local authorities.

The DoES decentralization strategy defines a two-layer system (at the central and municipal level) for all education and training, with one central autonomous system of higher education, and illustrates a comprehensive transition in which steps will be made towards making the hand over of responsibilities to Kosovars operational. At the municipal level, the Department of Education and Science has decided that two lines of education administration are necessary to ensure the right to quality education for all school-aged children in Kosovo. In addition to the already existing Municipal Education Directorates, the Department of Education will establish within the Municipalities two education administration posts to represent the Department of Education and Science at the municipal level and ensure the implementation of education policy. It is assumed that the two municipal-level administrations will not exist as parallel structures, but as cooperating and interactive partners working to fulfill the UNMIK mandate of ensuring

quality education for all mandatory-age students of Kosovo, and the UNMIK policy of de-politicizing the education system. Regulation 45/2000 gives the Municipalities an extensive mandate to exercise responsibility in the area of education. Municipal Education Directorates will care for the “hardware” of education, that is, to ensure that the physical environment of the school (school infrastructure, building maintenance, hygiene, heating/winterization, safety) is appropriate and conducive to quality teaching, and that the local environment (water and sanitation, waste management, road safety, transportation, security) favors the children’s right to a safe and human learning environment, whereas the rest (e.g. improvement in the quality of Education provided through the training of teachers and administrative staff, development of curricula, textbooks, pedagogical equipment, didactics, hiring and firing, and in defining the principles of teaching duties and teaching methods) will be managed by the new education administration appointed by the central authority.

The main document mapping the development policy in the field of education is the *Education Policy Statement 2001* written by the international co-head of the DoES, Michael Daxner. The basic assumption is that the education system will play the key role for any sustainable process of implementing the elements of a durable civil society in Kosovo. According to the document, the school system in Kosovo will have to undergo three major reforms: an educational, an organizational and a social one. The document defines certain activities that should take place before the envisioned hand-over of education into the hands of a future Kosovar Government, among which fashioning “*the new law for general and vocational education and school organization as a comprehensive, lean guideline, under which the autonomy of schools and municipalities can grow, and where the routine and daily agenda will be given to the executive bodies*”.¹ The Policy Statement reinforces the commitment to a policy of equity in schooling for all Kosovar children and the intention to work towards an understanding. It also is an indication of the existence of an awareness of the need for profound change in the mindset of all communities involved.

The Lead Agency concept is one of the key elements of education policy in Kosovo:

“The Lead Agency concept is itself a step towards modern civil administration, hence reversing Balkan tradition since neither the universities nor governmental agencies have sufficient competence or legitimacy to develop and implement the elements of reform into a system. It also means that the central department or ministry, which will emerge at the time of hand-over, will be lean and without too many substantial agendas – these will remain allocated with the lead-agencies and later with their replacements. A Lead Agency fulfils clearly defined, commissioned work for the authorities and does so within the system. It is an agent of change, yet at the same time, a handling agent in the exclusive centre of reforms. We call this “insourced outsourcing”. Again, this is an instance of Kosovo society’s dependence on its education. Of course, the central department must remain in control or supervision, but shall not get involved in conceptual or executive tasks where it is not competent, it being a political unit of administration. To define the rules of governance will be the noble task of the implementation of this idea. If we do not succeed in keeping the administration free from

¹ Michael Daxner, *Education Policy Statement 2001*, UNMIK, Prishtina

its former bureaucratic overload, the reforms will be stopped by the sheer costs of entertaining the central offices, leaving no money for the reforms.”²

The Constitutional Framework for Provisional Self-Government was introduced on 15 May 2001 by UNMIK Regulation 2001/9. The Constitutional Framework provides a fundamental legal and democratic basis for initiating democratic and civil development in all the fields of life. In the first chapter of the Constitutional Framework Kosovo is defined as “*an entity under interim international administration which, with its people, has unique historical, legal, cultural and linguistic attributes*”. Further: “*Kosovo shall be governed democratically through legislative, executive, and judicial bodies and institutions in accordance with this Constitutional Framework and UNSCR 1244(1999)*”. Chapter 4 of the Constitutional Framework deals with rights of communities and their members. According to article 4.3, “*the Provisional Institutions of Self-Government shall be guided in their policy and practice by the need to promote coexistence and support reconciliation between Communities and to create appropriate conditions enabling Communities to preserve, protect and develop their identities*”. Article 4.4 explicitly defines the rights of communities and their members, for example -

- *Use their language and alphabets freely, including before the courts, agencies, and other public bodies in Kosovo;*
- *Receive education in their own language;*
- *Provide for education and establish educational institutions, in particular for schooling in their own language and alphabet and in Community culture and history, for which financial assistance may be provided, including from public funds in accordance with applicable law; provided that, curricula shall respect the applicable law and shall reflect a spirit of tolerance among Communities and respect for human rights and the cultural traditions of all Communities;*

The Constitutional Framework gives full authority to the Special Representative of the Secretary General of the UN to ensure that the rights and interests of the Communities are fully protected (article 8.1), which leads to the respect for cultural diversity.

2.2. Education for Democratic Citizenship

2.2.1. Curriculum

Due to the situation in the last decade, four different curricula are in use in Kosovar schools, one for each of the following instruction languages: Albanian, Serbian, Bosnian and Turkish. Kosovo had a national curriculum from 1974 till 1989. At this latter date, the autonomy of the province was abolished, even in the field of education. Since 1990 two curricula were in use in Kosovo: the Albanian curriculum and the Serb curriculum. The two curricula were very similar in the beginning, but in time, the differences between them became bigger and bigger. Certain changes in both curricula took place until 1999. For example, a new subject named Civic Education was introduced in primary and secondary schools aiming at providing students with knowledge on children’s rights, on

² Ibid.

education of youth for tolerance, peace and understanding, on values of democratic governance, on the role of the United Nations, on environmental protection, etc. In the overall learning load, Civic Education occupies 4.1% in the lower cycle of primary school (grades 1-4) and 3.3% in the upper cycle of primary school (grades 5-8). In Kosovar secondary schools, the EDC concept is introduced through a range of different subjects: Philosophy, Sociology and Constitution.

After the War in Kosovo, the Bosnian Community requested teaching in the Bosnian language instead of Serbian, so curricula and textbooks were “imported” from Bosnia and Herzegovina. In similar manner, the Turkish Community started using textbooks published in Turkey.

Curriculum reform is one of the most important issues for the education authorities in Kosovo, and it has been addressed by commissioning the work to the UNICEF as lead agency in this field. UNICEF has identified three main guiding principles, which should be followed: ownership on the part of Kosovars, consensus and capacity building.

According to the first draft of the General Curriculum Framework, presented to the public, the general orientations of the new curriculum are to: (i) reflect the pluralistic and multicultural composition of Kosovo; (ii) reflect the needs, interests and learning styles of the different students, taking into account gender, language, and cultural issues; (iii) link to recent developments in science; (iv) promote a student-friendly environment; (v) reach a reasonable balance between common requirements for everyone and the individualization of teaching/learning approaches; and (vi) specify activities such as searching and analyzing ideas and problems, finding and evaluating solutions and many others.

General aims for education in Kosovo are to train individuals who: (i) engage competently in public affairs, and are active and responsible citizens in a pluralistic and democratic society; (ii) make creative use of their knowledge and skills in different situations and new contexts; (iii) cultivate motivation and skills for independent and critical thinking; (iv) develop responsibility for themselves, others, society and for the environment; and (v) link theoretical knowledge to practical activities and develop a positive attitude towards learning, etc. In order to meet the aims and objectives of the new curriculum framework, schools have to ensure: (i) a positive and warm climate, in which students feel safe and comfortable; (ii) special attention towards identifying and developing the individual potential of each student; (iii) a friendly learning environment in which students can fulfill their educational needs and develop self-confidence, responsibility and social skills; (iv) cooperation between teachers, and between teachers and broader community; (v) special attention to teaching students how to learn; and (vi) the development of creativity, critical thinking, openness, and tolerance.

There are important cross-curricular objectives in the Kosovo education system: (i) learning to learn; (ii) education for democratic citizenship and human rights; (iii) education for peace and tolerance; (iv) environmental and health education; (v) life-skills education; and (vi) creative problem solving, communication and social skills.

The new curriculum should be implemented in the new 5+4+3 model, which has to replace the existing 4+4+4 structure, which included a period of compulsory education of eight years. One of the main consequences of the new structure is the extension of

compulsory education from eight to nine years. The new structure also redefines the formal levels of education and their expected outcomes in accordance with international trends, and the mandatory age for school entrance has been lowered to 6, instead of 7. According to the new educational structure, learners will spend five years in primary school, four years at middle/lower secondary school and three years at upper secondary school. At each formal level of education, there are set objectives and the main outcomes for students' achievement.

The idea of the General Curriculum Framework is to deliver the provision through subjects in the following curricular areas:

- Language and communication;
- Mathematics;
- Natural sciences;
- Mathematics and sciences;
- Man and society;
- Arts;
- Technology; and
- Physical health and training.

Again in this section, for each curricular area there is a discussion of the objectives for each one of them. The General Curriculum Framework also provides the timing and schedule for all the curricular areas and subjects in all the levels.

The curricular area Man and Society includes subjects such as: man and society, history, home economics, civic education, philosophy and psychology. The aim of this area is to improve the students understanding of daily situations and the continuation of developing processes, the development of personal and national identity, to show consideration for human beings and the work performed by them in different areas in the materials and spiritual realms, as well as to support the student's development in being an active citizen, responsible and critical. The participation of this curricular area in the overall learning load varies from 10-17.5% depending on level and type of education.

2.2.2. Structural/Organizational

In the absence of new education laws, many of the old Kosovar and Serbian regulations still apply, at least formally. According to those regulations, each school should have a parents' council and a students' council. In the given circumstances, this might not be the very first priority for the education authorities in Kosovo, but the fact is that those institutions exist and function in most of the Kosovar schools. However, in the Interim Arrangements for the Resumption of School Education in Kosovo made by UNMIK in October 1999 one of the strategic goals is *“developing appropriate mechanisms for promoting community support to and participation in school improvement activities and for building community-school partnerships that improve school governance, facilitate democratic accountability and foster the protection of human rights”*.

2.2.3. Teacher training

The Education Policy Statement 2001 contains a part on teacher training: *“Teacher Training will play the central role and be the core of the reforms, providing much needed experts for implementing new curricula. Teachers will transplant the new mindset into schools; they will translate needs into learning processes. They will be the critics and the agents of the changing environment. These are high stakes. We are convinced that, with all respect to the accomplishments of the past, experience acquired in the old system is not a relevant criterion for being an educator or getting assigned to reform tasks. Rather, the academic pre-service training of teachers will be designed to fit this purpose. The Higher Schools must change totally and will be integrated into one unified Faculty of Teacher Training (or Education) in the University. No teacher shall have less than 3 years of pre-service education. In-service training will need a new scheme of co-operation from experienced and innovative teachers. For them, re-training must start immediately and be well defined.”*³

The DoES commissioned the work related to teacher training to the Canadian International Development Agency (CIDA), which acts as lead agency in this field. The three-year project named Kosovo Educator Development Program (KEDP) has five components:

- Capacity development of the DoES – This component will assist DoES in managing in-service education for teachers and other educators. It will include development of systems to manage teacher certification and procedures for accrediting teacher-training programs.
- Development of in-service training capacities – KEDP will train in-service trainers and develop training programs for teachers, school directors, and others involved in education. Working cooperatively with other agencies, the program will develop learning resource centers, pilot schools and networks for school improvement. Teachers and others throughout the education system will receive training, enabling them to attain the standards of other countries.
- Development of a Faculty of Education – the existing fragmented structure for teacher training will be replaced by a unified Faculty of Education. It will have facilities throughout Kosovo and be able to serve all segments of Kosovo society, including minorities and both men and women. It will train teachers through programs that combine theory and classroom practice. KEDP will help to train professors, develop courses and programs, and provide resources and effective management system so that the new faculty will be similar to those in Western Europe and North America.
- Regional programming – KEDP will develop regional initiatives that will link Kosovar educators to those elsewhere in Europe. Regional networks will enable exchanges on themes of common concern.
- Management – The fifth component is devoted to management of the KEDP so that it achieves results for the children and teachers of Kosovo.

³ Ibid.

2.3. Valuing cultural diversity and social cohesion

2.3.1. Curriculum

The General Curriculum Framework is based on the following principles:

- The new curriculum is a reflection of the pluralistic, multi-ethnic, and multi-cultural composition of Kosovo society.
- The new curriculum provisions are developed taking into account the need to reflect the needs, interests and varying styles of different student genders, languages, race and ethnic/cultural groups in Kosovo. While providing common requirements for all, the new curriculum provides room for a positive approach to diversity. This is with the aim of peacefully and constructively managing the diverse characteristics of modern democratic societies;

The idea of the General Curriculum Framework is to provide information on what knowledge; skills, values and attitudes should be incorporated in school programs, and how to implement these goals in the classroom. At the same time it stresses the need for co-operation amongst students in acquiring new knowledge and integrating this with experiences from outside the school. The development of the Kosovo comprehensive Curriculum Framework sets the foundation for all further developments in the subjects of curricula and syllabi, as well of redefining them in accordance with the new structure of the education system.

Languages of instruction in Kosovar schools are: Albanian, Serbian, Bosnian and Turkish, and the right to receive education in the mother tongue is guaranteed by the highest legal act – The Constitutional Framework.

2.3.2. Structural/Organizational

Interim Arrangements for the Resumption of School Education in Kosovo from October 1999 contain a separate article on language of instruction:

- *“Wherever practically feasible, students will receive education in the official language of their choice.*
- *The determination of the feasibility will be made by UNMIK on the basis of an agreed minimum number of students opting for a particular medium.*
- *Within this framework, UNMIK will consider proposals for practical arrangements to enable small language groups in a catchment area to have lessons in the language of choice. Such arrangements could include multi-grade teaching.”*

In Kosovar reality teaching in Serbian is separated from teaching in the other three languages (Albanian, Bosnian and Turkish). Albanian, Bosnian and Turkish students share the same buildings and, in those cases, the school management is usually multi-ethnic.

2.3.3. Teacher training

The KEDP recognizes explicitly the need to address, through teacher training, gender, minority and youth issues, and ensure that appropriate strategies exist for each of them. The key strategic principles are:

- Encourage the participation of key Kosovar experts in gender and education in order to ensure effective ownership and sustainability of gender interventions,
- Identify, complement and where possible, leverage increased gender-focused interventions in the education sector by national and international organizations,
- Commitment to a multi-ethnic and inclusive model of education for minorities,
- Intention to build on existing country-specific expertise regarding minority education,
- Identify, complement and where possible, leverage increased youth and children-focused interventions in the education sector by national and international organizations,
- Address consistently child rights and protection issues in the development of all teacher-training programs.

2.4. Cross Cutting Issues

2.4.1. Life-long Learning

It is clear that Kosovo needs to establish an education, training and labor market policy and institutional framework from scratch. However, due to other priorities of the DoES such policy does not exist, although remarkable achievements in this field are obvious. The same applies for adult education.

2.4.2. International Co-operation

The DoES is quite active in international co-operation and encourages co-operation within the region, although it is not clearly voiced in the policy documents.

2.4.3. Quality Assurance

The Education Policy Statement emphasises the necessity to construct the platforms from which the system can be monitored and the standards against which progress and failure are measured.

3. POLICY IMPLEMENTATION MEASURES

3.1. General Considerations

All Kosovo-wide education governance and management functions are the responsibility of the DoES with a central office in Prishtina, and 5 regional offices in Prishtina, Mitorvica, Gjilan, Peja and Prizren. All teachers' contracts for instance are signed directly with the DoES. The intention is to devolve responsibility (including fiscal

responsibility) for education as much as possible to the 30 municipal authorities. According to the decentralization strategy, in addition to the municipal education directorates (MED's) appointed by the municipal assemblies, the DoES decided to establish the education administration directorates (EAD's) as a second line of education administration. The procedure for selection of directors and education officers in EAD's is determined by the Administrative Instruction No. DES [1] 03/2001, whereas the division of responsibilities between MED's and EAD's is determined by Administrative Instruction No. 2001/12. Most of the EAD's have already been staffed with 1-2 people and the DoES organized a central weeklong workshop in March 2001 in order to fine-tune the mode of operations between the MED's and EAD's.

The DoES has already changed the old model of 8 years in primary school and 4 years in secondary school to the 5+4+3 model (UNMIK Regulation 2000/51), by extending the duration of compulsory education from 8 to 9 years. At the same time, the entrance age to school is lowered from 7 to 6. A number of other regulations and administrative instructions related to education have been approved within the UNMIK structures. New laws for general and vocational education and school organization are underway as a result of close co-operation with the Council of Europe.

The introduction of the lead agency concept is considered to be a major achievement in the field of governance of certain education sectors. The Lead Agencies have been nominated for the following fields of education:

1. Curriculum Development – UNICEF
2. Pre-school Education – UNICEF
3. Teacher Training – Canadian International Development Agency (CIDA)
4. Special Education – Finnish Government
5. Vocational Education and Training – German Technical Cooperation (GTZ)

Although there is coordination mechanism between the lead agencies, and the DoES exercises certain supervision on their work, the executive tasks are usually carried out under arrangement of the respective agencies.

The World Bank Education and Health Project for Kosovo, worth about 5 m. USD, provides technical assistance and some material support to help re-build and re-structure the governance, finance, and administration of Kosovo's education and health systems:

Design and Piloting of an Education Funding System - assistance will be provided to design and pilot an education funding system in which central revenues would be allocated to municipalities and/or schools in a lump sum based on a per student funding formula, leaving spending priorities to be determined, within norms, at the municipality/school level. Support will be provided to design the financing mechanism and carry out pilots in 3-5 municipalities still to be identified. The component will also finance the development of an initial statistical module of a management information system for UNMIK DoES and the University of Prishtina, as well as software development and management training.

Strengthening Governance and Institutional Capacity of the University of Prishtina - assistance will be provided to help define and prepare higher education legislation and statutes, and to develop a strong university management structure and strategic planning

capacity in line with Western European university management models. The assistance will be provided as part of a co-financing arrangement with one of several donors currently supporting the university.

Developing a Capacity to Define Standards and Assess Performance – the project will provide training and technical assistance to a small group of professionals to be located in the UNMIK DoES to define educational standards within a modern framework and assess student performance against these standards.

Developing Education Governance and Management Structures – technical assistance will be provided to define and prepare legislation for general education and develop modern management structures within the UNMIK DoES.

Each of the abovementioned components runs as a separate project under auspices of the DoES.

The DoES has established close working relations with the Teachers' Union (SBASHK) and several local and international NGOs in implementation of its policies.

3.2. Education for Democratic Citizenship

3.2.1. Curriculum

UNICEF, as the lead agency in the field of curriculum development has identified three main lines of action:

- Setting up a core team of local professionals to lead the process,
- Data gathering, information and consultation (opinion surveys),
- Technical development of the General Curriculum Framework and its guidelines for different educational grades.

The Curriculum Unit was established in the DoES and staffed with local professionals. The core team received training in co-operation with International Bureau of Education (IBE) and has been exposed to other experiences abroad. Regional experts were attached to the Curriculum Unit in order to develop the General Curriculum Framework. An international seminar “Case studies in curriculum development: contributions to the Kosovo education reform” was organized in Prishtina from 2-5 May 2001 by the DoES, UNICEF and IBE. The two main objectives of the seminar have been outlined as follows:

- To present and discuss experiences in the field of curriculum development taking place in other countries;
- To discuss the first draft version of the new General Curriculum Framework, in order to provide feedback for its improvement.

Participants included specialists from other countries and international organizations. The seminar was also attended by UNICEF/Kosovo staff, UNMIK officers, representatives from international and national NGOs, members of the DoES Curriculum Unit, educational authorities from the municipalities, school principals, university professors, practicing teachers, and students.

UNICEF has selected 35 pilot schools throughout Kosovo (out of 534 existing schools). A pilot school is considered as a concept which should evolve into a reality, forged in collaboration with all those involved in the school and its life, rather than a generic “one size fits all” approach. In the overall UNICEF education strategy, the pilot school should be seen as a link between qualitative intervention at the school level and overall policy development and education reform. The feedback and lessons learned from the schools themselves should contribute to the formulation of a broader sectoral intervention, including curriculum reform, teacher training, program and policy development. Provision of training for school management and administration, and interactive learning strategies in the first group of 11 pilot schools is commissioned to the CIDA Project – KEDP and Kosova Education Center (KEC), a locally driven NGO (for details see section 3.2.3).

Monitoring and evaluation is a constitutive aspect of the pilot school project, and will be introduced as an integral part of the intervention. Baseline data, longitudinal evaluation and assessment will contribute to increasing the knowledge and measuring the impact of the process and the innovations introduced. Monitoring and evaluation will be undertaken by several of the protagonists of the project in order to have multiple feedback, and to hear different voices. At the UNICEF level, the project will be monitored using different approaches, including quantitative indicators and qualitative tools, which can capture the point of view of those involved in the process.

3.2.2. Structural/organizational

In Kosovar reality, there is a tradition of parental and community involvement in the work of school, particularly in rural areas. Informal cash and in-kind contributions from the parents and the community are very common.

The involvement of the parents, students and the community is an important component of the UNICEF pilot school program. Each pilot school has a pilot school committee, made up of representatives of the teaching staff, parents, community and students themselves. An individual school-based plan is developed, based on interaction between the various members of the committee and the people they represent. The school plan should reflect the reality of implementation, including specific objectives, inputs, activities and outputs for each individual school. School based plans, formulated in collaboration with the pupils themselves, and including their ideas and aspirations will be an important empowering and democratizing exercise.

3.2.3. Teacher training

Recognizing the importance of teacher training for the process of reforms in education, the DoES established the Teacher Training Review Board (TTRB) as a representative body of the educational community responsible to the Department for:

- Authorizing in-service and pre-service programs of teacher training leading to certification,
- For establishing, supervising and operating the Department’s Teacher Certification Program.

In the inception phase, the TTRB will work under auspices of KEDP, the teacher training lead agency project.

The Canadian Project started with the Policy Planning Framework, which was designed by a team of Canadian experts and circulated in Kosovo, primarily among internationals. The Project Implementation Plan was designed in cooperation with representatives of the key Kosovar institutions dealing with the teacher training (DoES, Teachers' Union, KEC and the University of Prishtina). The in-service training framework is in preparation, whereas the first training on school management and learner centered teaching started in Summer 2001.

In general, there is a support for the Canadian programs, but there are also some reservations from Kosovar academic institutions regarding the pre-service strategy, as well as some reservations from local NGOs related to the initial steps of the Project.

The pilot schools are seen as demonstration sites for teacher training. There are be three types of teacher training in UNICEF pilot schools:

1. School based management and administration,
2. Interactive learning,
3. Life skills

The implementation responsibility for the first component rests with KEDP, whereas the second training component is conducted by Kosova Education Center (KEC).

The KEDP also plans to develop similar pilot-schools in parallel using a school improvement approach.

3.3. Valuing Cultural Diversity and Social Cohesion

3.3.1. Curriculum

One of the key conclusions of the UNICEF international seminar *Case studies in curriculum development: contributions to the Kosovo education reform*, was that minority groups should be represented in the DoES Curriculum Unit. In the course of development of the General Curriculum Framework consultation meetings with community representatives have been organized in order to facilitate their participation in the process. For instance, Roma activists clearly expressed the wish for a curriculum that enables integration into Kosovar society, yet with the possibility of add-on classes for Roma children for the teaching of classes in subjects such as Romany language and culture.

3.3.2. Structural/Organizational

The DoES appointed a special international officer to deal with minority issues in education, and especially to take the responsibility for developing a comprehensive Policy Development and Action Plan for non-Serb minorities. It is intended to address not only all major issues pertaining to non-Serb minority children and students, but also the ethnic composition of the educational teaching and administrative staff at all levels, and of the DoES staff. The intention is to integrate the Plan with all the reforms in

education, which are being planned: new laws, General Curriculum Framework, teacher training, etc. A range of possible projects has been suggested for implementation within the framework of the Plan. A wider range of possible proactive measures is suggested, still very much at a hypothetical stage.

Educational authorities in Kosovo have initiated or backed a number of projects that included organization of temporary catch-up classes for children whose education was disrupted by the war or earlier, as a result of social, economic and cultural factors. New schools were opened within isolated or displaced community enclaves where security concerns have precluded children from attending schools.

In the case of the Roma, Ashkalia and Egyptian communities, the Policy Development and Action Plan for non-Serb minorities encourages replication of projects which have already been implemented in pilot form:

- Catch-up courses for students who have been out of school for a significant period of time or who have never attended school.
- Integration programs either as follow-through of catch-up class projects, to manage integration into regular schools of the children who have been attending catch-up classes, or as stand alone projects to integrate the Roma, Ashkalia and Egyptian children into local schools.

3.3.3. Teacher training

There is a strong commitment from the KEDP to address minority, gender and youth issues through project activities. Provision of training is being organized in Albanian, Serbian and Bosnian language, and the training materials are translated into those languages. It is planned to ensure the access of Kosovar Serbs to teacher training through establishment of the Faculty of Education in Northern Kosovo.

3.4. Cross Cutting Issues

3.4.1. Life-long Learning

The UNESCO Institute for Education, UNMIK Department of Culture and the DoES have recently designed a proposal for Development of non-formal education program for Kosovo aiming to provide technical support and develop instruments to improve basic skills for out-of-school youth, school dropouts, women, minority groups and other vulnerable groups in Kosovo. The main initiatives are:

- Design and production of training modules for non-formal education (Basic Literacy and Numeric, Mother Tongue, Post-literacy Skills such as Reproductive Health, Accountancy, English as a Second Language, etc.)
- Design and production of training modules for upgrading skills of out-of-school youth in areas leading to secondary school certification, as well as typing, computer skills and language training.

3.4.2. International Co-operation

An agreement on cooperation and coordination has been signed between the DoES and the Albanian Ministry of Education, while UNMIK representatives are observing experts in CoE Cultural Commission.

3.4.3. Quality Assurance

The DoES has established the Standards and Assessment Unit (SAU) and staffed it with local educators. The development of their professional capacity is the responsibility of the World Bank Project described in section 3.1. As a consequence of this intervention, the SAU should be able to define core learning standards and manage standardized tests in various core subject areas. In addition, it is expected that the operations of the SAU will play an important role in the overall development of education, as well as in the improvement of the ability to provide feedback to the policy and decision makers.

The implementation program is under construction and, it is expected, will be presented to the DoES for approval.

4. VIEWS FROM THE GRASS ROOTS

4.1. General Considerations

In the post-conflict Kosovo there is a dense activity of different institutions, agencies and NGOs going on in the field of education, but we are not aware of any initiative focusing on EDC or MofD as a central component. However, a number of education programs include those components:

- The Kosova Foundation for Open Society (KFOS) has managed a 6-month catch-up class project, which ended in May 2001, for up to 120 Egyptian children and young adults from Gjakova.
- The International Rescue Committee (IRC) has been managing an integration program in 5 sites since spring 2000. Similar programs have been offered to displaced Roma, Ashkalia and Egyptian children in the Serb dominated municipality of Leposavic in order to facilitate their integration into Serb schools.
- UNICEF and KFOS have recently launched a Women's Literacy Project, which aims to provide basic literacy, numeracy and life skills to around 7,000 women in 21 sites throughout Kosovo including women from minority communities.
- KEC manages several projects related to school improvement including teacher training and training on school management which look not only at human rights, but at the basic democratic processes of participation, representation, decision-making, conflict management, etc.
- A school project, which aims to facilitate the involvement of parents and the community in the school improvement, is Parent-School-Partnership (PSP) driven by

Catholic Relief Services (CRS). The CRS has helped to establish parent councils in 35 Kosovar schools and managed to involve the local community in the everyday school work.

4.2. Chosen approach to data gathering

Although education has not been amongst the top priorities for the donor' community, there are lots of independent studies covering various aspects of education in Kosovo. On the other hand, there are initiatives like KEC Education Forum, which result in numerous reports on people's opinions on key issues in education. Those studies and reports from discussions represent the basis for this section.

4.3. Findings

The overall impression of the practitioners participating in discussions and surveys is that there they are not well informed on the policies in the field of education. Apart from the lack of a long-term DoES public communication strategy, the media are "blamed" for not regarding education problems as priorities, except in those cases where they cause or originate from political problems. With few exceptions, practicing teachers and education administrators have a rough idea of the reforms in education, but they know very little or almost nothing about the lead agency concept, general curriculum framework, new teacher training system, new structure of the education system in Kosovo, decentralization plans, etc.

Although the DoES recognizes the importance of community-level discussions for the process of changes in education no consultation mechanism has been created on community/practitioners' level, except for temporary information campaigns that have been organized by or on behalf of the DoES. Most of the practitioners interviewed think that they should be informed about the education policies through conferences, debates and the media. Consultation mechanisms are in place usually in those cases where the community support is a *conditio sine qua non* for implementation of education policies.

Due to the existing communication gaps, practicing teachers and administrators often see the programs offered by different agencies and NGOs as a reflection of education policies. Most of them are not aware of lead agency concept as a type of a formal partnership between the education authorities and the implementing agencies.

5. CONCLUSIONS

Kosovo does not have a proclaimed policy explicitly referring to education for democratic citizenship or management of diversities as central components. However, the two components are present in existing policy documents and are being built into the new education system. Key features, which have emerged from this report, are the need for creating democratic coordination mechanisms to manage changes in education, and to focus on young people in and out of formal education settings.

1. Kosovars have inherited a traditional education system, which was in full isolation for nine years. Although very few people have been exposed to external innovations, technical assistance, training and pilots, there is a general positive approach in the Kosovar society towards innovations in the education system.

- Any initiative to make education for democratic citizenship an essential component of all educational, training, cultural and youth policies and practices will require the active participation of Kosovar communities in the process. Hence, creating consultation mechanisms to exploit the positive energy represents a priority for education authorities.
2. Although the issues related to curriculum are highly charged politically and need extremely sensitive handling, the future national curriculum should reflect the orientation of the Constitutional Framework for inter-ethnic reconciliation and multi-cultural society in democratic Kosovo.
 3. The teacher training system should promote a rights-based, gender-neutral and participatory environment in the classroom by providing teachers with opportunities to experience for themselves the process of decision-making, debate, listening skills and consultations.
 4. Given the large dropout rates in primary and secondary education it is expected that unskilled youth with incomplete secondary school training will burden economic development and severely limit the human resources necessary to rebuild the Kosovar work force. The upgrading of skills for these important segments of the population requires the development of a non-formal training strategy.

REFERENCES

1. Anderson, Alex: "Denied a Future? Kosovo (FRY) Report", Draft, May 2001.
2. Davies, Lynn: "Education in Kosova", Report to the British Council, University of Birmingham, August 1999.
3. Daxner, Michael: "Education in Kosovo: From Crisis to Recovery and Transformation", Graze Stability Pact Meeting, 9-10 March 2000.
4. Daxner, Michael: "Education Policy Statement 2001", Policy Paper, UNMIK, Prishtina, February 2001.
5. European Commission/World Bank: "Towards Stability and Prosperity: A Program for Reconstruction and Recovery in Kosovo", Washington, November 3, 1999.
6. Hyseni H., Salihaj J., Shatri B., Pupovci D.: "Education in Kosova-Figures and Facts", Prishtina, November 2001.
7. Hyseni, Halim: "Inclusion of Population in Education", Report for KEC Education Forum, ECN, March 2001.
8. OECD: "Thematic Review of National Policies for Education – Kosovo", 22 June 2001
9. Pupovci, Dukagjin: "Education, Science and Culture for Empowering the Society", to appear in UNDP Kosovo Human Development Report 2001.

10. Pupovci, Dukagjin: “Reforming the Education System in Kosovo: A Way Towards the Future”, to appear in KFCS Newsletter.
11. UNESCO Institute for Education, UNMIK Departments of Culture and Education & Science: “Development of a non-formal education programme for Kosovo”, Concept Paper
12. UNICEF Kosovo: “UNICEF’s View on Lead Agencies”, Prishtina, September 2000.
13. UNICEF Kosovo: “The New Kosovo Curriculum Framework”, First Draft, May 2001.
14. UNICEF Kosovo: “Case Studies in Curriculum Development: Contributions to the Kosovo Education Reform”, International Seminar in Prishtina 2-5 May 2001, Final Report.
15. Universalia: “Kosovo Educator Development Project”, Project Implementation Plan, Final Version, June 15, 2001.
16. UNMIK Regulation 2001/9: “Constitutional Framework for Provisional Self-Government”, 15 May 2001.
17. UNMIK DoES: Briefing to Security Council, February 2001.
18. Zogiani, Avni: “Analysis of the level of awareness of public in Kosovo on education reforms” (in Albanian), Report for KEC Education Forum, KEC, June 2001.