



# MANAGEMENT OF PRE-UNIVERSITY EDUCATION IN KOSOVO



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## Management of Pre-University Education in Kosovo

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# List of Abbreviations

<b>AI</b>	Administrative Instruction
<b>EMIS</b>	Education Management and Information System
<b>GDP</b>	Gross Domestic Product
<b>ICT</b>	Information and Communications Technology
<b>ISCED</b>	The International Standard Classification of Education
<b>KESP</b>	Kosovo Education Strategic Plan
<b>LLSG</b>	Law on Local Self Government
<b>MED</b>	Municipality Education Directorate
<b>MEST</b>	Ministry of Education, Science, and Technology
<b>MTEF</b>	Medium Term Expenditures Framework
<b>OECD</b>	Organization for Economic Cooperation and Development

# 1. Executive Summary

The aim of this study is to review the management of pre-university education and to understand how well is the education sector in the pre-university level managed. The methodology used in this study is qualitative based on the analysis of policies, laws, and administrative instructions and existing studies conducted in the field of education in Kosovo. For a better understanding of the current state of the education sector, semi-structured interviews were conducted with education experts involved in the education sector in Kosovo.

Kosovo's education system has undergone substantial reforms in the last decades. Building of new schools that help reduce the number of shifts, training and development of teaching staff, development of new curriculum based on competences and lifelong learning, provision of free textbooks, and expansion of the use of ICT are just few investments made that helped Kosovo improve its education system. Among the most important reforms initiated was the decentralization of the education system. After declaring its independence in 2008, Kosovo became increasingly committed to a framework of decentralization.

The new legislation identified competencies of each municipal authority over a broad range of service sectors such as health care, education, social services and local economic development. The decentralization in the education sector granted to municipalities full authority with regards to the provision of public pre-school, primary, and secondary education, while the role of central Government remained restricted to steering the education policy, standard setting, curriculum development, and school inspection. Government's decentralization policies aimed at establishing functioning mechanisms that allow for nationally developed policies to be implemented at the municipal and school level. However, the devolution of responsibilities from central to municipal and school level brought along many irregularities and created challenges for municipalities to fulfill their responsibilities, mostly due to limited financial resources and human capacities. As a result, opportunities for mismanagement of the education system emerged which influenced the quality of education delivery.

Challenges that characterize the education sector in Kosovo are numerous; yet, they all interconnect to lead the quality of education we see today. The most important challenge identified in the management of education which triggers along many other irregularities is the financing of education. Though expenditures in education have increased steadily, Kosovo continues to remain in the list of countries with low expenditure per pupil capital. This provides challenges for municipalities and schools to implement policies and standards that are enacted by central institutions. In addition to low spending per student, spending in education is characterized by lack of efficient management. The two categories where the expenditures are focused are mainly in wages and salaries and capital expenditures and less on recourses that would directly improve learning and teaching.

Additionally, the legal framework is enormous with different laws and bylaws that create confusion among the key stakeholders for their competencies and responsibilities. The framework has been evolving for some time

now and many of the alterations have happened in a very short period of time which prevented education actors to prepare accordingly to the changes. These issues have made it difficult for implementing all legal requirements in practice. For instance, the devolution of responsibilities included teacher professional development from MEST to municipalities. However, this devolution was not accompanied by a respective allocation of funds from central to local level. The central budget covers only wages and salaries and maintenance and infrastructure. The own generated incomes of municipalities are usually low and therefore municipalities cannot allocate any funds to finance teachers' professional development. As such, MEDs have not yet built capacity to plan, support and monitor teacher professional development in their schools.

Irregularities in management are present at the school level as well. School governing bodies that are determined by law e.g. Parents council and students' council established with the aim of representing students' interest and safeguarding the education quality are not functional in most of the schools. Moreover, development plans which would assist schools to focus on what they ought to do to improve quality of education delivery do not exist in all schools. Even when they exist they are not satisfactory as they are often replicated from other schools which means they do not address the specific needs of the particular school. In addition, the development plans are usually focused on the improvement of school infrastructure and other aspects that rely on external funding, rather than on aspects that school could improve under given circumstances to affect the quality of teaching and learning processes. Another major problem is that school development planning is not coordinated with national and local education policies. In this regard, it seems like school development plans are deemed as an instrument to receive additional resources rather than a tool to be used by schools to focus on actions that it needs to take for improving the quality of service delivery. Municipalities also lack education development plans which make it difficult to have a smooth coordination between municipalities and schools to work jointly on the education delivery.

With regards to school autonomy though education is decentralized schools enjoy limited authority over financing and recruitment process. Municipal education directors enjoy considerable autonomy in the allocation and use of funds. As such, local school administrators face uncertainties regarding the amount of funding they will receive during the school year which would afterwards affect the school development plans. Schools have also limited autonomy in selecting school directors and teaching staff. Despite that school directors are part of the selection committee they have little say in the selection process as the two MED representatives make the final decision. This fact leaves room for suspecting that appointments could be made based on political affiliation, favoritism, nepotism and so forth which leads to the politicization of the entire recruitment process. This challenge in the education sector could be overcome with an effective quality mechanism in place. However, there is a lack of effective quality assurance mechanism despite that the framework for quality assurance is in place. Major problems of quality assurance are related to low capacity to assure the quality at all levels. Even when evaluations take place they are mainly focused on administrative inspection, as such leaving little resources for focusing on pedagogical issues which are important for improving the teaching and learning in schools. The ineffective quality assurance mechanism influences the quality of teachers as well. Teachers' evaluation is regulated by the licensing system which now links teachers' performance with promotion and salary increase. All this effort has been made with the attempt to improve teachers' performance. However, this evaluation has not started its implementation yet due to the lack of capacities at the school and municipal level as well as Education Inspectorate. Therefore, it is still early to infer whether this practice will indeed improve teachers' performance and as such quality of education delivery.

Evidence-based decision-making constitutes the backbone of an efficient management. In Kosovo education data is collected at the MEST using EMIS software at school and classroom level. The collected information is used from MEST to produce reports on the education statistics. However, these reports do not contain data on pupils' e.g. net enrollment rate, repetition rate, dropout rate, which would inform schools and teachers on important education indicators. The challenge of building an effective data management system is not limited only to the level of data gathering, but also in the analysis and interpretation of data for their use in policymaking as policies enacted do not usually rely on proper information but are influenced by the intuition of certain individuals or groups that are in charge. The quality of education could also be improved with the proper engagement of the teachers' union whose role is to protect the rights of teachers and improve the quality of education. However, in the recent years the work of teachers' union has been focused mostly in bargaining on behalf of teachers for salary increase without being concerned about other aspects that improve the quality of education.

Considering the abovementioned irregularities in the management of education, this study offers recommendations that would ensure effectiveness of current management mechanisms and consequently improvement on the quality of education delivery. Recommendations include improvement in education spending and capacity building at the level of MEST and MED that would ensure the implementation of legal framework and strengthening of the quality assurance mechanisms. The role of the teachers' union should also extend to provision of quality education by supporting institutional stakeholders in implementing policies and strategies as well as holding them accountable when failing to do so.

## 2. Methodology

The purpose of this study is to review the management of pre-university education and understand how well managed the education in pre-university level currently is. To achieve this purpose, the study uses a qualitative method based on the analysis of policies, laws, and administrative instructions, and existing studies conducted in the field of education in Kosovo. For a better understanding of the current state of education, semi-structured interviews were conducted with education key actors from the MEST, MDE, school directors, teachers, and education experts.

This study reviewed the main laws and bylaws of the pre-university education that are related to the management of this level of education. These documents that outline the regulation of the pre-university education in Kosovo are public and accessible for everyone.

### The following laws and bylaws have been used in this study:

- Law No.04/L –032 - on pre-university education in Kosovo;<sup>1</sup>
- Law No. 03/L-068 - on education in the municipalities of Kosovo;<sup>2</sup>
- Law No.06/L-046 – on Education Inspection;
- Law No. 04/L-040 – on Local Self Government;<sup>3</sup>
- Law No. 05/L-018 – on State Matura Exam;<sup>4</sup>
- Administrative Instruction No.16/2012 on Pupils Supply with Free School Textbook, Their Use and Preservation;<sup>5</sup>
- Administrative Instruction 28/2012 Establishment and Functioning of Kosova Parents' Council;<sup>6</sup>
- Administrative Instruction No. 34/2014 The functioning of pedagogical– psychological service in schools;<sup>7</sup>
- Administrative Instruction No. 08/2014 Procedures and Selection Criteria of Director and Deputy Director of the Instructive-Educational and Training Institution;<sup>8</sup>
- Administrative Instruction No. 03/2016 Steering School Council;<sup>9</sup>
- Administrative Instruction: No 24/2016 on Quality Assurance in Pre-University Education;<sup>10</sup>
- Administrative Instruction No. 3/2017 For the State Council on Teachers Licensing;<sup>11</sup>
- Administrative Instruction No. 4/2017 for Evaluation of the Educational Institutions Performance in Pre-University Education;<sup>12</sup>
- Administrative Instruction No. 5/2017 The Licensing System and Development of Teachers in Career<sup>13</sup>.

1 <http://www.kuvendikosoves.org/common/docs/ligjet/Law%20on%20preuniversity%20education.pdf>

2 [http://www.kuvendikosoves.org/common/docs/ligjet/2008\\_03-L068\\_en.pdf](http://www.kuvendikosoves.org/common/docs/ligjet/2008_03-L068_en.pdf)

3 [http://www.assembly-kosova.org/common/docs/ligjet/2008\\_03-L040\\_en.pdf](http://www.assembly-kosova.org/common/docs/ligjet/2008_03-L040_en.pdf)

4 <http://www.kuvendikosoves.org/common/docs/ligjet/05-L-018%20a.pdf>

5 <https://masht.rks-gov.net/uploads/2016/01/ua-16-2012-new.pdf>

6 [https://masht.rks-gov.net/uploads/2015/07/convert-jpg-to-pdfnet-2015-07-29-14-49-45\\_1.pdf](https://masht.rks-gov.net/uploads/2015/07/convert-jpg-to-pdfnet-2015-07-29-14-49-45_1.pdf)

7 [https://masht.rks-gov.net/uploads/2015/05/ua-34-2014\\_1.pdf](https://masht.rks-gov.net/uploads/2015/05/ua-34-2014_1.pdf)

8 <https://masht.rks-gov.net/uploads/2016/01/08-2014-ua.pdf>

9 [https://masht.rks-gov.net/uploads/2016/01/ua-masht-03-2016-keshilli-dejtues-i-shkolles-rotated\\_1.pdf](https://masht.rks-gov.net/uploads/2016/01/ua-masht-03-2016-keshilli-dejtues-i-shkolles-rotated_1.pdf)

10 <https://masht.rks-gov.net/uploads/2016/12/rotatedpdf180.pdf>

11 <https://masht.rks-gov.net/uploads/2017/08/3-2017-ua-per-keshillin-shteteror-per-licencim-te-mesimdhensesve.pdf>

12 <https://masht.rks-gov.net/uploads/2017/08/4-2017-ua-vleresimin-e-performances-se-institucioneve-arsimore-ne-arsimin-parauniver-sitar-rotated.pdf>

13 <https://masht.rks-gov.net/uploads/2017/08/sistemimi-i-licencimit-dhe-zhvillimit-te-mesimdhensesve-ne-karriere.pdf>

### 3. Context

Education remains the most important investment any person can make for their future and the life opportunities of an individual depend on the quality of education received. Schools, as the main institutions that deliver learning, are responsible to offer a quality education. This being said, they are entrusted the most valuable resource of a nation – the brainpower. The future development of a country depends on the quality of education schools offer to prepare the future human labor force. Therefore, it is of an utmost importance to ensure that schools fulfill their mission of preparing the young generation with the right skills for the labor market and life in general. These facts should be enough to instigate fairly rigorous mechanisms for an effective management of education that ensures quality education delivery.

Many education systems worldwide have put great efforts in developing mechanisms to ensure and improve their education quality. In this regard, the focus on service delivery has spurred a number of interrelated reforms at the school level, often implemented simultaneously within education systems, including decentralization, school management committees, teacher performance pay, school report cards, and transparency boards. The basic idea behind such reforms is that the key problems in education delivery—corruption, inequity, inefficiency, and insufficient resources—can be tackled locally at the school level even if political systems disappoint at the national level.

Kosovo's education system is no exception in this regard. Since the end of the war in 1999 Kosovo has undergone decades of transition in all aspects of development, including education. The reforms enacted ranged from the decentralization of competencies to schools and municipalities, development of new curriculum, establishment of teacher licensing system, and introduction of monitoring mechanisms. However, despite such fundamental reforms, the education system continues to fail in producing the desired educational outcomes in terms of better students learning. Until Kosovo participated for the first time in an international assessment in PISA 2015, the state of education in Kosovo did not create a shock to the public and institutional stakeholders. This is because in national examination students manifested progress throughout years. For instance, results of the State Matura Exam, which is a prerequisite for enrollment in higher education level after a successful completion of the upper secondary school level, show that from 2015-2018 the percentage of students who passed the threshold of 40% as determined by Law, increased from 53.9% (in 2015) to 73.3% (in 2018).<sup>14</sup> Better performance in Matura Exam enabled the policymakers to argue that reforms enacted in education were producing effective results. Nonetheless, the bad administration of national examination allows students to scheme or cheat their way into better test performance veiling as such the true fact that education is failing to prepare them with the basic skills required for future career and life.

The appalling state of Kosovo's education system uncovered by the worrisome results of Kosovar students in PISA 2015 assessment which suggested that Kosovar students are not equipped with the appropriate skills and knowledge for the modern world of the 21st century. In this assessment 15-year old Kosovar students performed among the lowest in all of the testing disciplines. In science, 15-year-old Kosovars scored 378 points compared to an average of 493 points in OECD countries (Figure 1); in math students scored on average 362 points compared to an average of 490 points in OECD countries (Figure 2); and in reading they performed on average

<sup>14</sup> Law on State Matura Exam (Law No. 05/L-018).

347 points, compared to an average of 493 points in OECD countries (Figure 3). A 30 points difference with the average of OECD countries is equivalent to completion of 1 extra year of schooling. This means that Kosovar students fall behind roughly 4 years in schooling compared to 15-year old students in OECD countries.<sup>15</sup>

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<sup>15</sup> <http://blogs.worldbank.org/education/testing-testing-how-kosovo-fared-its-first-international-assessment-students>

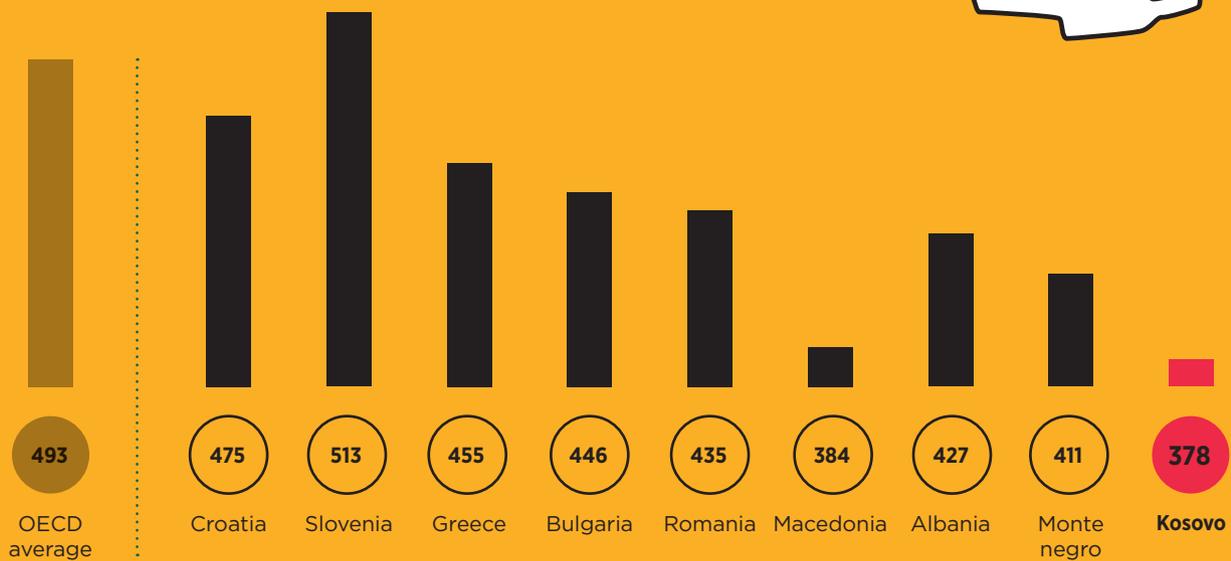
378

Figure 1:

## SCIENCE

Mean Scores of Science for Kosovo and comparing countries

Source: (OECD, 2016)



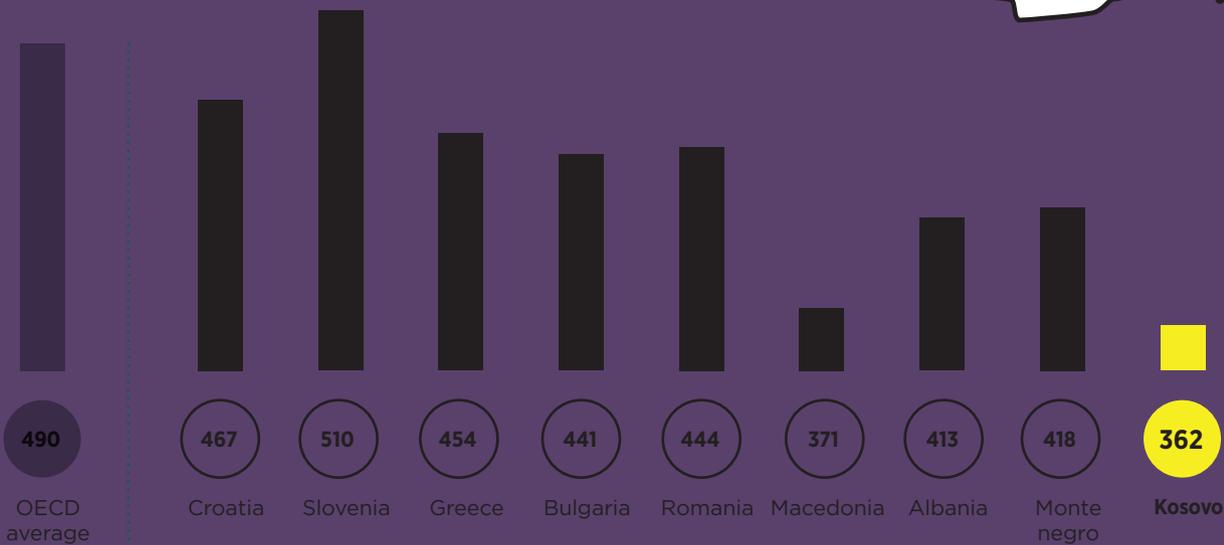
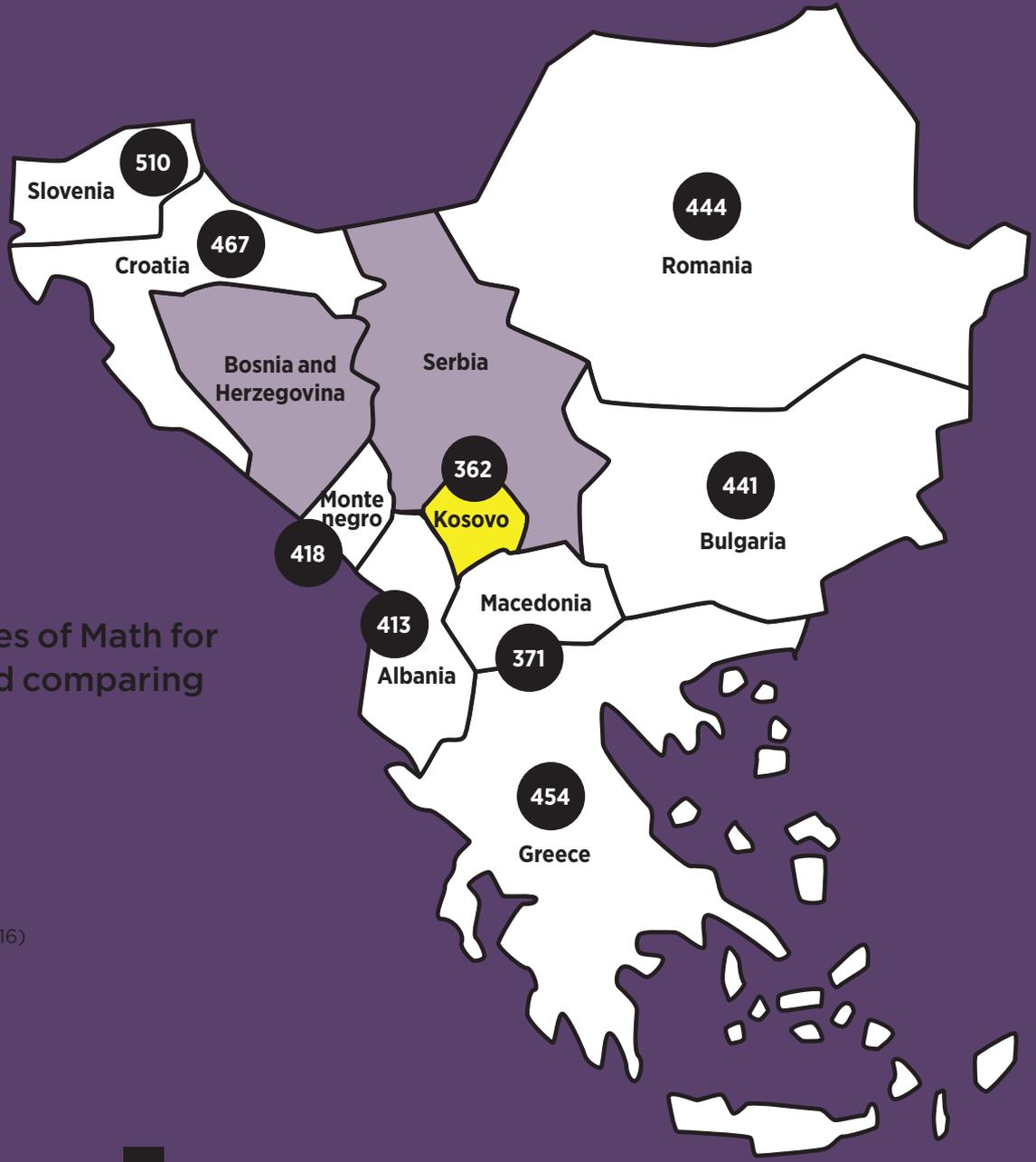
362

Figure 2:

### MATH

Mean Scores of Math for Kosovo and comparing countries

Source: (OECD, 2016)



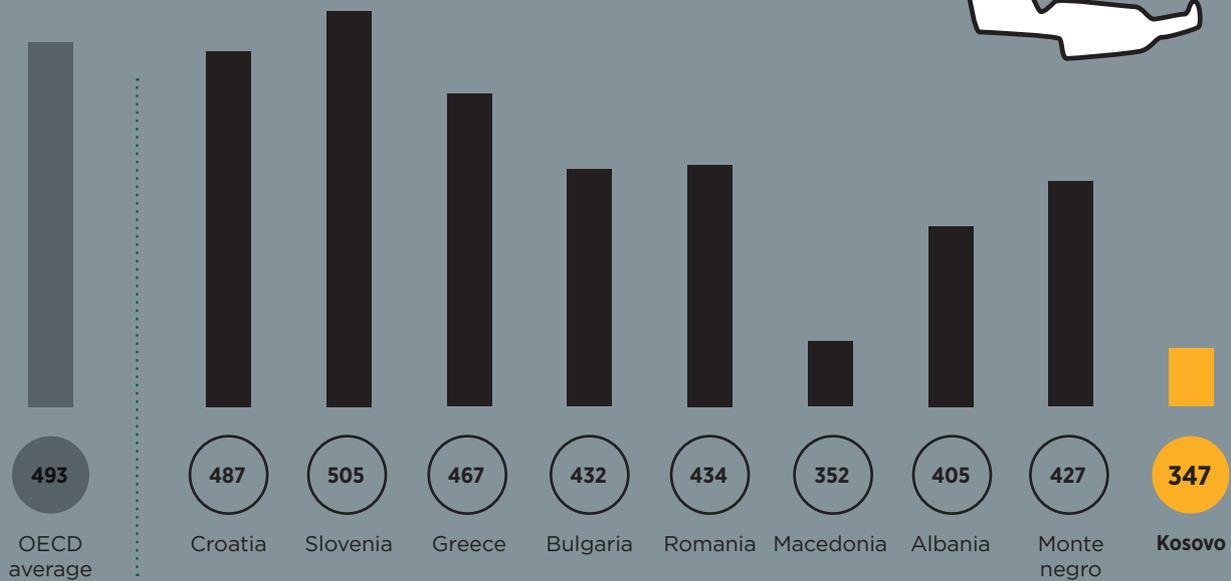
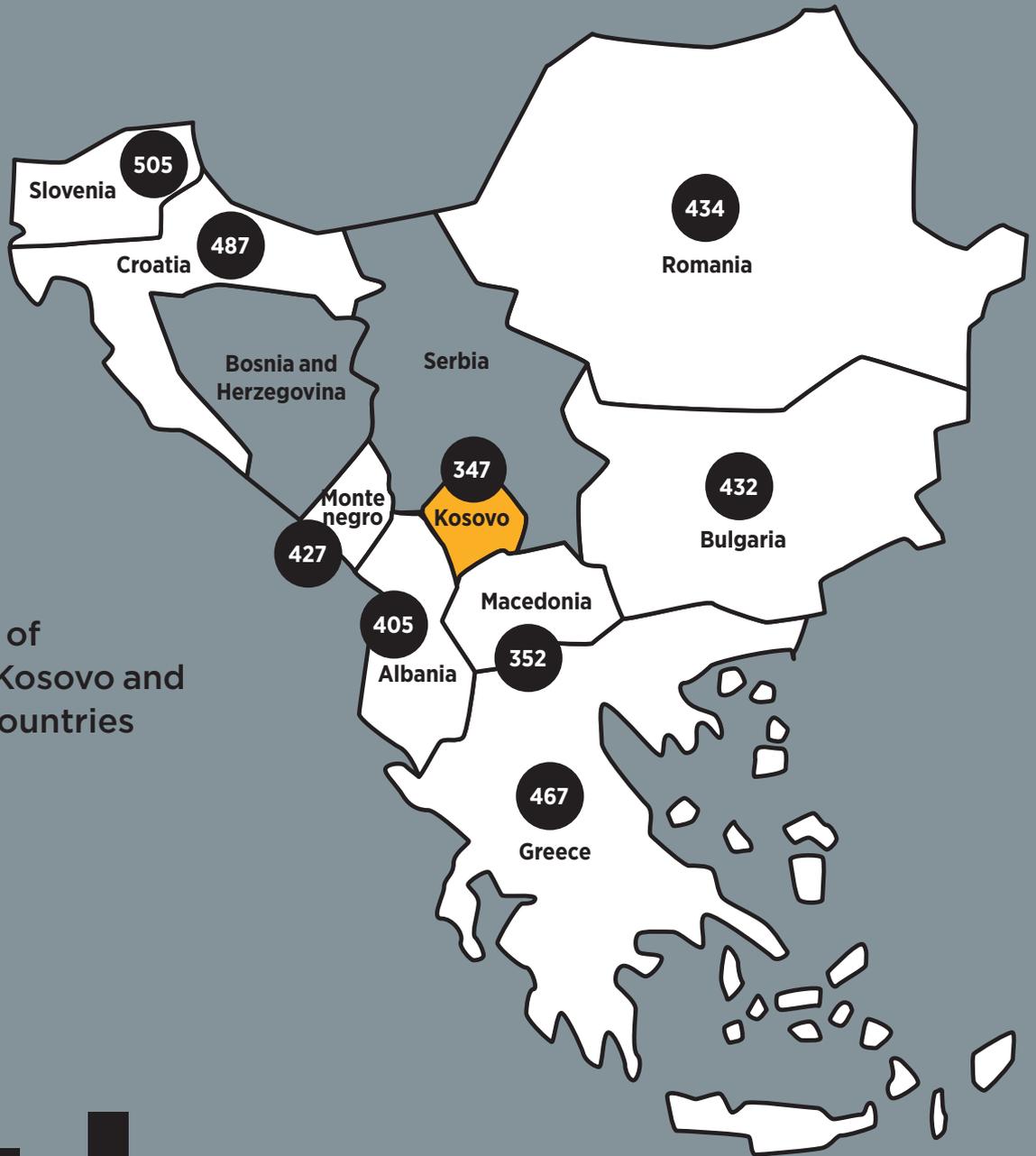
347

Figure 3:

## READING

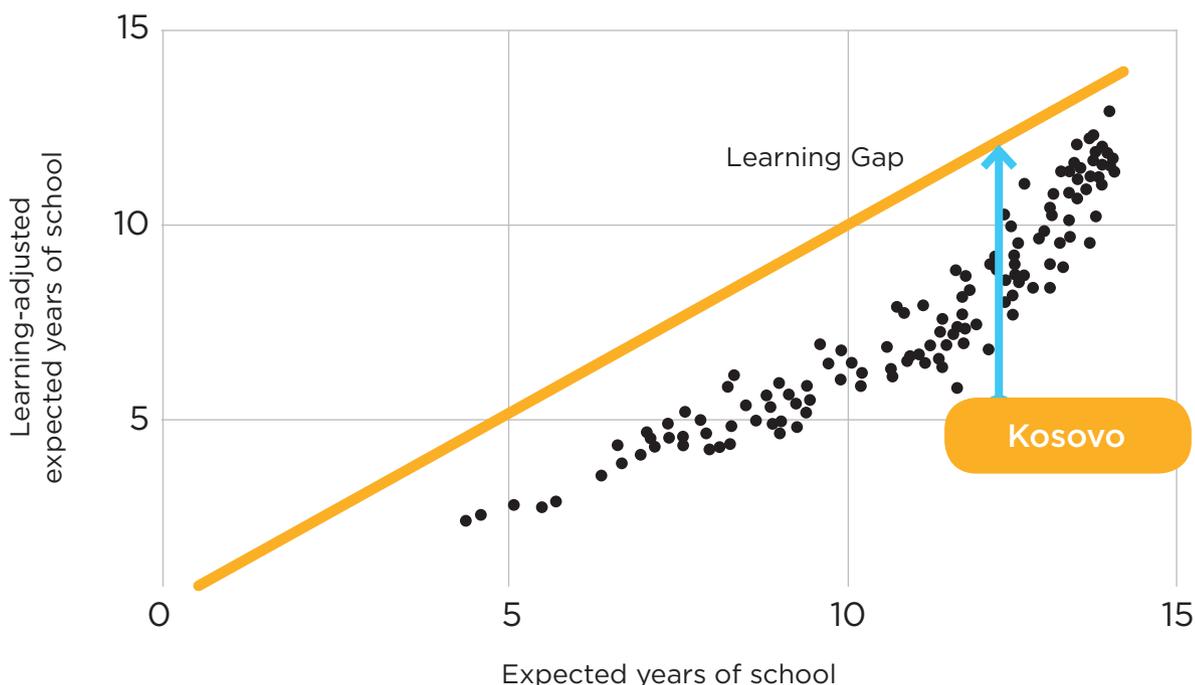
Mean Scores of Reading for Kosovo and comparing countries

Source: (OECD, 2016)



The recent launched report of the Word Bank on Human Capital Index also verified the poor state of Kosovo’s education system. Human Capital Index (HCI) measures the amount of “human capital” that a child born today can expect to attain by the age 18, given the risks of poor health and education that prevail in a country where the child is born. It incorporates three components: the degree of survival in children (probability of survival to age 5), achievement in education (access estimated through expected years of school, and quality through test scores) and health (the fraction of children not stunted and the adult survival rate). According to this estimate a child born in Kosovo today can expect to complete 12.8 years of preprimary, primary, and secondary school by age 18. Nevertheless, when these years of schooling are adjusted for the quality of learning, it equates to only 7.7 years of education.<sup>16</sup> Such gap of 5.1 years of education means that an 18-year old Kosovar student possesses the skills, knowledge, and intellect of a 13-year old individual. Bearing in mind the importance of education in a person’s life opportunities as well as a country’s sustainable development, the entire society and all relevant institutional stakeholders must rally instantly to harmonize all efforts for improving the quality of education delivered to our students.

**Figura 4:** Learning Gap (World Bank)



<sup>16</sup> [http://databank.worldbank.org/data/download/hci/HCI\\_2pager\\_XKX.pdf](http://databank.worldbank.org/data/download/hci/HCI_2pager_XKX.pdf)

## 4. Pre-University Education in Kosovo

Access to pre-university education is a right that is guaranteed by legislation to ensure that no child is denied the right to education. Provision of pre-university education is a joint responsibility of government, municipalities, educational institutions, and parents, according to the respective duties and functions regulated by law. Pre-university education in Kosovo includes children age 0-18 years attending one of the four levels of education: pre-school (age <6), primary (grades 1-5), lower secondary (grades 6-9) and upper secondary (grades 10-12/13). Primary and lower secondary are compulsory and upon completion of the mandatory education, students can decide to continue in upper secondary or immediately join the labor market. Students who continue the upper secondary education have the option to choose general education/gymnasium or vocational education. At the end of the last year of upper education students will be equipped with diploma and can either enter the labor market or take the Matura Exam in order to enroll in higher education upon passing of the determined threshold.<sup>17</sup>

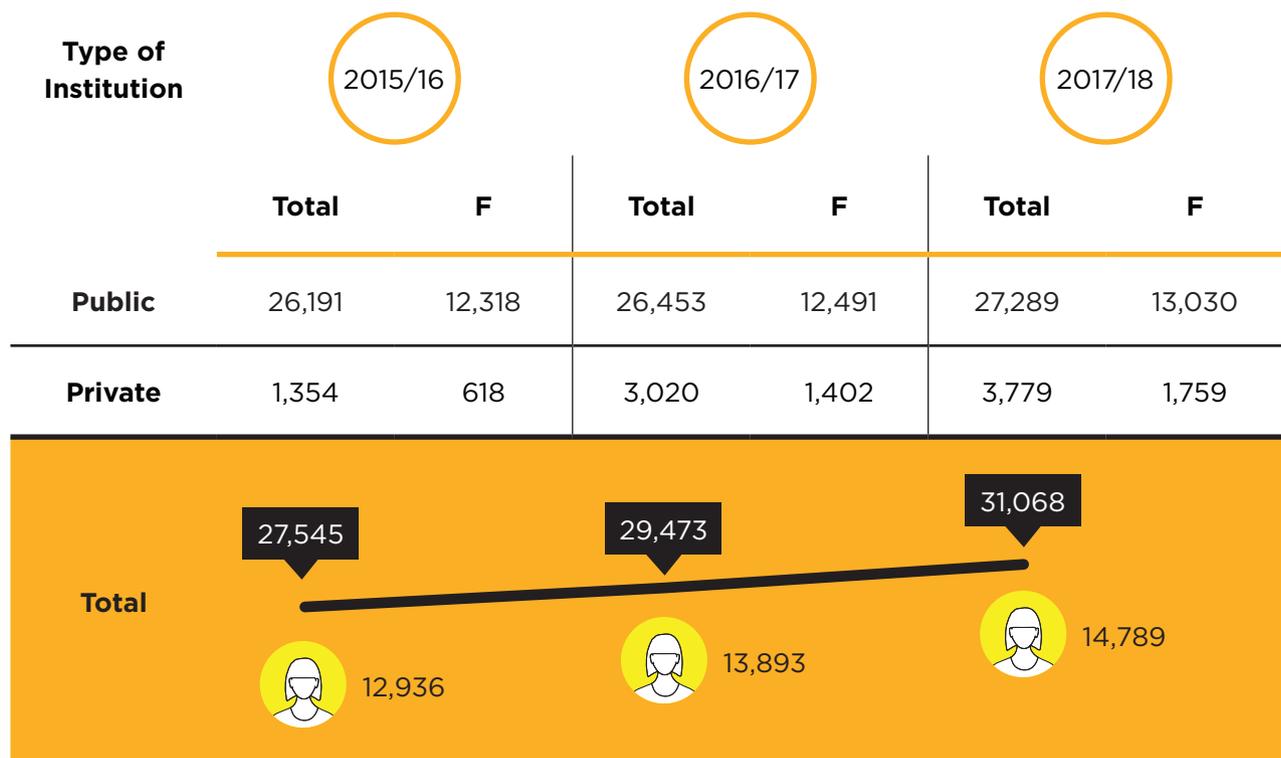
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<sup>17</sup> Law on State Matura Exam (Law No. 05/L-018).



Kosovo has marked significant progress in access to education and has improved in offering compulsory education to nearly all children. Enrollment rates in primary and lower secondary are nearly universal with gross enrollment rate of 96.03% and 88.75% respectively, whereas upper secondary enrollment is 88.45%. With regards to the pre-school and pre-primary level, despite that enrollment has increased throughout years, it stills lags behind in this level of education as only 18.6% of children aged 0-5 years old attend licensed pre-school institutions. Whilst, the enrollment rate for pre-primary level (children aged 5-6) is 91.17%.<sup>18</sup> The low level of participation in pre-school level is mainly because this level of education has not been a policy priority and little or no investments in terms of human resources and infrastructure were made in the past years. The low level of enrollment in pre-education can negatively affect students' later learning prospects.

**Table 1** Number of students enrolled in pre-school and pre-primary level of education (ISCED 0)

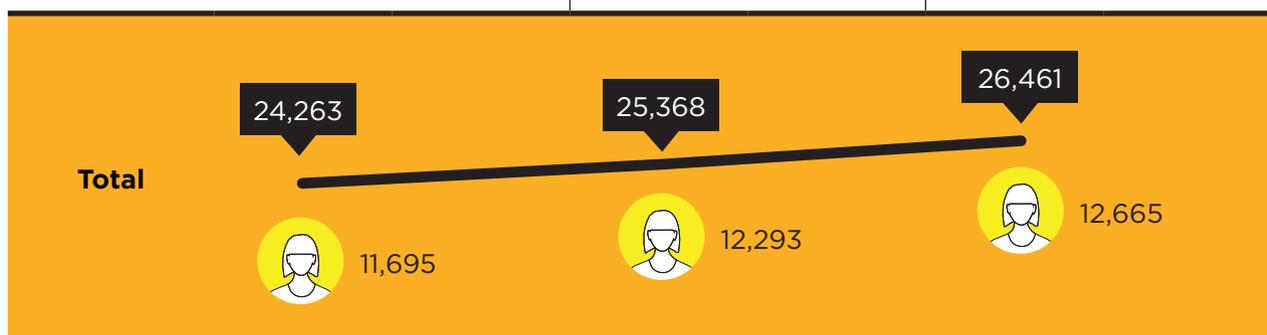


18 Kosovo Statistics Agency (2018) <http://ask.rks-gov.net/media/4146/stat-e-arsimir-2017-2018ang.pdf>

**Table 2**

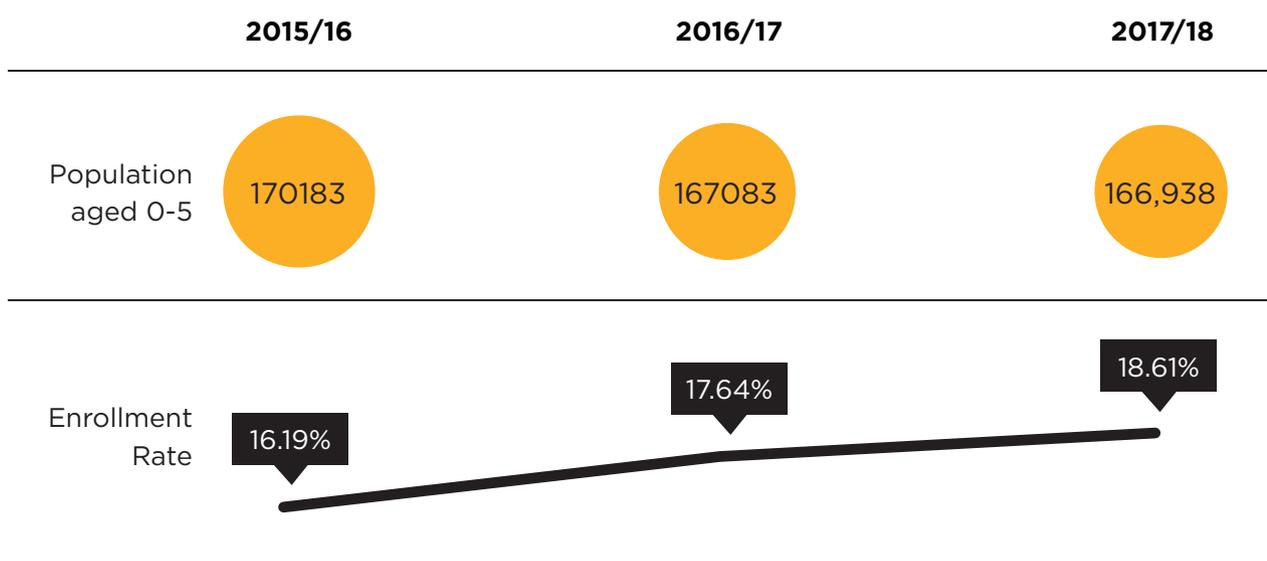
Number of children aged 4 and 5 enrolled in pre-school and pre-primary level of education (ISCED 0)

AGE	2015/16		2016/17		2017/18	
	Total	F	Total	F	Total	F
Age 4	1,794	878	1,964	938	2153	993
Age 5	22,469	10,817	23,404	11,355	24,308	11,672

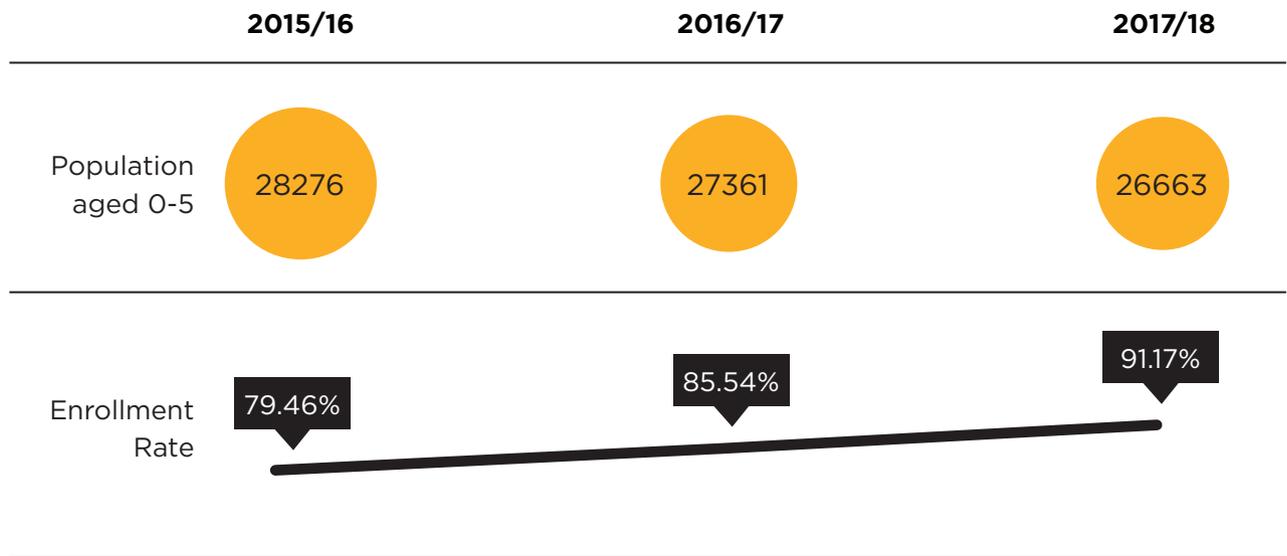


**Table 3**

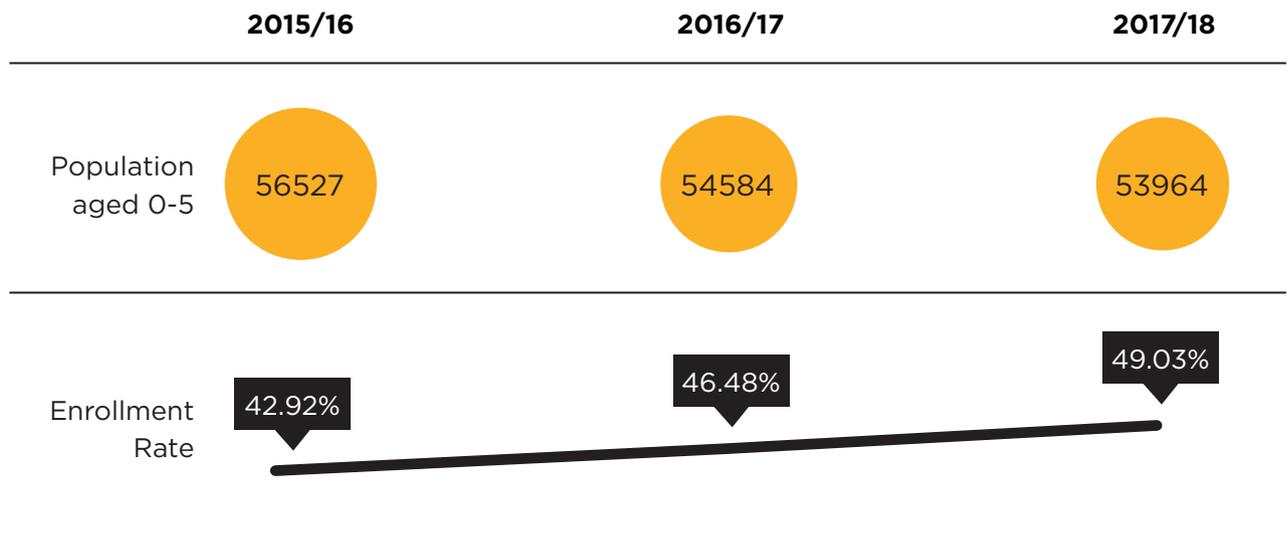
Gross enrollment rate in pre-school level (KESP Target: 20%)



**Table 4** Gross enrollment rate in pre-primary level (KESP Target: 100%)



**Table 5** Gross enrollment rate of children aged 4 and 5 in pre-primary and pre-school level



**Table 6** Gender parity index in pre-primary and pre-school level

	2015/16	2016/17	2017/18
Pre-school level (age 0-5) (KESP Target: 0.95)	0.93	0.92	0.91
Pre-primary level (age 5) (KESP Target: 0.93)	0.93	0.94	0.92

**Table 7** Number of students enrolled in primary, lower secondary and upper secondary level of education (ISCED 1-3)

Students	2015/16		2016/17		2017/18	
	Total	F	Total	F	Total	F
ISCED 1 (Grade 1-5)	139,110	66,201	136,618	65,944	135,423	65,525
ISCED 2 (Grade 6-9)	126,466	60,682	118,475	57,365	112,191	54,216
<b>ISCED 1&amp;2</b>	<b>265,576</b>	<b>126,883</b>	<b>255,093</b>	<b>123,309</b>	<b>247,614</b>	<b>119,741</b>
ISCED 3 (Grade. 10-12)	91750	43598	92,735	44,296	91,345	44,518
Grade 9	35054	16985	31,764	15,422	28,699	13,897
Grade 10			34,838	16,266	31,085	14,480

**Table 8** Indicators of participation in education

Indicators	KESP Baseline	2015/16	2016/17	2017/18
Gross enrollment rate in primary education level (Target: 100%)	96.4%	93.38%	94.42%	96.03%
Gross enrollment rate in lower secondary education level (Target: 100%)	99.5%	93.27%	91.05%	88.75%
Gross enrollment rate in upper secondary education (Target: 90%)	84.5%	86.85%	87.99%	88.45%
Gender parity index Level: Primary (age 6-10) (Target: 0.94)	0.93	0.91	0.93	0.94
Gender parity index Level: Lower secondary (age 11-14) (Target: 0.93)	0.94	0.92	0.94	0.94
Gender parity index Level: Upper secondary (age 15-17) (Target: 0.94)	0.89	0.91	0.91	0.95
Level of transition in upper secondary education	97.2%	92.50%	99.38%	97.86%

The latest statistics show that the total number of students in pre-university education is 370,027 students.<sup>19</sup> The pre-university public education system in Kosovo operates through a network of 40 preschools, 954 primary and lower secondary schools and 112 upper secondary schools. In addition to public institutions, there are 10 licensed private institutions offering primary and secondary education, while the total number of teachers in public school institutions is 23,281. Table 9 below summarize the number of total students in pre-university education.

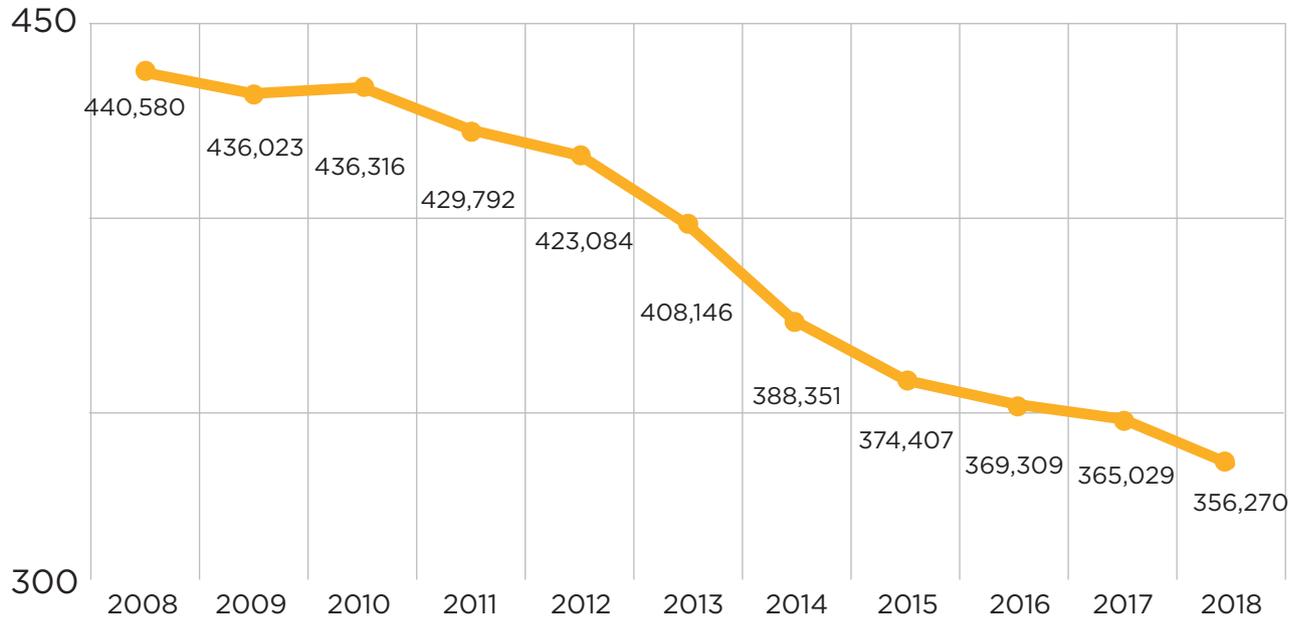
**Table 9** Participation of students in pre-university education

Level of Education	Number of students	Male	Female	Enrolment rate
Pre-school Education (0 up to <5 years old)	6,760	3,643	3,117	4.8%
Pre-primary (age 5-6 years)	24,308	12,636	11,672	90.1%
Primary and lower secondary	247,614	127,873	119,741	93%
Upper secondary	91,345	46,825	44,518	88.45%
<b>Total</b>	<b>370,027</b>	 190,977	 179,048	

The number of students in pre-university education has decreased significantly in the period 2008-2018 (see Figure 6). This decrease in the enrollment rate is attributed to changes in demographics, specifically decrease in the natality rate. Segregating this decline in the enrollment rate in different levels of the pre-university education, we see a significant decrease in the primary, lower secondary, and upper secondary level. However, the number of enrolled students in the pre-school/pre-primary level has increased throughout years.

<sup>19</sup> Kosovo Statistics Agency (2018) <http://ask.rks-gov.net/media/4146/stat-e-arsimir-2017-2018ang.pdf>

**Figure 6** Trend of students' participation in pre-university education across 2008 - 2018



**Table 10** School dropout

School Year	Grade	Number of dropouts			Total number of students	Dropout Rate
		M	F	Total		
2014/15	1-9	274	254	528	275,887	0.19%
	10-12	1120	325	1445	86,219	1.67%
2015/16	1-9	274	214	488	261,107	0.19%
	10-12	1336	469	1805	86,376	2.1%
2016/17	1-9	105	69	174	255,093	0.07%
	10-12	1032	350	1382	92,735	1.5%
2017/18	1-9	132	96	228	247,614	0.09%
	10-12	1288	354	1642	91,345	1.79%

**Table 11** Number of teachers in pre-university education

Level of Education	Number of teachers		
	Male	Female	Total
Preschool	-	537	537
Pre-primary, primary and lower secondary	7,655	9,809	17,464
Upper Secondary	3,128	2,152	5,280
<b>Total</b>	 10,783	 12,498	<b>23,281</b>

**Table 12** Student/teacher ratio in pre-university education<sup>20</sup>

	2015/16	2016/17	2017/18
Pre-school education	9.9	8.9	9.9
Pre-primary education	22.4	22.2	21.7
Primary and lower secondary education	15.5	15.1	14.6
Upper secondary education	15.9%	16.4%	16.4%

<sup>20</sup> Student/Teacher ratio shows the number of all students per all registered teachers. However, it does not consider the distribution of students among schools. In some schools (e.g. urban schools) the number of students is higher which means the number of students per teacher will increase.

**Table 13** Number of public school institutions in pre-university education

Public School Institutions	
Preschool/kindergarten	40
Primary and lower secondary	954
Upper secondary	122
<b>Total</b>	<b>1,116</b>

Students in the pre-university education are required to take an achievement test at the end of primary and lower secondary level to help them better orient for the upper secondary level. The results of the achievement test decreased throughout years from an average of total 64.7 points to 58 points out of 100 points. As seen in Table 14 the drop has occurred in mainly all subjects tested. The decline in achievement is seen in the subjects of Albanian Language, Geographic, ICT, Math, Physics, Chemistry, and Biology.

**Table 14** Achievement results grade IX: 2016 - 2018

School Year	Albanian Language	English Language	History	Geographics	Math	ICT	Physics	Chemistry	Biology	Total
2016/17	64.7	77.9	59.4	62.3	64.9	72.9	66.9	64.1	62	64.7
2016/17	57.5	81.1	47.4	52.6	62.1	67.3	50.7	56.9	61.9	58
2016/17	56.6	81.9	61.1	52.7	63.2	68.8	62.1	60.6	60.7	58

Another national examination that students undertake in the pre-university level is the Matura exam. Students take this examination for enrollment in higher education. The results in Table 15 show that the passing percentage of Matura exam has increased slightly or remained the same from 2016 to 2018. Exceptions are seen in the profiles Vocational I, II, III, and arts where the passing percentage has decreased in the three levels from 2017 to 2018. Though the increase in the percentage of students who passed the determine threshold is slight, the overall improvement in performance has been used by the policymakers as a justification that the reforms enacted in education produced effective results.

**Table 15** Matura exam results 2016 - 2018

Profile	June 2016		June 2017		June 2018	
	Achievement	Passing	Achievement	Passing	Achievement	Passing
General	61.2	95.7	67.5	95.7	63.3	98.2
Natural Sciences	65.4	95.4	73.3	98.5	64.6	95.5
Mathematics	63.9	93.7	79.3	98.6	71.5	98.9
Social	53.5	84.5	57.7	90.2	53.3	84.6
Linguistics	53.6	85.4	63.5	94.2	57	92.8
Vocational I	47.3	64.1	56.4	78.9	48.1	63.3
Vocational II	39.7	44.5	44.5	58.9	39.7	43.3
Vocational III	47.5	72.1	48.5	76	44.9	64.7
Arts	50.8	74.2	51.0	80.9	49	67.4
Music	64.2	92.7	68.4	100	68.2	95.8

Through completion of formal education, students are expected to be prepared for lifelong learning and for highly competitive labor market of the era of digitalization and technological innovation. The purpose of pre-university education is defined in the Core Curriculum Framework on Pre-university Education which shows that the purpose of education in Kosovo is to develop knowledge, skills, attitudes and values that are

required in a democratic society.<sup>21</sup> By equipping young generations with the right skills and knowledge they are supposedly independent, able to fulfill their personal life, and contribute to the continuous progress and prosperity of the society. The general purpose of education is entrenched on competencies defined in the Core Curriculum which involve an integrated and coherent system of knowledge, skills, and attitudes, that enable students to cope with challenges of the 21st century. The key competencies envisaged for the pre-university education system in Kosovo are:

- competency in communication and expression;
- competency in thinking;
- competency in learning;
- competency in life, work and environment-related areas;
- personal competency;
- civic competency

The provision and delivery of pre-university education is a responsibility of several main stakeholders with defined roles and duties. Schools as the main institution of learning are in charge of offering quality education to children. Good management and leadership of the institution play an important role on this. The work of a school is not possible without a leader. According to the Law on Pre-university Education the principal has executive responsibility for the management and general administration of the education institution.<sup>22</sup> Therefore, school principal, as school's governing body, has an important role in planning, administering, organizing, and managing the school by utilizing the available tools and resources efficiently. Teachers play a significant role in students learning as they are the ones to deliver learning. Therefore, people who aim to be teachers should meet specific requirements as provided by Law and only teachers who fulfill the specified requirements may enter and remain in an educational institution.<sup>23</sup>

Parents comprise another important actor in students' learning. The reforms in the pre-university education in Kosovo define specific responsibilities for the involvement of parents in their children's schooling through legal provisions.<sup>24</sup> They must ensure that children are enrolled in school on time, attend school regularly, and provide adequate learning environment. They should be in continuous communication with school directors and teachers regarding their children's progress in school. In addition to individual responsibilities, parents are guaranteed the right to be included in school governing bodies by being members of the Parent Council. They can also participate in the municipal level and central level through Education Council and Parents Council for Education in Kosovo.

## 4.1. Public spending in Pre-University Education in Kosovo

Education is a public good and as such the provision of education should be financed by public money. The willingness of policymakers to provide access to education and offer high quality education can translate into higher costs per student. Considering that education is a public good it is in competition against other demands on public expenditures and overall tax burden. Therefore, whether expenditures on education yield

21 Core Curriculum Framework for Pre-university Education in the Republic of Kosovo (2016). [http://www.ibe.unesco.org/curricula/kosovo/kv\\_alfw\\_2011\\_eng.pdf](http://www.ibe.unesco.org/curricula/kosovo/kv_alfw_2011_eng.pdf)

22 Law No.04/L -032 - On Pre-University Education in the Republic of Kosovo [www.kuvendikosoves.org/common/docs/ligjet/Law%20on%20preuniversity%20education.pdf](http://www.kuvendikosoves.org/common/docs/ligjet/Law%20on%20preuniversity%20education.pdf)

23 Ibid.

24 Ibid.

adequate returns feature prominently the public debate. Education is amongst the main priority areas of the Government of Kosovo for the coming years. This is set forth in the 2018-2020 Medium Term Expenditure Framework – the main document which lists Government’s main funding priorities.<sup>25</sup>

**Figure 7** Government’s priority areas in the MTEF

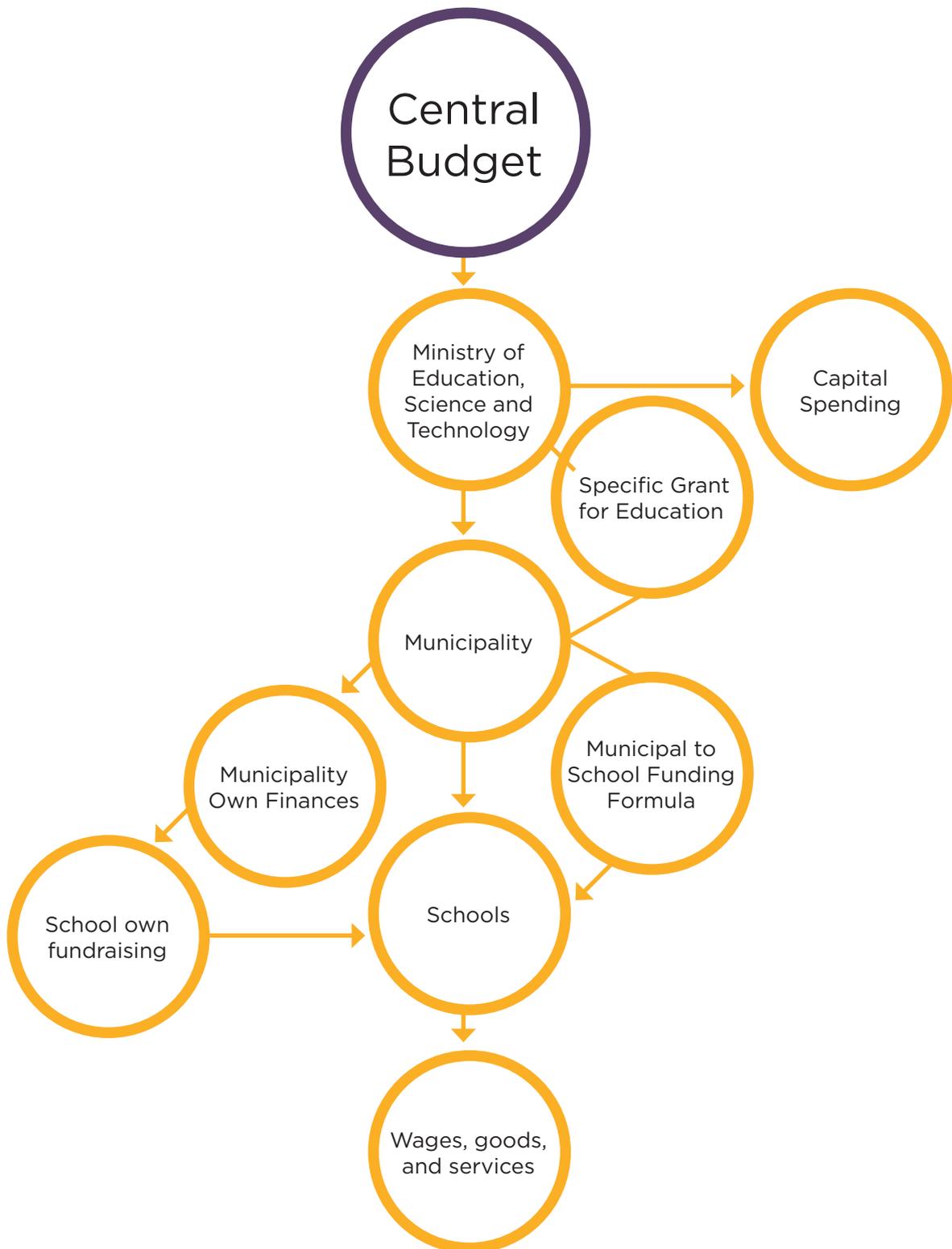


The government plans to support the creation of competent human capital through investment in education, particularly Education and Employment as a high priority. To reach these objectives it is not only important for sufficient budget, but management and efficient spending of money is as well a prerequisite for positive outcomes. The education system in Kosovo is mainly financed by the Central Budget which is transferred to municipalities through a grant called “Specific Grant for Education”. According to the Law on Local Government Finance, the sum of the grant is determined using a formula that accounts for the number of teachers and effective enrollment.<sup>26</sup> It also considers national curriculum, class size norms, special needs education, location, and wage operating expenses. The financing formula of per capita funding from municipality to school entered into force in 2009 aimed at offering more autonomy in the management of finance for schools, a step that would supposedly lead to efficiency and transparency in recourse allocation. This formula is based on the number of students at all levels and other school characteristics e.g. location, heating method etc., and the parameters from Education Specific Grant formula e.g. student/teacher ratio, number of students with special needs etc. that are selected by the municipality.

<sup>25</sup> Medium Term Expenditures Framework 2018-2020. April 2017.

<sup>26</sup> Law No. 03/L- 049 - On Local Government Finance  
[http://www.kuvendikosoves.org/common/docs/ligjet/2008\\_03-L049\\_en.pdf](http://www.kuvendikosoves.org/common/docs/ligjet/2008_03-L049_en.pdf)

**Figure 8** Funding formula in the education sector

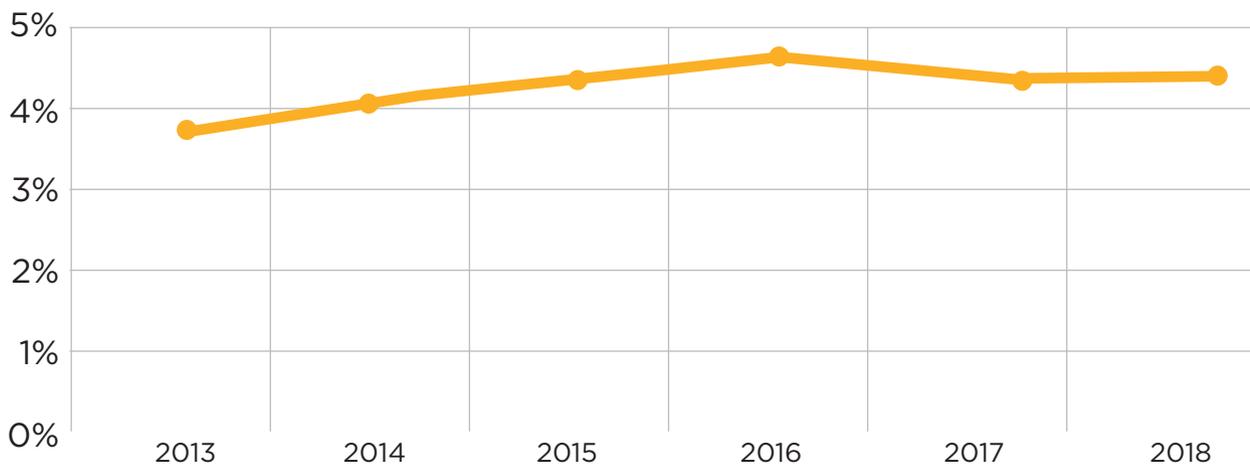


Financing for the education sector has increased throughout years. Even though it is difficult to assess the optimal amount of resources needed to prepare each student for life and work in modern societies, international comparisons of expenditure on education per student could offer useful reference points. Public expenditures on education expressed in terms of percentage of annual government expenditures and compared to GDP are comparable with regional and EU practices. Nominal expenditures have increased significantly compared to 2011. The level of public spending on education in 2018 was 4.22% of GDP or 13.7% of government spending.

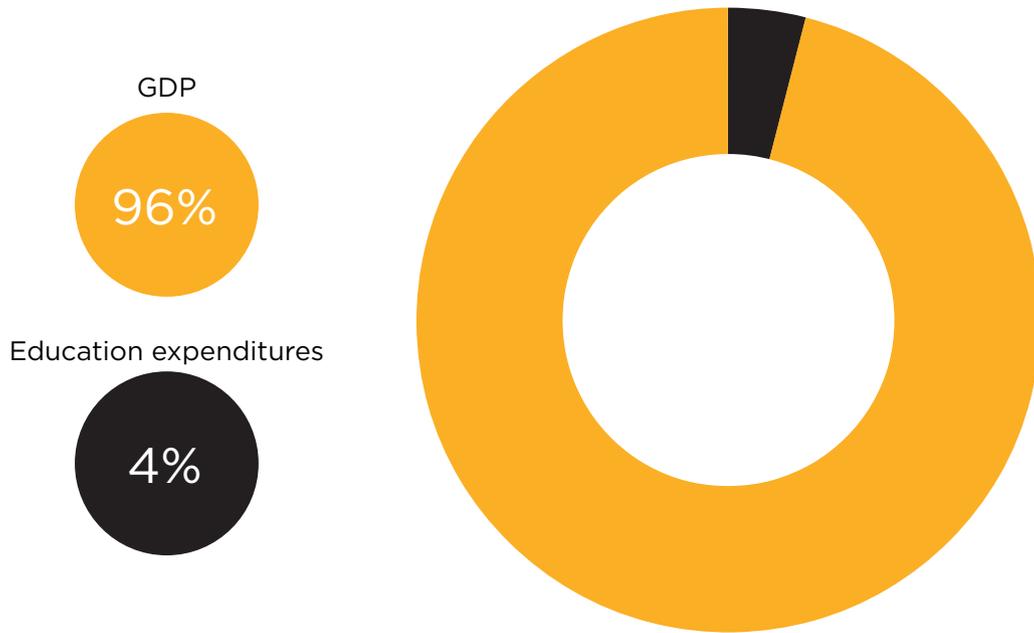
**Table 16** Public spending in education in Kosovo

	2013	2014	2015	2016	2017	2018
GDP	€ 5,326.6	€ 5,567.5	€ 5,807.0	€ 6,070.1	€ 6,413.9	€ 6,761
Government spending	€ 1,515.9	€ 1,513.1	€ 1,615.7	€ 1,766.5	€ 1,837.2	€ 2,378
Education expenditures	€ 203.1	€ 230.6	€ 261.9	€ 280.2	€ 265.7	€ 285.9
<i>% of GDP</i>	3.8%	4.1%	4.5%	4.6%	4.1%	4.22%
<i>% of Government spending</i>	13.4%	15.2%	16.2%	15.9%	14.9%	13.7%

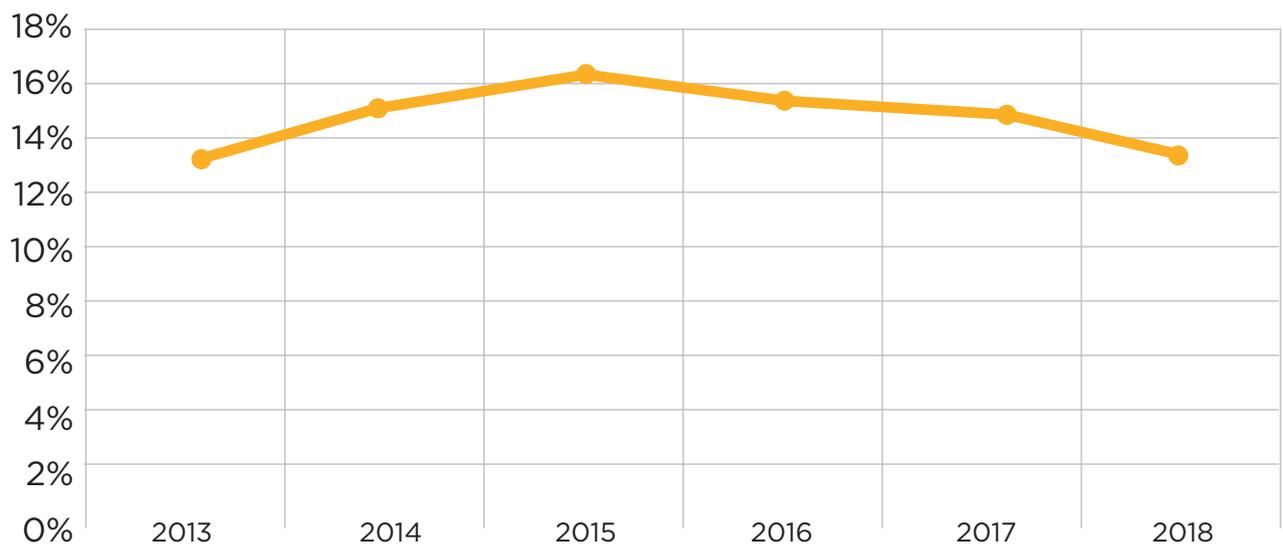
**Figure 9** Education Expenditures as % of GDP from 2013-2018

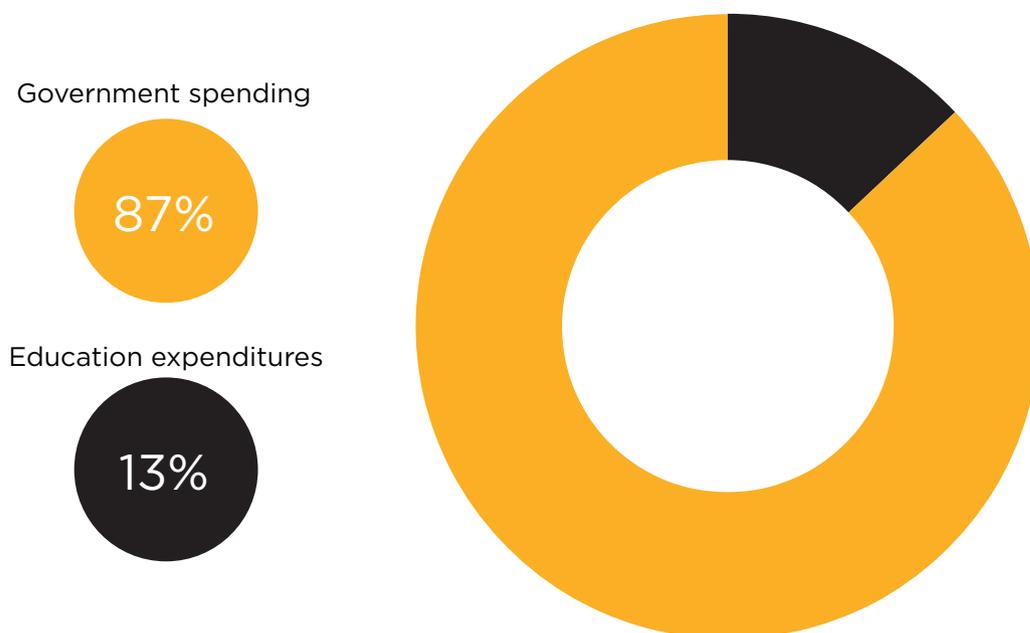


**Figure 10** Education Expenditures as % of GDP in 2018



**Figure 11** Education Expenditures as % of Government Spending from 2013-2018



**Figure 12** Education Expenditures as % of Government Spending in 2018

However, expenditures per pupil capita demonstrate to be low compared to regional, EU, and OECD averages. This derives due to a low level of GDP base and government budget as well as significant large number of pupils per total population than in other countries.<sup>27</sup> In terms of public expenditure per student at pre-university as percentage of GDP per capita, the spending is low compared to other countries. For instance, as seen in Table 21, in 2017 Kosovo spent about 43.5% in pre-school level, 17.5% in pre-primary, 16.9% in primary level, 16.3% in lower secondary, and 17% in upper secondary level. The average spending on pre-university education as % of GDP per capita is 17%. This amount is low compared to annual expenditure per student on educational institutions as a share of GDP per capita in OECD countries that spend on average 25% at pre-university education.<sup>28</sup> These figures suggest that Kosovo should increase educational investment in its young population since human capital constitutes an important resource for strengthening the economic development and growth, and an opportunity for Kosovo to reduce high level of unemployment.

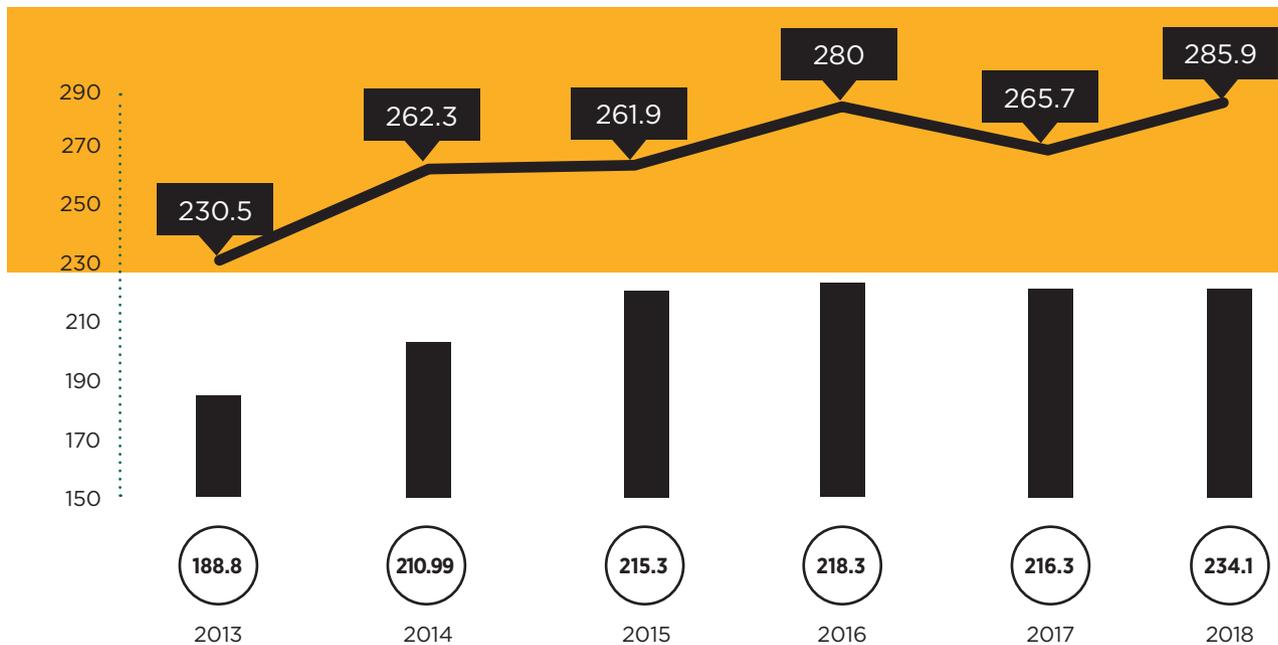
27 Interview with Education Expert, conducted on November 16, 2018.

28 OECD (2018), Education at a Glance 2018: OECD Indicators, OECD Publishing, Paris.  
<http://dx.doi.org/10.1787/eag-2018-en>

**Table 17** Government expenditures per level of education

	2015/16	2016/17	2017/18
Pre-school education level	€5,725,654	€5,987,058	€6,432,574
Pre-primary education level	€12,590,774	€12,458,587	€14,138,970
Primary education level	€74,944,602	€75,075,188	€79,267,351
Lower secondary education level	€69,643,369	€70,234,818	€63,692,742
Upper secondary education level	€52,389,957	€54,522,319	€52,778,844
<b>Total pre-university education</b>	<b>€215,294,356</b>	<b>€218,277,970</b>	<b>€216,310,481</b>
<b>Total education</b>	<b>€261,914,000</b>	<b>€279,855,000</b>	<b>€265,722,462</b>

**Figure 13** Education Expenditures 2013 - 2018



**Table 18** Government expenditures in pre-university education as a % of GDP

	2015/16	2016/17	2017/18
Pre-school education level	0.1%	0.1%	0.1%
Pre-primary education level	0.2%	0.2%	0.2%
Primary education level	1.3%	1.2%	1.2%
Lower secondary education level	1.2%	1.2%	1.0%
Upper secondary education level	0.9%	0.9%	0.8%
<b>Pre-university education as a % of GDP</b>	<b>3.7%</b>	<b>3.6%</b>	<b>3.4%</b>
<b>Total education as a % of GDP</b>	<b>4.5%</b>	<b>4.6%</b>	<b>4.1%</b>

**Table 19** Expenditures in pre-university education as a % of Government spending

	2015/16	2016/17	2017/18
Pre-school education level	0.4%	0.3%	0.4%
Pre-primary education level	0.8%	0.7%	0.8%
Primary education level	4.7%	4.2%	4.5%
Lower secondary education level	4.3%	3.9%	3.6%
Upper secondary education level	3.2%	3.0%	3.0%
<b>Pre-university education as a % of Government spending</b>	<b>13.4%</b>	<b>12.4%</b>	<b>12.3%</b>
<b>Total education as % of Government spending</b>	<b>16.2%</b>	<b>15.9%</b>	<b>14.9%</b>

**Table 20** Government expenditures in pre-university education per student

	2015/16	2016/17	2017/18
Pre-school education level	€1,462	€1,570	€1,552
Pre-primary education level	€581	€562	€622
Primary education level	€557	€567	€602
Lower secondary education level	€562	€609	€582
Upper secondary education level	€624	€631	€607
<b>Pre-university education</b>	<b>€585</b>	<b>€606</b>	<b>€607</b>

**Table 21** Government expenditures in pre-university education per student as % of GDP per capita

	2015/16	2016/17	2017/18
Pre-school education level	44.6%	46.4%	43.5%
Pre-primary education level	17.7%	16.6%	17.5%
Primary education level	17.0%	16.7%	16.9%
Lower secondary education level	17.2%	18.0%	16.3%
Upper secondary education level	19.1%	18.6%	17.0%
<b>Pre-university education as a % of GDP per capita</b>	<b>17.9%</b>	<b>17.9%</b>	<b>17.1%</b>

**Table 22** Expenditures per level of education as a % of total spending in pre-university education

	2015/16	2016/17	2017/18
Pre-school education level	2.7%	2.7%	3.0%
Pre-primary education level	5.8%	5.7%	6.5%
Primary education level	34.8%	34.4%	36.6%
Lower secondary education level	32.3%	32.2%	29.4%
Upper secondary education level	24.3%	25.0%	24.4%

An enduring challenge of the education finance is that it is not managed efficiently enough to provide quality education for the comparatively large number of young people. Despite the dire need to allocate more money on other areas that concern the quality of education delivery, spending in education has been focused mainly in two categories, wages and salaries and capital expenditures. For instance, expenditure data reveal that municipalities allocate about 80% of the overall budget to wages and salaries.<sup>29</sup> The expenditures in wages and salaries have increased after the reform that entered into force in 2008 regarding teachers' pay which regulates teacher's salary based on qualifications and experience. Expenditures on wages under the education budget increased by over 25% in real terms between 2009 and 2012, taking wages from 85 percent of total spending on basic education (grades 0-9) in 2009 to 92 percent by 2012.<sup>30</sup> This reform in salary increase was enacted with the justification that higher salaries would lead to improvement of teacher's quality and performance. Nevertheless, the policy of salary increase was not planned strategically as to improve the performance of teachers and increase the quality of education. Instead, the decision for the salary increase was taken by the politicians in charge at the time mostly as a means of gaining a larger pool of voters to help them retain their position.<sup>31</sup> The fact that this initiative has not been planned well is demonstrated by the factual state of education which shows that even after the increase in salary, there were no positive results in improving students' learning. The failure of this reform to improve education quality is mainly due to the fact that the new scheme of salary compensation was not based on a meritocratic system that would serve to reward good teachers and incentivize them to improve performance. In addition, the increase in salary deterred teachers to demand better conditions in the classroom since they were satisfied enough with the increase of their wages.<sup>32</sup>

According to analysis of draft budget 2019 conducted by GAP Institute, expenditure in education in 2019 will be around 292.4 million euro, marking an increase of 10% in the sector. Similar to previous years, MEST's priority in 2019 is construction of school facilities, with 38 such facilities planned, along with a considerable

29 <https://masht.rks-gov.net/uploads/2017/02/20161006-kesp-2017-2021.pdf>

30 World Bank Group (2014), Country Snapshot-Kosovo. Prishtina: The World Bank Country Office in Kosovo.

31 Interview with Education Expert, conducted on November 16, 2018.

32 Interview with Education Expert, conducted on November 16, 2018.

number of sport halls. However, problems in education, as underlined by the European Commission Report for 2018, continue to remain the overall poor quality and failure to adopt education programs to market demand, failure to strengthen quality assurance mechanisms and lack of programs in vocational schools, with special focus on practical work and applied subjects. Programs that treat these matters, such as the program for teacher training, have a budget of increase of 50 thousand euro, or 13%. Similarly, the program for curriculum development and pre-university education has increased by 57 thousand euro, or 40%. A positive development this year is the budget support for students with extraordinary abilities (200 thousand euro).<sup>33</sup>



Expenditures on wages under the education budget increased by over **25%** in real terms between 2009 and 2012, taking wages from **85%** of total spending on basic education (grades 0-9) in 2009 to 92 percent by 2012.



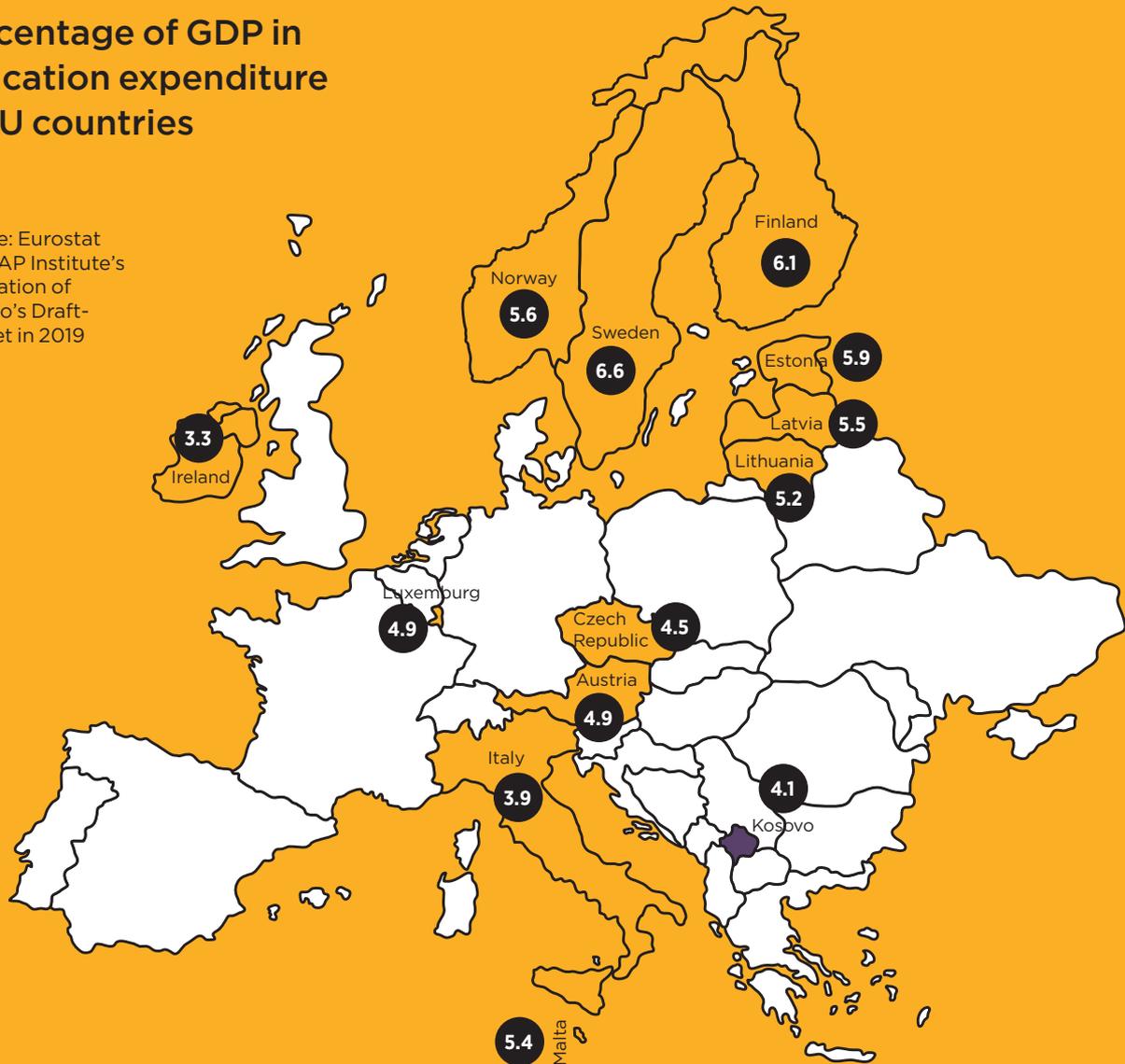
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33 GAP Institute, 2019 Draft Budget, An analysis of income and expenses, November, 2018. [http://www.institutigap.org/documents/57498\\_2019draftbudget.pdf](http://www.institutigap.org/documents/57498_2019draftbudget.pdf)

Figure 14:

## Percentage of GDP in education expenditure in EU countries

Source: Eurostat and GAP Institute's calculation of Kosovo's Draft-Budget in 2019



Despite the increased education budget, compared to EU countries, Kosovo spends less in education. On average, EU countries in 2016 spent 4.7% of their GDP in education, whereas in Kosovo the education-related expenditure will reach around 4.1% of the GDP in 2019. Taking into account the low level of GDP and the young age of Kosovo's population, Kosovo should significantly increase its education expenditure.

Another mismanagement of spending in education is shown in the managing of the purchase and distribution of free textbooks to students in primary education. The decision of the MEST taken in 2008 to offer students in primary education free textbooks has been welcomed by all parties since it removed a burden from the families to invest in their children's textbooks. To ensure that this policy is implemented properly, the MEST issued an Administrative Instruction (AI) which regulates the supply of textbooks in cooperation with municipalities while schools organize the distribution and ensure that textbooks are returned at the end of each school year, so they are used for a minimum of two years.<sup>34</sup> However, due to the lack of good management this policy has not produced the intended results. The reuse of books for a minimum of two years did not ease the budget allocated for textbooks because the process of returning books for reuse by the next generation did not go as planned. Findings of the report of the General Audit suggest there is a confusion among teachers, pupils, and parents whether the textbooks should be returned or not as in the Administrative Instruction on Pupils Supply and Free School Textbook, Their Use and Preservation it is stated that textbooks are given for free, while the same document implies that textbooks should be returned at the end of the school year.<sup>35</sup> In addition, despite that this administrative instruction regulates the steps to be undertaken by relevant officials, there are no mechanisms to be used by municipalities, school directors, or teachers that would ensure that textbooks issued at the beginning of the school year are returned at the end.<sup>36</sup> As a result of low return of textbooks, the expenditures for textbooks ordered are considerably high and the spending has increased throughout years. Should the process of distribution, returning, and reuse of textbook be managed and regulated effectively, the money spent unnecessarily in textbooks purchasing could be allocated in a more efficient way for investing in other areas that improve education quality.

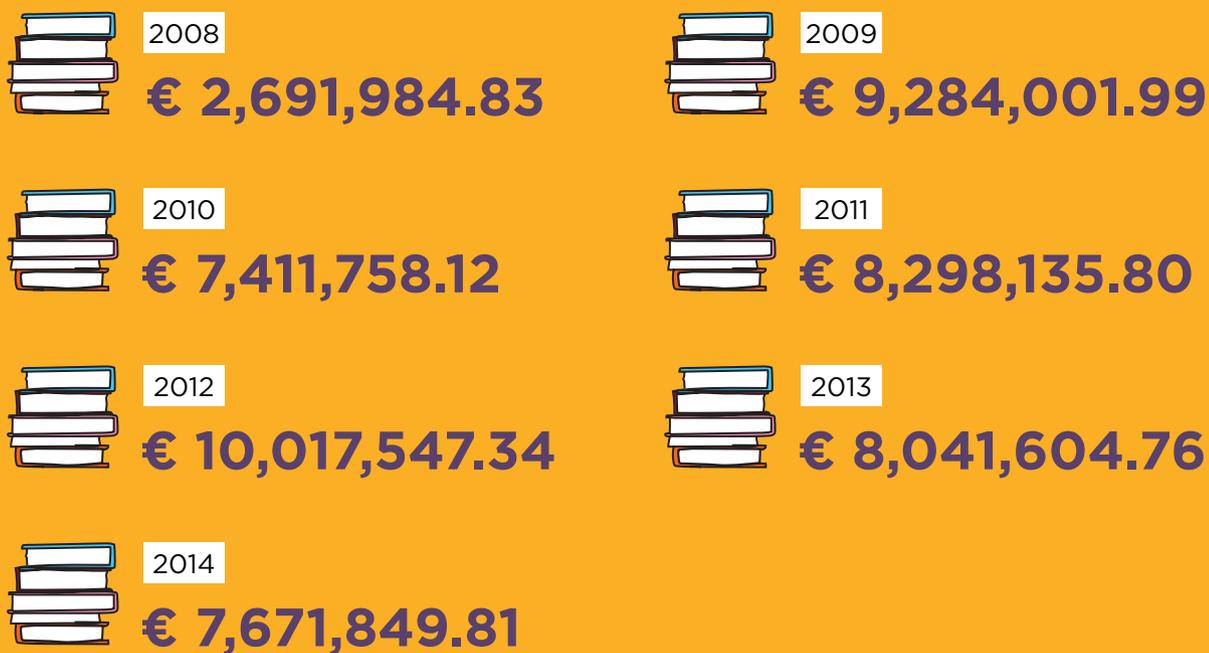
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34 AI no.16/2012 on Pupils Supply with Free School Textbook, Their Use and Preservation.

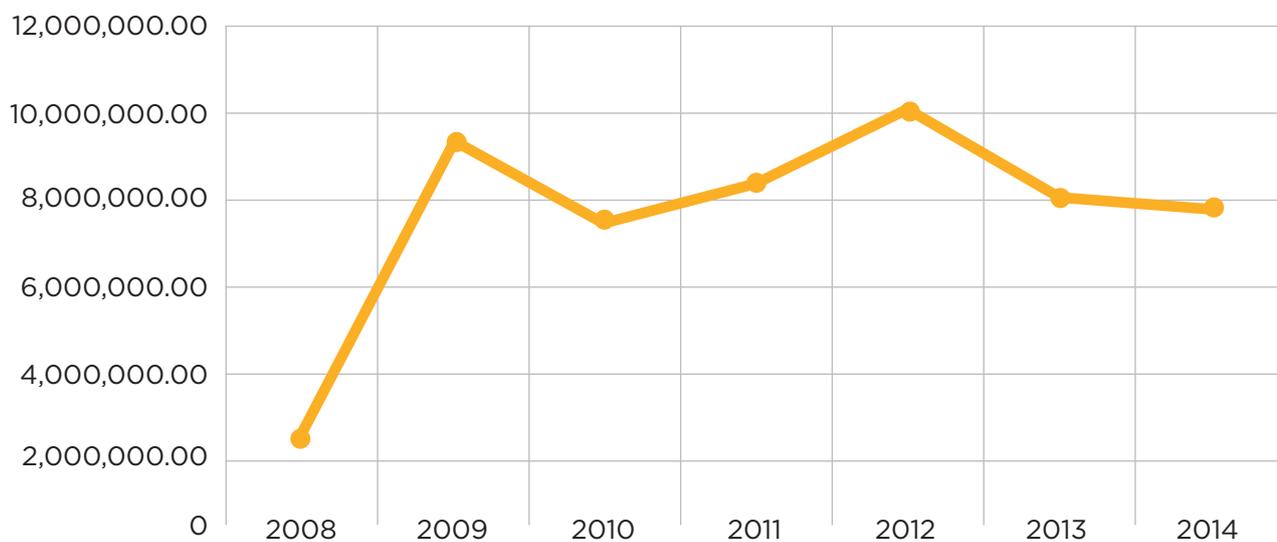
35 Ibid.

36 Office of the Auditor General (2016). "Managing of the textbook supply process for pupils".

**Figure 14:** Expenditures in purchasing textbooks for 2008-2014



**Figure 15:** Expenditures in purchasing textbooks for 2008-2014



## 4.2 Teachers' Salaries

Evidence suggests that quality of teachers is the main driver of variation in students' achievement at the school level. Low performance of teachers, particularly during the earlier years of schooling, has negative impacts on students' prospects to succeed in later stages. Students who experience educational loss in the early years of education will have difficulties to catch up in higher levels of education. Therefore, ensuring the quality of teachers in public schools is important for students' success. In the attempt to improve the quality of education, various countries aim to enact policies that would attract and retain high quality teachers. Often such policies consist of better pay for teachers as an incentive for them to join the market of teachers. Evidence shows that this is particularly the case in poor countries where teachers are paid far more, in relative terms, than teachers in OECD countries. However, their huge economic return is not linked to skills or good performance. For many developing countries high salaries of teachers is explained by the fact that public school teachers earn civil service salaries that are higher than market wages. In poor countries politicians usually exert their official authority to retain power. Therefore, to attract a higher pool of voters they usually increase salaries in the public sector without any further deliberation whether that investment would indeed produce a better outcome.

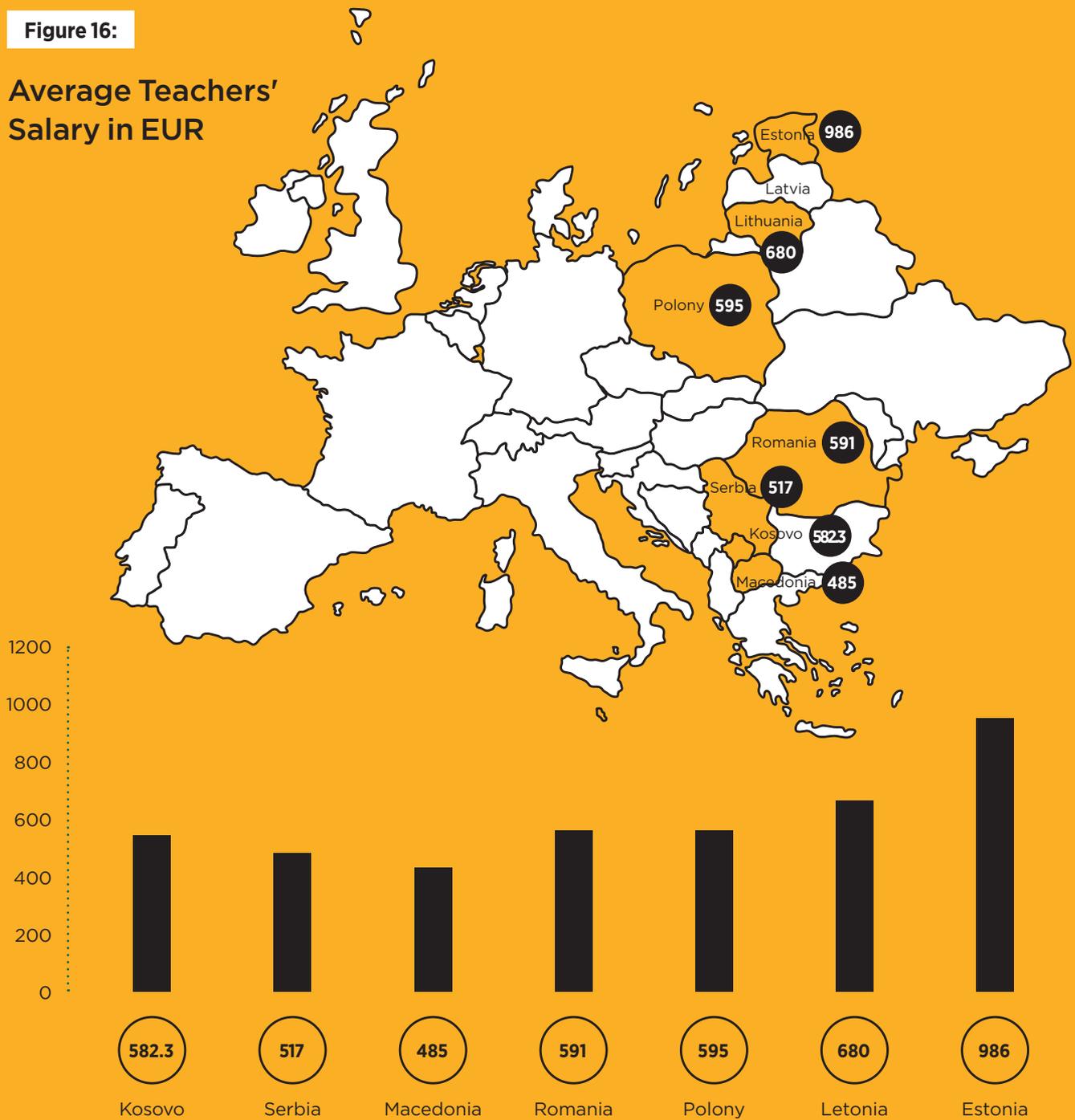
In Kosovo, this situation has prevailed for quite some years now. Teachers' salaries have increased continually throughout years but such increase has not shown to be correlated with improvements in the quality of education. The continuous demand of teachers for salary increase has resulted in reaching an average salary of 582.3 EUR for pre-university education. Considering that the value of a coefficient is 239 EUR, under the law on public sector salaries, the salaries of teaching and managerial staff were estimated to be in the range of 478 EUR (for educators) to 717 EUR for high school directors.

**Table 24** Base salaries of education employees based on the new law on public sector salaries 2019

<b>Position</b>	<b>Coefficient</b>	<b>Base Salary</b>
Director of High School and Special School	3	717.00 EUR
Director of Primary and Lower Secondary School	2.7	645.30 EUR
Deputy Director	2.6	621.40 EUR
Director of Pre-school institutions	2.5	597.50 EUR
Teachers in High School	2.6	621.40 EUR
Teachers in Lower Secondary Schools	2.45	585.55 EUR
Teachers in primary schools	2.3	549.70 EUR
Teachers in pre-school institutions	2.25	537.75 EUR
Pedagogue, Psychologist, School secretary	2.3	549.70 EUR
Librarian	2.1	501.90 EUR
Educator 0 - 3	2	478.00 EUR
	<b>Average</b>	<b>582.3 EUR</b>

Figure 16:

## Average Teachers' Salary in EUR



Teachers' salaries in Kosovo are not far from the salaries in other countries of the region. In fact, compared to some countries with the new law on salaries teachers in Kosovo will be paid better than teachers in Macedonia, Albania and Serbia. Remuneration is indeed an incentive for teachers and especially for making this profession attractive for young talented generations. Nevertheless, in order to incite improvement of the quality of education, the increase in salary should be linked to performance along with enacting of other policies that improve teachers' conditions for teaching.

## 5. Governance in Pre-University Education in Kosovo

Pre-university education sector in Kosovo has undergone substantial transformations. Like many other core sectors of development, the education sector has been influenced by political developments that characterized the state building processes of Kosovo. After the end of the war the education system in Kosovo was led and administered by the United Nations Interim Administration Mission in Kosovo (UNMIK) in 1999-2000. In 2000 and 2001 Kosovo started establishment of local authorities, a process which resulted with the creation of Government of Kosovo and MEST in 2002. After the declaration of independence in 2008, MEST and municipalities assumed the responsibilities for administering and leading the education sector. All these developments occurred in a period of 10-year and this short period of time indicates the consequences the reforms have had and continue to have for the pre-university level.

Following the entry into force of the Constitution on 15 June 2008, Kosovo became increasingly committed to a framework of decentralization. The paradigm for this framework was specified in the Law on Local Self Government (LLSG) which identifies the exclusive or shared competencies of each municipal authority over a broad range of service sectors such as health care, education, social services and local economic development.<sup>37</sup> Reasons for decentralization are numerous. It is mainly driven by the purpose of increasing efficiency in management and governance as it enables a faster identification of problems and more appropriate responses for addressing the challenges. Decentralization also helps in clarifying lines of accountability.<sup>38</sup> Theoretically, as new responsibilities emerge for the municipalities, they seemingly become increasingly accountable to citizens and as a result improve service delivery. Determined by this purpose the education in Kosovo has been decentralized to give municipalities and schools more power and autonomy in their everyday management. By law, municipalities in Kosovo have full authority with regards to the provision of public pre-school, primary, and secondary education, while the role of central Government remains restricted to steering the education policy, standard setting, curriculum development, and school inspection. Schools are financed by the Specific Grant for Education distributed to municipalities on per capita basis by the Central Government; whereas municipalities fund schools for goods and services based on a certain municipality-to-school funding formula. The Ministry of Public Administration executes the salary for staff based on inputs from municipalities and funds for capital expenditures are transferred to municipalities by the Ministry of Finance.

Nevertheless, the process of decentralization in Kosovo has been accompanied by a lot of shortcomings. Frequent changes in the organizational structure done over a short period of time did not allow for establishing a very stable and clear structure of education management. Failure of such structure is particularly seen in

<sup>37</sup> Law on Local Self Government (Law No. 03/L-040).

<sup>38</sup> McGinn, N. and Welsh, T. (1999). "Decentralization of education: why, when, what and how?" UNESCO.

the absence of supportive mechanisms that would help the managing bodies fulfill their responsibilities at the school, local, and central level. As a result, all levels of education management face difficulties in implementing the legal framework set in place.<sup>39</sup>

## 5.1. Legal Framework in Pre-University Education

The changes in the regulation of education system have been seen in all levels of education. Government's decentralization policies aimed at establishing functioning mechanisms that allow for nationally developed policies to be implemented at the municipal and school level. Therefore, a significant number of legal acts have been enacted to determine the responsibilities of municipalities in running and managing public schools. Despite that the legal framework is consistent with international standards, the legislature faces challenges to be implemented in practice. The main reason is because our laws are drafted without deliberate consideration of the context where the solutions outlined in the laws will be applied. For instance, the solutions offered for teacher licensing have been proposed without considering whether there are enough current capacities to perform the evaluation of 23,281 teachers throughout Kosovo.<sup>40</sup> As such, difficulties could arise in performing this task which would undermine the entire process of the licensing system as it could start to be only formally implemented. In addition, laws in general lack internal coherence and overall there is a lack of harmonization of the various relevant laws. Specifically, the articles in the laws are not listed following a logical pattern to make them easily understandable by the implementer and interpreter of the law. In addition, such lack of coherence exists between laws as they often contain articles that go beyond the scope of a particular law and contradict the base law. For example, the Law on Education in Municipalities which intends to regulate the responsibilities of municipalities in provision of education contains articles that concern the authority and responsibilities of MEST which create new responsibilities for MEST that are not mentioned in the base law, i.e. Law on Pre-University Education.<sup>41</sup> This creates room for confusion and as such hinders the implementation of laws in an effective way. The Pre-University level is mainly governed by the laws described as following:

### Law No.04/L -032 on pre-university education in Kosovo

The basic law which regulates the pre-university education was approved in 2011.<sup>42</sup> The law outlines the main responsibilities of central, municipality, and school level in planning, delivering, and monitoring the public education provision. It also outlines the main purposes and principles of the provision of education in Kosovo. According to this law the central government's most important responsibilities in administering the education system are: to develop policies, draft, and implement legislation, to promote non-discriminatory education system and protect the vulnerable groups, manage the system of teachers' licensing and certification, set the criteria for students' evaluation and assessment, and organize and manage external evaluations. The law on pre-university education of 2011 which replaced the law of 2002, has had fundamental changes which should have been well planned before implemented because they all had financial and management implications for the education sector. For instance, under the new law the age of enrollment for pre-primary was decreased and made obligatory in 2015. This change required allocation of space for

39 Interview with Education Expert, conducted on November 15, 2018.

40 Interview with Education Expert, conducted on November 16, 2018.

41 Dafina Bucaj (2018), Analysis "Coherence between Secondary and Primary Legislation in the field of Pre-University Education". GIZ.

42 <https://www.kuvendikosoves.org/common/docs/ligjet/Law%20on%20preuniversity%20education.pdf>

pre-primary level in the existing schools and also increase in the number of teachers. Many schools have had difficulties adjusting to the new changes especially schools that operate with two or three shifts due to limited space and staff capacity. Furthermore, this law which is considered the base law for education contains many confusions and contradictions with other laws and administrative instructions. The procedures of selecting managerial staff in schools seems problematic and confusing. Particularly the article that outlines the selection of Directors and Deputy Directors is difficult to understand because it lacks essential elements regarding criteria and procedures for selecting the candidates for these positions. This law only specifies that the selection of the school managerial staff is made based on the Law on the education in the municipalities, based on the criteria set by MEST with a by-law, with addition appointment of two representative of the Governing Board to the Joint Appointment Committee in observers' capacity (Article 20).<sup>43</sup>

### **Law No. 03/L-068 on education in the municipalities of Kosovo**

The law that governs the education at municipal level was approved in 2008. This law transfers the competencies of education management from central to local level as an attempt to decentralize the education system.<sup>44</sup> The law prescribes a set of obligations which are devolved at the municipal level e.g. school staff hiring, management of school staff performance, monitoring of quality delivery, management of activities related to school infrastructure etc. Despite that staff selection is delegated to municipalities, this law does not contain clear provisions regarding selection procedures of school staff selection, including teaching staff and managerial staff. Under this law the municipality has the authority over employment of teachers and other school staff based on legal procedures for recruitment, selection, and employment of public employees. This article is unclear in itself because the category of "public employees" is not legally existent. A legal category that exists for employees of public sector is "civil servants" category defined by the Law on Civil Servants, which excludes teaching staff of the education system as civil servants.<sup>45</sup> Therefore, it is not clear what legal procedures should be followed for employment of teachers and other school personnel. As such, this results in many interpretations that could lead to applying legal provisions set out in the Law on Civil Servants or Instruction for public vacancy announcement coming from the Labor Law.<sup>46</sup> Moreover, the new competencies that were devolved to municipalities, found them with limited capacities to absorb new obligations either financially or with human resources. Some municipalities are still facing challenges in taking over the devolved responsibilities. Municipalities do not only lack capacities in the number of staff, but they also lack qualified staff compatible with the latest developmental policies.<sup>47</sup> Strategic plans that followed the process of decentralization anticipated to strengthen municipalities' capacities to carry out their functions determined by law. However, investment in human capacities did not happen because the decentralization system of governance in Kosovo provides municipalities with the autonomy to decide the number of staff in their departments. Under the discretion of the major of the municipality the staff allocation is usually done in areas that fit majors' political and personal interests.<sup>48</sup>

43 Dafina Bucaj (2018), Analysis "Coherence between Secondary and Primary Legislation in the field of Pre-University Education". GIZ.

44 <https://masht.rks-gov.net/uploads/2015/06/09-2008-03-1068-en.pdf>

45 <http://www.kuvendikosoves.org/common/docs/ligjet/2010-149-eng.pdf>

46 Dafina Bucaj (2018), Analysis "Coherence between Secondary and Primary Legislation in the field of Pre-University Education". GIZ.

47 Interview with Education Expert, conducted on November 15, 2018.

48 Interview with Education Expert, conducted on November 15, 2018.

## Law No.06/L-046 on Education Inspection

The education inspection is regulated by law which entered into force in 2018. This law changes the status of the Inspectorate from the Department to the central Executive Body, or Agency. The previous legislation formally stipulated that this body falls within the Ministry as executive body but the head of the inspectorate was accountable to the Secretary General of the Ministry, making it as such a department within the Ministry. The new legislation outlines that Education Inspectorate is central executive body for quality assurance directly falling under the MEST. The previous role of the education inspectorate was more an administrative one. The new law extended the mandate of education inspection to include pedagogical dimension of teachers' work and evaluation of school performance which takes place every five years. Even after many competencies were devolved to municipalities, inspection remains the responsibility of MEST. The Law on Inspectorate provides a key role of the Inspectorate in different quality assurance methods, including inspection of the quality of work and teacher performance assessment for the licensing process (Article 8). Particularly, the Inspectorate is responsible for assessing the licensing process at all phases, verifying the qualifications and licensing of teachers and managerial staff for the purposes of re-licensing (Article 10). The review and approval of the plan for Teacher Professional Development Division and the Education Inspectorate related to teacher licensing process is falls under the duties of the State Council for Teacher Licensing (SCTL) as defined by the Instruction No. 03/2017 on State Council for Teacher Licensing. However, the Law on Inspectorate does not provide any particular role to the SCTL in the process of licensing assessment conducted by the Inspectorate. An additional incoherence lies in the supervision of the licensing process of teachers. The AI (Article 11) stipulates that the role of SCTL in overseeing the process is not obligatory but optional when the Minister of Education may request external supervision. The Law on Inspection has improved this pitfall providing clearly that the supervision of the licensing process of teachers, directors, and deputy directors in all phases is a competence and duty of the Inspectorate. Considering the existing incoherencies between the new law and the existing bylaw for the inspection of education, the implementation of the law could be jeopardized if amendments in the instruction are not made in accordance to the new legislation.

Considering that the inspectorate has significant responsibilities and great autonomy in decision making, if politically influenced the work of the inspectorate could be challenged and with this the quality of education delivery as well.<sup>49</sup>

## Law No. 04/L-040 on Local Self Government

In conformity with the framework of decentralization and recognizing the need to promote governance that pays due regard to the specific needs and concerns of citizens, the Law on Local Self Government was approved.<sup>50</sup> This law defines the legal status of municipalities and their competencies in issues concerning the local interest, principles of municipal finances, organization and functioning of the municipal bodies, and cooperation and relationship between municipalities and central government. According to this law among other competencies municipality is responsible for the provision of public pre-primary, primary and secondary education, including registration and licensing of educational institutions, recruitment, payment of salaries and training of education instructors and administrators. This law provides another platform for the

49 Interview with Education Expert conducted November 16, 2018.

50 [http://www.assembly-kosova.org/common/docs/liqjet/2008\\_03-L040\\_en.pdf](http://www.assembly-kosova.org/common/docs/liqjet/2008_03-L040_en.pdf)

municipal majors to exert their power in further politicizing the pre-university level by hiring school directors and other teaching staff. This influences school accountability which is crucial for ensuring the quality.

### **Law No. 05/L-018 – On State Matura Exam**

Students' national examination is regulated by law on Matura Exam.<sup>51</sup> The purpose of State Matura Exam is to assess the degree of knowledge and mastery of students' competencies specified in the curriculum. Despite that the law outlines roles and responsibilities of each actor in ensuring a smooth and effective process of examination, the misadministration of the process allows for cheating in the test, making as such the results of the test unreliable. This contradicts the very purpose of this assessment as the results of the Matura Exam are not trustworthy to be used as data for assessing the state of education system and making evidence-based decisions. The cheating of students in national examinations disincentives parents from demanding a better-quality education as they know their children will most likely pass the examination. Should the ministry be more rigorous in overseeing the process of examination then the parents would mobilize in their demands for improvement in the quality of education their children receive as it would be too costly for the parents to allow their children to repeat grades. The mayor would also not allow schools in the municipality to perform poorly as that would influence their electorates' voting decisions in future elections; as a consequence they would ensure to appoint the most competent person as the school principal.<sup>52</sup>

In addition to the laws ratified to regulate the education sector, various bylaws (administrative instructions) have also passed with the aim of ensuring the legislation is implemented effectively.<sup>53</sup> Nevertheless, despite such attempt to ensure efficient implementation of legal framework, the ratification of the enormous corpus of secondary legislation in the field of education creates confusion among the key stakeholders.<sup>54</sup> Omitting regulations adopted by individual municipalities, there are in total around 219 sub legal acts in force in all levels of education. The framework has been evolving for some time now and many of the changes have happened in a very short period which left few opportunities for education actors to prepare accordingly to the changes. These issues have made it difficult for applying all legal requirements in practice. It also prevents the effective monitoring of law implementation since lack of capacity is present not only at municipal level but also at the level of MEST.

## **5.2 Structure of governing bodies and their responsibilities**

The management of the education sector in Kosovo involves several governing bodies each with responsibilities defined in the laws described above. The education system is organized based on international standards at the national, local, and school level. The structure of the governing bodies is shown in the figure below.

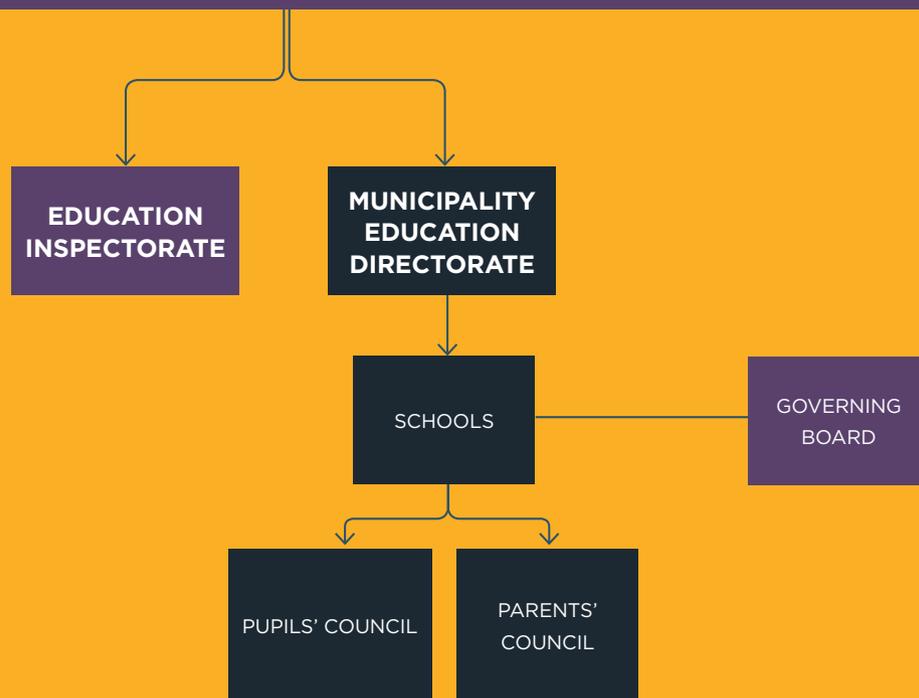
51 <http://www.kuvendikosoves.org/common/docs/liqjet/05-L-018%20a.pdf>

52 Interview with Education Expert, conducted on November 16, 2018.

53 Asociacioni i Komunave të Kosovës . "Doracak për qeverisjen e arsimit në komuna" Shkurt 2015. <http://www.cdbe.info/wp-content/uploads/2015/07/03-Doracak-për-Qeverisjen-e-Arsimit-në-Komuna.pdf>

54 Interview with Education Expert, conducted on November 15, 2018.

# MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY



**Figure 17:** Governing bodies in education

## 5.2.1 Education at National Level

Though most of the competencies for the provision of education have been devolved to municipalities, MEST remains the highest government body responsible for the education sector in Kosovo. MEST is mainly responsible for drafting the education policy, setting standards, and designing and developing curriculum. As regulated by legislative framework, responsibilities of the MEST extend to the efficient delivery of educational services and education inspection in collaboration with the municipalities. The Ministry is also responsible for drafting the most important policy document of the education sector called the Kosovo Education Strategic Plan. This is a comprehensive strategic plan for the development of education with the main purpose of defining the development directions of the education system. In 2017, MEST developed the 2017-2021 strategic plan (KESP) which represents a continuation of the 2011-2016 plan.<sup>55</sup> The document foresees seven strategic objectives that aim to address the identified challenges and problems in education.

<sup>55</sup> "Kosovo Education Strategic Plan 2017-2021" MEST [http://www.kryeministri-ks.net/repository/docs/KOSOVO\\_EDUCATION\\_STRATEGIC\\_PLAN.pdf](http://www.kryeministri-ks.net/repository/docs/KOSOVO_EDUCATION_STRATEGIC_PLAN.pdf)



**Figure 18:** KESP 2017-2021 objectives

MEST has also developed an Action Plan which provides a coherent plan with activities to address the key issues of the education system outlined in the strategic plan with calculated a total budget of €176.94 million, whereby a gap of €89.6 million was recognized, to be covered from Government revenues and donor sources<sup>56</sup>. This issue of the budget gap for KESP implementation failed to be addressed in the MTEF 2018-2020 creating a challenge for effective implementation of activities to achieve KESP’s objectives. This illustrates that despite that the government declares to have the education as the main priority, in reality not much is being done to improve the quality of education. The central government is not investing in the education sector neither in terms of more allocation of budget nor in professional development of capacities at the level of MEST and MED. Even when investments are done by the central government they are not planned strategically in areas that would directly improve the quality of education, but rather for gaining political points to help certain individuals retain power. This has been demonstrated by the uncontrolled increase in teachers’ salary which has produced little, if no results, in terms of better students learning.<sup>58</sup>

56 Action Plan of Kosovo Education Strategic Plan 2017-2021 <https://masht.rks-gov.net/uploads/2017/02/20161006-action-plan.pdf>  
 57 KEEN (2017). “Implementation of Kosovo Education Strategic Plan in 2017” [http://www.keen-ks.net/site/assets/files/1345/raporti\\_i\\_vleresimit\\_psak\\_eng-1.pdf](http://www.keen-ks.net/site/assets/files/1345/raporti_i_vleresimit_psak_eng-1.pdf)  
 58 Interview with Education Expert, conducted on November 16, 2018.

## 5.2.2 Education at Local Level

The decentralization process offered municipalities exclusive power over a broad range of service sectors, including education, as they concern local interest. Among some of the responsibilities of municipalities in education provision include hiring of teachers and schools' principals, paying of teachers' and staff salaries, infrastructure and school maintenance, training of teachers and administrative staff, monitoring of schools at pre-university level etc. The municipal administration is organized into directorates. Each municipal directorate is managed by a director who is employed and dismissed by the Mayor. This suggests that municipal directors are more likely affiliated with political parties in power and with rotation of political parties could come the rotation of municipal directors as well. Considering that municipal directors have considerable discretion over a range of issues concerning school management and staff hiring, with frequent changes in political parties in power, often come changes of school directors and deputy directors. This could have a negative impact on quality as schools' developmental priorities might change along with changes in school management.<sup>59</sup>

Generally, MEDs are mostly focused on human resources and asset management and less on planning of municipal education system development and performance monitoring of schools. MEDs continue to face challenges in strategic planning and this is mainly due to lack of capacities in terms of human power and financial resources. Even though the competencies of MEDs in the education sector are the same, their size differs significantly with varying sizes of municipalities and resources at their disposal. Also, the number of staff at the MED is determined by the municipality. The municipality mayor can decide in what departments to hire more staff. If the education sector is in the interest of the mayor they are more likely to hire more staff at the education department.<sup>60</sup> Most of the municipalities in Kosovo face staff shortages which imposes a challenge for municipalities to fulfill the competencies assigned by law. Lack and weak capacities of municipalities lead to unequal distribution of the workload among MEDs staff which subsequently affects the quality of services offered.<sup>61</sup>

Among other responsibilities, the devolution of responsibilities included teacher professional development from MEST to municipalities. Nevertheless, this devolution was not accompanied by a respective allocation of funds from central to local level. The central budget covers only wages and salaries and maintenance and infrastructure. The own generated incomes of municipalities should finance the professional development. Nevertheless, MEDs have not yet built capacity to plan, support and monitor teacher professional development in their schools. Considering that teachers are one of the most important actors in students learning, the failure of MEDs to invest properly in their professional development presents a risk to the quality of education offered to students.

The law on local self-government offers municipalities the authority to adopt acts considered necessary or proper for efficient operation of the municipality. Under this competence many municipalities have developed and adopted their mid-term education development plans. These plans are the basic documents for development of education at the municipality level, and it is the key instrument that enables the municipality to exercise the responsibilities in the field of education, defined by the applicable laws. Not all municipalities have their education development plans. Only some have started to draft their education plans that are aligned with KESP and needs of schools in their municipalities. Thus far the municipalities with development education

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<sup>59</sup> Interview with Education Expert, conducted on November 15, 2018.

<sup>60</sup> Interview with Education Expert conducted on November 16, 2018.

<sup>61</sup> Interview with Education Expert, conducted on November 15, 2018.

plans are Prishtina, Mitrovica, Ferizaj, Prizren, Peja, Gjakova, Gjilan, Suhareka and Dragash. Each development plan outlines the challenges in the education sector in particular municipality and strategic objectives to overcome the problems. These municipalities have also developed action plans and budget for effective implementation of municipal and national education plan. Expanding such initiatives to other municipalities would create conditions for incorporating school development plans into municipal education development plans, thus ensuring a better balance between the school development needs and local priorities.

### 5.2.3 Education at School Level

Pre-university education is delivered through public schools which are established by municipalities. Schools are led and administered generally by school principals. However, school has other governing bodies which are established with the purpose of transparency, accountability, and well management of schools. Each governing body is assigned certain responsibilities with the intent of ensuring a well management of education that would affect the quality. In addition to the work of the school director, important governing bodies within schools are the governing board, pupils' council, and parents' council.

### 5.2.4. The Governing Board

According to the Law on Pre-university Education and Administrative Instruction No. 03/2016 Steering School Council each public funded educational institution should have a governing board which is a governing body of the school that represents the interests of the community where the school operates.<sup>62</sup> It is the highest advisory and decision-making body in the school and has mainly the responsibility to ensure the quality of school development, have a strategic role in school leadership, and ensure accountably and effective financial management. The composition of the board is regulated by law and depends on the number of students in the particular school. For schools up to 1000 students the governing board consist of three parents' representatives, two representatives from society nominated by the municipality, and three teacher representatives. For schools of ISCED levels 2 and 3, the board has one students' representative elected by students of the school.<sup>63</sup> If school has more than 1,000 students then the number of each representative in the board increases by one additional member; whereas, if school has less than 1,000 students than the number decreases to the minimum level defined by law. The president of the governing board is elected annually by the governing board from among the parent representatives. School principal has the function of the secretary of the governing board and reports to the governing board annually on the activities and school finances. School directors have the right to participate in the debates but without the right to vote on decisions that are taken by the board.

Even though each school is required by law to have the governing board, they are not effective and functional in all schools. Though there are attempts to make this supporting mechanism functional, in the majority of schools the governing boards continue to be registered only formally as they are neither active nor vocal in supervising the work of the school. Part of the blame is on school directors because they often do not call the meeting of the board and according to the law if the board is not gathered in six months than the director assumes its functions. For most directors this favors them as this means they do not have any supervising body that oversees their work.<sup>64</sup> They are only accountable to the mayor who appoints them in that position.

62 Administrative Instruction No. 03/2016 Steering School Council.

63 The International Standard Classification of Education.

64 Interview with Education Expert conducted on November 16, 2018.

In addition, members of the board themselves are to be blamed because when they are elected as members of the board they seldom are well informed about the role of this governing body.<sup>65</sup> This supporting mechanism is not monitored by the municipality to understand whether it is functional in every school and this could be due to the lack of human resources among MEDs which prevents them from assigning a member of the staff to collaborate with parents and school directors.

### 5.2.5. Pupils' Council

The governing board of each school of ISCED Levels 2 and 3 shall establish a Pupils' Council which shall comprise of at least one pupil elected by each class, elected annually through secret vote. Through this council students exercise their rights and responsibilities in important school decision-making related to the learning process and the interests of learning at school. School students, through the Council, direct their requests to the responsible school authorities. However, this supporting body of the school is not functional as students themselves are not active in demanding better quality of education for them. For many students the way schools' function is favorable to them because it makes the process of acquiring a degree easier. Yet, they are still not aware that the degree they obtain will not be as useful in their future as they will lack the necessary skills and attributes for the real world.

### 5.2.6. Parents' Council

Each educational establishment shall have a Parents' Council.<sup>66</sup> The Parents' Council shall be elected by secret ballot of all parents of pupils attending the institution. The council represents students and parents interest in pre-university education institution. The councils are established at school level, municipality level, and central level and are the primary mechanism of communication and counselling between parents and the relevant education stakeholders. In addition to representations to the Parents' Council, parents have the right to complain to the director of the educational institution, then to the municipality and the Ministry about the quality of teaching and the environment in educational institutions. Though the legal framework for the functioning of parents' council is in place, in many schools and municipalities they are not functional. There is lack of awareness among parents on the importance of their role on children's education. Parents can play a significant role in pressuring school to improve performance but there are few instances where parents demand accountability from the school director on the poor performance of school.<sup>67</sup> In addition to lack of awareness, parents also lack the motivation to be active and engaged in supervising the work of the school as school does not offer incentives from within. It appears that school directors prefer governing the school without the support of the parents as they would not need to hold themselves accountable to them or fulfil requirements parents might have.<sup>68</sup>

For the schools to be managed well it is important for school leaders to have a strategic plan. Therefore, planning and management are special tasks related to the work of school principals. It is the responsibility of school directors to develop School Development Plan, a strategic document that determines the direction of school development for a specific period and should serve as the guiding principle for schools to reach predetermined educational objectives that should be aligned with national and municipal objectives. School development plans would help schools identify development priorities and regularly reflect on their achieve-

65 Interview with Education Expert conducted on November 15, 2018.

66 Administrative Instruction 28/2012 Establishment and Functioning of Kosova Parents' Council.

67 Interview with Education Expert conducted on November 16, 2018.

68 Interview with Education Expert conducted on November 15, 2018.

ment, focusing on everyday tasks and be the main instrument for quality development planning in the school. School development plans could also be used as a basis for school monitoring and performance appraisal as would indicate school achievements.<sup>69</sup> MEST has adopted programs and formats for school development plans which promote planning based on analysis of the current situation and identification of priorities for a period of 3-years.

Schools in Kosovo are required to have development plans but not all schools have their development plans that they refer to for school management and administration. Schools that have development plans are not satisfactory as they are often replicated from other schools which mean they do not address the specific needs of the particular school. In addition, the focus of plans is on the improvement of school infrastructure, aspects that rely on external funding, rather than on aspects that school could improve under given circumstances to improve the quality of teaching and learning processes. Another major problem is that school development planning is not coordinated with national and local education policies.<sup>70</sup> In this regard, it seems like school development plans are deemed as an instrument to receive additional resources rather than a tool to be used by schools to focus on actions that it needs to take for improving the quality of service delivery.

Regulated with an administrative instruction schools also have Pedagogical-psychological service through which school pedagogue and psychologist have a special role in organizing the educational work in school institutions and should participate in all issues related to planning and implementation of the overall work of the school e.g. planning and programming of teaching work, monitoring, analyzing and assessing all stakeholders in school, effective implementation of the instructive-educational process, direct work with students, teachers, parents, communities, institutions and government and non-government organizations, professional development of the school staff, personal professional development, project development etc.<sup>71</sup> The pedagogical-psychological service has been functional in schools recently so its work remains to be seen. However, the decision to functionalize this service was not made based on strategic planning and analysis of the need of such service.<sup>72</sup> For example, no analyses have been conducted to understand if there are enough pedagogues and psychologists who are qualified to be involved in this service in order to avoid the practice of filling the positions with unqualified people just because that service is legally required to be offered in schools. The latest statistics show that the number of current psychologists/pedagogues in schools is 114. Considering that there are more than 1,000 primary, lower, and upper secondary schools around Kosovo, this means that the number of psychologists/pedagogues in schools should increase significantly. The challenge of offering such service would most likely be in rural areas which are characterized with lack of qualified staff in education due to the migration from rural to urban areas.

### 5.3. School Autonomy

The process of decentralization of education from central to local level has expanded school autonomy and added responsibilities for accountability of school and student performance. This has triggered changes in the role, mission, and responsibilities of school leadership. Extended responsibilities involve competences over budget and finance. According to the law on pre-university education municipalities delegate responsibili-

69 Interview with Education Expert conducted on November 15, 2018.

70 MEST (2015). "Quality Assurance Strategy for Kosovo Pre-University Education 2016-2020".

71 Administrative Instruction MEST No. 34/2014 The functioning of pedagogical - psychological service in schools.

72 Interview with Education Expert conducted on November 16, 2018.

ty for budget and finance to education institutions according to municipal formula. For each financial year every governing body should have a budget allocation and the budget plan for the educational institution is approved by the governing body. The municipality may further delegate responsibility for approving expenditure in specified areas, and with specified financial limits, to the director of the institution, such arrangements being the subject of a schedule of delegation approved and revocable by the respective municipality.

Even though legislative framework provides schools autonomy about finance, schools do not yet have a bank account, nor do they manage a budget. MEDs directly manage budget codes obliging as such schools to go through the municipality even for minor repairs. The discretion of MEDs over budget creates uncertainties among schools regarding the amount of budget allocated to them. While the MEST-to-municipality transparency exists with a set formula for financing, there are no transparency criteria for municipality-to-school resource allocations. This creates difficulties in planning at the school level due to uncertainty of resources available to them in the next financial year.<sup>73</sup> Municipal education directors enjoy considerable autonomy in the use of funds. Funds can also shift between sectors, budget lines and sometimes between schools.<sup>74</sup> As such, local school administrators face uncertainties regarding the amount of funding they will receive during the school year which would afterwards affect the school development plans. The complexity of the state funding formula along with the discretionary power of municipalities to allocate funds make it difficult to oversee the financial flows.

Schools have limited autonomy also in selecting school directors and teaching staff. The recruitment and appointment process for education staff is based on the Law on Pre-University Education, Law on Education in Municipalities, Labor Law, administrative instructions for teachers' licensing, and MEST regulations that define rules and steps of the process of recruitment. According to this legal framework and regulations, municipalities are in charge of the recruitment and appointment of teaching staff, as well as payment of school directors and teaching and administrative staff in schools. The discretion that is guaranteed by the legal framework to municipality allows for appointments based on political affiliations as there are no clear supervising mechanisms or norms that would prevent this from occurring.<sup>75</sup> Furthermore, despite the legal framework attempts to regulate the recruitment process, there are often inconsistencies between what laws say and what happens in practice.<sup>76</sup>

School directors are selected by a committee comprising of two representatives from the municipality and one from MEST.<sup>77</sup> But, the appointment of the director is done by the municipal mayor which suggests that the mayor can appoint whoever he wants in that position based on personal interests and preferences.<sup>78</sup> Whereas, teachers are selected by a committee involving the head of school and two representatives from the municipality. However, school directors have little say in the selection process as the two MED representatives make the final decision.<sup>79</sup> Such practice suggests that the existing laws and regulations are not implemented in practice.

A study conducted by Interviews Kosova identified an alarmingly high number of discrepancies among different MEDs in implementing existing laws and administrative instructions.<sup>80</sup> This raises suspicions that the

73 Interview with Education Expert conducted on November 15, 2018.

74 UNDP (2015). "Corruption-risk Assessment in the Kosovo Education Sector. Findings and Recommendations.

75 Interview with Education Expert conducted on November 16, 2018.

76 Internews Kosova (2017). "Teachers' Recruitment Process Monitoring Report 2016".

77 Administrative Instruction No. 08/2014 Procedures and Selection Criteria of Director and Deputy Director of the Instructive-Educational and Training Institution.

78 Interview with Education Expert conducted on November 16, 2018.

79 UNDP (2015). "Corruption-risk Assessment in the Kosovo Education Sector. Findings and Recommendations.

80 Internews Kosova (2017). "Teachers' Recruitment Process Monitoring Report 2016".

process of recruitment is politically motivated with appointments being made mainly based on political affiliation, favoritism, nepotism and so forth. This means that the entire recruitment process could be politicized which directly impacts the quality of schools and education overall. Politicization of the recruitment process hinders the hierarchy and as such lines of accountability as well. For instance, when teachers are hired by the municipal director they are not accountable to the school director but to the municipal director who hired them.<sup>81</sup> Lack of accountability among teachers as well as school directors affects the quality of education since no one is held accountable for when schools fail to provide quality education to our students.

### 5.4 Quality Assurance

In 2015 the Government of Kosovo approved the “Quality Assurance Strategy for Pre-University Education in Kosovo 2016-2020”. The aim of this strategy is to introduce a comprehensive quality assurance system in Kosovo’s pre-university education sub-sector, and to contribute to the improvement of educational services and outcomes. The budget for implementation of the Quality Assurance Strategy 2016-2020 is around 8.2 million Euros.<sup>82</sup>

**Table 25** Budget for the implementation of Quality Assurance Strategy 2016-2020

Component	2016	2017	2018	2019	2020	Total
Mechanisms for quality assurance	€ 452,600	€ 1,019,200	€ 1,554,700	€ 2,027,200	€ 2,474,700	€ 7,528,400
Development planning	€ 63,000					€ 63,000
Building of capacities	€ 176,000	€ 166,700	€ 108,700	€ 61,500	€ 31,500	€ 544,400
Awareness increase	€ 50,500	€ 38,000	€ 3,000	€ 3,000	€ 3,000	€ 97,500



81 Interview with Education Expert conducted on November 16, 2018.

82 MEST (2015). “Quality Assurance Strategy for Kosovo Pre-University Education 2016-2020”.

The quality mechanisms should be able to support evaluation of the school situation, but also support the improvement of the situation on the basis of the assessment recommendations. In principle, schools need an independent assessment, but also professional support to achieve the defined standards. The quality assurance in pre-university education is regulated by an administrative instruction which defines responsible personnel and related tasks to quality assurance activities.<sup>83</sup> The existing mechanism of quality assurance has been designed to be comprehensive with clear tasks set for each level of educational actors so when they all combine contribute in improving the quality of services and educational outcomes. Quality assurance system facilitates the well-functioning and effectiveness of activities offered by the school, municipality, and MEST. The quality assurance mechanism foresees appointment of quality coordinators at central, municipal and school level. However, there was a lack of follow up processes e.g. information and awareness that would clarify the role and responsibilities of the coordinator. The delay in the appointment of the coordinator at the MEST level stalled the successive processes that would enable the coordinator among quality coordinators at all levels. The delay in appointment of the quality coordinators happened at the municipal level as well due to municipal elections in 2017.<sup>84</sup> As a result, we ended up with yet another situation of failure to implement the legal framework in practice.

#### 5.4.1. Quality assurance at school, local, and central level

At the school level the quality assurance process should be integrated in a common system of development planning, quality development implementation process, and practice of self-evaluation. Such an integrated system is designed to ensure the quality of school performance. Tasks for the quality coordinator at the school are performed by: school director, school deputy director, teacher, or professional associate in the school (pedagogue and psychologist). The role of the quality coordinator is very well thought. They are responsible to supervise teachers, ensure the quality of curriculum and its implementation and assess the overall performance of schools so they can support them in overcoming challenges schools face. 645 quality coordinators have been appointed until December 2018 in schools of the pre-university level. The appointment of school coordinators is done by school directors. Even though it is regulated that the best teachers should be appointed as coordinators, in practice the appointment of quality coordinators is often formal without fully comprehending the roles and responsibilities of the coordinator.<sup>85</sup> In some cases, teachers who are not full-time teachers are appointed as coordinator just so they fulfill the required teaching hours, while there are also cases when some teachers are not reduced teaching hours even after being assigned the role of the coordinator.<sup>86</sup> For the school level quality assurance to be effective it should be monitored and supported by MED, particularly by the quality coordinator appointed at municipal level nominated by MED director. Municipalities have quality coordinators, however, due to lack of human resources at MED level officials who are assigned this responsibility have other duties as well. This indicates that the nomination is done only formally because they have neither the knowledge nor time to perform the duties of the quality coordinator.<sup>87</sup>

The entire quality assurance mechanism should be supported by the MEST through quality coordinators. Nonetheless, the appointment of quality coordinator at the MEST was delayed, impacting this way the work of the coordinators at the school and municipal level. As a result, the designed quality assurance mechanisms have not been fully implemented yet. The structure of the quality assurance is very well designed but the prob-

83 Administrative Instruction: No 24/2016 on Quality Assurance in Pre-University Education.

84 Interview with Education Expert, conducted on November 15, 2018.

85 [http://www.keen-ks.net/site/assets/files/1345/raporti\\_i\\_vleresimit\\_pszak\\_alb-2.pdf](http://www.keen-ks.net/site/assets/files/1345/raporti_i_vleresimit_pszak_alb-2.pdf)

86 Interview with Education Expert, conducted on November 16, 2018.

87 Interview with Education Experts, conducted on November 15 and November 16, 2018.

lem remains at the implementation of this structure and in the clarity of further steps to be taken at all levels in order to create an effective and sustainable structure of quality assurance.<sup>88</sup> After the performance of tasks and responsibilities of each quality assurance mechanism entity, schools, MED, and MEST should prepare annual reports for quality assurance which are required to be published in order to provide public information on the performance of all schools in each municipality. Distribution of information about school performance would reinforce social accountability as parents and communities would have available information to use for putting pressure on school administrators and public officials to improve educational outcomes. An enhanced accountability system that is based on the availability of information on school's performance would successfully influence education delivery.

Another important body of quality assurance is the Education Inspectorate which is the central executive body for quality assurance, directly dependent on the Minister of MEST. With the previous legislation the Inspectorate's status was a department under the Ministry but the new law that entered into force in 2018 changed its' status to an Executive Body or Agency. This entity conducts external evaluations of the school performance to contribute to the planning, guidance, strategic development, and activities related to quality assurance. With the new law approved lately the education inspection assumed extended responsibilities which include also pedagogical dimensions in addition to administrative tasks. Therefore, they are responsible for assessing the work of teachers and conducting external evaluation on school performance. Even though it is still early to infer on the work of the Inspectorate, knowing the expended responsibilities of the inspectorate suggests that Education Inspection is in need of developing capacity to exercise its new role in assuring the quality of education.<sup>89</sup> One of the evaluations that the Inspectorate is expected to conduct is the external evaluation for teachers licensing. To perform this evaluation teachers should be monitored in class and the work portfolio of each individual teacher should be assessed in order for the inspector to evaluate teachers licensing and re-licensing. However, considering that there are around 23,000 teachers in total, it is dubious whether effective evaluation takes place because of lack of human capacities. This also triggers doubts that evaluation could take place only formally and not with the purpose of truly improving the quality of teachers. Another concern for this entity is the possible politicization of the inspectorate. Since the inspectorate is under the MEST and is accountable to the Minister the risk of being politically influenced exists and this could jeopardize the supervising mechanisms particularly in schools in municipalities where the same political party governs at municipal and central level. If the inspectorate gets politically influenced the work of the inspectorate could be challenged and with this the quality of schools and education overall as well.<sup>90</sup>

#### **5.4.2. Schools' Evaluation: Internal and External Evaluation**

The system for performance evaluation of the educational institution is consisted of internal evaluation/self-evaluation and external evaluation.<sup>91</sup> Evaluations of performance is based on criteria and indicators performance described in the framework for quality assurance and it serves to the development planning of schools and the quality assurance of the educational institutions. Internal Evaluation/School Self-Evaluation is a planned and systematic control of standards in the field set out by the MEST and conducted by the school in regular intervals. The self-evaluation is conducted by a team led by quality coordinator and composed of the quality coordinator, teacher representatives, and professional service of school. Whereas, the external evaluation is performed regularly by education inspectors.

88 Interview with Education Expert, conducted on November 15, 2018.

89 Interview with Education Expert, conducted on November 16, 2018.

90 Interview with Education Expert, conducted on November 15, 2018.

91 Administrative Instruction No. 4/2017 For Evaluation of the Educational Institutions Performance in Pre-University Education.

Even though the framework for quality assurance is in place, in practice the lack of effective evaluation and quality assurance is one of the major issues in the pre-university system. The division of responsibilities for quality assurance defined in different bylaws causes confusion among central and local authorities on the competencies for ensuring the quality. Major challenges of quality assurance are related also to low capacity to assure the quality at all levels. Both staff of MEDs and school inspectors have little experience in monitoring, respectively supporting schools based on quality assurance on pedagogical issues.<sup>92</sup> As a result, the main focus of evaluations is on administrative inspection, as such leaving little resources for focusing on pedagogical issues which are important for improving teaching and learning in schools.

### 5.4.3. Teachers' Evaluation

Amongst the root causes of low quality of education is deliberated to be the poor quality of teaching in schools. Considering the important role teachers play in students learning, the education system in Kosovo has put great emphasis on teacher development in the recent years. In this regard, MEST has created a licensing system which is one of the main mechanisms for teaching quality development and motivation of teachers for better performance. The mechanisms of professional development which are obligatory for each teacher and performance assessment of every teacher are two crucial elements of the licensing system. Nevertheless, these requirements set out by law are not applicable or difficult to implement. For example, the requirements of licensing are the same for all teachers, those who are in this profession for a long time and newly entered ones. For example, it is difficult to demand from a teacher near retirement age to have the same qualifications as the new teacher. In this regard the principle of gradualism should apply – teachers who are already in the education sector should remain as such, but new requirements should be added for new coming teachers.<sup>93</sup>

According to the administrative instruction the professional development, licensing, and promotion of teachers in career is based on the evaluation of their performance.<sup>94</sup> Teachers' performance consists of internal evaluation/self-evaluation, evaluation done by school principal and the external evaluation of teachers' performance done by the education inspectorate. Nonetheless, the evaluation system was not implemented until 2018 even though this policy was adopted in 2013. This is another example that shows lack of implementation in practice of the adopted policies due to the lack of planning for its implementation in terms of capacity building or action plan. Because the licensing system was not being implemented as designed, the Ministry automatically had to extend the licenses to all teachers despite that they had to go through the evaluation process to receive the re-licensing for the next five years, provided that they will be subject to evaluation from this year.<sup>95</sup>

In the action plan of KESP 2017 these evaluations and advancement in the licensing scheme was devised to be related to an increased salary as an incentive instrument of good performance.<sup>96</sup> However, such alignment has not been enacted yet denoting that there is a lack of readiness to create a link between teacher's performance and salary, missing as such an opportunity to improve the quality of teaching by motivating teachers to continuously improve their performance. As a result, the wages of teachers increase in continuity on a fixed and same percentage for all teachers.<sup>97</sup> Teacher licensing should also be used from schools to review and assess the performance and effectiveness of teachers in the classroom. Findings from this evaluation would help

92 Interview with Education Expert, conducted on November 16, 2018.

93 Interview with Education Expert, conducted on November 16, 2018.

94 Administrative Instruction No. 5/2017 The Licensing System and Development of Teachers in Career.

95 Interview with Education Expert, conducted on November 15, 2018.

96 Interview with Education Experts, conducted on November 15 and November 16, 2018.

97 Ibid.

schools manage their professional development in order to organize training according to teachers' needs and demands.

## 5.5. Use of data for decision making

Evidence based decision making constitutes a good practice for effective policy making. The reality on the ground as depicted through statistics should be the source of information that influences the education policies developed to address certain challenges in the education sector. Education as a public good is in competition with other fields for allocation of resources. Considering that the budget allotted for the provision of education is limited, the investments made with those limited resources should aim at maximizing students learning. In order for the ministry, municipalities, schools and other relevant education stakeholders to address the education challenges in an efficient matter it is crucial to have data at their disposal. Currently, data on education are collected by the department of statistics at the MEST using the software EMIS (Education Management and Information System). However, the current system is still not fully functional, with the web-based EMIS software introduced in 2012 collecting data only at the school and classroom level. In addition to EMIS, the MEST presently uses other data collection and management systems in various departments. Yet, these existing systems are independent and not integrated under one system that would allow communication or exchange of information among them.

The main purpose of the EMIS system was to offer the MEST a strategic tool to address its main policy objectives. The idea of data collection was to allow the Ministry diagnose the current situation of the education sector, formulate sound education policies, define necessary steps for policy implementation, and monitor progress in achieving policy goals. Despite investments in creating a data collection and management system, major data gaps continue to remain. The data compiled in the EMIS system is used to produce yearly reports on education statistics. However, the report does not produce education indicators e.g. net enrollment rate, percentage of children dropping out of school, rate of children repeating the grade, which would enable measurement of education quality based on education indicators. Moreover, these reports are not publicly accessible. The MEST conducts students' assessments in Grade 5, Grade 9, and State Matura, but the achievements in these evaluations are not properly maintained or analyzed. This suggests that the challenge of building an effective data management system is not limited only to the level of data gathering, but also in the analysis and interpretation of data for their use in policymaking.

Investment in education are rarely done based on the reality from the ground. Often it is unclear where the source of particular education policy is. The policies developed do not usually rely on proper information but are influenced by the intuition of certain individuals or groups that are in charge.<sup>98</sup> The trend of investments in education has been characterized with major investments in building schools so all children are provided access to education. As seen in the tables below from 2008-2014 in total 110 schools have been built and 9 existing schools have been renovated. The total investment in physical infrastructure, including building of new schools and renovation of existing ones, for those years was 94,878,505.63 €.

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98 Interview with an Education Expert conducted on November 16, 2018.

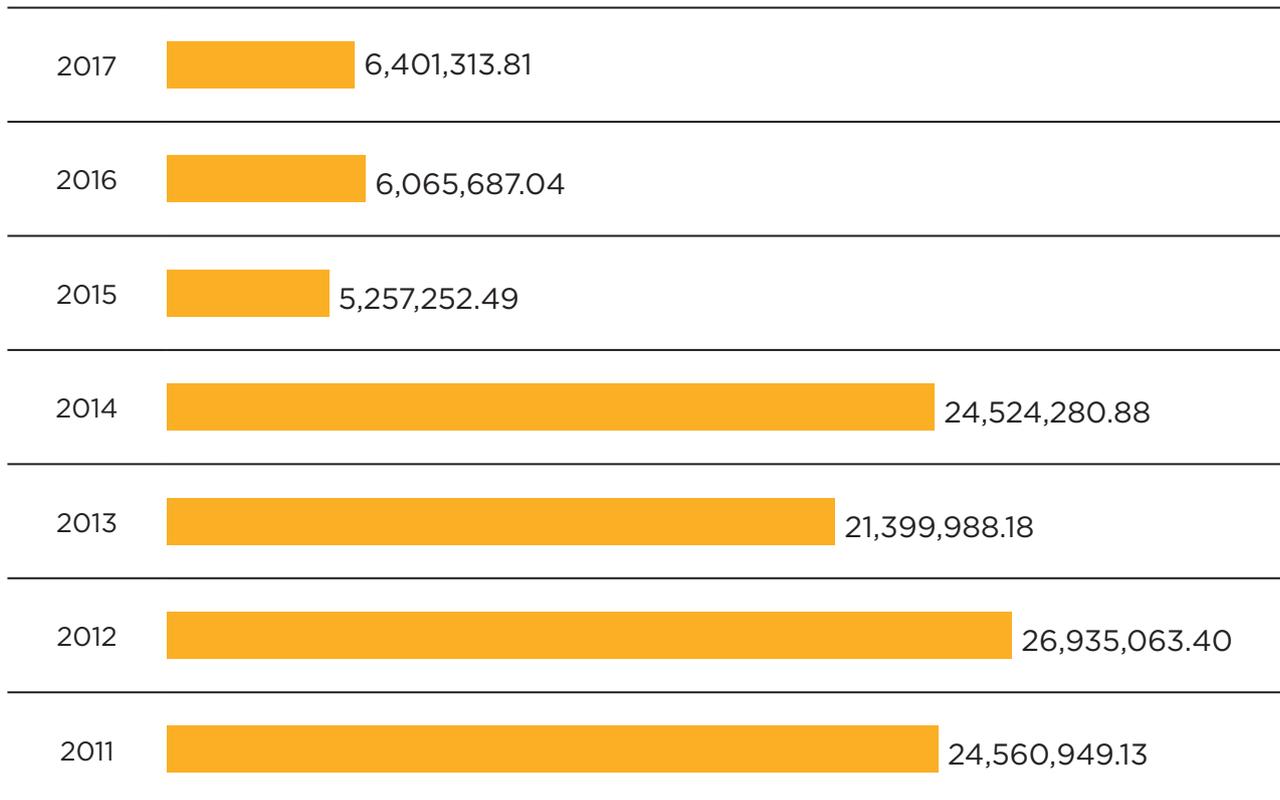
**Table 26** Investments in building of schools (2008-2014)

Year	Number of schools	Amount
2008	 27	 8,415,070.91
2009	 35	 22,366,549.4
2010	 14	 10,454,360.02
2011	 6	 7,557,360.35
2012	 8	 13,283,969.59
2013	 8	 12,890,929.15
2014	 12	 18,340,675.82
<b>Total</b>	 <b>110</b>	 <b>93,308,915.24</b>

**Table 27** Investments in restoration of schools (2008-2009)

Year	Number of schools	Amount
2008	 3	 365,673.65
2009	 6	 1,203,916.74
<b>Total</b>	 <b>9</b>	 <b>1,569,590.39</b>

**Figure 19** Capital Expenditure in Pre-University Education (in million euro) 2011-2017



No long-term analyses have been conducted on the trend of population to determine the trend of pupils for the next years whether it will increase or decrease in order to comprehend whether investment in building schools are worthy. If the trend shows a decrease in the number of pupils then investment in infrastructure is not a wise investment in the long run.<sup>99</sup> With the population migration and decreasing trend of population, we risk facing situations when schools will be left without pupils.<sup>100</sup> That is why these kinds of analyses are essential for an efficient allocation of limited resources. Particularly in the case of Kosovo where the education system has various challenges and needs. Though investment in physical infrastructure is evidently very important for students access to education, investment in infrastructure should be done deliberately until it reaches a certain threshold as to offer students the necessary environment for learning. Any investment in physical infrastructure after that certain threshold will no longer produce returns on investment. At that point the investment should focus on other areas that influence education quality. That is why it is important to conduct analysis to understand whether there is a need to further invest in physical infrastructure or whether investment should focus in other areas.

In Kosovo's case such analyses, e.g. cost-benefit analysis, have never been conducted. Therefore, it is unclear if the money invested in building schools was a wise investment that improved the quality of education. Students and teachers in our classrooms have various needs. For instance, a key obstacle in Kosovo schools is the low use of ICT.<sup>101</sup> Despite the evidence that 76.6% of Kosovo population are Internet users and 57% of the teaching staff have completed ICT training, the computer-student ratio is 1:46. At the same time only few schools provide access to internet for teaching and learning purposes.<sup>102</sup> Hence, it is important to gather data from the ground and conduct analysis to understand what are the most urgent needs to address that would positively impact the quality of education offered to students. Considering the small total budget of the country, we really cannot afford to make investments that are futile because at the expense of policymakers' inability to invest wisely, the future capital of our country is being wasted.

## 5.6 The role of Teachers Union in Education Quality

The role of teachers in education is of utmost significance. Government or local institutions alone are not able to achieve everything in the field of education in a country. Therefore, the support of interested stakeholders in education, e.g. teachers is desirable. Organized labor groups in education are legally founded to play important roles in education, particularly with regards to bargaining for teachers and ensuring quality of education by aiding teachers to improve teaching methodologies and approaches. Teachers unions are key actors in protecting and representing teachers' issues in collective bargaining and beyond. However, to effectively do so, teachers unions must be supported and strengthened in terms of their capacities to represent teachers' interest.

In Kosovo, teachers' union (the Union of Education, Science and Culture of Kosovo) was established in 1990 and since then has had a specific role in Kosovo's education reforms. During the 1990s, it provided moral and material support to the education parallel system, including supplying schools with educational materials as well as offering teacher trainings with the purpose of improving the quality of education. The role of union

99 Interview with Education Expert, conducted on November 16, 2018.

100 Interview with Education Expert, conducted on November 15, 2018.

101 Interview with Teachers Union, conducted on November 21, 2018.

102 Kosovo Education Strategic Plan 2017-2021, Government of Kosovo, 2016.

continues to be in taking initiatives in support of the improvement of the quality of education in the country. In this regard, the union collaborates with the MEST and municipalities to represent the legitimate and undeniable rights of teachers in all levels of education. In addition, the responsibilities of the union extend in organizing various seminars and projects that aim at enhancing the union's capacities so they are better prepared for tackling issues concerning teachers and quality of education. Under Union's initiative, various conferences are organized throughout a year aiming to address the challenges teachers face. Teachers' Union also organizes trainings which are accredited by the MEST. Even though these training intend to improve teachers' quality, there are no monitoring mechanisms in place to monitor whether teachers improve skills and knowledge they gain in those trainings. Even though the request for such mechanisms was proposed by the Union at the municipal and central level, but their demand was never considered.

Teachers' Union continuously works in increasing participation in social dialogue, policy and decision making. The role and activities of the union are regulated by law and other agreements established with the Ministry. In 2017 the union signed a collective contract with the MEST which protects the legal rights of teachers who are members of the union who join the union voluntarily. However, despite that this contract is legally binding the contract is not fully implemented. As regulated by the collective contract, trade union is consulted by the MEST for teachers' professional development and also in determining the criteria for selection and appointment of school directors. Representatives of the union should also be present in the selection committee for school directors as observers. This suggest that the union are given important responsibilities for safeguarding the quality of education since teachers and school directors are crucial actors for education service delivery. However, like in many other cases, the legal framework is not fully implemented in practice. There are many cases when union representatives are not invited to the recruitment process of the staff. In instances when they are invited and react when they see irregularities in the process, their complaint is not taken into consideration.

In Kosovo the role of teachers' union in improving the quality of education has been limited. This was because for several years the work of the union has been focused mostly in bargaining on behalf of teachers for salary increase focusing less on other areas that improve the quality of education. According to the union, lobbying for teachers' salary was considered necessary because teachers' salary is unfair compared to other sectors. That is why a compatible monetary compensation with the required qualifications is essential to ensure that teachers are valued and respected and also attract the best amongst future generations to pursue the teaching profession. Nevertheless, monetary compensation serves as an incentive for teachers to improve performance and attract best students to choose the profession of teachers, the flat rate increase in salary does not support the improvement of teachers' performance. Therefore, in order to ensure that the union really fights for improving the quality of education, it should advocate for the implementation of the licensing system that links salary increase with performance and career advancement. Lobbying for such policy would assist in the improvement of the education sector as teachers remain the most influential actors in students' learning.

## 6. Conclusion and Recommendations

The pre-university education in Kosovo faces various management challenges. Despite the attempt of government to improve the quality of service delivery through decentralization of education, the quality of education in Kosovo continues to remain poor. The reasons are multiple and interlinked which are mainly related to the mismanagement in the field of education. Based on the findings presented in this report in terms of irregularities in the management of education, this study offers the below recommendations in the attempt to ensure effectiveness of current management mechanisms and consequently improvement on the quality of education delivery.

**1 Educational investment per pupil should increase.** Though Kosovo invests comparably with countries of the region in the education sector in terms of GDP and public spending, the per pupil expenditure are very low. This is mainly because of the lack of management of the budget. Spending in education is mainly focused in two major areas: wages and salaries and capital expenditures. In order to have better students' outcome the investment must shift towards non-salary recurrent expenditures. This would include areas that would benefit students directly such as textbooks, libraries, computers, outdoors environment, and so on, resources that would assist in turning schooling into learning.

**2 Investment should focus in improving human and financial capacities of MEDs and MEST.** The devolution of responsibilities from central to municipal level found many municipalities unprepared for taking over the new responsibilities. MEDs face challenges in having staff that knows how to plan strategically. Enhancing human capacities in strategic planning would enable municipalities to develop municipal development plans that would determine the focus and work of the municipality in the field of education. In addition, the central level should allocate more budget to municipalities to allow them to fulfill the responsibilities assigned by law. With more budget at their disposal, municipalities would be able to implement development plans more easily as they would have more human capacities at their disposal. However, in order to ensure that municipalities are fulfilling their responsibilities, enhancement in human capacities is necessary at the MEST level as well. Bigger and more qualified staff would allow for a better monitoring from the central level to ensure there is implementation of policies as well as coordination among schools and municipalities because better implementation of laws coordination would contribute in quality improvement.

**3** **Laws and bylaws of Pre-University Education should be amended to be coherent.** Laws of Pre-University Education in general lack internal coherence and coherence between laws and bylaws. Specifically, the articles in the laws are not listed following a logical pattern to make more meaningful by the implementer or interpreter of the law. The lack of coherence exists between laws too since they often contain articles that go beyond the scope of a particular law and contradict the base law. This creates room for confusion and as such hinders the implementation of laws in an effective way. The incoherence exists also because some base laws have been amended but other laws or bylaws that relate to that have not been updated accordingly. Therefore, it is recommended that laws and bylaws are reviewed to ensure that they are coherent and more easily understandable to ease their implementation.

**4** **Transparency and accountability in the recruitment process of school directors and teachers should be increased.** MEST should adopt clear and unified criteria and procedures for the recruitment of school directors and teachers in pre-university education, in order to minimize the possibility of unmerited and political employments in the education system.

**5** **Governing board, parents' and pupils' councils should be strengthened.** Empowering supporting management bodies of the school would help in better management of education and improvement in the quality of service delivery. These supporting mechanisms could be strengthened through the provision of support and monitoring of their work. Education needs the partnership between parents, teachers, and students. Parents should be involved in the educational process by supporting regular attendance, helping in problem-solving, voicing their expectations in relation to management, and voicing their children's expectations in relation to learning. Parents and students need to be informed about their rights and motivated to actively participate and contribute in improvement of the results of the school.

**6** **Schools and municipalities must be monitored on having development plans.** School development plans would help schools identify development priorities and regularly reflect on their achievement, focusing on everyday tasks. However, schools must be given support in the preparation of development plans, so they are not focused on aspects that rely on external funding, but rather than on aspects that school could improve under given circumstances, so they improve the quality of teaching and learning. Also, school development planning should be coordinated with national and local education policies. School development plans could then be used as a basis for school monitoring and performance appraisal as would indicate school objectives that school achieved for the timeframe anticipated. In order for the schools to have plans that are feasible they should align with municipalities' development plans. Hence, it is necessary that municipalities have their development plans aligned with national priorities in the field of education. Coordination between the priorities of bodies at the three levels would ensure better financial and operational planning.

**7** **School autonomy should be strengthened.** This includes revision of the applicable laws, including the Law on Education in Municipalities of Kosovo and the relevant bylaws to strengthen decision-making at the school level in terms control over budget and recruitment of teachers and school managers. This further decentralization would be in harmony of developing and implementing school development plan

as schools would know how much money they have at their disposal and have more autonomy on budget allocation. Moreover, more autonomy at the school level would help depoliticization of the recruitment process as directors or teachers would not need to be accountable to municipality directorates.

**8 Quality assurance system should be improved.** Despite the existing framework for quality assurance, the lack of effective quality assurance mechanisms is a major issue in the pre-university system. The legal framework should be clearer in terms of the division of responsibilities for quality assurance among central and local authorities. Also, appointment of quality coordinators should not be formal, but the role of the quality coordinator should be assigned to the best teachers after an effective training that helps them fully comprehend the roles and responsibilities of the coordinator. The main focus of evaluations should not only be on administrative matters but on pedagogical issues as well as they are crucial for improving the teaching and learning in schools. At the municipal level the appointment of quality coordinators should not be to officials who have already other responsibilities but additional staff should be assigned the role of the coordinator who will have the time and qualifications to perform this duty.

**9 Pay on performance salary scheme should be implemented.** Teachers should be incentivized to improve performance. Therefore, teachers' evaluation linked to a scheme of performance and salary should be implemented as that would motivate teachers to continuously improve their performance. Teachers evaluation conducted by schools to review the performance and effectiveness of teachers in the classroom could also be used by schools to manage teachers' professional development in order to organize training according to their specific needs and demands.

**10 Decisions should be made based on evidence.** The Ministry should use data to diagnose the current situation of the education sector, formulate sound education policies, define necessary steps for policy implementation, and monitor progress in achieving policy goals. Building of an effective data management system is not limited only to the level of data gathering, but also in the analysis and interpretation of data for their use in policymaking. Resource allocation in education should be based on evidence as to maximize the return on investment in terms of improved students' outcomes. Therefore, the data from different sources need to be organized and reported back to schools and municipalities in a way that it allows for cross-referencing and provides explanations for different quality-related phenomena. For instance, student test data gathered by the external assessments can be cross-referenced with student/teacher ratio, data on socioeconomic status, or teacher qualifications and so on to explain differences in performance between different schools. Analysis like this could be done in school, municipality, or national level.

**11 The role of Teachers Union should extend to education quality.** Teachers unions play a significant role in protecting teachers' rights and improving the quality of education. The role of Kosovo teachers' union should not only be in bargaining on behalf of teachers for salary increase but also extend to provision of quality education by supporting institutional stakeholders in implementing policies and strategies as well as holding them accountable when failing to do so.

## 7. Appendixes

### Director and deputy director of elementary schools by age groups

under 25 years	<b>0</b>
25-34 years	<b>72</b>
35-44 years	<b>160</b>
45-54 years	<b>205</b>
55-65 years	<b>294</b>
<b>TOTAL</b>	<b>731</b>

### Director and deputy director of elementary schools by years of work experience (not just in education)

0-10 years	154
11-15 years	<b>96</b>
16-20 years	83
21-25 years	118
26-30 years	113
31-35 years	112
over 35 years	54
Have not stated experience	1
<b>TOTAL</b>	<b>731</b>

### Director and deputy director of primary schools by qualification

Normal School	<b>16</b>
Pedagogical High School	<b>5</b>
Bachelor	<b>618</b>
Master/PhD	<b>92</b>
<b>TOTAL</b>	<b>731</b>

### Director and deputy director of elementary schools by gender

 Males	 Females
<b>548</b>	<b>183</b>
<b>TOTAL 731</b>	

### Director and deputy director of upper secondary schools by age groups

under 25 years	<b>0</b>
25-34 years	<b>6</b>
35-44 years	<b>29</b>
45-54 years	<b>57</b>
55-65 years	<b>80</b>
<b>TOTAL</b>	<b>172</b>

**Director and deputy director of upper secondary schools by years of work experience (not just in education)**

0-10 years	<b>24</b>
11-15 years	<b>30</b>
16-20 years	<b>30</b>
21-25 years	<b>26</b>
26-30 years	<b>21</b>
31-35 years	<b>23</b>
over 35 years	<b>15</b>
Have not stated experience	<b>3</b>
<b>TOTAL</b>	<b>172</b>

**Director and deputy director of high schools by qualification**

Normal School	<b>6</b>
Pedagogical High School	<b>0</b>
Bachelor	<b>103</b>
Master/PhD	<b>63</b>
<b>TOTAL</b>	<b>172</b>

**Director and deputy director of elementary schools by gender**

 Males	 Females
<b>143</b>	<b>29</b>
<b>TOTAL 172</b>	

Teachers at pre-primary level by age group

under 25 years	<b>12</b>
25-34 years	<b>267</b>
35-44 years	<b>278</b>
45-54 years	<b>223</b>
55-65 years	<b>153</b>
<b>TOTAL</b>	<b>933</b>

Teachers at pre-primary level by years of work experience (not just in education)

0-10 years	<b>459</b>
11-15 years	<b>162</b>
16-20 years	<b>117</b>
21-25 years	<b>66</b>
26-30 years	<b>48</b>
31-35 years	<b>40</b>
over 35 years	<b>24</b>
Have not stated work experience	<b>17</b>
<b>TOTAL</b>	<b>933</b>

Teachers at pre-primary level by qualification

Normal School	<b>5</b>
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Pedagogical High School	<b>72</b>
Bachelor	<b>714</b>
Have not declared qualification	<b>142</b>
<b>TOTAL</b>	<b>933</b>

### Teachers at pre-primary level by gender

 Males	 Females
<b>41</b>	<b>892</b>
<b>TOTAL 933</b>	

### Teachers at primary level by age group

under 25 years	<b>283</b>
25-34 years	<b>3736</b>
35-44 years	<b>3927</b>
45-54 years	<b>3528</b>
55-65 years	<b>4627</b>
<b>TOTAL</b>	<b>16101</b>

### Teachers at primary level by years of work experience (not just in education)

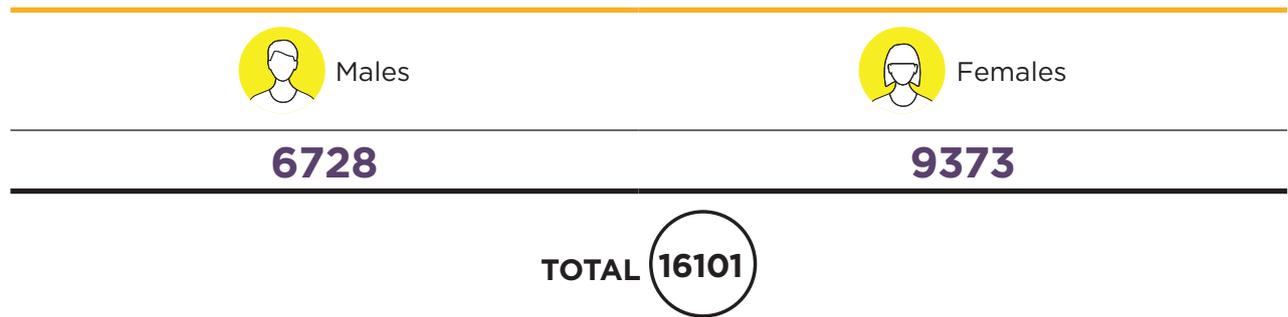
0-10 years	<b>6150</b>
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11-15 years	<b>2198</b>
16-20 years	<b>1824</b>
21-25 years	<b>1609</b>
26-30 years	<b>1497</b>
31-35 years	<b>1370</b>
over 35 years	<b>1266</b>
Have not stated work experience	<b>187</b>
<b>TOTAL</b>	<b>16101</b>

Teachers at primary level by qualification

Normal School	<b>1513</b>
High School	<b>434</b>
Pedagogical High School	<b>1992</b>
Bachelor	<b>12,154</b>
Master/PhD	<b>8</b>
<b>TOTAL</b>	<b>16101</b>

### Teachers at primary level by gender



### Teachers and lower secondary level by age group

under 25 years	<b>24</b>
25-34 years	<b>1137</b>
35-44 years	<b>1426</b>
45-54 years	<b>1252</b>
55-65 years	<b>1573</b>
<b>TOTAL</b>	<b>5421</b>

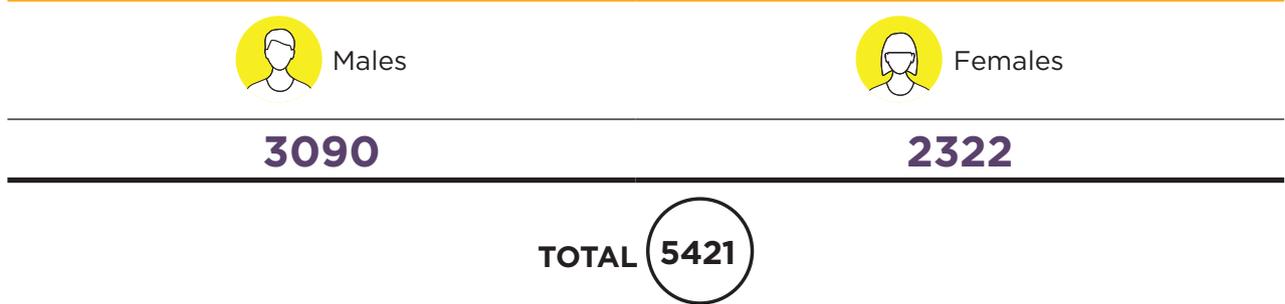
### Teachers at lower secondary level by years of work experience (not just in education)

0-10 years	<b>2049</b>
11-15 years	<b>948</b>
16-20 years	<b>669</b>
21-25 years	<b>507</b>
26-30 years	<b>558</b>
31-35 years	<b>431</b>
over 35 years	<b>192</b>
Have not stated work experience	<b>58</b>
<b>TOTAL</b>	<b>5421</b>

### Teachers at lower secondary level by qualification

Normal School	<b>388</b>
Pedagogical High School	<b>82</b>
Bachelor	<b>3,366</b>
Master/PhD	<b>1576</b>
<b>TOTAL</b>	<b>5421</b>

Teachers at lower secondary level by gender



Psychologist/ Pedagogue in schools by age group

under 25 years	2
25-34 years	53
35-44 years	28
45-54 years	18
55-65 years	13
<b>TOTAL</b>	<b>114</b>

### Psychologist/ Pedagogue in schools by years of work experience

0-10 years	<b>77</b>
11-15 years	<b>7</b>
16-20 years	<b>5</b>
21-25 years	<b>8</b>
26-30 years	<b>4</b>
31-35 years	<b>7</b>
over 35 years	<b>3</b>
Have not stated work experience	<b>3</b>
<b>TOTAL</b>	<b>114</b>

### Psychologist/ Pedagogue in schools by qualification

Normal School	<b>37</b>
Pedagogical High School	<b>0</b>
Bachelor	<b>54</b>
Master/PhD	<b>23</b>
<b>TOTAL</b>	<b>114</b>

### Psychologist/ Pedagogue in schools by gender

 Males	 Females
<b>31</b>	<b>83</b>
<b>TOTAL 114</b>	

## Educator by age group

under 25 years	<b>9</b>
25-34 years	<b>48</b>
35-44 years	<b>65</b>
45-54 years	<b>43</b>
55-65 years	<b>47</b>
<b>TOTAL</b>	<b>212</b>

## Educator by years of work experience (not just in education)

0-10 years	<b>76</b>
11-15 years	<b>28</b>
16-20 years	<b>41</b>
21-25 years	<b>7</b>
26-30 years	<b>15</b>
31-35 years	<b>17</b>
over 35 years	<b>17</b>
Have not stated work experience	<b>11</b>
<b>TOTAL</b>	<b>212</b>

## Educator by qualification

Normal School	<b>206</b>
Pedagogical High School	<b>1</b>
Bachelor	<b>5</b>
Master/PhD	<b>0</b>
<b>TOTAL</b>	<b>212</b>

