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Assessment Report for 2019 on the Kosovo Education Strategic Plan 2017-2021

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Assessment Report for 2019 on the Kosovo Education Strategic Plan 2017-2021

Assessment of the annual implementation of Kosovo Education Strategic Plan 2017-2021 and strategic objectives

August 2020

giz Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH

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Contents

Preface

Kosovo Education Strategic Plan 2017-2021 (KESP), is a five-year document, approved by the Government of the Republic of Kosovo, which determines the development path of the education system, clear objectives at all levels based on life-long learning, conceptualizing education as one of the important factors of country's economic and social development. KESP focuses on inclusion in education as an equal opportunity for education of all age groups of ethnicities living in the Republic of Kosovo, irrespective of differences. As a base document for development of the education sector in Kosovo, KESP provides standards for an education that meets the needs of quality teaching and learning, competency-based professional development, as well as meeting labor market demands. This strategic document covers the whole education system in Kosovo through seven thematic areas: participation and inclusion, educational system management, quality assurance, teacher professional development, teaching and learning, vocational education and training and adult education, as well as higher education.

Despite the development of standardized strategic documents to date, national and international reports rank Kosovo among the countries with poor quality of education, which is reflected in this report. In order to measure policy implementation, accurate identification of findings in the implementation of objectives, and addressing the responsibilities, MES is using an internal assessment mechanism as a standard assessment form which is based on research through collection and processing of data, as well as the reflection of the results in this report. MES, EMIS, KAS documents as well as national and international reports were used as a data source for comparison purposes. The research was conducted by the working group of MES officials within the mandate of the Department for European Integration and Policy Coordination and Legal Affairs (DEIPCLA), and was supported by the German Government and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH in Kosovo's Basic Education Sector - the "Capacity Building in Basic Education – CDBE" Project. Assessment results will be used as a mechanism to increase the accountability of municipalities and schools for student (lack of) progress.

MES is engaged and committed to the implementation of the KESP as a strategic document that guarantees successful reforms and improvement of quality of teaching and study at all levels of education in Kosovo, as well as training of workforce for the labor market. Therefore, considering that the education field is a broad and complex segment that transcends the boundaries of MES, close cooperation with other local institutions related to the field of education, as well as a more emphasized support of international institutions is a necessity.

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List of abbreviations

VET	Vocational Education and Training
AVETAE	Agency for Vocational Education and Training and Adult Education
KAA	Kosovo Accreditation Agency
NQA	National Qualification Authority
HE	Higher Education
PUE	Pre-University Education
RAEPC	Regulatory Authority of Electronic and Postal Communications
KAS	Kosovo Agency of Statistics
KNEA	Kosovo National Examination Agency
WB	World Bank
EU	European Union
GDP	Gross Domestic Product
DEIPC	Department of European Integration and Policy Coordination
MED	Municipal Education Directorate
SEE	South-East Europe
ENQA	European Association for Quality Assurance in Higher Education
EQAR	European Quality Assurance Register
ERA	European Reform Agenda
ESG	European Standards and Guidelines
ETF	European Training Foundation
HLF	High-Level Forum
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
SWG	Sectoral Working Group
EI	Education Inspectorate
HEI	Higher Education Institutions
IPA	Instrument of Pre-Accession
KPI	Kosovo Pedagogic Institute
ISCED	International Standard for Classification of Education
MTEF	Mid-Term Expenditure Framework
ECCT	Expert Council for Curriculum and Textbooks
NQF	National Qualifications Framework

NPF	National Professions Framework
LFS	Labor Force Survey
MES	Ministry of Education and Science
MPA	Ministry of Public Administration
MCIS	Multi Cluster Indicative Survey
MoF	Ministry of Finance
MEI	Ministry of European Integration
SAA	Stabilization and Association Agreement
NARIC	National Recognition Information Center
SSWG	Sectoral Sub-Working Group
OECD	Organization for Economic Cooperation and Development
OSCE	Organization for Security and Cooperation in Europe
IEP	Individual Education Plan
PISA	Program for International Student Assessment
NPISAA	National Plan for Implementation of the Stabilization and Association Agreement
AMP	Assistance Management Platform
KESP	Kosovo Education Strategic Plan
RCC	Regional Cooperation Council
SICI	The Standing International Conference of Inspectorates
EMIS	Education Management Information System
HEMIS	Higher Education Management Information System
NDS	National Development Strategy
EWS	Early Warning System
IPS	Integrated Planning System
ICT	Information and Communication Technology
AI	Administrative Instruction
ESPA	External School Performance Assessment
TPA	Teacher Performance Assessment
UNDP	United Nations Development Program
OPM	Office of the Prime Minister

1. Scope of work and Methodology

1.1 Scope of work

The assessment process was carried out within the mandate of the Department for European Integration and Policy Coordination (DEIPC) and with the support of GIZ. The report presents a self-assessment of the most important developments in the education sector, aided by standardized data. The purpose of the assessment was to serve as an (i) instrument of accountability through the provision of data for achieving results - the management structure has objective data for course correction and (ii) to serve as the basic material for drafting the next strategic plan. The scope of the KESP assessment process will focus on providing answers to several questions: (a) what was the performance of MES and other stakeholders compared to the goals and objectives set out in the Initial Plan; (b) how relevant are the objectives and goals set for the current context and (c) how much was KESP used as a platform for advancing national objectives in the field of education.

The approach adopted in the assessment process includes assessment of the implementation of strategic activities, results and objectives. In the framework of the assessment of activity fulfillment, the document of the implementation of actions listed in the MES Annual Action Plan is included. As part of the conceptual approach is also the assessment of the impact of activities on the targeted strategic objectives. The impact assessment base is based on the Framework of Impact Indicators and the assessment of the gap between target outcomes and the current situation. In the framework of the assessment approach, recommendations and corrective actions have been incorporated to change the course of action, results and objectives.

There is a growing demand for efficiency, equal access and quality in education as preconditions for overcoming social and economic challenges. Second, the decentralization trend of the education system has conditioned the development of assessment mechanisms - MES is not a direct implementer and primary responsible in pre-university and university education, but is mandated to provide policies, standards and accountability in the education system. The results of the education system are being used as a mechanism to increase the accountability of municipalities, schools and teachers for students' (lack of) progress. Third, the education system in Kosovo is an important component of national, regional and international strategies, and reporting on achievements and challenges towards the implementation of these strategies are prioritizing capacity building for assessment. Education systems are measured on the basis of their performance, in relation to important international indicators monitored by the EU (Eurostat), UN (UNESCO), and OECD. The correlation of national educational indicators with international ones is a common practice of contemporary educational systems and their comparison is becoming a drive for reforming the system's practices.

Carrying out a comprehensive assessment is a very challenging process and is conditioned by several developments. Carrying out a comprehensive assessment of the education system requires appropriate capacities and resources to cover this process. During the course of the strategic plan there are parallel legislative and institutional developments, which may have affected the ability of stakeholders to accommodate with the process. Third, the practice of external assessment should be based on a comprehensive methodology that covers not only the external assessment of the education system, but also the external assessment of students, teachers and schools. Lately, the assessment process is relevant in an educational context, where student is in the center, and where the education system is closely linked to economic and social goals.

1.2 Methodology

During the assessment process, the KESP Assessment Team discussed with a large number of stakeholders: MES officials, municipal education officials, MES-related agencies, representatives of university institutions, school representatives, teachers, civil society organizations, scientific researchers and development partners. In order to ensure a wider involvement of stakeholders, the Team organized in December 2019 a Consultative Workshop on Review of KESP 2019. In January 2020, thematic roundtables were organized on preschool education, pre-university education, vocational education, adult education, higher education and science, teacher professional development and donors. During the process, a considerable number of officials with direct responsibility in implementing the objectives was discussed with and were interviewed. Lately, the assessment process is based on general and thematic assessments carried out by other external institutions. The team consulted a series of strategic documents, analytical documents, external assessments and periodic reports related to the education system in Kosovo.

Data triangulation 2019

1	Conceptual Framework/Review of documents	Whole-sector approach
2	Quantitative method	
2.1	Static data	EMIS/HEMIS/KAS/MPA
2.2	Dynamic data	LFS/MCIS/MCC LFS/OECD PISA Questionnaire: Department contributions
3	Qualitative method	
3.1	Case studies	Comparison: Kosovo, region, EU, World
3.2	Working Groups – Focus Groups	Inputs from working groups and key stakeholders
3.3	Semi-structured interviews	Interviews with key stakeholders

The results and conclusions provided are based on quantitative and qualitative methods. Quantitative indicators are harmonized with the MES Indicators Framework and in line with international indicators in the field of education. Trends and movements in thematic analysis are derived based on EMIS/HEMIS data. KAS data were also used to cover the lack of data in a given subsector. The assessment process has encountered several methodological difficulties. Initially, the objectives and targets were set with incomplete data – therefore some of the targets were achieved at the time of plan's approval. Second, the performance assessment framework and indicators were not adequately elaborated. Third, the parameters of measuring progress in thematic areas vary depending on what reference framework is used. And Fourth, it is obvious from the first reading that there are many thematic developments which are not included in the current targets.

Sub-sector performance indexes are derived by calculating the degree of activity implementation. The degree of activity implementation is standardized according to the calculation formula because some of the activities are measured in financial figures; some are measured in numbers and some others in %. It was therefore necessary for them to be standardized. The aggregation was done by weighing the changes in the number of activities through the weighted average. (a) Framework of Indicators and (b) Implementation Matrix scaled according to activities (0-5) have been integrated in the report. The scaling criteria framework has been used to scale activities that do not have measurement parameters.

EDUCATIONAL PERFORMANCE INDEX 2019

1	Sub-sector index	Inclusion, management, quality, teaching, professional development, vocational education, higher education	Sub-sector weighted average
2	Scaling/standardization	Scaling of performance	1 - 5
3	Standardization of indicators	Standardization of percentages, numbers, decimals	$I_i = (D_{ij} - \overline{D}_i)/\sigma_i$
4	Sub-sector indicators	Activity Indicators/Result Indicators/Impact Indicators	Indicator Framework
5	Aggregation	Unnoticed Components Method (UCM) / Weighted average	Implementation Matrix

Assessment is a complex process; therefore approach to the process must be based on several perspectives and results measuring modalities. Quantitative indicators are formulated through the ***implementation index*** which relies on ranking the performance of KESP sub-sectors from 0-5. Sub-sector assessments should also be incorporated into the number of activities envisaged. It is therefore necessary to use weighted average that includes differences in activity load. The criteria for determining the implementation ranking are as follows:

ASSESSMENT FRAMEWORK

Assessment	Criteria	Level	%
No progress	• There are no primary laws, guidelines, rules, strategies and policies. • There are lack of steps for implementing laws and policies. • No resources were allocated for management, human and financial resources necessary for the implementation of laws, rules, guidelines, strategies and policies	1	0-19%
Little progress	• There are primary laws, rules, guidelines, strategies and policies • There are only limited efforts in implementing best practices. However, implementation is not a common phenomenon. • Financial resources have not been allocated or are insufficient	2	20-39%
In-progress	• Laws and policies within the sector or objective have been adopted. • There are best practices and legislation commenced with implementation in the past two years. However, there are still impediments in the implementation of certain practices, in legislation and practices. • Modest funds have been allocated for the implementation of specific parts of legislation and policies	3	40-59%
Considerable progress	• All laws, instructions and policies have been adopted. • There is a practice developed for implementation of the legislation and instructions. Laws have been consistently enforced in the past four years. • Institutional capacities are set up but with financial cuts.	4	60-79%
Fully accomplished	• All laws and instructions have been approved. • There is a consistent implementation of legislation in the past five years. • Implementation is the norm and barriers can be very rare or isolated. • Institutional capacities are fully functional and funding is adequate for the implementation of legislation and practices.	5	80-100%

2. Analysis of the Learning Environment

2.1 Political developments

KESP 2017-2021 aims to determine the directions of development of the education system in the period of 2017-2021, so that the education is to the benefit of economic and social development. The Strategic Plan and the Action Plan are unified with the MES Annual Work Plan. The plan largely represents the main sectoral instrument of vision, objectives, implementation, performance and review of priorities. The strategy incorporates important elements of sub-sector strategies, European integration and other important documents stemming from line ministries.

KESP 2017-2021 focuses on several strategic objectives: (1) Increased inclusion and equal opportunities for development, training and education of each individual in pre-university education, (2) Quality and efficient management of the education system, based on transparency and accountability, (3) Development of a functional system for quality assurance, in accordance with international standards, (4) Increased quality of teaching through an effective and sustainable system for teacher professional development and training, (5) Advancing learning through quality teaching, applying competency-based curricula and using high-quality teaching resources, (6) Harmonizing education and vocational training with labor market demands in the country and beyond, and creating an open system for adult education, (7) Improving the quality and competitiveness of higher education by fostering excellence in teaching, scientific research, artistic creativity, innovation and internationalization.

During the development of KESP 2017-2021, measures and priorities were incorporated arising from several strategic documents, including the National Development Strategy and the Government Program. However, after the approval of the KESP, other important documents were drafted and approved that affect the education sector*: Strategy for Improvement of Policy Planning and Coordination in Kosovo*, Strategy for Modernization of Public Administration 2016-2018, Strategy for Good Governance 2017-2018 and the Strategy for Public Financial Management Reform. Through the implementation of the Strategy for Improvement of Policy Planning and Coordination, the Government of the Republic of Kosovo aims to improve the planning system, by avoiding fragmentation and overlapping between central policy planning and financial processes. The strategy focuses on establishing an institutional framework for the Integrated Planning System (IPS). The establishment of the Commission for Strategic Management chaired by the Minister of Education and coordinated by the Secretary is envisaged within the line Ministries (e.g. MES). The strategy focuses on several strategic objectives: (1) Further improvement of the strategic framework, improving the correlation of strategic documents, through better coordination and decision-making.

The Government has approved the **Government Program 2020-2023**. As part of the priority of education and science, the Government is committed to doing much more so that the education system prepares pupils and students capable for life and labor market. The government considers the reorganization of the Ministry an important priority, in order to increase the efficiency of the ministry, as well as the coordination of donors in the field of education. The government will also prioritize the deparcticization of educational institutions. It will also engage in improving and maintaining school infrastructure, assess curricula, and develop policies to reorganize the school network in cooperation with municipalities.

The Government is also committed to increasing the budget for the supply of books, substantially increasing the inclusion of children in preschool education, increasing the quality of teaching, providing textbooks and other teaching materials, as well as supplying schools with adequate ICT equipment and other teaching aids. In addition, the Government aims to build an effective school management system, which contributes to the creation of suitable learning environments. To address the discrepancy between the education and labor market demand, especially vocational education and training, the Government will focus on reviving and modernizing vocational schools with teaching aids, curricula and adequate textbooks. The government will review the Law on Higher Education, to adapt it to the needs of the country, and will provide sustainable funding from state resources for public institutions, to enable institutional independence.

With the entry into force of the ***Stabilization and Association Agreement (SAA)*** between the Republic of Kosovo and the European Union on April 1, 2016, the first National Implementation Program (NIPSAA) was approved by the Government and the Assembly in March 2016. Ministry of European Integration (MEI) has been mandated as the main body for monitoring the implementation of the SAA. The European Integration and Policy Coordination Departments (DEIPC) in the respective Ministries are responsible for assisting in the coordination of policies resulting from the SAA. The main contributions of MES are related to Chapter 3 (The Right to Found Companies and Freedom to Provide Services) Chapter 25 (Science and Scientific Research) and Chapter 26 (Education and Culture). In general, education is the authority of states and is not affected by the necessary European legislation. However, in the framework of the Association Stabilization Process, countries are required to coordinate in implementation of the 2020 Agenda on Education and Training.

2020 Education Agenda includes four basic priorities: addressing early school dropout, improving inclusion and quality of higher education, improving employment skills through vocational education, and increasing participation in lifelong learning. As part of the reforms aimed at addressing early school dropout, the following measures are recommended: addressing school dropout among vulnerable social groups (RAE) and students from sensitive economic categories, establishing mechanisms for dropout monitoring, improving career guidance, compensatory learning or second chances for education, support of schools and municipalities for the implementation of preventive measures, improvement of transition windows between levels of education, improvement of school relevance through the provision of specialties required in the market and establishment of mechanisms for the involvement of stakeholders (companies, parents, community).

In the framework of reforms in addressing the priority of improving the achievement and quality of higher education, countries are recommended to improve the participation of marginalized groups, improve the graduation rate, provide alternative ways of engaging in higher education, improve the relevance of higher education through specializing of programs according to the labor market demands, improvement of career guidance for students, provision of financial incentives for completion of studies within the deadline. In order to improve the relevance of higher education for the labor market, it is recommended to carry out studies on the forecasting of skills for the labor market and the provision of priority public funding for these areas.

In the framework of the proposed reforms to address the priority of improving vocational education in order to increase employment among young people, it is recommended to review schemes for guaranteeing internships, employment or funding. In many cases, EU countries implement dual education system within vocational education. Many countries also apply special requirements for entrepreneurship in the form of conditioning the subject within the curriculum, providing additional training in entrepreneurship and providing funding for entrepreneurship to vocational education students. With regards to measures for addressing the priority, improving education in adults, it is recommended to adopt a lifelong learning strategy, provide flexible programs (distance learning, afternoon learning), recognition of prior formal and non-formal learning. A considerable part of the recommendations are related to encouraging lifelong learning through the

improvement of the legal, institutional and financial framework for incentivizing lifelong learning.

The European Reform Agenda is correlated to the Economic Reform Program. Main priorities are determined on an annual basis in the Kosovo-EU dialogue. Monitoring and evaluation is done twice a year. Other priorities follow the fulfillment of previously set priorities. MES has contributed to the third priority of ERA - Education and Employment. The contribution is related to three main measures: the adoption of legislation on education reform (3.4). Improving quality of education (3.5) through: (a) increased inclusion in preschool education, implementation of curricula, textbooks and external assessment, development of quality mechanisms, improvement of quality in higher education, linking higher education and employment and (3.6) improvement of the vocational education quality. Performance assessment is based on concrete monthly, quarterly, semi-annual and annual actions and is based on indicators.

In 2019, MES has also provided inputs for the ***Economic Reform Program 2019-2021***. The program is an instrument for assessing and supporting the fulfillment of economic criteria for the Western Balkans countries. The mechanism is inspired by the EU's internal practice, the European Semester. The main goal is to support countries aspiring European integration to meet the economic criteria. The Western Balkans countries started the implementation in 2015. The Government of Kosovo has drafted the first Plan for Economic Reforms in 2016. The Economic Reform Program 2019-2021 lists measures taken by line Ministries. The Ministry of Education and Science contributes to the creation of human resources (education), employment, science and development. MES contributions have been administered through the Department of European Integration and Policy Coordination. MES has contributed to diagnosing the current situation, identifying structural barriers and proposing improvement measures. As part of the addressing the challenges, MES has proposed several measures within the two pillars: education and skills, and science and innovation.

As part of the cross-sectoral and interstate coordination, MES has contributed with reports on strategic documents Vision for Skills 2020 and the ***Strategy Southeast Europe 2020***. Vision was approved by the Government of Kosovo in 2014. For the Strategy developed with the support of ETF/European Commission, an incorporated methodology for the development of national human resources has been followed. The methodology of the strategy was based on the concept of IPA II (2014-2020) which aims to promote an integrated framework for the development of skills at the national level in order to advance national competitiveness. The Strategy contributes to Southeast Europe 2020 Strategy and is designed to transpose the EU 2020 Strategy. This strategy was developed under the auspices of the Office of the Prime Minister. However, MES has contributed and is implementing its essential elements related to vocational education, higher education, adult education and social inclusion. MES provides annual reports within the Torino Process. The Pedagogical Institute is mandated to report on an annual basis.

The Southeast Europe 2020 Strategy was launched in 2011 and is modeled after the European Union Strategy 2020. The strategy was developed under the framework of the Regional Cooperation Council (RCC) in Southeast Europe. The initiative was taken in cooperation with the Governments of SEE countries. The main goal of the strategy is to improve the competitiveness of the economies of SEE countries and improve regional cooperation. The strategy is based on several correlated pillars: Integrated Growth, Wise Growth, Sustainable Growth, Inclusive Growth and Governance for Growth. The Pillar II (Intelligent Growth) includes Education and Competencies, and Scientific Research and Innovation component. The strategy is monitored on an annual basis. The Ministry of Trade and Industry is leading the process. MES reports on an annual basis through the 2020 SEE Strategy Indicators Framework.

2.2 Economic developments

Kosovo has seen solid economic growth in recent years - an average of 4% of GDP. However, the current GDP growth model relies largely on remittances and foreign aid. This dependence, along with structural shortcomings of Kosovo's economy, puts pressure on competitiveness and productivity, limiting job creation and expanding businesses. The growth of economic activity in the last period has been generated mainly by the increase of economic activity in the extractive industry sector, construction sector, financial activities and information technology.[1] The report "MCC Kosovo Constraints Analysis (2017)" examines the diversity of Kosovo products. The report concludes that "Kosovo's existing production structure is quite complex and can support growth without radical changes in product composition. Exportable services, such as information technology, appear to be more likely to push the country's complexity forward.

Kosovo is suffering from a trade deficit due to a very weak export base. In the commodity sector, the foreign trade balance is quite negative from year to year. The overall figures provide a clear picture of Kosovo's trade balance, which has a very high trade deficit of over 2.5 billion euros. Trade in goods amounted to 3.4 billion euros, which resulted in an increase of 325 million euros over the past year. Exported goods amounted to 378 million euros, an increase of 22%. Almost half of Kosovo's exports are base metals. Mineral products account for 15%. The remaining 35% includes processed food, plastics and rubber, machinery, appliances, electrical materials and textiles. More than 70% of Kosovo's exports go to EU and CEFTA member states[2]

The scheme of manufacturing enterprises in Kosovo is dominated by small enterprises, while the rest is divided between small enterprises, as well as medium and large enterprises. Virtually all industries are micro and small businesses. The manufacturing sector in Kosovo continues to face low levels of external competition due to internal and external factors. The share of the manufacturing sector in GDP is comparable to some countries in the region, but given the development needs and including the need to create jobs, this is considered insufficient. The latest data show that the sector with the largest number of workers and the highest turnover in 2016 remains food industry, followed by the non-metallic mining sector (KAS, 2018).

The activity of startups in Kosovo is at a low level compared to the European average. Data from the Global Entrepreneurship Monitor (GEM) show that the total activity of early-stage entrepreneurship (TEA) and the indicators of the degree of entrepreneurship goals are as low as half of those in Europe, which shows that very few people in the age group of 18- 64 are either involved in the beginning or at early stage of entrepreneurship or intend to open businesses. Business incubation services play an important role in encouraging startups, and although they have received little attention in the past with the creation of publicly funded incubators in a number of municipalities, public support for business incubation has not been successful. With the exception of providing business space, there has been no proper provision of services such as mentoring, training and other business support services and matchmaking.[3]

Over 80% of women are inactive in the labor market and only 10% of active businesses are owned by women, which is about one third of the percentage compared to the EU. Women face many obstacles in business, among them, respect for culture and traditions, business and family concerns, access to finance, training, networking with businesses, etc. Closing the gender gap in the private sector is already becoming a necessity. If this gap is closed, the total number of entrepreneurs will increase, resulting in more employment and productivity and having a positive impact on economic growth. Most importantly, women active in the private sector will add diversity to the range of voices in product development, research, and progressive ideas.

1 Kosovo Agency of Statistics, National and Government Accounts
2 Kosovo Agency of Statistics, Foreign Trade
3 Global Entrepreneurship Monitor, Kosovo Country Profile, 2018

Small-scale production and lack of investment in modern technologies affect productivity. A comparison of the productivity of industries in Kosovo with the respective industries in 28 EU countries shows significant differences between the productivity of enterprises in Kosovo and those in the EU. Kosovo SMEs need to become more innovative in the broader sense in order to compete successfully in international markets, including investing in new processes and technologies, developing new types of products and adopting new approaches in trade and distribution. The poor academic and institutional basis for research and development (R&D) reduces the potential for innovation as SMEs are challenged in finding the expertise. The Global Entrepreneurship Monitor Index for R&D transfer shows that Kosovo is very weak in this regard. Innovation is also hampered by the lack of coordination and cooperation between the private sector and academic staff in the field of R&D. There are few incentives to engage in smart mechanisms that can encourage this type of collaboration, such as industrial groups.

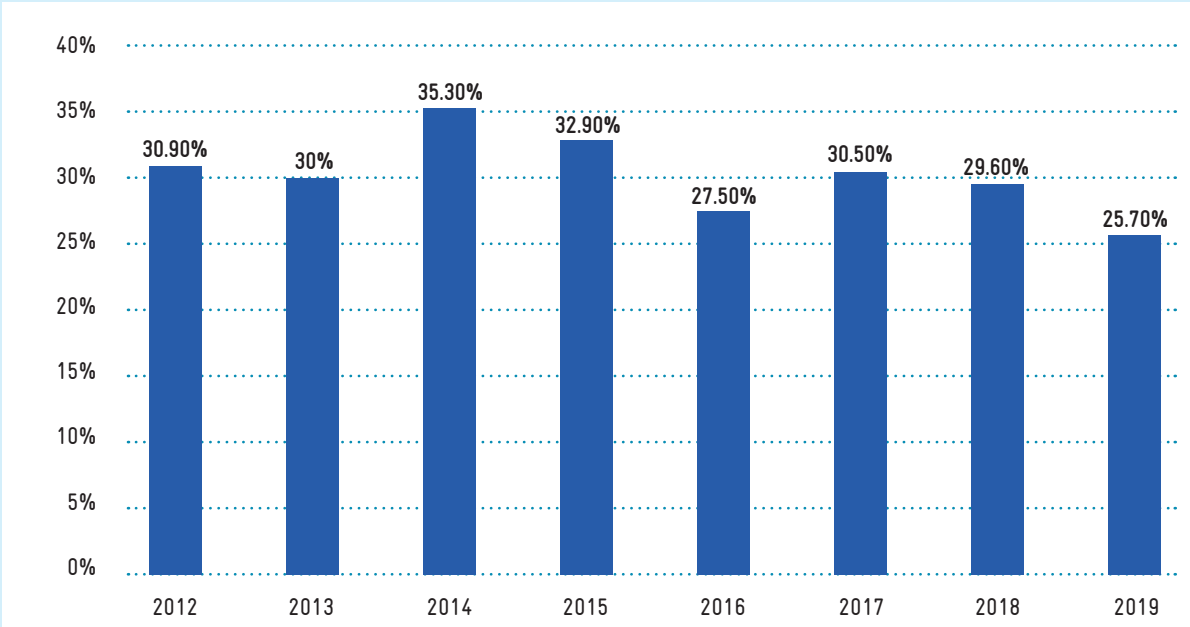
The MCC's assessment of the barriers assessed the rates of return to education in Kosovo and concluded that they are in line with the hypothesis that low quality of education is a barrier to economic growth. This shows that the problem of the skills gap is related to the levels of participation in education, to specific competencies and skills such as foreign languages, computer skills or so-called soft skills and to the general quality of education.

The environment of doing business has improved significantly, but challenges still remain. The World Bank Business Report 2018-2019 on Doing Business ranked Kosovo as one of the top 10 economies with the most significant improvement worldwide. Since 2014, Kosovo's overall ranking has improved from 86th to 40th position. Greatest progress has been made in the areas of startups, loan taking, cross-border trade and insolvency resolution. In this regard, in addition to the indicators of the World Bank report listed below, other issues remain equally challenging: addressing the issue of regulating the legal procedures for bankruptcy of businesses, issuing building permits at the local level, full functionality and capabilities of One Stop Shop service centers, and the issue of property registration in cadastral registers.

Furthermore, the Government of Kosovo has already adopted two specific laws to attract foreign direct investment. These laws include: The Law on Foreign Investments and the Law on Strategic Investments in the Republic of Kosovo. FDIs are mainly oriented towards real estate, financial services and industry. However, in recent years there has been a significant increase in construction, as well as in the transport and telecommunications sector. Kosovo is also facing challenges of a procedural and legal nature. In terms of the industry field, it continues to face a low level of technological development, with 'know how' and losing markets. The government is not yet able to provide sufficient incentives for existing investors, startups and businesses. In other countries in the region, investors are provided investment subsidies of up to 50% of their financing and tax exemptions of up to 10 years. There is also a lack of professional and skilled labor force for specific labor market demands.

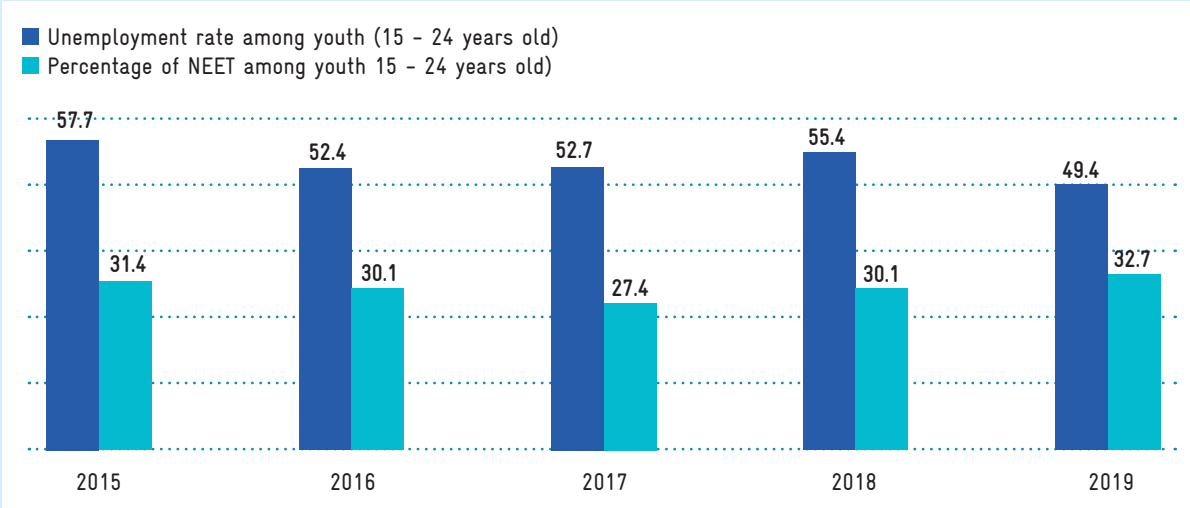
Education is a basic precondition for economic growth and improvement of living standards in the modern economy. Kosovo's efforts to achieve these goals necessarily depend on the degree of productivity of the workforce. The quality, the degree of involvement and the number of years of schooling, not only have an inevitable impact on improving human capital and creating preconditions for social and economic development, but they also represent essential "input" revenues to improve employment opportunities. The workforce in 2018 is about 130,000 individuals with university education. According to the approximate calculation of the MCC LFS survey, in 2018 there were about 2000 highly qualified people in Kosovo with a doctorate degree.

Unemployment Rate (Kosovo Agency of Statistics, 2012-2019)



Unemployment rate still remains high, with data showing that low levels of education and achievement reduce employment opportunities. The unemployment rate is closely related to the level of education. The lowest unemployment rate is among those with tertiary education (21%) and those with vocational education (25%). The unemployment rate among other groups is above the national average. About 49.4 people without education are unemployed (KAS, 2019). Continuous education promotion is essential for increasing productivity in the economy and increasing employment and welfare opportunities.

Unemployment rate among youth and NEET 2015-2019



There is a strong correlation between schooling and income index. People with superior education are generally richer or very rich, compared to the national average. On the other hand, poor people with incomes below the national average monthly salary have mostly basic education. The level of payment and social

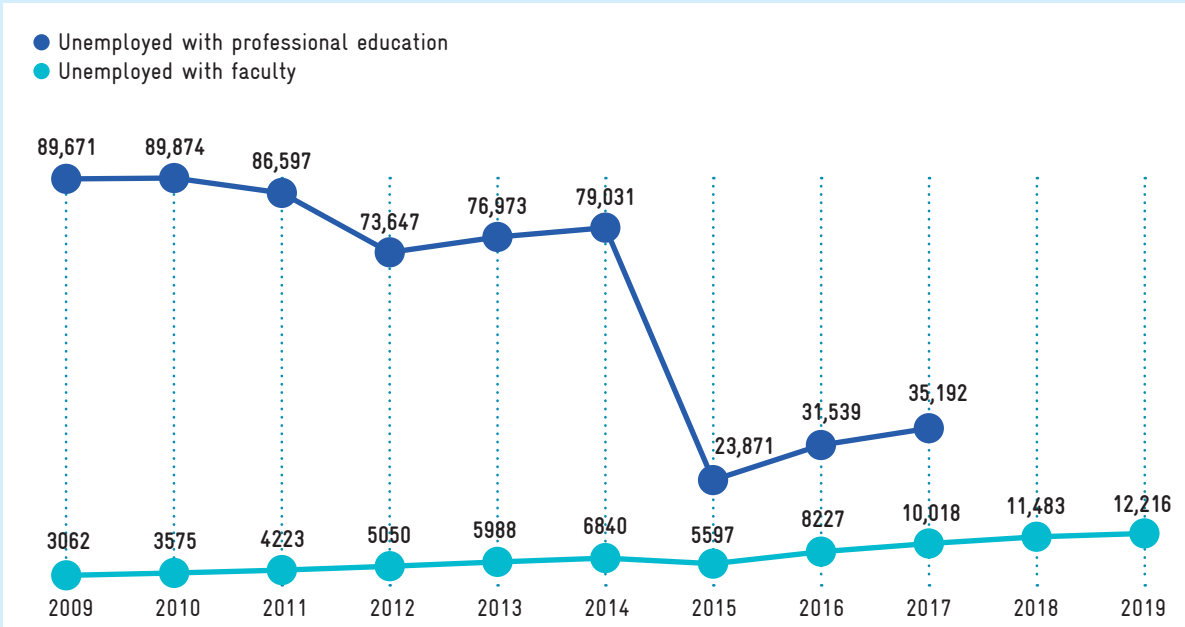
welfare is also related to the type and areas of study of the workforce. The labor market in Kosovo has a greater tendency of employing graduates with education in the fields of life sciences and agriculture, services, engineering and education. On the other hand, about half of young people (15-24) are unemployed and about 32% are out of the labor market and out of education (NEET).

2.3 Social developments

In international comparative analysis, students on social assistance usually lag behind in achievement in PISA test. Based on the latest results of PISA in Kosovo, the achievement of students living in poverty was low, but not substantially behind students with other income levels. Poor students in Kosovo are on average about 30 points behind other PISA students with lagging in math and science. Their lagging is equivalent to about 1 year of schooling compared to the rest of the students (OECD, 2019).

There is a growing trend of unemployment and poverty among graduates with higher education. During 2019, about 12,000 unemployed people with university qualifications were registered. Unemployment in these social strata is an indication of the poor correlation between schooling and employment and poor quality of education. There is a correlation between asylum applications to EU countries and the number of graduates.

Number of unemployment by qualification 2009-2019 (KAS, 2019)



Based on new projections 2018-2025 of the World Bank (2019), Kosovo is expected to have a significant decrease in age groups 0-4 (preschool) due to declining birth rates. A similar trend is predicted for age group of 5-9 of pre-primary and primary education.

Population projections by age groups (World Bank) 2018-2025

	2018	2019	2020	2021	2022	2023	2024	2025
0-4	147,866	144,968	141,734	140,177	137,523	134,740	131,855	128,859
5-9	149,847	151,284	152,304	151,259	146,969	143,188	140,563	137,331
10-14	144,043	142,396	140,795	140,090	143,958	147,349	148,575	149,597
15-19	170,577	167,928	166,100	153,459	147,068	142,447	140,666	139,080
20-24	154,752	155,886	156,295	166,123	168,314	167,268	164,237	162,296

The number of students in upper secondary education is expected to be stable until 2021. The effects of declining birth rates will only manifest after 2021. The number of age groups corresponding to higher education is projected to increase. These developments will significantly affect pre-university and university education. MES and municipalities should reflect these developments in infrastructure planning, human resources and financing.

2.4 Technological developments

Kosovo has seen a rapid increase in access to the Internet and computers. About 88% of the population had regular internet access during 2019, although internet speed is significantly lower than in advanced countries (Eurostat, 2019). Also the penetration rate of mobile telephony is higher than the population number (103.2%) [4]. Of the total number of internet users, 1.49 million or 78% access the internet via mobile smartphone. About 770,000 are active social media users. Over 90% of the 16-24 age group regularly access social networks and use Internet for communication, reading and, in rare cases, for economic transaction[5]. About 72.4% of users have frequent daily access while the rest access less frequently.

Most computer and internet users in Kosovo access internet to make voice and video calls (85%), for social media communication (64%), and news reading (58%). A smaller percentage of 32% use it for official communication, sending letters and for getting informed about market offers and civil/political nature consultations.[6]

4 Kosovo Regulatory Authority of Electronic and Postal Services 2019
5 Kosovo Digital Report 2019, Kosovo Data Reportal
6 EUROSTAT, ICT Statistics

Activities on the Internet – Kosovo 2018-2019	
Voice/video calls	85%
Social networks	64%
Reading online news	58%
Sending/receiving emails	32%
Information on goods and services	31%
Information on travelling	3%
Sale of goods and services	3%
Access to professional networks	3%
Participation in civil/political consultations	2%
E-Banking	1%

Source: EUROSTAT 2019

Digitalization will have a fundamental impact on the learning process. There are different opinions about the role of information and communication technology (ICT) in teaching and student outcomes. However, schools cannot ignore digital transformation in the environment around them.

3. Physiognomy of the Education System

3.1 Physiognomy of the Education System

Kosovo's education system includes a number of central and local level institutional stakeholders. MES is the key government institution for policy-making, coordination and assessment of the education system. According to the Law on Pre-University Education, municipalities, through Municipal Education Directorates (MED) implement policies and manage pre-university education. MES develops pre-university education policies and standards including curriculum framework, teaching standards, professional qualifications and assessment systems. In addition to the legislative and regulatory aspect, the Ministry of Education also organizes the process of external progress assessment, external student assessment, teacher professional development and support through school means and premises. Municipalities manage pre-university education finances through specific education grants allocated by the central level. MES organizes and defines the education formula for municipalities in cooperation with MoF, based on the per-student funding principle. The funding formula also includes provisions for additional funding for education in remote rural areas, education of communities and special needs education.

Table: Age groups: students, teachers and institutions by education levels 2019

	Age group	Compulsory	Student	Teacher	Admin Staff	Institutions
Preschool education (ISCED 0)	0-4	No	9393	553	294	44
Pre-primary education (ISCED 0)	5	Yes	23,650	-	-	-
Primary education (ISCED 1)	6-10	Yes	229,338	17426	3725	921
Lower secondary education (ISCED 2)	11-14	Yes	-	-	-	-
Upper secondary education (ISCED 3)	15-17	No	74,427	5255	897	123
Higher education (ISCED 4b +)	18 +	No	104,513	3242		31

Notes: Notes reflect public and private sector data (student data is from the public and private sector, while data for teachers and administrative staff are only from the public sector) Source: EMIS/MES, KAS (2019)

The education system in Kosovo is organized according to the structure based on four levels: preschool education (ISCED0), primary education (ISCED 1), lower secondary education (ISCED 2), upper secondary education (ISCED 3), post-secondary non-university education (ISCED 4) and higher education (ISCED 5/6).

Levels according to KSNA[7]		Formal levels of Pre-University Education in Kosovo[8]	Age
		Adult education/Lifelong learning on a wide scale (formal and non-formal)	23/24+
ISCED 6		Post-university education	23/24+
ISCED 5		University education	
ISCED 4	Level 5 according to the National Qualifications Framework	Post-secondary non-university education	18 +
ISCED 3	Level 4 according to the National Qualifications Framework	Upper secondary education Gymnasium Grade X-XII Vocational schools (Grades X-XII)	15-17
	Level 3 according to the National Qualifications Framework	**Matura** Upper secondary education Vocational schools (Grades X-XI)	15-16 **Vocational schools**
ISCED 2		Lower secondary education Grades VI-IX	11-14
ISCED 1		Primary education Grades I-V	6-10
ISCED 0		Pre-primary education	5-6
		Pre-school education	Birth-5

The curricular framework is structured in seven main stages which present periods with common characteristics in terms of student/candidate development and curriculum requirements. They consist of one, two or three years/grades. Curriculum levels represent common periods, characteristic in terms of student/candidate development and curriculum requirements. Curriculum levels represent the reference point for determining the key competencies to be mastered, the learning progress requirements, the organization of learning experiences, the approach and assessment criteria as well as the institution responsible for achieving them.

7 International Standard Classification of Education.
8 Last three sections (ISCED 4, 5 and 6) are not part of the pre-university education.

International Standard Classification of Education	National Qualification Framework	Formal levels of pre-university education	Main curricula levels
ISCED 4	Level 5	Post-secondary/non-university education[9]	Level 7: Senior specialization and advancement
ISCED 3	Level 4	Upper secondary education Grade XII	Level 6: Consolidation and specialization
	Level 3	Upper secondary education Grades X-XI	Level 5: Basic professional development
ISCED 2	Level 2	Lower secondary education Grades VIII-IX	Level 4: Strengthening and orientation
		Lower secondary education Grades VI-VII	Level 3: Further development and orientation
ISCED 1	Level 1	Primary education Grades III-V	Level 2: Strengthening and development
		Primary education Grades I-II	Level 1 Basic attainment
ISCED 0		Preparatory grades	
		Pre-school education	Early childhood development

9 Level 5 is a non-formal education level.

3.2 Education performance indicators

KEY EDUCATION IMPACT INDICATORS 2015-2019

	2015	2016	2017	2018	2019
Key pupil/student indicators					
Total number of pre-university education students	374,407	369,309	365,029	356,270	345,540
Number of pre-school students (ISCED 0)	26,924	28,986	30,638	32,084	34,042
Total number of students in primary/lower secondary education	261107	250931	244677	239937	234,590
Number of students in upper secondary education	86,376	89,392	89,714	84,249	77,907
Number of students in vocational upper secondary education	42,973	46,090	42,948	43,803	40,817
Number of students in upper secondary education – gymnasium	43,403	43,302	46766	40,446	37,090
Attendants of adult education	1,962	1,794	2,270	1,912	1869
Number of students in higher education	120,429	123,988	116,424	104,513	-
Number of graduates in higher education	12,528	13,969	-		-
Teaching staff indicators					
Number of pre-university teachers	23,336	23,202	23,281	23,262	23,234
Gender parity in teaching staff	1.04	1.07	1.15	1.21	1.31
Teacher-student ratio in PUE	15.7	15.5	15.2	14.7	14.9
Inclusion rate in professional development (CPD)	54	54	47	33.5	24.7
Inclusion in education					
Pre-school inclusion gross rate (3-5)	30.9	33.9	36	37.4	
Primary inclusion gross rate	94.7	96.2	98.4	100.3	
Inclusion gross rate in lower secondary education	96	93.3	91.2		90.5
Inclusion gross rate in upper secondary education	84.9	88.1	90.2		86.8
Inclusion gross rate in higher education	62.4	67.2	69.4	66	
Compulsory education dropout rate	0.2	0.2	0.1		

KEY EDUCATION IMPACT INDICATORS 2015-2019

	2015	2016	2017	2018	2019
Quality and achievement indicators					
Average achievement in PISA	378	-	-		-
PISA achievement in mathematics	362	-	-	366	-
PISA achievement in reading	347	-	-	355	-
PISA achievement in science	378	-	-	365	-
Achievement in Semi-Matura Test	-	-	-	-	-
Achievement in Matura Test	54	62.6	58.4	61	60.9
GDP	5807	6070.1	6,414	6,761	7,079
Total spending in education (million €)	262.9	268	266.7	285.9	303.2
GDP % in education	4.5	4.4	4.3	4.2	4.3
GDP % in science (R&D)	-	-	-	-	-
Government spending (%) in education	16.3	15.2	14.7	13.7	12.8
Municipal education grant (million €)	190.7	191.7	197.2	206.6	205.6
Pre-university education (million €)	215.3	218.3	216.3	234.1	249.5
Pre-school education (million €)	18,2	18,3	20.57	23.3	25.9
Pre-school education 0-4 (million €)	5,6	5,8	6,4	7,3	9.1
Primary education (million €)	75.02	75,16	79.26	84.2	91.6
Lower secondary education (million €)	69,55	70.16	63.69	68.9	73.4
Upper secondary education (million €)	52,49	54,61	52.77	57.6	58.6
Higher education (million €)	47.6	49.7	50.3	51.8	53.6

Source: MES/EMIS, Kosovo Agency of Statistics/Ministry of Finance 2013-2019

4. Key developments in education 2016-2019

4.1 Key strategic objectives – comparative analysis

4.1.1 Participation and Inclusion

Gross registration rate (GER) 2015-2019

School year	2015/16	2016/17	2017/18	2017/2018	2018/2019
Gross registration rate for preschool education (0-5)	15.70%	16.40%	18.00%	19.10%	20%
Gross registration rate for preschool education (3-5)	29.60%	30.90%	33.90%	36%	37.50%
Gross registration rate for preschool education (0-4)	2.80%	3.50%	4.40%	4.90%	6.20%
Gross registration rate for pre-primary education (5 years old)	79.60%	81.30%	87.60%	92.40%	92.50%
Gross registration rate for primary education (ISCED 1)	96.40%	94.70%	96.20%	98.40%	100.30%
Gross registration rate for lower secondary education	99.50%	96.00%	93.30%	91.20%	90.50%
Gross registration rate for upper secondary education	84.50%	84.90%	88.10%	90.20%	86.80%

Source: MEST 2015 – 2019

Kosovo has reached a high level of inclusion in pre-university education - inclusion is still not universal and there are still small social groups that are not included in the system. Over the past year, Kosovo has seen an increase in inclusion in preschool and pre-primary education. This has come thanks to the integration of a significant number of children in pre-school education from the non-public sector and public investment in several municipalities. The gross enrollment rate in preschool education in the 2018/2019 school year has increased to 20% or 0.9% increase compared to the previous year. Since the approval of KESP in the school year 2016/2017, the inclusion rate in preschool education has increased by 3.6%. This slight progress is a function of increasing children's inclusion (0-5) in the private sector and demographic decline.

Kosovo has made significant progress in including children in pre-primary education (5 year- olds). The inclusion rate in 2019 (92.5%) is beyond the target expressed in the KESP. However, the inclusion rate of the 0-4 age group still remains very low (6.2%). The gross rate of children's inclusion in primary education is 100% and has worked according to the annual planning. On the other hand, student inclusion rate in lower and upper secondary education has marked regress. The gross enrollment rate in lower secondary education in the 2018/2019 school year was 90.5% compared to 96% in the 2016/2017 school year. No significant progress has been made on the inclusion rate in upper secondary education. The inclusion rate in 2018/2019 was 86.8% or an improvement of 1.9% compared to the 2016/2017 school year.

Increasing the inclusion of students from communities with special needs at all levels of education remains a challenge in achieving universal inclusion. Important steps have been taken in full implementation and operationalization of municipal teams for prevention of school dropouts. Inclusion in preschool education still remains low compared to advanced EU and OECD countries. Kosovo should aim for a higher level of inclusion in preschool education. Based on the analysis of PISA 2015-2018 results, the achievement rate of countries is closely related to the number of years that children spend in preschool education. ***However, Kosovo represents a special case as students who have not spent any year in preschool education or have spent very little time, have higher achievement.*** This offers space for consideration of priority and also raises a debate on the quality of preschool education. Kosovo should focus on two priorities regarding inclusion in preschool education - increase the level of inclusion but also address the need for quality of preschool education.

4.1.2 Educational System Management

The main challenge in managing the education system remains coordination of plans and priorities within a coordinated planning and monitoring framework. Strategic plans in Kosovo education are implemented in the context of shared responsibilities and the participation of autonomous institutions and bodies in their work. Involvement of municipalities, higher education institutions and private sector is essential for advancing the implementation of educational plans. The capacity for data collection and processing in education has increased significantly, but higher attention is required to the need of providing pupil and student-centered data, data collection and reporting on the impact of education on employment, and capacity building at local level for data reporting and processing.

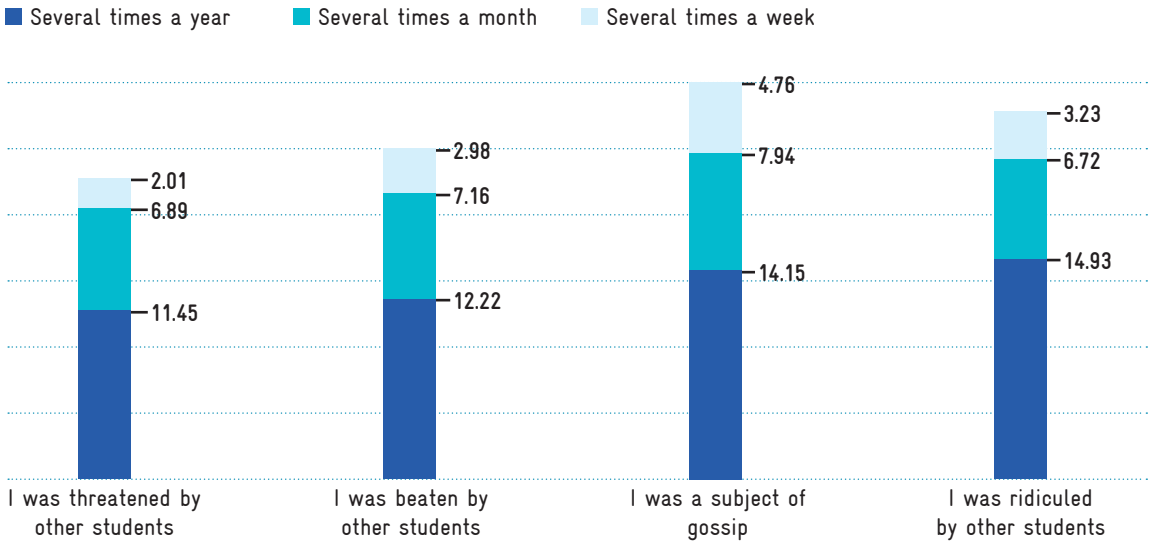
Ensuring friendly school environment, with optimal conditions and discipline is a strong forecast of student achievement in pre-university education. ***Both, directors, teachers and students report significant challenges about discipline in Kosovo schools.*** About 62% of directors and teachers report that unjustified absences seriously hinder teaching process in schools. About 33% of teachers and directors report that students miss certain classes. Similarly, 25% of directors and teachers underline that the learning process is hampered by the lack of respect that students have in the classroom. Another 35.1% of students report to have been absent between 1-5 times during a school semester (OECD, 2019).

Were you absent from the class during past 12 months? Student achievement in PISA test according to education attendance in Kosovo (OECD, 2019)

A significant proportion of students (20-25) are subject to bullying in Kosovo schools. Students report that during a school year they have often been a subject of threats, beatings, gossip and ridicule by other students.

About 10% of students are subject to constant bullying. Bullying has a negative impact on learning and potentially long-term impact on children's personal development.

Bullying in Kosovo schools as a % of the total student number (OECD, 2019)

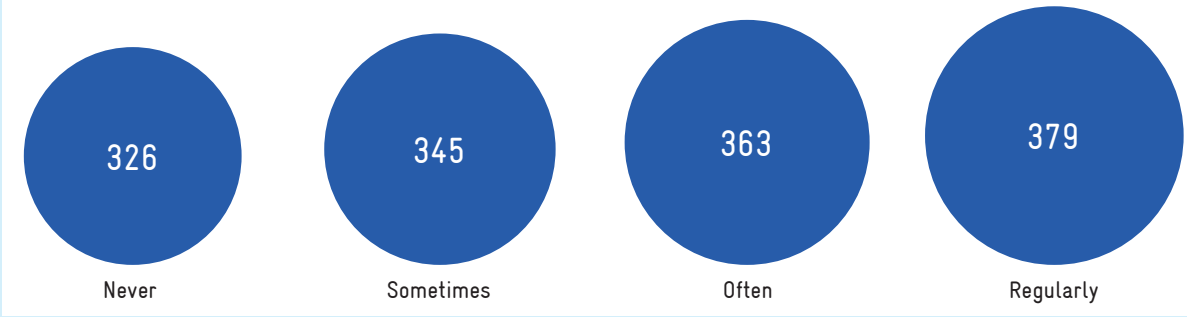


Students who report persistent bullying within a week perform much worse (341 points) in reading, math, and science compared to the national average. On the other hand, students who have never been the subject of threats, beatings or ridicule at school have significantly higher achievement (379) in PISA Test (OECD, 2019).

The school management model in Kosovo differs substantially compared to models from countries with high-achieving students in OECD's PISA. Although, KESP 2017-2021 underlines the importance of decentralization, and several steps have been taken to amend the secondary legislation in order to departicize pre-university education, but the funding formula has not changed. ***The school management model is still characterized by a lack of autonomy, limited responsibilities for school management and teachers.*** Teachers and school directors have the perception that their responsibility is limited to teaching, student assessment, and disciplinary measures only. Unlike advanced OECD countries, the school director and teachers have no responsibility in determining the curriculum, subject content, and textbooks. School directors are limited to expenditure management, student admission, and disciplinary measures. Unlike OECD countries, they do not perceive that it is their responsibility to engage in subject content, student assessment rules, budget planning, staff selection, staff assessment or dismissal. The school governing board is more limited to budget planning, oversight of expenditures and disciplinary actions.

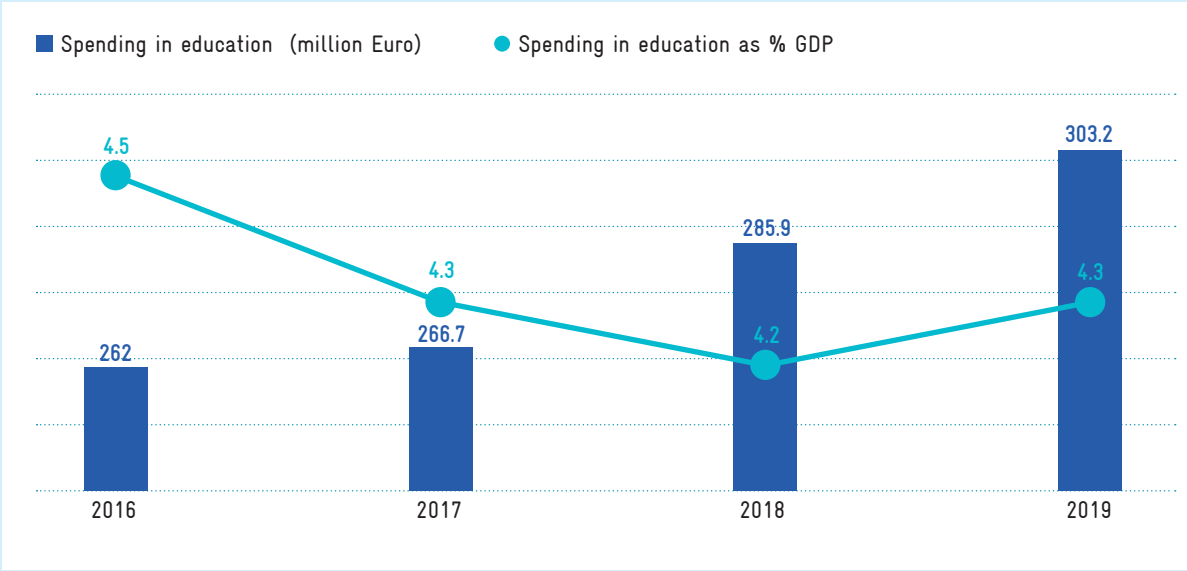
An important entity in school and student development are parents. Based on the analysis of PISA 2018 results, most parents are committed to children, and are interested in observing student results. However, their approach is not proactive. ***Parental support for students, their challenges and active participation in student development are closely linked to higher student achievement outcomes.*** Participants in the PISA 2018 Test who report to be regularly assisted by parents in learning have higher achievement (379 points). On the other hand, those who are not supported by parents have extremely low results (326) in reading, math, and science.

Were you supported by your parents in learning during past 12 months (OECD, PISA 2018)



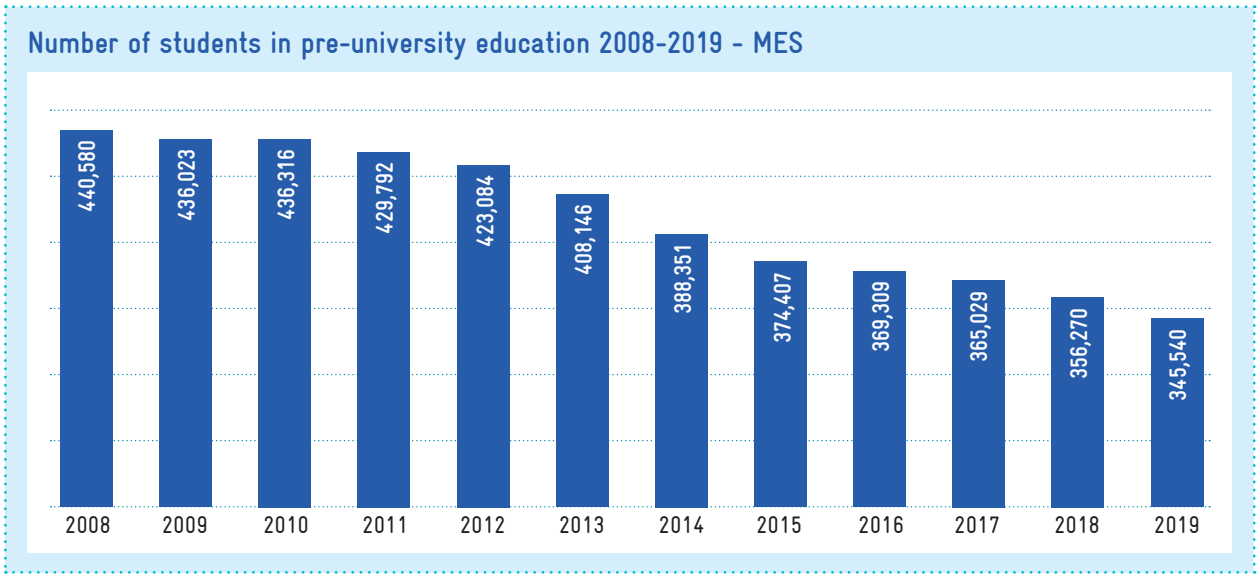
There is a strong correlation between increased funding in education and student achievement. Kosovo spends about 877.5 euros (nominal) or about 2456.8 euros (PPP) per student. This ranks Kosovo at the bottom of the list of OECD member/partner countries. Kosovo's spending on education expressed as % of GDP between 2016-2019 was about 4.4% even according to regional practices and advanced countries. However, there are two factors that affect lower nominal costs - small economy and high number of students compared to other countries. Kosovo has a different population structure and a high share of the young population. The number of students is almost double that of similarly populated countries in Europe. The structure of expenditures in education is dominated by the category of personnel salaries (about 75%) and recurring expenditures. Capital expenditures continue to be extremely low.

Spending in education 2016-2019 in millions euros and % of GDP (MES, 2019)



However, the degree of funding is not always a determinant of student achievement outcomes in PISA (OECD, 2019). Estonia and Latvia are among the countries that spend little on education compared to OECD advanced economies, but the achievement results in the PISA Test are among the highest. For this reason, Kosovo has not only looked at the priority of increasing funding for education but also at finding the most efficient way of allocating spending. On the other hand, spending on pre-university education between 2016-2019 increased by about 16%, but this did not translate into higher results of student achievement in the PISA Test.

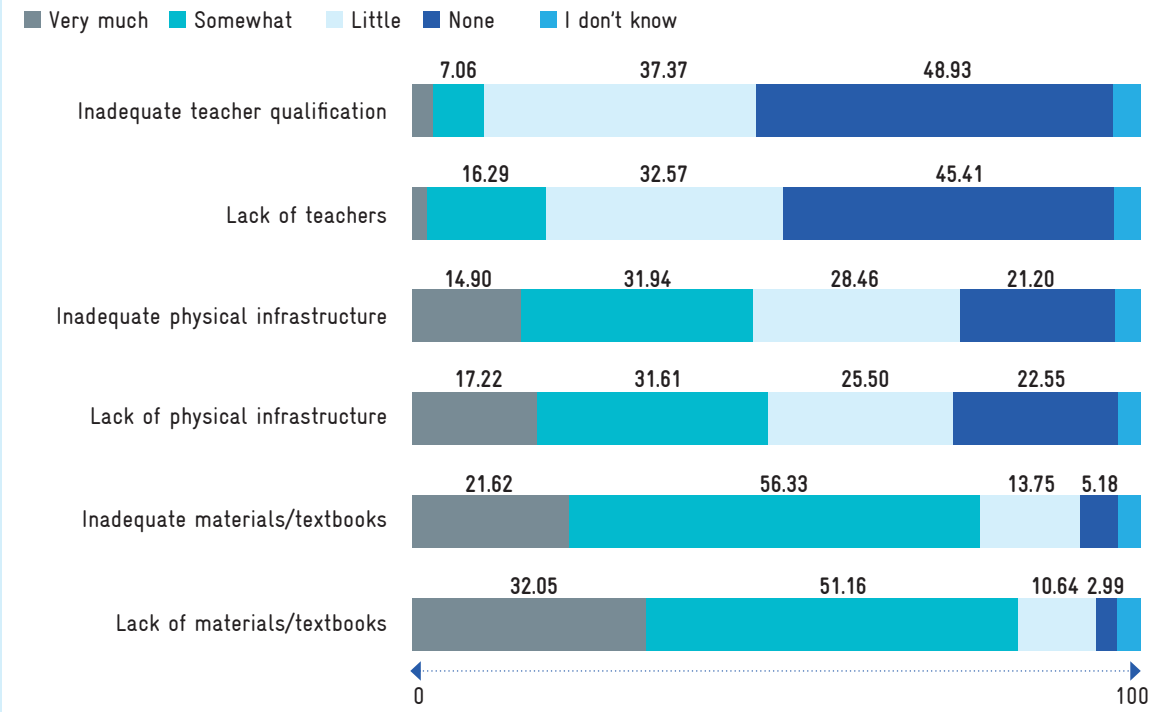
Kosovo is facing a decline in birth rate and a smaller number of students. This has resulted in a significant decrease in the number of students per classroom, especially in rural areas. The decline in the number of births and internal and external movements of the population, condition the rethinking of the strategy for investments in the construction of new schools. About 60% of schools have less than 250 students. Over 200 schools (separate classrooms) operate with less than 50 students or about 4 students per classroom. The operation of these parallel classrooms should be looked into, not only because of considerable budget inefficiency, but also because of the poor teaching quality. Optimizing the number of students in a classroom, school, and reorganizing the school network will be a priority that cannot be continuously ignored.



The following strategy should be reviewed in favor of internal school infrastructure and teaching aids. This is because Kosovo is ranked among the countries with the lowest satisfaction of teachers/school directors with teaching resources including laboratories, textbooks and computers (OECD, 2019).

About 80% of directors and teachers in Kosovo emphasize the importance of reallocating funding and investment in textbooks, libraries, laboratories and digital equipment. Lack of physical infrastructure and inadequate infrastructure, especially lack of reading rooms for students, are also primary challenges (OECD, 2019).

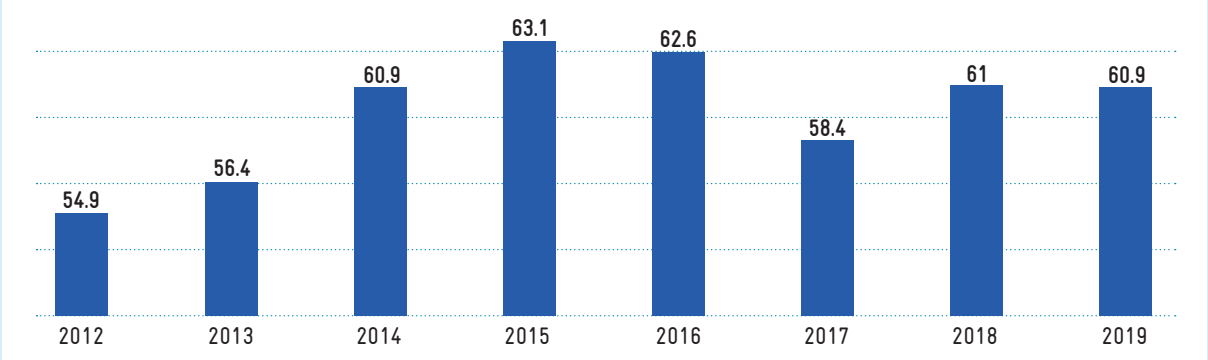
% - how much do the following factors obstruct the education process? (OECD, 2019)



4.1.3 Quality of Education

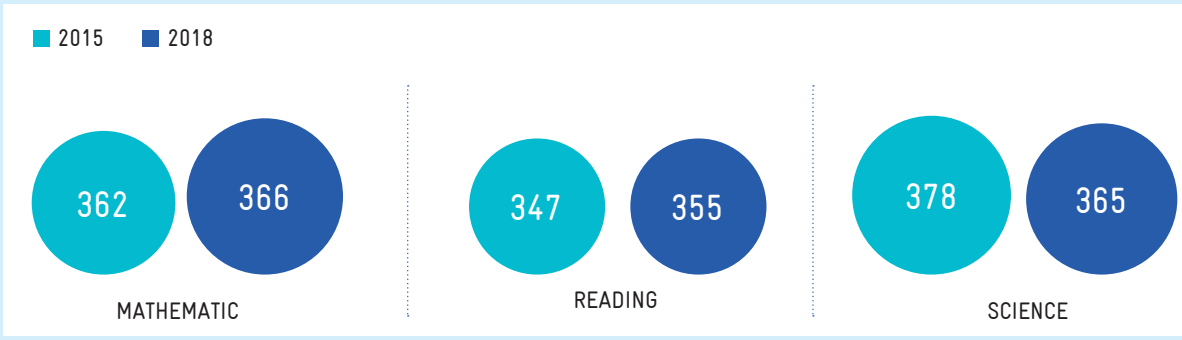
The external student assessment mechanisms have been built and Kosovo has participated in PISA 2015-2018 MES organizes annual external student assessment through the matura and semi-matura tests. In general, there is an institutional system and a practice of external student assessment. ***There has been a slight improvement in student achievement in the matura and semi-matura tests.*** Achievement in the Matura test has a positive trend since 2017. In some cases the integrity of the system itself has been disputed due to cheating practices during testing in the past. However, in the past two years (2018-2019), MES has taken additional steps to restore confidence in the assessment system.

Achievement results in Matura Test 2012-2019



In 2015, Kosovo participated for the first time in the International Student Assessment Program (PISA). The results of PISA 2018 were published last year. Based on the comparative analysis of the achievement results in PISA, Kosovo has not made any progress in student achievement compared to four years ago.

Achievement results in PISA 2015-2018 test (OECD, 2019)



15-year-old students in Kosovo continue to have low achievement in math, science and reading compared to the average of the region and OECD countries. In 2018, the results of students' achievement in mathematics and reading were minimally better than in 2015, while the results in the science segment have deteriorated.

Students in Kosovo achieve relatively high rates of years spent in education, approximating developments in the EU. In 2018, it is estimated that ***the average number of years spent in education was 12.85*** (World Bank, 2018). Years spent in education in Kosovo are higher than in North Macedonia, Montenegro and Bosnia and Herzegovina. However, ***years spent in schooling do not necessarily produce a significant effect on student achievement.*** By incorporating the achievement of students in harmonized international tests, it is estimated that the years of schooling adapted for teaching in Kosovo are 7.7 years (World Bank, 2018). Consequently, students in Kosovo have a low level of learning for the years spent in schooling (60%).

The quality assurance system in pre-university education has begun to take the form of advanced education systems. Building of the external quality assurance system has gone hand in hand with participation in international student assessment tests. In 2018, the external school assessment and external teacher assessment have started. In terms of internal quality assurance, most municipalities and schools in Kosovo have appointed Quality Coordinators and have started piloting the self-assessment process. Almost all schools in Kosovo are aware of the need for self-assessment, external assessment of the school and teachers (OECD, 2019).

From the comparative analysis, directors and teachers in Kosovo use almost all quality assurance instruments applied in other OECD countries. Even when instruments are not legal obligations, schools by their own initiative have begun to practice student questionnaires. The results of student achievement and teacher effectiveness are mainly monitored. A significant proportion of schools apply a kind of mentoring for teachers even though it is not yet regulated at the national level. While schools monitor and discuss internal quality assurance instruments, their addressing through the planning and management cycle remains limited in the absence of school funding or autonomy.

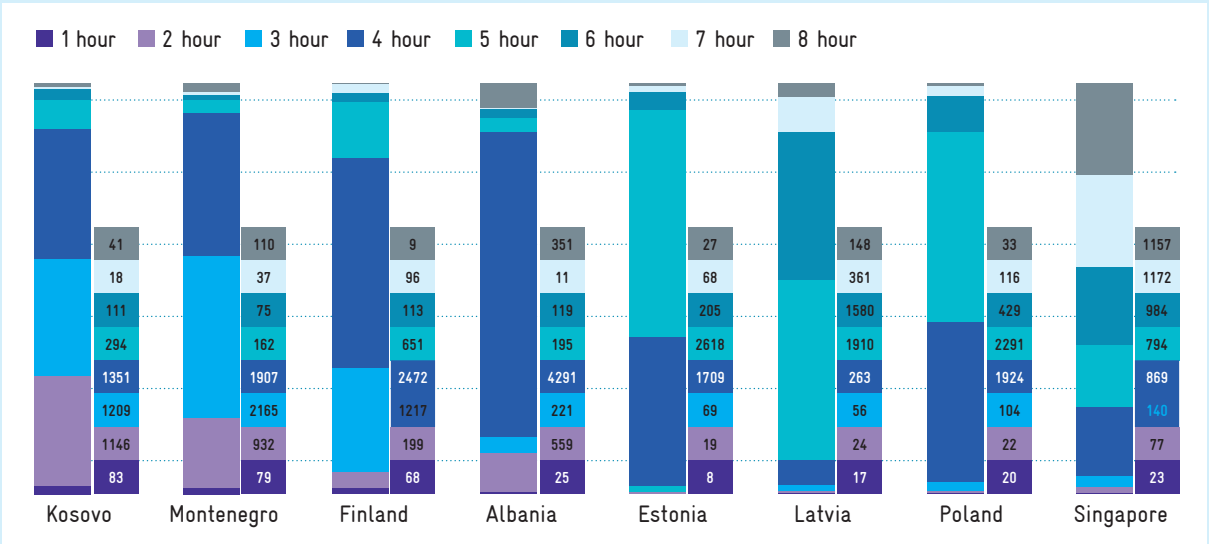
4.1.4 Teaching and Learning

The process of curriculum implementation has encountered several challenges that are mainly related to difficulties in implementing the new competency-based curriculum, difficulties in linking the ongoing assessment process based on achievement of competencies, lack of adequate funding, lack of adequate textbooks and lack of infrastructure. MES has developed guidelines and organized a series of trainings for the implementation of competency-based teaching and assessment, but teachers continue to prefer more on-the-job guidance (KPI, 2019).

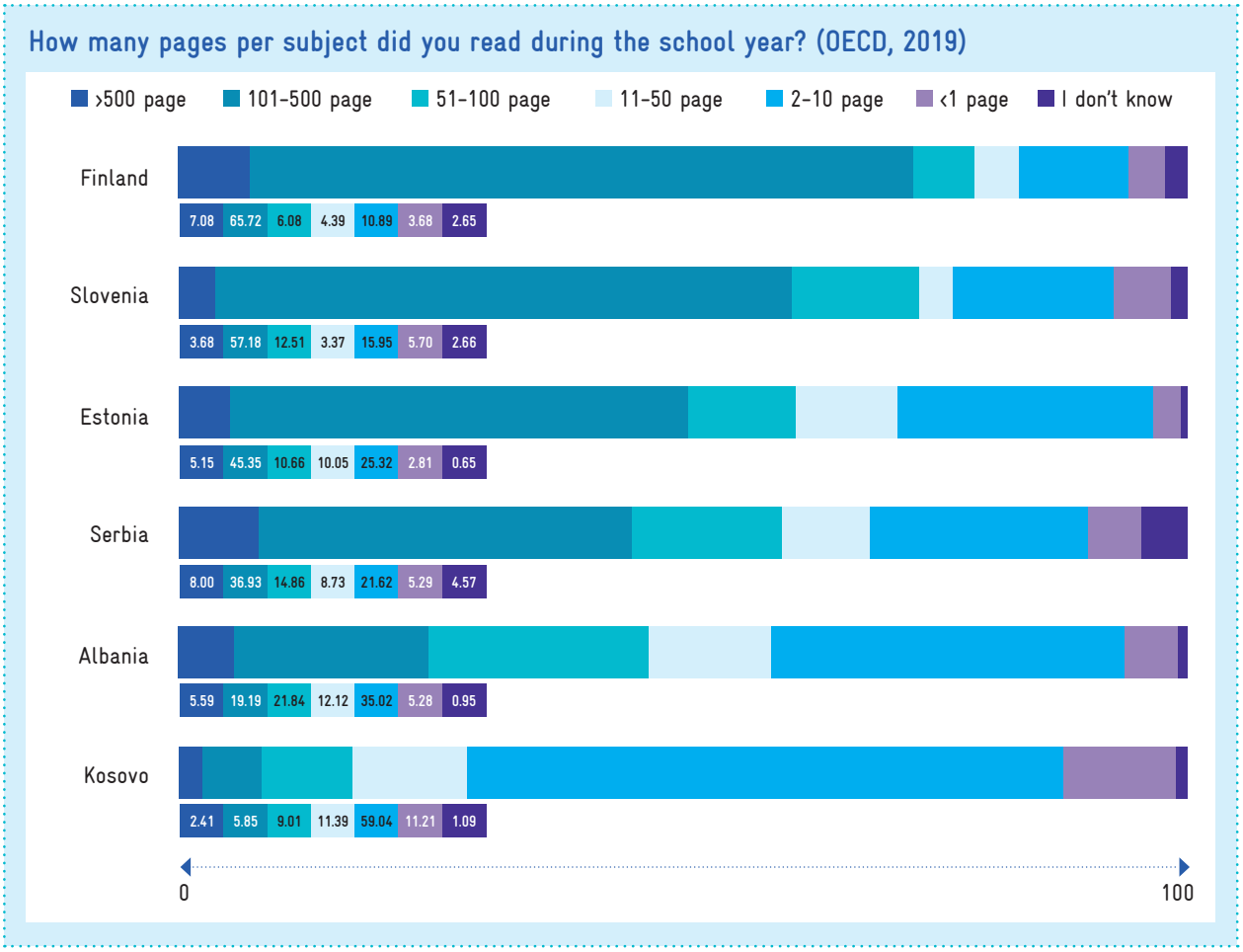
Based on the PISA 2018 Student Survey, there is a discrepancy between the official hours on the school calendar for the number of hours per week that students take in math and what they report to actually attend. About half of students spend between 2-3 classes a week doing math that is significantly lower than in Albania (4 classes) or Estonia (5 classes). There is a correlation between those reporting less class hours in math and those reporting being late or missing the class. This may suggest that, potentially, one part of students tend to avoid the math class, which is essential for higher student achievement.

The calendar for the development of new textbooks, according to the new curriculum, is part of the 2016-2021 Curriculum Implementation Guide***. Despite orientations in this document that the development of new textbooks for the first grades of educational levels will be done during the school year of 2016/2017, such a thing has not been achieved.*** During the 2019/2020 school year, new textbooks were prepared for the preparatory class, grades 1, 2, 6, 7 and 10, 11. Whereas new curriculum continues to be applied in grades 3, 8 and 12, but with old textbooks which are not based on the new curriculum. (KPI, 2019).

How many classes (45 minutes) a week have you followed the subject of mathematics? - (OECD, 2019)



MHowever, the time students spend at school is not always an explanation of their achievement results. There is no direct correlation between the time students spend in school and the results they achieve in PISA (OECD, 2019). Achievement is more a function of the quality of teaching and learning than quantity.



Students in Kosovo have a challenge in reading. The vast majority of students read mainly 1-10 pages per subject during a school year. This is extremely low compared to students in Slovenia or Finland who read between 100-500 pages per subject during the school year.

Lack of sufficient and adequate textbooks for the new curriculum continues to be one of the main challenges in education. Based on OECD (2019) data on the analysis of achievement in PISA 2018, Kosovo is ranked as one of the countries with the lowest satisfaction of directors, teachers and students with textbooks. Publication of new textbooks and commencement of using them has raised debates about their quality. ***If we compare the dynamics of the main parameters in the implementation of the curriculum between 2014-2018, Kosovo has not marked any improvement in schools' access to digital equipment, reading space, in the approach of teachers in relation to students' tasks or textbooks.***

Table: Comparison of parameters of % in curriculum implementation in OECD and partner countries 2015-2018

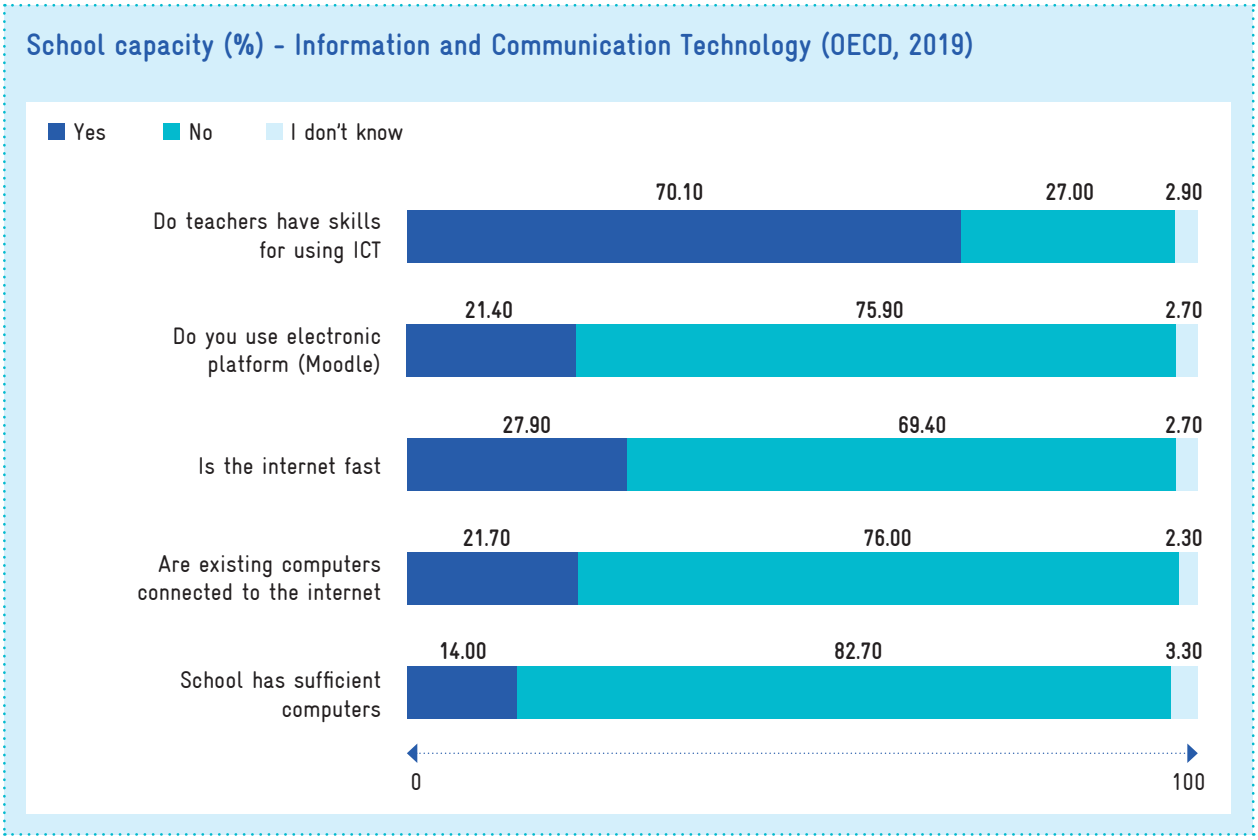
	Kosovo 2015	Kosovo 2018	OECD
School provides adequate textbooks/equipment	14.2	18.9	70.6
School provides computer access	14	14	81
% of computers with internet	29.2	27.9	97.8
School provides reading space	19	24.2	73.2
Teachers help with homework	48.7	42.2	59.8

Source: OECD 2015-2019

The education system has low access to information and communication technology and modern technology has not yet been adequately integrated into the curriculum, teaching and management of the education system. Improving quality at all levels is conditioned by the ability of teachers and students to master modern teaching aids and technology. No significant progress has been made in equipping schools with digital equipment. Their access to computers is extremely low compared to advanced countries. Students in most cases do not receive any help in homework from teachers beyond classes.

Digitalization will have fundamental impact on the learning process. Schools in Kosovo have stalled in developing the information and communication technology capacities. There are different opinions about the role of information and communication technology (ICT) in teaching and student outcomes. However, schools cannot ignore digital transformation in the environment surrounding them. About 88% of households have access to computer and internet, and about 1.7 million use mobile network access.[10] Over 90% of young people of age 16-24 have active access and use the internet to access social networks and reading.[11] The analysis of PISA 2015-2018 results demonstrates the growing trend of the time students spend online after the end of classes. Students in Kosovo spend an average of about 3 hours a day browsing information on the internet. Those who report having a computer and internet at home and are active on social media demonstrate higher results than the rest.

10 KAS (2018) Survey on the use of Information and Communication Technology, 2018
11 Eurostat (2019), Use of Internet in South-East Europe, 2019



In the past, students received information in school textbooks approved by the Government. Increased internet access provides additional opportunities but also challenges, especially the exposure of students to false information and social stereotypes. Less than 1 in 10 students were able to distinguish the opinion from the fact in the PISA 2018 Test. There is no systematized approach to using the computers and digital devices in the learning process. Schools think that most teachers (70.1%) have the skills to use ICT. ***However, Kosovo ranks almost last among OECD member/partner countries in terms of ICT capacity development rate. Over 80% of schools reported not having enough computers.*** Even when there were computers, about 76% were not connected to the Internet. Schools mostly do not use electronic platforms (Moodle) in teaching.

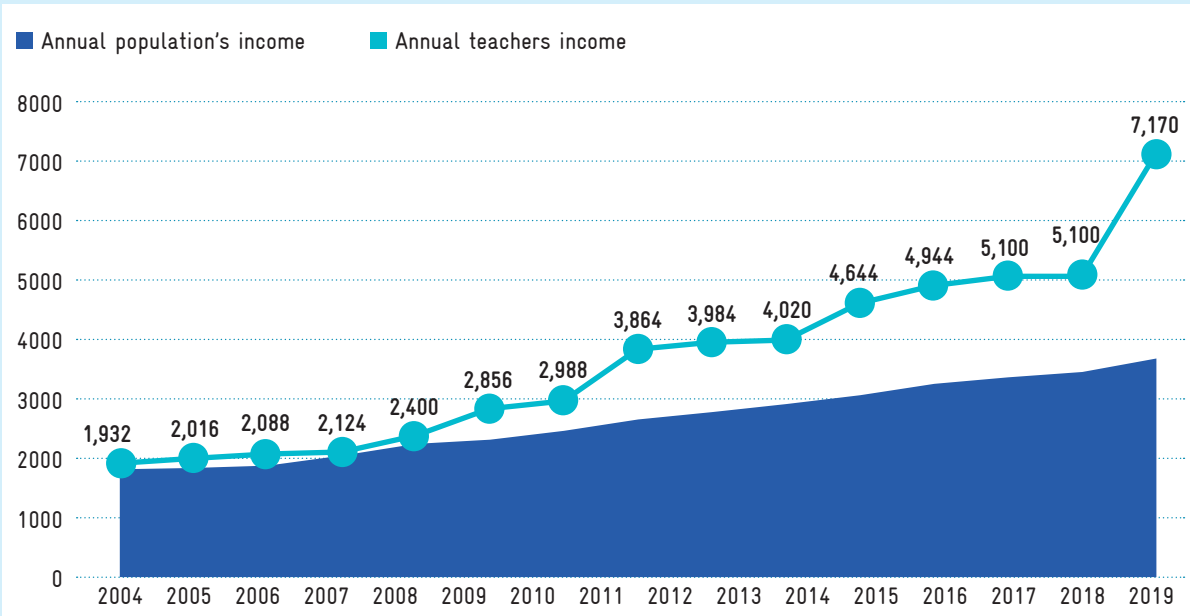
4.1.5 Teacher Professional Development

The quality of teachers is a key factor in student achievement and the quality of pre-university education. **Under the Law on Public Sector Wages (2019), salaries for teachers of all educational levels have been increased. However, even the recent reform in teacher salaries was linear and did not provide additional funding to encourage the performance of teachers demonstrating excellence.** Teacher compensation schemes continue to be based on pre-service qualifications. Increased teacher compensation should also be based on performance during service and work experience. Decisions to increase compensation are not related to the teacher promotion process.

Teacher salary is above the level of annual revenue per capita, a practice comparable to advanced countries and above the regional average. Kosovo has a relatively lower rate of teacher engagement compared to other OECD countries. Teachers in Kosovo have an average annual rate of about 539 teachers' annual classes or over 100 classes less than the OECD average. The teaching rate is particularly low in primary and lower secondary

education (about 403 classes). Teachers in Kosovo have a very limited degree of engagement to helping students with tasks. They seldom apply student assessments on average once a semester compared to the continuous assessment (3-5 times) performed in advanced countries.

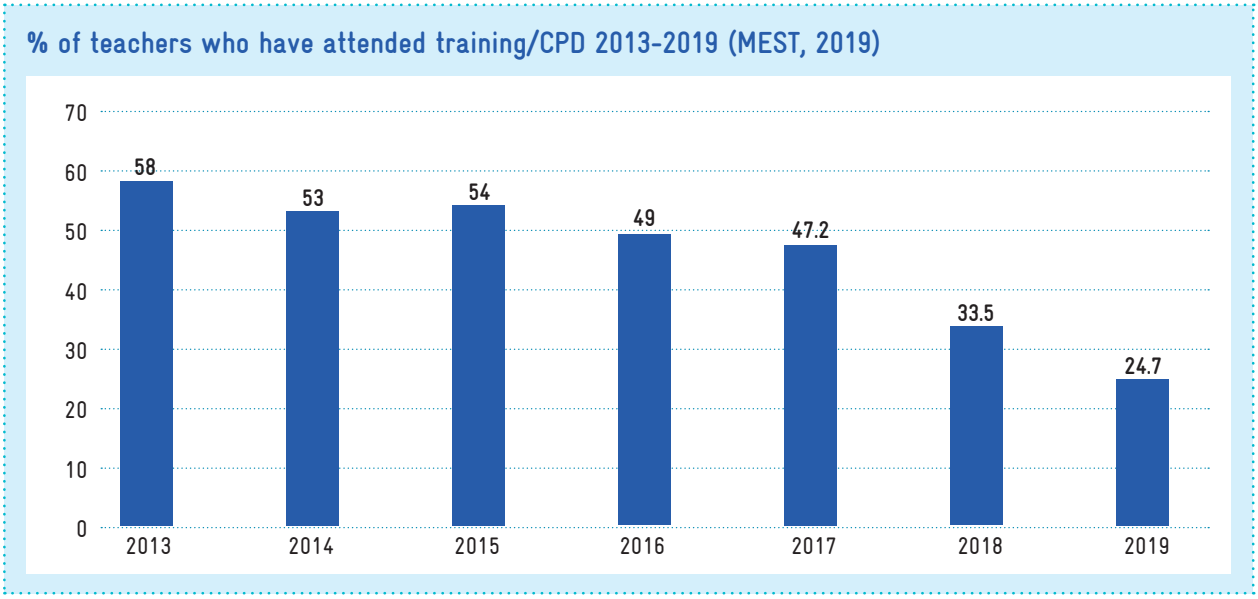
Annual teacher income and average population income 2004-2019



Legal basis on teacher competencies and performance assessment has been reviewed and approved. More than 600 teachers have undergone the external assessment process but still there is no feedback that could be used improvement. The process of monitoring and mentoring teachers in schools is still difficult. In many cases, there are difficulties in clearly defining responsibilities between directors, quality coordinators, municipality and Education Inspectorate.

Teacher professional development continues to be dominated by training and workshops, correlated with accredited programs, recognized by the MES for the licensing system. This may have limited the development of the school-based professional development system. ***Understanding professional teacher development still remains limited to the types and hours of training organized by development partners or local organizations. Training may not be always related to the school›s top priorities, especially the implementation of the new curriculum, quality assurance or assessment based on learning outcomes (KPI, 2019).***

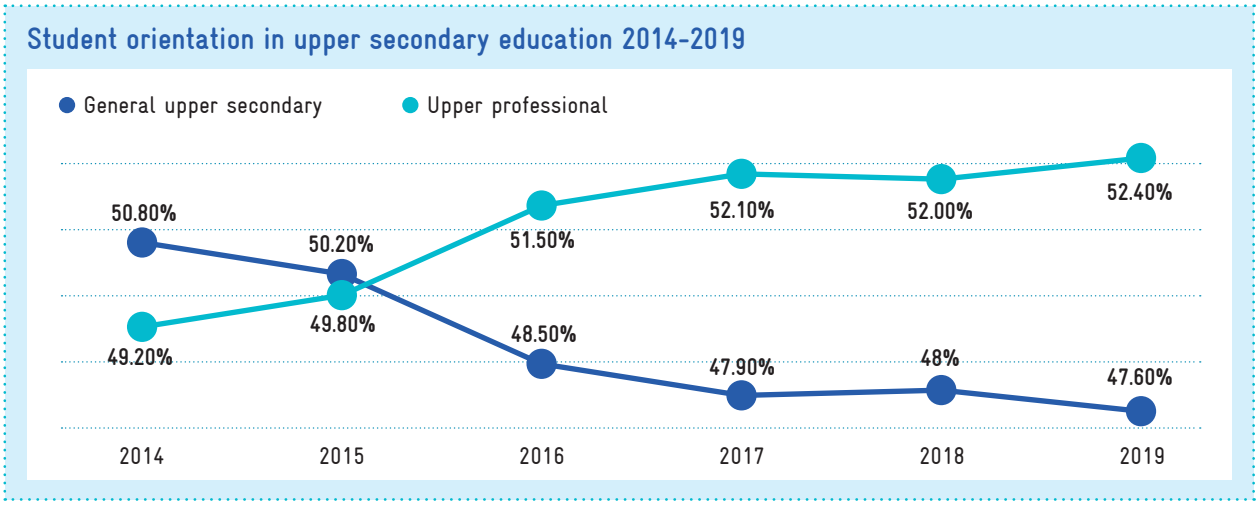
On the other hand, the comparative analysis of the factors that determine student achievement in PISA shows a strong correlation between the qualification and teacher professional development with achievement. Kosovo, on the other hand, provides much lesser training classes than other advanced OECD countries. ***The teacher inclusion rate in professional development has been steadily declining since 2015. The teacher inclusion rate in professional development in 2019 was 24.7% of the total number of teachers.*** This rate is significantly lower than in countries with advanced education systems. The inclusion rate in professional development has been steadily declining since 2015. The decline in inclusion has been due to declining professional development spending and failure to make a sustainable funding model.



In recent years, there has been a growing trend of female dominance in the teaching profession, mainly at the preschool, primary and lower secondary level. This has also resulted thanks to the tendency of mainly women's admission in the educational programs of public institutions (about 95% are women). Kosovo does not conduct a state exam for the teaching profession and does not sanction the need for professional practice before employment. Kosovo has started the process of teacher performance assessment. However, the impact of the process is not evident as long as it is not related to the promotion system and salary level.

4.1.6 Vocational Education

About half of upper secondary school students choose one of the 122 study fields provided within 68 vocational schools and Centers of Competence. The level of student orientation towards vocational education has been increasing since 2016. More students select vocational profiles in upper secondary education than general upper secondary education. In the last year, 52.4% of students are oriented to one of the sought after study fields especially in (1) engineering, manufacturing and construction, (2) business, management and justice, (3) medicine and welfare and (4) information and communication technology. From the in-depth analysis of student guidance based on study fields, there is a growing trend of orientation in the fields of medicine (nursing, pharmacy), business administration, and engineering and computer science. These professions are mainly related to the service economy.

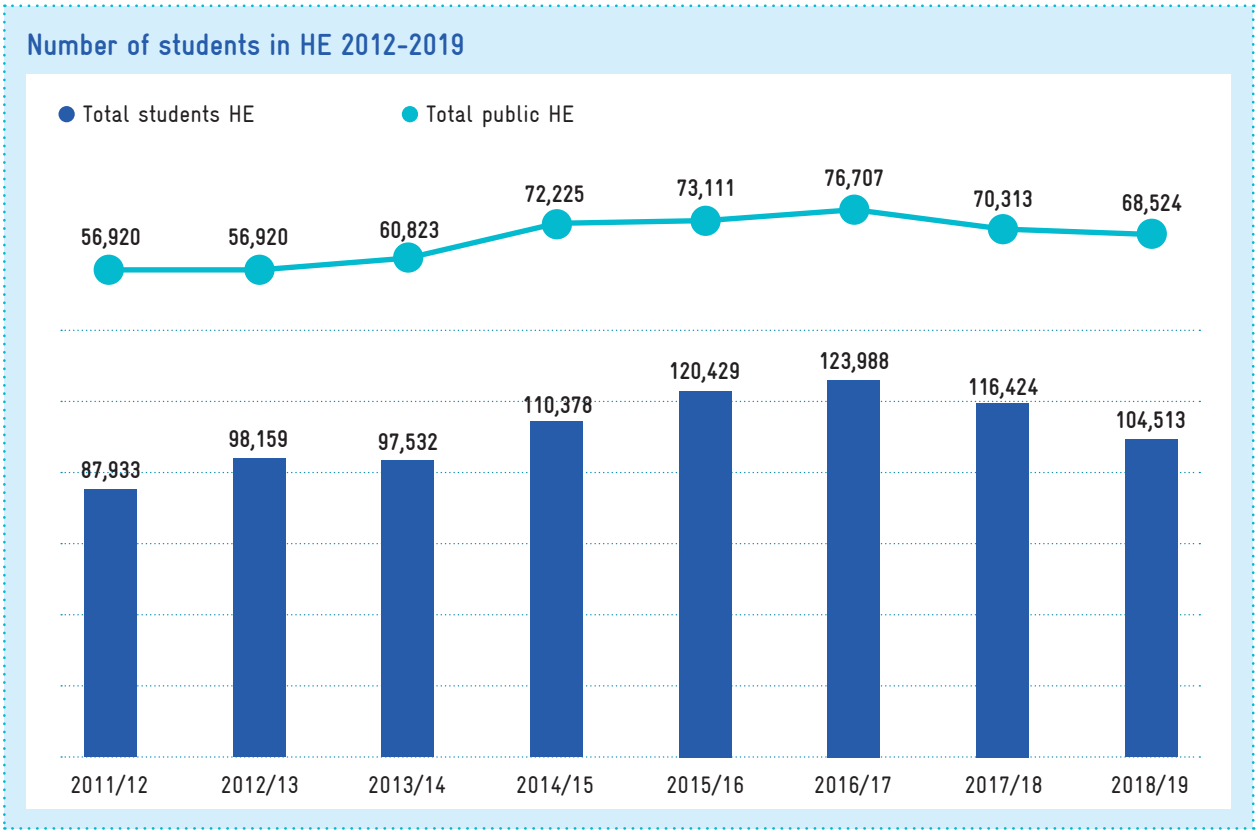


Vocational education is in the process of reviewing study fields after the adoption of the core curriculum. The revision of the study fields started in 2019 in order to incorporate the modular approach, systematize the professional practice and reorient them towards the contemporary market demands. Revision of all study fields has been hampered by the lack of all professional standards and the slow accreditation process.

Despite the large number of enterprises engaged in providing professional practice, the number of practitioners engaged still remains very low. Establishing cooperation between schools and enterprises has been one of the main challenges. Building capacity of school staff to ensure the quality required by the labor market and ensuring cooperation between schools and enterprises such as: providing instructors who deal with internships engaged in enterprises, reviewing existing professional standards and setting standards that are missing are issues that need to be paid attention to. On the other hand, external school assessment does not seem to be a possible and short-term option. **Among the primary challenges in the education system, remain low participation in lifelong learning, building a sustainable system for promoting adult education, and providing funding for this priority.**

4.1.7 Higher Education and Science

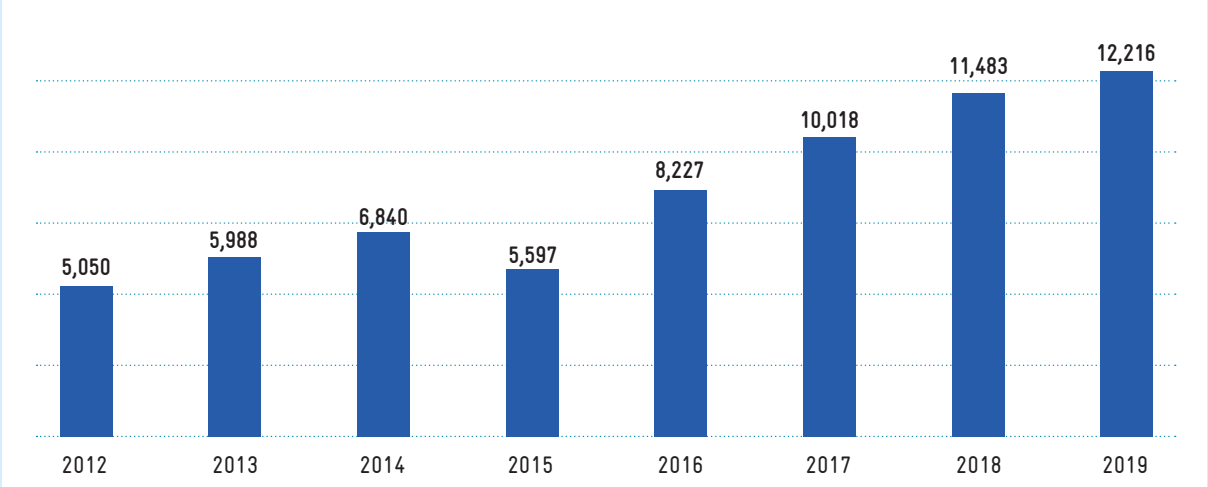
Inclusion in higher education has increased in recent years, with current figures ranking Kosovo among the countries with the highest number of students per 100,000 inhabitants. As a result of the rapid expansion of the sub-sector and the slow pace of increasing spending on higher education, the rate of student spending has declined. The rapid growth in the number of students, institutions and study programs has also created challenges in quality assurance and management. The Kosovo Accreditation Agency became a member of ENQA in 2014, but in 2019 its status was reconsidered on the grounds that its institutional position does not ensure full independence from political interference. Kosovo has adopted the European Standard Guidelines (ESG) 2015 and criteria for accreditation of higher education institutions have become more transparent.



The implementation of integrated management, financing and quality assurance practices in public institutions remain a challenge. Three public institutions of higher education were not accredited in 2019 because their administration practices were not assessed to be in accordance with the new requirements for accreditation of higher education institutions. The link between educational institutions, research and industry is still missing, although public institutions have established Industrial Boards in recent years. Government spending on scientific research is small compared to the legal requirement for allocating 0.7% of the annual government budget in scientific research and development.

The labor market in Kosovo faces two structural problems which are also related to the level and quality of the education system. Initially, the demand rate in the labor market is low and the trend of jobs generated in recent years does not guarantee employment of graduates. Secondly, there is a problem of mismatch between the quality of qualification and the labor market - there are several economic sectors that face a lack of adequate skills. The educational supply is currently different from the labor market needs and the needs for skills in strategic government sectors. The largest number of students and educational programs are in the category of social sciences and law studies. During the years of 2018-2019, there has been a significant increase in the number of students in the medical field, mainly in the private sector.

Unemployed graduates of BA/MA 2012-2019



There is no comprehensive study on the adaptation between graduate skills and labor market demands, but there is ample evidence proving the contrary. The number of unemployed graduates (bachelor/master) is growing significantly. Last year there were about 12,000 unemployed graduates, while businesses are looking for skills. Students are avoiding STEM (exact science, technology, engineering and mathematics) in favor of social and law sciences (with low labor market demand).

4.2 Strategic performance indicators

KEY IMPACT INDICATORS 2014-2017

	2015	2016	2017	2018	2019
Macroeconomic and Labor Market Indicators					
Gross Domestic Product (GDP) billion €	5.567.5	5.807	6.070.1	6,414	7,079
Annual per capita revenue (GDP per capita)	3,084	3,277.1	3,386.4	3,566	3,954
Government spending in billions €	1.589	1.612.3	1.764.7	2.104	2,378
NEET % of youth outside employment/education	31.4	30.1	27.4	30.1	32.7
Unemployment rate among youth (15-24)	57.7	52.4	52.7	55.4	49.4
Unemployment rate among HE graduates	18.9	19	18	25	23
Indicators of the number of pupils and students					
Number of pre-university school institutions	1,137	1,114	1,118	1,116	1,094
Number of pre-university students	374,407	369,309	365,029	356,270	345,540
Number of pre-school students (ISCED 0)	26,924	28,986	30,638	32,084	33,043
Number of students in vocational upper secondary education	42973	46090	42953	43,803	40,817
Number of students in upper secondary education – gymnasium	43,403	43,302	46761	40,446	37,090
Attenders of adult education	1,962	1,794	2,270	1,912	1,869
Number of students in higher education	120,429	123,988	116,424	104,513	-
Number of graduates in higher education	12,528	13,969	-	-	-
Pre-university teaching staff indicators					
Number of pre-university teachers	23,336	23,202	23,281	23,262	23,234
Gender parity in teaching staff	1.04	1.07	1.15	1.21	1.31
Student-teacher ratio in PUE	16.3	15.7	15.5	15.3	14.9
Inclusion rate in professional development (CPD)	54	49	47.2	33.5	24.7

KEY IMPACT INDICATORS 2014-2017

	2015	2016	2017	2018	2019
Inclusion in education					
Pre-school inclusion gross rate (3-5)	29.6	30.9	33.9	36	37.5
Primary inclusion gross rate	96.4	94.7	96.2	98.4	100.3
Inclusion gross rate in lower secondary education	99.5	96	93.3	91.2	90.5
Inclusion gross rate in upper secondary education	84.5	84.9	88.1	90.2	86.8
Inclusion gross rate in higher education	55.5	62.4	67.2	69.4	
Compulsory education dropout rate	0.1	0.2	0.2	0.1	
Quality and achievement indicators					
Average achievement in PISA	378		-	-	-
PISA achievement in mathematics	362		-	366	-
PISA achievement in reading	347		-	355	-
PISA achievement in science	378		-	365	-
Achievement in Semi-Matura Test	-	-	-	-	-
Achievement in Matura Test	63.1	62.6	58.4	61	60.9
Education spending indicators					
Spending in education in millions €	262.9	268	266.7	285.9	303.2
Spending in education as % of GDP	4.5	4.4	4.3	4.2	4.3
Spending in education as % of the government budget	16.3	15.2	14.7	13.6	12.8
Municipal Education Specific Grant in million €	190.7	191.7	197.2	206.6	-
Spending in pre-university education in million €	215.3	218.3	216.3	234.1	249.5
Spending in higher education in million €	47.6	49.7	50.3	51.8	53.7

Source: EMIS/MES (2019), KAS (2019), Ministry of Finance (2019)

4.3 General recommendations

Advance the practice of measuring, analyzing and reflecting on the results of student achievement at the central, municipal and school level - Publication of the achievement results from PISA 2015, has increased the demand of society for better education. Within the results, relatively low results are documented in general achievement, mathematics, science and reading. Similar assessments have been drawn from ongoing external assessments of student achievement in the Semi-matura and Matura Test. These developments have conditioned considerable shift in the management system paradigm. The demand for results and accountability, limited resources, and constant demographic pressure make it necessary to strengthen an integrated system of planning, reporting, and assessment. MES has built significant capacities in documenting inputs in the education system. However, refocusing of attention is required for continuous documenting of system outputs. This makes it necessary to build organizational and human capacities for planning, communication with municipalities, communication with independent agencies and other line ministries to advance the administration of the system.

Develop and advance the capacity for correlation between schooling and economic competitiveness - Kosovo is committed to advancing competitiveness as a means of improving living standard. Same priorities are listed under the European Reform Agenda, the Stabilization and Association Agreement Implementation Plan, the National Development Plan and the Economic Reform Program. Inclusion in education, relevance of study programs and their quality are essential inputs in the construction of human capital. Progress in human capital dimension is extremely important to explore country's other economic potentials in the extractive industry, energy, agriculture, manufacturing and services. This has become even more urgent due to the country›s economic exposure to competitive global pressure. Based on OECD Report on Competitiveness in Southeast Europe and the World Bank Study on Business Environment and Enterprise Performance highlights, low level of labor productivity and lack of relevant skills for the labor market are observed.

A***ccelerate the process of reaching priorities arising from the European Reform Agenda and the Stabilization and Association Agreement*** - In the framework of the European Integration process, Kosovo is committed to increasing financial, administrative and human capacity in addressing the priorities arising from the education and science dimension. In recent years, awareness of the need to combat the dropout phenomenon has increased. The dropout rate is comparable to advanced countries. The inclusion rate in compulsory education is almost universal. The challenge of schooling and inclusion of women in education has been overcome by achieving gender parity. However, the inclusion rate of vulnerable social groups from the Roma, Ashkali and Egyptian communities is still low compared to the national average. On the other hand, improving the quality of education is closely linked to the years of schooling and the inclusion rate in preschool education. The inclusion rate in preschool education continues to be low and below the OECD average.

Implement a twinning system of the educational model with sister countries with advanced school systems - Based on the econometric analysis, the degree of achievement and quality in education is related to the level of inclusion in preschool education, the funding rate per student, the total level of per capita revenue, teacher qualification level, quality of curriculum and teaching, quality of educational resources and infrastructure and school administration model. Progress in education is necessarily related to the overall level of political, social and economic progress. One part of the factors that affect educational achievement and quality depend on policy-making and administration. The capacity to plan policies, monitor progress and evaluate effectiveness must be increased. An in-depth analysis should be done to document successful educational models of countries with similar size of administration and population. Estonia and Latvia are examples to be explored due to high achievement of students with more limited spending than other OECD countries.

Increase general level of spending on education by at least 4.8% of GDP. In general, the rate of educational spending is still low. National spending on education in relation to the overall government spending and in relation to gross national product is comparable to world trends. However, Kosovo has a different population structure and a high share of the young population. The number of students is almost double that of similarly populated countries in Europe. This makes it necessary to increase spending in the sector. Increased spending on education in recent years has been largely aimed at increasing the burden of teacher salary funding.

Prioritize investment in inclusion in preschool education, inclusion of communities, students with special needs and teaching resources - Teachers in Kosovo have achieved adequate compensation compared to the average income of the population. Wage increases should be linked to a verifiable system of increased teacher performance. Also, increased spending on education should prioritize the inclusion of vulnerable social groups and students with special needs. Additional funding in the sector should also be directed at increasing the absorption capacity in preschool education. Vocational education is extremely important and requires additional investment in infrastructure and teaching aids. Higher education funding is oriented only to teaching. This needs to change through the adoption of a new funding formula that rewards scientific research and the provision of studies in the lacking study areas for the country›s economy.

As a result of demographic developments, the number of students is expected to fall at the level of primary and lower secondary education, where the future plan should include objectives of accommodating this development by optimizing the school network and optimizing the number of teachers - population data projections underline a declining trend in the number of students at all levels of pre-university education. This development comes in parallel with the internal movements of the population from villages to cities and from one municipality to another. The decline in the number of students creates preconditions for increased efficiency in the system and financial savings. The next objective should be to optimize the number of teachers and optimize the number of schools. Savings from pre-university education could serve to increase capacity for an increased inclusion in preschool education.

Improving statistical data system and its correlation is essential to increasing the capacity for evidence-based planning and performance monitoring of the education system - The Education Management Information System (EMIS) needs to be reviewed in order to ensure increased technological and structural capacity to collect more detailed data regarding student, teacher and school performance. On the other hand, attention should be paid to the development of a system for data related scientific research and development, lifelong learning and correlation of data with KAS and Ministry of Labor. The capacity for collection, processing and analysis of social and gender data that affect student enrollment and achievement should be improved.

Advance quality assurance culture and strengthen school autonomy in addressing the challenges arising from the external assessment of students, school and teachers - The new plan should provide for the building of institutional structure and the practice of periodic and ad-hoc assessment at pre-university level. This process should include a systematic assessment of all schools and publication of results derived from the assessment of school management, financial management, curriculum implementation, teaching and learning methods, teaching staff and qualifications, teaching environment and infrastructure, teaching resources (textbooks and laboratories) and school cooperation with stakeholders. In addition to external assessment, additional attention should be paid to promoting the practice of internal quality management and involving all stakeholders, especially parents, in improving the quality in school.

Implementing teacher performance assessment, licensing and promotion scheme system with teacher pay scale is extremely important as a measure to promote excellence in teaching - the teacher licensing process has been initiated but has not been fully implemented. In recent years, administrative instructions have been

developed and adopted to assess teacher performance and professional development. However, the process has taken slow steps and has not been linked to the Teachers› Payment Scheme under the Law of Public Sector Salaries (2019). Promoting excellence in teaching requires the elimination of the practice of linear increase in teacher salaries and building of a sustainable system for supporting and measuring teacher professional development.

MES needs to complete and implement new funding formulas that promote performance in preschool education, vocational education, adult education, higher education and science **-** there is still no reformed funding structure and models for higher and vocational education. The funding formula should be categorized in such a way as to accommodate different needs of vocational education study fields and promote performance in higher education. MES should also look into an adequate form of correlating the scientific research funding within higher education institutions to encourage both scientific research and the link between education, scientific research and innovation. There are still no clear provisions regarding modalities of public funding of lifelong learning.

MES should increase efforts in promoting a safe and friendly environment for students in pre-university education in order to address challenges arising from the findings of OECD PISA 2018 **-** A significant part of students are subject to continuous bullying in schools. The practice of being absent from the class and lack of student attention at school mark challenges in the internal school environment. The new plan should address the phenomenon of bullying at school, address challenges in school discipline and ensure higher parental involvement in supporting their children.

5. Education Funding

5.1 Budgetary planning in education

Kosovo has an extensive budget line structure, which may be suitable for controlling expenditures at the level of accounting expenditure items (economic categories). Budgeting is based more on the prioritization of institutions than on educational policies, which is known as budgeting based on "input" revenue. This means that this budgeting does not enable direct measurement of revenues related to the implementation of a policy/program and the corresponding cost. Such a situation brings into question the effectiveness of public spending and makes it difficult to measure the success/performance of a given policy versus funds spent on that policy.

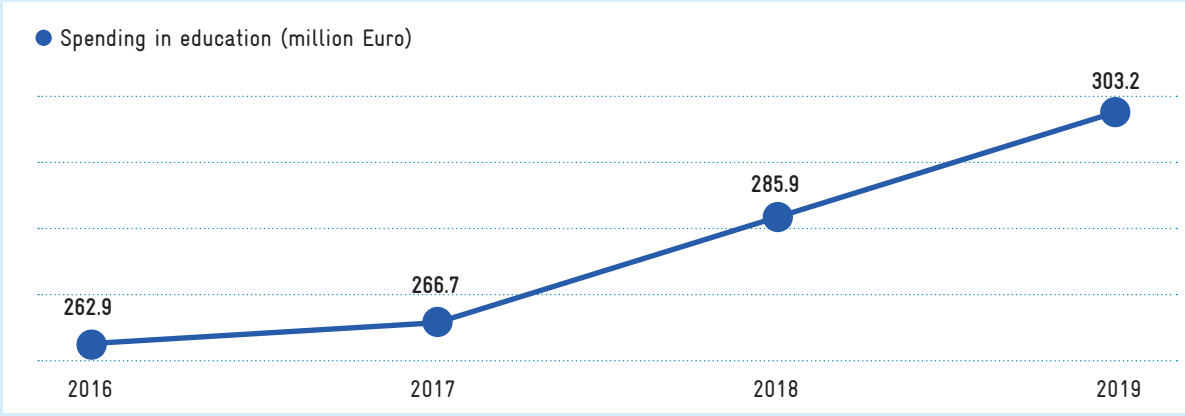
Despite the positive efforts, in recent years in order to better structure the education budget in MTEF and 2016-2019 Budget, there is still a need for improvements in implementing sectoral approach to medium-term planning, through MTEF in the sector that will be reflected in the budget. MES also does not have full control over the education sector funding. Significant parts of the sector's funds are allocated directly to municipalities or the University of Prishtina, while MES cannot effectively control this funds allocation process. So, only about 20% of the sector's funding goes through direct allocation from the MES budget. For this reason, basic data on performance and the correlation of the budget structure with the priorities of the KESP is made mainly ex-post. The calculation of expenditure indicators and educational levels is done through a complex process of calculations and mainly for assessment needs.

Own revenue management in the education system is fragmented. MES does not have complete data of the collected revenues; therefore their efficient use in the education system is debatable, especially in higher education. The second concerns the way the municipal level of education is financed. The local level or municipal level, which deals with preschool, primary and secondary education, consists of two main resources - the intended education grant for schools at the municipal level and the infrastructure grant, which is used for large infrastructure investments at school level. The allocation of funds is decided every year based on the data they receive from schools and municipalities (MED). A clear and consistent overview of expenditure correlation with the projects listed in the KESP 2017-2021 is extremely difficult. Also, there is no continuous monitoring system of the annual contribution rate of development partners and their projects.

5.2 General funding

National spending on education in relation to the overall government spending and in relation to gross national product is comparable to world trends. Kosovo's spending on education expressed as % of GDP between 2016-2019 were about 4.4% even according to regional and advanced countries' practices. However, there are two factors that affect lower nominal spending - small economy and high number of students compared to other countries. Kosovo has a different population structure and a high share of young population. The number of students is almost double that of similarly populated countries in Europe.

Spending in education 2016-2019 expressed in millions euro (MES, 2019)



The structure of spending in education is dominated by the category of personnel salaries (about 75%) and recurring expenditures. Capital expenditures continue to be extremely low.

5.3 Pre-university education funding

The overall funding rate for pre-university education in 2019 increased by 14.4% compared to 2016. This increase is mainly manifested in the category of salaries/allowances and goods/services. Spending for goods and services category has doubled.

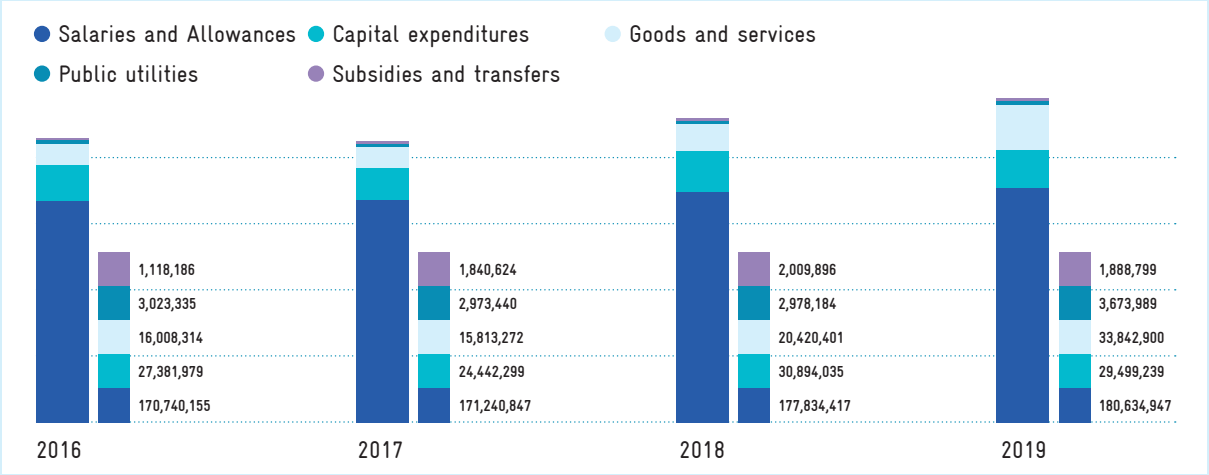
Financing of pre-university education 2016-2019 by spending categories (million euro)

	2016	2017	2018	2019
Salaries and Allowances	170,740,155	171,240,847	177,834,417	180,634,947
Goods and Services	16,008,314	15,813,272	20,420,401	33,842,900
Public utilities	3,023,335	2,973,440	2,978,184	3,673,989
Subsidies and Transfers	1,118,186	1,840,624	2,009,896	1,888,799
Capital expenditures	27,381,979	24,442,299	30,894,035	29,499,239
Total	**218,271,968**	**216,310,481**	**234,136,932**	**249,539,874**

Source: MES 2016-2019

Financing in pre-university education is dominated by recurring expenditures (88.2%). Capital investment averaged only 11% of all spending on pre-university education. Also, salaries for teachers and administrative staff are the main expenses (73%). No significant change in budget lines was observed between 2016-2019.

Spending in pre-university education by economic categories 2016-2019



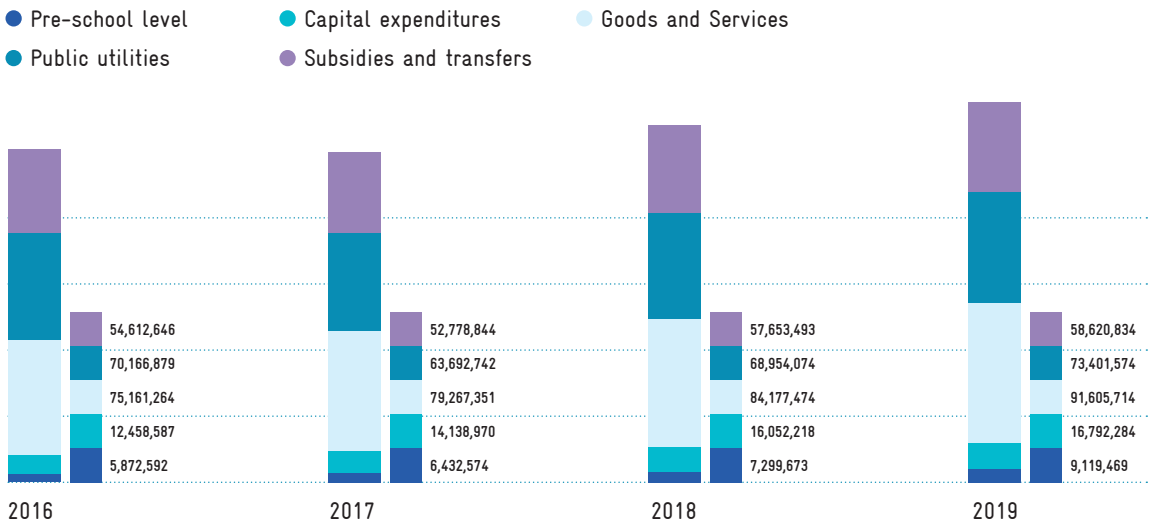
Viewed by education levels, largest spending is dedicated to primary education, followed by lower secondary education and upper secondary education. Spending on preschool education is significantly lower. The education specific grant allocated by the Government on an annual basis constitutes the majority of municipal and school revenues. The rate of own contributions by municipalities remains extremely low.

Funding of pre-university education 2016-2019 by levels (ISCED)

	2016	2017	2018	2019
Pre-school Level (0-4)	5,872,592	6,432,574	7,299,673	9,119,469
Pre-primary Level (5)	12,458,587	14,138,970	16,052,218	16,792,284
Primary Level	75,161,264	79,267,351	84,177,474	91,605,714
Lower Secondary Level	70,166,879	63,692,742	68,954,074	73,401,574
Upper Secondary Level	54,612,646	52,778,844	57,653,493	58,620,834
Total	**218,271,968**	**216,310,481**	**234,136,932**	**249,539,874**

Although spending in preschool education is still low compared to other levels of education, the funding rate for early childhood education between 2016-2019 has almost doubled. Significant increase is also observed in primary education. The funding rate for the lower and upper secondary level has increased at a much slower pace.

Funding of pre-university education 2016-2019 by levels

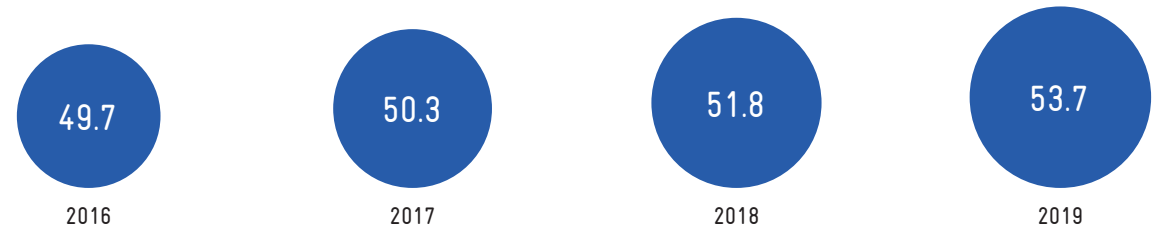


An extensive analysis and a manual comparison of budget data is needed to derive an accurate figure of total spending in vocational education. Vocational high schools are budgeted within the "Secondary Education" sub-program at the municipal level, while recently at the central level, or at the MES, a sub-program has been created for vocational education that represents the Agency for Vocational Education and Training, which also includes a number of schools of the Competence Center type.

5.4 Funding of Higher Education and Science

Despite the fact that it has been envisaged by the KESP and the Law on Higher Education, Kosovo has not yet developed a methodology for financing of higher education institutions that promote effectiveness and accountability. However, since 2011, funding for higher education has been increasing.

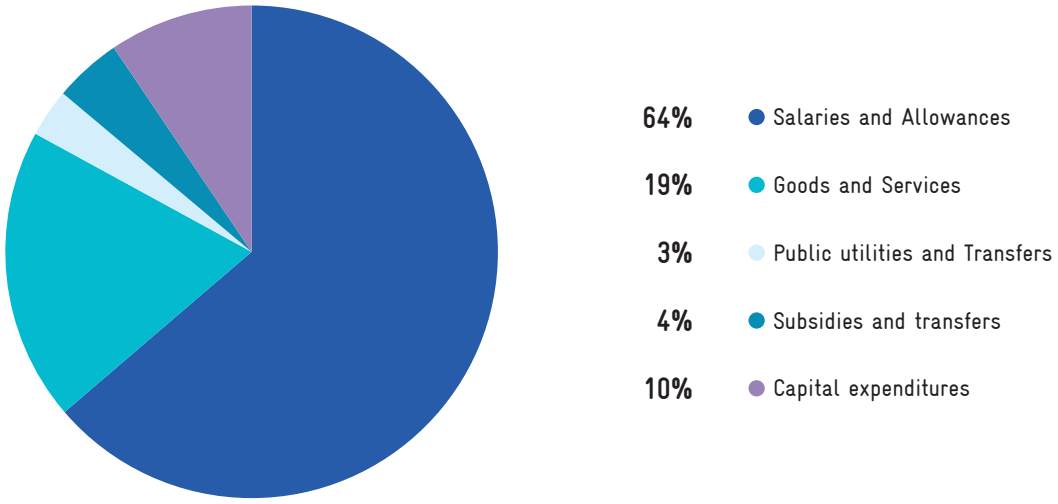
Spending in higher education 2016-2019 in millions of euros



Public spending on higher education is on the edge of European standards, while per student spending is low due to increased number of students.

On the other hand, an analysis of spending data by budget categories, it results that 64% of the institutional budget is spent on staff salaries, although all institutions lack academic staff.

Spending in higher education/science 2019 by categories



6. Implementation of KESP 2017-2021 activities

The Education Sector Strategic Plan is divided into seven strategic objectives, for which specific results and activities have been developed:

1	Increasing inclusion and preventing dropout
2	Improving education system management through the development of management capacities at the central, municipal and school levels
3	Development of a functional quality assurance system in accordance with international standards
4	Improving teaching quality through an effective and sustainable system for teacher professional development and training
5	Advancing learning through quality teaching, implementing competency-based curriculum and using high-quality teaching resources
6	Harmonization of vocational education and training with labor market demands in the country and beyond and creation of an open adult education system
7	Improving higher education quality and competitiveness by fostering excellence in teaching, scientific research, artistic creativity, innovation and internationalization.

Based on the scaled assessment of activities, results and sub-sectoral impact, the overall scale of KESP 2019 implementation has been calculated.

KESP 2019: Performance index (1-5) by strategic objectives

#	Strategic objective	%	Niveli
1	Participation and inclusion	55%	3.3
2	Education system management	53%	3.1
3	Quality of education	49%	2.9
4	Teacher professional development	50%	3
5	Teaching and learning	47%	2.8
6	Vocational education	53%	3.1
7	Higher education and science	45%	2.7
	Total	**50%**	**3**

The calculation was done by aggregating the results implementation indices and through the application of a weighted average. About 50% of the planned activities have been implemented. This constitutes a decrease in the implementation intensity compared to 2018. The highest level of activities were implemented within the strategic objective, Participation and Inclusion (55%), Education System Management (53%) and Vocational Education (53%). A lower rate of activity is observed in Higher Education (45%), Teaching and Learning (47%) and Quality in Education (49%). Significant improvement has been documented in the treatment of activities in the strategic objective of teaching and learning, and education system management.

Participation and Inclusion

Increased inclusion and prevention of dropout in education require time and cannot be achieved without complete implementation of the legal framework. Therefore this strategic objective has clear relation to other aspects of KESP, especially with the establishment of an integrated system for data collection, processing and use, which would also enable monitoring of children with special needs and children dropping out from school, as well as improvement of the teaching quality, such as through the provision of training programs on inclusion, as well as through the implementation of KCF ideas and main goals.

Results:

- Inclusion in quality pre-school education reaches 20% of children aged 0-5;
- All 5-year-old children are included in quality pre-school education;
- 50% of children with special needs are included in the pre-university education system;
- Inclusion of children from Roma, Ashkali and Egyptian communities in primary education has increased for 10%, whilst in lower and upper secondary education for 20%;
- Include all repatriated children in the education system and strengthen mechanisms for organizing learning in diaspora;
- There are effective mechanisms for prevention of dropout and non-enrollment in pre-university education schools;
- There are mechanisms and programs for identification and support to children with extraordinary intellectual potential and children with special talents in academic, creative and artistic fields;
- There are effective mechanisms and policies for promotion of diversity through an integrated education system.

6.1 Participation and Inclusion

Kosovo has reached a high level of inclusion in pre-university education - inclusion is still not universal and there are still small social groups that are not included in the system. Over the past year, Kosovo has seen an increase in inclusion in preschool and pre-primary education. This has come thanks to the integration of a significant number of children in pre-school education from the non-public sector and public investment in several municipalities. The gross enrollment rate in preschool education in the 2018/2019 school year has increased to 20% or 0.9% increase compared to the previous year. Since the approval of KESP in the 2016/2017 school year, the rate of inclusion in preschool education has increased by 3.6%. This slight improvement is a function of increasing children's inclusion (0-5) in the private sector and demographic decline.

Inclusion – Progress in targeted results 2019 expresses by the implementation level 1-5 and %

Res	Description	%	Level
1	Inclusion in pre-school education reaches 20%	62%	3.7
2	Inclusion in pre-primary education for all students	50%	3
3	Inclusion of students with special needs has been increased by 50%	67%	4
4	Inclusion of Roma, Ashkali and Egyptian communities has been increased by 10-20%	47%	2.8
5	All repatriated children are included and learning in diaspora is organized	62%	3.7
6	There are dropout prevention mechanisms in place	64%	3.8
7	There are mechanisms for identification of children with extraordinary potential	47%	2.8
8	There are diversity promotion mechanisms in place	47%	2.8
	Total	**55%**	**3.3**

Kosovo has made a significant progress in inclusion of children in pre-primary education (5 year-olds). The inclusion rate in 2019 (92.5%) is beyond the target expressed in the KESP. However, the inclusion rate of the 0-4 age group still remains very low (6.2%). The gross rate of children's inclusion in primary education is 100% and has followed the dynamics of the annual planning. On the other hand, the degree of student inclusion in lower and upper secondary education has marked regress. The gross enrollment rate in lower secondary education in the 2018/2019 school year was 90.5% compared to 96% in the 2016/2017 school year. No significant progress has been made on the level of inclusion in upper secondary education. The inclusion rate in 2018/2019 was 86.8% or an improvement of 1.9% compared to the 2016/2017 school year.

6.1.1 Inclusion in pre-school education

Outcome (1.1) of the strategic objective on inclusion and participation aims to increase the inclusion in pre-school education of 0-5 years' age group from 15.7% in 2015/2016 to 20% in 2020/2021.

The annual stages of achieving the goal are not specified within the performance framework. To achieve this goal, the Action Plan specifies a series of activities: incentivisation of opening and accreditation of private institutions and community-based centers by municipalities, designing and implementing a program for training in-service educators, developing programs for parental awareness-raising about early childhood, organizing activities to raise public awareness about the importance of preschool education, piloting a new preschool curricula and implementing competencies for educators working with children aged 3-5. The aim to increase inclusion of the 0-5 age group should be revised in order to be standardized according to international parameters. It is more common for similar strategic plans in advanced countries to aim to increase the inclusion of the 3-5 year-old age group. The developmental stage of the education system needs to promote the inclusion of 3-5 year-old age group. Surprisingly, listed activities do not incorporate basic activities congruent with requirements of achieving the goal. Public investments in the number of educators, infrastructural investments and the number of children to be included in the process are not clearly specified.

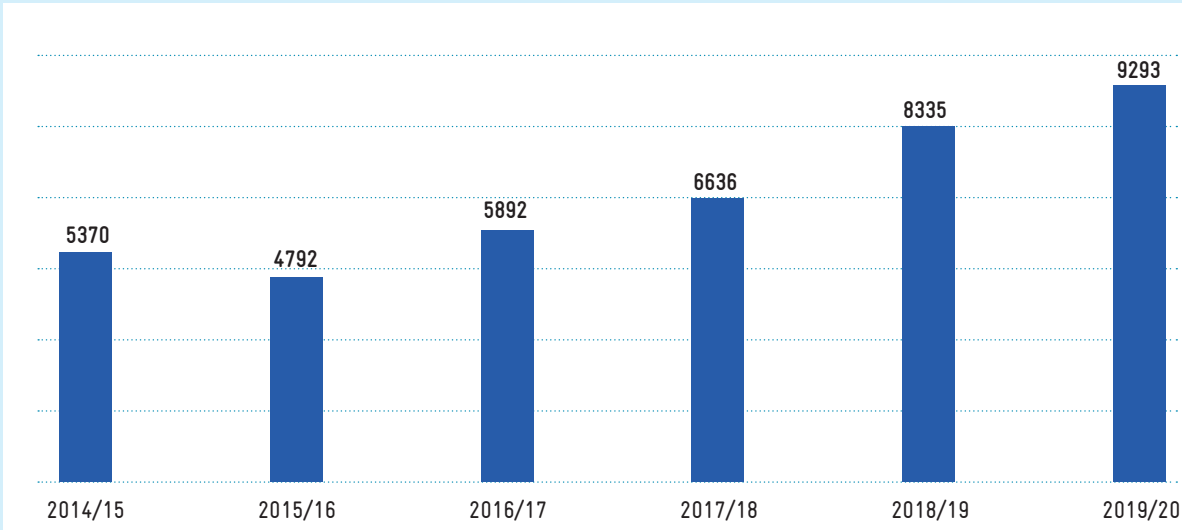
In relation with activities envisaged for increasing the inclusion of children in preschool education during 2017, MES with the support of UNICEF worked on the process of drafting the core curriculum for preschool education. In 2018, the core curriculum for preschool education for children aged 0-5 has been completed and proposed. However, after the public consultation in 2019, it remains to be finalized and start the piloting of this document. In 2018, the Concept Paper for the Law on Preschool Education was approved and taken to the public discussion platform. After the approval of the Concept Paper for the Development of the Law on Early Childhood Education, a decision was made in 2019 to establish a working group for drafting the Law No. 2-204/2019. UNICEF and Save the Children have supported MES in reviewing regional practices and other European models during the finalization of the Law. During 2019, the AI for the Establishment of educational institutions was reviewed and the criteria and procedures for establishing and terminating the activity of pre-university education institutions, including provisions for preschool institutions, were finalized.

In the framework of the activity for increasing educators capacity at the preschool level, with the support of "Save and Children" during 2017 and 2018, MES has designed training modules for in-service educator training who work with children 0-3 year-olds. The Division for Early and Preschool Education (MES) during 2019 has re-operationalized the Collegium of Directors of Preschool Institutions. The Collegium has held meetings with the directors of public preschool institutions and has drafted a Development Plan for Preschool Institutions. Also, in order to raise awareness and coordinate activities related to development and investment in early childhood, MES with the support of UNICEF and Swiss Caritas, has operationalized the Advisory Body for Early Childhood Care, Development and Education (ABECCDE). This body brings together central and local institutions, development partners, managers of preschool institutions, parents' representatives and higher education institutions.

During 2018, MES has established a pre-school institution in the municipality of Gjilan with the capacity of enrolling 120 children, while in Suhareka separate (satellite) classrooms have been established within the pre-school institution 'Butterflies' for the inclusion of children aged 3-5. During the period, cooperation with development partners for the completion of 1 kindergarten in the municipality of Prishtina with EU funding has continued, 6 kindergartens are under construction with MES funding, in Prishtina, Klina, Shtime, Kaçanik, Rahovec and Prizren. Also, during 2018, MES with the support of the EU has made plans to open 6 more kindergartens in Peja, Skenderaj, Obiliq Gllogovc and Pristina. During 2019, 4 new community-based centers have been opened in Gjakova, Dragash, Lipjan and Gjilan. Centers ensure the inclusion of 110

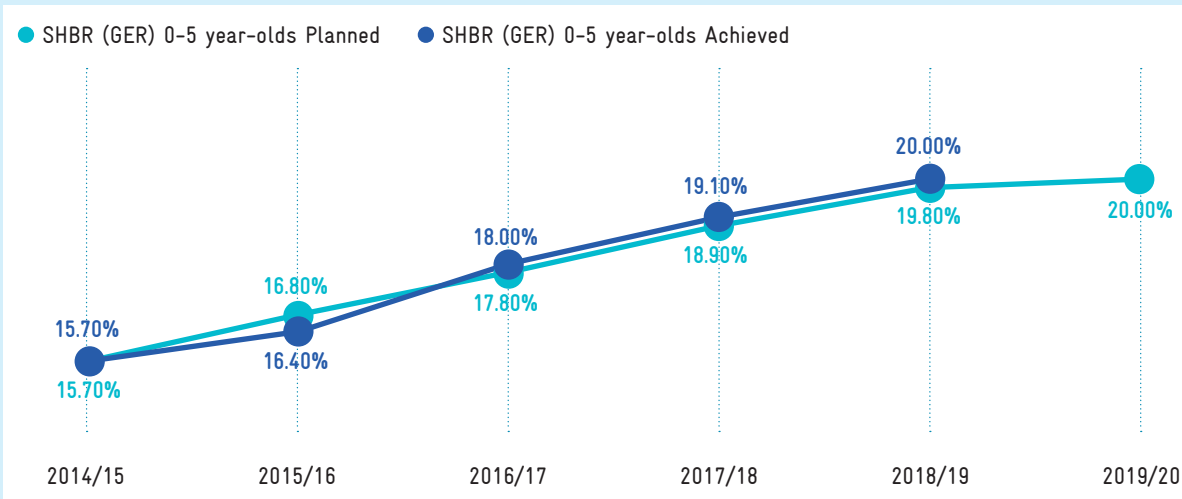
children in preschool education. Another activity that contributes to raising the quality and inclusion in early education is the beginning of MES cooperation with the World Bank. There is a comprehensive study on the development of early childhood education in Kosovo, with a special focus on: education, health, care and well-being of children aged 0-6, parent programs and investment planning for this level of education over the coming years.

Number of pre-school students (0-4 year-olds) - 2014-2020



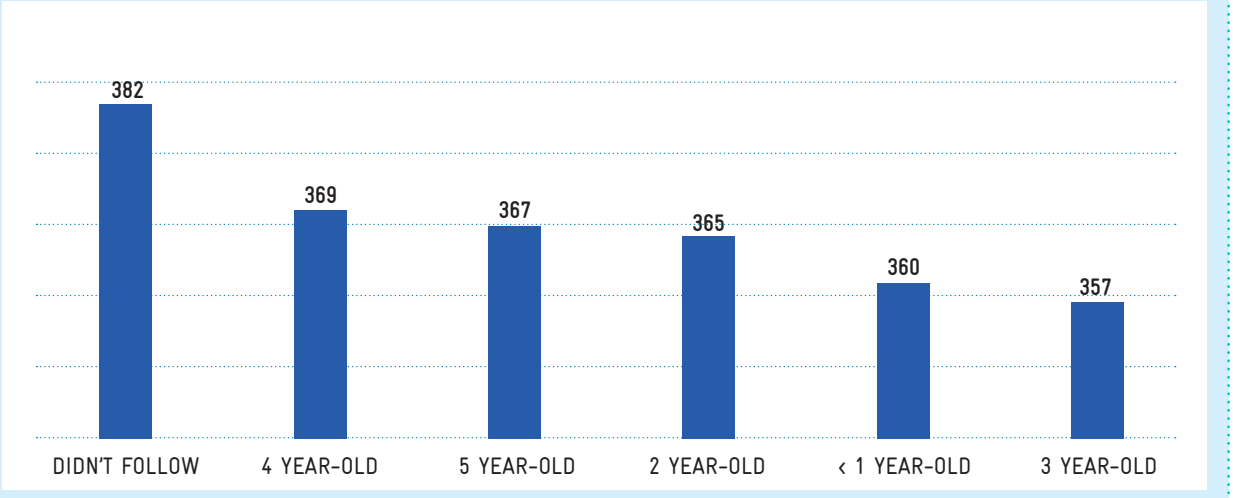
The number of children in preschool education has almost doubled between 2015-2019. An important contribution to the growing inclusion is the private sector. Between 2017-2019, MES has licensed 95 private institutions. More than half of these institutions (54) were licensed during 2019.

Inclusion rate in pre-school education (0-5 year-olds) 2015-2019 - Planned/Achieved



The goal of KESP 2017-2019 to increase the inclusion rate to 20% of children aged 0-5 in pre-school/pre-primary education by 2021 has been achieved ahead of time. The current target should be increased from 20% to 20% in order to reflect demographic trends, increase private sector activity and expand public sector capacity.

Achievement in PISA by age of inclusion in pre-school/ pre-primary education - (OECD, 2019)



In the econometric analysis of the impact of preschool education on the achievement of the PISA 2018 Test, an anomaly in the case of Kosovo is observed. Years spent in preschool education have not been observed to have influenced students' achievement in the PISA 2018 Test. Of course, lack of correlation between years spent in preschool education and the result in 2018 is a reflection of developments in preschool education a decade ago. However, this raises new potential questions about the role and quality of preschool institutions. Increased inclusion should go hand in hand with efforts to advance quality of the curriculum and teaching staff.

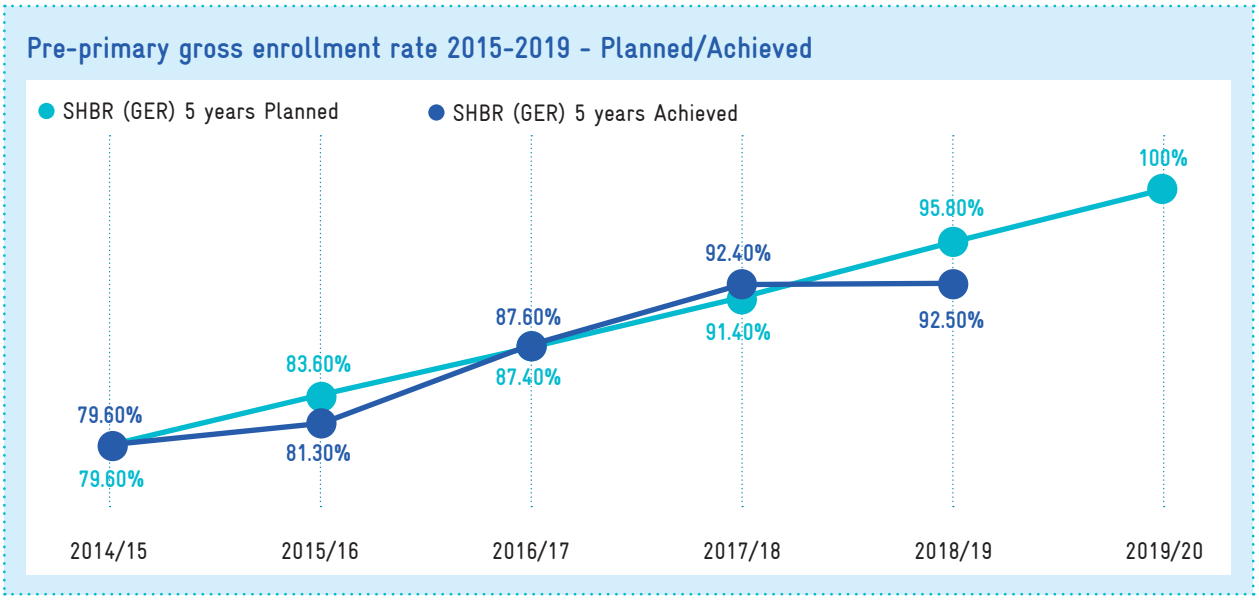
Development and finalization of the core curriculum for early childhood education and commencement of piloting this document remains a challenge. Referring to the holistic development of children at an early age, the challenge remains "designing a national plan with a cross-sectoral approach to the development of this level of education." Licensing of all private pre-school institutions operating in Kosovo has not been completed yet. It is also required to increase the degree of monitoring and quality assurance in the management and development of the educational staff of private institutions. Determining locations of new public kindergartens has been a challenge between 2017-2019. Municipalities do not have urban space for construction of kindergartens, such as for example in Fushë Kosova, Prishtina and Lipjan, which have lost grants due to the lack of required locations according to the criteria. On the other hand, it is required to increase funding level for preschool education and the same calculation of the education specific grant for all children of pre-university education, without making distinctions for children of preschool institutions, given the specifics of this level of education and day stay of children in the institution.

6.1.2 Inclusion in pre-primary education

Outcome (1.2) of the strategic objective on inclusion and participation aims to increase inclusion in pre-primary education for all students.

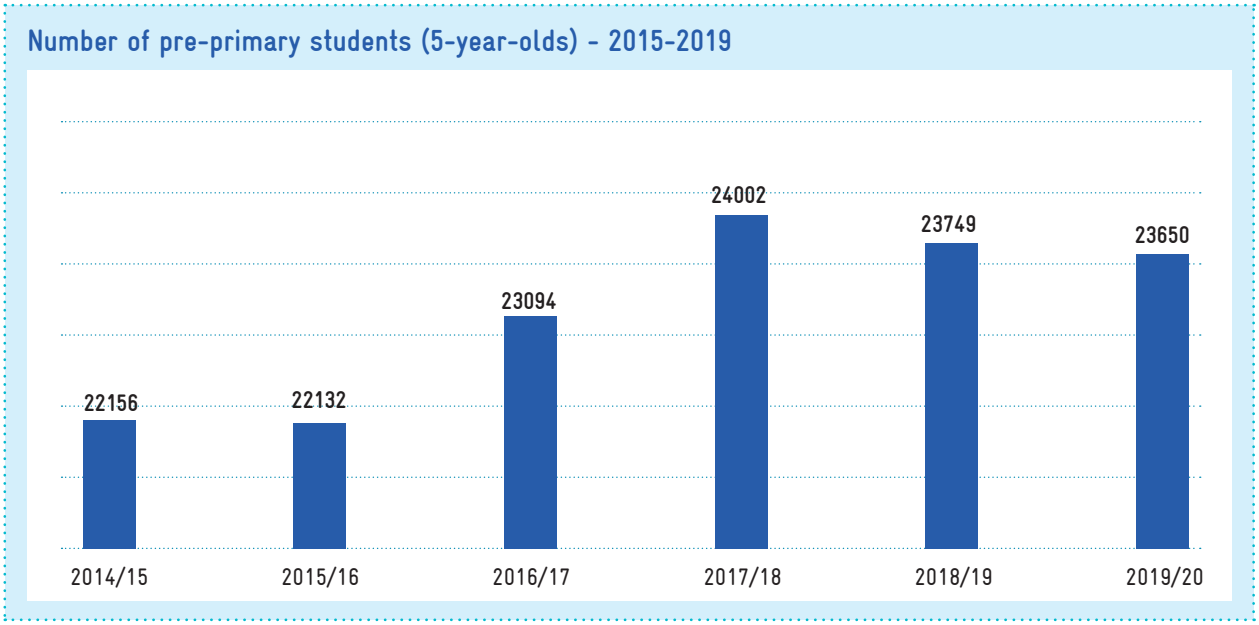
Inclusion of all 5-year-old children is the second outcome targeted within the strategic objective of inclusion. The Action Plan lists some key activities to enable the achievement of the targeted outcome: opening new pre-primary grades, training educators for curriculum implementation, designing special teaching and didactic materials for the pre-primary grade, and establishing a quality monitoring mechanism in pre-primary education according to the competencies of educators.

Kosovo has made significant progress in including children in pre-primary education (5 year- olds). The inclusion rate in 2019 (92.5%) which is not far from the goal expressed in the KESP for all 5-year-old children in pre-primary education.



During 2018 and 2019, 4 new pre-primary grades have been opened in urban areas. MES with the support of "Save the Children" has opened 6 new pre-primary grades in rural areas of Kosovo. With the Swiss Caritas project during the period of 2017-2019, 150 pre-primary grades have been provided with furniture and teaching materials.

A decrease in the number of preschool children has been recorded in recent years. In 2019 there were about 23,650 students compared to 24,002 in 2017. This decrease of about 350 students may be due to the demographic decline recorded in recent years in Kosovo.



The transitional provisions of the Law on Pre-University Education state that pre-primary education from 2015/2016 could become compulsory if conditions were met. Most schools have provided space for implementation of pre-primary education. Despite progress made, it is still estimated that about 8% of children remain out of pre-primary education, mainly from the non-majority community and remote rural areas.

6.1.3 Inclusion of children with special needs

Inclusion of children with special needs is addressed in the framework of Outcome 1.3. 50% of children with special needs are included in the pre-university education system

Inclusion of children with special needs is addressed within the Outcome 1.3. 50% of children with special needs are included in the pre-university education system. To achieve this result, the Action Plan lists some key activities: setting indicators for children with special needs in EMIS, operationalization of pedagogical assessment teams, training of staff working with children with special needs, transforming attached classrooms into Resource Centers and strengthening school support mechanisms. According to the KESP, implementation of these activities on an annual basis could achieve the goal of 50% of children with special needs being included in inclusive education. However, as noted in the planning document, the exact number of children with special needs and the degree of their inclusion is not known. This is because of the fact that since the publication of census results, no data have been come across documenting their number, type of damage and regions.

During 2018, a package was drafted and the harmonization of pedagogical documentation for all resource centers was carried out. The package includes internal regulations, documents, certificates and other documents that resource centers use in their work. The aim was to harmonize and adapt the documents, needs and specifics of the resource centers. Standardized instruments for pedagogical assessment of children with disabilities have been developed and piloted. The instruments are based on the International Classification of Functioning Children & Youth ICF. During 2019, the instruments for pedagogical assessment of children with special needs have been completed and published, piloted in 7 municipalities and 14 schools. Also, a detailed report of the process of drafting instruments for pedagogical assessment of children with special

needs has been drafted. "Save and Children" has supported MES in designing of indicators for children with functional disabilities, school participation, home learning and well-being that need to be integrated into EMIS.

During 2018, financing parameters were designed for students with special needs and the formula serves for budget allocation according to the types of disability and according to the degree of disability (low, medium and high, multiple). In 2019, the municipal education specific grant has included a new employment policy for 100 assistants. Municipalities have received the first budget circular, which includes assistants for pedagogical work with children with disabilities. By the end of 2019, there were 70 assistants employed in all municipalities, with the exception of Prishtina, Fushë Kosova, Lipjan and Gjilan.

Between the period of the activity plan 2018-2019, 711 teachers and educators from 7 schools and 1 kindergarten were trained and certified in 3 modules with a total of 9 days of training for inclusive education. The modules were prepared by the University of Zurich and supported by UNICEF and MES. GIZ has also supported the training of 90 teachers regarding Individual Education Plan (IEP). In 2019, the conference "Inclusion for all children" was organized in cooperation with the Faculty of Education (UP) and UNICEF. The conference addressed various topics related to inclusive education with a focus on students with special needs and issued recommendations for improving the inclusion of children with special needs in the education system. Also, programs for sign language and Braille writing have been drafted in cooperation with the resource center for students with visual impairments from "Xheladin Deda" and the resource center for students with hearing impairments from "Mother Teresa". The program is in the process of being accredited by the National Qualifications Authority (NQA).

Attached classroom nationwide have been reduced from 76 to 18. These classrooms are planned to be converted into resource rooms as soon as these students complete ninth grade as their integration into regular grades has been impossible due to age and severe disability level. This way of transitioning the attached classrooms has been done in accordance with the AI for the conversion of the attached classrooms into resource rooms.

6.1.4 Inclusion of communities

Outcome 1.4. Inclusion of children from Roma, Ashkali and Egyptian communities in primary education has increased by 10%, while in lower and upper secondary education by 20%

In the framework of the outcome, it has been sought to increase the degree of community inclusion and to achieve leveling with the general trends of the majority community. If we analyze the number of students included in different school levels of pre-university education, then there is an increase in the number of students of Roma, Ashkali and Egyptian ethnicity in the education system.

Bosnian, Turkish, Roma, Ashkali and Egyptian communities are integrated into Kosovo's education system. Teaching in Kosovo is conducted in four languages (Albanian, Serbian, Bosnian and Turkish) on all levels of education; from preschool to university/higher education level. The ethnic structure of students is dominated by students of Albanian ethnicity with about 95.8%. The number of students of Serbian ethnicity should be higher, but the data are not consistently reported by Serb-majority municipalities in Kosovo.

Table: Number of RAE students in pre-university education 2015-2019

	2015	2016	2017	2018	2019
Ashkali	3529	3866	3729	3949	4121
Roma	1853	1558	2002	1802	1385
Egyptian	704	852	939	1088	1252
Total RAE	**6,086**	**6,276**	**6670**	**6,839**	**6758**
Total RAE + Serbian schools	**6208**	**6331**	**6758**		

Source: Kosovo Agency of Statistics 2013-2019. Data (2015-2017) also includes community students in schools in Serbian language in Kosovo.

The number of Roma, Ashkali and Egyptian community students had a positive growth trend between 2015-2018. In 2019, 6758 students of these communities were reported at all levels of education, a decrease of about 80 students compared to the previous year. The cause of the decline is not clear, whether this is related to the general decline of students in Kosovo. Data on students enrolled in Serbian-language schools have not been reported in recent years.

In order to raise the level of education, students from the Roma, Ashkali and Egyptian communities every school year between 2017-2019 have had facilitations in enrollment in grade 10, in vocational schools and gymnasiums, irrespective of the success rate in primary school and results in the national achievement test. Application of affirmative measures and reserved places for enrollment of candidates from non-majority communities is implemented every academic year also in higher education institutions. MES from the school year 2008/2009, provides free textbooks for all students of compulsory education. In the school year 2017/2018, textbooks for grades 1-5 have been provided and this school year 2018/2019 textbooks from grades 1-9 have been provided to all community students.

During 2018, the Administrative Instruction on the Establishment and Functioning of Learning Centers was reviewed and drafted. In 2019, the manual for the implementation of the Administrative Instruction has been drafted. Although educational statistics document increased interest in inclusion in the education system, the policy of affirmative measures needs to be regulated to eliminate and limit abuses. MES has reviewed alternative models, including Macedonia's way of regulation and incentivisation. The Administrative Instruction provides exemption from tuition fees for pupils and students of these communities. However, no systematic efforts have been made by municipalities to advance the inclusion process. MES has organized a roundtable to mark "Roma Day - November 5" during 2019. However, events to raise awareness and information about schooling remain limited.

Training has been organized for Roma language teachers on the use of Roma language and culture curricula and textbooks. MES in cooperation with KFOS (EUSIMRAES2) and VoRAE (Voice of Roma, Ashkali and Egyptian) have trained 50 mentors/tutors. In the school year 2017/2018, about 200 children with learning disabilities from these communities have benefited from the mentoring and tutoring component. This activity has continued in the school year 2018/2019. Also, during last year, the Guide for the promotion of interethnic dialogue and contacts between the communities was drafted, which was supported by the OSCE.

MES in cooperation with partners REF, KFOS (EUSIMRAES2), VORAE - HEKS for the school year of 2017-2019 has allocated between 507-550 scholarships according to the co-financing mode. From the school year 2020/2021 there are no donors for co-financing scholarships and MES still has no plan to cover the rest of the scholarships beyond the 267 it currently covers.

6.1.5 Inclusion of repatriates and diaspora

Outcome 1.5 Include all repatriated children in the education system and strengthen mechanisms for organizing learning in the diaspora

During 2018, MES has completed the unification of two curricular documents (Kosovo and Albania) with the new title "Curriculum of Albanian language and culture teaching in the diaspora"; it held a workshop with teachers who have used programs for repatriated students where difficulties that these teachers had with these programs have been analyzed and identified.

In 2019, 240 students have been repatriated and inducted in the education system. All cases are systemized in schools. According to the planning and project for repatriated students for the 2018-2019 school year, on 25.02.2019, additional classes have started for repatriated students who were initially identified to be in need for catch-up classes. This process had started in 16 municipalities: Peja, Kaçanik, Gjakova, Prizren, Han i Elezit, Istog, Vushtrri, Klina, Dragash, Suhareka, Fushë Kosovo, Prishtina, Podujevo, Obiliq, Lipjan and Ferizaj. During this school year 2018/2019, 170 students in 28 schools attended the catch-up classes with teachers determined according to the Administrative Instruction 1/2016 dated 12.01.2016. This process continued until June 2019.

In order to organize catch-up classes for 2018-2019 school year, MES in cooperation with MIA and GIZ/CDBE, has provided special textbooks for repatriated students (Teacher Book and Student Book), and didactic material according to the Action Plan, and the MES-MIA Memorandum of Understanding. This process has been continuously monitored by the working group established by MES, monitoring the process and drafting reports for each municipality regarding the progress of catch-up classes. During February 2019, with the support of GIZ/CDBE, two textbooks for repatriated students were revised, and after the review, 500 textbooks were printed, which will be distributed to municipalities for certain teachers and repatriated students.

Municipalities can design individual plans based on these textbooks but still underline the need for MES support. Between the period of 2017-2019, 26 MED officials were trained, who were certified as trainers for the organization of supplementary classes according to programs accredited by MES. Induction of repatriated students is often challenged by the lack of documentation of returnee students regarding the level of education completed abroad. Another challenge was the inclusion of municipal officials and students from the Serb community in the repatriation project. Also, according to the applicable legislation, municipalities have the responsibility for organizing catch-up classes but there are hesitations in certain cases. MES has always initiated the process to avoid difficulties in organizing catch-up classes.

6.1.6 Dropout prevention

Outcome 1.6 There are effective mechanisms for prevention of dropout and non-enrollment in pre-university education.

The plan aims to reduce the dropout rate in compulsory education to 0.1% of students by 2021. In upper secondary education, the aim is to reduce dropout rates from 2.6% to 1% by the end of the planning cycle. To address the challenge of dropping out of school and non-enrollment, the plan lists a series of actions including capacity building of prevention teams at central, municipal and school level, improving dropout data, creating action plans against dropout by municipalities and raising public awareness about the education of vulnerable categories, monitoring and assessing progress, and organizing accelerated learning for students who have dropped out of school.

Overall, MES has achieved the goal set in the Action Plan to reduce dropout to 0.1% in compulsory education. Steps have been taken to address dropout in upper secondary education as well, and reaching the 1% goal is achievable by 2021.

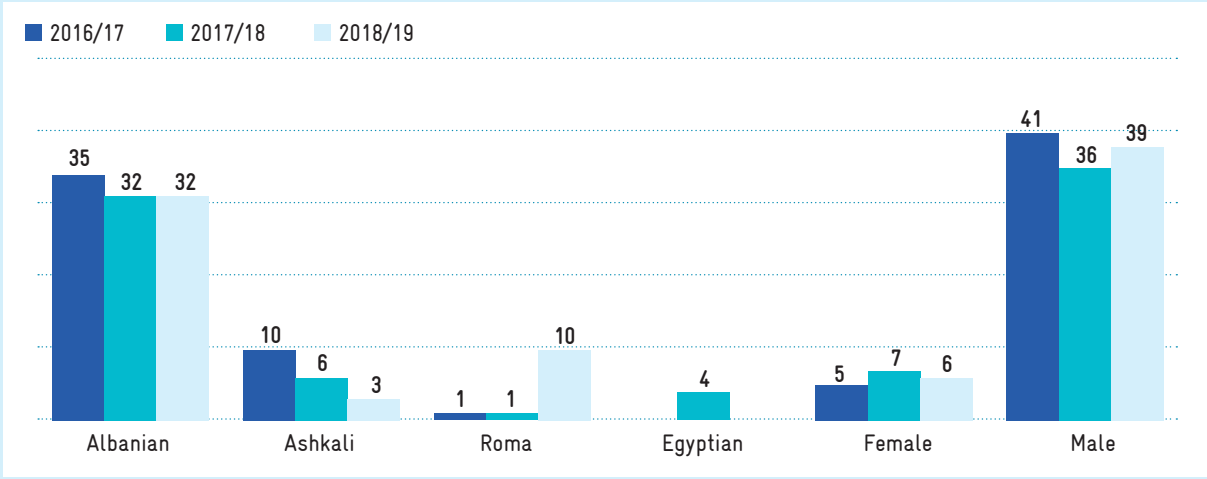
Table: Dropout rate by education levels 2014-2019

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Primary education	0.40%	0.10%	0.20%	0.20%	0.10%	0.10%
Lower secondary education	0.40%	0.10%	0.20%	0.20%	0.10%	0.09%
Higher secondary education	2.30%	1.10%	1.70%	2.10%	1.60%	1.80%

Source: MES EMIS 2014-2019

Based on data from the Early Risk Warning System for School Dropout (2017-2019), most cases are Albanian male students. The number of female students at risk of dropping out of school is very small. The number of students at risk of dropout of the Ashkali community has been steadily declining since 2017, while the number of Roma students has increased.

Students at risk of school dropout according to Early Warning System 2017-2019



In order to implement policies for prevention and response to school dropout, MES in coordination with UNICEF and ECMI partners, has continued with a range of activities related to the support of schools and municipalities, but also with capacity building of the education inspectorate for supervision of the implementation of the applicable legislation. A two-year work plan of the National Team against school dropout and the monitoring framework has been drafted. During this period, 80 schools were supported in the implementation of legal obligations in 10 municipalities (Peja, Prishtina, Prizren, Fushë Kosovo, Obiliq, Podujevë, Gjilan, Ferizaj, Mitrovica and Vushtrri). Also, a workshop was organized with the first group of the Education Inspectorate for the implementation of SPS.

During the Week against School Dropout 2019, awareness-raising activities have been marked at the school level. With the support of Balkan Sunflowers, two information sessions have been organized with upper secondary schools. In an effort to promote quality reporting in the early dropout and violence warning module in schools, promotional materials such as posters/leaflets have been published and distributed, and 50 distinguished schools in reporting have been awarded. The early dropout warning system is operational and schools have started using it to identify, treat and refer cases at risk. During this school year, 134 cases of dropout were reported, as treated and reported by school teams.

The dropout rate in compulsory education for the 2018/2019 school year was 0.09% (228 students), while in 2018/2019 it was 0.07% (159 students). It is considered that the decline in dropouts is due to the functioning of prevention and response teams. The challenge in this area is still low reporting by schools to the EWS (Early Warning System). Currently there are a small number of schools reporting according to the built system, a system that would greatly affect the prevention of dropouts and barriers that lead to dropouts. Challenging is also the well-functioning of municipal teams, which should supervise and support school teams in dealing with cases that fall outside the competence of the school institution and require cross-sectoral approach (social factors, family members, poverty, abusive elements and domestic violence, forced labor, delinquency, etc.).

6.1.7 Supporting children with extraordinary potential

Outcome 1.7 There are mechanisms and programs for the identification and support of children with extraordinary intellectual potential and special talents in academic, creative and artistic fields.

Administrative Instruction for Children with Extraordinary Intelligence, Gifted and Talented Children and Guide for Practical Implementation of the Administrative Instruction was adopted in 2019. Regarding subsidies, MES allocated in 2018 an amount of 100,000 euros for the Atom Institute, an organization that deals with children with extraordinary intelligence, gifted and talented children. MES has a separate budget line and allocates 200,000 to the category of subsidies. No additional funds were allocated for the Atom Institute in 2019. During 2019, 936 students applied and underwent testing in 3 phases and as a result 63 students from 13 municipalities of Kosovo were selected. Summer camp ATOM 2019 has been provided to selected students. Subsidies of 200,000 euros envisaged for next year's activities have been allocated to NGOs that are not specialized in this field, bypassing the call and the Administrative Instruction and the Guide for students with extraordinary intelligence, gifted and talented students. Half of the activities envisaged in the annual work plan have not been accomplished as they were planned to be implemented by the funds that were in the category of subsidies.

One of the main priorities remains the implementation of the Administrative Instruction and the empowerment of schools to identify and address this category of students. GIZ CDBE has supported Atom Institute in organizing the training on 'Identifying and supporting students with extraordinary potential and talent'. During 2019, 100 teachers of schools in Prishtina, Gjilan and Prizren have been trained as part of the module. MES has also formed a working group and two workshops have been held for the development of the "Individualized Plan" framework for students with extraordinary intelligence, gifted and talented students. 2 workshops have been organized with municipalities to present the Administrative Instruction and the role of municipalities in the process.

6.1.8 Promotion of diversity

Outcome 1.8 There are effective mechanisms and policies created to promote diversity through an integrated education system

The intention of the activity is to try and promote the respect of gender equality in education through the implementation of the action plan of Resolution 1325, Kosovo program for gender equality and other strategic documents at the government level that affect gender issues. During 2018, gender equality has been integrated into new school curricula and textbooks for preparatory grade and grades 1, 6 and 10 for the 2019/2020 school year. MES has announced the competition for textbooks and teaching materials for the preparatory grade and for grades 1, 6, and 10 (topics related to gender equality will be included in the textbooks). During this time period, subject syllabi for grades 2, 7, 11 were reviewed and the final drafts of these subject syllabi were drafted, where topics related to gender equality in school curricula were also included.

6.1.9 Performance indicators

KEY INDICATORS OF PARTICIPATION AND INCLUSION 2014-2017

	2014/15	2015/16	2016/17	2017/18	2018/19
Gross Enrollment Rate (GER)					
Pre-school gross enrollment rate (0-5)	15.70%	16.40%	18.00%	19.10%	20%
Pre-school gross enrollment rate (3-5)	29.60%	30.90%	33.90%	36%	37.5%
Pre-school gross enrollment rate (0-4)	2.80%	3.50%	4.40%	4.90%	6.2%
Pre-primary gross enrollment rate (age 5)	79.60%	81.30%	87.60%	92.40%	92.5%
Primary gross enrollment rate (ISCED 1)	96.40%	94.70%	96.20%	98.40%	100.3%
Lower secondary gross enrollment rate	99.50%	96.00%	93.30%	91.20%	90.5%
Upper secondary gross enrollment rate	84.50%	84.90%	88.10%	90.20%	86.8%
Special needs gross enrollment rate	-	44.60%	44%	40.10%	/
Student number indicators					
Number of pre-university students	374407	369309	365029	356,270	345,540
Number of public pre-university students	367940	360237	354454	342,352	329,589
Number of private pre-university students	6467	9072	10575	13,918	15,951
Number of pre-school students (0-4 year-olds)	4792	5892	6636	8,335	9,393
Number of pre-primary students (5 year-olds)	22132	23094	24002	23,749	23,650
Pre-school number 0-5 private	1354	3020	3779	5,934	7,219
Total number of primary/lower secondary students	261107	250931	244677	239,937	234,590
Number of public primary/lower secondary students	258464	247824	240782	235,161	229,338
Number of private primary/lower secondary students	2643	3107	3895	4,776	5,252
Number of upper secondary students	86376	89392	89714	84,249	77,907
Number of public upper secondary students	83906	86447	86813	81,041	74,427
Number of private upper secondary students	2470	2945	2901	3,208	3,480

KEY INDICATORS OF PARTICIPATION AND INCLUSION 2014-2017

	2014/15	2015/16	2016/17	2017/18	2018/19
Dropout rate					
Primary school dropout rate	0.20%	0.20%	0.10%	0.10%	-
Lower secondary school dropout rate	0.20%	0.20%	0.10%	0.09%	-
Upper secondary school dropout rate	1.70%	2.10%	1.60%	1.80%	-
Gender parity					
Number of pre-university female students	177,415	174,027	176,767	172,966	167,586
Number of primary/lower secondary female students	126,265	121,234	118,409	116,357	113,611
Number of upper secondary female students	41,010	42,943	43,753	41,293	38160
Pre-school Gender Parity Index	0.92	0.84	0.85	0.89	0.91
Pre-primary Gender Parity Index	0.93	0.94	0.93	0.92	0.92
Primary/lower secondary Gender Parity Index	0.94	0.93	0.94	0.94	0.94
Upper secondary Gender Parity Index	0.9	0.92	0.95	0.96	0.96
Inclusion of Roma, Ashkali and Egyptian communities					
Total Roma, Ashkali, Egyptian students	6,086	6,276	6,670	6,839	6,758
Total Roma, Ashkali, Egyptian AE + Serbian language schools	6208	6331	6758	-	-
Number of Ashkali students	3529	3866	3729	3,949	4,121
Number of Roma students	1853	1558	2002	1,802	1,385
Number of Egyptian students	704	852	939	1,088	1,252
Students with special needs					
Number of students with special needs	-	6172	5565	3645	
Gross enrollment rate of students with special needs	-	44%	40.10%	-	

Source: MES/EMIS (2019)

6.1.10 Activity implementation matrix

No.	Results	Activities	Status	%
1.1	Inclusion in quality preschool education reaches 20% of children aged 0-5.	1.1.1. Incentivisation of opening and accreditation of private institutions and community-based centers by municipalities		4
		1.1.2. Design and implementation of a training program for in-service educators working with children aged 0-3		3
		1.1.3 Development of programs for parental awareness-raising regarding early childhood		4
		1.1.4 Organizing activities to raise public awareness about the importance of preschool education		3
		1.1.5 Piloting of the new preschool curriculum		3
		1.1.6 Implementation and monitoring of competencies for educators working with children aged 3-5		3
1.2	All 5-year-old children are included in quality pre-primary education	1.2.1 Opening new pre-primary grades		3
1.3	50% of children with special needs are included in the pre-university education system	1.3.1 Determining indicators for children with special needs for EMIS		5
		1.3.2 Operationalization of pedagogical assessment teams		4
		1.3.3 Training of teaching staff for inclusive education		3
		1.3.4 Conversion of attached classrooms into resource rooms		4
1.4	Inclusion of children from Roma, Ashkali and Egyptian communities in primary education has increased by 10%, while in lower and upper secondary education by 20%	1.4.1 Harmonization of learning centers' curriculum		3
		1.4.2 Drafting regulations by municipalities to facilitate the enrollment and attendance conditions of Roma, Ashkali and Egyptian children at the preschool and secondary education level		3
		1.4.3 Monitoring the implementation of facilitation measures for the enrollment of children at the preschool level and upper secondary schools		4
		1.4.4 Teacher training for Roma language teaching		2
		1.4.5 Organizing activities for awareness-raising of Roma, Ashkali and Egyptian communities about the importance of timely enrollment and continuing education, with special focus on girls		2

No.	Results	Activities	Status	%
1.5	All repatriated children are included in the education system and mechanisms for organizing learning in the diaspora are strengthened	1.5.1 Monitoring the implementation of legislation for repatriates by the MES supervisory group		4
		1.5.2 Develop individual plans for repatriated students		4
		1.5.3 Program Review for Repatriates		4
		1.5.4 Training of teachers and municipal officials for the repatriation program		3
		1.5.5 Coordination and monitoring of catch-up classes by the MES supervisory group		4
		1.5.6 Organizing activities for diaspora students		2
1.6	There are effective mechanisms to prevent dropout and non-enrollment in pre-university education	1.6.1 Capacity building of prevention teams at the school, municipal and central level		4
		1.6.2 Review of the role of Dropout and Non-Enrollment Prevention Teams		5
		1.6.3 Improving data collection for dropout and non-enrollment		4
		1.6.4 Development of action plans for prevention of dropout and non-enrollment in all municipalities		4
		1.6.5 Awareness-raising of the population for the education of other endangered categories		4
		1.6.6 Monitoring and assessing progress achieved in implementing policies addressing dropout and non-enrollment and early warning for children at risk of dropout		3
		1.6.7 Organize accelerated learning for students who have dropped out or not enrolled in school		3
1.7	There are mechanisms and programs for identification and support of children with extraordinary intellectual potential and special talents in academic, creative and artistic fields.	1.7.1 Creating and developing mechanisms and programs for identifying and supporting children with extraordinary intellectual potential and special talents.		3
		1.7.2 Training of teachers and school psychologists for working with children with extraordinary intellectual potential and special talents.		3
		1.7.3 Incentivize children with extraordinary intellectual potential and special talents		3
		1.7.4 Cooperation with local and international centers and organizations engaged in this field		2
1.8	There are effective mechanisms and policies created to promote diversity through an integrated education system.	1.8.1 Strategy for the promotion of interethnic dialogue and contacts between communities is being developed		3
		1.8.2 Review of the provisions on language teaching		2
		1.8.3 Measures to improve teaching of Albanian as a second language		3
		1.8.4 Development of specific educational modules for communities		3
		1.8.5 Develop a policy for organizing teaching on diversity and human and community rights for all students		3

6.1.11 Recommendations

- ***Invest in promotion of relevant education for young people outside of education and employment and combat school dropout phenomenon*** - Based on a linear regression, a strong correlation has been documented between inclusion and educational level with the standard of living. Population with the lower number of years of education is more prone to living in poverty. Population with university and vocational education is better accommodated in the country's economy. This variation is not random and is statistically significant. This emphasizes the importance of investing in education, both to advance the country's competitiveness and to advance social welfare. Also, *there is a strong correlation between the number of years spent in preschool education and the achievement in external assessment tests (.837).*

- ***Increase the goal of inclusion in preschool education from 20% to 24% of age groups 0-5 years*** - Based on the population forecast (middle option) by KAS (2017) some readjustments have been made that may affect the figures of gross involvement of students in preschool education. The forecast of the population of the age group 0-5 years shows a tendency of decreasing the number of children in Kosovo between 2017-2021. The rate of children's involvement in preschool education is extremely low compared to advanced countries. The number of pre-school institutions is relatively small compared to the total number of educational institutions in the country (4%). Only about 3.5 percent of the teaching staff is pre-school oriented. The overall rate of government expenditure distribution is disproportionate to the objectives set out in the Action Plan. Only about 8 percent of the annual funding is dedicated to preschool education.

- ***Standardize the classification of preschool education according to international indicators*** - The current legal classification of preschool education is unusual. Most advanced OECD countries use ISCED 0 classification for 3-5 or 3-6 age groups. Eurostat uses another classification to document progress in achieving EU 2020 objectives. The level of inclusion in preschool education is calculated by calculating the children involved in preschool education between the age of 4 and the beginning of compulsory education. The current classification needs to be changed to enable harmonization of comparison parameters. This category could be divided into age groups 3-5 and <3 years. This change should also be reflected in the reformulation of the objectives set out in the Action Plan.

- ***Build quality assurance capacity in preschool education*** - Inclusion at this level of schooling does not necessarily mean contributing to student achievement. In the econometric analysis of the impact of preschool education on achievement, an anomaly in the case of Kosovo is underlined. There is little difference in achievement between those who have been involved in early education and those with only compulsory education. This raises other questions about the role of preschool institutions and their orientation as educational or caring institutions. Increasing inclusion should go hand in hand with efforts to advance the quality of the curriculum and teaching staff.

- ***Take essential actions for proper implementation of anti-dropout policies*** such as capacity building of the inspectorate to oversee dropout policy; Supervision and monitoring of schools by the inspectorate in accordance with AI 08/2018 for the establishment and functioning of Dropout and Non-enrollment Prevention Teams in pre-university education, empowerment of municipal teams to support school teams, schools and MEDs to prioritize the treatment of dropout in their development planning, whether as a separate plan or as an objective within the overall planning and enrollment of students in EMIS with personal number, so that we can produce accuracy in the evidence.

- ***Systematize efforts to promote intercultural competencies and safety in schools*** - In the context of advancing the strategic objective of participation and inclusion, the importance of providing basic teaching to educate children on social, intercultural competencies, democratic values, fundamental rights, non-

discrimination and active participation in the society should be emphasized. Special attention should be paid to education on the use of contemporary media and the Internet in order to prevent the phenomena of social polarization, extremism, indoctrination and violence. Legal and political regulation of the country requires more promotion of interethnic and inter-religious dialogue.

- ***Increase the rate of inclusion and investment in the education sub-sector for children with special needs -*** There has been an improvement in regulating the quality of education for children with special needs and other sensitive social groups. However, the priority of increasing the inclusion of these social categories has not been followed by steps to increase financial, human and infrastructural capacity. The funding rate for special education is almost the same in the last 10 years. It is important to double the funding rate for this priority in financial review and planning. Children with extraordinary potential should also be integrated within this priority.

- ***Review the Outcome 1.5, Include all repatriated children in the education system and strengthen mechanisms for organizing learning in the diaspora -*** this result should be reviewed in order to divide it into two separate outcomes with relevant activities for their achievement. Inclusion of repatriated children and those from diaspora are different groups and require essentially incompatible geographical, resource-oriented and methodological orientations.

Educational System Management

Outcomes

- Built capacities for effective and responsible management of the system at the central and municipal level as well as effective management at the school level
- Definition of professional standards for the mechanism of employment and career management of the educational institutions managers
- Implement a functional mechanism for financing pre-university education that contributes to the development of the school
- Regular reports based on EMIS data analysis and interpretation are prepared and published and these analyzes are used in policy-making
- The legislation is harmonized and completed for the entire pre-university education sector
- Schools have created safe, friendly and healthy environments for all
- An effective school infrastructure management system is built that leads to the creation of suitable physical learning environments
- Educational infrastructure is improved through the construction, renovation, expansion and equipping of educational institutions with adequate means for the learning process

6.2 Educational System Management

The main challenge in managing the education system remains the coordination of plans and priorities within a coordinated planning and monitoring framework. Strategic plans in Kosovo education are implemented in the context of shared responsibilities and the participation of autonomous institutions and bodies in their work. Involvement of municipalities, higher education institutions and private sector is essential for advancing the implementation of educational plans. The capacity for data collection and processing in education has increased significantly, but higher attention is required to the need of providing student and pupil-centered data, data collection and reporting on the impact of education on employment, and capacity building at local level for data reporting and processing.

Progress in targeted outcomes 2019 expressed by the implementation level 1-5

Out	Description	%	Level
1	Built capacities for effective and responsible management of the system at the central and municipal level as well as effective management at school level.	50%	3
2	Definition of professional standards for the mechanism of employment and career management of the educational institutions' managers	57%	3.4
3	Implement a functional mechanism for financing pre-university education that contributes to the school development	45%	2.7
4	Regular reports based on EMIS data analysis and interpretation are prepared and published which are then used in policy-making	67%	4
5	Legislation is harmonized and completed for the entire pre-university education sector	62%	3.7
6	Schools have created safe, friendly and healthy environments for all	52	3.1
7	An effective school infrastructure management system is built that leads to the creation of suitable physical learning environments	57%	3.4
8	Educational infrastructure is improved through the construction, renovation, expansion and equipping of educational institutions with adequate means for the learning process	38%	2.3
	Total	**53%**	**3.1**

Ensuring a friendly school environment with optimal conditions and discipline is a strong predictor of student achievement in pre-university education. Directors, teachers and students report significant challenges with discipline in Kosovo schools. The school management model is still characterized by a lack of autonomy, limited responsibilities for school management and teachers. Kosovo's spending on education expressed as % of GDP between 2016-2019 was about 4.2% according to regional practices and advanced countries. However, there are two factors that affect lower nominal costs, which are small economy and high number of students compared to other countries. Kosovo has a different population structure and a high share of the young population. Kosovo is facing a decline in birthrate and a smaller number of students. This has resulted in a significant decrease in the number of students per classroom, especially in rural areas. The decline in the number of births and the internal and external movements of the population, condition the rethinking of the investment strategy in the construction of new schools.

6.2.1 Effective management in the education system

Outcome 2.1. Build capacities for effective and responsible management of the system at the central and municipal level, as well as effective management at the school level.

Within the initial measures envisaged for achieving the outcome, the goal is on training of MES personnel for planning, policy-making and monitoring, development of reporting capacity, development of capacity for integrated planning MES-MED-School, restructuring of MED organization, drafting regulations and guidelines for education management at the local level, strengthening school autonomy, strengthening school governing boards and promoting cooperation between schools through the school network. MES has approved the Administrative Instruction No. 10/2016 on the Establishment of an Integrated Planning System for Education, Science and Technology. During 2017, the process of operationalizing the Commission for Strategic Management and Program Commissions was initiated, but there was a lack of the will by senior management of MES. The Strategic Planning Commission is chaired by the Minister of Education and convenes the heads of education and science sections within the Ministry. Program commissions are mandated as structures responsible for sectoral planning, drafting of work plans, progress monitoring and evaluation, development of the annual sector calendar, approving new policy proposals and funding. MES with the support of GIZ has operationalized the integrated planning system as the main mechanism for planning, reporting and monitoring.

KESP (2017-2021) has formalized the strategic planning process in the sector. The plan is an effort to organize contribution and resources towards advancing quality and inclusion in education in order to achieve national and international goals. The plan also supports, regulates and promotes the process of annual and long-term planning of stakeholders in this sector to achieve verifiable and measurable indicators of education. KESP provides a strategic instrument for data-based planning related to MTEF and with content of essential elements for Monitoring and Performance Assessment in this sector. The Performance Assessment Framework includes a series of indicators, deadlines, and targets. The Education Management Information System (EMIS) provides a tool to collect data, report and communicate plan outcomes. The KESP Annual Review (AR) is a platform for reviewing and evaluating progress made in implementing the plan.

Legal regulations have been issued that systematize the planning and management process between the governing links in the pre-university education system, vocational education and higher education. The process is modeled after the whole system-based approach. However, this mechanism is still in its infancy. No other targets or objectives have been set in the Action Plan regarding top-down, bottom-up and sideways communication with system stakeholders, especially with independent municipalities and agencies. Also, no special attention is paid to the model of system administration, the degree of centralization and clear definition of roles and responsibilities. As part of the Action Plan, the effort to institutionalize the practice of integrated planning, monitoring and reporting should be reflected. Within the activities, the goals for the functioning of the Strategic Management Commission and Program Commissions should be incorporated.

The Annual Work Plan is developed after the budget approval (November and December). This provides an opportunity to coordinate with the Annual Work Plan of the MES (internal document). The logic behind this is that the ministries, after knowing their budget, will plan their specific annual activities. The activities of the Annual Plan are related to the KESP Action Plan 2017-2021. However, the KESP reporting and review process does not necessarily translate into additional or amended activities. The main challenge consists on the fact that the review is concluded in February-March, sufficient to include the results of this process in the proposals of the MTEF for the next period, but not for the integration of key activities in the Annual Work Plan or in the Annual Plan, unless amended. Time for the Government Annual Work Plan has been defined at the central level.

During the assessment of the Annual Work Plans 2017-2019, no incorporation of the recommendations that have emerged from the previous Annual Review has been noticed. Similar to the Annual Plan are some other externally-led planning processes. Examples of these processes are the updating of the Action Plan for the Implementation of the Stabilization and Association Agreement between Kosovo and the European Union (KPISAA). This is done after the publication of the EU Progress Report on Kosovo, in October of each year. In general, the strategic planning structure has not yet been made functional. Reporting is frequent for different Plans and there is still no unified monitoring and reporting structure.

The education sector in Kosovo is supported by many donors at all levels of the education system (central, municipal, school) and in all areas of education (pre-university, university, VET, etc.). In some ways, MES is one of the most "condensed" agencies in terms of the support available from various development partners. While this benefits the sector, it also highlights the need to coordinate efforts of key development partners effectively. Donor coordination is done through regular donor meetings and MES. Donor projects (and program managers) also actively interact and coordinate on a bilateral basis. However, donors in many cases have complained about the lack of meetings and coordination with MES during 2019. There is no record of all donor activities.

Under the current system, municipalities must individually have municipal development/education plans (divided or integrated into general development plans). In addition to the Municipal Development Plan, some municipalities have developed Education Development Plans and they reflect priorities of the KESP 2017-2021. However, coordination between MES and municipalities regarding the implementation of KESP 2017-2021 has not been systematic. During 2019, no regular meetings were held with MED directors. On the other hand, the capacity of municipalities varies greatly depending on the size of the municipality and political priorities at the local level. A positive step in addressing the gap in the links of municipal planning and correlation to the KESP priorities was the Strategic Plan of the Education Collegium 2019-2021. This Plan supported by GIZ CDBE has the main goal of developing municipal capacities for quality management and assurance in schools.

The Regulation envisages restructuring of departments and divisions in the new organogram. The process of re-structuring implementation has met with strong opposition from MES staff. The MES staff underlines that the process didn't involve them, the organizational structure had shortfalls and job descriptions were unusual in some cases. During the workshops held between January-February 2020, a considerable number of staff and donors underlined that the process had essentially impacted the implementation of activities and coordination with external stakeholders. In some cases, the staff also complains about the implementation of selective criteria and political interference in the process.

Also, in order to regulate the teaching time allotment of the professional staff, MES has approved the Administrative Instruction No. 10/2018 on Teaching Time Allotment of the Staff in General Education. The revision of the legislation aimed at redefining teaching time allotment of teachers in preschool, primary, lower secondary and upper secondary education - general and special education. During this period, the Kosovo Parents Council was formed and the regulation for its functioning was drafted. Trainings have been organized for school directors and candidates with ambitions of becoming future directors according to the accredited programs (210 certified candidates), trainings have been organized by GIZ/CDBE.

Teachers and school directors in Kosovo have the perception that their responsibility is limited to teaching, student assessment and disciplinary measures only (OECD, 2019). Unlike advanced OECD countries, the school director and teachers have no responsibility in defining the curriculum, subject content, and textbooks. School directors are limited to expenditure management, student admission, and disciplinary actions. Unlike OECD countries, they do not perceive to be their responsibility to engage in subject content, student

assessment rules, budget planning, staff selection, staff assessment or their dismissal. The School Governing Board is more limited to budget planning, oversight of expenditures and disciplinary actions.

During 2017, the Administrative Instruction on Performance Assessment of Educational Institutions at the Pre-University Level (AI 4/2017) was approved, which defines tasks and responsibilities of educational links in the assessment process. Part of the performance assessment fields is also the assessment of the management and governance of the educational institution. The Administrative Instruction for Teacher Performance Assessment does not address the aspect of performance assessment of educational leadership. During the assessment process, no legal regulations have been documented that define the aspects of the assessment of the director and deputy director of the school.

Draft Administrative Instruction on tasks, responsibilities, procedures and selection criteria of the director and deputy director of educational institutions and pre-university training institutions was developed during 2018. The guide aims to define the tasks, responsibilities, procedures and criteria for selection of directors and deputy directors in public educational institutions in pre-university education. Draft Administrative Instruction for Performance Assessment of directors and deputy directors in public institutions of pre-university education has also been drafted. The Guide regulates the performance assessment system; it defines criteria and procedures for conducting the assessment, and tasks and responsibilities in the assessment process.

Director's and deputy director's performance assessment forms have also been drafted, which have been piloted in 4 municipalities. The Draft AI and assessment forms have gone through all legal procedures including prior consultation and public discussion. This draft AI, together with the assessment forms is planned to be finalized and approved during 2020.

6.2.2 Professional standards in educational leadership

Outcome 2.2 Definition of professional standards for employment and career management mechanism of educational institutions' leaders

A list of activities for 2018 is envisaged as part of the outcome, including status definition of the director and deputy director of educational institutions, creating mechanisms for performance assessment of directors, operationalization of mechanisms for selection of directors, development of directors career management system based on applicable standards and provision of equal access for women and men to director's professional development programs.

The Administrative Instruction on Performance Assessment of Educational Institutions at the Pre-University Level (AI 4/2017) was approved in 2017, which defines tasks and responsibilities of educational levels in the assessment process. Within the areas of performance assessment, falls part also the assessment of the management and governance of the educational institution. The Administrative Instruction on Teacher Performance Assessment does not address the aspect of educational leadership performance assessment. During the assessment process, no legal regulations have been documented that define the aspects of assessment of school director and deputy director.

Draft Administrative Instruction on the Procedure for Selection of Directors and Deputy Directors in Public Institutions of Higher Education was drafted during 2018. The Instruction aims to define the criteria and procedures for selection of directors and deputy directors in public educational and training institutions in pre-university education. Draft Administrative Instruction on Performance Assessment of Directors and

Deputy Directors in public institutions of pre-university education has also been drafted. The Instruction regulates the performance assessment system, defines criteria and procedures for conducting the assessment, and duties and responsibilities in the assessment process.

The AI for the Performance Assessment of Directors and Deputy Directors was drafted in 2019. Performance assessment forms for directors and deputy directors have also been drafted, which have been piloted in 4 municipalities. The draft has gone through all legal procedures including preliminary consultation and public discussion.

6.2.3 Funding formula

Outcome 2.3 Implementation of a functional mechanism of pre-university education funding which contributes to school development

In order to achieve the intended outcome, the Action Plan for 2018 envisages the revision of the pre-university education funding formula to provide opportunities of addressing different specifics of schools to the benefit of quality, increased effectiveness of educational budget planning processes at the level local, capacity building at school and MED level on financial management and definition of expenditure indicators incurred in education with the purpose of assessing the efficiency of spending in education.

The pre-university education specific grant for 2020 has been approved in the amount of 205.5 million euros, of which 192.1 million euros are for salaries and allowances, 10.8 million euros are for goods and services, and 2.5 million euros are for capital expenditures. The Education Specific Grant is based on an open funding system, taking into account the criteria in the MES pre-university education formula for 2020. The formula addresses the level of pre-primary, primary and secondary education, taking into account the number of students, the student-teacher ratio for primary education (1:21), student-teacher ratio for preschool education (1:12), student-teacher ratio for vocational education (1:17), calculation of English language teaching staff, calculation of technical administrative staff (1:630 students), calculation of teaching staff on maternity leave envisaged 3% (base teaching staff), calculation of support staff for 170 students -1 staff (cleaner) and 1 staff for the school (guard). Goods and services were calculated according to the criteria per student (23 euros for majority community students and 25 euros for minority community students) and for school (1,500 euros for pre-primary and primary school and 3,250 euros for secondary school). Capitals are calculated according to the criterion of 7 euros per student.

In the framework of education for children with special needs, the regulation for financing has been developed, incorporating the specifics of the sub-sector. In vocational education, the process of reviewing of funding based on the needs and specifics of profiles and professions has started. In the 2019 funding formula, the assistants for students with special needs and financing for quality coordinators have also been included. However, no changes have been made to the system yet. Reforming the funding formula is necessary to address the need of investing in educational resources and provide schools with greater responsibility in setting priorities.

Schools generally have very little control over their budgets. The lack of practice of full functioning of school boards and work plans, combined with the lack of budget and financial management skills at the level of school directors, further hinders the decentralization process. In such a situation, MEDs often serve as procurement centers for school network only under their supervision, thus diverting attention from strategic issues of the education sector at the local level, such as policy planning and monitoring. No activities related

to systematic efforts have been reported to improve the capacity of schools and municipalities for budget planning and implementation. There is no report to determine the degree of progress in implementing financial decentralization. The share of municipal participation in education spending is below 5% of total spending in pre-university education.

Regarding the activity on the need to determine financial indicators at the pre-university level, MES with the support of UNICEF, has defined the methodology of calculating public spending in pre-university education, institutional responsibilities have been determined and basic indicators have been defined. The guideline describing the methodology for calculating the percentage of public spending in pre-university education in Kosovo, divided by ISCED levels (pre-primary, primary, lower secondary and upper secondary education), including identification of government responsible departments/institutions as well as indicators is calculated on an annual basis 2016-2019.

6.2.4 Educational information and statistics

Outcome 2.4: Regular reports are prepared and published based on analysis and interpretation of data by EMIS, which analyzes are then used in policy-making.

The outcome include several activities, including completion of the indicators framework according to UNESCO, EUROSTAT, OECD, capacity development for data collection, analysis and advanced interpretation, development of data management procedures and their use, establishment of capacity for data users from schools, municipalities, central level and universities, development of a platform for integration of existing information systems and databases for all levels and restructuring of the division for coordination of policies and statistics to clarify roles related to EMIS.

MES has fulfilled the activity envisaged for review and publication of the updated educational indicators framework according to the requirements of UNESCO, EUROSTAT and OECD. In 2017, the "Framework of Education Indicators" was completed and published. The Annual Publication of Educational Indicators 2018/2019 was structured according to the new methodology of calculating indicators.

The annual publication of education indicators 2018/2019 was structured according to the new methodology of indicator calculation. MES continuously provides support to school directors for entering statistical data into the EMIS system. Also, various reports have been prepared and generated, depending on the reporting periods and management requirements, as well as publications: "Annual statistical report with education indicators" for 2018/19 and "Education statistics in Kosovo 2018/2019" (in cooperation with KAS). MES representatives are part of the Technical Committee of MICS 2019 where work continues on the implementation of this project, in cooperation with UNICEF and KAS.

MES has taken important steps in collecting data on education system. Addressing the gap of previous years on data on vocational and higher education has started and should be functional over the coming years. Input data about the school, teachers and infrastructure are generally available. This data has started to be used in the planning and management process. However, education is one of the key public policies and main burden of the annual government budget.

With the entry into force of the new Regulation on internal organization of MES (October 2018), the Higher Education Management Information System (HEMIS) has passed under the administration of the Division for Data Collection and Analysis (where EMIS falls part of this Division).

Since 2017, MES has been implementing the World Bank Project for Education System Improvement, the project also encompassed the development of central systems and the advancement of the existing EMIS system (Education Management Information System). During 2018, the terms of reference for the new system specifications were approved and the call for applications was made for interested bidders. However, this essential activity for advancing the education system data has failed, due to the protracted selection process of the implementing company. The project has been redesigned and extended until 2020, but with reduced components.

6.2.5 Legislation in pre-university education

Outcome 2.5 The legislation is harmonized and completed for the entire pre-university education sector

The Action Plan 2017-2021, lists a series of activities including the analysis of the coherence of primary and secondary legislation in relation to the draft laws in the approval process, other policies and laws outside the education sector, drafting of the dynamic plan for legislation development, drafting and amending laws and bylaws and monitoring their implementation. Activities are not specific in terms of the type or number of laws or bylaws to be approved in the timeframe of implementation.

MES with the support of GIZ-CDBE carried out the Analysis of the Coherence of Primary and Secondary Legislation. This analysis provides an overview of the legislation in the field of pre-university education in Kosovo, namely a comparative analysis between primary laws such as Law No. 04/L-032 on Pre-University Education, Law No. 03/L-068 on Education in the Municipalities of Kosovo and secondary legislation, respectively Administrative Instructions issued by MES. According to the findings of the Report, Laws have many technical and spelling errors, they lack internal coherence and articles are not consistently listed in terms of the issue they address. The analysis also demonstrates that the law often contains provisions that go beyond the scope of activity of the law and are in conflict with the base law. Legal provisions related to the election of the director and deputy director are incoherent and leave legal gaps and often contradict each other. Also, the AI for Implementation of Textbook Standards (2011) predates the Law on Higher Education and there are no clear provisions in bylaws on procurement procedures and publication of textbooks.

The coherence analysis underlines the need to also address uncertainties in the AI for Teacher Licensing. As far as the licensing system is concerned, there are many uncertainties regarding the competencies of the institutions. From a macro reading, the reader and the interpreter can conclude that central institutions in the licensing process are MES, SCTL and the Division for TPD, where the latter two are in fact the owners of the process. But the provisions of the law and guidelines do not make it easy to understand this functional correlation and division of powers. On the contrary, provisions are often contradicting each other and create numerous ambiguities, thus creating space for interpretation and misunderstanding regarding the role and competencies of SCTL in relation to the Ministry regarding teacher licensing process. Instruction 05/17 on the Licensing System has clarified some of these points, but there is a need to ensure coherence between these documents. Furthermore, there are shortfalls and contradictions regarding the process of entering the profession, the criterion of entering the profession and licensing.

Between the period of 2017-2019, two important laws on the education system were approved - Law on the Education Inspectorate and Law on the Status of Albanian Education Personnel 1990-1999. Also, several other important legal initiatives are underway, such as the Law on Preschool Education, Law on Vocational Education and Law on School Tests. During 2019, 18 Administrative Instructions have been approved/revised. In total, MES has reviewed/approved 55 Administrative Instructions since 2017 in order to implement the primary legislation in education.

6.2.6 Security and health in schools

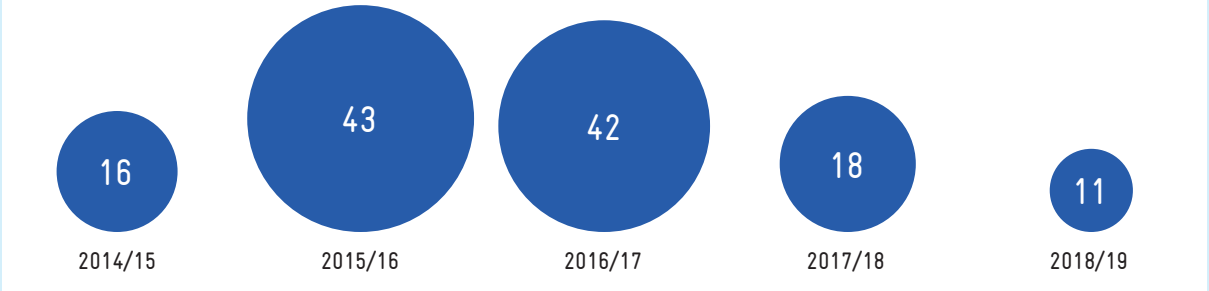
Outcome 2.6: Schools have created safe, friendly and healthy environments for all

As part of the outcome, the Action Plan 2017-2019 envisages environmental and health awareness activities, creation of mechanisms for health promotion at the municipal level, design of materials for health and school environment, building of emergency response mechanisms, equipping schools with firefighting equipment, equipping schools with first aid kits, capacity building activities for schools and municipalities to prevent violence and training school staff for school security and health.

Groups or commissions for education and health promotion have been established in 7 regions formed by the Commission for Health Education that operates within the National Institute of Public Health, with the participation of MES. During 2019, a series of activities was carried out in Prishtina for the implementation of the concept of health promoting schools. In the environmental component of the outcome, activities focus on students' awareness of the environment. MES and the Ministry of Environment and Spatial Planning jointly organize the International Earth and Environment Day. Establishing mechanisms at the local and school level to promote health in school still remains a challenge due to the large number of actors and line ministries. Schools and municipalities organize activities that are not necessarily reported to the MES.

With regards to activities for security and prevention of violence, three sessions were held with schools from Gjakova, Peja and Klina regarding the implementation of policies for prevention and reporting of violence in schools. A workshop also was held on the implementation of Protocol 21/2013 on the prevention and reporting of violence in the municipalities of Gjakova, Gjilan and Mitrovica.

Violence incidents in schools reported to EMIS (2014-2019)



So far, a total of 141 cases have been reported to EMIS violence module during school years. In certain cases, schools manage to report as defined in the secondary legislation regarding the element of violence. To motivate quality reporting, during 2019 MES has rewarded schools that have reported, recognizing them as good and attentive schools to the arising problems. The joint Kosovo-Albania program "With schools for safe communities" was also developed, as well as trainings for trainers were held.

The challenge is with reporting violence and adequately addressing security-related issues and prevention of violence and negative phenomena in schools. It is recommended that the educational staff devote time to the education part in addition to schooling, because the educational component has a disconnection from the current activity of our schools. However, there should be an inter-institutional coordination for proper

treatment of predispositions for violence and cases that need services, as required by the Protocol on the Prevention and Reporting of Violence in Schools and applicable Legislation.

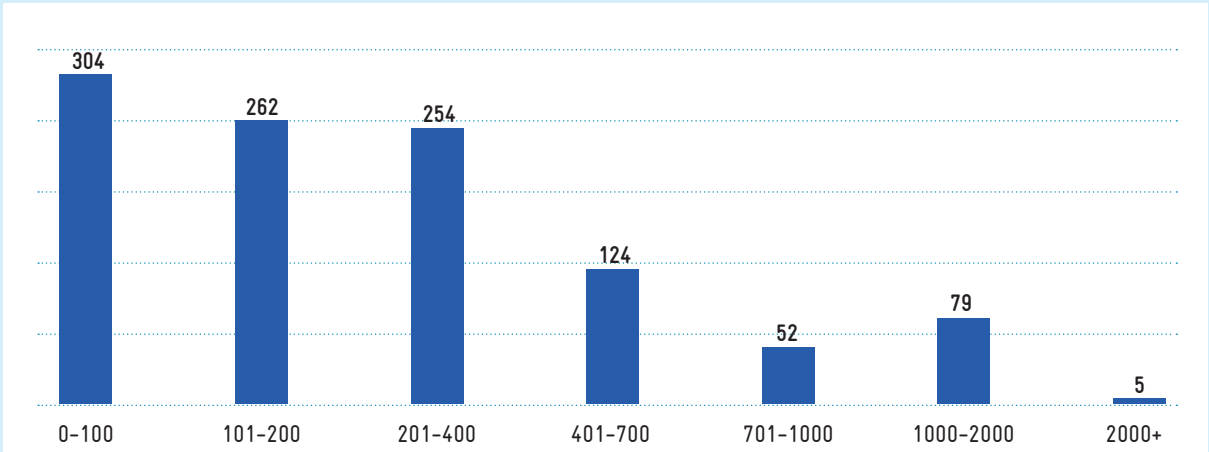
6.2.7 Infrastructure management system

Outcome 2.7: An effective school infrastructure management system is built that leads to the creation of suitable physical environments for learning.

Several activities are envisaged within the outcomes, including the development of norms and standards for the design of educational facilities for all levels, promotion of norms and standards, monitoring the implementation of norms, assessment of the physical condition of educational facilities, drafting guidelines for maintenance and protection of school premises of all levels, advancement of the database for educational premises, drafting of an instruction for investment planning in new school buildings and drafting of an investment plan for school premises for a period of 3-5 years.

Schools in OECD countries have an average of 769 students and 34 teachers. Kosovo in 2019 had an average of 301 students and 14.2 teachers per school. Kosovo is characterized by the model of small schools. About 60% of schools have less than 250 students. Over 300 schools operate with less than 100 students or about 4 students per classroom. The operation of these parallels classrooms should be considered not only because of the considerable budgetary inefficiency, but also because of the poor teaching quality.

Schools by the number of students 2019 - EMIS 2019



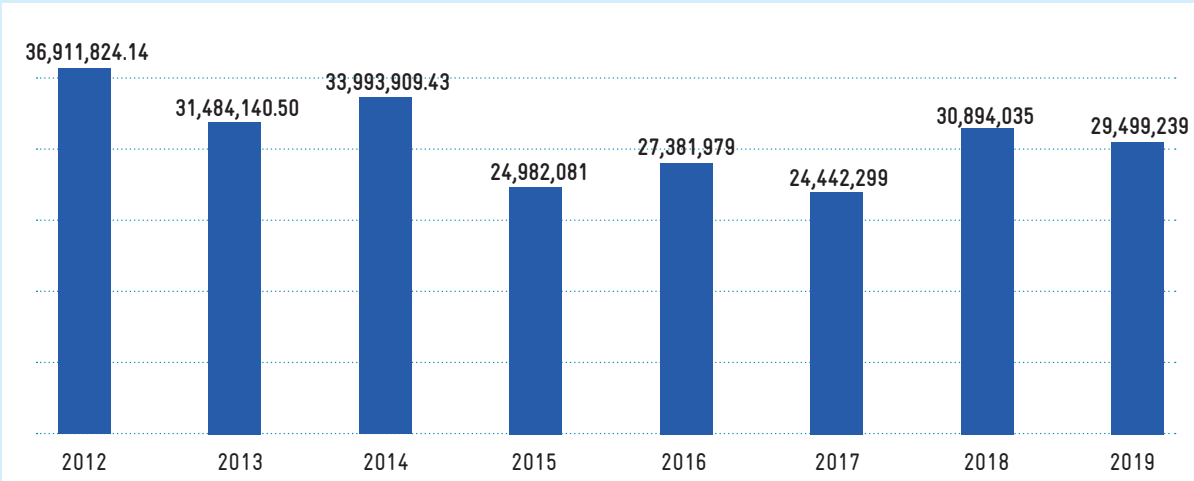
The average annual cost of operating a school institution is about 228,098,000 euro. Schools have high fixed costs in staff and maintenance. The average annual expenditure of schools with 1000-2500 students compared to schools with 100 students is only 4 times higher although the number of students may be 10 times higher. Prishtina, Mitrovica, Ferizaj, Fushë Kosova and Prizren have the highest number of students. Optimizing the number of students based on the Spatial Plan and demographic forecasts will be necessary in the near future.

6.2.8 Capital investments

Outcome 2.8: Educational infrastructure is improved through the construction, renovation, expansion and equipping of educational institutions with adequate tools for the teaching process

To meet the outcome, the Action Plan 2017-2019 lists a series of activities including the construction of 5 new school buildings, the construction of 3 kindergartens, renovation of 50 school buildings, provision of 10 schools with sports packages, provision of classrooms with adequate furniture for teaching and equipping schools with individual closets for students. During 2018, capital expenditures for school infrastructure have increased after a steady decline since 2014. MES has implemented a significant number of capital projects with EU support in preschool education. Construction of a kindergarten in Prishtina has started with the IPA project and 6 other kindergartens are in the process of designing projects with IPA II. The construction of 2 kindergartens with the participation of MES (IPA II) and 2 kindergartens with the budget of MES is in progress. Also, during 2018, the construction of two school buildings and a sports hall, has been completed. Construction of 14 other facilities by MES and 5 sports halls continues. MPA is continuing the construction of 9 school buildings and a sports hall and has started construction of 3 other school buildings.

Capital spending in millions of euros in pre-university education 2012-2019 - MES 2019



About 80% of directors and teachers in Kosovo emphasize the importance of reorienting funding and investment in textbooks, libraries, laboratories and digital tools. Lack of physical infrastructure and inadequate infrastructure, especially lack of reading rooms for students, are also primary challenges. The education system has low access to information and communication technology and modern technology has not yet been adequately integrated into the curriculum, teaching and management of the education system. Improving quality at all levels is conditioned by the ability of teachers and students to master modern teaching aids and technology. No significant progress has been made in equipping schools with digital equipment. The following strategy should be reviewed in favor of internal school infrastructure and teaching aids. This is because Kosovo is ranked among the countries with the lowest satisfaction of teachers/school directors with teaching resources, including laboratories, textbooks and computers (OECD, 2019).

6.2.9 Activity implementation matrix

No.	Outcomes	Activities	Status	%
2.1	Built capacities for effective and responsible management of the system at the central and municipal level as well as effective management at the school level.	2.1.1 Restructuring the organization of MEDs in accordance with the decentralized structure of the education system		4
		2.1.2 Training of MED staff according to the identified needs and in accordance with the decentralized structure of the education system		3
		2.1.3 Drafting regulations and support guidelines for municipal education management		3
		2.1.4 Training of MES personnel for planning, policy-making and monitoring		3
		2.1.5 Development of effective communication mechanisms between different parties in the system through reporting and other regular coordination processes		3
		2.1.6 Operationalization and strengthening of parents' councils at school, municipal and state level by providing support for their work and monitoring their work		3
		2.1.7 Training of administrative staff and members of the school governing bodies for governance and leadership		4
		2.1.8 Establishment of a cooperation and communication network between schools in the field of leadership and teacher professional development (Learning Community)		3
		2.1.9 Strengthening the integrated planning approach between MES – MED – School		3
		2.1.10 School network management		2
		2.1.11 Strengthening school autonomy		2
2.2	Definition of professional standards for the mechanism of employment and career management of the educational institutions' managers	2.2.1 Determining the status of the director and deputy director of educational institutions		4
		2.2.2 Establishment of mechanisms for monitoring and evaluating the performance of directors and deputy directors		4
		2.2.3 Operationalization of mechanisms for selection of directors and deputy directors, including training of selection commissions		3
		2.2.4 Development of career management system of directors and deputy directors based on applicable standards		3
		2.2.5 Providing equal access for women and men to professional development programs for directors and deputy directors and teachers aiming for management careers providing a comprehensive supply and sustainable financing		3
2.3	Implement a functional mechanism for financing pre-university education that contributes to the school development	2.3.1 Review of the pre-university education funding formula to provide opportunities to address different school specifics in favor of quality		3
		2.3.2 Increasing the effectiveness of educational budget planning processes at the local level		2
		2.3.3 Capacity building in school and MED for financial management		2
		2.3.4 Determining expenditure indicators incurred in education in order to assess the efficiency of spending in education		4

No.	Outcomes	Activities	Status	%
2.4	Regular reports based on EMIS data analysis and interpretation are prepared and published and these analyzes are used in policy-making	2.4.1 Restructuring of the Policy Coordination and Statistics Division to clarify roles related to EMIS		4
		2.4.2 Capacity building for advanced data collection, analysis and interpretation		4
		2.4.3 Development of data management procedures and their use		4
		2.4.4 Development of platform for integration of existing information systems and databases for all levels		3
		2.4.5 Capacity building for data users from schools, MEDs, central level and universities		3
		2.4.6 Completing the indicator framework according to UNESCO, EUROSTAT and OECD		5
2.5	The legislation is harmonized and completed for the entire pre-university education sector	2.5.1 Analysis of the coherence of primary and secondary legislation in relation to the draft laws that are in the process of approval, other policies and laws outside the education sector		5
		2.5.2 Drafting and amending laws and bylaws		4
		2.5.3 Monitoring the implementation of laws and bylaws.		2
2.6	Schools have created safe, friendly and healthy environments for all	2.6.1 Environmental and health awareness-raising activities		3
		2.6.2 Establishment of mechanisms for health promotion at municipal and school level		3
		2.6.3 Design of materials for health and school environment		4
		2.6.4 Analyze the needs for drinking water and sanitary facilities, as well as develop mechanisms for their maintenance		3
		2.6.5 Drafting a safety guide in educational institutions		4
		2.6.6 Building emergency response mechanisms		3
		2.6.7 Installation of firefighting equipment in schools		2
		2.6.8 Equipping schools with first aid kits		2
		2.6.9 Activities for schools and MEDs capacity building on prevention of violence		4
		2.6.10 Training of school staff for school safety and health		3

No.	Outcomes	Activities	Status	%
2.7	An effective school infrastructure management system is built that leads to the creation of suitable physical learning environments	2.7.1 Development of norms and standards for the design of educational facilities for all levels		4
		2.7.2 Promotion of building norms and standards at all levels and entities.		3
		2.7.3 Monitoring the implementation of building norms and standards		3
		2.7.4 Assessment of the physical condition of educational facilities		3
		2.7.5 Develop guidelines for maintenance and preservation of school premises of all study fields and levels		3
		2.7.6 Advancing database for educational buildings		4
		2.7.7 Drafting an investment planning guide for new school buildings		4
		2.7.8 Drafting an investment plan for school premises for a period of 3 and 5 years		3
2.8	Educational infrastructure is improved through the construction, renovation, expansion and equipping of educational institutions with adequate means for the learning process	2.8.1 New school facilities are built with the aim of teaching 1/3 students in one shift		4
		2.8.2 Construction of pre-school/pre-primary facilities		3
		2.8.3 Renovation of educational facilities		3
		2.8.4 Equipping schools with sports packages		2
		2.8.5 Equipping classrooms with adequate teaching aids		2
		2.8.6 Equipping schools with individual closets for students		1
		2.8.7 Expansion and improvement of learning environments in higher education institutions		3

6.2.10 Performance indicators

KEY INDICATORS OF THE EDUCATION MANAGEMENT SYSTEM 2015-2019

	2015	2016	2017	2018	2019
Number of students					
Total number of pre-university students	374,407	369,309	365,029	356,270	345,540
Number of public pre-university students	367,940	360,237	354,454	342,352	329,589
Number of private pre-university students	6,467	9,072	10,575	13,918	15,951
Private pre-university student rate	1.8	2.5	2.9	3.9	4.6
Number of schools					
Number of pre-university school institutions	1137	1114	1118	1116	1094
Number of pre-school institutions	43	43	42	43	44
Number of primary/lower secondary institutions	969	946	948	942	921
Number of upper secondary institutions	119	119	122	125	123
Special schools	6	6	6	6	6
Personnel					
Total pre-university personnel	28,103	27,964	28,121	28,131	28,150
Number of administrative personnel	1654	1673	1659	1675	1566
Female administrative personnel (%)	26.5	26.8	28.6	30	49.4
Number of teachers	23,266	23202	23281	23,262	23,234
Number of assistant personnel	3080	3089	3181	3194	3,350
Pre-school personnel	801	808	812	854	847
Primary/lower secondary personnel	21,170	21,025	21,150	21,145	21,151
Upper secondary personnel	6132	6131	6159	6132	6152

Spending by ISCED					
Pre-university spending million €	215,294	218,271	216.31	234,31	249,56
ISCED 0 Pre-school spending	18,220	18,331	20,571	23,351	25,91
ISCED 1 Primary spending	75,025	75,161	79,267	84,177	91,60
ISCD 2 Lower Secondary spending	69,559	70,166	63,692	68,954	73.40
ISCED 3 Upper secondary spending	52,489	54,612	52,778	57,653	58,62
Expenditures by categories					
Salaries and Allowances in million €	168,138	170,740	171,240	177,834	186,634
Capital expenditures in million €	24,982	27,381	24,442	30,894	29,499
Goods and Services in million €	17,258	16,008	15,813	20,420	33,842
Public utilities in million €	2,951	3,023	2,973	2,978	3,673
Subsidies and transfers in million €	1,964	1,118	1,840	2,009	1,888
Other expenditures					
Annual per student expenditures €	585.1	605.9	610.2	683.9	757.1
Salary expenditures as % in pre-university education	78	78.2	79.1	75.9	73.4
Capital expenditures as % in pre-university education	11.6	12.5	11.2	13.2	11.2
Average school expenditures (000') €	189,352	195,934	193,479	209,800	228,098
Pre-university expenditures as % in education	81.9	81.4	81.1	81.9	82.3
Pre-university expenditures as % in government budget	13.4	12.4	11.9	11.1	

6.2.11 Recommendations

- ***Advance the practice of Integrated Planning System -*** Legal regulations have been issued systemizing the planning and management process between the governing links in the pre-university education system, vocational education and higher education. The process is modeled after the whole system-based approach. However, this mechanism is still in its infancy. No other targets or objectives have been set in the Action Plan in relation to top-down, bottom-up and sideways communication with system stakeholders. Also, no special attention is paid to the model of system administration, the degree of centralization and clear definition of roles and responsibilities. The effort to institutionalize the practice of integrated planning, monitoring and reporting should also be reflected as part of the Action Plan. Goals should be incorporated within activities for the functioning of the Strategic Management Commission and Program Commissions.

- ***Systemize the practice of educational management in municipalities and schools -*** System management should reflect main services in schools (preschool education, vocational education, basic education and higher education) and support services (planning, legislation, infrastructure, IT, textbooks, teacher development, finance, and procurement). Such a model of administration should be set up at both municipal and central level. A systematization of jobs, description of competencies and responsibilities should be carried out in the near future. An effort should be integrated within the framework of the KESP Action Plan for issuing a Standard Management Guidelines for Municipal Directorates and Jobs.

- ***Advance data analysis practice on policy results and impact -*** Education is one of the key public policies and the main burden of the annual government budget. It is important to increase the capacity to collect data on the results of actions, legislation, destination of pupils and students. The dimension of sensitivity and impact analysis has been incorporated in the reform of the planning process at the central level. These processes condition more advanced econometric analysis on policy impact. MES should be able to determine the effectiveness of investments and regulation in achieving targeted outcomes.

- ***Accelerate efforts for approving the new funding formula for pre-university education -*** Advanced countries mainly implement multi-pillar funding formulas. One of the pillars of the formula may be the current per student-based formula. Other pillars can be set depending on the priorities and target groups: teaching for students with special needs, teaching for students at certain distances, pillars for students with social assistance, pillars for non-native language students, pillars for teacher professional development, infrastructure pillars and performance pillars.

- ***Increase the level of capital investment in pre-university education with the purpose of prioritizing the internal infrastructure and school resources -*** The rate of capital investment in 2018 and 2019 has increased compared to previous years. However, capital expenditures still remain small compared to total expenditures, and lower than during the period of 2010-2012. The current trend does not allow for the fulfillment of the targets set in the Action Plan on the refurbishment, new buildings and school equipment. In recent years, the need to reduce the number of students in the classroom and in teaching in shifts has become a priority. However, there is no conclusive evidence that proves a strong correlation between student-classroom proportion and student achievement. Municipalities with low student achievement in the Semi Matura Test have mainly low number of students in the classroom, but this has not addressed the social demand for higher scores.

- ***Review the Investment Plan at central and municipal level to reflect the revision of population projections -*** This makes it necessary to launch a study on the national spread of schools in accordance with the National Spatial Plan. The infrastructural and human capacity of the school should be weighed against projections and other variables such as internal population movements and demographic decline.

Establishing a school network would alleviate challenges posed by students' internal mobility. Capital investments should be oriented towards investments related to internal infrastructure, including reading rooms, laboratories, digital teaching tools and ICT.

- ***Implement the plan for teacher specialization (profiling) -*** it is important to implement and incorporate in planning the goal of teacher profiling. This is because there is extensive scientific evidence on the return on investment. In the context of profiling, the need to increase the number and quality of teachers in the fields of STEM - science, technology, engineering and mathematics - should be considered a priority. Based on comparative analyzes in PISA 2018, teachers of mathematics, exact sciences and mother tongue are essential in advancing student achievement.

- ***Launch the process of school optimization -*** Schools in OECD countries have an average of 769 students and 34 teachers. Kosovo has an average of about 300 students per school. Kosovo is characterized by the model of small schools. About 60% of schools have less than 250 students. Over 200 schools (satellite-parallel classrooms) operate with less than 50 students or about 4 students per classroom. The operation of these parallel classrooms should be considered not only because of the significant budgetary inefficiency, but also because of the poor teaching quality.

- ***Review the school management model to advance the role of director and teachers in the teaching process -*** The school management model in Kosovo differs substantially from the models of OECD countries with high-achieving students in PISA. Primary responsibility for school administration, staff, resources, and outcomes depends on the school director. The Municipality, the School Council and in some cases the Ministry select the director jointly. The role of the Ministry is to support the school by defining the initial criteria for staff remuneration and basic curriculum standards. The municipality supports the director in budget planning and in some cases, in cooperation with the Ministry, determines the base salary and decisions to increase staff salaries. The school director, according to the model of countries with advanced education systems, has the responsibility for selecting teachers, discharging them, increasing salaries, budget planning, disciplinary measures, setting rules for admission and assessment of students and the content of subjects. The teacher is responsible for determining the content of the subject, curriculum, assessment rules and textbooks. The School Council is more oriented towards defining curricula, subject content, assessment rules and disciplinary measures. Generally, the school is responsible for the entire learning process. The Ministry and the municipality provide support in more limited aspects such as setting minimum curriculum criteria, base salary criteria, salary increase criteria and budget planning.

- ***Prioritize investment in indoor infrastructure and reading rooms -*** Only 23% of students report that there is room for reading and work in their schools. This figure is extremely low compared to the OECD average, where about 75% of students are provided such an opportunity.

Quality Assurance

Development of a functional quality assurance system in line with international standards

Results:

- Effective quality assurance mechanisms in Kosovo's pre-university education are in place by 2020, based on the division of authorizations between MES, MEDs and schools;
- All schools and municipalities develop and correlate development plans in line with the applicable legislation;
- There are quality assurance capacities at the central, municipal and school level;
- Professionals, policy-makers, parents and wider public have sufficient information on quality assurance in pre-university education;
- National test results are credible and used for policy-making in education;

6.3 Quality of Education

Activities listed within the target are deficient and in some cases irrelevant to achieving the target. Quality management culture should have a coherent system of external and internal assessment. In the context of external assessment, the priority of building a system for student assessment, school assessment and teacher assessment should be listed. Mechanisms of external assessment of students have been built and Kosovo has participated in PISA 2015 and 2018. MES organizes annual external assessment of students through matura and semi-matura tests. In general, there is an institutional system and a practice of external student assessment. There has been a slight improvement in student achievement in matura and the semi-matura tests. In 2015, Kosovo participated for the first time in the International Student Assessment Program (PISA). The results of PISA 2018 were published last year. Based on the comparative analysis of the achievement results in PISA, Kosovo has not made any progress in student achievement compared to four years ago.

2019 Performance Index

Res	Results	%	Level
1	Effective mechanisms for quality assurance in pre-university education are in place by 2020	53%	3.2
2	All schools and municipalities draft and correlate development plans in accordance with the applicable law	42%	2.5
3	There are quality assurance capacities at the central, municipal and school level	42%	2.5
4	Professionals, parents and the general public have information on quality assurance in PUE	47%	2.8
5	The results of national tests are reliable and are used for policy-making in education	62%	3.7
	Total	**49%**	**2.9**

Between 2017-2019, significant progress has been made in some important activities for external and internal aspects of quality assurance. In addition to the adoption of the Law on the Education Inspectorate, the number of quality coordinators at the school level has doubled and the appointment of municipal officials for quality assurance has almost been completed. Also, the external school and teachers assessment has started and it has been piloted in all municipalities of Kosovo. In the dimension of external students assessment, there have been slight improvements in student achievement in the matura test and increased activities for monitoring and transparency in the process. Kosovo has implemented PISA 2018 and piloted the TIMSS test. Salaries for quality coordinators have also been included in the 2019 funding formula.

6.3.1 Quality assurance mechanisms

Outcome 3.1: Effective mechanisms for quality assurance in pre-university education based on the division of powers between MES, MED and school shall be in operation by 2020.

The outcome envisages several activities, including the establishment of an efficient system for school performance assessment, application of quality management cycle in education, strengthening of school bodies to perform quality assurance function, determining the role of MEDs in quality assurance and the establishment of relevant structures for quality assurance in municipalities, functioning of the Education Inspectorate in legal-administrative and pedagogical-professional aspect and the effective use of data from education monitoring for quality assurance at all levels and in all teaching languages.

Law on Education Inspectorate was approved in 2018. Based on legal provisions, Inspectorate of Education is the central executive body for quality assurance directly subordinate to the Minister of Education. Within the framework of quality assurance authorizations, Education Inspectorate is responsible for the general inspection of school institutions - external school performance assessment based on AI 04/2017, work quality inspection and teacher performance assessment for the licensing process under AI 14/2018 for Teacher Performance Assessment and work quality inspection and performance assessment of the school director and deputy director. During the same period, inspectors were appointed for school and teacher performance assessment. In addition to increasing human capacity, the Inspectorate is in the process of approving the Rules of Procedure. During this period, a working group was established and several meetings were held to complete the Administrative Instruction for performance assessment of school directors and deputy directors. Director performance assessment instruments have been piloted in 10 schools.

Administrative Instruction 4/2017 on school performance assessment in pre-university education was approved in 2017. The Instruction defines the school performance assessment framework. Responsibilities of internal and external quality assessment mechanisms were defined. Within the principle of external school assessment, the role of the Education Inspectorate, Municipal Education Directorates and educational institutions were defined. During 2018, the external assessment of schools in all municipalities has continued. The Education Inspectorate has supported schools during the process of compiling self-assessment reports. During this period, the Action Plan for external school assessment was approved according to the School Performance Assessment Framework. In the initial phase, one school was selected for each municipality. In total, external assessment of 28 schools has been carried out during this year. Education inspectors have been trained and activities have been initiated to exchange experiences with other countries. Data from the school assessment process are planned to be published on the quality assurance portal. In the framework of teacher performance assessment, the first phase of performance assessment of 216 teachers from 72 schools of different municipalities of Kosovo has been implemented. Positive performance assessment is linked to the teacher licensing process. Teachers who fail to achieve an adequate degree of assessment will be recommended for further professional assessment and requalification.

29 schools were assessed in 2019. School assessment is based on the Law No. 06/L-046 on the Education Inspectorate in the Republic of Kosovo, AI 4/2017 on Performance Assessment of Educational Institutions of Pre-University Education and Guidelines for External Assessment of School Performance. Reports on the level of performance have been compiled for all assessments carried out. Recommendations for improvement have also been provided in all assessment reports. Due to the small number of inspectors, no re-inspections have been carried out. Schools have difficulty providing evidence, especially recorded evidence with protocol number. The process has run into difficulties due to the small number of inspectors. One part of schools did not complete self-assessment training, so they have difficulty implementing internal assessment process. If the number of inspectors is not increased, it would be difficult to carry out this process according to the dynamics provided by the applicable legislation.

17 inspectors have been trained through the Pedagogical Institute and the Twinning Project for external school assessment. 17 inspectors have been trained through the World Bank project for teachers re-licensing, respectively for the process of Teacher Performance Assessment. Teacher performance assessment is based on the Law No. 06/L-046 on the Education Inspectorate in the Republic of Kosovo and AI 14/2018 on Teacher Performance Assessment. The Inspectorate compiles a report and issues a decision on the level of teacher performance. The division of inspectors into pedagogical inspectors and administrative inspectors has not been done yet. The approval of the Regulation on the organization and internal functioning of the Education Inspectorate is expected to take place. Five (5) education inspectors have been trained to pilot the process of director performance assessment. The approval of the AI for the assessment of school director and deputy director is expected to take place. Training of education inspectors for this process will begin based on the criteria to be set in the AI and instruments (guide) for school directors and deputy directors' performance assessment.

6.3.2 School and municipal development plans

Outcome 3.2: All schools and municipalities draft and correlate development plans in accordance with applicable law

During general inspections, respectively during the performance assessment process of the educational institutions of pre-university education, the Education Inspectorate assesses the implementation of school development plans. It will also review and assess these plans during the performance assessment of directors and deputy directors, after the approval of the AI for this type of assessment. The small number of education inspectors and their engagement in all activities arising from the Law No. 06/L-046 on the Education Inspectorate in the Republic of Kosovo has affected the small number of teachers and schools whose performance has been assessed.

6.3.3 External quality assurance

Outcome 3.3: There are capacities for quality assurance at the central, municipal and school level

The quality assurance system in pre-university education has begun to take the form of advanced education systems. Building of external quality assurance system has gone hand in hand with the participation in international student assessment tests. External school performance assessment started in October 2017, while external teacher performance assessment started in October 2018. In terms of internal quality assurance, majority of municipalities and schools in Kosovo have appointed Quality Coordinators and have started piloting the self-assessment process. Almost all schools in Kosovo are aware of the need for self-assessment, external school and teacher assessment (OECD, 2019).

The process of expanding the capacity for internal and external quality assurance has continued between 2017-2021. Almost all municipalities have appointed Quality Assurance Coordinators. Also, the number of Quality Assurance Coordinators at school level has doubled from 336 schools in 2017 to 645 schools in 2018. Quality Assurance Coordinators have completed training. About 423 have benefited from the training processes organized this year. However, in the process of implementing the quality assurance cycle, the role of Municipal Coordinators and School Coordinators needs to be specified. In addition to the commitment to training of quality assurance officials, training support for quality assurance teams is also required. Positions and activities

of quality assurance at school, municipal and central level should be further clarified and financial capacity should be increased for their functions.

6.3.4 Awareness-raising on quality assurance

Outcome 3.4: Professionals, policymakers, parents and general public have sufficient information on quality assurance in pre-university education

From the comparative analysis, directors and teachers in Kosovo use almost all quality assurance instruments applied in other OECD countries. Even when the instruments are not legal obligations, schools started practicing questionnaires with students by their own initiative. The results of student achievement and teacher effectiveness are mainly monitored. A significant proportion of schools apply a kind of mentoring for teachers even though it is not yet regulated at the national level. While schools monitor and discuss internal quality assurance instruments, their addressing through the planning and management cycle remains limited in the absence of school funding or autonomy.

MES with the support of GIZ and in coordination with development partners has organized a series of activities to promote quality in education. Also, there has been an improvement in the quantitative and financing parameters (inputs) in pre-university education. On the other hand, improvement steps have been noted in the quantitative parameters of quality, such as the classroom-student and teacher-student ratio. This improvement is partly due to declining demographics and decreasing student numbers and additional investment in teaching staff and infrastructure. However, improvements in these parameters have been observed mainly in rural areas and less in urban areas. Pre-university education schools in large urban centers in some cases continue to have an extremely high number of students per classroom. This has resulted due to the movement of population from rural to urban areas. In the future, care should be taken to optimize these parameters and additional investment in infrastructure in urban areas.

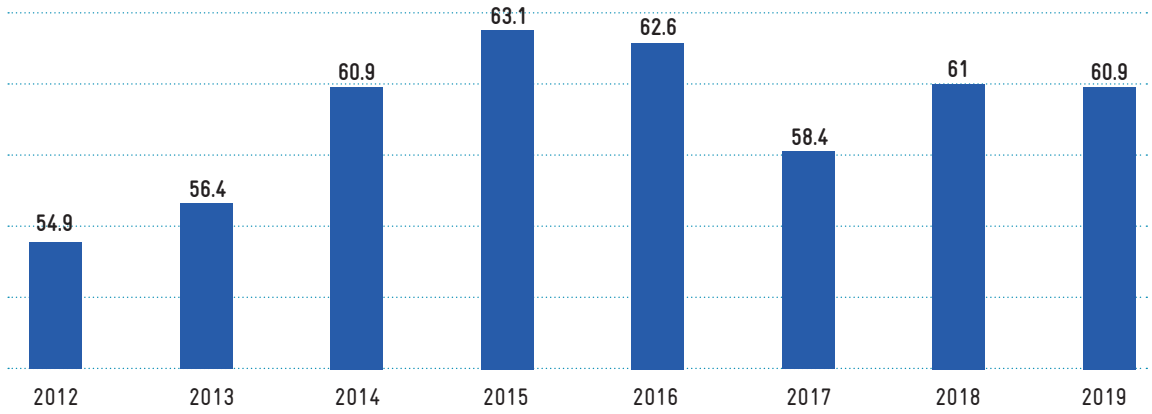
6.3.5 External student assessment

Outcome 3.5: National test results are reliable and used for policy-making in education

As part of the result, several activities are planned, including the revision of the guide for test administration and monitoring, training of test administrators and monitors, ensuring smooth running and transparency of the testing process, establishing a question bank and test analysis after their completion.

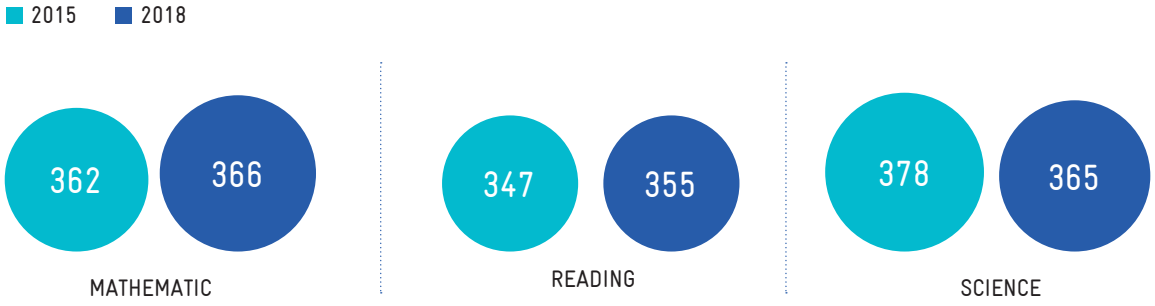
External student assessment mechanisms have been built and Kosovo has participated in PISA 2015-2018. MES organizes annual external student assessment through matura and semi-matura tests. In general, there is an institutional system and a practice of external student assessment. There has been a slight improvement in student achievement in matura and semi-matura tests. Achievement in the Matura test has a positive trend since 2017. In some cases the integrity of the system itself has been disputed due to cheating practices during testing in the past. However, in the past two years (2018-2019), MES has taken additional steps to restore confidence in the assessment system.

Achievement results in Matura Test 2012-2019 - MES 2019



In 2015, Kosovo participated for the first time in the International Student Assessment Program (PISA). The results of PISA 2018 were published last year. Based on the comparative analysis of the achievement results in PISA, Kosovo has not made any progress in student achievement compared to four years ago.

Achievement Results in PISA Test 2015-2018 (OECD, 2019)



15-year-old students continue to have low achievement in math, science and reading compared to the average of the region and OECD countries. In 2018, the results of student achievement in mathematics and reading were minimally better than in 2015, while the results in the science segment have deteriorated.

The following activities started during 2018 within KESIP project: Drafting the National Framework of Kosovo for Student Assessment. Drafting and implementing new logistics procedures and security measures to improve exam administration and reduce negligence, training DCSVL staff and their cooperators on the principles of assessment, question design and test design, and some aspects of statistical analysis and review of already developed blueprints and specification tables. During the same period, the training of DCSVL staff and their cooperators was carried out in the principles of statistical analysis and reporting with special emphasis on calibration of questions. In an effort to improve external student assessment process, technical support has also been provided for test development and piloting questions for a national assessment in grade 12, using IRT and comprehensive reporting procedures. This will include classical analysis and IRT, as well as recommendations for reporting to policymakers and other stakeholders. The relevant staff has also relied on additional analysis and distribution of PISA 2018 test results, as well as support for other international assessments.

6.3.6 Activity implementation matrix

No.	Results	Activity	Status	Level
3.1	Effective mechanisms for quality assurance in Kosovo>s pre-university education, based on the division of powers between MES, MED and school are in place by 2020	3.1.1 Establishment of an efficient system for school performance assessment		3
		3.1.2 Application of quality management cycle in education		3
		3.1.3 Strengthening school bodies (activas and councils) to perform their QA function		3
		3.1.4 Determining the role of MED in QA and setting up relevant QA structures in MED		3
		3.1.5 Functioning of the Inspectorate in the legal-administrative and pedagogical-professional aspect		4
		3.1.6 Effective use of data from education monitoring for quality assurance at all levels and in all learning languages		3
3.2	All schools and municipalities draft and correlate development plans in accordance with the applicable law	3.2.1 Review of procedures and instruments for development planning		3
		3.2.2 Monitoring the implementation of school development plans		2
		3.2.3 Harmonization of municipal plans with school plans according to quality areas, through integrated planning		3
		3.2.4 Promoting the exchange of best practices		2
3.3	There are quality assurance capacities at the central, municipal and school level	3.3.1 Capacity building of the Inspectorate for new responsibilities		3
		3.3.2 Drafting the handbook for school activas with a clear focus on quality development		4
		3.3.3 Training of MED staff, directors and school managerial staff for quality management		3
		3.3.4 Provision of assistance by professional groups at the municipal level		3
		3.3.5 Training of school and municipal representatives on development planning		4
		3.3.6 Establish an Agency for Curriculum, Assessment and Standards (ACAS) in accordance with the Law on Pre-University Education		1

No.	Results	Activity	Status	Level
3.4	Professionals, policymakers, parents and the general public have enough information to ensure quality in pre-university education	3.4.1 Develop a system for reporting national test results		4
		3.4.2 Promoting success and rewarding achievements		2
		3.4.3 Informing parents about various aspects of the curriculum and quality assurance		4
		3.4.4 Promoting public debates about quality in education		3
		3.4.5 Creating a quality assurance portal		1
3.5	The results of national tests are reliable and are used for policy-making in education	3.5.1 Revision of the Guide for test administration and monitoring		4
		3.5.2 Training of test administrators and monitors		4
		3.5.3 Developing a platform for integrating existing information systems and databases for all levels		3
		3.5.4 Ensure regularity and transparency of the testing process		4
		3.5.5 Create a question bank with complete question features		4
		3.5.6 Test analysis after their completion		3

6.3.7 Quality Assurance Indicators

KEY QUALITY INDICATORS 2015-2019

	2015	2016	2017	2018	2019
Teaching conditions					
Primary-lower secondary student-classroom ratio	19.8	19.2	19	18.8	18.4
Upper secondary student-classroom ratio	26.1	26.5	26.6	25.0	23.2
Student – teacher ratio	15.7	15.5	15.2	14.7	14
Primary-lower secondary student-teacher ratio	15.5	15.1	14.6	14.3	14
Upper secondary student-teacher ratio	15.9	16.4	16.4	15.4	14.2
Achievement					
Achievement in PISA test	378	-	-	-	
PISA % poor in mathematics	77.7	-	-	-	
PISA % poor in science	68	-	-	-	
PISA % poor in reading	76.9	-	-	-	
Achievement in Matura Test	54	64.7	58	61	60.9
Achievement in Semi-Matura Test	63.1	62.6	58.4	-	
Achievement in Mother Tongue	64.7	57.5	-	-	
Achievement in English Language	77.9	81.1	-	-	
Achievement in History	59.4	47.4	-	-	
Achievement in Geography	62.3	52.6	-	-	
Achievement in Mathematics	64.9	62.1	-	-	
Achievement in Information Technology	72.9	67.3	-	-	

KEY QUALITY INDICATORS 2015-2019

	2015	2016	2017	2018	2019
Achievement in Physics	66.9	50.7	-	-	
Achievement in Chemistry	64.1	56.9	-	-	
Achievement in Biology	62	61.9	-	-	
Transition rate					
Primary-lower secondary transition rate	98.8	97.8	99.3		-
Lower secondary/upper secondary transition rate	97.2	92.5	96.1		-
Quality in management					
Number of schools with Quality Coordinators	-	336	645	-	-
Number of municipalities with Quality Coordinators		10	29	-	-
Number of trained coordinators		156	645	-	-
Number of assessed schools	-	-	28	60	72
Number of assessed teachers	-	130	216	-	650

6.3.8 Recommendations

- ***Define more accurately the concept of quality assurance in pre-university education*** - Actions have not been accurately differentiated within the Action Plan in the framework of this strategic priority. Based on the analysis of documents, there is no coherent conception of quality and quality assurance in education. A reconceptualization of priority and action is required to differentiate quality as a goal and quality assurance procedures. Priority should be redenominated with the purpose of re-emphasizing the dimension of quality promotion and assurance. Quality assurance within the general management cycle refers to quality assurance at the exit of the system (student outcomes), quality assurance in system inputs (number and qualification of teachers, number of classrooms, textbooks, equipment, etc.) and quality assurance in the process (teaching, learning, administration, etc.).

- ***Define and train stakeholders on roles and responsibilities for external quality assurance*** - The Ministry should systematize the external assessment process by defining responsibilities, roles, consequences and rewards on performance. External assessment should include: external assessment of the system, external assessment of pupils/students, and external assessment of the school/institutions. External assessment is not the ultimate goal. It is mostly used to produce positive changes in performance. It is therefore required to define ex-post steps in cases where stagnation is documented for both municipalities and institutions.

- ***Systematize internal quality assurance procedure in school management*** - school should develop internal quality assurance capacity and policy, define roles and responsibilities and appoint quality assurance official/coordinator. In this context, schools must improve the practice of internal and external quality assurance, school development plans, school financial plans, and plans for meeting staff requirements for professional development. The practice of compiling the annual and periodic self-assessment report should be on the agenda of quality assurance procedure development.

- ***Develop and systematize quality assurance procedure in development and review of curricula and profiles*** - school should develop quality assurance capacity in the process of development and revision of curricula and study fields. This is especially important for upper secondary education. Schools should implement a procedure for reviewing curricula and study fields in collaboration with students, graduates, teachers, industry and public authorities. Schools should benefit from training to develop competency-based curricula and syllabi.

- ***Develop and systematize internal quality assurance procedure in teaching*** - Schools should build capacity and procedures for teaching assessment, potentially teacher assessment by students, qualification data, professional development classes and teacher professional development plan.

- ***Develop and systematize procedure for internal quality assurance in teaching*** - schools should develop capacity and procedure to regularly analyze general and subject student performance data, document stagnation, data on attendance and dropout. Data on students should be processed on a semester and school year basis to document and reflect on potential problems.

- ***Develop and systematize internal quality assurance procedure in school resources*** - Schools should build capacity and procedures for continuous assessment of teaching compatibility and teaching resources including classrooms, libraries, reading premises, practice, textbooks, facility, heating, health and safety. Annual monitoring data can serve the purpose of building the school development plan.

- ***Advance external student assessment capacity -*** Kosovo implements regular standardized national and international tests. In this context, the effort to ensure integrity and reliability of standardized tests is included. Student assessment data should be transparent and readily available to stakeholders. The analysis of student performance results should be done according to subjects, municipalities, schools, genders, income and social situation of students. Kosovo needs to ensure continued participation and reflection on PISA results. The possibility of participating in other standardized international tests should be considered.

- ***Advance the capacity for external assessment of schools and teachers -*** It is a priority to invest in the development of the organizational and human capacity of the Education Inspectorate. The institution should develop the capacity and procedure for external assessment of schools and teachers. Ex post measures should also be specified within the procedure. In advanced countries, schools are subject to periodic external assessment and teacher assessment. Data on external assessment are made public and available to stakeholders.

Teacher Professional Development

Improvement of teaching quality through an effective and sustainable system for teacher training and professional development

Results:

- A stable system of teacher professional development is built in order to implement educational reform
- Teacher performance assessment process is carried out
- Teacher licensing system is fully operational
- Quality preparation of teachers before service is ensured

6.4 Teacher Professional Development

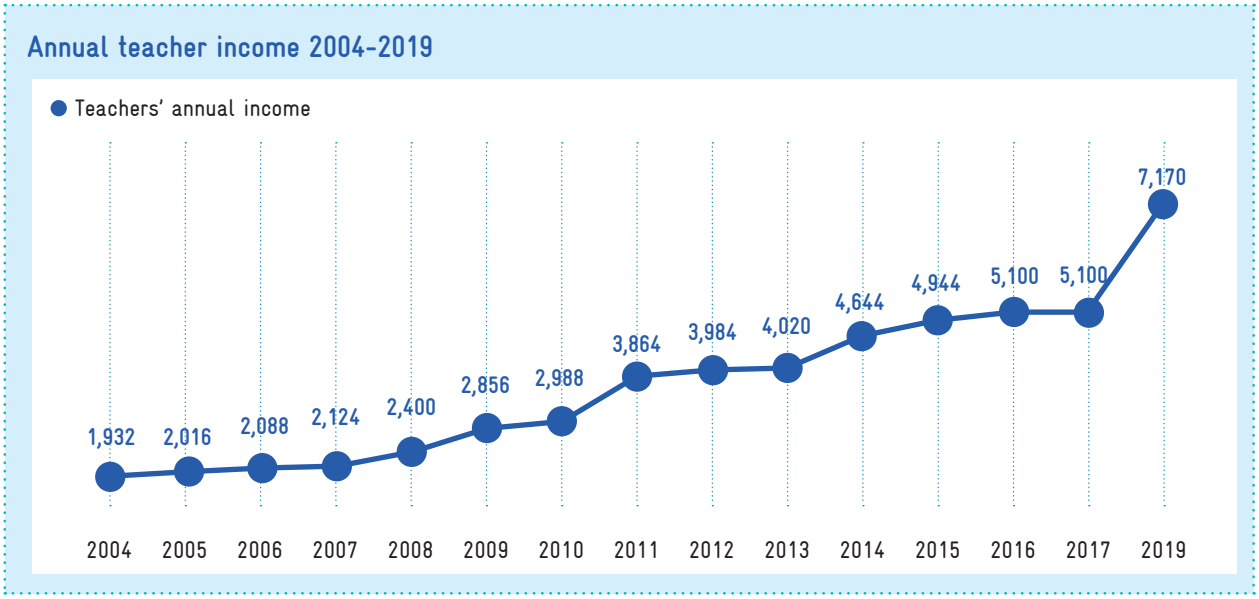
Legal basis for the process of performance assessment, teacher licensing and professional development programs has been reviewed within the strategic objective for teacher professional development. About 25% of teachers have participated in professional development activities. However, the trend of including teachers in on-the-job training activities is declining. During 2017-2021, a teacher development system was built and the performance assessment process of about 650 teachers (TPA) started. Important steps have also been taken in the operationalization of the teacher licensing system and pre-service training programs. However, teacher performance assessment process, although it has started, continues to lag behind the planned timeframe.

Teacher Professional Development – 2019 Performance Index

Res	Description	%	Level
1	A stable system of teacher professional development is built	47%	2.8
2	Teacher performance assessment process is carried out	52%	3.1
3	Teacher licensing system is fully operational	50%	3
4	Quality preparation of teachers before service is ensured	50%	3
	Total	**50%**	**3**

The quality of teachers is a key factor in student achievement and quality of pre-university education. Under the Law on Public Sector Wages (2019), salaries for teachers of all educational levels have been increased. However, even the recent reform in teacher salaries was linear and does not provide additional funding to encourage the performance of teachers demonstrating excellence. Teacher compensation schemes continue to be based on pre-service qualifications. Increased teacher compensation should also be based on performance during service and work experience. Decisions to increase compensation are not related to the teacher promotion process.

Teacher salary is above the level of annual income per capita, a practice comparable to advanced countries and above the regional average. Kosovo has a relatively lower rate of teacher engagement compared to other OECD countries. Teachers in Kosovo have an average annual engagement rate of about 539 classes or over 100 class hours less than the OECD average. The teaching class hours rate is particularly low in primary and lower secondary education (about 403 class hours). Teachers in Kosovo have a very limited degree of engagement in helping students with tasks. They apply infrequent student assessments on average once a semester compared to the continuous assessment (3-5 times) performed in advanced countries.



The legal basis on teacher competencies and performance assessment has been reviewed and approved. A limited number of teachers have undergone the external assessment process, but there is still no feedback that would be used for improvement. The process of monitoring and mentoring teachers in schools is still difficult. In many cases, there are difficulties in clearly defining responsibilities between directors, quality coordinators, municipality and the Education Inspectorate.

Teacher professional development continues to be dominated by training and workshops related to accredited programs, recognized by MES for the licensing system. This may have affected the limitation of the development of school-based professional development system. Understanding teacher professional development still remains limited to the types and hours of training organized by development partners or local organizations. Training may not always be related to the school's top priorities, especially the implementation of the new curriculum, quality assurance or assessment based on learning outcomes (KPI, 2019).

The teaching staff in Kosovo has remained largely the same in number. Kosovo has about 23,300 teachers. In recent years, there has been a growing trend for female dominance in teaching. In 2014, there was a gender balance in the teaching staff, while in 2019 the difference was around 3000 in favor of female teachers. However, the female teaching staff is mostly dominant at the preschool level (99%). The share of female teachers begins to fall in percentage at higher levels of education with 53.4% in the primary/lower secondary level (ISCED 1, 2) respectively 38.2% in the upper secondary level (ISCED 3).

The average age of teachers in Kosovo is about 43. Most of them have more than 10 years of teaching experience. The number of those with more limited experience is about 8%. The number of teachers who will retire in the next 5 years is about 3,400 or about 670 on an annual basis. Students enrolled in the Faculties of Education in public universities are mostly female and this is expected to significantly affect the gender balance. The number of students per teacher in 2019 was about 14.1. In the past years, there has been a significant decrease in the number of students due to the decrease in the birth rate in Kosovo. Kosovo has a similar proportion of teachers per student to the advanced OECD countries. However, the teaching staff has not been distributed in a balanced way. A number of rural municipalities such as Kamenica and Dragash have a very high number of teachers in relation to students. Other municipalities such as Gjilan and Gjakova have a much bigger number of teachers than other urban municipalities such as Pristina, Ferizaj or Mitrovica. The number of teachers in Fushe Kosove, Skenderaj, Gllogovc and Vushtrri is small for the number of students.

6.4.1 Building a professional development system

Outcome 4.1. Build a sustainable system for teacher professional development in order to implement educational reform

Within the framework of the outcome, a wide list of activities was envisaged which is related to: reviewing, drafting and approving teacher professional development documents, building of mechanisms at school level for professional development, drafting of the national framework for professional development, drafting of the annual plan and mid-term expenditure framework for financing professional development, assigning professional teams at the municipal level for professional development, designing training programs according to priorities, supervision and assessment of teacher training, supporting professional centers and developing literature and guidelines for professional development.

During the period of 2017-2019, the Administrative Instruction for the Time Allotment of the Teaching Staff in General Schools (AI 10/2018) has been revised. The purpose of the Administrative Instruction is to define the teaching time allotment of teachers at the primary, lower secondary, upper secondary, vocational education and special education. According to the teaching time allotment, teachers› workload is 20 class hours on a weekly basis and distributed in 30-32 teaching weeks. According to the teaching time allotment, teachers should spend about 640 teaching class hours a year. However, the real teaching time allotment in primary and lower secondary schools is about 12.7 class hours of teaching per week or about 408 class hours per year. The weekly teaching load in upper secondary schools is about 22.2 hours per week or 691 per year.

Table: Comparison of teaching workload in OECD countries

	Kosovo	Albania	Slovenia	Estonia	OECD
Primary/lower secondary workload	408	M	665	601	687
Upper secondary workload	691	M	604	591	619
Average workload	539	M	635	600	654

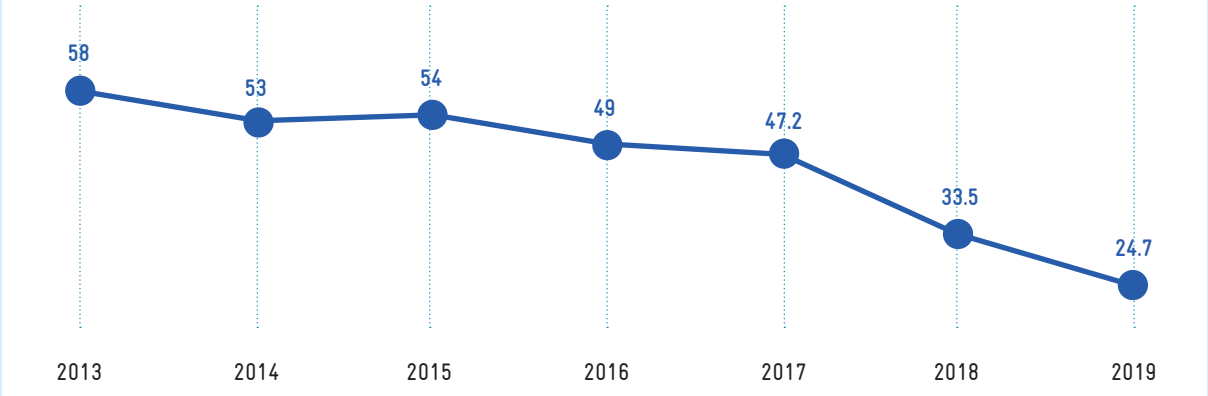
Source: OECD / Data for Kosovo are calculated by calculating the number of class hours according to the curriculum, the number of educational institutions and teaching weeks. The same is divided by the number of teachers per level.

In general, teachers in Kosovo have an engagement of about 539 class hours per year or about 110 class hours less than the OECD average. The working hours for an ordinary teacher are extremely short and without any significant involvement in helping students. The percentage of students who have received assistance in tasks is about 23%. According to the Administrative Instruction on the Teaching Time Allotment of Teachers, the minimum degree of qualification to be entitled to teach is 4-year university education or master's degree for those with university education. The Instruction provides for a transitional period until 2020/2021.

On the other hand, the comparative analysis of the factors that determine the achievement of students in PISA shows a strong correlation between the qualification and professional development of teachers with achievement. Kosovo, on average, provides much lesser number of training hours than other advanced OECD countries. The rate of teacher inclusion in professional development has been steadily declining since 2015. The rate of teacher inclusion in professional development in 2019 was 24.7% of the total number of teachers.

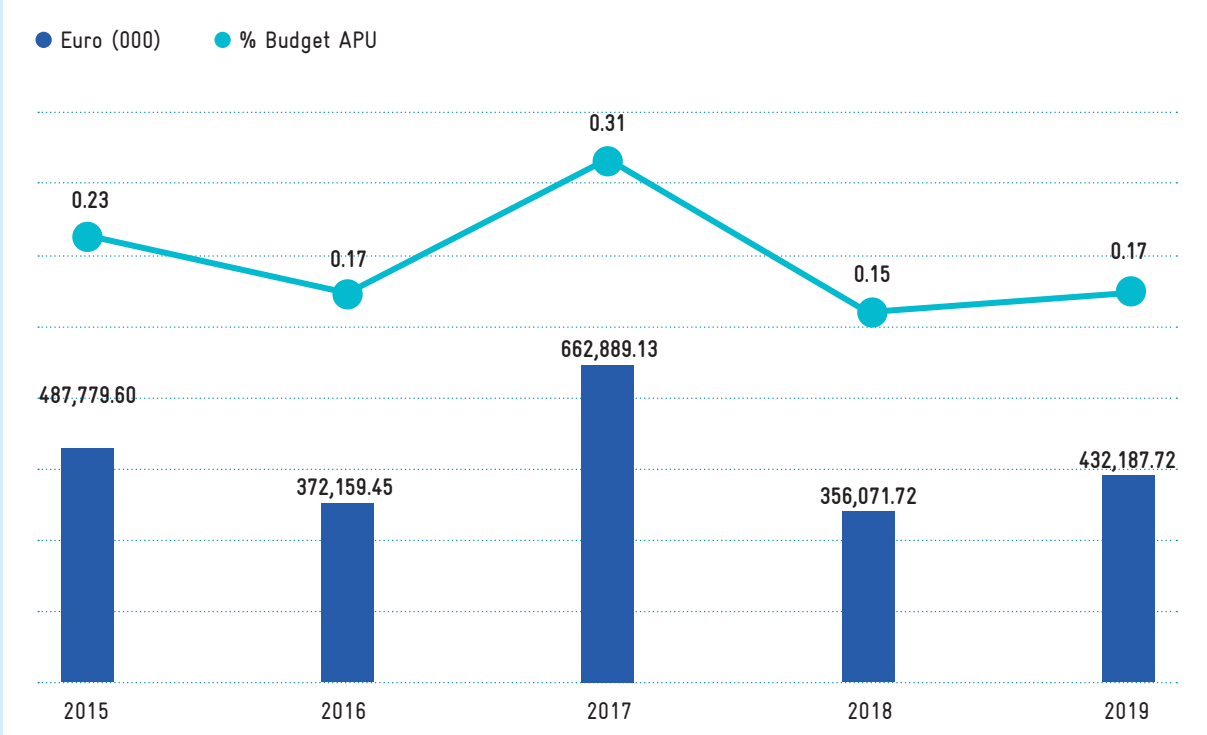
This rate is significantly lower than in countries with advanced education systems. The rate of inclusion in professional development has been steadily declining since 2015. The decline in inclusion has been due to decreased spending in professional development and failure to setup a sustainable funding model.

Teacher rate who have attanede training in % / CPD 2013-2019 (MES, 2019)



In 2019, MES expenditures for Teacher Professional Development were about 432,187 euros or about 0.17% of the total expenditures in pre-university education. There was a slight increase in funding compared to 2018, but it still remains small compared to the TPD expenditures in 2017. Spending on central and municipal level for TPD should be gradually increased and approximated to good practice in advanced countries (1%).

Expenditures in professional development in Euro and in % of expenditures in Pre-university Education 2015-2019



In recent years, there has been a growing trend of female dominance in the teaching profession, mainly at the preschool, primary and lower secondary level. This has also resulted due to the tendency of admitting mainly women in the educational programs of public institutions (about 95% women). Kosovo does not apply a state exam for the teaching profession and does not sanction the need for professional practice before employment. Kosovo has started the teacher performance assessment process. However, the impact of the process is not evident as long as it is not related to the promotion system and salary level.

MES has approved the Strategic Framework for Teacher Development in Kosovo in 2017. Although it was part of the annual work plan for 2019, the process of reviewing the Administrative Instruction for Professional Development Financing and development of the Administrative Instruction for Pedagogue Licensing has not been finalized yet. Two other important documents are in the finalization process - Administrative Instruction for School-Based Professional Development and program for initial teachers/inductive phase.

6.4.2 Teacher performance assessment

Outcome 4.2: Implement teacher performance assessment process

Teacher performance assessment is based on the requirements of the Strategic Teacher Development Framework. During the period of 2017-2019, Law No. 06/L-046 on the Education Inspectorate in the Republic of Kosovo was approved. Based on legal provisions, the Education Inspectorate is the central executive body for quality assurance directly subordinated to the Minister of Education. Within the

framework of quality assurance authorizations, the institution is responsible for general inspection of school institutions - external assessment of school performance based on AI 04/2017, quality work inspection and assessment of teacher performance for the licensing process according to AI 14/2018 on Teacher Performance Assessment and quality work inspection and performance assessment of the school director and deputy director.

In the same period of time, inspectors were appointed for school performance and teacher performance assessment. The Education Inspectorate has trained 21 education inspectors on teacher performance assessment and use of assessment tools. Insufficient number of inspectors to carry out this process has affected the lack of implementation of the plan within the set deadlines. In 2019, before the commencement of the second phase of the teacher performance assessment process, the Education Inspectorate held meetings with the management and teachers of the respective school, informing them of the TPA process. It also organizes meetings with the director and teachers who meet the criteria to undergo the TPA process, in which case the attendees are informed about the work and tasks they have, deadlines for their implementation, and all issues related to this process. Small number of teachers who meet the criteria to undergo this process and their distribution in many schools has made it impossible for the Education Inspectorate to organize trainings with large groups of schools. Also, frequent staff changes in MEDs, frequent changes in school management and the position of acting director, have affected this process to take place according to the afore-mentioned procedures.

During 2018, at the national level, 29 schools underwent external performance assessment process, while 216 teachers involved in the First Phase of the TPA underwent teacher performance assessment process. All of these teachers have successfully completed internal assessment process based on the TPA process, of whom 107 teachers' classes observed by the education inspector have been assessed. In addition to increasing human capacity, by 2019, the external assessment included 72 schools and 650 teachers. The Education Inspectorate is in the process of approving the Rules of Procedure. During this period, a working group was established and held several meetings to conclude the preparation of the administrative instruction for performance assessment of school directors and deputy directors. Performance assessment tools for directors have been piloted in 10 schools. During the field experience with the TPA process during 2018-2019, it is considered necessary to review the IA 14/2018 for Teacher Performance Assessment (reduce TPA documentation).

6.4.3 Teacher licensing

Outcome 4.3: Complete operationalization of the teacher licensing system

As part of the outcome, several activities necessary to achieve the goals are listed. This includes finalizing documents for teacher performance assessment, designing a framework for definition of teacher competencies according to the licensing scheme, training inspectors and assessors to use performance assessment tools, training of school management for teacher assessment; organizing informative meetings with teachers, engagement of the expert team for assessment and assessment process data are to be used for policy-making by MES and MED.

Teacher licensing and promotion is done through the Performance Assessment process. The assessment process is combined between the internal assessment by the school supervisor and the external assessment carried out by the Education Inspectorate. The renewal of the career teacher's license is done on a five-year basis and is conditioned by the completion of the rate of 100 hours of professional training during the previous period. The number of hours of professional development for promotion to higher levels is conditioned by

the completion of between 200-450 hours of professional development. According to the Administrative Instruction, the licensing and promotion process is followed by the differentiation of teacher salaries or an increase in the case of promotion. Funding modalities will be regulated by a special regulation.

During 2017-2019, the Administrative Instruction for Licensing of Career Teachers - AI 5/2017 has been reviewed. In 2018, the State Council for Teacher Licensing has decided on the promotion of 500 pedagogy teachers engaged in early childhood. The Instruction regulates the system of teacher licensing and professional development, determines the stakeholders for licensing and teacher professional development and determines the application criteria for licensing. The new regulation defines four types of regular licenses: licenses for career teachers, licenses for advanced teachers, licenses for mentor teachers, and licenses for deserving teachers. Teacher qualification before the service, higher education programs for teacher qualification and on-the-job professional development, should be related to the Strategic Framework for Teacher Development in Kosovo.

Project for teacher performance assessment has been initiated in general. However, the project is still in the early stages of implementation. The launch of the performance assessment process has been preceded by several other activities such as the revision of the Administrative Instruction on Performance Assessment, the drafting of the Law on Education Inspectorate and the development of the Strategic Framework for Teacher Development. Other activities envisaged in the framework of the outcome should be postponed for the following year because they are built on the assumption that the performance assessment process has been completed. Reports are prepared for teachers assessed during the re-licensing process and a decision is made on the level of his/her performance. In addition to the teacher, these reports and decisions are also sent to the school and MED. These data are also used by MES/EI. There is no official MES address where a copy of the final report and decision on the level of performance should be sent.

6.4.4 Activity implementation matrix

No.	Results	Activities	Status	%
4.1	A stable system of teacher professional development is built in order to implement educational reform.	4.1.1 Review, drafting and approval of documents for TPD		3
		4.1.2 Building school-level mechanisms for identifying the needs for TPD		2
		4.1.3 Development of a national TPD framework based on identified needs and priorities		5
		4.1.4 Drafting the annual plan and MTEF plan for TPD funding		2
		4.1.5 Engagement of professional expert teams at the municipal level		3
		4.1.6 Promoting the development of training programs according to priorities (for KCF, subject methodology, inclusive education, ICT, integrated learning, etc.)		3
		4.1.7 Building a sustainable financing mechanism for TPD		2
		4.1.8 Supervision and assessment of the implementation of TPD programs		2
		4.1.9 Promoting the development of TPD programs for non-educational profiles		4
		4.1.10 Organization of trainings for teachers at central and municipal level (for the implementation of KCF, inclusion, ICT, teaching methodology, programs according to subject areas, programs for marginalized groups, performance assessment, mentoring, registrar preparation, development of IEP, and other)		3
		4.1.11 Organization of TPD activities at school according to the needs of the school and in accordance with the long-term framework for professional development		2
		4.1.12 Organizing trainings for the implementation of sectoral core curricula and VET profile frameworks		3
		4.1.13 Support of professional development centers at the municipal level		3
		4.1.14 Provision of materials/literature for TPD		3
		4.1.15 Supporting cooperation at the regional level and beyond		2

No.	Results	Activities	Status	%
4.2	Teacher performance assessment process is carried out	4.2.1 Finalization of documents for teacher performance assessment		4
		4.2.2 Conducting performance-based teacher licensing and promotion scheme that defines key competencies for each type of license in the existing scheme and their relevance to the payroll system		2
		4.2.3 Capacity building of inspectors and performance assessors		3
		4.2.4 Building school capacity (director, professional associates, teachers) for performance assessment		3
		4.2.5 Development of an introductory program for new teachers and other planned activities in order to improve and institutionalize teacher performance assessment and teacher professional development		3
		4.2.6 Drafting the performance assessment action plan		4
		4.2.7 Organizing the performance assessment process		3
		4.2.8 Supervising and assessing the implementation of the performance assessment action plan		3
		4.2.9 Use of data from the performance assessment process for policy-making and prioritization for TPD at the national level		3
4.3	Teacher licensing system is fully operational	4.3.1 Drafting the Action Plan for the implementation of the licensing process		4
		4.3.2 Cooperation with institutions responsible for providing financial resources for the teacher licensing process (MoF, MPA, Assembly of Kosovo)		2
		4.3.3 Informing teachers about the licensing system		4
		4.3.4 Implementation of the promotion process and harmonization with the payroll system		1
		4.3.5 Organizing the licensing process for junior teachers		4
		4.3.6 Supervision and evaluation of the implementation of the Action Plan for teacher licensing		3
4.4	Quality preparation of teachers before service is ensured	4.4.1 Determining student admission standards in educational faculties		4
		4.4.2 Harmonization of FE programs with MES policies		4
		4.4.3 Capacity building of FE capacities for the development and implementation of programs according to KCF		3
		4.4.4 Organizing research by FE staff regarding the implementation of the KCF, methodologies, inclusion, etc.		2

6.4.5 Performance indicators

KEY QUALITY INDICATORS 2015-2017

	2015	2016	2017	2018	2019
Teaching conditions (public)					
Student-teacher ratio in PUE	15.7	15.5	15.2	14.7	14.1
Student-teacher ratio in primary/lower secondary education	15.5	15.1	14.6	14.3	14
Student-teacher ratio in upper secondary education	15.9	16.4	16.4	15.4	14.1
Number of teachers by gender (public)					
Number of teachers	23,366	23,202	23,281	23,262	23,234
Number of female teachers	11,925	12,011	12,498	13,761	13,165
Number of male teachers	11,441	11,191	10,783	10,489	10,069
Gender Parity Index	1.04	1.07	1.15	1.31	1.31
Number of teachers according to pre-university education levels ISCED (public)					
Number of pre-school teachers	528	535	537	548	553
Number of primary/lower secondary teachers	17,563	17,410	17,464	17,453	17,426
Number of upper secondary teachers	5,275	5,257	5,280	5,261	5,255
Teachers' age (public)					
Teachers % under 30	13.65	-	-	8.43	12.7
Teachers % age 30-39	24.84	-	-	27.56	28.4
Teachers % age 40-49	21.18	-	-	20.24	20.1
Teachers % age 50-59	27.14	-	-	26.54	24.6
Teachers % over 60	13.18	-	-	17.24	14.2

KEY QUALITY INDICATORS 2015-2017

	2015	2016	2017	2018	2019
Inclusion in professional development (public)					
Inclusion rate in professional development	54	49	47.2	33.5	24.7
Annual training hours					
Quality in teaching					
Number of assessed teachers	-	-	131	216	650
Expenditures in professional development in Euro	487,779	372,159	662,889	356,071	432,187

Source: MES/EMIS (2019)

6.4.6 Recommendations

- ***Të avancohet procesi dhe procedura e regjistrimit të individualizuar të zhvillimit profesional - Advance the process and procedure for individualized registration of professional development -*** Kosovo provides comparatively less hours of teacher training and professional development compared to advanced OECD countries. In econometric and linear regression analysis, high correlation and variability have been documented in terms of student achievement rate between countries that (do not) invest in professional development. The funding rate for teacher professional development is about 0.17% of the total budget in pre-university education. This is less than 0.3 of TPA spending in 2017. Allocation of about 432,137 euros in 2019 is still only 35% of the funding level of 2011. The decrease in the investment rate may have affected the reduction of the inclusion rate and the average number of hours spent in professional development.

- ***Advance the system and quality of professional development programs -*** Increasing the inclusion rate of teachers in professional development and providing training is not necessarily a direct contribution to student achievement. In addition to increasing the inclusion rate, it is required to ensure that they are qualitative and appropriate for teacher's profile. MES has completed the legal framework for systematizing the process of teacher professional development. These developments have provided significant clarification on the division of responsibilities of stakeholders in the process. However, the degree of financial contribution from municipalities to this priority still remains insignificant. It is important to work with regional public universities to establish teacher research and development centers.

- ***Define policy and system for performance-based salary increase -*** Increasing teachers' salaries should be based on in-service performance. Kosovo has made significant steps in improving living standard and teacher compensation. The average annual income of the teaching staff significantly exceeds the average per capita income. These steps are taken linearly for all teachers. Little effort has been made to differentiate teaching staff according to performance parameters. Over the past year, legal basis on teacher competencies and performance assessment has been reviewed and approved. A pilot project with limited inclusion is almost complete. Increased compensation should be based on the in-service teacher performance. Decisions to increase compensation should be based on the performance assessment and promotion process. Linear increase in teachers' salaries should be avoided. The increase in salaries indexed according to the level of economic growth should be followed by efforts to increase teacher's work rate. Kosovo has a relatively lower rate of teacher engagement compared to other OECD countries.

- ***Increase criteria for admission to teacher qualification programs in favor of attracting best students in the profession -*** It has been documented that there is a strong correlation between the level of teacher qualification and student achievement. Kosovo should make efforts to eliminate the practice of engaging teachers who are not specialized in teaching. A special attention is required in empowering institutions and teacher training programs before service. The current rate of student admission to the Faculties of Education is much higher than the demand for teachers in the market. Kosovo has regular retirement rate of about 650-700 teachers per year. Annual study positions should be limited to about 1000 students. Application of higher criteria in the admission process is required.

- ***Systematize support and training for teachers in working with students beyond theoretical instruction -*** Only a small proportion of students report to have received help from teachers in completing homework. According to the OECD (2019), this constitutes the lowest rate in OECD and partner countries. In OECD countries, about 70% of students report being helped by their teachers.

- ***Organize a state exam for teaching profession -*** In most OECD countries, teachers are subject to the national exam for entering the profession. This state exam is organized after the completion of the 5-7 year cycle of studies on the profession and tests the degree of achievement of competencies. The state exam certificate is a prerequisite for applying for teaching.

- ***Sanction the need for professional teaching practice as a precondition for entering the teaching profession -*** In most OECD countries, teachers must undergo professional practice. In some cases professional practice is an integral part of the study curriculum. Usually the last year of study (60 ECTS) is dedicated to completing the professional practice. Professional practice is mandatory and must be completed in one of the schools that provide teacher specialization profile.

Teaching and Learning

Advancing learning through quality teaching, implementing competency-based curriculum and using high-quality teaching resources

Results

- The competency-based curricula is implemented in all schools and pre-university education levels in Kosovo
- Textbooks and other teaching materials are developed for all grades and subjects
- All schools are equipped with ICT equipment and other teaching aids necessary for successful implementation of the new curriculum

6.5 Teaching and Learning

Several activities related to the implementation of the new curriculum, textbooks and teaching aids are envisaged within this target. The objective is to implement the new curriculum, train teachers, design new textbooks, design new teaching and learning materials, design curricula for communities, design new assessment instruments and provide adequate teaching aids. The process of implementing the curriculum has faced several challenges that are mainly related to difficulties in implementing the new competency-based curriculum, difficulties in linking the ongoing assessment process based on achievement of competencies, lack of adequate funding, lack of adequate textbooks, and lack of infrastructure. Despite orientations in this document for the development of new textbooks for the first grades of educational levels will be done during the 2016/2017school year, such a thing has not been achieved.

Performance index 2019

Res	Result	%	Level
1	The competency-based curricula is implemented in all schools and pre-university education levels in Kosovo	60%	3.6
2	Textbooks and other teaching materials are developed for all grades and subjects	50%	3
3	All schools are equipped with ICT equipment and other teaching aids	30%	1.8
	Total	**47%**	**2.8**

The education system has low access to information and communication technology and modern technology has not yet been adequately integrated into the curriculum, teaching and management of the education system. Improving quality at all levels is conditioned by the ability of teachers and students to master modern teaching aids and technology. Kosovo has not seen any improvement in school access to teaching aids and reading premises.

6.5.1 Implementation of the new curricula

Outcome 5.1 The competency-based curriculum is applied in all schools and levels of pre-university education in Kosovo

A series of activities are envisaged to meet the outcome, such as: development of subject curricula/new teaching programs for specific grades, development of teacher training programs of all schools for the implementation of new curricula for subject and grade, drafting training programs and materials for the education system administrator, development of promotional materials for informing parents and monitoring the implementation of the new curriculum from the school, municipality and central level.

After reviewing the curriculum framework of pre-university education and core curricula for the three formal levels of pre-university education in 2016, MES has decided that the implementation of the new curricula in all schools of the Republic of Kosovo shall start from the new school year of 2017/18, with the preparatory grade in grade one, grade six and grade ten. During 2018, MES has drafted new curricula for grades 2, 7, 11 which are being implemented in all schools in Kosovo in the 2018/2019 school year. MES has also prepared draft curricula for the Albanian language for students from communities of grades 3, 6, 10. In cooperation with the Albanian Institute for Educational Development, the draft Curriculum Framework for the Diaspora has been compiled. Budget constraints have made it impossible to publish printed documents of new programs. Also, curricula for grades 0, 1, 2, 6, 7, 10, 11 have not been translated into Serbian, Turkish and Bosnian languages.

Curricula/syllabi for all subjects for grades 3, 8, 12 were reviewed and finalized in 2019. Also, draft curricula/syllabi for all subjects were drafted for grades 4, 9. Curricula/syllabi for the subject of Albanian language for non-Albanian communities for grades 3, 4, 6, 7, 10 and 11 were completed during this period.

Development and revision of the Curriculum Level 1-3 by grades 2016-2019

		2016	2017	2018	2019
ISCED 1 Primary School	Grade 1	+			
	Grade 2		+		
	Grade 3			++	
	Grade 4				+
	Grade 5				
ISCED 2 Lower Secondary School	Grade 6	+			
	Grade 7		+		
	Grade 8			++	
	Grade 9				+
ISCED 3 Upper Secondary School	Grade 10	+			
	Grade 11	+	+		
	Grade 12			++	

Regarding teacher training activity, trainings were organized during 2018 for about 31.76% of teachers on the curriculum framework, core curriculum and new syllabi. The preparation of portfolios according to the training program has enabled a better preparation in the implementation of the curriculum in practice. Also, physical and electronic files have been compiled and a closer cooperation between schools, teachers and field coordinators has been promoted.

The curriculum implementation process has encountered several challenges that are mainly related to difficulties in implementing the new competency-based curriculum, difficulties in linking the ongoing assessment process based on achievement of competencies, lack of adequate funding, lack of adequate school textbooks and lack of infrastructure. MES has developed guidelines and organized a series of training for the implementation of competency-based teaching and assessment, but teachers continue to prefer more on-the-job guidance (KPI, 2019).

6.5.2 Textbooks and teaching materials

Outcome 5.2: Develop textbooks and other teaching materials for all grades and subjects

The framework of the outcome envisages the definition of the process of drafting new textbooks, preparation of textbooks for all subjects and for all grades in general education and training of teachers for the development and use of electronic materials. The Council of Experts for School Programs and Textbooks - CESPT has been established. Draft Regulation on Duties, Obligations and Responsibilities for All CESPT members (Council of Experts for School Programs and Texts) and the draft work plan for the development of new textbooks has been developed.

During 2018, MES has announced a competition for new textbooks for preparatory grades 1, 6, 10 and grades 2, 7, 11. The institution is in the process of determining, distributing manuscripts to reviewers for textbook evaluation for the preparatory grade and has provided new textbooks for foreign languages. Lack of textbooks continues to challenge the process of implementing new programs. Teaching aids and student assessment system should be adapted to the new curriculum. In 2019, new textbooks for the preparatory grade, grades 1, 2, 6, 7, 10, 11, have been published and approved by the MES. The new textbooks have been distributed in all schools in Kosovo; these textbooks are being piloted during the 2019/2020 school year. Textbooks for foreign languages such as: English (preparatory grade 1, 2, 6, 7, 10, 11), German (grade 6, 7, 10, 11) and French (6, 7, 10, 11) have been taken from foreign publishing houses.

The textbook on chemistry for grade 7 did not pass the review by reviewers. The competition has been announced for the new textbooks for grades 3, 8, 12 and for the new textbooks which did not receive the evaluation from the reviewers. New textbooks which are being piloted by teachers should be evaluated, those textbooks should be evaluated by professional groups to prove the connection with the requirements of curricular documents, scientific facts, content, information, etc.

Lack of sufficient and adequate textbooks for the new curriculum continues to be one of the main challenges in education. Based on OECD (2019) data on achievement analysis in PISA 2018, Kosovo is ranked as one of the countries with the lowest satisfaction of directors, teachers and students with textbooks. The publication of new textbooks and staring to use them has raised debates about their quality. ***If we compare the dynamics of the main parameters in the implementation of the curriculum between 2014-2018, Kosovo has not noticed any improvement in providing schools with digital equipment, reading premises, in the approach of teachers in relation to student tasks or textbooks.***

Table: Comparison of parameters % in curriculum implementation in OECD and partner countries 2015-2018

	Kosovo 2015	Kosovo 2018	OECD
School provides adequate textbooks/equipment	14.2	18.9	70.6
School provides computer access	14	14	81
% of computers with internet access	29.2	27.9	97.8
School provides reading premises	19	24.2	73.2
Teacher helps with homework	48.7	42.2	59.8

Source: OECD 2015-2019

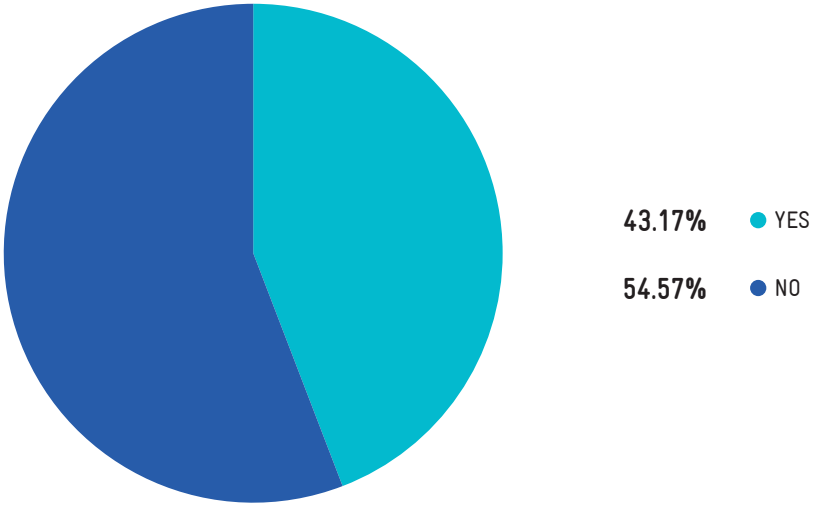
6.5.3 Teaching aids and ICT

Outcome 5.3: All schools are equipped with ICT tools and other teaching aids needed for successful implementation of the new curriculum

Kosovo's infrastructure investment policy is mainly focused on building school facilities.

The education system has low access to information and communication technology and modern technology has not yet been adequately integrated into the curriculum, teaching and management of the education system. Improving quality at all levels is conditioned by the ability of teachers and students to master modern teaching aids and technology. No significant progress has been made in equipping schools with digital equipment. Their access to computers is extremely low compared to advanced countries. Students in most cases do not receive help in homework from teachers beyond class.

Did you attend any training on using ICT in teaching (OECD, 2019)



Special attention should be paid to investments in communication and information technology, both in administration and in teaching/learning. Kosovo has a relatively low level of ICT integration in teaching. In OECD countries, almost all classrooms are equipped with projectors and smart boards.

6.5.4 Activity implementation matrix

No.	Result	Activities	Status	%
5.1	The competency-based curriculum is implemented in all schools and pre-university education levels in Kosovo	5.1.1. Development of curricula and syllabi according to grade and subject		4
		5.1.2. Development of training programs and supplementary training materials		4
		5.1.3. Training of teachers from all schools for the implementation of the new curriculum		3
		5.1.4. Training for directors, municipal education officials and inspectors for the implementation of the new curriculum		4
		5.1.5. Informing parents about the implementation of the new curriculum and continuous consultations with them		3
		5.1.6. Systematic monitoring of the implementation of the new curriculum by the school, municipal and central level		3
		5.1.7. Continuous review of the new curriculum		4
		5.1.8. Organizing assessment for curricular levels		4
5.2	Textbooks and other teaching materials are developed for all grades and subjects	5.2.1. Defining the process of drafting new textbooks		4
		5.2.2. Development of textbooks for all subjects and for all grades in general education		3
		5.2.3. Teacher training for the development and use of electronic materials		2
5.3	All schools are equipped with ICT equipment and other teaching aids necessary for successful implementation of the new curriculum	5.3.1. Provide broadband Internet access for all schools		3
		5.3.2. Provide schools with computers and ICT infrastructure and other necessary equipment		2
		5.3.3. Drafting plans for maintenance and updating of ICT equipment		1
		5.3.4. Promoting the use of personal ICT equipment		2
		5.3.5. Subsidizing laptops for teachers		1
		5.3.6. Providing schools with necessary teaching aids for the implementation of the new curriculum		2

6.5.5 Performance indicators

KEY QUALITY INDICATORS 2015-2018

	2015	2016	2017	2018	2019
Number of students in vocational education					
Annual workload in primary education (average)	-	-	-	530	-
Weekly workload in primary education (45 min)	-	-	-	21-24	-
Annual workload in lower secondary education (average)	-	-	-	714	-
Weekly workload in lower secondary education (45 min)	-	-	-	29-30	-
Weekly workload in upper secondary education (average)	-	-	-	720	-
Weekly workload in upper secondary education (45 min)	-	-	-	30-32	-
Weekly hours spent on study by subject					
Languages and communication (average)	-	-	-	8	-
Arts (average)	-	-	-	2	-
Mathematics (average)	-	-	-	4	-
Natural sciences (average)	-	-	-	6	-
Society and environment (average)	-	-	-	5	-
Physical education, sports and health (average)	-	-	-	2	-
Life and work (average)	-	-	-	2	-
Elective (average)	-	-	-	1	-

KEY QUALITY INDICATORS 2015-2018

	2015	2016	2017	2018	2019
Satisfaction with school equipment and materials					
Satisfaction with equipment and textbooks	-	14.2	-	-	18.9
Student – computer ratio	-	0.14	-	-	0.14
Schools % providing reading space	-	19	-	-	24.2
Number of schools with libraries	-	-	-	111	
Expenditures in teaching and learning					
Expenditures on ICT in million €					
Expenditures on curriculum in million €					
Expenditures on curriculum as % pre-university expenditures					

6.5.6 Recommendations

- ***Advance efforts and resources for implementation of the new curriculum in all schools and levels*** - The implementation of the new curriculum has started in all schools in Kosovo. This came after a relatively long period of preparation and piloting. Curriculum implies a considerable change in the educational paradigm by placing emphasis on student competencies. However, successful implementation of the curriculum depends on administrative, human and infrastructural capacity. Structurally, students will be able to acquire all the necessary knowledge, skills and competencies. However, this also depends on the weight and distribution rates of classes.

- ***Provide teacher training for new assessment methods to encourage participation and learning*** - The new curriculum puts condition on the new teaching methods, making ongoing teacher staff training a necessity. Implementation in some cases may encounter a lack of adequate staff and the gap between teacher qualifications and study subjects. Curriculum reform also conditions new methods of assessment and learning. This underlines the importance of ongoing training on competency-based learning assessment methods. Continuous support in the form of guidelines and standards is required in those areas where the integrative teaching of some subjects is applied.

- ***Review assessment methods in favor of encouraging continuous teaching assessment*** - Teachers in Kosovo apply mostly infrequent student assessments. According to OECD (2019) data, a student is subject to assessment mainly once within the semester. This is an anomaly compared to advanced OECD countries where students are assessed continuously or about 4-5 times within the semester. About 90% of students in Estonia undergo assessment through tests conducted by the teacher every month. Continuous assessment can promote participation and promote learning.

- ***Increase funding for new curriculum implementation*** - The implementation process requires more educational resources, including increased funding for administration, textbooks and teaching aids.

- ***Encourage contribution of school and teachers in curriculum and subject content*** - Schools and teachers in Kosovo perceive that they have limited responsibilities in determining curriculum and subject content. However, the core curriculum encourages schools to advance new electives that can advance students' competencies. This practice corresponds to developments in OECD countries with advanced education systems. The school has strong responsibilities in determining the curriculum and subject content.

- ***Encourage extracurricular activities and provide support infrastructure for schools*** - Kosovo should promote extracurricular activities to develop students' potential in orchestra, music, school newspaper, volunteerism, science clubs, school, municipal and national competitions, information technology clubs, arts clubs, and chess and sports clubs. Kosovo has a tradition of organizing extracurricular activities. However, it should be extended and supported in all schools, especially in rural areas where lower participation rate is documented (OECD, 2016).

- ***Increase efforts to monitor implementation of student workload in school*** - Kosovo should implement an average class rate of 28-30 class hours per week to approximate with OECD countries. Monitoring should not be limited to whether the curriculum consists of this load only. Monitoring should serve for each student to meet a minimum rate of 28-30 class hours at school and about 15-20 additional class hours of homework.

- ***Increase efforts to monitor and harmonize teaching load in mathematics and science subjects*** - Kosovo must provide a minimum weekly rate of 4 class hours of mathematics and 4 class hours of

science. Monitoring should not be limited to whether the curriculum is committed to such a minimum. Monitoring should focus on each student attending such a practice with about 8 class hours a week in math and science and about 8 class hours of homework.

- ***Provide adequate textbooks and review textbook policy liberalization -*** Implementation of the new curriculum requires more advanced textbooks. Kosovo needs to consider the possibility of adapting international textbooks in the fields of exact sciences. Within the textbooks, special attention should be paid to the Guiding Textbooks for Teachers. Compared to other OECD countries, Kosovo implements a very conservative policy on textbooks. Books are mainly defined by the central level, where teachers and schools perceive that it is not in the domain of their competencies to engage in this regard. In most OECD countries, teachers, schools and school board are actively engaged in contributing to the selection of textbooks and provision of alternative textbooks.

- ***Launch a study on the merits of class extension to 60-90 minutes -*** Extending classes is a very common practice in different partner and OECD countries. This is thanks to scientific findings that favor such an approach in the context of interactive learning. Extending classes or modular offerings can avoid ergonomic and health problems stemming from students' need for large bags. This would be especially recommended to eliminate infrastructure costs in the school closets.

Vocational Education and Training

Harmonization of vocational education and training with labor market demands in the country and beyond, and creation of an open adult education system

Results

- All professional study fields provided in VET schools are harmonized with labor market needs
- The number of students in understudied fields and the number of women in technical fields has increased by 30%
- Teaching materials of at least two narrow professional subjects for all priority fields have been developed
- VET and adult education curricula are harmonized with the Pre-University Education Curriculum Framework and the National Qualifications Framework
- All vocational school students carry out their practice in school, and a professional internship outside school in accordance with the curriculum
- Career counseling and guidance is functional in the school system for students and adults
- VE institutions and adult education providers have full financial and management autonomy
- There are human and infrastructural capacities for adult education management
- The supply of education at level 5 qualifications has increased

6.6 Vocational education

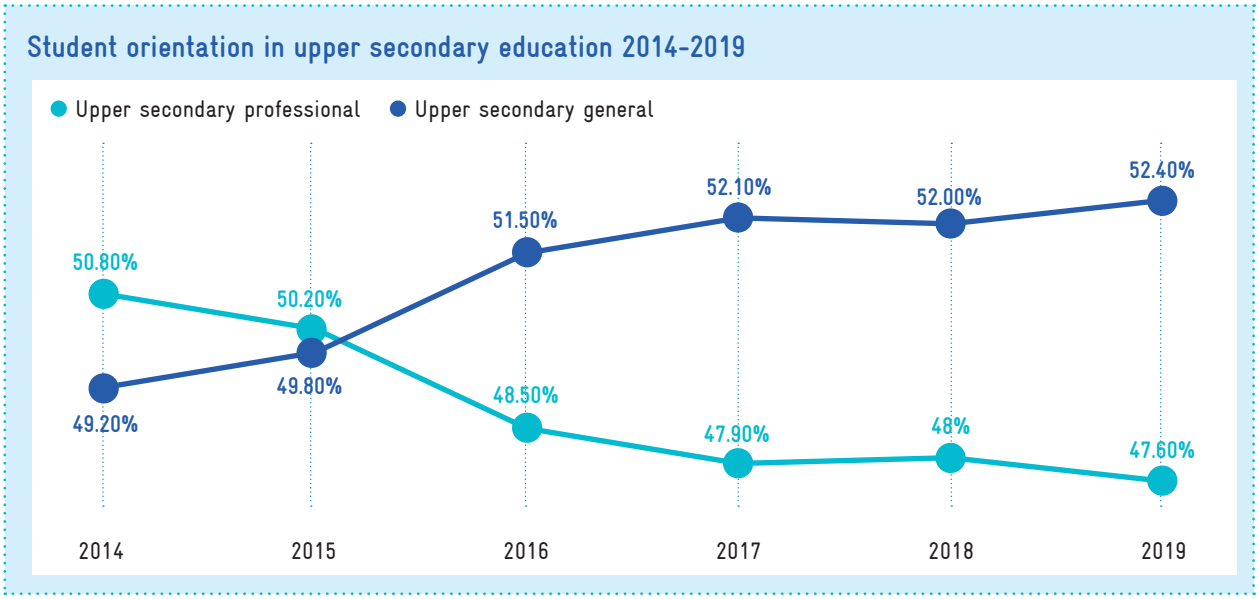
Vocational education is in the process of reviewing study fields after the adoption of the core curriculum. The revision of study fields started in 2019 with the purpose of incorporating the modular approach, systematize professional practice and reorient them towards contemporary market requirements. Revision of all study fields has been hampered by the lack of all professional standards and slow accreditation process. Despite the large number of enterprises engaged in providing professional practice, the number of practitioners engaged still remains very low. Establishing cooperation between schools and enterprises has been one of the main challenges. Building capacity of school staff to ensure quality required by the labor market and ensuring cooperation between schools and enterprises such as: providing instructors who deal with interns engaged in enterprises, reviewing existing professional standards and setting missing standards are issues that require attention.

Activity progress and targeted outcomes for 2019 expressed by the level of implementation 1-5 and %

Res	Description	%	Level
1	All professional study fields provided in VET schools are harmonized with labor market needs	47%	2.8
2	The number of students in understudied fields and the number of women in technical fields has increased by 30%	52%	3.1
3	Teaching materials of at least two narrow professional subjects for all priority fields have been developed	47%	2.8
4	VET and adult education curricula are harmonized with the Pre-University Education Curriculum Framework and the National Qualifications Framework	58%	3.5
5	All vocational school students carry out their practice in school, and a professional internship outside school in accordance with the curriculum	72%	4.3
6	Career counseling and guidance is functional in the school system for students and adults	62%	3.7
7	VE institutions and adult education providers have full financial and management autonomy	43%	2.6
8	There are human and infrastructural capacities for adult education management	38%	2.3
9	The supply of education at level 5 qualifications has increased	62%	3.7
	Total	**53%**	**3**

About half of upper secondary school students choose one of the 122 study fields provided within 68 vocational schools and Competency Centers. The rate of student orientation towards vocational education has been increasing since 2016. More students select vocational study fields in upper secondary education than general upper secondary education. In the last year, 52.4% of students are oriented to one of the sought after fields, especially in (1) engineering, manufacturing and construction, (2) business, management and justice, (3) medicine and welfare and (4) information and communication technology. From an in-depth analysis of student orientation based on study fields, there is a growing trend of orientation in

the fields of medicine (nursing, pharmacy), business administration, engineering and computer science. These professions are mainly related to service economy.



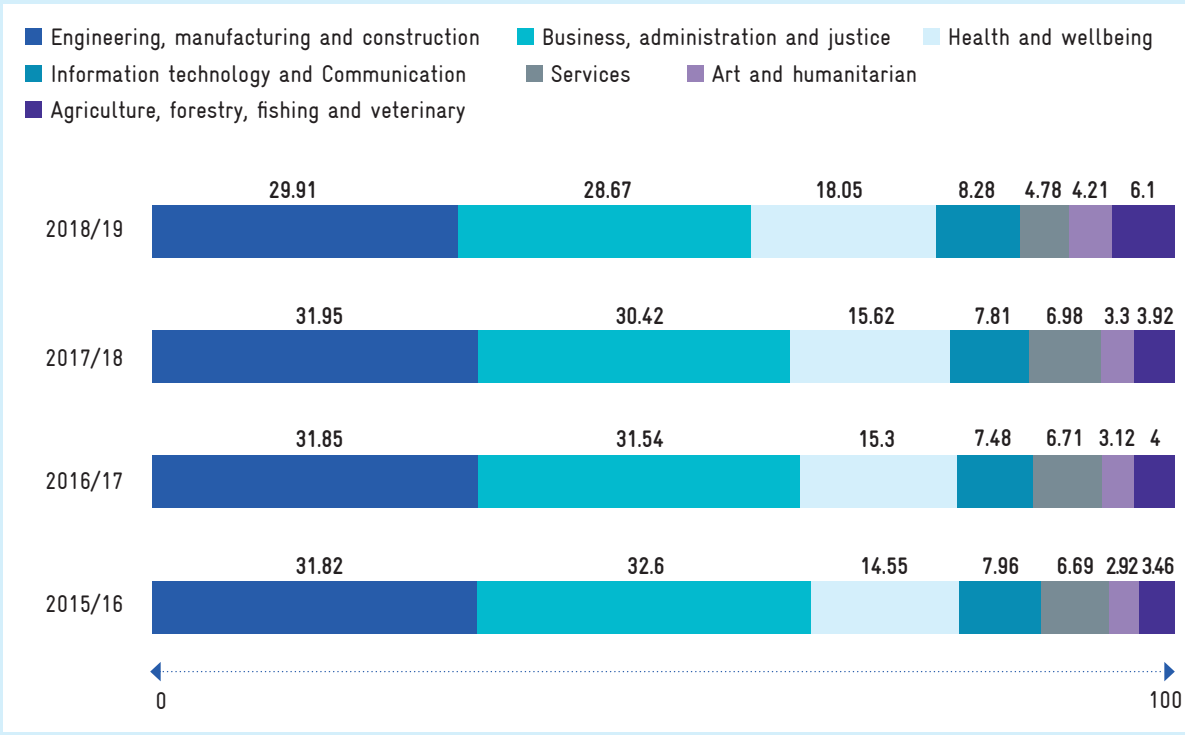
6.6.1 Harmonization of study fields with labor market requirements

Outcome 6.1 All vocational study fields provided in VET schools are harmonized with labor market needs

The outcome envisages the following: improvement of the labor market information system for analyzing and improving mechanisms to identify and anticipate the needs for skills and planning in the VET and AE system, revision of study fields provided by VET schools and adaptation to market needs, development of standards of professions provided, needs analysis at central and local level to meet the conditions for providing study fields from the revised list and capacity building of VET schools for preparation of self-assessment report and accreditation procedures.

Vocational education is in the process of reviewing study fields after the adoption of the core curriculum. RThe revision of study fields started in 2019 with the purpose of incorporating modular approach, systematization of professional practice and reorient them towards contemporary market requirements. Revision of all study fields has been hampered by the lack of all professional standards and slow accreditation process. Despite the large number of enterprises engaged in providing professional practice, number of practitioners engaged still remains very low. Establishing cooperation between schools and enterprises has been one of the main challenges. Building capacity of school staff to ensure quality required by the labor market and ensuring cooperation between schools and enterprises such as: providing instructors who deal with interns engaged in enterprises, revision of existing occupational standards and setting standards that are missing, are issues that need to be paid attention to. On the other hand, external school assessment does not seem to be a possible and short-term option. Among the primary challenges in the education system remain low participation in lifelong learning, building a sustainable system for promoting adult education, and providing funding for this priority.

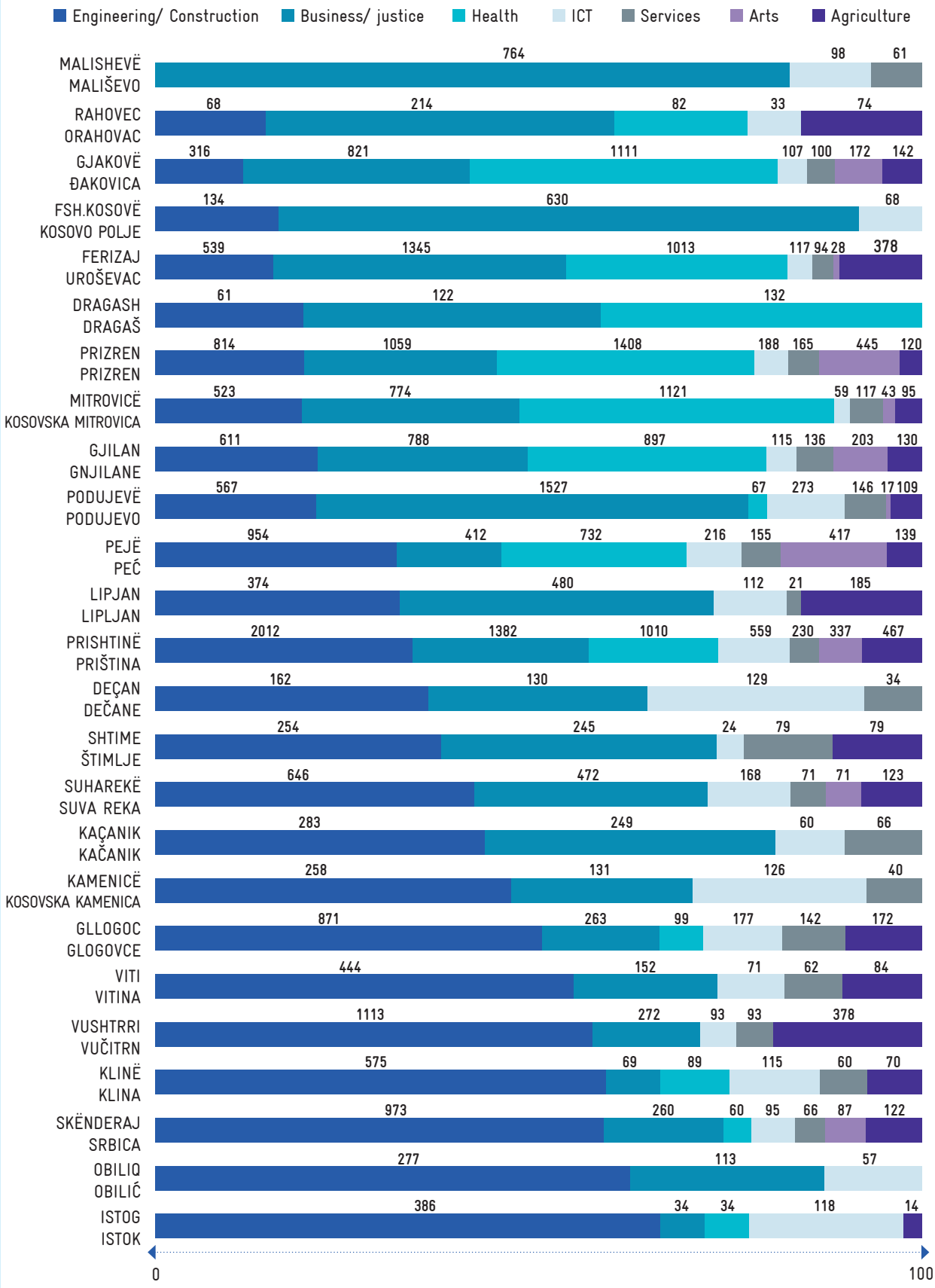
student orientation by fields of ISCED F 2015-2019



From an in-depth analysis of student orientation based on fields of study, there is a growing tendency of orientation towards the fields of medicine (nursing, pharmacy), business administration and computer science. These professions are mainly related to the service economy. The general orientation of students in agriculture is extremely low. The growth of human capital in industry and agriculture is necessary to stimulate sustainable economic growth and job creation.

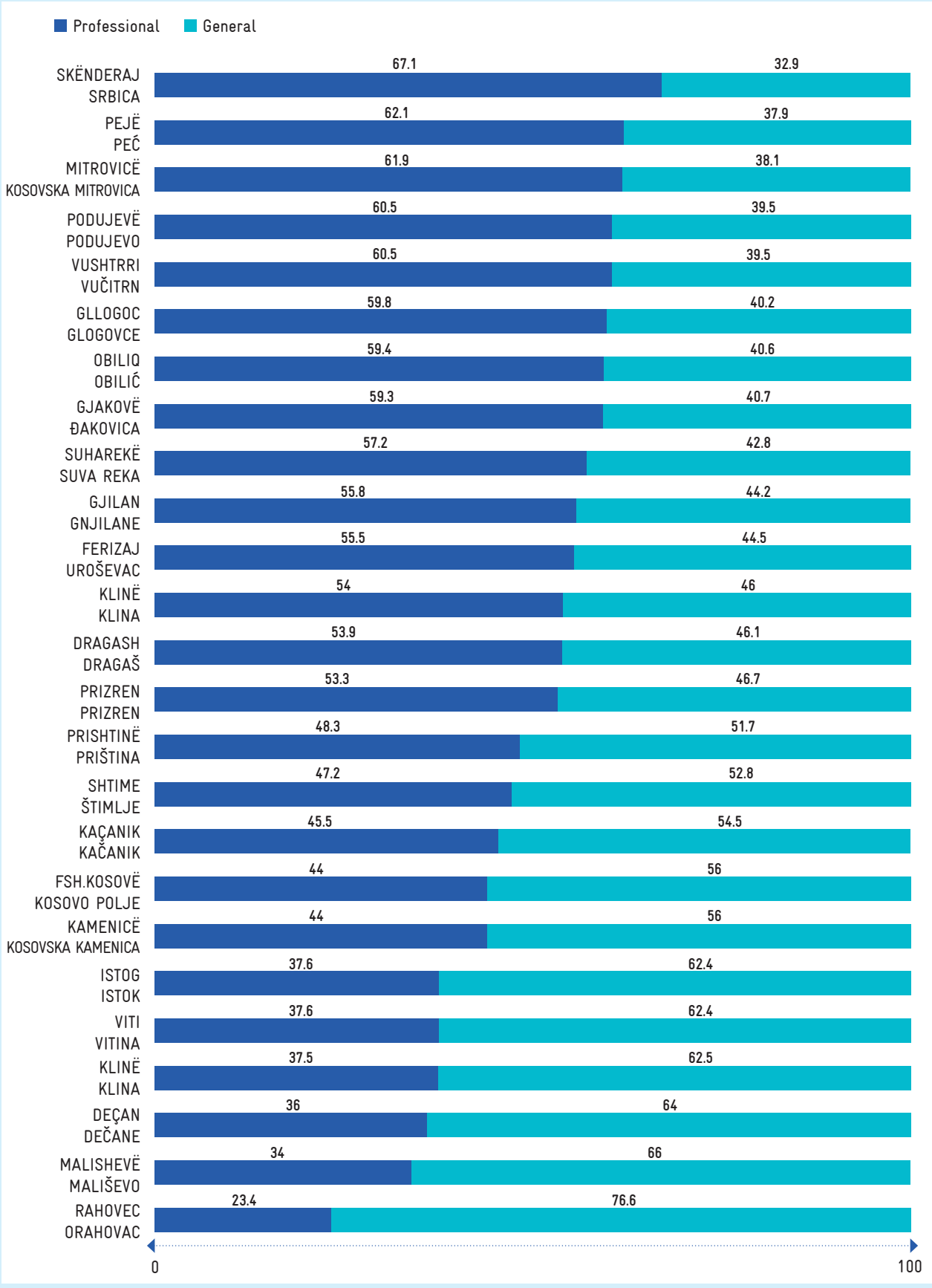
Upper secondary vocational education schools potentially serve as important mechanisms in the process of increasing the competitiveness of local and regional economies. If analyzing the orientation of vocational secondary education students at the regional and municipal level, it is easy to document the significant discrepancies between the regional economic sectors and the supply of vocational schools.

STUDENT ORIENTATION IN VET BY MUNICIPALITIES 2018-2019



There is a lack of practice, mechanisms and capacity for analysis, correlation and anticipation of labor market needs – There is no active system for correlating labor market data with education in Kosovo and there is no evidence that they have been used to reform profiles in vocational education. There are currently three data systems that can be used to produce approximate data: the Unemployment Registration System maintained by the Ministry of Labor (MLSW), the workforce data from the Statistics Agency (KAS) and studies regarding the availability of enterprises in relation to business environment, where workforce skills are one of the dimensions as BEEPS (2013) from the World Bank. Kosovo urgently needs a data processing system that links data on ISCED and Eurostat education categories with employment category data (ISCO) and economic sectors (NACE). Quantitative static data may be useful to provide numerical indication of labor market demand, but it should be combined with qualitative data (BEEPS) and labor force productivity (OECD). Quantitative correlation with the labor market does not necessarily mean that the labor force has reached the right degree of quality.

STUDENT ORIENTATION IN UPPER SECONDARY EDUCATION 2018-2019 BY MUNICIPALITY



While in certain categories there is higher number of students than the absorption capacity in the labor market, there are several sectors where the number of students is smaller than the trend of job creation. There is a significant discrepancy between the number of students in the service category (9%) and the number of jobs created in the last decade (27) %. The number of students in the fields related to services such as personal services (hotel, tourism, hairdressing and aesthetics), transport services, nature protection and animal care and property and physical security services are about 3 three times smaller than the labor market potential. There is also a modest discrepancy in the category of engineering, processing and construction where the number of students of these profiles is high, but still below the labor market potential. This gives indications that vocational education should take care of a larger number of students in existing or new fields in food processing, machinery, woodworking, metalworking, rubber processing, electrical equipment, carpentry, plastics processing, textiles and leather processing.

The National Qualifications Authority is not responsible for the development of standards of profession (SP), therefore, standards of professions have been developed by various institutions and partners as follows: Kosovo Motorcycling Association, Netrda Association, Bau Academy, ALLED Project, Kosovo Chamber of Commerce, Council of Business Consultants (CBC), and various associations, etc. In 2018, the verification process for the following professional standards has been completed:

Standards of profession approved by the NQA (2018)

No	Institution		Level
1	Traffic sector	Driver instructor	5
2	Food production and processing sector	Fruit and vegetable grower	2
3		Preservation of fruits, vegetable and similar	4
4		Crop workers	2
5	Tourism sector	Tourism and travel information agents	4
6	Education sector	Production and manual packaging workers	3
7	Agriculture sector	Wine grower	3
8	Services sector	Tailor, hat maker	3
9		Designer, textile processor and other similar	4
10	Transport sector	Forklift operator (level 3),	3
11		Operators of soil removing machineries and similar	3
12		Vehicle, taxi and van drivers	4

Source: Number of students (MES/AKM, 2019)

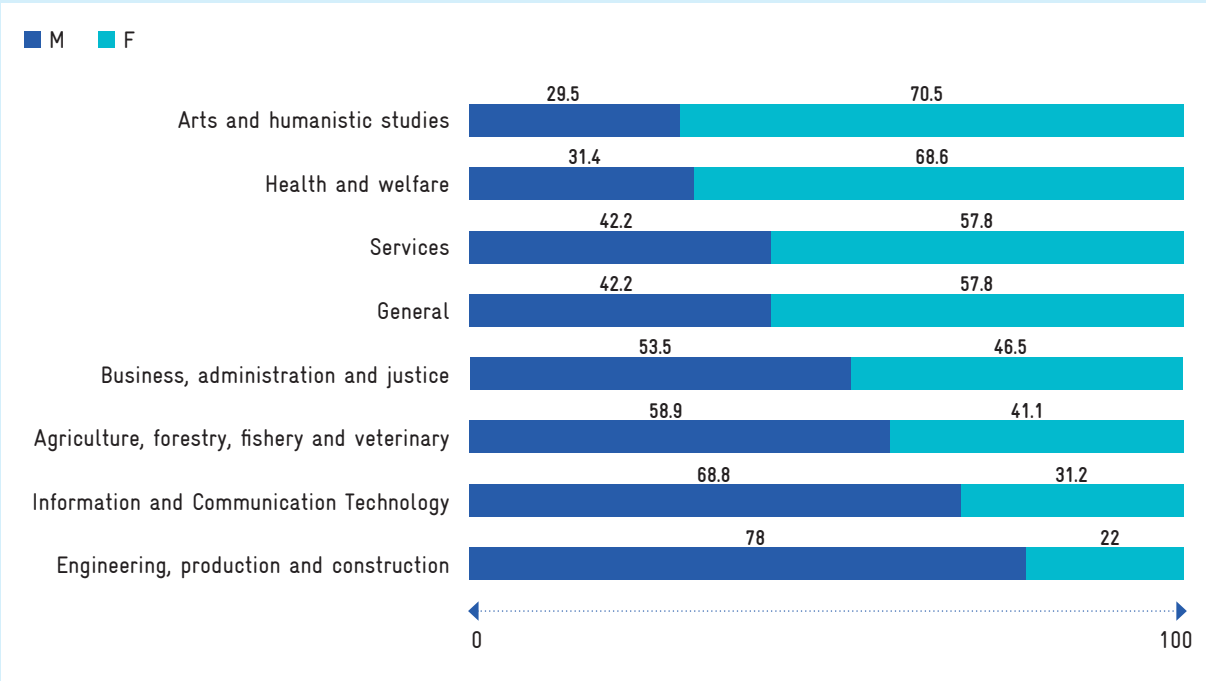
NQA has accredited 12 Vocational Education and Training providers with 45 different qualifications within the National Qualifications Framework. NQA has developed the process of reviewing the conditions of 5 conditionally accredited providers for 21 qualifications. In the re-accreditation process, three (3) institutions have been re-accredited and four VET providers with 10 different qualifications have been developed. None of these are public VET schools.

6.6.2 Understudied fields and women participation

Outcome 6.2. The number of students in understudies fields and the number of women in technical fields has increased by 30%

To meet the outcome, the Action Plan envisages organization of regular campaigns and presentations in vocational education schools by the industry for students in grades 8 and 9; establishment of an incentivizing structure by the government and businesses to support education in understudied fields and for women in technical fields, and implementation of television shows and writings with success stories of women in technical professions.

VET STUDENT ORIENTATION BY GENDER 2018/2019 (MES, 2019)



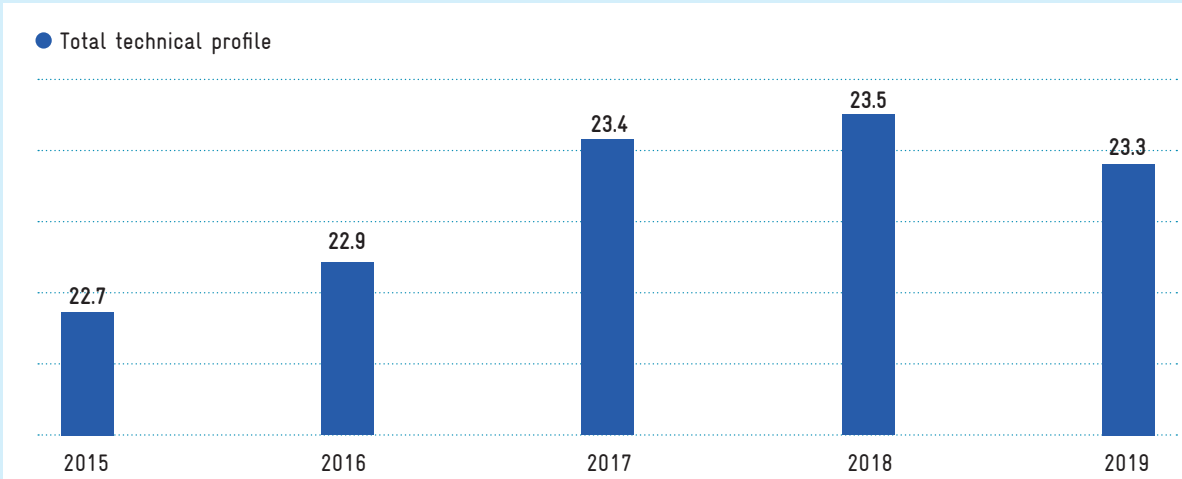
The result is not specific in terms of the type of understudied fields in Kosovo. It is difficult to measure the degree of progress in relation to the base situation until it is specified which understudied fields in Kosovo have been documented. However, gender analysis of vocational education orientation documents a tendency of female orientation in fields such as arts and humanistic studies, health and well-being, and services. Men tend to dominate fields in engineering, information technology and agriculture.

Women in vocational education	2014/15	2015/16	2016/17	2017/18	2018/19
Business, administration and justice	6,181	6,146	6,346	6,609	5,762
Health and welfare	4,212	4,400	4,822	5,161	5,495
Engineering, production and construction	3,071	3,151	3,595	3,578	3,391
Information and Communication Technology	1,643	1,604	1,729	1,602	1,388
Arts and humanistic studies	517	677	832	1,024	1,023
Agriculture, forestry, fishery and veterinary	434	549	404	656	536
Services	340	320	363	362	321
Total	**16,398**	**16,847**	**18,091**	**18,992**	**17,916**

Source: MES 2014-2018

The rate of women›s participation in vocational education has increased. About 41% of vocational education students were female. The participation rate in 2018 has increased compared to last year when about 40% of women in vocational education were identified. Also, in recent years there has been progress in increasing women's orientation towards technical fields to about 23%. During 2018, the technical fields had a lower rate compared to the previous year.

Trend of women orientation in vocational education and technical fields 2015-2019 (MASHT 2019)



Achieving the goal of 40% of women in technical fields by 2021 seems challenging. However, student orientation towards understudied fields, including the inclusion of women, could be achieved through incentivisation and funding formula.

Enrolled student report (women/man) throughout AVETAE

AVETAE schools	2017/2018					2018/2019					Difference
	M	[%]	F	[%]	Total	M	[%]	F	[%]	Total	
Prizren Prizren	508	81%	121	19%	629	455	83%	94	17%	549	-13%
Prishtina Priština	253	71%	101	29%	354	261	74%	90	26%	351	-1%
Ferizaj Uroševac	34	24%	109	76%	143	47	32%	98	68%	145	1%
Malishevë Mališevo	263	66%	135	34%	398	238	71%	96	29%	334	-16%
Skenderaj Srbica	195	83%	41	17%	236	165	79%	45	21%	210	-11%
Prizren Prizren	94	65%	51	35%	145	64	66%	33	34%	97	-33%
Total	1347	71%	558	29%	1905	1230	73%	456	27%	1686	-11%
Change in percentage against the previous year						-9%		-18%		-11%	

In the six partner schools of AVETAE, the total number of students enrolled in the 2018/2019 school year has decreased by 11% compared to 2017/2018 school year, while in terms of the female/male student ratio against the total number of enrolled students in the school year of 2017/2018 from all enrolled students, 29% of them were female, while in the school year of 2018/2019 the ratio of the number of women to the total number of enrolled students has had a slight decrease to 27%. From all partner schools of AVETAE, besides the decrease in the total number of students enrolled in 2018/2019 school year compared to 2017/2018 school year and the decrease in the percentage of participation of female students for all schools, Ferizaj Municipality had a slight increase of 1% of enrolled students (while a decrease in women's enrollment from 76% to 68%), while in Skënderaj Municipality there was a decrease in the number of enrolled students by 11% but an increase in participation percentage in women's enrollment (from 17% to 21%).

6.6.3 Teaching material

Outcome 6.3. Teaching materials of at least two narrow professional subjects for all priority fields have been developed.

The framework of the outcome envisaged collection of good models of existing teaching materials, teacher capacity building for development of teaching materials which cover at least 2 vocational subjects from each economic sector, development of teaching materials for at least two professional subjects for economic sector, development of teaching materials from general fields and training of teachers for the use of electronic platforms. During 2018, AVETAE has supported the development of Guidelines for teaching methods

in vocational secondary schools, guidelines for teacher pedagogical training, guidelines for enterprise development, guidelines for heating installers, guidelines for fashion design, guidelines for vocational schools analysis for the drafting of school development plans, guidelines for vocational upper secondary schools, guidelines for AutoCard 2015 2D and guidelines for constructions.

6.6.4 Vocational Education Curricula

Outcome 6.4. VET and adult education curricula are harmonized with the Pre-University Education Curriculum Framework and National Qualifications Framework.

The outcome envisages a series of activities including the development of core curriculum for vocational education, training of curriculum developers for modular curricula, development of final exam tests of certain professions supplied in vocational education and review of administrative instruction for final vocational exam.

During the initial discussions regarding vocational education, it was concluded that the development of curricula had been partially detached from economic developments and contained forms of continuity of operation conditioned by the developments of past decades. Addressing this priority meant reviewing standards of profession and curricula, and adjusting them according to contemporary trends in vocational education. After the approval of the core curriculum in vocational education, groups of coordinators and experts for the revision of core curriculum of profiles in all fields of study were established in 2018. Vocational education study fields should be reviewed in a way that incorporates profession's competencies into the curriculum, teaching staff, and infrastructure. Study fields must be standardized according to the designations of the National Framework of Professions and Qualifications. Assessment of supply and demand should integrate several methods: KAS Labor Force Survey on the number of employees by professions, LMIS of the Ministry of Labor on the dynamics of new jobs and Eurostat on the dynamics of the European market.

6.6.5 Internships (professional practice)

Outcome 6.5. All vocational school students carry out practical classes in school, and an out-of-school professional practice in accordance with the curriculum.

The Action Plan envisages the implementation of several activities to meet the intended result of involving all students in professional practice in school and out of school. During 2017-2019, MES should implement the following activities: development of instruments to incentivize companies to admit students in practice, development of regulations for protection of student health during practice, training of office staff for cooperation with the economy, equipping the workshops of 15 vocational schools, signing agreements of cooperation with companies and drafting bylaws that define the criteria for establishing public-private partnerships in the field of vocational education.

There is no structured connection between vocational schools and businesses, creating a lack of trust and doubts about the quality of the VET system supply. MES in 2013, launched a Strategy for Professional Practice 2013-2020 and developed two guidelines for enterprises and vocational schools, in order to provide the opportunity for greater cooperation, but so far there is no inter-ministerial agreement to facilitate this cooperation and for the development of public-private partnerships in the field of VET. Also, with these

documents, MES is trying to increase cooperation with representatives of social partners, businesses and private sector to design policies, develop standards of profession and curriculum developments, and in general conduct reforms in the field of VET. In this context, the number of agreements between vocational schools and enterprises for professional practice has increased, but this is not enough. Career guidance services and employment follow-up for new graduates are lacking in most VS and the number of students who have benefited from these services is very small.

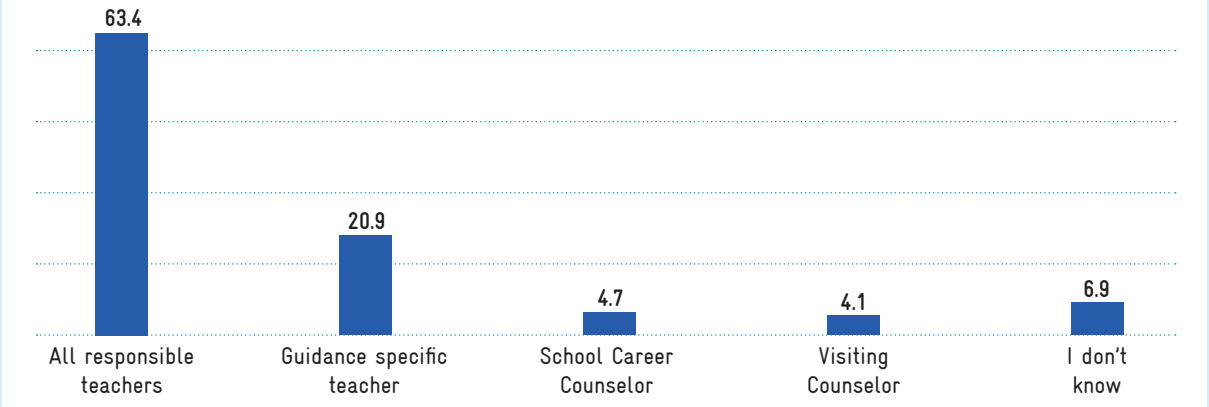
During 2018, trainings were held with 87 business representatives and 20 school representatives for cooperation between company instructors and school instructors. All of these trainees will be part of the core curricula designing and practical part of the curriculum. This process is supported by GIZ and is a sub-component within the project "Youth and Employment". Based on piloting with 4 vocational schools and in close cooperation with businesses, the first draft of the Administrative Instruction for teaching in the workplace/dual system has been drafted. Also, in cooperation with donors, 25 schools with health, technical and economic study fields were visited as potential schools for intervention and support. Generally, professional practice is applied in schools (40%) and in companies (60%).

6.6.6 Career guidance and counseling

Outcome 6.6 Training of VET teachers for the development of counseling and career guidance curricula for young people and adults

The framework of the outcome envisages teacher training for development of counseling and career guidance curricula, development of the standard and qualification of the career counselor profession, development of the curriculum for education and career counseling, development of a training program for career counseling teachers, appointment of career counselors in schools and development of mechanisms for tracking graduates in vocational education schools.

Who is responsible for career guidance in VET schools? (OECD, 2019)



Based on the OECD (2019) Students Survey analysis it results that vocational education and training schools mainly do not have career guidance counselors (4.7%). In most schools it seems that this responsibility is exercised by all teachers (63.4%) or assigned to a specific teacher (20.9%) in rarer cases. A small proportion of

students reported that they had constant access to career counselors coming from outside the school (4.1%).

Vocational education graduates achieve a higher employment rate compared to students oriented towards general fields of study. However, career guidance remains a challenge and services provided are still limited in several municipalities. MES has addressed the priority by promoting the integration of the career guidance dimension within the curriculum; it has established career guidance platforms and has adopted standards of profession for career counseling. With the support of LuxDev it has built an electronic platform Busulla.com. Through the platform, students can be informed about the possibility of schooling and employment in Kosovo, IVAP tests (interests, values, abilities, and preferences), professions and promotional materials, professions' requirements, validation of skills and virtual counseling. In general, the platform aims to improve student decision-making in career and professional determination. MES has also continued to support ICT teachers in using the platform. Within the platform, 8 training modules for counseling and career guidance have been prepared, software for labor market analysis has been developed at the national and local level, and vacancy announcements have been published for about 1200 jobs and professional practice. The platform has reached about 28,000 users nationwide.

Career education is an essential part of the new core curriculum. MES has been supported by ETF in drafting instruments to obtain feedback from vocational education graduates. This mechanism aims to collect data on the status of graduates, destination, employment and feedback on potential reforms in study profiles. Teachers of grades 6-9 have also been trained to help students in professional guidance within the schools implementing the new curriculum. The Micro Space program (entrepreneurship and career corners) continues to be implemented in "Xhevdet Doda" Gymnasium in Prishtina and "Hajdar Dushi" Gymnasium in Gjakova thanks to support from USAID ASSET. With the support of PEARSON Institute, the education program has started at the 5th level of qualification for career counselor. The promotion of career centers through conferences and meetings in the municipality has continued. The compilation of a memorandum of cooperation between MES, MLSW and the Ministry of Youth for the establishment of a national forum for cooperation in the career guidance process has started.

With the support of GIZ, MES has implemented the 'Opportunity Scouting' project to explore job opportunities in the municipality of Ferizaj. GIZ and USAID ASSET have initiated support for the establishment of Career Clubs. These clubs aim to create ongoing career guidance and entrepreneurship promotion activities. The EYE and Solidar Suisse projects have supported the establishment of four career guidance centers in Kaçanik, Gjakova, Ferizaj and Peja. These centers in VET schools will pilot the concept of 'learning in the workplace' and will play a key role in facilitating and promoting the concept in the business community. USAID ASSET is supporting the development of life competencies, entrepreneurship education and the establishment of student enterprises in the municipalities of Prishtina, Gjakova, Han i Elezit, Viti, Gjilan, Fushe Kosove, Kamenica, Vushtrri and Ferizaj. The establishment of three career centers in the three partner schools of AVETAE is in progress.

6.6.7 Financial and managerial autonomy

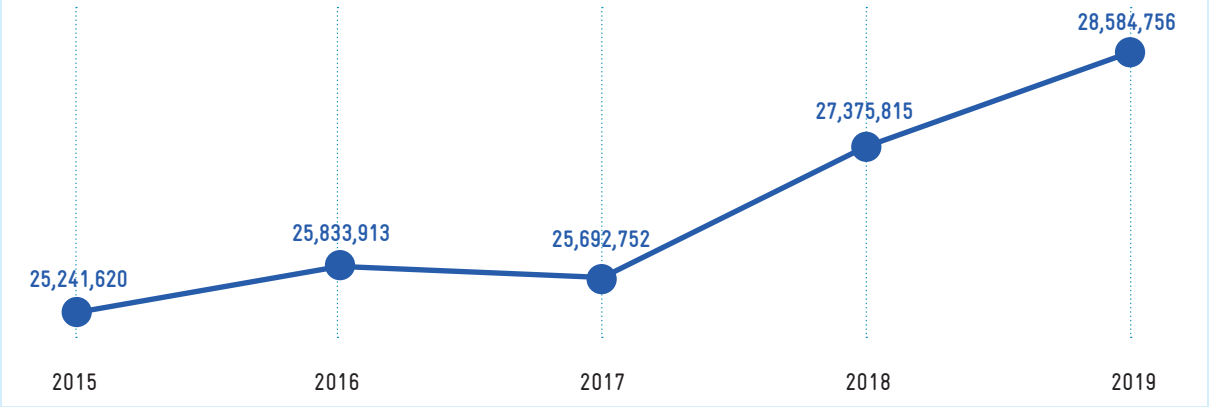
Outcome 6.7. VE institutions and adult education providers have full financial and managerial autonomy

The outcome envisages the following activities: revision of the funding formula of vocational education institutions, revision of the regulation for generating and utilizing school own revenue, staff training for drafting projects that generate revenue, revision of program for VET institutions that provide adult education, and increase student participation from other municipalities in Competency Centers.

MES has approved the Administrative Instruction (AI 01/2014) on the organization and planning of vocational education and training in public institutions and the Administrative Instruction (AI 07/2014) on the regulation of economic activity of vocational education and training institutions. This represents a step further in regulating the conditions and criteria for economic activity of vocational education institutions. The instruction enables institutions to expand service and manufacturing activities, manage their own finances, engage external experts in the teaching process, and regulate staff engagement in manufacturing and service activities. Whereas, regarding public funding of educational and vocational training institutions, the possibilities have been reviewed for (i) creation of a budget sub-sector at central and municipal level have, where MES is examining the possibility of changing the funding formula according to the respective sectors/profiles. The difficulties in this context consist in the creation of different levels and funding profiles depending on the special infrastructural needs for vocational education.

Current funding formula is generalized according to per student orientation and without any cost differentiation according to the specific requirements of study fields. Regarding the funding of Vocational Education and Training Centers, with the support of the World Bank and GIZ, cost analysis has been done for several study fields (health, economy and several technical fields), which will complement the funding formula that will be developed in the Education Strategic Plan 2017-2021. An analysis of total expenditures for the past two years has been conducted to compare it with current expenditures. In July, all expenditure data in vocational schools were collected from the treasury and are being analyzed. Formulation of funding for pre-university education is being analyzed and provides for the revision of the formula for vocational education schools as part of pre-university education. To this end, a working group has been set up with representatives of the Ministry of Finance.

Expenditures in VET expressed in million Euro 2015-2019



Despite positive developments for financial autonomy and capacity building of school managers for management, further decentralization and autonomy is required in relation to the VET school budget for planning, direction and management by municipalities at school level, to link school priorities with budget allocation. This should be supported by developing director's capacity to manage school budget on his own. It is necessary to develop more effective and flexible budget systems of VET schools to meet different needs of VET profiles, as costs vary to a large extent. Administrative and bureaucratic procedures for generating own revenues, financial resources and management needs should be simplified and VET institutions should be encouraged and incentivized in this regard. This will have a major impact on providing the skills required by the labor market. Government policy should take into account the establishment of formal post-secondary VET programs within the Government of Kosovo, with flexible programs to meet the changing needs and personal development to ensure their financial sustainability.

In order to regulate the operational and financial autonomy of vocational education institutions, MES has approved the Administrative Instruction (AI 01/2014) on the organization and planning of vocational education and training in public institutions and the Administrative Instruction (AI 07/2014) for the regulation of economic activity of vocational education and training institutions. This represents a step further in regulating the conditions and criteria for economic activity for vocational education institutions. The instruction enables institutions to expand the service and production activity, manage their own revenue, engage external experts in the teaching process and regulate the engagement of staff in production and service activities.

Whereas, regarding the issue of public funding of educational and vocational training institutions, the possibilities have been considered for (i) creation of a budget sub-sector at central and municipal level, where MES is examining the possibility of changing the funding formula according to the respective sectors/profiles. On the basis of this legislative activity, but also other actions for the training of school leaders and creation of special budget codes, it is considered that the goal of KESP has been achieved to advance the autonomy of 61 vocational education schools. However, technical difficulties still remain in returning their own revenue from the municipal education budget.

The funding model for vocational education institutions has been proposed by the MES, but is not yet in development. Difficulties in this context consist of the creation of different levels and funding study fields depending on the specific infrastructural needs for vocational education. The finalization of this process was one of the goals of the sub-program for vocational education within KESP in 2019, but due to the need for additional discussions and elaborations, this priority activity is expected to be addressed during the following year. The vocational education sector has benefited from a high percentage of funding from development partners since the adoption of the KESP, but in the last year there has been a decline in contributions. Therefore, in order to advance operational and financial autonomy but also to create plans to compensate for the reduction of external assistance, the issue of vocational education funding formula must be addressed and resolved. Also, an action plan should be made to expand the possibility of co-financing by employees.

Vocational education funding in Kosovo within the general education budget has not increased significantly in recent years. Increased vocational education spending is almost entirely dedicated to teacher salaries and financing wage increases in the sector. Government investment in other categories of vocational education expenditures such as capital investments, goods and services and other recurring expenditures has gradually declined. Capital investments from the government budget in the sub-sector were insignificant. Budget constraints have affected failing the fulfillment of activity envisaged for the promotion of student enrolment by other municipalities in the Centers of Competence. MES has failed to create a scheme for funding internal mobility of vocational education students. On the other hand, educational supply within the Centers is approximate to the municipal vocational schools and may have influenced the lack of interest for students

beyond the municipal perimeter. The level of funding for vocational education has not changed significantly in the past 10 years. The only change is underlined in 2018 with an increase in the budget for 1 million euros in capital investments and equipment. Vocational education requires additional and urgent investments in workshops, learning premises, information and communication technology and contemporary textbooks.

During 2018, a series of activities were undertaken for building financial and management capacities in AVETAE partner schools: training of partner school staff for financial management and access to KFMIS, budget planning according to the needs of school study fields, drafting development plans and school grants, recruiting teaching staff to participate in commissions and developing teaching materials by teachers of relevant study fields.

6.6.8 Adult education capacity

Outcome 6.8. There are human and infrastructural capacities for adult education management

The outcome envisages processing and maintenance of data on adult education in EMIS, training of central and municipal staff for adult education and support of school staff in implementing priorities. According to MES data, the number of adult education attenders in public education has increased compared to the previous year. Gathering data on adult education and lifelong learning still remains one of the main challenges. The capacity to collect and process developments in the non-public sector is limited. AVETAE, in cooperation with relevant experts, has conducted research in VET schools in Kosovo to assess the capacity of schools in infrastructure, teaching staff and materials for the development of the fifth level of qualifications in Kosovo. The Agency in cooperation with DVV/International has provided training for 33 teachers for Global Curriculum for 5 levels (andragog). In general, there is good infrastructure for providing and managing adult education, especially in technical fields. However, there is a lack of standards of profession and proper curriculum for provision of adult education.

6.6.9 Increasing the supply of post-secondary non-tertiary education

Outcome 6.9: Education supply on level 5 qualifications has increased

The Action Plan envisages implementation of a study on the needs for the qualifications of the post-secondary non-tertiary level and the development of 5 new qualification programs of level 5 in the Centers of Competence. During the assessment process, we did not come across any study documenting the needs of the local economy for such qualifications. AVETAE has completed an analysis for research on the fifth level of educational qualifications in VET schools. It has also developed two standards of profession – vehicle mechanic and metalworker. However, two new level 5 programs (Career Counselor and Assistant for Children with Special Needs) have been approved and are provided at the Centers of Competence in Ferizaj and Prizren. NAA has accredited a number of programs of the same type in renewable energy, dental technicians and medical technology. No unified register has been come across to measure the overall degree of progress. Lack of structures and expertise in the field of adult education in Kosovo, combined with the urgent need to improve quality of legal provisions, make it impossible for the lifelong learning in Kosovo to be a priority within a mid-term period.

NQA is not responsible for researching the needs for level V qualifications. NQA through the National Qualifications Framework develops policies regarding the inclusion of qualifications in NQF, respectively level V qualifications. Labor market needs and other research related to the provision of this level belong to the developers and providers of these qualifications. NQA has validated several different qualifications at level V and has also accredited various private and public providers to provide these qualifications. During 2018, NQA has verified a total of 11 standards of profession: driver instructor, vegetable grower, preservers of fruits and vegetables and similar produces, viticulturist, tailor, fur weaver and hat maker, model, textile processor and the like, travel and traveling information agents, nutrition and food safety assistants, construction workers, planting workers, production workers - manual packers. Also, a number of the standards of profession have been drafted: interior design - wood products, carpenter, woodworker, technical engineering technician (level 5), plumber and pipe fitter (level 4), mechanic and electrical installer (level 4) and heaters and pipe installers.

6.6.10 Activity implementation matrix 2019

No.	Results	Activities	Status	%
6.1	All vocational study fields provided in VET schools are harmonized with labor market needs	6.1.1 Improvement of the labor market information system to analyze and improve mechanisms for identifying and anticipating the needs for skills and planning in the VET and AE system		3
		6.1.2 Revision of fields provided in VET schools and adaptation to market needs		3
		6.1.3 Developing standards of the professions provided		3
		6.1.4 Needs analysis at the central and local level to meet the conditions for providing study fields from the revised list		3
		6.1.5 Capacity building of VET schools for preparation of the self-assessment report and accreditation procedures		2
6.2	The number of students in understudied fields and the number of women in technical fields has increased by 30%	6.2.1 Organizing awareness-raising campaigns and regular presentations in VET schools by industry for students in grades 8 and 9		4
		6.2.2 Establishment of an incentivizing structure (joint fund) by the government and businesses, to support education in understudied fields and for women in technical fields		3
		6.2.3 Implementation of TV shows and articles with success stories of women in technical professions		4
6.3	Teaching materials of at least two narrow professional subjects for all priority fields have been developed	6.3.1 Collection of good models of existing teaching materials prepared by teachers of different fields		3
		6.3.2 Teacher training for the use of electronic platforms		2
		6.3.3 Teacher capacity building for the development of teaching materials which cover at least two vocational subjects from each economic sector		4
		6.3.4 Development of teaching materials for at least two vocational subjects selected from each economic sector provided in VET schools		4
		6.3.5 Capacity building of teachers in general subjects in VET for the development of teaching materials applied in the profession		3
		6.3.6 Development of teaching materials from general fields/ subjects applied in the profession		3
6.4	VET and adult education curricula are harmonized with the Pre-University Education Curriculum Framework and the National Qualifications Framework	6.4.1 Training of VET curriculum developers for modular curricula		4
		6.4.2 Development of Core Curriculum for VET		4
		6.4.3 Development of final exam tests of professions provided in VET		3
		6.4.4 Review of the Administrative Instruction for the final exam of the profession		3

No.	Results	Activities	Status	%
6.5	All vocational school students carry out their practice in school, and a professional internship outside school in accordance with the curriculum	6.5.1 Development of instruments to incentivize companies to accept students for internship		3
		6.5.2 Development of regulations for the protection of students' health during internship		4
		6.5.3 Training of office staff for cooperation with the economy		3
		6.5.4 Equipping workshops of 15 vocational schools		4
		6.5.5 Signing cooperation agreements with companies for student internship and their implementation		4
		6.5.6 Drafting bylaws that define criteria for the establishment of a public-private partnership (PPP) in the field of education		3
6.6	VET teacher training for development of career guidance and counseling curricula for young people and adults	6.6.1 Training of VET teachers for the development of counseling and career guidance curricula for young people and adults		4
		6.6.2 Development of the standard and qualification for career counsellor profession		5
		6.6.3 Development of curriculum for education and career counseling for vocational schools		5
		6.6.4 Development of a training program for counseling and career guidance teachers		4
		6.6.5 Training and certification of counselling and career guidance teachers for young people and adults		4
		6.6.6 Appointment of career counsellors in schools		2
		6.6.7 Development of mechanisms for monitoring graduates in VET schools		2
6.7	VE institutions and adult education providers have complete financial and management autonomy	6.7.1 Review of the regulation for the generation and use of own school revenues		3
		6.7.2 Training of PE institutions staff for drafting projects that generate revenue		2
		6.7.3 Reviewing programs of VET institutions that provide adult education		3
		6.7.4 Increasing student participation from other municipalities in Centers of Competence		3
		6.7.5 Review of the VET institutions funding formula		2
6.8	There are human and infrastructural capacities for adult education management	6.8.1 Processing and maintenance of data on adult education in EMIS		2
		6.8.2 Providing training opportunities for management staff at the central, local and school level		3
		6.8.3 Training of school staff for the implementation of AE		2
6.9	Increased mobility of the academic staff and HEI students	6.9.1 Identification of needs for level 5 qualifications		3
		6.9.2 Development of new programs for achieving qualifications at the post-secondary level 5 according to KCF		4
		6.9.3 Provision of new 5 post-secondary level programs in VET, especially in the Centers of Competence		4

6.6.11 Performance indicators

Key indicators of vocational education 2015-2019

	2015	2016	2017	2018	2019
Number of students in vocational education					
Number of students in vocational education	42,973	46,090	46,766	43,803	40,085
Orientation rate in VET in secondary education	49.80%	51.60%	52.10%	52.00%	52.4%
Women student rate in VET	38.6	39.3	40.2	40.9	-
Women student rate in Technical Fields	22.9	23.4	23.5	23.3	-
Adult education and training attenders	-	1962	1794	2270	-
Adult inclusion rate in education and training	4.9	4.4	3.9	-	-
Orientation of vocational education students by ISCED F study areas					
Arts		2.92	3.12	3.3	4.21
Business Administration and Law		32.6	31.54	30.42	28.67
Engineering, Production and Construction	-	31.82	31.85	31.95	29.91
Health	-	14.55	15.3	15.62	18.05
Agriculture and Veterinary	-	3.46	4	3.92	6.1
ICT		7.96	7.48	7.81	8.28
Services	-	6.69	6.71	6.98	4.78
Standards of profession					
Number of approved standards	-	-	8	11	-
Number of reviewed fields	-	-	21	24	-
	-	-	-		

Key indicators of vocational education 2015-2019

	2015	2016	2017	2018	2019
Expenditures in vocational education					
Expenditures in VET in million €	25,241	25,833	25,692	27,375	28,584
Expenditures in VET as % of expenditures in education	9.60%	9.60%	9.60%	9.60%	9.40%
Expenditures in VET as % of government expenditures	1.56	1.5	1.4	-	-
Personnel salaries as % of VET expenditures	95.4	95.2	95.7	-	-
Capital expenditures as % of VET expenditures	0.00%	0.00%	0.30%	-	-
Per student expenditures in VET	587.4	560.5	557.4	625	713.1

Source: MES/EMIS (2018)

6.6.12 Recommendations

- ***Increase efforts to encourage student participation in professions related to agriculture, services, industrial processing and production*** - There is a balance of student guidance between upper secondary vocational education and general gymnasiums. From an in-depth analysis of student guidance based on study profiles/fields, there is a growing trend of orientation towards the fields of medicine (nursing, medical technology, pharmacy), business administration and computer sciences. These professions are mainly related to the service economy. The general orientation of students in production/processing and agriculture is extremely low. The growth of human capital in industry and agriculture is necessary to stimulate sustainable economic growth and job creation.

- ***Advance the mechanism and procedure to correlate teaching supply with labor market demand*** - The analysis of demand and supply in vocational education is in the early stage of development. These difficulties in the systematic correlation of study countries with market demand may stem from a lack of familiarization and inter-ministerial communication. Kosovo must first determine the priority areas of economic development. The same must be communicated and transferred to the Inter-Ministerial Council for implementation. Implementation cannot be limited to listing good intentions only. Prioritization of correlation in the form of funding and increased administrative and human capacity is required.

- ***Link study fields to the National Occupational Framework*** - Profiles of vocational education should be reviewed in a way that incorporates the competencies of the profession in the curriculum, teaching staff and infrastructure. Profiles must be standardized according to the names of the National Framework of Professions and Qualifications. Measurement of supply and demand should integrate several methods: KAS Labor Force Survey on the number of employees by professions, LMIS of the Ministry of Labor on the dynamics of new jobs and Eurostat on the dynamics of the European market.

- ***Adopt the funding formula in vocational education differentiated by fields and profiles*** - Orientation of students towards understudied fields, including inclusion of women, could be accomplished through incentivisation and funding formula. The review of the funding formula is still in its early stages. The funding formula should be structured in such a way that it encourages the study of understudied fields, encourages inclusion of sensitive social groups, differentiates study fields according to requirements, rewards performance and correlates study fields with the labor market. Establishing an office for cooperation with industry could facilitate the process.

- ***Develop capacity for career student guidance*** - MES has marked some positive steps in improving student career guidance. Special attention should be paid to the provision of human capacity for guidance and counseling, provision of windows for professional practice, provision of services in all schools and collection of information on the destination of graduates.

- ***Increase capital investment in vocational education*** - The level of funding for vocational education has not changed significantly in the past 10 years. With the exception of an increase in investment of about 1 million euros in 2018, the single change underlines the growing costs of teacher compensation. Vocational education requires additional and urgent investments in workshops, learning premises, information and communication technology and contemporary textbooks.

Higher Education

Increased quality and competitiveness of higher education through promotion of excellence in teaching, scientific research, artistic creativity, innovation and internationalization.

Results:

- Staff-student ratio in higher education is at least 1:40;
- Mechanisms for academic staff professional development in higher education institutions are fully functional;
- Mechanisms for quality assurance in higher education are fully functional;
- Advance infrastructure and technology in teaching, scientific and research work, and artistic work;
- Higher Education Management Information System (HEMIS) is fully operational by 2019;
- Study programs are in line with labor market requirements and career guidance and counseling services are functional in HEIs;
- Number of academic staff scientific publications in international indexed journals increases by 25% every year;
- Legal framework on higher education is reviewed and complete by 2018
- Implementation of performance-based funding formula in higher education starts by 2020;
- Increased academic staff and student mobility in HEIs;
- Increased participation in international programs of higher education and scientific work;

6.7 Higher education and science

Results targeted within KESP 2017-2021 are related to the improvement of the teaching staff-student ratio, operationalization of the staff development practice in higher education, operationalization of external and internal quality assurance links, infrastructure improvement for teaching and scientific research, development of the system for data and records in higher education, linking study programs with labor market, increased scientific research activity, advancement of legislation and administrative regulation, improvement of the performance-based funding practice, increasing mobility of teaching staff and students and improving participation of higher education institutions in international educational and research programs.

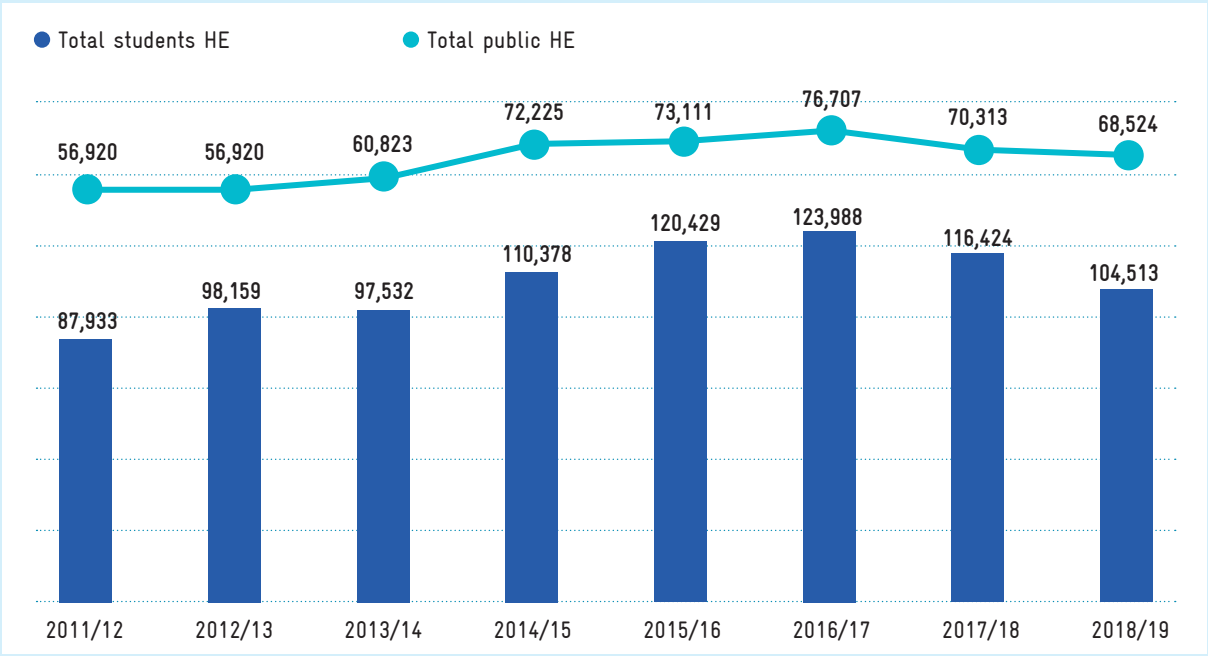
Progress in targeted results 2019 expressed in the level of implementation 1-5 and as %

Res	Description	%	Level
1	Academic staff-student ratio in HEIs is at least 1:40	50%	3
2	Mechanisms for professional development in HEIs are fully functional	42%	2.5
3	Quality assurance mechanisms are fully functional	33%	2
4	Advance the infrastructure for teaching and scientific/artistic research	45%	2.7
5	HEMIS will be fully functional by 2019	55%	3.3
6	Study programs are in line with the market/career guidance	40%	2.4
7	The number of scientific publications in international journals increases by 25% each year	38%	2.3
8	The legislation on higher education is revised and completed by 2018	40%	3.3
9	Implementation of performance-based formula in higher education starts by 2020	40%	2.4
10	The mobility of academic staff and students of HE institutions is increased	68%	4
11	Participation in higher education and international research programs is increased	50%	3
	Total	45%	2.7

Inclusion in higher education has increased in recent years, and current figures rank Kosovo among the countries with the highest number of students per 100,000 inhabitants. As a result of the rapid expansion of the sub-sector and the slow pace of increasing spending in higher education, the rate of student spending has declined. The rapid growth in the number of students, institutions and study programs has also created challenges in quality assurance and management. Kosovo Accreditation Agency became a member of ENQA in 2014, but in 2019, its status was reconsidered on the grounds that its institutional position does not ensure

full independence from political interference. Kosovo has adopted the European Standards and Guidelines (ESG) 2015 and criteria for accreditation of higher education institutions have become more transparent.

Number of students in Higher Education 2012-2019 (KAS, 2019)



6.7.1 Staff and students in higher education

Outcome 7.1 Staff-student ratio in higher education is at least 1:40

The targeted outcome within the planning aims to address the aggravated situation of higher education institutions in Kosovo due to the increased number of students. The outcome envisages that teaching staff-student ratio should be at least 1:40 or about 40 students per teacher. Within the targeted outcome, no details on the calculation methodology are provided and whether this includes regular and part-time teaching staff. To calculate the progress achieved, methodological explanation should be adopted, through which part time staff (0.5) and full time staff (1) are also calculated. Addition of full-time and part-time staff should be divided by the total number of students.

Based on student number data (KAS, 2019) and the number of academic staff reported to MES/HEMIS (2019), it turns out that student-staff ratio is far from the target set in almost all public institutions. The indicator seems to be aggravated especially in the University of Peja "Haxhi Zeka" (1:191), in the University of Gjilan "Kadri Zeka" (1:74) and the University of Prizren "Ukshin Hoti" (1:73). The University of Applied Sciences in Ferizaj (1:41) and the University of Prishtina "Hasan Prishtina" (1:46) are close to the KESP target (1:40). The University of Mitrovica and private institutions have a more favorable ratio.

Academic staff – student ratio in HEIs 2018/2019

No	Institution		Ratio
1	University of Prishtina "Hasan Prishtina"	39,700	46
2	University of Mitrovica "Isa Boletini"	2,888	30
3	University of Peja "Haxhi Zeka"	12,977	191
4	University of Gjakova "Fehmi Agani"	2,419	48
5	University of Gjilan "Kadri Zeka"	2,988	74
6	University of Prizren "Ukshin Hoti"	5,638	73
7	Kosovo Academy of Public Safety	230	28
8	University of Applied Sciences in Ferizaj	1,356	41
9	Faculty of Islamic Studies	328	41
10	Public HEIs	68,524	55
11	Private HEIs	35,989	18
12	Average	-	32

Source: Number of students (KAS, 2019), number of academic staff (MES/HEMIS, 2019)

Viewed on the basis of the faculties and academic units of public universities, the staff-student ratio seems to be especially aggravated at the Faculty of Economics and Tourism of the University of Peja "Haxhi Zeka", the Faculty of Economics and Law of the University of Prishtina "Hasan Prishtina" and the Faculty Economy, Education and Law of the University of Prishtina "Ukshin Hoti".

6.7.2 Professional education in higher education

Outcome 7.2 Mechanisms for professional development of academic staff in HEIs are fully functional

Action Plan of KESP 2017-2021 lists several activities to meet the targeted outcome for the operationalization of mechanisms for professional development of academic staff in higher education institutions. Main activities are related to the establishment and functioning of offices for teaching excellence, needs assessment for professional development of the academic staff, drafting of the plan for professional development of the academic staff and development of mechanism for monitoring and assessment of the work of academic staff.

MES has approved the Administrative Instruction No. 01/2018 on the Principles of Recognition of International Platforms and Journals with Review. The main purpose of the regulation was to systematize principles of recognition of international journals in all higher education institutions, to prevent ethical

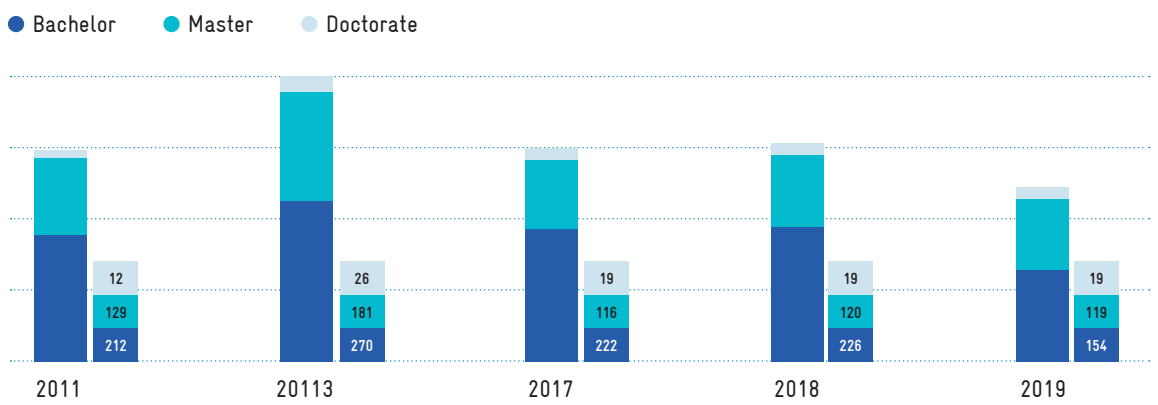
violations and to systematize procedure of professional and academic development. No coordinated steps have been documented to implement other activities such as needs assessment for professional development, drafting plans for professional development of academic staff and development of a mechanism for monitoring and assessment of academic staff work. Lack of academic staff at the doctoral level in almost all higher education institutions is evident. NAA through the Administrative Instruction has implemented the practice of institutions assessment on the basis of having Plans for Academic Staff Development. However, a more detailed study is required to determine the degree of implementation of professional development in higher education, if institutions have viable plans and if there is a needs assessment for development. It is also important to understand the degree of implementation of the teaching staff assessment practice on the basis of performance in teaching and scientific research. During 2018 and 2019, several initiatives have been documented to support the development of academic staff qualifications. The HERAS project has supported teachers of public institutions for doctoral and post-doctoral studies. The MES Science Department has supported 4 candidates for doctoral studies. MES in cooperation with other bilateral partners has supported students for doctoral studies.

6.7.3 Quality assurance in higher education

Outcome 7.3 Quality assurance mechanisms in higher education are fully functional

To achieve the targeted outcome, the Action Plan envisages progress in the development and expansion of human and financial capacities for Kosovo Accreditation Agency (KAA) for implementation of the European Standards and Guidelines on quality in higher education, development and expansion of human capacities for the National Academic Recognition and Information Center (NARIC), support of higher education institutions for the implementation of internal quality assurance standards, completion of accreditation with a ranking process according to the European Multidimensional Framework and establishment and operationalization of the Agency for Standards and Assessment for Regulated Professions. Kosovo Accreditation Agency conducts external assessment of higher education institutions at the institutional and study programs level. As of December 2019, there are a total of 293 accredited study programs in public and private higher education institutions, provided by a total of 31 HEIs (9 public and 22 private institutions). However, with full implementation of the Administrative Instruction on Accreditation (requirement for 1 PhD for every 60 ECTS of the respective field of study program) there has been a significant reduction in accredited study programs because some institutions have failed to meet these criteria. In 2019, there were a total of 154 bachelor's programs, 119 master's degree programs and 19 doctoral programs.

Accredited Programs by the Kosovo Accreditation Agency 2011-2019



The European Quality Assurance Register in Higher Education (EQAR) at the beginning of 2018 has excluded NQA from this mechanism, while the European Network of Quality Assurance Agencies for Higher Education (ENQA) has excluded NQA in 2019. The NQA is in the process of re-evaluation and the institution has established a working group for drafting the Self-Assessment Report, which was submitted to ENQA in November 2018. NQA has reapplied and underwent external assessment during 2019, but has not succeeded to return as a full member.

The NQA has drafted and approved its new standards based on European Standards and Guidelines ESG 2015. NQA has also operationalized the electronic platform "E-Accreditation", through which already many of the processes related to the assessment and accreditation of HEIs, such as declaration of academic staff engaged in HEIs and application for accreditation, will be carried out electronically. This platform will also enable academic staff, students, interest groups and public to obtain accurate information about the accreditation process, thus maximizing the transparency and accountability of the NQA. In this context, monitoring of the State Quality Council (SCC) meetings is being carried out through participation in the SCC meetings of the representatives of civil society organizations dealing with higher education as well as media.

Last activity for achieving the outcome is the need for the establishment and operationalization of the Agency for Regulated Professions. There is confusion as to the exact name of the Agency that administers matters related to regulated professions. Within KESP 2017, it is erroneously named as the Agency for Standards and Assessment for Regulated Professions. Within the activity, the naming of the administrative body according to the Law on Regulated Professions (05/L-066) should be reviewed. The legal name of the administrative body responsible for the administration of issues related to regulated professions is the State Examination Agency of Kosovo (SAAK). The functioning of the bodies envisaged under the Law on Regulated Professions and the definition of regulated professions is a criterion for meeting the Stabilization and Association Agreement with the EU. During 2017-2019, the Division for Regulated Professions was established and operationalized within the Department of Higher Education. Also, the Intergovernmental Negotiation Group has been established to negotiate the recognition of regulated qualifications and professions of architect, general practitioner, dentist and engineer within the Regional Cooperation Council in the Western Balkans (RCC). By December 2019, there is no agreement on the liberalization of these professions.

Regarding the Law on Regulated Professions, the Administrative Instruction No. 21/2018 on "Duties and Responsibilities of the State Council for Regulated Professions" was approved. Also, three administrative instructions have been drafted for "Criteria and procedures for obtaining the right to exercise a regulated profession", AI on "Rules for the functioning of the State Examination Commission, compensation of its members, as well as procedures and manner of conducting the State Exam" as well as the AI on "Organization and functioning of the professional body for the development of standards of profession".

6.7.4 Information Management System in Higher Education

Outcome 7.5. Information Management System in Higher Education (HEMIS) is fully functional by 2019

Several activities are envisaged to meeting this outcome: development of an information management system in higher education (HEMIS), drafting of guidelines and staff training for data collection and processing, and development of national indicators in higher education. Regarding first activity, MES piloted HEMIS during 2017 in several institutions to test the operability of the system. A new version of the HEMIS system has been installed with some additions, including limiting the number of students according to the decisions

of licensing/accrediting institutions, academic degrees of staff, and setting deadlines based on accreditation decisions. The new HEMIS platform relies on the interoperability with the NQA database for decisions on (non)accreditation, suspension or withdrawal of accreditation. Only higher education institutions that are accredited and respective programs can register data in the system. System updates have encountered some logistical difficulties due to the expiration of the contract with the system developer. System maintenance requires a long-term contract. However, HEMIS lacks continuous technical support to address barriers to data entry.

The second activity proposed in the framework of the outcome is related to the drafting of guidelines and manuals for the implementation of HEMIS. Administrative Instruction amending previous Guideline for the Information Management System in Higher Education was issued during 2018. Updating HEMIS is related to the deadlines for reporting data of students enrolled in bachelor's, master's and doctoral studies and the registry book. Reporting deadlines for enrollment of bachelor students have been extended from the preliminary date of September 30 to November 15 of the academic year. With the changes in the AI, higher education institutions that do not report student data are not provided access to HEMIS, and the Administrative Instruction on the Registry Book (33/2014) has been repealed. A number of private higher education institutions have not complied with the legal deadlines for reporting data on enrolled students. Some institutions have reported difficulties in entering data in the absence of specialized staff. Additional recommendations are recommended in the HEMIS Administrative Instruction on reporting deadlines and consequences resulting from the non-declaration of enrolled students.

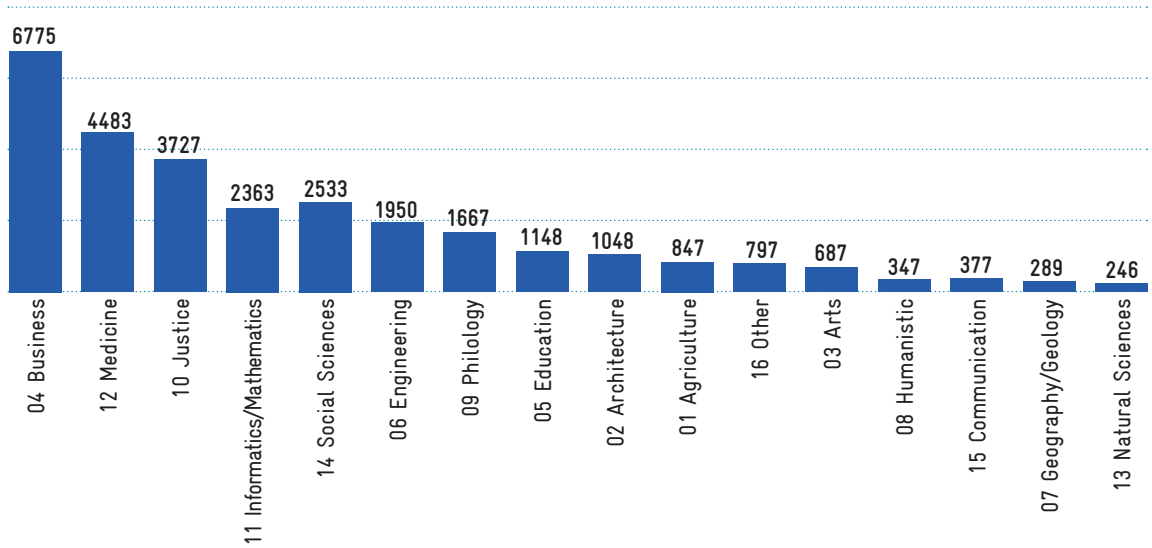
Development of national indicators for higher education is specified as the third activity within the system. MES has not yet taken any steps in this direction. In general, standardization of higher education indicators is essential for measuring the performance of higher education institutions. Indicators can be standardized according to international indicators proposed by Eurostat, OECD and UNESCO. Collection and processing of indicators is important for the implementation of the funding formula and quality promotion in higher education. MES and KAS have started publishing data on annual basis of higher education in Kosovo. Data on public institutions are standardized. Unification of the data collection procedure for all institutions is required.

6.7.5 Correlation to the labor market

Outcome 7.6. Study programs are in line with labor market demands and career guidance and counseling services are functional in HEIs

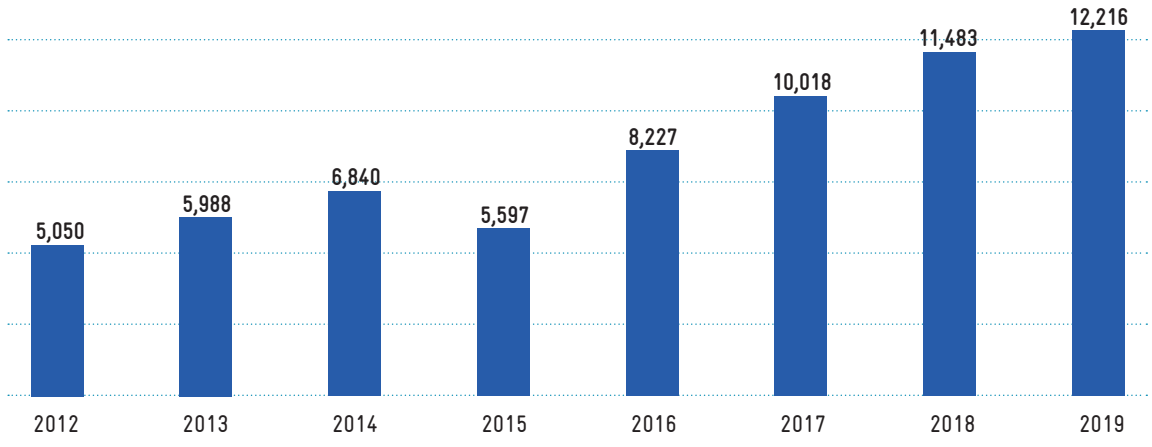
The aim of improving conditions of teaching and scientific research in higher education continues to be challenged by the extremely high number of students and the lack of teaching staff. According to MES/ HEMIS 2019 data, the largest number of students enrolled for the first time was in the field of business, medicine, law, IT and social sciences. In the past two years, a significant increase in the number of students oriented in the fields of medicine, mainly in the field of medical care and nursing, has been documented.

Students enrolled for the first time in Kosovo by study areas ESAC 2018/2019 (HEMIS, 2019)



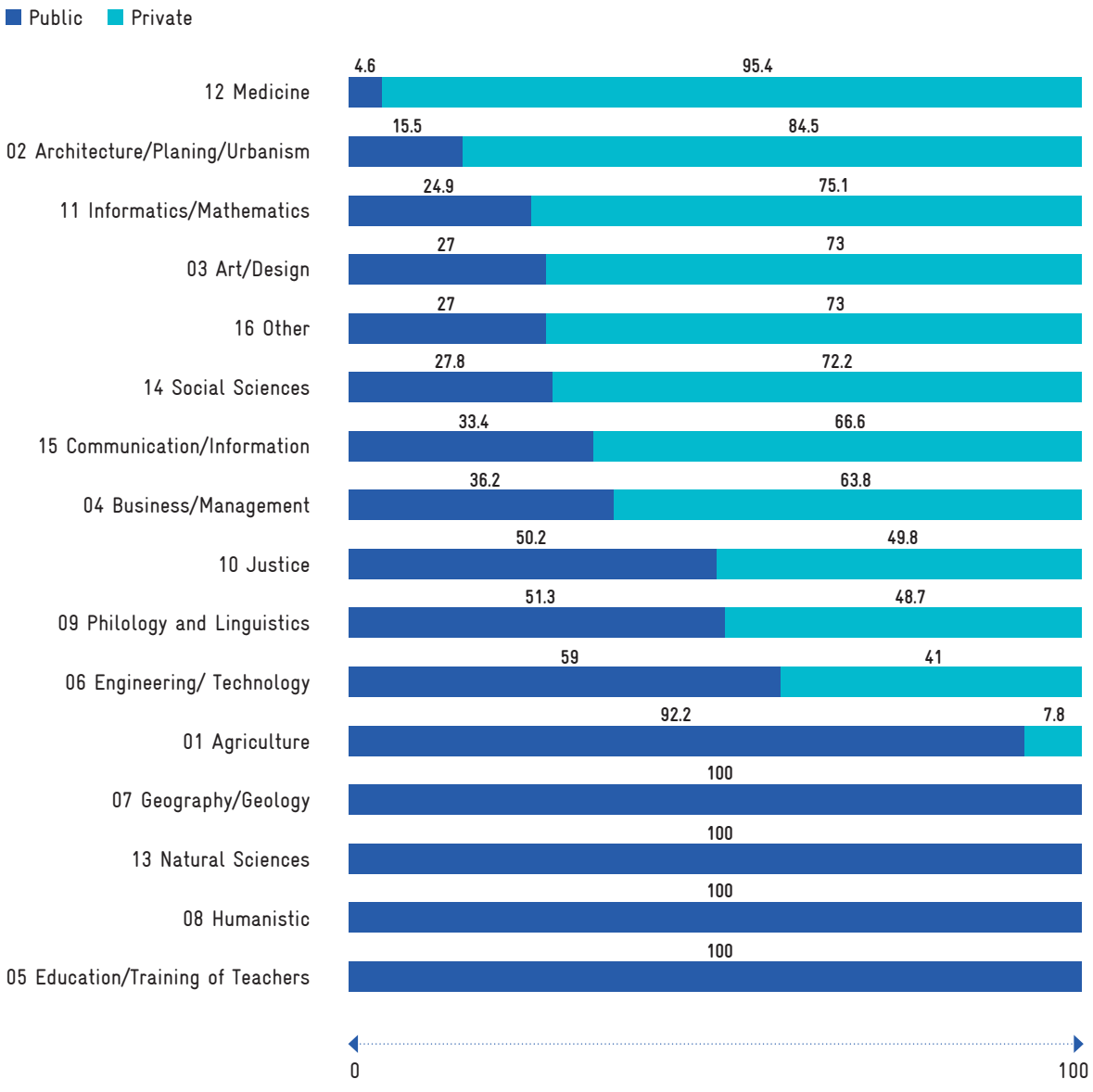
Student orientation in science, technology, engineering and mathematics still remains low. The labor market in Kosovo faces two structural problems related to the degree and quality of the education system. Initially, the demand rate in the labor market is low and the trend of jobs generated in recent years does not guarantee employment of graduates. Secondly, there is the problem of mismatch between the quality of qualification and the labor market - there are several economic sectors facing lack of adequate skills. The educational offer is currently different from the labor market needs and the needs for skills in strategic government sectors. The largest number of students and educational programs are in the category of social sciences and law studies. During the years of 2018-2019, there has been a significant increase in the number of students in the medical field, mainly in the private sector.

Unemployed BA/MA graduates 2012-2019 (KAS, 2019)



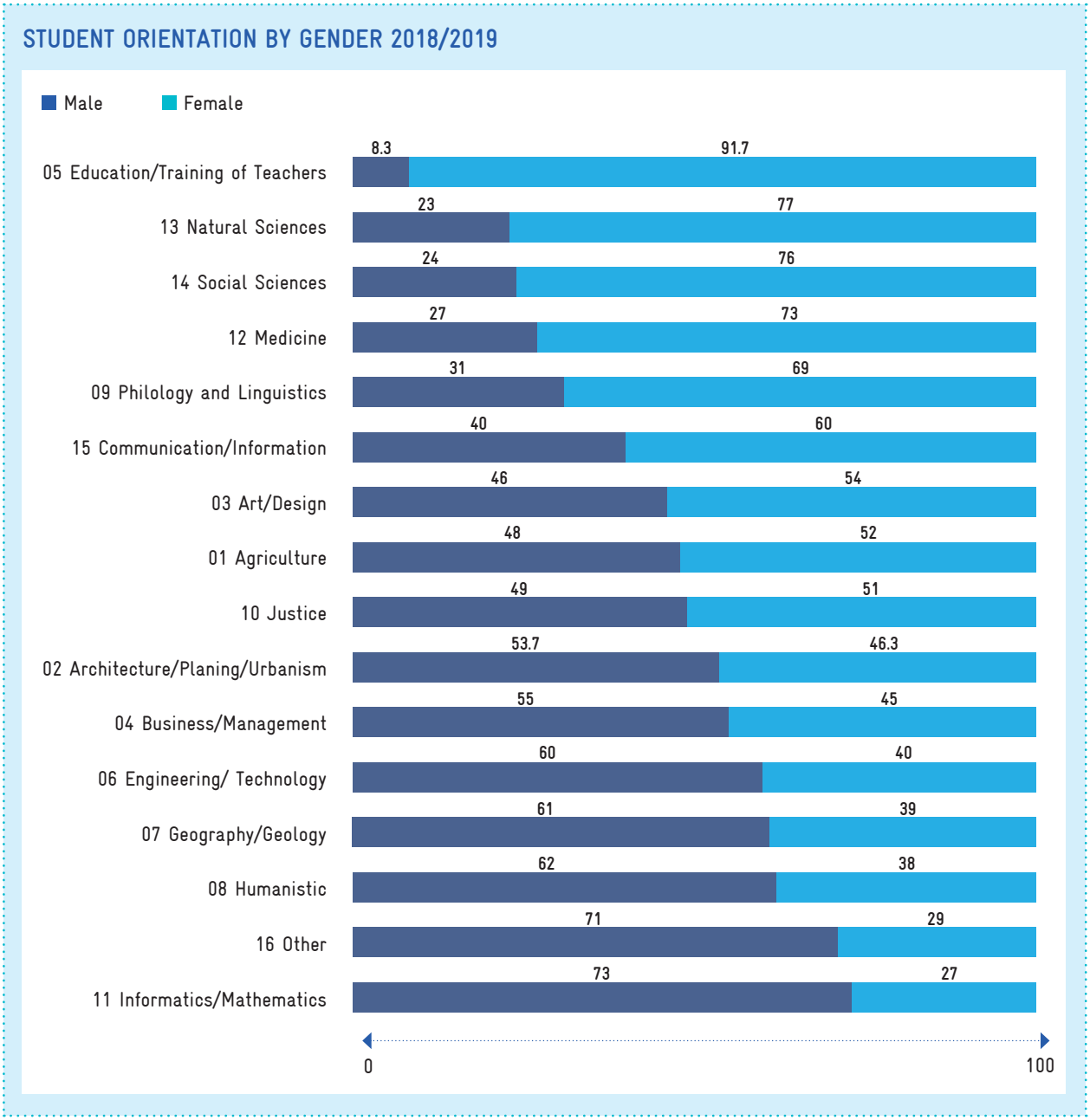
There is no comprehensive study on the suitability between graduate skills and the needs of the labor market; however, there is ample evidence proving the contrary. The number of unemployed graduates (bachelor/master) is growing significantly. Last year there were about 12,000 unemployed graduates, while businesses are looking for skills. Students are avoiding STEM (exact science, technology, engineering and math) in favor of the social sciences and law (with low market demand).

STUDENT ORIENTATION BY INSTITUTION 2018/2019



Educational supply of public higher education institutions established in recent years does not necessarily follow economic priorities of the respective regions. Provision of programs in the field of teacher and health training by public higher education institutions can be important for the promotion of educational and health services in the municipality. There is a significant difference in orientation in certain areas of study in higher education by gender. Women tend to be oriented (over 90%) toward education programs, natural

sciences, social sciences, medicine, communication and linguistics. Men dominate fields of computer science, humanistic studies, geography/geology and engineering/technology. A balanced gender orientation is observed in the areas of architecture, business and justice.



In the context of linking education with labor market, several activities are envisaged that relate to the (a) establishment of industrial boards and accomplishment of proper studies on the linking of education and labor market. All industrial boards are in public universities that were established during 2018-2019. Out of 16 industrial boards, 10 of them are at the University of Prishtina, 1 at the University of Ferizaj, 2 at the University of Gjakova, 3 at the University of Peja. The University of Mitrovica and the University of Gjilan are in the process of approving regulations and establishing them. There is no evidence documenting a study on the linkage between the educational supply and the labor market or systematic efforts to create a system that examines and directs students to areas with high demand in the economy.

6.7.6 Infrastructure

Outcome 7.6. Advance the infrastructure and technology for teaching, research and artistic work

Activities are envisaged within the outcome that aim to provide institutional support for the development of scientific research infrastructure, assessment of infrastructure needs for teaching and scientific research work and drafting plans for maintenance and updating of laboratory equipment. Capital investments of about 4.6 million euros were made during 2018. The budget has also been allocated for the construction of scientific research infrastructure map.

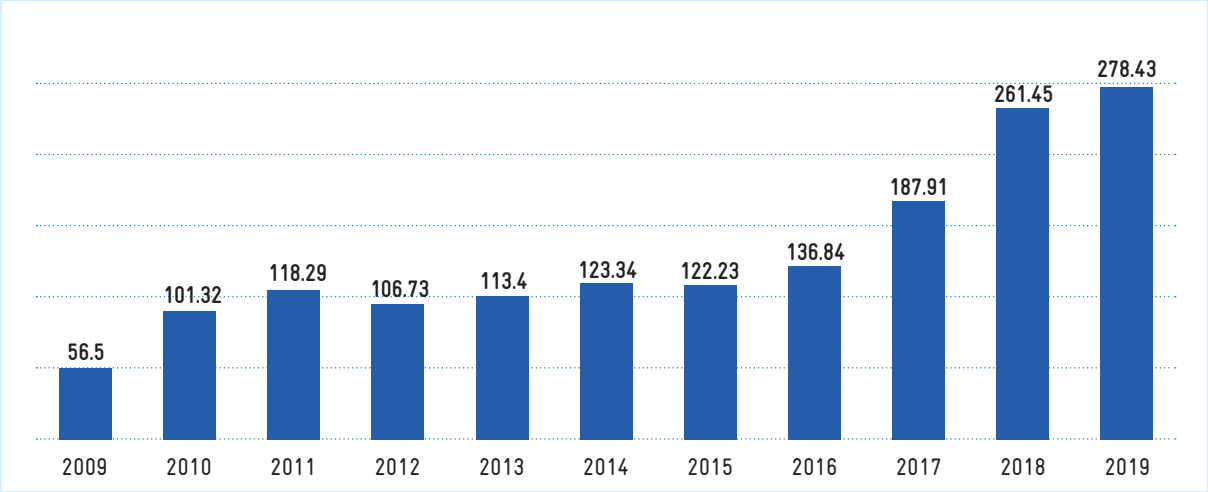
6.7.7. Scientific publications

Outcome 7.7. The number of scientific publications in international indexed journals of academic staff increases by 25% each year

Science and research in Kosovo are regulated by Law No. 04/L-135 on Scientific Research Activity. This law has included best European practices which support scientific research with a focus on economic and social development. The law also has provisions that regulate the connection of scientific research with the economy and industry. National Council of Science is a structure responsible for the administration of national research priorities, while the Department of Higher Education, Science and Technology in the Ministry of Education and Science is the main institution for policy-making in the field of science and research. The Law on Scientific Innovation, Know How and Technology was promulgated by the Assembly in November 2018.

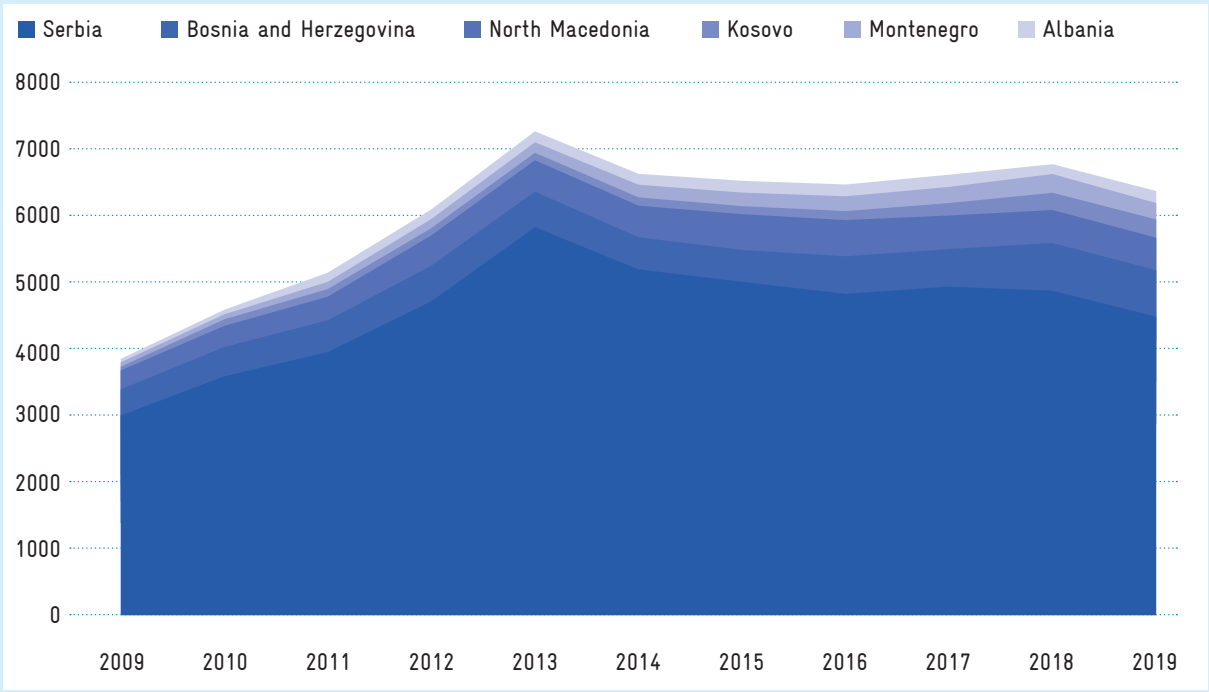
KESP has envisaged continuous increase in the number of publications in international indexed journals. Kosovo has no system of measuring scientific productivity either in terms of volume or quality of publications. However, according to World Bank data (2018), the number of scientific publications from Kosovo in international indexed journals has gradually increased since 2009.

Number of scientific publications in indexed journals 2009-2019 -World Bank 2019



However, research in Kosovo remains one of the main challenges. The rate of scientific research activity in higher education institutions has been steadily increasing. The number of scientific/technical publications in international indexed journals has doubled compared to 2015. However, based on comparative data in the Western Balkans, in recent years Kosovo has exceeded the number of scientific publications of Albania and Montenegro. Serbia accounts for the majority (70%) of all scientific/technical publications in the Western Balkans.

Number of scientific/technical publications in indexed journals 2009-2019 in the Western Balkans (World Bank, 2019)



To increase capacity in the field of scientific research and innovation, it is necessary to continue with the awarding of doctoral scholarships for students of both genders studying in the 500 best universities in the world. In the framework of scientific research projects, during 2018 MES has selected 6 projects for financing (100,000 euros). Participation in international conferences is promoted through subsidizing and covering the cost of participation (50,000 euros). In order to promote and encourage research activities, MES supports the organization of the Science Week and selects the Scientist of the Year and the Young Scientist of the Year. Also, during 2018, 13 beneficiaries were supported for the category of publications in international indexed journals. The budget for this activity category has increased from 20,000 euros to 100,000 euros in the following years. The institution has established the team for drafting the Strategy for Wise Specialization within the initiative of the European Commission and JRC.

6.7.8 Legislation

Outcome 7.8., Legal framework for higher education reviewed and completed by 2018

The outcome is based on the assumption that the Assembly of Kosovo would adopt the new Law on Higher Education in 2017. Revision of bylaws to adapt to changes and amendment of primary legislation are key activities to meet the outcome. However, the Law on Higher Education was approved by the Government of Kosovo in November 2018, but was not passed by the Assembly. Administrative Instruction 01/2018 on "Principles of recognition of international platforms and review journals" has been drafted and approved, which regulates the process of advancing the academic staff in higher education institutions. Regarding the accreditation process in higher education, Administrative Instruction on Procedures and Criteria for Selection and Appointment of Members of the National Quality Council (AI 05/2018) has been approved. Also, the Administrative Instruction (AI 15/2018) on the Accreditation of Higher Education Institutions has been approved to incorporate the provision for the establishment of the Complaints Commission of the National Quality Council. NQA has finalized the concept paper for the Law on the Kosovo Accreditation Agency. Regarding the Law on Regulated Professions, AI has been drafted for the duties and responsibilities of the State Council for Regulated Professions. Also, AIs have been reviewed for licensing of higher education institutions and AIs for verification of documentation of higher education institutions.

During 2019, the Concept Paper on the Law on Kosovo Accreditation Agency was approved and the working group for drafting the draft law on NQA was appointed. The draft is still in progress and has not been finalized yet. AI No. 15/2018 has been reviewed and approved with No. 08.2019 for accreditation of higher education institutions. Two other bylaws a) Revision of AI for scholarships and development of AI for ethics of scientific research in higher education. Working groups have been established and preliminary drafts have been prepared. The review of the AI for verification of HEI documents has been done, and as a draft it has passed all preliminary and public consultation procedures. The draft has been submitted to the Minister for signature, but is still unapproved.

6.7.9 Performance and funding formula

Outcome 7.9. Implementation of the performance-based funding formula in higher education will start by 2020

The new funding formula for higher education has not been revised or approved. Further investment is required in the development of a modern and sustainable financial model. There are currently no specific rules for allocating funds to Public Universities established in the last decade. The University of Prishtina is an autonomous organization which is treated as a separate budgetary organization and a special budgetary program over which MES does not have full control. The other four universities, which are presented as sub-programs within the MES structure, do not have such autonomy. There are no specific rules applied for allocation of resources to these universities. While funding model of the University of Prishtina has its drawbacks, it is still unclear why public institutions of higher education apply different funding methods.

Budgets of these universities are prepared on a historical basis where initially allocated amount is used as a starting point. Moreover, the adequate cost of the respective sub-programs has not been possible so far due to the lack of agreement on how to structure branches and faculties of the universities, and how to limit the total number of students in these universities (necessary due to limited financial resources allocated for higher education). Universities lack basic data needed to develop a system based on their funding formula. This is one of the main obstacles to the implementation of formula-based funding and decentralization of budget execution. This also prevents MES from ensuring that the policy goal is met at the national level.

During 2017-2019, the envisaged action for drafting bylaws for the funding formula has not been completed. It is still required to establish a Working Group with involvement from MES, Ministry of Finance, public higher education institutions and the Ministry of Public Administration. The working group could address proposals offered in the framework of the World Bank-supported ESIP Project for functional review of finance management, management capacity and accountability in public institutions of higher education. In general, the University of Prishtina continues to be a separate budget category, while other public universities are as financial sub-programs of MES higher education.

The funding formula incorporates a dimension of performance into inclusion and quality in teaching and scientific research and social dimension. Determining the funding formula should go hand in hand with the development of educational indicators, data collection in higher education, defining the performance framework and profiling higher education institutions. Based on the Mid-Term Expenditure Framework (MTEF) of the Ministry of Finance, about 72% of funding for higher education institutions goes to the University of Prishtina.

Annual expenditures of public Higher Education Institutions, Mid-Term Expenditure Framework 2016-2019

	2016	2017	2018	2019
University of Prishtina	28,152,852	30,782,339	33,834,712	35,761,829
University of Prizren	2,553,215	2,493,346	2,633,346	2,575,483
University of Peja	2,343,956	2,376,823	3,026,823	3,226,823
University of Mitrovica	2,402,651	2,968,698	2,905,398	3,588,698
University of Ferizaj	580,050	949,563	1,522,227	2,293,863
University of Gjakova	1,302,793	1,615,972	2,095,872	2,145,972
University of Gjilan	1,492,846	1,556,553	2,126,553	2,226,553
Total	**38,828,363**	**42,743,294**	**48,144,931**	**51,819,221**

Source: Ministry of Finance (RKS) 2016-2019 MTEF

In the framework of the third proposed activity for achieving the outcome, the need to develop special positive measures and preparatory programs for enrollment and retention of students in HEIs from the strata of vulnerable social categories and under-represented communities is underlined. The Action Plan envisages several actions that will contribute to the fulfillment of the activity, including the development of the strategy for social dimension of higher education, establishment of the fund and the program for community support, organization of preparatory programs for academic studies, establishment of fund to support students in poor social condition and provide assistance to students with special needs. Gender balance is not a challenge and a priority in higher education. The relevance of this activity is debatable insofar as Kosovo continues to have an almost balanced degree of male and female inclusion in higher education. According to HEMIS (2018), of all students enrolled for the first time in university studies during 2017/2018, about 54.6% were female while 45.4% were male. MES has supported with scholarships Kosovar students for studies within the country in the understudied fields of public universities (technicians, agriculture, education, natural sciences that are also envisaged in the National Development Strategy) and persons with special abilities - a total of over 660 students per year for bachelor's and master's level.

6.7.10 Staff and student mobility

Outcome 7.10. Increase academic staff and student mobility in HEIs

The outcome specifies the need to promote the mobility of teaching staff and students in the region, EU countries and other countries with advanced education systems. To achieve the result, two main activities are envisaged: participation in regional and international programs of academic mobility and implementation of joint study programs with international institutions of higher education.

In the two main programs for academic mobility - the ERASMUS + and CEEPUS program during 2019, there has been an increase in the number of mobility. As part of the Eramsus + program, 1405 mobilities were exchanged, of which 905 from Kosovo to EU countries, and 500 from the EU to Kosovo. Also, within the component of capacity building in higher education, there are 8 projects that benefited, 3 of which will be coordinated by HEIs in Kosovo. There is also a significant increase in mobility within CEEPUS academic exchange program. For 2019, 125 mobility activities have been carried out, of which 44 from partner countries in Kosovo and 81 from Kosovo to partner countries of CEEPUS. Under the bilateral agreement, MES-US Embassy-Fulbright Program, 4 full scholarships for master studies in the USA have been awarded in the component of master's scholarships. There are 4 beneficiaries in the capacity building component of the academic staff. There are 4 beneficiaries in the component for the development of new researchers. Within the framework of engagement of foreign experts from the U.S. to Kosovo, there are 3 beneficiaries.

Activities were also carried out based on agreements with a partner for provision of scholarships for study abroad for Bachelor, Master and Doctoral levels: within "Shtipendium Hungarikum" program (Agreement between MES and Hungarian Government) 50 full scholarships were awarded for studies at Universities in Hungary (25 BA, 20 MA and 5 PhD). In the framework of agreement between the Embassy of France and MES, two beneficiaries for the master's level have been selected. An agreement has been reached with the University of Camerino in Italy to provide scholarships for bachelor and master studies. A total of 14 full scholarships have been awarded.

6.7.11 Participation in international programs of higher education and scientific research

Outcome 7.11. Increased participation in international programs of higher education and scientific research

Through this outcome, the aim is to increase the level of participation of educational and scientific research institutions in international programs. To achieve this result, several activities are envisaged, including support for application in European programs for higher education and scientific research, promotion of European programs for higher education and scientific research, capacity building of higher education institutions for project management based on the assessment and establishment and operationalization of institutional mechanisms for project development and coordination.

Within the EU Framework Program for Research and Innovation - Horizon 2020, information sessions, written training of project proposals, support of National Contact Points for participation in networking meetings according to thematic areas in European countries were organized. HERAS has supported MES in promoting the program and writing of project/proposals and two workshops have been held with about 30 participants in each workshop.

Also, in coordination with the EU Office, information sessions were provided on the possibilities of Kosovo's participation in the program. During 2019, 7 projects have won with participants from Kosovo in the amount of approximately 1 million euros. Kosovo in the Horizon 2020 program maintains the status of the country of international cooperation, with a total success rate of 23.6%, with a total of 82 application projects, 19 of which have been funded. COST (European Cooperation for Science and Technology) has also been promoted. Kosovo has advanced its status at the end of 2018 - Near Neighboring Country, by which status the researchers from Kosovo have legal right to be reimbursed for participation in activities carried out by COST. In March 2019, the national contact point for the program was appointed. Information sessions, personalized meetings with researchers, including central activity in cooperation with the association were organized. About 20 researchers from Kosovo are already part of COST's actions and have started their activities.

6.7.12 Activity implementation matrix

No.	Results	Activities	Status	%
7.1	Academic staff-student ratio in HEIs is at least 1:40	7.1.1 Development of new doctoral study programs		3
		7.1.2 Supporting students in doctoral studies at the International HEI		3
		7.1.3 Development of planning mechanisms for student admission to HEIs		3
7.2	Mechanisms for staff professional development in HEIs are fully functional	7.2.1 Establishment and operationalization of offices for teaching excellence		2
		7.2.2 Needs assessment of academic staff for professional development		2
		7.2.3 Drafting the plan for professional development of academic staff		2
		7.2.4 Development of a mechanism for monitoring and assessment of the academic staff work		4
7.3	Quality assurance mechanisms in higher education are fully functional	7.3.1 Development and expansion of human and financial capacity of NAA to implement ESG standards		2
		7.3.2 Development and expansion of human capacity of the National Center for Academic Recognition and Information – NARIC		3
		7.3.3 Supporting HEIs in implementing quality assurance policies		3
		7.3.4 Amending accreditation with a process of ranking programs and institutions according to the European Multidimensional Framework		1
		7.3.5 Establishment and operationalization of the Agency for Standards and Assessment for Regulated Professions		1
7.4	Advance the infrastructure and technology for teaching and scientific research and artistic work	7.4.1 Infrastructure needs assessment for teaching and scientific research work		3
		7.4.2 Institutional support for the development of scientific research infrastructure		3
		7.4.3 Drafting plans for maintenance and updating of laboratory equipment		2
7.5	Higher Education Information Management System (HEMIS) fully functional by 2018	7.5.1 Development of HEMIS with the possibility of collecting and processing relevant information at the HEI level		4
		7.5.2 Drafting guidelines and staff training for data collection and analysis		4
		7.5.3 Development of national indicators of higher education		2

No.	Results	Activities	Status	%
7.6	Study programs are in line with labor market needs and career guidance services, as well as increase of academic staff and students in HEIs for career counseling are functional in HEIs	7.6.1 Establishment and operationalization of industrial councils		3
		7.6.2 Encouraging business partnerships		3
		7.6.3 Implementation of a proper study on the linking of higher education programs with the labor market		2
		7.6.4 Review of existing study programs		3
		7.6.5 Supporting new programs in applied sciences and professional programs in accordance with labor market requirements		3
		7.6.6 Providing professional services for businesses		2
		7.6.7 Establishment of a system for labor market analysis at national, regional and local level		2
		7.6.8 Establishment and operationalization of career development mechanism in HEIs		2
		7.6.9 Development of standards of profession in higher education		2
7.7	The number of scientific publications in international indexed journals increases by 25% each year	7.7.1 Analysis of the academic staff's research activities		3
		7.7.2 Development of action plans for scientific research activities		2
		7.7.3 Establishment and operationalization of ethics councils in HEIs		3
		7.7.4 Supporting the publication of scientific works in indexed journals and presenting results		2
		7.7.5 Ensuring access to electronic libraries		3
		7.7.6 Establishment of a national register of scientific researchers		1
7.8	The legislative framework on higher education is revised and completed by 2018	7.8.1 Review and drafting of bylaws in accordance with the new legislation		3
		7.8.2 Harmonization of statutes and other bylaws of the HEI with the new legislation		3
		7.8.3 Development of the legal framework for HEMIS		4
7.9	Implementation of performance-based formula in higher education starts by 2020	7.9.1 Drafting the bylaw on the funding formula for higher education		2
		7.9.2 Development of sensitive gender performance indicators in higher education		3
		7.9.3 Development of strategic development plans of HEIs		3
		7.9.4 Development of a framework for monitoring and assessment of performance agreements		1
		7.9.5 Development of special positive measures and preparatory programs for enrollment and retention of students in HEIs from the strata of vulnerable social categories and under-represented communities		3
7.10	Mobility of academic staff and students of HE institutions is increased	7.10.1 Implementation of joint study programs with international higher education institutions		4
		7.10.2 Participation in regional and international academic mobility programs		4
7.11	Participation in international higher education and scientific research programs is increased	7.11.1 Establishment and operationalization of institutional mechanisms for project development and coordination		
		7.11.2 Capacity building of HEIs for assessment-based project management		
		7.11.3 Support for application in European programs for higher education and scientific research		
		7.11.4 Promotion of European programs for higher education and scientific research		

6.7.13 Performance indicators

KEY INDICATORS OF HIGHER EDUCATION 2014-2018

	2014/15	2015/16	2016/17	2017/18	2018/19
Number of students and graduates					
Number of students in higher education	110,378	120,429	123,988	116,424	104,513
Number of students + University of Northern Mitrovica	120,378	130,429	133,988	126,424	
Number of public students	82,225	73,111	76,707		68,524
Number of private students		38,153	47,318	47,281	35,989
Students admitted in first year				23,399	29,284
Public enrolled students	18,729	18,002		11,953	11,759
Private enrolled students	13,639	14,025	11,546	11,446	17,525
Women enrolled students				12,791	15,925
Number of graduates	9612	10512	12528	13969	
Number of public graduates	5458	5730	7312	8629	
Number of private graduates	4154	4782	5216	5340	
Gender parity					
Number of women students	35495	46,275	58,567	64,594	63,311
Gender Parity Index	0.86	1.02	0.94	1.08	1.19
Gross enrollment rate					
Gross enrollment rate (age 18-22)	55.5	62.4	67.2	69.4	73.6
Gross enrollment rate (age 18-24)	40.40%	45.30%	48.90%	50.10%	53.20%
Study area ESAC – Junior students					
Agricultural science (01)				942	847
Architecture, Urban Planning (02)				896	1,048
Art and Design (03)				713	687
Business and Management (04)				5,555	6,775

KEY INDICATORS OF HIGHER EDUCATION 2014-2018

	2014/15	2015/16	2016/17	2017/18	2018/19
Education and Teaching (05)				1,527	1,148
Engineering (06)				1,818	3,458
Environmental Sciences (07)				367	289
Philosophy, Theology (08)				358	347
Language and Philology (09)				1,730	1,667
Law (10)				2,388	3,727
Mathematics and Information Technology (11)				925	1357
Medicine (12)				2,899	3,981
Natural Sciences (13)				281	246
Social Sciences (14)				2,080	2,533
Communication, Information (15)				377	377
Other (16)				445	797
Institutions and programs					
Number of higher education institutions				30	
Number of accredited programs	477	468	415	344	355
Number of Bachelor programs	270	262	237	217	
Number of Master's program	181	180	156	107	
Number of PhD programs	26	26	22	20	
Expenditures in higher education					
Expenditures in higher education in million €	47.6	49.7	50.3	51.7	53.7
Expenditures per student	571.9	679.8	656.9		
Expenditure in higher education against the expenditure in education	18.1	18.5	19	18.1	17.6

Source: KAS (2019), MES (2019)

6.7.14 Recommendations

- ***Monitor and increase the graduation rate in higher education -*** Number of students and the inclusion rate has reached very high numbers. Kosovo has about 104,513 students in higher education and about 70 percent of 18-22 age groups attend higher education. Increased inclusion rate does not necessarily mean any significant contribution to increased labor force productivity. The impact of university education on the country's competitiveness depends on the quality of the offer, the number of graduates and their field of graduation. Although the number of students has increased significantly, this has not translated into any substantial increased change in the number of graduates. The number of students finishing studies and graduating from public institutions of higher education continues to be below 20 percent. This brings to the surface other challenges in the system including the number and quality of teaching staff, the number and quality of administrative staff and the overall attractiveness of the educational supply.

- ***Increase student orientation and graduation rate in STEM fields (science, technology, engineering and mathematics) and other understudied fields -*** In general, increase in the number of students has come in the fields of study related to the service economy (law, business administration, social sciences). The rate of students oriented towards STEM (science, technology, engineering and mathematics) is still extremely low. Increasing the number of STEM graduates could favor country's competitiveness in production and industrial processing. The orientation of students in agriculture and veterinary also continues to be low. Students tend to orient themselves in those areas of study that have little added value to the country's economy, but at the same time lesser employment opportunities.

- ***Review and approve operating standards on staff-student ratio in higher education -*** Significant increase in the number of students in areas of limited value to the country's economy and without increasing staff capacity can create challenges in quality of education. The student-teaching staff ratio in the studies of the Faculty of Law and Faculty of Economy is far beyond best practice and legal limitation (1:20). Quality assurance institutions must operate with clear standards regarding permissible staff-student ratio. This standard can be adjusted and differentiated according to areas of study. It is important to create norms on which the 1:200 ratio can be limited in the areas of law and economics.

- ***Fields of study of public institutions of higher education -*** This dynamic in higher education requires special attention in the profiling of educational institutions and the empowerment of institutions responsible for quality assurance. The educational supply of the University of Prishtina is relatively diversified according to economic and social developments. However, deeper analysis of student orientation and staff availability raises many questions about the added value of regional institutions. In many cases, newly established public university institutions have followed a development model of the University of Prishtina in miniature. The supply is not related to market demand. Lack of a clear development strategy to advance economic and social interests of the regions has conditioned developments that could jeopardize the experience accumulated in the past (for example mining industry in Mitrovica, tourism and agribusiness in Peja). Specialization (profiling) of institutions is necessary. The Ministry may use the funding formula to reorient studies in understudied fields. This can be achieved by eliminating subsidies, introducing quotas or non-accreditation of programs that do not provide added value.

- ***Increase capacity for support, data collection and quality assurance in research -*** Higher education institutions are largely teaching-oriented. Kosovo has marked some small steps forward in increasing scientific output, but still remains relatively insignificant compared to the number of staff employed in higher education. The teaching staff seems to be mainly focused on teaching. No evidence or attempt has been documented to change this trend in public institutions of higher education. Almost all publications indexed in Scopus originate from the University of Prishtina. No serious efforts have been documented

during the assessment to change the state of scientific research infrastructure. The Ministry, through the funding formula, should make efforts to promote the funding pillar for scientific performance and industry development. This would encourage increased funding for relevant scientific research for industry and the country.

- ***Increase capital investment in infrastructure and learning environments in higher education -*** The funding rate in higher education has gradually increased since 2011. The most significant investments are directed to the financing of the University of Prishtina at the rate of 70% in relation to the amount allocated to public university institutions. Main spending is dedicated to financing compensation for teaching staff and, in more limited cases, increasing the number of academic and administrative staff. The administration and funding model is not uniform for all institutions.

- ***Increase support and funding for the internationalization of higher education -*** Kosovo has taken positive steps to increase student mobility towards EU and other OECD countries. Encouraging steps for the mobility of academic staff through Erasmus Plus have also been documented. However, the overall degree of internationalization remains low. The number of joint study programs, the number of joint research projects or participation in Horizon 2020 continue to be limited. MES should invest in encouraging these exchanges and developing academic and scientific staff by significantly increasing funding for research and exchange projects, and scholarships for doctoral studies.

- ***Complete secondary legislation and increase capacity for implementation of the Law on Regulated Professions -*** MES should pay special attention to the implementation of the Stabilization and Association Agreement and the requirements related to education. Implementation of the Law on Regulated Professions, secondary legislation and increased institutional capacity to implement the requirements of the European Agenda.

7. Conclusions and Recommendations

- As a result of demographic developments, the number of students is expected to fall in the level of primary and lower secondary education, and the future plan should include objectives about accommodating this development by optimizing the school network and optimizing the number of teachers with population projection data, underline a declining trend in the number of students at all levels of pre-university education. This development comes in parallel with internal movements of the population from villages to cities and from one municipality to another. The decline in the number of students creates preconditions for increased efficiency in the system and financial savings. The next objective should be to ***optimize the number of teachers and optimize the number of schools***. Savings from pre-university education could serve to increase capacity of inclusion in preschool education.

- ***Improving statistical data system and their correlation is essential to increasing capacity for evidence-based planning and for monitoring education system performance.*** Capacity for collection, processing and data analysis, social and gender aspects that affect student enrollment and accessibility should be improved - The capacity to assess student equality impact and accessibility aspects is still limited. The following strategy should address with particular importance the collection and analysis of data on equal opportunities in education and gender aspects in educational policy-making.

- ***Modernization of student external assessment systems and continuous implementation of international examination models provides a continuous input to inform policymaking and enables the coordination of approaches with contemporary educational systems -*** Increased credibility and integrity of student external examination system should be a specific objective in the new plan. Stakeholders should consider activities and measures necessary to ensure that the measurement of learning outcomes is not only in line with the highest ethical standards, but to ensure that they contribute to the development of quality improvement policies in school. In addition to the overall analysis, stakeholders should ensure that there is a periodic mechanism for analyzing achievement outcomes, demographic, social, economic, and educational factors. Parties should also ensure that pre-university education incorporates results and conclusions of the PISA 2015 results analysis.

- ***Advance quality assurance culture through external school assessment -*** Kosovo has a systematic process for external school performance assessment which is based on AI 4/2017 for performance assessment of educational institutions of pre-university education. The Education Inspectorate has a mandate to expand its scope beyond traditional legality monitoring activities. The action plan should provide for the building of the institutional structure and practice of periodic and ad-hoc assessment of schools at the pre-university level. This process should include a systematic assessment of aspects of school management, curriculum implementation, teaching and learning methods, teaching staff and teacher qualifications, teaching environment and infrastructure, teaching resources (textbooks and laboratories) and school cooperation with stakeholders. During the implementation of this process, care should be taken to overcome collection of authorizations between bodies responsible for external assessment of higher education institutions and vocational education institutions. In addition to external assessment, attention should also be focused on promoting the practice of internal quality management and school support in the implementation of the self-assessment practice.

- ***Implementation of the teacher performance assessment system, licensing and promotion scheme is extremely important as a measure to increase quality and accountability in the pre-university education system -*** Teacher licensing process has been initiated since 2011, but it has not been fully implemented. In recent years, administrative instructions have been developed and approved regarding teacher performance assessment and teacher professional development, whose implementation started in all municipalities. Implementation of performance assessment system requires a clear definition of the institutional structure, elimination of the practice of linear growth of teacher salaries and building of a sustainable system for supporting and assessing teacher professional development.

- ***MES should develop and implement a funding formula that promotes performance in vocational education, adult education, higher education and science -*** there is still no unified structure and funding model for higher education and vocational education. The funding formula should be categorized in such a way as to accommodate different needs of vocational education study fields and promote performance in higher education. MES should also consider an adequate form of linking scientific research funding within higher education institutions to encourage scientific research and correlate education, scientific research and innovation. There are still no clear provisions regarding modalities of public funding for lifelong learning. The future plan should consider this priority and promote the co-funding mechanism for lifelong learning.

- ***Advance the practice of assessment, analysis and reflection on student achievement at the central, municipal and school level -*** Publication of the achievement results from PISA 2015 has increased the demand from the society for better education. Within the outcomes, relatively low results are documented in general achievement, mathematics, science and reading. Similar assessments have been drawn from ongoing external assessments of students' achievement in the Semi-matura and Matura Test. These developments have conditioned significant shift in the education management system paradigm. The demand for results and accountability, limited resources and constant demographic pressure make it necessary to strengthen an integrated system of planning, reporting and assessment. MES has built significant capacities in documenting inputs in the education system. However, refocusing of attention is required on continuous documenting of the system's outputs. This makes it necessary to build organizational and human capacities for planning, communication with municipalities, communication with independent agencies and other line ministries to advance system administration.

- ***Develop and advance the capacity for correlation between schooling and economic competitiveness -*** Kosovo is committed to advancing competitiveness as a means to improving living standard. The same priorities are listed in the European Reform Agenda, the Stabilization and Association Agreement Implementation Plan, the National Development Plan and the Economic Reform Program. Inclusion in education, relevance of study programs and their quality are essential inputs in building human capital. Progress in human capital dimension is extremely important in exploring country's other economic potentials in the extractive industry, energy, agriculture, manufacturing and services. This has become even more urgent due to country's economic exposure to competitive global pressure. The OECD Report on Competitiveness in Southeast Europe and the World Bank Study on Business Environment and Enterprise Performance highlight low level of labor force productivity and lack of relevant skills for the labor market.

- ***Accelerate the process of meeting priorities arising from the European Reform Agenda and the Stabilization and Association Agreement -*** In the framework of the European integration

process, Kosovo is committed to increasing financial, administrative and human capacity in addressing priorities arising from dimension of education and science. Awareness of the need to combat the dropout phenomenon has increased in recent years. The dropout rate is comparable to advanced countries. Inclusion rate in compulsory education is almost universal. The challenge of educating and including women in education has been overcome by achieving gender parity. However, inclusion rate of vulnerable social groups from Roma, Ashkali and Egyptian communities is still low compared to the national average. On the other hand, improvement of education quality is closely linked to the years of schooling and the inclusion rate in preschool education. Average years of school attendance in Kosovo continue to be below the average of advanced countries. The inclusion rate in preschool education continues to be low and below the OECD average.

- ***Implement a twinning system of the education model with sister countries with advanced school systems -*** Based on econometric analysis, the achievement and quality rate in education is related to the level of inclusion in preschool education, the funding rate per student, the overall level of per capita revenue, teacher qualification rate, quality of curriculum and teaching, quality of educational resources and infrastructure, and school administration model. Progress in education is necessarily related to the overall level of political, social and economic progress. One part of the factors affecting educational achievement and quality depend on policy-making and administration. The capacity to plan policies, monitor progress and assess effectiveness must be increased. A deeper analysis should be made to document successful educational models of countries of similar size of administration and population. Estonia and Latvia are examples to be explored due to high achievement of students with more limited spending than other OECD countries.

- ***Increase the level of general spending on education by at least 4.6% of GDP -*** In general, the rate of educational spending on education is still low. National spending on education in relation to the overall government spending and in relation to gross national product is comparable to world trends. However, Kosovo has a different population structure and a high share of the young population. The number of students is almost double that of similarly populated countries in Europe. This makes it necessary to increase spending in the sector. Increased spending on education in recent years has been largely aimed at increasing the burden of teacher payroll funding. Based on the economic growth projections (IMF, 2018), Kosovo is expected to have an average growth rate between 3.5-4% by 2021. MES should insist on fixing the annual funding rate for education to at least 4.6% of GDP. Through the indexation of total spending on education, Kosovo will not only be able to approximate the practices of mid-income countries, but will also be able to build a longer-term investment policy for quality.

- ***Prioritize investment in inclusion in preschool education, communities, students with special needs and teaching resources -*** Teachers in Kosovo have achieved adequate compensation compared to the average income of the population. Wage increases should be linked to a verifiable system of increased teacher performance. Also, increased spending on education should prioritize the inclusion of vulnerable social groups and students with special needs. Additional funding in the sector should also be directed at increasing the absorption capacity in preschool education. Vocational education is extremely important and requires additional investment in infrastructure and teaching aids. Higher education funding is oriented only towards teaching. This needs to change through the adoption of a new funding formula that rewards scientific research and provision of studies in the understudied fields for the country's economy.

- ***Advance practice of the Integrated Planning System*** - Legal regulations have been issued that systematize planning and management process through governance links in the pre-university education system, vocational education and higher education. The process is modeled after the whole system-based approach. However, this mechanism is still in its infancy. No other targets or objectives have been set in the Action Plan in relation to top-down, bottom-up and sideways communication with system stakeholders. Also, no special attention is paid to the model of system administration, the centralization rate and precise definition of roles and responsibilities. The effort to institutionalize practice of integrated planning, monitoring and reporting should be reflected within the Action Plan. Goals should be incorporated within activities for the operationalization of the Strategic Management Commission and Program Commissions.

- ***Systematize practice of educational management in municipalities and schools*** - System management should reflect main services in schools (preschool education, vocational education, basic education and higher education) and support services (planning, legislation, infrastructure, IT, textbooks, teacher development, finances, and procurement). Such an administration model should be set both at the municipal and central level. A systematization of jobs, description of competencies and responsibilities should be carried out in the near future. Effort to issue Standard Management Guidelines for Municipal Directorates and Jobs should be integrated in the framework of the KESP Action Plan.

- ***Advance practice of data analysis on results and policy impact*** - It is important to increase data collection capacity on the results of actions, legislation, destination of pupils and students. The dimension of sensitivity and impact analysis has been incorporated with the reform of the planning process at the central level. These processes condition more advanced econometric analysis on the policy impact. MES should be able to determine the effectiveness of investments and regulation in achieving targeted results.

- ***Accelerate efforts to adopt new funding formula in pre-university education*** - The funding formula reform is in its early stages. A series of actions have been taken to include certain groups in the funding formula and correlation of results. Advanced countries mainly apply funding formulas with several pillars. One of the formula pillars may be the current per student formula. Other pillars can be set depending on the priorities and target groups: teaching for students with special needs, teaching for students at certain distances, pillar for students on social assistance, pillar for non-native language students, pillar for teacher professional development, infrastructure pillar and performance pillar.

- ***Increase capital investment rate in pre-university education in order to prioritize internal infrastructure and school resources*** - The capital investment rate in education has decreased significantly. This has resulted from the reallocation of funds towards increasing the compensation rate for teachers. The current trend does not allow for the fulfillment of the goals set in the Action Plan on refurbishment, new buildings and school equipment. The need to reduce the number of students in the classroom and change in teaching in shifts has become a priority in recent years. However, there is no conclusive evidence proving strong correlation between student-classroom ratio and student achievement. Municipalities with low student achievement in the Semi-matura Test have mainly low number of students in the classroom, but this has not addressed the social demand for higher results.

- ***Review the investment plan at central and municipal level to reflect the revision of population projections -*** This makes it necessary to launch a study on the national re-zoning of schools in accordance with the National Spatial Plan. The infrastructural and human capacity of the school should be weighed against projections and other variables such as internal population movements and demographic decline. Establishment of schools network would facilitate challenges arising from students' internal mobility.

- ***Implement teacher specialization (profiling) plan -*** It is important to implement and incorporate in planning, the goal of teacher profiling. This is because there is extensive scientific evidence on the return on investment. The need to increase the number and quality of teachers in the fields of STEM - science, technology, engineering and mathematics - should be considered as a priority in the context of profiling. Based on comparative analyzes in PISA 2016, schools in Kosovo, mainly in rural areas, face a lack of qualified staff in these areas.

- ***Launch school optimization process -*** Schools in OECD countries have an average of 769 students and 34 teachers. Kosovo has an average of 341 students per school. Kosovo is characterized by the small schools model. About 60% of schools have less than 250 students. Over 200 schools (parallel classrooms) operate with less than 50 students or about 4 students per classroom. The operation of these parallel classrooms should be considered not only because of the considerable inefficiency, but also because of the poor teaching quality. The average annual cost of operating a school institution is about 196,532,371 euros. The average annual expenditure of a school with over 2000 students is about 4 times higher than the average annual expenditure of a school with about 100 students. Prishtina has on average about 610 students per school followed by Mitrovica with 445 and Ferizaj with 430. Schools operating in the urban area of Prishtina, Mitrovica, Ferizaj, Fushë-Kosovë and Prizren have the highest number. This provides indications on potential future investments.

- ***Review school management model to advance the role of the director and teachers in the teaching process -*** Most (73%) of OECD advanced countries operate an educational management model where schools have strong autonomy in determining resources, curriculum, textbooks, teachers and teaching methods. The management model emphasizes the importance of the school governing board, teachers' and parents' councils in decision-making. Most parents (52%) in OECD countries have actively participated in school and in support of their children. In about 32% of cases, schools have also been supported by the community for the implementation of school and extracurricular activities. The school management model in Kosovo differs substantially from the OECD model of high-achieving students in PISA. Primary responsibility for administration, staffing, resources, and outcomes of the school depends on the school director. The Municipality, the School Board and in some cases the Ministry select the Director together. The role of the Ministry is to support the school by defining initial criteria for staff compensation and basic curriculum standards. The municipality supports the director in budget planning and in some cases, in cooperation with the Ministry, determines basic salary and decisions to increase staff salaries. According to the model of countries with advanced education systems, school director has the responsibility of selecting teachers, dismissing them, increasing salaries, budget planning, disciplinary measures, setting rules for student admission and assessment and subject content. Teacher is responsible for determining the content of the subject, curriculum, assessment rules and textbooks. The school board is more oriented towards curriculum definition, subject content, assessment rules and disciplinary measures. ***Generally, school is responsible for the entire learning process. Ministry and municipality provide support in more limited aspects such as setting minimum curriculum criteria, basic salary criteria, salary increase criteria and***

budget planning. The school management model is built in such a way as to absolve the school from responsibility for the results. Teachers and school directors have the perception that their responsibility is limited to teaching, student assessment, and disciplinary measures only. Unlike advanced OECD countries, the school director and teachers have no responsibility in determining the curriculum, subject content, and textbooks. School directors are limited to expenditure management, student admission, and disciplinary measures. Unlike OECD countries, they do not perceive that it is their responsibility to engage in subject content, student assessment rules, budget planning, staff selection, staff assessment or their dismissal. The School Governing Board is more limited to budget planning, oversight of spending and disciplinary measures.

- ***Prioritize investment in internal infrastructure and reading rooms*** - Only 19% of students report that there is room for reading and school work in their schools. This figure is extremely low compared to the OECD average where about 75% of students are provided such an opportunity.

- ***Advance the process and procedure of individualized registration of professional development*** - Kosovo provides relatively less training and professional development hours for teachers compared to advanced OECD countries. In econometric analysis and linear regression, high correlation and variability have been documented in terms of student achievement between countries that (do not) invest in professional development. The funding rate for teacher professional development is less than 0.3 percent of the total education budget. Allocation of about 667,000 euros last year is still only 74% of the funding level of 2011. The decrease in the investment rate may have affected the reduction of the inclusion rate and the average number of hours spent in professional development.

- ***Advance the system and quality of professional development programs*** - Increasing the inclusion rate of teachers in professional development and provision of training is not necessarily a direct contribution to student achievement. In addition to increasing the inclusion rate, it is required to ensure that they are qualitative and appropriate for teacher's profile. MES has completed the legal basis for systematizing the process of teacher professional development. These developments have provided significant clarification on the division of responsibilities of stakeholders in the process. However, the degree of financial contribution from municipalities to this priority still remains insignificant. It is important to work with regional public universities to establish teacher research and professional development centers.

- ***Define performance-based pay raise policy and system*** – Teacher pay raise should be based on in-service performance. Kosovo has made significant steps in improving living standard and teacher compensation. The average annual income of the teaching staff significantly exceeds the average per capita income. These steps are taken linearly for all teachers. Little effort has been made to differentiate the teaching staff according to performance parameters. Over the past year, the legal basis on teacher competencies and performance assessment has been reviewed and approved. A pilot project with limited inclusion is under completion. Increase in compensation should be based on in-service teacher performance. Decisions to increase compensation should be based on the performance assessment and promotion process. Linear increase in teachers' salaries should be avoided. Increase in salaries indexed according to the level of economic growth should be followed by efforts to increase teacher's work rate. Kosovo has a relatively lower rate of teacher engagement compared to other OECD countries.

- ***Increase criteria for admission in teacher qualification programs in favor of attracting the best students in the profession*** - It has been documented that there is a strong correlation

between the level of teacher qualification and student achievement. Kosovo should make efforts to eliminate the practice of engaging specialized teachers in teaching. Special attention is required in empowering institutions and teacher training programs before service. The current student admission rate in Faculties of Education is much higher than the demand for teachers in the market. Kosovo has about 650-700 teachers per year retiring due to age. Annual study positions should be limited to about 1000 or 5000 for master's cycle applicants. Application of higher criteria in the admission process is required.

- ***Systematize support and training for teachers to work with students beyond theoretical instruction*** - Only 29% of students report to have received assistance from teachers doing homework. According to the OECD (2016), this constitutes the lowest level in OECD and partner countries. In OECD countries, about 70% of students report to have been assisted by their teachers.

- ***Organize state exam for teacher's profession*** - In most OECD countries, teachers are subject to the national exam for entering the profession. This state exam is organized after the completion of a 5-7 year cycle of studies on the profession and tests the degree of achievement of competencies. The state exam certificate is a prerequisite to apply for teaching.

- ***Sanction the need for professional practice in teaching as a prerequisite for entering the teaching profession*** - In most OECD countries, teachers must undergo professional practice. In some cases professional practice is an integral part of the study curriculum. Usually the last year of study (60 ECTS) is dedicated to completing professional practice. Professional practice is mandatory and must be completed in one of the schools that provides teacher specialization profile.

- ***Organize continued assessment of the profession as a prerequisite for licensing*** - Periodic licensing is a prerequisite in most countries with advanced education systems. In some cases, teachers are required to complete courses with examination as a prerequisite for re-licensing. This can be a quality assurance mechanism in teaching. This is also necessary to ensure the minimum of criteria and quality in a decentralized teacher selection system.

- ***Increase funding for teacher professional development*** - The Ministry should aim to increase the budget for teacher professional development to 1% of the total spending for pre-university education by 2021. The Teacher Professional Development Fund should encourage the participation of the municipality and teachers. The current teacher professional development fund is extremely low and with almost inexistent participation from other stakeholders.

- ***Advance efforts and resources for implementation of the new curriculum in all schools and at all levels*** - Implementation of the new curriculum has started in all schools in Kosovo. This came after a relatively long period of preparation and piloting. Curriculum implies a significant change in the educational paradigm, by placing emphasis on student competencies. However, successful implementation of the curriculum depends on administrative, human and infrastructural capacity. In structural aspect, students will be able to acquire all the necessary knowledge, skills and competencies. However, this also depends on the weight and distribution rates of classes.

- ***Provide teacher training for new assessment methods to encourage participation and learning*** - New curriculum conditions new teaching methods, making ongoing teacher staff training a necessity. Implementation in some cases may encounter a lack of adequate staff and the gap

between teacher qualifications and study subjects. Curriculum reform also conditions new methods of assessment and learning. The importance of continuous training on competency-based learning assessment methods is highlighted here. Continuous support is required in the form of standard guidelines in those areas where the integrative teaching of several subjects is applied.

- ***Review assessment methods in favor of encouraging continuous learning assessment*** - Teachers in Kosovo mostly apply infrequent student assessments. According to OECD data (2016) a student undergoes an assessment mainly once within the semester. This represents an anomaly compared to the advanced OECD countries, where student is assessed continuously or about 4-5 times within the semester. About 90% of students in Estonia undergo assessment through tests conducted by the teacher every month. Continuous assessment can promote participation and incentivize learning.

- ***Increase funding for implementation of the new curriculum*** - The implementation process requires more educational resources, including increased funding for administration, textbooks and teaching aids. Based on the survey of school managers in Kosovo (2015), these impediments continue to negatively affect the learning process. Special attention should be paid to investments in communication and information technology in administration and teaching/learning. Kosovo has a relatively low level of ICT integration in teaching. In OECD countries, almost all classrooms are equipped with projectors and smart boards.

- ***Encourage school and teachers contribution in curriculum and subject content*** - Schools and teachers in Kosovo perceive that they have limited responsibilities in determining curriculum content and subject content. However, the core curriculum encourages schools to advance new electives that can advance students' competencies. This practice corresponds to developments in OECD countries with advanced education systems. The school has considerable responsibilities in determining the curriculum and subject content.

- ***Encourage extracurricular activities and provide support infrastructure to schools*** - Kosovo should promote extracurricular activities to develop students' potential in orchestra, music, school newspaper, voluntarism, science clubs, school, municipal, and national competitions, information technology clubs, art clubs, chess clubs and sports clubs. Kosovo has a tradition of organizing extracurricular activities. However, it should be extended and supported in all schools, especially in rural areas where lower participation is documented (OECD, 2016).

- ***Increase efforts to monitor the implementation of the student workload at school*** - Kosovo should implement an average class rate of 28-30 classes per week to approximate with OECD countries. Monitoring should not be limited to the fact whether the curriculum consists of this class rate. The monitoring should serve so that each student should meet a minimum rate of 30 classes at school and about 15-20 additional working class hours of homework.

- ***Increase efforts to monitor and harmonize teaching load in mathematics and science*** - Kosovo should provide a minimum weekly rate of 4 classes of mathematics and 4 classes of science. Monitoring should not be limited to whether the curriculum is committed to such a minimum. Monitoring should focus so that each student has followed such a practice with about 8 classes a week in math and science and about 8 working hours of homework.

- ***Provide adequate textbooks and consider textbook policy liberalization*** - Implementation of the new curriculum requires more advanced textbooks. Kosovo needs to consider the possibility of adapting international textbooks in the fields of exact sciences. Within the textbooks, special attention should be paid to the Guiding Textbooks for Teachers. Compared to other OECD countries, Kosovo implements a very conservative policy on textbooks. Textbooks are mainly defined by the central level and teachers and schools perceive that it is not in the domain of their competencies to engage in this regard. In most OECD countries, teachers, schools and school boards are actively engaged in contributing to the selection of textbooks and provision of alternative textbooks.

- ***Launch a study on the rationale of extending the class to 60-90 minutes*** - Extending classes is a very common practice in different partner and OECD countries. This comes due to scientific findings that favor such an approach in the context of interactive learning. Extending classes or modular offerings can avoid ergonomic and health problems stemming from students' need for large bags. This would be especially recommendable to eliminate infrastructure costs in the school closets.

- ***Increase efforts to encourage student participation in professions related to agriculture, services, industrial processing and production*** - There is a balance of orientation of upper secondary education students towards vocational education and general gymnasium. From an in-depth analysis of student orientation based on study profiles/fields, there is a growing trend of orientation in the fields of medicine (nursing, medical technology, pharmacy, radiology), business administration and computer science. These professions are mainly related to the service economy. The general orientation of students in production/processing and agriculture is extremely low. The growth of human capital in industry and agriculture is necessary to stimulate sustainable economic growth and job creation.

- ***Advance the mechanism and procedure for correlation of educational supply with the labor market demand*** - The analysis of demand and supply in vocational education is in the early stage of development. These difficulties in the systematic correlation of study countries with market demand may stem from a lack of familiarization and inter-ministerial communication. Kosovo must first determine the priority areas of economic development. The same must be communicated and transferred to the Inter-Ministerial Council for implementation. Implementation cannot be limited to listing good intentions only. Prioritization of correlation in the form of funding and increased administrative and human capacity is required.

- ***Link profiles with the National Framework of Professions*** - Vocational education study fields should be reviewed in a way that incorporates competencies of profession into the curriculum, teaching staff and infrastructure. Study fields must be standardized according to the names of the National Framework of Professions and Qualifications. Measuring supply and demand should integrate several methods: KAS Labor Force Survey on the number of employees by professions, LMIS of the Ministry of Labor on the dynamics of the new jobs and Eurostat on the dynamics of the European market.

- ***Adopt funding formula in vocational education differentiated according to fields and profiles*** - Orientation of students towards understudied fields, including inclusion of women, could be accomplished through incentivisation and funding formula. Revision of the funding formula is still in its early stages. The funding formula should be structured in such a way that it encourages the study of understudied fields, encourages inclusion of sensitive social groups, differentiates

study fields according to requirements, rewards performance and correlates study fields with the labor market. Establishing an office for cooperation with industry could facilitate the process.

- ***Develop capacity for student career guidance -*** MES has marked several positive steps in improving the student career guidance. Special attention should be paid to the provision of human capacity for guidance and counseling, the provision of opportunities for professional practice, provision of services in all schools and collection of information on the destination of graduates.

- ***Increase capital investment in vocational education -*** The funding rate for vocational education has not changed significantly in the past 10 years. The only change is the growing cost of teacher compensation. Vocational education requires additional and urgent investments in workshops, learning spaces, information and communication technology and contemporary textbooks.

- ***Monitor and increase the graduation rate in higher education -*** The number of students and the inclusion rate has reached very high figures. Increasing the inclusion rate does not necessarily mean any significant contribution to increasing labor force productivity. The impact of university education on the country's competitiveness depends on the quality of the supply, the number of graduates and their areas of graduation. Although the number of students has increased significantly, this has not translated into any substantial incremental change in the number of graduates. The number of students completing studies and graduating from public institutions of higher education continues to be below 20 percent. This brings to the surface other challenges in the system including the number and quality of teaching staff, the number and quality of administrative staff and the overall attractiveness of the education supply.

- ***Increase the level of orientation and graduation of students in STEM fields (science, technology, engineering and mathematics) and other understudied fields -*** In general, the increase in the number of students was in the fields of study related to the service economy (law, business administration, social sciences). The rate of students oriented towards STEM (science, technology, engineering and mathematics) is still extremely low. Increasing the number of STEM graduates could favor country's competitiveness in industrial production and processing. Orientation of students in agriculture and veterinary continues to be low. Students tend to orient themselves in those areas of study that have little added value to the country's economy, but at the same time also with fewer employment opportunities.

- ***Review and approve operating standards on staff-student ratio in higher education -*** Significant increase in the number of students in areas of limited value to the country's economy and without increasing staff capacity can create challenges in education quality. The student-teaching staff ratio in law and economics studies is far beyond best practice and legal limitations (1:20). Quality assurance institutions must operate with clear standards regarding permissible staff-student ratio. This standard can be adjusted and differentiated according to areas of study. It is important to create norms on which the 1:200 ratio can be limited in the areas of law and economics.

- ***Conduct specialization (profiling) of public institutions of higher education -*** This dynamic in higher education requires special attention in the profiling of educational institutions and the empowerment of institutions responsible for quality assurance. The educational supply of the University of Prishtina is relatively diversified according to economic and social developments. However, deeper analysis of student orientation and staff availability raises many questions about the added value of regional institutions. In many cases, newly established public university

institutions have followed a development model of the miniature University of Prishtina. The supply is not related to market demand. Lack of a clear development strategy to advance economic and social interests of the regions has conditioned developments that could jeopardize the experience accumulated in the past (for example mining industry in Mitrovica, tourism and agribusiness in Peja). Profiling of institutions is necessary. The Ministry may use the funding formula to reorient the study in understudied fields. This can be achieved by eliminating subsidies, introducing quotas or non-accreditation of programs that do not offer added value.

- ***Increase capacity for support, data collection and provision of quality research*** - Higher education institutions are mainly teaching-oriented. Kosovo has marked some small steps forward in increasing scientific output, but still remains relatively insignificant compared to the number of staff employed in higher education. The teaching staff seems to be mainly focused on teaching. No evidence or attempt has been documented to change this trend in public institutions of higher education. Almost all publications indexed in Scopus originate from the University of Prishtina. No serious efforts have been documented during the assessment to change the state of scientific research infrastructure. Through funding formula, the Ministry should make efforts to promote the funding pillar for scientific performance and industry development. This would encourage increased funding for relevant scientific research for industry and country.

- ***Increase capital investment in infrastructure and learning environments in higher education*** - The funding rate in higher education has gradually increased since 2011. The most significant investments have been directed to the financing of the University of Prishtina at the rate of 70% against the amount allocated to public university institutions. The main costs are dedicated to financing compensation for teaching staff and in more limited cases, increasing the number of academic and administrative staff. The administration and funding model is not uniform for all institutions.

- ***Increase support and funding for the internationalization of higher education*** - Kosovo has taken positive steps in increasing student mobility towards the EU and other OECD countries. Encouraging steps for the mobility of academic staff through Erasmus Plus have also been documented. However, the overall internationalization rate remains low. The number of joint study programs, the number of joint research projects or participation in Horizon 2020, continue to be limited. MES should invest in encouraging these exchanges and developing scientific academic staff by significantly increasing funding for research projects, exchanges and scholarships for doctoral studies.

- ***Complete secondary legislation and increase capacity for implementation of the Law on Regulated Professions*** - MES should pay special attention to the implementation of the Stabilization and Association Agreement and the requirements related to education. Implementation of the Law on Regulated Professions, secondary legislation and increase institutional capacity to implement the requirements of the European Agenda.