

KOSOVO¹

ETF COUNTRY PLAN 2007

1. Socioeconomic background

Kosovo is entering a decisive phase in its history as discussions on resolving its final political status are being finalised. This is happening as domestic governmental institutions assume more responsibilities from the United Nations and as the Western Balkans region continues its integration with the European Union. Against this backdrop, Kosovo continues to move from a post-conflict environment to a development setting that poses new challenges. A substantial reconstruction effort immediately following the 1999 conflict led to a rebound in economic activity and notable improvements in physical infrastructure. More recently, however, donor resources have dropped, economic growth has weakened, and the fiscal position has deteriorated. Poverty, moreover, is widespread, affecting 37% of the population; unemployment is estimated at around 40%; and public health is affected by environmental pollution and contamination. There are also pervasive governance problems².

If there is one universal conviction about post-war Kosovo, it is that its economy is fuelled by remittances from the diaspora. Policy makers make the comforting assumption that the diaspora and its fabled generosity will continue not only to plug a major gap in Kosovo's balance of payments, but also to make up for the lack of a welfare state by providing an informal social safety net for poor households. Unfortunately, remittances have fallen significantly from a post-war high, when they funded the reconstruction of homes across Kosovo. This because migration has reversed since NATO intervention in 1999, with more than 100,000 Kosovo Albanian migrants obliged to return from EU countries where they had been refugees. Furthermore, the door to further migration is now shut, with only a lucky few with close family abroad still able to emigrate through family reunification schemes. Consequently, fewer than 15% of Kosovo families now receive regular remittances, and all the signs are that this rate is decreasing. The lifeline that kept rural Kosovo afloat for the past generation has thus been largely cut—leaving another legacy for post-status Kosovo. Migration and remittances may have extended a necessary lifeline but they have not brought about development, as they have simply substituted for the lack of any effective development policies. This situation, moreover, has helped to preserve one of Europe's oldest and most conservative institutions: the traditional, patriarchal household. The large, extended families in Kosovo's villages have survived 50 years of socialism, and have protected Kosovo Albanians from weak or hostile state institutions. They have also been a drag on rural development, however, by contributing to serious under-investment in education and showing a distinct lack of innovation and entrepreneurship. Kosovar women have the lowest employment rates—and some of the lowest education levels—in all of Europe. Rural Kosovo dependence on remittances for its survival has left it trapped in a vicious circle of underdevelopment³.

The most recent draft of the Kosovo Development Strategy and Plan 2007-2013 (December 2006) builds on developments in recent years while looking forward to 2013. One of the scenarios presented is that a post-status Kosovo will fall further and further behind the rest of Europe both economically and socially. Based on a broad consultative process, the plan points out a number of hard truths. Firstly, if current trends continue the average citizen of Kosovo will be poorer in 2009 and even in 2013 than he or she is today. Secondly, Kosovo's institutions will be unable to provide more services or transfers in 2009, and will pay civil servants less in total wages and salaries in 2009. And thirdly,

¹ As defined in United Nations Security Council Resolution 1244 of 9 June 1999

² Interim Strategy Note for Kosovo 2007. World Bank (2006).

³ Cutting the Lifeline: Migration, Families and the Future of Kosovo. European Stability Initiative Report (September 2006).

the currently very high unemployment rate will remain as high in 2009 as it is today. This constitutes a new realism about the future of Kosovo—very different from the often utopian expectations of sudden prosperity that were widespread even a few years ago. It underlines the urgency of finding ways to make a successful break with the recent past. This new realism constitutes the obvious starting point for broader policy reflections on how to promote successful development. In the Development Strategy and Plan, such reflections are embedded in what it refers to as a reform-driven scenario of higher growth. However, even in the more optimistic scenario, the average Kosovar will be as poor in 2009 as he or she is today and the absolute number of unemployed people will be as high in 2013 as it is today, despite the creation of 100,000 new jobs. Even under the more optimistic scenario, Kosovo will not even begin to catch up with its immediate neighbours.

The Kosovo government and international community are analysing the Kosovo Development Strategy and Plan⁴ and the Medium-Term Expenditure Framework (MTEF) in order to consider the concrete options that are open to the Kosovo government. Inspired by the new realism, a conference⁵ was called to explore ways to go beyond the baseline scenario, look deeper into the proposals already made in the Strategy Paper (power generation, mineral exploration, open access to labor markets abroad, etc.), and explore neighbouring country experiences that might offer relevant lessons for Kosovo. The conference also sought to explore how public institutions and outside actors (donors and the EU as policy maker) could translate ideas into policies and outputs with a visible impact. The urgency of addressing the existing employment crisis in Kosovo is central to the debate.

Long years of under-investment in the economic infrastructure in the Yugoslav period, followed by war and by an uncertain political set-up, have severely damaged the Kosovo economy and have led to poverty in 37% of the population. Today Kosovo needs to rebuild its economy and to find a competitive niche within the European and global economy. Despite the potential identified in the lignite mining and energy sectors, and despite expectations that the successful privatisation of socially and publicly owned enterprises and the development of small and medium-sized enterprises would help the socioeconomic development of Kosovo, the employment opportunities offered to the population have been limited. Activity and employment rates are the lowest in the western Balkans region (approximately 50% and 25% of the working-age population, respectively) and far below EU benchmarks. Employment in agriculture and in the informal economy is relatively high, indicating precarious employment patterns and low added-value activities. Unemployment—typically long-term in nature—is estimated to be as high as 42%. Women are particularly disadvantaged in terms of labour market participation and employment. Young people are heavily hit by unemployment, with an unemployment rate of as high as 60%, and the situation is expected to worsen as growing numbers of school leavers enter the labour market. Ethnic minorities—at 10% of the total population (a relatively low percentage for the western Balkan countries)—face employment problems as severe as the Albanians and also need to be empowered so as to ensure social cohesion in Kosovo.

In Kosovo's complex social, historical, geographical and economic circumstances, education can help to lay the foundations for peace, nation building, poverty reduction and economic growth. It is no exaggeration to say that the future of Kosovo depends on what and how it invests in the education of its people.

Analyses of small, landlocked economies have repeatedly shown that high-value goods and services production, requiring a considerable amount of human capital, is a key element in economic success. Analyses of post-conflict situations also points to education as an essential element in facilitating social and economic reconstruction. Moreover, an effective education system will contribute to reducing poverty, decreasing reliance on primary commodity exports, and accelerating the process of integration with Europe.

Although poor employment opportunities are often attributed to economic under-development and limited job creation, deficiencies on the supply side are also important. Of the adult population in Kosovo, 62% has a low level of education and only 1% has completed higher education. Functional illiteracy and lack of core competences are also widespread among the adult population. The low level of education and skills in the population is an obstacle to future socioeconomic development and a threat to political stability. Yet the education system in Kosovo is overstretched and under-resourced.

⁴ Kosovo Development Strategy and Plan 2007-2013 (draft document). Ministry of Education, Science and Technology, Kosovo (December 2006).

⁵ Kosovo's Economic Development: A New Realism. WPS07/2 Wilton Park Conference, in association with the European Stability Initiative and with the support of the Foreign and Commonwealth Office, the Royal Ministry of Foreign Affairs of Norway and the Netherlands Ministry of Foreign Affairs (26-28 January 2007).

Up to two thirds of young people leave the education system without a qualification. Adult education and training opportunities are limited to the provision of training (in vocational centres operated by the Ministry of Labour and Social Welfare) to a small percentage of unemployed (0.8%), and of ad hoc training activities (through donor projects) for targeted groups.

2. Key policy issues and strategies in human resource development

Human resource development (HRD) is a key factor in the socioeconomic development of Kosovo, and consistent strategies are necessary to ensure that the 2 are directly linked at both the central and local level.

The structure of the education system in Kosovo was changed in 2000/2001 from the compulsory 8 years of basic education plus 3 years of secondary education to 5, 4 and 3 years, respectively, of compulsory primary, compulsory lower secondary, and upper secondary education, with pre-school education for 3-5 year olds. Following the establishment of the Ministry of Education, Science and Technology in 2002, a Strategic Plan for the Development of Education in Kosovo 2003-2007 was produced in 2003. This was designed to move the education sector forward, from an emergency phase initiated after the end of the war in 1999, to a consolidation and development phase in which attention could be given to raising standards to the level of EU countries. While important developments have taken place, many challenges remain. Currently the government is finalising an Education Sector Strategy and Plan, as part of the Kosovo Development Strategy and Plan 2007-13.

The Framework for the New Curriculum in Kosovo (2001) determines the approach, direction and structure of reforms in pre-school, primary and secondary education. Through a combination of international help and local expertise, curriculum reform covering all areas and subjects for pre-school education up to Grade 13 took place in phases between September 2002 and July 2006. The reform encompassed not only the content of subject syllabuses and school textbooks but also improvements in student assessment and the introduction of new philosophies and approaches in learner-focused teaching and learning. Textbook production has been opened to competition with a consequent improvement in quality. The curriculum has been developed in, and all textbooks have been translated into, minority languages (Turkish, Goran and Bosnian). A number of new textbooks for language, history, and art that give due emphasis to minorities have been produced. Particular attention has also been paid to improving the quality of teachers, school directors and municipal and national education officers through training—again with the assistance of international and local agencies.

However, the education and training system is still very much supply-driven and there is a dearth of mechanisms and institutions for accreditation, setting achievement standards, external student assessment and overall quality assurance in the education sector. There are still large numbers of unqualified teachers in the pre-school, primary and secondary levels, and the teaching profession is characterised by low motivation and a lack of modern teaching skills.

Considerable investments in physical infrastructure have been made through international partners. After 2002, however, there was a gradual transfer of the burden of investment to domestic institutions. In urban areas, schools are still overcrowded and operate multiple shift systems in an environment which is not conducive to delivering the new curriculum; in rural areas, schools have a low pupil-teacher ratio, implying a less than efficient use of resources. Most schools do not have access to the internet. There is, therefore, a need for additional investments to improve the learning environment for children. Such investment needs to take into account demographic factors and migration.

The traditional approach to vocational education and training (VET) in Kosovo—highly specialised streaming from an early grade, a heavy focus on the institution and equipment, and dependence on public finance—will not benefit students or equip them with the skills, knowledge and attitudes needed in the fast changing economy of the 21st century. It is also too expensive for the state to run such a system. Following the global trend towards the convergence of general and vocational education, the challenge is to increase the number of students in, and strengthen the content of, general secondary education.

Post-secondary and continuing education and training provision are almost non-existent, partly as a result of a failure to promote adult learning. Formal provision is almost entirely lacking and there has been a recent tendency for development to focus almost entirely on university education provision to

the virtual exclusion of all else. In this respect, Kosovo compares unfavorably with other European countries where the promotion of continuing vocational training and lifelong learning occupy a central place in economic, social and HRD strategies. Not only is it important for the government to make a major investment in formal adult education provision, there is also a need to stimulate the development of non-formal education provision by providing a legal basis and a supportive environment within which new initiatives can be developed.

Between 1999/2000 and 2004/2005, the total number of third-level students increased from 22,058 to 28,935 (i.e., by 31.2%) in the (public) University of Prishtina (with 15 faculties and 7 high schools). By 2006 there were 19 private institutes and colleges with an enrolment of 10,191 students, reflecting the growing desire to acquire third-level education qualifications. A National Accreditation Agency was established in 2006 to guarantee the quality of the education provided at higher education institutions. From 2002/03—in accordance with the objectives of the Bologna process and to facilitate student mobility and credit transfer among institutions—the University of Prishtina began to change its academic course structure to a 3-year bachelor's degree, a 2-year master's degree, and a 3-year doctoral degree.

Notwithstanding the progress made, tertiary education in Kosovo faces many challenges. The quality of education offered is unable to meet the aspirations of students and the demands of the labour market. Teaching methods remain traditional, with a heavy emphasis on lectures and rote learning. The system is inefficient: on average, students took 6.5 years to graduate in 2000/2001. Minority groups are under-represented: only 118 Bosnians and 1 Turk (1.8% of all new entrants) took up first year studies at the University of Prishtina in 2003/2004; no other minority group was represented. To address many of these issues, a Strategy for the Development of Higher Education in Kosovo 2005-15 was drawn up in 2004 and is now being implemented. Over the past 3 years there have been significant increases in the education budget as a proportion of GDP (from 3.9% in 2004 to 4.4% in 2006) and in education's share of total public expenditure (from 12.6% to 15.2%). Increases at this level in the future, however, will not be sufficient to finance the programmes to be implemented by 2013. Additional funds will be required, and existing resources will need to be used more efficiently. There is a need for more flexible school budget systems, a comprehensive system for financing higher education and research, and a system for funding post-secondary and continuing education and training. Education and training providers, moreover, need to be encouraged to undertake income-generating activities⁶.

Given that the population of Kosovo is the youngest in Europe, emphasis needs to be given to improving education so as to (i) retain young people in the education system and ensure that the majority receive at least a qualification at secondary level, (ii) provide young people with relevant skills for the economy by introducing youth-specific vocational training clearly linked to skill gaps, and (iii) increase the average time spent by young people in education by developing non-university post-secondary options.

It is also necessary to develop an adult education and training system so as to (i) reduce levels of functional literacy and enhance core competences (including entrepreneurship) among unemployed people in particular, and (ii) enhance labour force adaptability to enterprises of any size and ownership type.

In order to ensure consistency between HRD and economic development, employment development strategies need to be based on a broad partnership with key stakeholders. Although partnership has to some extent already been developed through ETF and other donor projects (for example, Adult Learning Strategies and a National Qualifications Framework), it needs to be further strengthened in terms of policy development, monitoring and evaluation. The Assembly of Kosovo Education Committee has an important role to play in this respect, by ensuring the continuity of HRD policies.

The institutional setting for the development and implementation of sound HRD policies also needs to be strengthened. The two main ministries with responsibilities for education and training are the Ministry of Education, Science and Technology and the Ministry of Labour and Social Welfare. These ministries are endeavouring to devolve policy delivery to local levels of government but the process is moving slowly; in order to achieve successful decentralised policy delivery, it will be necessary to develop the capacity of local actors to fulfil their responsibilities. Efforts have been made to ensure

⁶ Education Sector Strategy Paper. Kosovo Development Strategy and Plan 2007-2013 (draft document). Ministry of Education, Science and Technology, Kosovo (December 2006).

better professional support to policy development and delivery, e.g. through the establishment of a National Qualifications Authority and a Pedagogical Institute⁷.

3. EU and other donor policies and interventions

The Community Assistance for Reconstruction, Development and Stabilisation (CARDS) programme is due to be replaced in 2007 by the Instrument of Pre-accession Assistance (IPA). Kosovo will benefit from IPA Component I (Institution Building and Transition Support) and from IPA Component II (Cross-Border Cooperation). For the period 2007-2009, the European Commission (EC) envisages supporting Kosovo with 194.2 million EUR⁸. The EU has funded programmes in a number of specific sectors, which include larger or smaller components of VET. Its main project supporting the VET system in Kosovo, however, is its 4-phase KOSVET (Kosovo Organisation of Science, Education and Technology) programme.

KOSVET I (November 2002-August 2004, €3 million) provided technical assistance to the Ministry of Education, Science and Technology and the Ministry of Labour and Social Welfare in developing and implementing new vocational curricula and assessment strategies in business, information technology and electronics. Training of vocational teachers and trainers was a major component, as also the provision of 8 pilot vocational schools and 5 training centres.

KOSVET II (September 2004-September 2006, 2 million EUR) provided continued support to curriculum and standards development, teacher and trainer training, and quality improvements in VET delivery. Specific support was provided to the Ministry of Labour and Social Welfare through the provision of a new vocational training centre building in Prishtina, which will continue to be supervised by KOSVET III until mid-2007.

KOSVET III (September 2006-March 2009, 2 million EUR) consists of 4 components providing a basis for modernising the VET system in line with EU and international standards, with the main beneficiaries being the Ministry of Education, Science and Technology and the Ministry of Labour and Social Welfare. The 4 components of the project are as follows:

1. Capacity building support to the establishment of a tripartite VET Council (to act as a national advisory forum on VET policy), and support to career education and guidance in Kosovo, including the development and piloting of career education curricula in schools in all regions.
2. Support to the development of a National Qualifications Framework (NQF), the establishment of institutional arrangements for its implementations, and the development of exemplary technical qualifications (at Level 5 of the European Qualifications Framework (EQF)) to be delivered through post-secondary programmes.
3. Technical assistance to the Ministry of Labour and Social Welfare in developing and implementing a labour market information system, and support to the Kosovo Chamber of Commerce (OEK) in developing mechanisms for implementing skills need surveys at the sector level.
4. Support to the development and implementation of an entrepreneurship education and training strategy, in line with the EU Charter for Small Enterprises and in conjunction with the Ministry of Trade and Industry and other stakeholders.

KOSVET IV (September 2006-September 2008, 1.5 million EUR), which is still out to tender, has the following main aims:

1. To support the establishment of a demand-led skills development programme for VET training in Kosovo, to be implemented through the Kosovo Chamber of Commerce (OEK) so as to ensure effective linkages with employer needs and vocational training demands.

⁷ IPA Employment and HRD Assessment: Kosovo. ETF (2006)

⁸ EU-Kosovo Relations. Country Profile: Serbia. EU Directorate General - Enlargement (December 2006)

2. To further build the capacities of the VET Council and the Ministry of Labour and Social Welfare in gathering, analysing and piloting the use of labour market information identified as being of value to institutions, businesses and individuals in VET planning.
3. To develop an advisory service for individuals and enterprises on the availability, relevance and cost of VET courses and to encourage marginalised groups to engage in VET.
4. To assess the feasibility of establishing a VET scholarship and internship programme with selected EU Member States.

The World Bank has been active in the education sector through its grant facility. An education project (Education Participation Improvement, May 2003-December 2006, 4.6 million USD) has provided school planning, school development, and education management information which will help the Kosovo education authorities to monitor school enrolment, attendance, retention, dropout and completion rates, and which will also include accounting for non-participant children in the school system in targeted municipalities .

Other bilateral or international donors are actively supporting the Ministry of Education, Science and Technology and the Ministry of Labour and Social Welfare. The German Technical Cooperation Agency (GTZ) and Swisscontact support areas of VET curriculum development and programme delivery in a number of sectors, as also several pilot vocational secondary schools. GTZ has been designated by the Ministry of Education, Science and Technology as a lead agency in supporting modernisation of school-based vocational education. Swisscontact and Kultur Kontakt Austria are also working with the same ministry to develop business simulation networks in schools. The Institute for International Cooperation of the German Adult Education Association (IIZ/DVV) is also collaborating closely on issues concerning adult learning. UNESCO is operating a project on accrediting basic skills for disadvantaged women. The Educator Development Program (funded by CIDA, the Canadian International Development Agency) is developing a system for training and licensing teachers. CIDA and the Austrian Development Agency (ADA) also support higher education system reform.

The International Labour Organisation (ILO) has been delivering Italian bilateral assistance to the Ministry of Labour and Social Welfare, including support to vocational training centres and development of vocational guidance systems and of a youth employment action plan. Some of the Ministry of Labour and Social Welfare training centres have also received support from the Danish International Development Agency (DANIDA) which, in mid-January 2007, conducted a fact-finding mission in order to finalise a new programme in support of Kosovo institutions.

GTZ, which is the agency in charge of donor coordination in VET, is working on developing youth initiatives with the Ministry of Culture, Youth and Sports. The Organization for Security and Cooperation in Europe (OSCE) is also becoming increasingly involved in education and training initiatives. Private training centres have been established in Prishtina by the Salesian Society (Don Bosco Foundation), AGZF of Germany and other NGOs active in the sector⁹.

In efforts to integrate the Kosovo higher education system into the European Higher Education Area, the western Balkans region—and in that context, Kosovo—has been continuously encouraged and supported by international institutions, organisations, and associations. The EC, the Council of Europe, the UNESCO European Centre for Higher Education, the European University Association, the World Bank, the United States Agency for International Development (USAID), the Open Society Foundation, the Education Reform Initiative of Southeast Europe (under the Stability Pact), and some EU member states on a bilateral basis (e.g., Austria, Germany, the Netherlands), have developed partnerships and are currently operating activities and projects in the region.

In this context the contribution of Tempus is recognised as being particularly important. With a total budget of €4 million, Tempus has been one of several instruments supporting higher education reforms in the country since 2001. Other donor funding—to support academic mobility in particular—has been provided by the Austrian World University Service (WUS), the German Academic Exchange Service (DAAD), the International Research and Exchanges Board (IREX), the Soros Foundation, the British Council, and more recently, the OSCE. Through Tempus, institutional cooperation has been supported through 15 Joint European Projects and 4 Structural and Complementary Measures.

⁹ Kosovo Action Plan for the Implementation of European Partnership 2006. United Nations Interim Administration Mission in Kosovo/Provisional Institutions of Self-Government (August 2006).

Individual support has been provided in the form of 13 Individual Mobility Grants (12 east-west and one west-east). The majority of these projects have been implemented in partnerships with other western Balkan countries.

4. Mid-term perspective ETF intervention strategies contributing to added value in national, EU and donor reform-support policies

In the period 2007-2010, the ETF will continue its strategy of assisting in determining reform priorities, mobilising stakeholder engagement, establishing consensus and commitment, and creating the necessary level of policy knowledge in reform areas considered of Kosovo/EU mutual interest. Particular emphasis is given to reinforcing the policy development cycle and the key institutions involved in this process, namely, government, social partners, civilian society and relevant committees of the Assembly of Kosovo. All these initiatives have the combined aim of developing institutions and capacity for more effective employment and HRD policy-making, monitoring and delivery. Initiatives will interface with and contribute to wider EU support for labour market reform and employment and HRD promotion initiatives arising from the IPA.

HRD Task Force

A particular feature of ETF support for Kosovo HRD since 1999 has been partnership building involving stakeholders from government, social partners and civilian society. The emphasis on partnership has been successful in ensuring better policy synergies and commitment and consensus across the range of interest groups concerned with employment, education and training. However, while the concept and culture of partnership is well established, partnership work has essentially been project-oriented, typically focusing on isolated aspects of HRD (e.g., certification, entrepreneurship learning, national qualifications). Kosovo is now ready to adopt a more strategic partnership approach to employment and HRD, by borrowing from the principles and practices of employment and HRD strategic planning and monitoring of more developed economies.

The ETF will assist the Kosovo authorities in establishing a National HRD Task Force and building its capacities. To consist of representatives from key ministries, social partners and civilian interest groups, its aim will be to ensure coordination, consensus and priority-setting on labour market, employment and HRD issues, with particular reference to national development plans and the IPA support framework. This initiative will complement and reinforce the wider EU effort to be supported in the period 2007-2013 by the EU IPA programme. ETF support will initially have a 4-year perspective and will concentrate on 4 key areas: a) HRD strategy planning and monitoring, b) relevant EU policies and *acquis communautaire*, b) institutional arrangements for participation in EU programmes, and d) sub-national planning and coordination arrangements for employment and HRD.

In particular, for the period 2007-2010, the ETF will support Kosovo in the following areas:

- 2007 Establishment of a National HRD Task Force, which will be introduced to/discussed with a similar body from a small EU member state, and which will be coached (subject to availability of funds) on policy formulation, the design and monitoring of large-scale reform programmes (including the specificities related to IPA support, reporting and accountability), and general committee procedures.
- 2008 Fast-tracking of EU policy knowledge (education, training and employment), introduction to the relevant *acquis communautaire*, and establishment of a HRD intelligence task force and *acquis* performance management system.
- 2009 Planning and agreement on institutional arrangements for Kosovo's eventual participation in relevant EU programmes.
- 2010 Dialogue and planning for development of sub-national coordination arrangements (regional and/or local depending on governance structures evolving over time), with particular reference to capacities, structures and service providers, and aimed at eventually accommodating

prototype ESF actions for employment promotion and workforce development, for potential support by the IPA in the final three years of its mandate (2011-13).

By the close of 2010, ETF support to Kosovo will have resulted in the establishment of a nucleus for a future national ESF monitoring committee, through which further institution building plans and responsibilities can be sequenced when the country assumes candidate status and the IPA-Component 4 (HRD) programme becomes available to the country¹⁰.

Alignment with the Copenhagen Process

In considering the viability of adopting the key education policy orientations defined by the Copenhagen process, in 2004, Kosovo made the strategic choice of concentrating specifically on policy and structures, so as to ensure alignment with the EQF—the priority pillar of the EU Education and Training 2010 reform agenda. Key achievements facilitated by the ETF in Kosovo to date are: a) a national perspectives paper to promote cross-stakeholder dialogue and consensus building, b) draft NQF legislation, and c) a national agreement to establish the National Qualifications Authority. Both the legislation and National Qualifications Authority initiatives are now being followed through with CARDS 2006 support.

Kosovo is now ready to consider how EQF principles—in particular, reference levels and validation of informal and non-formal learning—can be applied to the labour market. In this regard, ETF support in the period 2007-2010 will concentrate specifically on the development of qualifications for selected economic sectors. Experience from other EU states will be sourced to support Kosovo capacity building. In addition, Kosovo will cooperate with Montenegro, which is also committed to the EQF; both partner countries will work towards meeting at least 2 of the EQF benchmarks established as requirements to be met by the EU27 by 2010.

In particular, the ETF will support the Dublin Group (Kosovo's cross-stakeholder NQF development team, which made a fact-finding mission to Ireland in June 2005) in the period 2007-10 in the following areas:

Linking qualifications at national and sectoral levels, through the elaboration of NQF reference levels and alignment with EQF levels for one key economic sector, and including reform planning for curricular adjustment and teacher/trainer development, to both feed into IPA 2008 programming and build on the achievements of the CARDS 2005 programme.

Application of reference level methodology to a second economic sector, with particular reference to the inclusion of informal and non-formal learning within reference levels and qualifications.

Cooperation at regional and EU level in the development of a policy reporting framework and 3-way (Kosovo, Bosnia and Herzegovina and Montenegro) peer review of qualifications for 2 economic sectors.

Transfer and recognition of qualifications through the development of procedures, recognition protocols and staff training, aimed at transnational recognition of qualifications between Kosovo, Bosnia and Herzegovina and Montenegro.

By the end of 2010, ETF support to Kosovo will have ensured the national commitments and the development of initial capacities and institutional readiness necessary to take forward a phased reform plan—with the support of the IPA—for the implementation of an NQF with due reference to: a) common European reference levels, b) coherence and transparency between national and sectoral qualifications, c) enhanced and applied cooperation at the regional and EU level to ensure that NQF developments are appropriate.

Enhanced policy-making and performance monitoring

Experience from newer member states of the EU is that a considerable amount of legislation, regulations and directives evolve as perspectives and preparations for EU integration move forward. Potential candidate countries likewise initiate, adopt and upgrade education legislation and other instruments as they progress towards EU integration. Parliamentary education and employment

¹⁰ Issues and Recommendations. IPA Workshop on Kosovo. Prishtina (21-22 September 2006).

committees have played an increasingly important role in preparing countries for integration into the EU. Various Assembly of Kosovo committees have been created to meet education and employment policy demands as Kosovo progresses with its preparations for European integration.

A first step has already been taken in this direction. One outcome of the first phase of ETF-supported NQF developments in Kosovo has been better cooperation, understanding and consensus between the various political parties represented in the Assembly of Kosovo Education Committee, which had hitherto experienced delay and deadlock in approving draft education legislation. In cooperation with the OSCE—which supports parliamentary capacity building—the ETF has worked with the Education Committee to establish common understandings, objectives and overall consensus in regard to draft qualifications legislation (to be finally decided in 2007) and an agreement to establish a National Qualifications Authority.

The ETF intends to develop its work with parliamentarians sitting on both the Education and Employment Committees in the period 2007-2010. The objective is to ensure consistency and coherence in policy developments in education, training and employment, adequate budgetary appropriations to meet national agreed strategies, and effective and accountable systems for public education delivery.

In particular, for the period 2007-2010, the ETF will support Kosovo in the following areas:

- 2007 Improving policy coherence and cross-party commitment to reforms, through 2 workshops on enhancing employability policies in Kosovo that will involve the Education and Employment Committees (and at least 3 representatives of the Budget and Finance Committee), with the aim being to develop a common understanding across the political spectrum on mutual reinforcement of education, employment and labour market policies.
- 2008 Information and consultation on EU education and employment policies, based on 2 workshops on parliamentary initiatives or inquiries into education and employment matters with specific reference to EU policies, and including national and local consultation arrangements aimed at reinforcing the role of the Assembly of Kosovo as a critical governance institution and voice on Kosovo convergence with EU education and employment policies.
- 2009 Inter-parliamentary cooperation that will develop information exchange and cooperation in common policy areas with parliamentary education committees in other IPA countries, thereby contributing to broader regional dialogue and fostering a culture of political cooperation on education and employment policy in the western Balkans region.
- 2010 A regional inter-parliamentary conference, to be called by a Kosovo/other IPA country Education Committee and supported by an EU member state parliamentary committee, with a view to establishing a regional inter-parliamentary agenda and benchmarking system for EU potential candidate countries, and covering a select number of education policy areas to be monitored and reported on by the participating countries in the period 2010-2015.

The National HRD Task Force and the Assembly of Kosovo initiatives, which will be mutually reinforcing, will be designed to ensure coherence and sustainability in strategy building. They will be approved by government and social partners, and the legislative and budgetary implications will be considered by the Assembly of Kosovo.

By the end of 2010, ETF support to Kosovo will have created a high level of policy knowledge and sufficient cross-party consensus amongst political groupings to ensure adequate momentum in policy reform and reform continuity between administrations. Greater transparency and accountability of the executive to the Assembly of Kosovo will be developed in regard to employment, education and training services. Finally, a good basis for cross-country cooperation between various parliamentary bodies will be established in the region.

Social inclusion

While the Kosovo authorities are making considerable efforts to support minority communities in terms of employment counselling, job mediation and vocational training, the overall impact in terms of employment is minimal, given the specific socioeconomic situation in Kosovo. In the short-to-medium term, employment opportunities for minorities are likely to depend on minority communities creating their own employment opportunities. It is at this local level where there is more likely to be a visible

and sustainable impact on employment development. However, long overdue at this level is international support, which continues to be directed at the central level.

The ETF is launching a three-year project (2007-10) aimed at the social inclusion of ethnic minorities, aimed at enhancing the capacity of national stakeholders in the western Balkan countries in addressing the skill deficiencies of ethnic minorities and facilitating social inclusion through education, training and better employment opportunities.

In particular, for the period 2007-2009, the ETF will support Kosovo and other western Balkan countries in the following areas:

- 2007 Identification of gaps and good practices, with the aim being to document (i) the reasons why some ethnic minorities present weak education and labour market outcomes and (ii) the impact on ethnic minorities of education and training reforms and employment measures implemented by the EU and western Balkan countries.
- 2008 A study and report on the outcomes of the identification of good practices, with the development of proposals for the EC (beginning of 2008) for the design of national and/or regional EU-funded projects covering potential aims and methods for ensuring better access by ethnic minorities to education, training and employment.
- 2008/09 Building the capacity of national actors in a policy-learning context, through in-depth discussions of the results of the study on the identification of good practices with policy makers in selected western Balkan countries (to be identified by the end of 2007, but possibly including Kosovo, FYR of Macedonia, Montenegro and Serbia), with the aim being for each country to design its own actions for achieving ethnic minority inclusion through education, training and employment measures.

Entrepreneurship learning

In the period 2007-2010, the ETF will continue to support the EC Directorate-General for Enterprise and Industry (DG Enterprise) in monitoring policy progress on the education and training provisions of the European Charter for Small Enterprises in Kosovo, and—with particular reference to performance indicators—in building on a first generation of indicators formulated by the ETF in 2006. Additionally, targeted assistance and capacity building measures will also be implemented for the countries of Southeast Europe—in particular, to determine entrepreneurship learning (EL) outcomes at each level of the education system and contribute to the development of a lifelong learning perspective in the region. The overall aim of ETF support will be to develop awareness and understanding, amongst policy makers and education practitioners, of the role of strategic EL and its potential contribution to business performance, overall competitiveness and employment creation.

In addition to annual ETF national assessments of EL developments—including an overall regional assessment to be submitted to the EC, the Organisation for Economic Cooperation and Development (OECD) and the European Bank for Reconstruction and Development (EBRD)—the projected delivery for the period 2007-10 is as follows:

2007

- Integration of Kosovo EL experts in the evaluation of a first generation of indicators, with revisions agreed by the national authorities.
- Development of three additional second-generation indicators by national experts in cooperation with regional peers.
- A national EL stock-taking exercise resulting in a national report.
- Development of EL outcomes for ISCED Levels 1 and 2 by national experts in cooperation with regional peers.
- Inclusion of Kosovo EL experts in the ETF virtual community of IPA regional experts.

2008

- Integration of Kosovo EL experts in the evaluation of the second-generation indicators, with revisions agreed by the national authorities.
- Development of three additional third-generation indicators by national experts in cooperation with regional peers.
- Development of EL outcomes for ISCED Levels 3 and 4 by national experts in cooperation with regional peers.

2009

- Integration of Kosovo EL experts in the evaluation of third-generation indicators, with revisions agreed by the national authorities.
- Development of EL outcomes for ISCED Levels 5 and 6 by national experts in cooperation with fellow experts from the Southeast European region.
- Involvement of national EL experts, education policy advisors and employers in a regional review of lifelong EL.

2010

- An analytical paper on lifelong EL developments, with due reference to policy provisions, strategic plans, budgetary allocations, practitioner capacities, curricula, teacher training, education/enterprise cooperation, monitoring arrangements and initial impact assessment.
- Active participation and contributions of national EL experts, policy makers and employers in a first international conference on comparative approaches to lifelong EL.

Overall, it is anticipated that ETF assessment of annual performance on the basis of given indicators will determine gaps and lines of development where IPA support can be engaged. It is expected, furthermore, that, in the four years of the project, a policy and design knowledge base and regional competences will be developed at all levels of the formal EL system, with enhanced regional cooperation amongst policy makers, employers and experts engaged in the process.

5. Work programme 2007: objectives and indicators

ETF objective for Kosovo 2007: To help the country in dealing with a challenging socioeconomic environment							
Project number	Project title	Specific country objectives	Expected outcomes	Achievement indicators	Sources of verification	Yearly Outputs	Project duration
IPA 07-11-08	Facility to respond to EC requests	<p>To update country intelligence</p> <p>To assist authorities in the establishment and capacity building of a National HRD Task Force comprising key ministries, social partners and civilian interest groups</p> <p>To facilitate HRD sector-wide approach policy dialogue in order to develop a platform for national HRD cross-sector priority policies</p>	<p>Updated country analysis on political, socioeconomic, education and training, and labor market issues</p> <p>National HRD Task Force proposal accepted by the IPA Permanent Secretaries Working Group attached to the Prime Minister's Office</p> <p>Establishment of a National HRD Task Force</p> <p>National HRD Task Force introduced to/discussed with and coached, by a similar body from a small EU member state, in regard to policy formulation, design and monitoring of large-scale reform programmes (including the specificities related to IPA support, reporting and accountability), and training on general committee procedures</p> <p>Inputs into the IPA programmes</p>	<p>Updated country analysis prepared and disseminated</p> <p>Provision of Kosovo country intelligence in response to ad hoc requests</p> <p>National HRD Task Force established</p> <p>IPA programming for 2008 includes capacity building for the National HRD Task Force</p> <p>Kosovo Development Strategy and Plan includes the cross-sector HRD component</p>	<p>Mission reports</p> <p>Monitoring reports</p> <p>Programming documents referring to ETF contribution</p> <p>Kosovo IPA Office (Agency for European Integration) monitoring reports</p> <p>Kosovo National Development Strategy finalised and presented to the donor meeting</p> <p>Donors agree to support priority policies for HRD in the Kosovo Development Strategy and Plan</p>	<p>Mission reports</p> <p>EU monitoring reports</p> <p>IPA programming documents referring to ETF contribution</p> <p>Kosovo IPA Office (Agency for European Integration) monitoring reports</p> <p>Kosovo Development Strategy and Plan finalised and presented to donor meeting 2007</p> <p>Donor agreement to support priority policies for HRD in the Kosovo Development Strategy and Plan, at donor conference planned for 2007 (date tbc)</p>	2007

IPA 07-10-09	Education and Training 2010	Ongoing access by policy makers to systematic information on the development and purposes of the EU Education and Training 2010 agenda and advice on its possible application to modernization strategies	Innovation strategies reflecting priorities and objectives of the Education and Training 2010 agenda	Kosovo contributes actively to EU discussions and reporting EQF is orientation for National Qualifications Authority.	KOSVET III project progress reports Work plan for the National Qualifications Authority Mission reports	KOSVET III project progress reports 2007 2007-2008 work plan for the National Qualifications Authority Mission reports	2007
IPA 07-10-10	Social inclusion	To identify good practices, in EU member states (in particular new member states) and western Balkan countries, for the inclusion of ethnic minorities through education and training To develop proposals for the EC on the design of national and regional EU-funded interventions To build the capacity of national actors in regard to the incorporation of education, training and employment policies/measures that address the specific needs of ethnic minorities	Collection of literature on the topic of ethnic minorities, education/training and employment in Kosovo and in other western Balkan countries Identification of experts and first meeting of the expert group (end Mar) Updated information on developments in Kosovo and in the western Balkan countries Organisation of an ETF staff seminar to be delivered by the contractor for the study Second meeting of the expert group to discuss preliminary outcomes of the study (end Oct) Finalisation of study (Nov-Dec) As an input to IPA country programmes, identification and discussion with stakeholders in Kosovo and other western Balkan countries of a set of priority areas to be addressed in regard to the inclusion of ethnic minorities through education, training and employment	Background documents and publications collected Kosovo experts identified 2 workshops organised Draft study discussed with all parties Results of the study disseminated	Mission reports Meeting minutes Project progress reports Cross-country study on social inclusion	Mission reports 2007 first and second expert meetings (Turin, April 2007 and Oct 2007) 2 experts meeting minutes and ETF website meeting write-ups Project progress reports Study on social inclusion of ethnic minorities through education, training and employment opportunities 2007	2007-2009
IPA 07-12-11	EL	To support the EC (DG Enterprise) in monitoring policy progress on the education and training provisions of the European Charter for	Integration of Kosovo EL experts in the evaluation of a first generation of indicators, with revisions agreed by the national authorities	3 additional second generation indicators developed by national experts Kosovo national report based on the EL stock-taking	Project reports on Kosovo developments and regional results Kosovo annual report on EU Charter for Small Enterprises DG Enterprise cross-country report	Project reports on Kosovo developments and regional results Kosovo country annual report on EU Charter for	2007

		Small Enterprises	<p>Development of 3 additional second-generation indicators by national experts, in cooperation with regional peers</p> <p>A national EL stock-taking exercise resulting in a national report;</p> <p>Development of EL outcomes for ISCED Levels 1 and 2 by national experts, in cooperation with regional peers</p> <p>Inclusion of Kosovo's EL experts in the ETF virtual community of IPA regional experts</p>	<p>exercise</p> <p>Annual report on progress made based on the indicators set by OECD and ETF</p> <p>EL outcomes for ISCED Levels 1 and 2 developed by national experts</p>	on the EU Charter for Small Enterprises	Small Enterprises 2007 DG Enterprise cross-country report on EU Charter for Small Enterprises 2007	
IPA 07-15-12	Policy learning to support VET reform processes	To support the quality of policy design and implementation, through policy learning with fellow school managers from Kosovo, Albania and Turkey and assessment of the impact of policies on schools and school management	<p>Through peer visits to KOS, ALB and TUR key stakeholders from Kosovo have enhanced a common understanding of key issues for policy implementation in the schools</p> <p>3 country analyses (KOS, ALB and TUR) and 1 cross-country report produced on how policy development and implementation has impacted on the learning process and management of schools</p> <p>Regional and country agendas developed for follow-up activities in order to provide feedback/ policy advice to national authorities and EC services on options for and barriers to reform</p>	<p>Kosovo peers have built capacity through peer learning</p> <p>Kosovo self-study discussed with stakeholders</p> <p>Kosovo peer learning results disseminated by peers</p>	<p>Kosovo self-study report</p> <p>Kosovo peer evaluations of peer visits</p> <p>Minutes and presentations of the dissemination meeting</p> <p>Final project report</p>	<p>Kosovo self-study report</p> <p>Kosovo country analysis report</p> <p>Kosovo peer evaluations of peer visits</p> <p>Minutes and presentations for the dissemination meeting</p> <p>Final regional dissemination event, Turkey, Nov 2007</p> <p>Cross-country (ALB, KOS and TUR) report</p>	2007

IPA 07-10-13	Employment governance and administrative capacity	<p>To improve employment governance and administrative capacities</p> <p>To assist in developing, management skills and evaluating active labour market policies</p>	The ETF will identify indicators and descriptor levels for the monitoring and evaluation of Kosovo policies, validation at country level and identification of further actions for input into the IPA programme	<p>Indicators and descriptor levels elaborated</p> <p>Priorities for future action plans and input into IPA programming</p>	<p>Kosovo self-assessment report</p> <p>National policy report</p> <p>IPA programming for 2008</p> <p>Mission reports</p> <p>Meeting minutes</p> <p>Project progress reports</p>	<p>Elaboration of indicators and level descriptors (Mar-April)</p> <p>National dissemination events in Kosovo (Mar-April)</p> <p>Presentation of the instrument to national authorities and stakeholders (May)</p> <p>Kosovo self-assessment report submitted to the ETF before end July</p> <p>Regional conference organised by the ETF, Nov 2007</p> <p>Mission reports</p> <p>Meeting minutes</p>	2007
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IPA 07-10-14	Learning and teaching	<p>To clarify the challenges faced by VET support institutions and to familiarise participants with practical examples of innovation in teaching and learning from abroad</p> <p>To establish local capacities to cope with and carry out innovative school-based development projects</p>	<p>Training, including follow-up coaching, to familiarise participants with problem-based development work in the innovation and entrepreneurship area, and to develop capacities and infrastructure for setting up a community of practice</p>	<p>Kosovo national report on key competences</p> <p>Regional cross country report on key competences</p> <p>Kosovo project team equipped to continue with the implementation of country-based activities</p> <p>ETF conference messages on key competences (Too, Mar 2007)</p> <p>Annual western Balkan VET teacher training conference organised</p> <p>Community-of-practice activities well established</p>	<p>Mission reports</p> <p>Meeting minutes</p> <p>Project progress reports</p>	<p>Kosovo education experts selected from ministry and attached bodies</p> <p>Steering committee of Kosovo representatives</p> <p>Accompanying research function created for region (Kosovo included) to monitor and document community of practice project progression and advise on adaptations over project life cycle</p> <p>ETF final conference on key competences, Turin, Mar 2007</p> <p>Project start-up workshop (1 week) in a Danish VET school</p> <p>Conference as an EU Presidency event in Portugal, 20-22 Sept</p> <p>1-week training programme in Oct, including follow-up coaching for western Balkan and Kosovo participants</p> <p>VET teacher training capacity building networking activity in Turkey</p> <p>Networking workshop in BiH between 12 Pedagogical Institutes</p> <p>Community-of -practice activities established</p> <p>Mission reports/Meeting minutes</p> <p>Project progress reports</p>	2007-2009
IPA 07-13-15	Networking	<p>Systematic engagement of parliamentarians in policy learning on HRD reform strategies in the IPA region, with a view to promoting HRD as a</p>	<p>Kosovo Education and Employment Committees/social partners are better aware of ETF activities and have provided strategic inputs to ETF work programme for 2008</p>	<p>Members of the Kosovo Education and Employment Committees are involved in all discussions with local stakeholders for all the activities implemented</p>	<p>Mission reports</p> <p>IPA programming</p> <p>Event/meeting minutes</p> <p>Project progress reports</p>	<p>Kosovo presentation in the international Equal Opportunities event, Mar 2007</p> <p>Kosovo Education and</p>	2007

		<p>political priority and to promote regional cooperation;</p> <p>Establishment of a platform for policy learning for social partners in Kosovo</p>	<p>Kosovo Education and Employment Committees/social partners have shared knowledge and experiences on regional and EU HRD issues and good practices</p> <p>Increased involvement of Education and Employment Committees in ETF national, regional and international events</p> <p>Identification of the state of social dialogue in Kosovo and gaps for improvement in the HRD area.</p> <p>A report for each of the target countries on the state of social dialogue prepared and published by end 2007</p>	<p>Members of the Kosovo Education and Employment Committees contribution to HRD prioritisation for future action plans and inputs into IPA programming</p> <p>Members of the Kosovo Education and Employment Committees become members of the National HRD Task Force to be facilitated and supported by ETF</p> <p>Representative/head of the Kosovo Education Committee takes part in the Stability Pact seminar on HRD-related issues in Nov 2007</p> <p>Identification of the state of social dialogue in Kosovo together with the gaps for improvement in the HRD area</p>	<p>ETF report on the state of social dialogue In Kosovo end 2007</p>	<p>Employment Committees participate in ETF regional events and project events throughout 2007 Mission reports</p> <p>Event/meeting minutes</p> <p>Project progress reports</p> <p>Report on the state of social dialogue In Kosovo end 2007</p>	
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