

Swiss Cooperation Office Kosovo



# Market Assessment for the VET Skills Market System

Employment prospects for youth

April 2016

## TABLE OF CONTENT

Acronyms	5
Executive Summary	7
1. Relevance of the market system	9
2. Market Systems and Constraints	. 11
2.1 Structure of the Core Market System	11
2.2 Key Market Functions and Rules	14
2.3 Dynamics and Performance of the Core Market System	19 21 21
2.4 Main Interconnected Markets	22
3. Stakeholders and their interest	. 26
3.1 Market Players and Stakeholders	. 26
3.2 Stakeholder Capacities, Incentives and Interests	27 28
4. Current and Future Situation	30
4.1 Mainstreamed Sustainability Matrix of Current Situation	30
4.2 Mainstreamed Sustainability Matrix of Future Situation	. 32
Annex 1	. 35
Annex 2	38
Annex 3	39
Annex 4	. 41
7-n E	16

Author: Strategy & Development Consulting

This assessment is prepared by Strategy & Development Consulting and is commissioned by Swiss Development Cooperation (SDC) project "Enhancing Youth Employment (EYE)", implemented by the consortium HSIK - HELVETAS Swiss Intercooperation in Kosovo and MDA - Management and Development Associates.

#### Disclaimer

The views expressed in this publication do not necessarily reflect the views of the Swiss Cooperation Office.

# Acronyms

AI Administrative Instruction

AKM Association of Kosovo Municipalities

Agency for Vocational Education and Training for Adult's

AVETA/E Education

BEEPS Business Environment and Enterprise Performance Survey

CoC Centre of Competence

CVET/A Council of Vocational Education and Training (and for Adults)

ECVET European Credit System for Education and Vocational Training

EMIS Education Management and Information System

EQF European Qualifications Framework

ETF European Training Foundation

ISCED International Standards Qualification of Education

IVET Institutions of Vocational Education Training

JAR Joint Annual Review

KAS Kosovo Agency of Statistics
KCC Kosovo Chamber of Commerce

KESP Kosovo Education Strategic Plan 2011-2016

LMIS Labour Management Information System
MED/MEDs Municipal Education Directorate(s)

MEST Ministry of Education, Science and Technology
MLGA Ministry of Local Government Administration

MLSW Ministry of Labour and Social Welfare

MTI Ministry of Trade and Industry
NCF National Curriculum Framework
NQA National Qualification Authority
NOF National Framework Curricula

Office for Economic Cooperation with Vocational Education and

OECVET Training

OS Occupational Standards

PES Public Employment Services

TPD Teacher's Professional Development
VET Vocational Education and Training

VETLC Vocational Education & Training Local Council

# Executive Summary

Kosovo's education system has gone through a substantial reforming process in the last few years. In the effort to improve the quality of VET qualifications and curriculum, Kosovo adopted in late 2008 the Law on National Qualifications, establishing the National Qualification Authority (NQA) which became operational in 2009 and the National Qualifications Framework (NQF) which was adopted in 2011. Furthermore, a comprehensive strategic framework was developed covering all education subsectors: the Kosovo Education Strategic Plan (KESP) 2011-2016. Improving coordination and relevance of vocational education to the labour market has been set an overall objective of the strategy. In 2011 Kosovo also adopted the National Curriculum Framework for Pre-University Education (NCF) focused on student competencies and learning outcomes. In 2013, Kosovo adopted the new Law for Vocational Education and Training, establishing the Agency for Vocational Education and Training and for Adults Education (AVETAE) and assigning new responsibilities to the Council of Vocational Education and Training and for Adults<sup>1</sup> (CVETA).

This transition period from a subjects based curricula to a competency based curricula better linked with the labour market is characterised by several bottlenecks, which constrain both the demand and supply of the skills market system, which is defined here as the relation between the providers of upper secondary vocational education and private sector employers. Using the Market System Development 2 analytical framework and various research tools - including primary sources such as stakeholder interviews, focus groups with VET students, private businesses and associations, and a round table discussion with VET school directors from the Municipality of Pristina -these bottlenecks were found mainly in the functions of the market, such as the low level of financing of the VET sector, poor institutional communication and cooperation, the lack of a formal mechanism for cooperation with the private sector and the lack of a system for anticipation of labour market needs, as well as in rules of the market- such as the numerous and at times confusing legal acts regulating the education sector which impact the supply side.

The assessment of the VET Skills Market System and the relevant data regarding the curricula development process are narratively presented through a logical structure that starts with general information about the core market and moves all the way to specific interventions in interrelated markets that can improve the performance of the sector. In the first chapter, the report assesses the overall relevance of the VET sector for young women and men in Kosovo. In the second chapter, it discusses the key markets and constraints starting with market functions and rules, the dynamics and performance of the core market and the interrelated markets. In the third and fourth chapters respectively, the report presents a detailed analysis of stakeholders as well as a sustainability matrix used to examine the specific combinations of market functions and players, which are necessary for a market system to work better in the future. Finally, in the fifth chapter the report proposes an overall sector strategy and a set of specific interventions which could improve the performance of interrelated markets and which, in turn, could improve the performance of VET skills sector in general. Potential interventions that can have a

 $<sup>^{1}</sup>$  The Council was established in 2006 by the Law No. 02/L-42 on Vocational Education and Training, UNMIK. February 2006

The operational guide for the M4P approach, 2nd edition, 2014, The Springfield Centre for DFID and SDC

tangible impact in addressing some of the identified constraints in interrelated markets include:

Establishing public-led Industry Coordination Committees at Municipal level. This will ensure that decisions regarding the VET curricula are taken as close as possible to the point of delivery and that major stakeholders at the local level are involved in the decision making processes.

Build the capacities of MEST VET Division to set strategic priorities in the field of VET curricula development. With strengthened capacities, the VET Division will be able to determine strategic priority areas in Vocational Education and Training in line with the labour and economic priorities of Kosovo, ensure proper institutional communication and cooperation, integrate existing policies and strategies at national level and build synergies between donor initiatives.

Establish a mechanism for anticipation of labour market skills at central level. This will allow the MEST to plan the provision of VET conforming to the demand of the labour market; VET institutions will be able to develop and run programs efficiently; and students will be able to make informed make career choices.

The proposed market interventions will pave the way towards a VET curricula aligned with the demand of skills on the labour market. However, the needs of the vocational education system are constantly changing and the VET curricula must be updated and revised periodically based on the developments taking place in the industry. To ensure that these needs are being addressed in the long term, it is necessary for the Government of Kosovo to follow up on their commitment to improve the quality of the VET sector, and to allocate sufficient financial resources and identify innovative ways to fund the development of VET curricula in line with the needs of the labour market.



# Relevance of the market system

Human capital is one of the main resources of any nation and it is directly linked with the success of policies that aim to advance economic and social progress. Particularly in developing countries, which are slowly increasing their participation in the global economy, human capital is a critical factor for competitiveness. Prioritizing skills development as a strategy for competiveness and growth has become a main concern for governments around the world 3. As such, in recent years, the Government of Kosovo, particularly through the Ministry of Education and Science and Technology (MEST), has taken a number of steps towards advancing its Vocational Education and Training (VET) system.

As noted by the Kosovo Education Strategic Plan (KESP)  $2011-2016^4$ , as well as by several EU reports<sup>5</sup>, there is a need for sector policies to focus on aligning the education system so as to make it more responsive to the labour market. To reach this objective, there is a need to update the VET curricula based on market needs by addressing the exiting gap between the industry and the vocational education providers. To date, little progress has been made toward linking the education and private sector. The Joint Annual Review (JAR) 6 of the KESP states that the linkage of vocational education to the labour market remains a challenge that seeks immediate treatment.

<sup>&</sup>lt;sup>3</sup> Torino Process 2014 - A cross-country report, ETF, April, 2015, p.2

<sup>4</sup> Kosovo Education Strategic Plan 2011-2016, Ministry of Education, Science and Technology,

Kosovo 2014 & 2015 Report, European Commission

<sup>&</sup>lt;sup>6</sup> Joint Annual Review on Kosovo Education Strategic Plan 2011-2016, Ministry of Education, Science and Technology, 2015

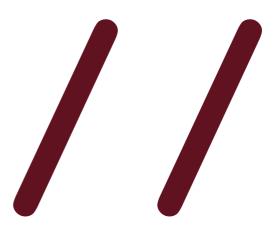
Kosovo faces a high unemployment rate, estimated at 35.3% in  $2014^7$ , even compared to other to other Western Balkan countries, and the situation is even more severe among the youth. In 2014, youth unemployment grew to 61.0% from 55.9% in 2013. Unemployment is higher among young women (71.7%) than young men (56.2%). Furthermore, almost one third (30.2%) of Kosovo's 15 to 24 year olds are not in education, employment or training (NEET).

Vocational education is one of the most important sub-sectors that equip students with skills, knowledge and required competencies for the labour market. Approximately half of all students in upper secondary education in Kosovo are enrolled in one of the available VET profiles: 51% of students in VET versus 49% of students in general upper secondary education<sup>8</sup>.

However attraction for VET is low among students and enrolment in VET is considered by many a second option after failing to enrol in general upper-secondary schools. Although no comprehensive skills needs analysis has been performed so far in Kosovo, numerous strategic documents and country reports, as well as the focus groups and interviews conducted for the purpose of this assessment, indicate that currently the VET fails to provide students with relevant skills due to mismatch between VET curricula and the labour market. Furthermore, the latest Joint Annual Review (JAR) of the KESP has also found significant discrepancies, both at central and municipal level, between the labour market needs and the number of enrolled students in the required profiles. For certain profiles, the number of students is higher than the absorption capacity of the labour market, whilst other profiles are less attractive for students despite the labour demand being high.

Results of the Kosovo 2014 Labour Force Survey, KAS, May 2015

 $<sup>^{8}</sup>$  Education Statistics in Kosovo 2014/2015 Pre-university education, MEST, May 2015



# 2. Market Systems and Constraints

# 2.1 Structure of the Core Market System

The VET sector in Kosovo includes upper secondary VET providers, adult VET providers, as well as private VET providers, NGOs and public institutions. For the purpose of this assessment, the research will focus on the upper secondary VET providers which are functioning under the Ministry of Education Science and Technology (MEST).

Upon completion of vocational education and training, students are eligible to advance to post-secondary vocational education, higher education or enter the labour market9. The private sector accounts for more than 70% of all employment in Kosovo<sup>10</sup>.

 $<sup>^{9}</sup>$  For further details refer to Annex 2 - Levels of Qualifications in the VET system in Kosovo  $^{10}$  Own calculation based on data from the Annual Financial Budget Report and the Labour Force Survey

Figure 1 Pathways in Vocational Education and Training

#### VET providers

In Kosovo there are approximately 60 upper secondary vocational schools, with most VET schools located in the municipalities of Pristina (8), Gjilan (5), Gjakova (5), Peja (4), Mitrovica (4), Prizren (4) and Ferizaj (4). Other municipalities have either one or two VET schools. Part of the formal VET schools system, in Kosovo there are also 4 Centres of Competence (CoC) which provide initial and further VET to youth and adults.

The formal VET sector comprises six types of vocational schools <sup>11</sup>: Agricultural; Technical (electro-technology, engineering, civil construction, graphic design, communication), Medical; Economic and administration; Chemistry-technology and Art. No official data exists regarding the number of profiles offered by the VET sector, but it is estimated at 140 profiles <sup>12</sup>. VET programs consist of three parts: (1) general theoretical part; (2) professional theoretical part; and (3) modules of professional practice. In 2014, more than 40,000 students were enrolled in upper secondary VET.

#### Private sector

- 2014), KAS

The private sector in Kosovo is dominated by  $solo\ entrepreneurs$  and micro-enterprises. These two categories make up 95% of all private businesses in Kosovo and account for 45% of all formal employment <sup>13</sup>. Despite their importance as job generators, MSMEs in Kosovo continue to face barriers in the business environment. In BEEPS  $V^{14}$ , the top three business environment obstacles identified by Kosovan firms were: competitors' practices in the informal sector; electricity issues; and corruption.

In terms of employment, manufacturing, trade, education and construction accounted for almost half of all employment in  $2014^{15}$ . However, in terms of GDP, trade, agriculture, manufacturing, real estate activities and construction had the highest GDP contribution in 2014.

Employment by economic activity in 2014	%	GDP contribution by economic activity in 2014	્રું
Trade	14.4%	Wholesale and retail trade	12.4%
Manufacturing	13.8%	Agriculture	11.9%
Education	11.9%	Manufacturing	10.3%

 $<sup>^{11}</sup>$  Curriculum Framework for Pre-University Education in the Republic of Kosovo, MEST 2011, p.

<sup>40</sup>  $^{12}$  The 2014 Referencing report of Kosovo NQF indicates 90 profiles, while MEST anecdotal data suggests 141 profiles

Report on SMEs in Kosovo, KOSME, 2014, p.4

 $<sup>^{14}</sup>$  Business Environment and Enterprise Performance Survey (BEEPS) V Country Profile, EBRD, 2014  $^{15}$  Results of the Kosovo 2014 Labour Force Survey, KAS, May 2015 & Gross Domestic Product (2008)

Construction	10.9%	Real estate	9.0%
Health	7.2%	Construction	6.0%

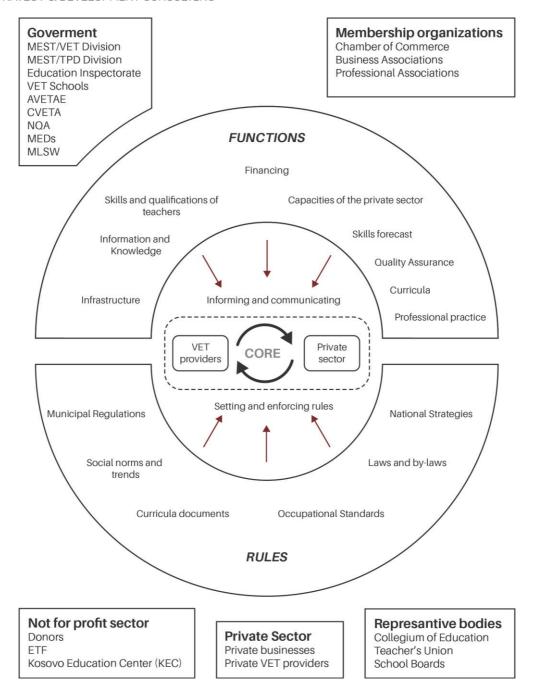
Table 1 Employment and GDP contribution of economic sectors in Kosovo

The current structure of the private sector, coupled with Kosovo's specific economic development model, is not able to create enough jobs to absorb new entrants. Additionally many Kosovar youth do not have the necessary skills for the jobs that are available. The Kosovo Sectoral Strategy 16 estimates that every year around 15,000 jobs are being generated, while 20,000 youth are entering the labour market. Employers are not satisfied with the quality of the graduates and are not willing to hire them. Graduates complain about the inadequacy of training in schools and the difficulty of finding a satisfying job in their specialization.

Despite a legal framework that establishes mechanism and enables the cooperation between VET schools and the private sector, currently there is little, if not no interaction. The link between the two sides has so far been limited to donor driven actions to provide schools with advanced technological equipment and specialized training for VET instructors, as well as formal MEST agreements of cooperation with businesses to foster employment of VET schools' graduates as interns or regular employees. Many reports analyzing VET systems across the EU have concluded that 'irrelevance of curriculum may be one of the greatest obstacles to matching education and training provision to the needs of the learners and of the labor market needs' 17. Private sector involvement in developing curricula is critical in order to ensure relevance and quality of vocational education and training.

Figure 2 VET Skills Market System Diagram

 $<sup>^{16}</sup>$  Kosovo Sectoral Strategy 2009-2013, Ministry of Labour and Social Welfare, 2009 17 Learning outcomes approaches in VET curricula, A comparative analysis of nine European countries, European Centre for the Development of Vocational Training, 2010



# 2.2 Key Market Functions and Rules

Kosovo's education system has recently gone through a substantial reforming process, during which the Kosovo Education Strategic Plan (KESP) 2011-2016, a comprehensive strategic framework covering all education subsectors, including vocational education and training was developed.

#### 2.2.1 Market functions

#### Curricula development

Matching the demand and supply of the skills market translates into developing curricula in line with the needs of the labour market. According to the existing legislation, the responsibility for developing

VET curricula in line with the needs of the labour market is shared amongst central and local stakeholders. The National Qualifications Framework (NQF) is intended to ensure that qualifications offered by VET providers are relevant to employment and that they meet the needs of both the learners  $\frac{1}{2}$ and the industry. The National Qualification Authority (NQA), who manages the NQF, is responsible for verifying and approving qualifications for inclusion in the NQF, as well as accrediting VET institutions to provide qualifications. 18. The NQA has so far accredited around 28 institutions to provide 13 NQF approved qualifications  $^{19}$ . The process for validation of qualification can be done either at the same time as the process for accreditation of the institution, or as a separate process, and should not exceed 6 months starting from the date of the application.

	The NQA procedure for validation of qualifications			
Phase 1	The applicant institution submits a complete application to the NQA. The application includes a detailed reasoning for the qualification and other supporting documents.			
Phase 2	A panel of independent experts, supported by an NQA officer, evaluates the application. A draft recommendations report is sent by the NQA to the applicant to provide additional comments or explanations			
Phase 3	The report of the experts with explanations and recommendations as well as comments made by the applicant is sent to the Steering Committee (SC) $^{20}$ of the NQA. The SC makes the decision for validation with majority of votes			
Phase 4	After the approval, the qualification is included in the NQF and made public			
	The NQA procedure for accreditation of institution			
Phase 1	The institution receives guidance and information from the NQA and submits: application form, self-evaluation report and other supporting documents $\frac{1}{2}$			
Phase 2	The NQA selects a team of independent experts to perform the evaluation. The expert team evaluates the application documents, visits the applicant's institution, compiles a report, makes recommendations and sends the report to the NQA			
Phase 3	The NQA sends the report to the applicant institution to provide additional comments or explanations to the report. The report of the experts with explanations and recommendations as well as comments made by the applicant is sent to the SC of the NQA. The SC makes the decision for validation with majority of votes			
Phase 4	$\ensuremath{\text{NQA}}$ publishes the final decision and issues the documentation confirming the status of the institution			

Upper secondary VET schools are not included in the NQA's validation and accreditation process. The interviews and focus groups organized for the purpose of this assessment have revealed that the process for introducing new profiles/qualifications in upper secondary VET schools is characterized by a high degree of informality and has no legal basis in the form of an administrative instruction or internal regulation.

 $<sup>^{18}</sup>$  Administrative Instruction 35/2014 on Criteria and procedures for the validation and approval of national qualification and accreditation of institutions providing qualifications in Kosovo

19 The complete list of accredited VET provider is published on the NQA website: http://akk-

ks.net/en/nqf/providers-qualifications-accredited-in-nqf

The NQA Steering Committee, as a governing board, consists of 13 mebers representing ministries, social partner organizations and public universities (Law No. 03/L-060 on National Qualifications, Article 8 - Membership of the NQA)

The process for developing new curricula in upper secondary VET schools is supply driven and does not correlate with the needs of the labour market. The Municipal Education Directorates (MED) generally refuse to endorse profiles, which would require new teachers so as to avoid the burden of additional wages to be paid from the municipal budget. Therefore, the MED decision to accept or reject a request is done based on the availability of teachers, and the new profiles/qualifications introduced by the schools are tailored to correspond to the profiles of existing teachers.

Th	me process of introducing new profiles in upper secondary VET schools
1	The VET school receives a requests for a new profile from labour market representatives - business owners/sector representatives contact directly and informally VET school directors
2	The school submits a request for approval of the new profile to the Municipal Education Directorate (MED). The request is in the form of project proposal, with a justification for the new profile (request from businesses) and elaboration of possibilities in schools (teachers, equipment, etc.)
3	Following MED's approval, the VET school prepares the official request for MEST
4	MEDs submit the request to the Permanent Secretary (PS) in MEST for verification and approval. The request must include Agreements of Cooperation with Businesses stating that that they will foster employment of VET schools' graduates as interns or regular employees. Note: In some cases the VET schools bypass the MED and send their request directly to the MEST
5	The PS of MEST delegates the work to the VET Division
6	VET Division in MEST establishes working groups to develop the Frame Curricula for the new profile
7	The Frame Curricula is sent to the school for implementation
8	VET school develops the Syllabi for the new profile and implements the curricula

There is no specific set of or templates of Business Agreements that schools have to submit to MEST. The request for new profiles comes either from private businesses or public stakeholders (e.g. in the case of Medical Schools the requests are received from the Public Hospital). One school director indicated that for MEST's approval of a new profile, he had to present an Agreement of Cooperation with 20 businesses. The process of revising the curricula is done at school level by decision of the board and does not require MEST approval.

#### Financing

Financing the VET sector is seen as an acute issue that seeks immediate attention, especially from the central authorities. Vocational education and training does not benefit from a separate budget line in the general budget of Kosovo. Furthermore, within the internal organization of MEST, vocational education is a division within the Department for Pre-University Education. The budget of schools is administered by municipalities, including upper secondary VET schools, and it comes mainly from the grant for education allocated by the Kosovo Government to municipalities (approximately 80%) based on a specific financing formula.

Vocational education incurs much higher unit costs compared to general education. It is estimated that the costs on VET as compared with general education are 2 to 3 times higher<sup>21</sup>. The currently applied financing formula grants around EUR 24 per student at a vocational school and is the same for every profile, irrespective of the needs of the different profiles. The development of curricula for upper secondary VET is currently funded by the Ministry of Education, through its VET division. The 2016 budget allocated by MEST for Curricula Development in all pre-university education was around 200,000 euros, the same amount as in the previous year. In contrast, the budget foreseen by the KESP for the period 2011 -2016 for activities related only to the New Curriculum Framework was estimated at around 10 million euros per year<sup>22</sup>.

Curriculum development and delivery require relatively large financial inputs. This burden should be shared by the Government and by all other social partners. Funds should be allocated to ensure adequate local capacity in terms of trained and motivated curriculum developers, suitable equipment and instructional materials.

#### Quality Assurance

To be included in the NQF, a VET qualification needs to be based on an Occupational Standard. Occupational standards provide a description of the work outcomes, the knowledge and skills relevant to the occupation  $^{23}$ . Occupational standards can be developed by any interested party, are verified by the NQA and approved by the CVETA.

VET schools have the responsibility to prepare annual self-evaluation reports according to the criteria set by NQA and Quality Assurance Coordinators must be designated in every institution. At the moment not all schools have filled this position, while some QA Coordinators are still in training. External inspection is conducted by the MEST Education Inspectorate.

Despite important steps being made for increasing quality in the VET sector, the 2015 JAR of the KESP states that the quality of the VET is still a long way from being satisfactory. The report points towards the results of the 2015 Matura exam - where only 31% of VET students succeeded and towards the fact that public VET schools are still not included in the NQA's validation and accreditation process.

#### Skills and capacities of VET teachers

Skills and capacities of teachers play a great role in determining the achievements of students. In Kosovo, donor community reports indicate that teachers do not currently perform at a satisfactory level. Most VET teachers' require additional development in one or more of the three areas of training: (1) Pedagogical training (pre-service and in-service); (2) Subject specific practical training for VET; and (3) Training for implementation of the National Curricula Framework.

The Teacher Training Division in MEST covers all aspects of teacher training, including the training of VET teachers. VET schools are required to perform annual assessment of teacher professional needs and decide which teachers should participate in which programs. MEST approves the TPD plans, selects the training providers and facilitates the access of teachers to trainings. MEDs have the responsibility to enable and support the schools

 $<sup>^{21}</sup>$  Financing Technical and Vocational Education: Modalities and Experiences, UNESCO, 1996, p. 5  $^{22}$  Kosovo Education Strategic Plan 2011-2016, MEST, 2011, p. 83

 $<sup>^{23}</sup>$  National Qualification Framework, National Qualification Authority, 2011, p.71

in implementing the TPD programs. Teacher Training programs are delivered by MEST, NGOs and donors but so far have focused on general competencies. VET teachers have distinctive needs and require practical training, adapted to the current needs of the industry.

#### Information and Knowledge

Policy development in Kosovo's education sector is characterized by a top-down and centralised approach and it is usually run by experts and consultants, often with the support of donors 24. The round-table with VET Directors revealed that they were not consulted in the educational reform process. Furthermore, they pointed towards the lack of a formalized and institutionalized mechanism for cooperation between the VET schools, MEDs and the MEST. The schools directors also criticized the current curricula development process and indicated that the working groups established by the VET Division are usually composed of university teachers who do not have experience in teaching with upper secondary level, nor in the practical part of the curricula.

Private sector participation is critical to ensure that VET provision is demand driven. In Kosovo there are numerous membership organizations for various professions or business sectors. The leading business association in Kosovo are the Kosovo Chamber of Commerce (KCC) and the Business Alliance of Kosovo (BAK), comprising several sector specific professional and business associations.

#### Infrastructure

Municipalities are responsible for maintaining and repairing the premises and equipment of educational and training institutions. Currently investments in schools' infrastructure, equipment and workshops for specific skills are restricted due to the lack of financial resources. Adjusting the funding formula in accordance with the needs of each VET profile 25 may help alleviate the issue in the near future. To date, no comprehensive assessment has been performed to evaluate the technical and infrastructure needs of VET schools in Kosovo.

#### 2.2.2 Market rules

#### Laws and by-laws

Most of the laws and by-laws regulating the functioning of the VET sector have been adopted in the last 2 to 3 years, and as such their implementation is still a challenge. The main law applicable to the VET sector are:

- Law No.04/L -032 2011 on Pre-University Education in the Republic of Kosovo
- Law No. 04/L-138 2013 for Vocational Education and Training
- Law No. 03/L-068 2008 on Education in the Municipalities of the Republic of Kosovo
- Law No. 03/L-60 on the National Qualifications

These laws are complemented by an extensive number of by-laws regulating specific aspects of the VET sector such functioning of IVETA, AVETAE, CVETAE, teacher professional development, occupational standards, national

<sup>&</sup>lt;sup>24</sup> Torino Process Kosovo, ETF, 2010, p. 22

 $<sup>^{25}</sup>$  i.e. construction profiles have different requirements for practical training than economic profiles

qualifications and accreditation of institutions, quality assurance and financing.

#### Strategic documents

The National Development Strategy 2016-2021 is the Government's most recent commitment to improve the link between skills acquired in education and labour market needs. The Kosovo Education Strategic Plan (KESP) 2011-2016 is the overarching document for the advancement of education in Kosovo. The Communication Strategy for the Education Sector 2013 aims to improve stakeholder communication and cooperation for the implementation of the reform process.

#### Societal norms and trends

Vocational schools in Kosovo suffer from a poor image and low attractiveness to young people. Both policy makers and practitioners claim that enrolment in VET is a second option after failing to enrol in general upper-secondary schools (gymnasia) <sup>26</sup>. Anecdotal data suggests that the VET system is segmented by gender meaning that students tend to follow traditional access patterns: males enrol into technology fields, while females into social, health, and administrative profiles.

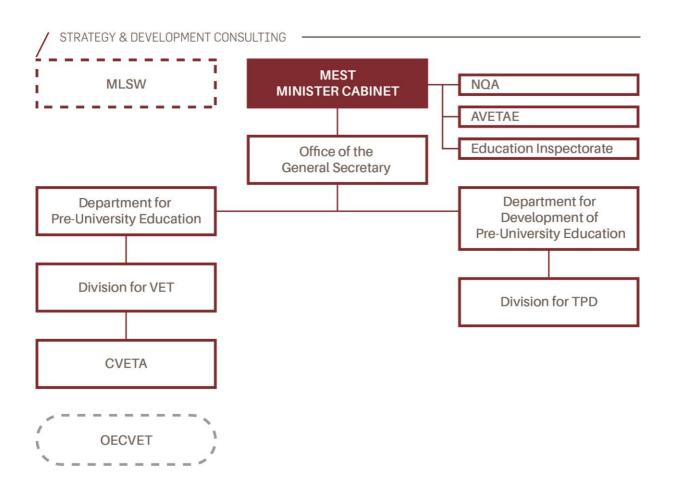
# 2.3 Dynamics and Performance of the Core Market System

## 2.3.1 Rules and responsibilities

The current legal framework gives extensive functions and responsibilities to a number of stakeholders at central and local level. Strengthening the financial and operational autonomy at school level is part of the overall decentralization process. Although the transfer of responsibilities from MEST to municipalities has been achieved to a certain degree, there are still challenges to overcome until Institutions of Vocational Education Training (IVETA) will be able to achieve full autonomy. The education reform coupled with the overall decentralization, is proving to be a long and arduous process. As such, many of the functions that should be performed by the relevant public bodies according to the law are currently overlooked. In particular, curricula development, quality assurance and teacher professional development are key aspects that need to be treated at local level by MEDs in cooperation with IVETA.

Furthermore, as indicated by the Communication Strategy for the Education Sector, internal communication and coordination between institutions within the sector, as well as the communication with other stakeholders and the public, remains an issue.

 $<sup>^{26}</sup>$  Mapping of VET educational policies and practices, Country Report: Kosovo, ETF, 2013



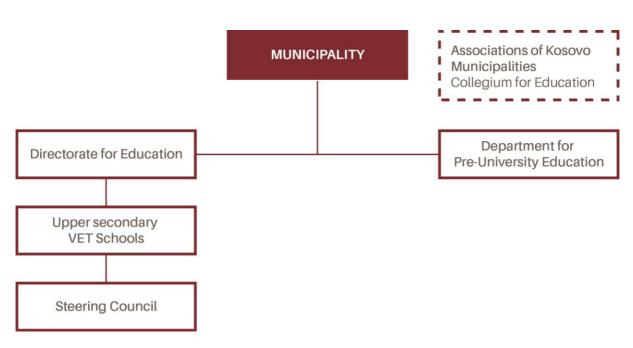


Figure 3 Mapping of public VET stakeholders in Kosovo

The Ministry of Labour and Social Welfare (MLSW) should conduct analyses of the labour market needs and support the Ministry of Education, Science and Technology (MEST) in the planning of vocational education and training  $^{27}$ . AVETAE is responsible to institutionalize the participation of private sector and social partners  $^{28}$ . Furthermore, Steering Councils of IVETA should also gather information for current and future needs of the labour market.

The Office for Economic Cooperation with Vocational Education and Training (OECVET) should coordinate cooperation between the public sector and the private sector on all issues of VET. However, the Office does not exist and has not been yet regulated by a sub-legal act. At the moment the responsibility for ensuring the participation of the private sector in  $\operatorname{VET}$ is not being fulfilled by any of the existing bodies. Although the Law for VET requires that VET curricula be developed in harmony with market demands and with the involvement of social partners, there is no evidence to suggest that labour market needs are used to reform profiles in vocational education.

## 2.3.2 Capacities of the private sector

Kosovo's private sector is dominated by small and medium-sized enterprises (SMEs), which are struggling to compete in a business environment affected by limited access to finance and a shadow economy. During the focus groups with private businesses and associations, all participants expressed their interest to take on an active role in the VET system. However, their time, financial and human resources are restricted. Municipalities, with support from central authorities, should foster the cooperation between schools and businesses. The industry should be encouraged to facilitate training of teachers, provide support for development of curriculum materials as well as machinery and equipment for the practical training of students.

## 2.3.3 Funding

Funding remains one of the major constrains for the advancement of the VET sector in Kosovo. Despite its specific financial needs, not only in terms of infrastructure, but also curricula and teacher professional development, VET continues to be treated alongside general upper-secondary education by policy makers. The responsibilities and the budget relevant for VET are spread across various agencies, departments and divisions. Without a clear overview of the budget for VET in a given year, the process of defining strategic priorities and designing efficient policies is greatly hindered.

## 2.3.4 Teacher Professional Development

Teacher's Professional Development (TPD) was set as a special sub-program in the Education Strategic Plan, however the implementation of TPD is challenging. Not all schools have the capacities to perform TPD assessments and only few municipalities have drafted TPD plans.

VET teachers should be recognized as a distinct category with specific TPD needs and as such specific training programs should be designed, and initial education and teacher requirements should be redefined. The TPD programs offered by the Teacher Training Division of MEST have focused on competences related to the implementation of the new Curricula Framework

 $<sup>^{27}</sup>$  Law No. 04/L-138 for Vocational Education and Training, Article 11.4  $^{28}$  Law No. 04/L-138 for Vocational Education and Training, Article 13.2

and on pedagogical competences, while VET targeted trainings were mainly delivered through donor support.

## 2.3.5 Professional practice

Professional practice is an integral part of VET programs in Kosovo and it can be acquired in VET schools' own workshops or in enterprises. The current VET curricula include many general academic courses that restrict the number of hours for vocational courses and workshops.

When performed outside the school, professional practice becomes a crucial part of students' training, offering them an opportunity to stay updated with the new developments in their field. This is beneficial to students and companies, especially to the latter, as they secure qualified workforce and save important time and financial resources required for the training of newly hired individuals. MEST in cooperation with the Ministry of Finance should secure funding for the development of an appropriate set of incentives (fiscal, financial or non-financial) for host enterprises. Additionally, professional practice should be clearly regulated in regards to trainee supervision and insurance.

## 2.4 Main Interconnected Markets

#### 2.4.1 Labour market<sup>29</sup>

When analysing the labour market, the demand looks at employment and vacancies, while the supply side quantifies unemployment and enrolment in education.

#### Demand

The employment rate in Kosovo stands at 26.9%, well below the EU average of 64.9%. The employment is significantly higher amongst males (41.3%) than females (12.5%). Youth aged 15 to 24 have the lowest employment rate of 9%. Individuals with upper secondary vocational education accounted for 47.5% in the private sector labour force. Under current economic conditions, it is estimated that every year around 15,000 jobs are being generated. The number of job vacancies advertised through the Public Employment Services (PES) in 2014 was 6,566 jobs, a decrease of -5.9% compared to the previous year. Most of the vacancies advertised through PES in 2014 were in the service sector (63%), followed by the manufacturing sector (22%) and the agricultural sector (15%). Regarding the skills level, most job vacancies required secondary school education (49%).

#### Supply

Currently almost two thirds of the entire population is of working age (15 to 64 years). The unemployment rate remains high in 2014, estimated at 35.3%, even compared to other to other Western Balkan countries. Youth unemployment stands to 61.0% and it is higher among young women (71.7%) than young men (56.2%). In 2014, 83,000 students were enrolled in upper secondary education and half of them in vocational schools (50.1%). Females account for 38% of VET students $^{30}$ .

 $<sup>^{29}</sup>$  Data extracted from the Results of the Kosovo 2014 Labour Force Survey, KAS  $^{30}$  Education Statistics in Kosovo 2014/2015 Pre-university education, MEST, May 2015

#### Key market functions and rules

The Ministry of Labour and Social Welfare is the body responsible to develop labour policies and to draft and implement the legislation in this area. The Law No.03/L-212 on Labour is the main framework to regulate the field of employee rights. Public Employment Service (PES) consists of 7 Regional Centres and 23 Municipal Offices and provides several functions to jobseekers, such as job matching services and counselling.

#### Dynamics and performance of the market

As Kosovo has one of the youngest populations in Europe, it is expected that in next decade the working age population will grow rapidly. The Kosovo Sectoral Strategy 31 estimated that in the following five years, approximately 110,000 youth will enter the labour market, whereas, approximately 60,000 people will reach the age for retirement, during the same period of time.

### 2.4.2 Anticipation of skills demand

Kosovo faces a shortage of workers with adequate skills and knowledge to meet the demand of the labour market. One of the reasons is the absence of timely and reliable data on the labour force which makes it difficult for VET providers to plan and deliver relevant education and training programs.

#### Demand

Senior government officials need labour market information in order to identify policies and design programs that will encourage human resource development and support employment growth in the long term. VET institutions require information on labour market trends and skill requirements of the economy, to be able to develop and run programs efficiently. The curricula and the types of programs VET institutions offer have to be adjusted on a regular basis so that graduates have the appropriate and relevant skills. Students and job seekers need data on current and future skill requirements of the labour markets to help them develop career plans, make career choices, obtain information about training opportunities and ultimately find jobs.

#### Supply

In Kosovo there are two main sources providing labour market information the Labour Force Survey administered by KAS and the Labour and Demand Survey administered by the MLSW. These two sources have several shortages: (1) there is a very large gap in the statistics delivered by the two systems; (2) they offer data related to labour market trends from the previous year; (3) the use only quantitative data; and (4) very little data is collected regarding skills of the labour market.

#### Key market functions and rules

The current legal framework gives responsibility to MSLW conduct analyses of the labour market needs and support the MEST in planning VET programs. The VET Division in MEST must also investigate the needs of the labour economy with the aim to link the vocational education with the needs of the economy.

 $<sup>^{31}</sup>$  Kosovo Sectoral Strategy 2009-2013, Ministry of Labour and Social Welfare, 2009

#### Dynamics and performance of the market

Kosovo does not perform any kind of analysis for the forecasting of skills demand on the labour market and faces significant challenges in this area such as limited interaction, cooperation and communication among stakeholders, as well as a lack of reliable data, methodologies, mechanisms and tools.

### 2.4.3 Occupational Standards

Occupational standards are an essential link between workplace employment requirements and education and training programs. Occupational standards can make a major contribution to the design of high-quality education and training programs by ensuring they are directly linked to the needs of the workplace and overall economy<sup>32</sup>.

#### Demand

The process of curriculum review in VET should be based on clear and coherent occupational standards that are in line with National Qualification Framework (NQF). Vocational qualifications should be designed to meet the requirements of a defined work role or occupation. To be included in the NQF, a VET qualification needs to be based on an Occupational Standard (OS). The interview conducted with the NQA for the purpose of this assessment revealed that at the moment they have received requests for validation of qualifications but the process cannot be initiated due to the lack of approved occupational standards.

#### Supply

Occupational standards can be developed by any entity or institution. At the time of writing this report, Kosovo had 33 approved occupational standards. Out of the 33 approved standards, 15 were funded by the CVET/MEST, 9 by Swisscontact,, 5 by the Kosovo Academy for Public Safety, 2 by private VET providers, and 1 by GIZ. The standards were developed by local working groups coordinated mainly by the EU Kosvet V project, and Lux Development in cooperation with the Chamber of Commerce. At moment the industry did not take the initiative for developing occupational standards and this task has been left with MEST, VET providers and donors.

#### Key market functions and rules

The Law for VET stipulates that Occupational Standards are developed in cooperation with MEST, NQA, MLSW and other relevant ministries and other social partners. The cost for developing the OS is incurred by the applicant while the cost for the verification is sustained by the NQA. Occupational standards are proposed and approved by CVETA while the verification of occupational standards is carried out by the NQA. The procedure for verification of OS shall not exceed 6 months starting from the date of the application for verification.

Procedure on verification of occupation standards <sup>33</sup> Who
---

 $<sup>^{32}</sup>$  A Framework for Defining and Assessing Occupational and Training Standards in Developing Countries, European Training Foundation, 2001, p.3

 $<sup>^{33}</sup>$  Administrative Instruction 28/2014 on criteria and procedures for the verification of the occupational standards

<sup>24 /... - .-. .- - . --. - / .- -. - . / -... / -... . .-. . --. .--. .-- . -- // -.. . ...-///</sup> 

Phase 1 An application for the verification of an OS is submitted to CVETA. CVETA prepares supporting documentation (reasoning, purpose, clear objectives and support from the labour market) and submits to NQA with supporting documents	
Phase 2: NQA selects a panel of experts for verification of OS. Experts check the OS against criteria set by the law	NQA Experts
Phase 3: Panel of experts contact the OS developers and meet	Experts OS developers
Phase 4: Panel of experts compiles a verification report recommending approving or rejecting the OS. The report is submitted to the Steering Committee (SC) of the NQA. NQA SC approves the report and sends it to CVET	Experts NQA SC
Phase 5: If the NQA decision is negative, CVET sends the OS back to developers for improvements based on the recommendations of the panel of experts	CVET

#### Dynamics and performance of the market

Countries that embark on the development of national standards need a longterm view as national systems can take 3-5 years to develop before they have an impact on employment and training  $^{34}$ . Stakeholder involvement must be formalized from the beginning and financing must be available to ensure the sustainability of the process.

Although the NQA operates effectively, the allocated financial resources are limited. The NQA budget for 2015 was approximately 250,000 euros. Furthered, the NQA is faced with a shortage of human resources as it employs only 6 permanent staff. Additional stakeholder capacity development is required for development of occupational standards. The industry should be incentivised to take part in the process and the schools need capacity building in developing qualifications.

 $<sup>^{34}</sup>$  A Framework for Defining and Assessing Occupational and Training Standards in Developing Countries, European Training Foundation, 2001, p.7



# 3. Stakeholders and their interest

# 3.1 Market Players and Stakeholders

Stakeholder	Function	Most Important Governance Interests
VET Division	Implement VET policies Approve new profiles Develop curricula	Improve the quality and relevance of VET in the interest of students and employers
Ministry of Labour and Social Welfare/Department of Labour and Employment	Carryout analysis of labour market needs Take measures to harmonize the supply and demand on the labour market	Improve employment and employability as a means to ease the burden of social welfare on the national budget
National Qualification Authority	Validate qualifications for inclusion in the NQF Accredit providers to deliver validated qualifications Verify occupational standards	Quality assurance in the VET sector

Stakeholder	Function	Most Important Governance Interests
Municipalities/ Education Directorates	Local governance of the education system: budget distribution, statistics and legal issues, employment and payment of school staff, construction and maintenance of the school buildings	To ensure institutional and financial capacities at school level
Council of Vocational Education and Training and for Adults	Propose and approves occupational standards Advise and recommend profiles for approval	Ensure relevance of the VET sector to the needs of the labour market
Agency for Vocational Education and Training for Adult's Education	Administration and leadership of Centres of Competence Support the advancement of upper secondary VET schools	Ensure the quality and sustainability of VET
VET schools	Deliver educational programs	Provide skilled labour force in accordance with market needs and requirements
VET students	Acquire knowledge, skills and competencies necessary to perform on the labour market	To ensure employment after graduation
Private sector	Provide employment and contribute to the country's socio-economic development	Economic feasibility Profit maximization

# 3.2 Stakeholder Capacities, Incentives and Interests

## 3.2.1 Upper secondary VET schools

#### Capacities

The process of decentralization is in its early stages and schools are facing several challenges in achieving operational and financial autonomy as identified by the 2014 JAR of KESP in the process of implementing the decentralization: (1) lack of technical knowledge; (2) lack of school capacities for implementation of the financial management; (3) lack of development plans and non-prioritization. Upper secondary VET schools are publicly funded through municipalities. Some VET schools also receive financial support from the donor community.

Many schools still lack their steering council, which hamper effective decision-making and management at school level. Amongst other responsibilities, the steering council of VET institutions must contribute to the development of the overall Municipal Education Development Plans.

Data collected from EMIS for the JAR of KESP, suggests that around 42% of teachers in Kosovo have either non-relevant university qualification or qualification of levels lower than the normative determination of teachers.

#### Incentives

MEST has adopted the legal acts regulating the self-management of VET schools. The law enables institutions to expand their service and production activity, manage their own resources, engage external experts in the learning process and govern staff engagement in production and service activities<sup>35</sup>.

Achieving full autonomy will allow schools to manage their funds more effectively based on the specific needs of the institution. Furthermore, funds generated from own activities could be used to hire additional teaching staff, to improve school infrastructure, the curricula and its relevance to the labour market.

#### Interests

The main objective of the vocational education is the development of competencies and training for employment of individuals in accordance with occupation and their career according to the labour market. Making the curricula more relevant to the labour market, will enable VET schools to attract a greater number of quality students and will also help improve the poor image of the sector.

The focus group with VET Directors organized for the purpose of this assessment revealed that within the schools there is a great interest and willingness to further develop and advance the VET education system. The main barriers indicated by the schools were related to the top-down and centralized policy development process and the great deal of legal documents which can sometimes be contradictory and confusing.

## 3.2.1 Municipal Education Directorates

#### Capacities

The operational cost for the functioning of the MED is deducted from the total municipal budget. Every MED is led by a Director which is politically appointed every four years following municipal elections. The size and composition of MED varies greatly across municipalities. For example the 5 largest municipalities (Pristina, Prizren, Ferizaj, Peje and Gjakova) have from 12 to 27 staff<sup>36</sup>.

The 2014 NARMED  $^{37}$  report indicates that MED personnel are mainly charged with extensive support functions leaving little room for them to fulfil other responsibilities as within the framework of the Kosovo Education Strategic Plan. Some municipalities have developed standardized Teacher Professional Development Plans, and some, such as Pristina and Gjilan, have in place Education Development Plans.

 $<sup>^{\</sup>rm 35}$  Joint Annual Review of the KESP 2011-2016, 2015, MEST

 $<sup>^{36}</sup>$  Law No. 05/L -071 on Budget of Republic of Kosovo for year 2016

 $<sup>^{37}</sup>$  Needs assessment Report on the Municipal Education Directorates and Schools, Education Sector Pooled Fund, MEST, 2014

#### Incentives

Skills and knowledge are the driving forces of economic growth and social development for any municipality. By facilitating the linkage between VET schools and the private sector, they ensure the availability and stability of the work force at municipal level. The level of training education of the workforce determines their potential to contribute to the overall economic and social development.

#### Interests

Municipal Education Directorates are struggling with limited numbers of staff and limited expertise of the staff in the education area. Therefore, they are interested and willing to continue the decentralization process and give schools more autonomy. By relieving the municipalities from a series of support functions, they will have more time and resources to allocate to the strategic planning and strategic steering of the education system at municipal level.

#### 3.2.3 Business and Professional Associations

#### Capacities

Business or professional associations are not-for-profit, non-governmental, membership organizations engaged in promoting the business interests of their members, usually within a specific sector. Some associations are weak and others are extremely well organized, have a great number of members and offer real benefits to their members such as advocacy, networking, research or legal counselling. The biggest associations in terms of number of members are the Kosovo Chamber of Commerce (KCC) and the Business Alliance of Kosovo (BAK).

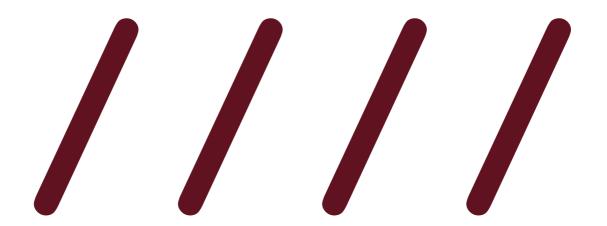
The Kosovo Chamber of Commerce (KCC) is the only business association established based on a specific law (Law No. 2004/7 on Kosovo Chamber of Commerce). It operates a network of six regional offices across Kosovo. The Chamber consists of over 30 associations and has more than 15,000 registered members. The Business Alliance of Kosovo (BAK) is the largest alliance of business associations and individual businesses in Kosovo. BAK has incorporates 28 business associations with over 10,750 business members. BAK headquarter are in Pristina and operates seven regional offices.

#### Incentives

A qualified workforce is a prerequisite for a vibrant and competitive market economy, and every business is directly interested to have access to skilled individuals. As the majority of businesses in Kosovo are MSMSs it would be very difficult for them to individually engage in a direct dialogue with public authorities. Through associations, the private sector can voice their needs and engage in a transparent education reform process.

#### Interests

In order to contribute to economic growth and development, associations need internal governance, membership development, financial sustainability, and advocacy skills. By becoming more relevant and actively catering to the needs of their respective field, associates could attract more members, become stronger and more successful and in turn have more power in advocating and instigating changes in the sector.



# 4. Current and Future Situation

# 4.1 Mainstreamed Sustainability Matrix of Current Situation

Table 4.1.1 - Sustainability matrix of current situation for the Labour Market

Function or Rule	Who Does	Who Pays	Who has Control		
CORE FUNCTIONS					
Provide the setting for the interaction between workers and potential workers and employers	<u> </u>	MLSW; Employers; Donors;	MLSW; Employers;		
RULES					
Legal framework for employee rights	MLSW	MLSW	MLSW		
Legal framework for professional practice	No one	No one	No one		

SUPPORTING FUNCTIONS				
Monitoring of job openings	PES	MLSW	PES	
Facilitation of transition from school to work	PES; Career Counselling Centres; Donors;	PES; Donors	Employers	
Incentives system for host companies	No one	No one	Ministry of Finance (MF)	

Table 4.1.2 - Sustainability matrix of current situation for the Anticipation of Skills Demand

Function or Rule	Who Does	Who Pays	Who has Control	
CORE FUNCTIONS	CORE FUNCTIONS			
Identify the skills required in the future labour market and the ways in which this demand can be met through education and training provision	No one	No one	No one	
RULES				
Legal framework for collecting skills labour market data	MEST	No one	No one	
Legal framework for analysing labour skills data	MEST	No one	No one	
FUNCTIONS				
Mechanism for collection of quantitative labour market data	MLSW KAS MTI World Bank	MLSW KAS MTI World Bank	MLSW KAS MTI World Bank	
Mechanism for collection of qualitative labour market data (skills)	World Bank (partially every 4 years) Donors (ad-hoc)	World Bank Donors	World Bank Donors	
Mechanism for labour market forecasts	No one	No one	No one	

Table 4.1.3 - Sustainability matrix of current situation for Occupational Standards

Function or Rule	Who Does	Who Pays	Who has Control	
CORE FUNCTIONS				
Provide a reference point for the knowledge, skills and	Donors MEST Kosovo Chamber of	Donors MEST/CVET Public	MEST/CVET	

		,
Commerce (KCC) Public Institutions Private VET providers	Institutions Private VET providers	
MEST NQA	MEST NQA	MEST
NQA	NQA	MEST
Donors MEST Public Institutions Private VET providers	Donors MEST Public Institutions Private VET providers	Donors MEST Public Institutions Private VET providers
NQA	NQA	MEST/CVET
NQA Donors	Donors	Donors
No one	No one	No one
	Public Institutions Private VET providers  MEST NQA  NQA  Donors MEST Public Institutions Private VET providers  NQA  NQA  NQA  NQA  NQA  Donors	Public Institutions Private VET providers  MEST NQA NQA  NQA NQA  Donors MEST MEST MEST MEST MEST MEST MEST MEST

# 4.2 Mainstreamed Sustainability Matrix of Future Situation

Table 4.2.1 - Sustainability matrix of future situation for the Labour Market

Function or Rule	Who Does	Who Pays	Who has Control
CORE FUNCTIONS			
Provide the setting for the interaction between workers and potential workers and employers		MLSW Employers Donors MEST Municipalities	MLSW Employers MEST Municipalities
RULES			

			/
Legal framework for employee rights	MLSW	MLSW	MLSW
Legal framework for professional practice	MEST MLSW	MEST	MF MEST
SUPPORTING FUNCTIONS			
Monitoring of job openings	PES MEST	MLSW MEST	PES
Facilitation of transition from school to work	PES, Career Counselling Centres Donors MEST Municipalities	PES Donors MEST Municipalities	Employers MEST Municipalities
Incentives system for host companies	MF MEST MLSW	MF	MF

Table 4.2.2 - Sustainability matrix of future situation for Anticipation of Skills Demand

Function or Rule	Who Does	Who Pays	Who has Control
CORE FUNCTIONS			
Identify the skills required in the future labour market and the ways in which this demand can be met through education and training provision	MLSW MEST Municipality Schools Private sector	MLSW MEST Municipality	MLSW MEST Municipality
RULES			
Legal framework for collecting skills labour market data	MEST MLSW	MEST MLSW	MEST MLSW
Legal framework for analysing labour skills data	MEST	MEST MLSW	MEST MLSW
FUNCTIONS			
Mechanism for collection of quantitative labour market data	MLSW KAS MTI World Bank Municipalities	MLSW KAS MTI World Bank Municipalities	MLSW KAS MTI World Bank Municipalities
Mechanism for collection of qualitative labour market data (skills)	World Bank (partially every 4 years) Donors (ad-hoc) MLSW MEST Municipalities	World Bank Donors MLSW MEST Municipalities	World Bank Donors MLSW MEST Municipalities

#### STRATEGY & DEVELOPMENT CONSULTING ————

Mechanism for labour	MLSW	MLSW	MLSW
market forecasts	MEST	MEST	MEST

Table 4.2.3 - Sustainability matrix of future situation for the Occupational Standards

Function or Rule	Who Does	Who Pays	Who has Control
CORE FUNCTIONS			
Provide a reference point for the knowledge, skills and duties that must be performed by a person to function successfully in an occupation	Donors MEST Kosovo Chamber of Commerce (KCC) Public Institutions Private VET providers Industry	Donors MEST/CVET Public Institutions Private VET providers Industry	MEST/CVET Industry
RULES			
Legal framework for development, verification and approval	MEST NQA	MEST NQA	MEST
Dissemination information to get standards understood and used by stakeholders	NQA Industry MEST MLSW Donors	NQA Industry MEST MLSW Donors	MEST Industry MLSW
FUNCTIONS			
Funding for development of OS	Donors MEST Public Institutions Private VET providers Industry Municipality	Donors MEST Public Institutions Private VET providers Industry Municipality	Donors MEST Public Institutions Private VET providers Industry Municipality
Funding for verification of OS	NQA Industry	NQA Industry	MEST/CVET Industry
Stakeholder capacity development to develop OS	NQA Donors Municipality	Donors MEST Municipality	Donors Municipality
Incentives to ensure employer participation	MEST MLSW Municipality	MEST MLSW Municipality	MEST



# Annex 1.

# Hierarchy of curricula documents for the VET education system

The National Curriculum Framework 38 (NCF) is the key policy document which serves as the basis for the development and implementation of preuniversity education in Kosovo. The NCF defines the general hierarchy of curriculum documents composing the State curriculum system as follows: the National Curriculum Framework, the Core Curriculum for each level of formal education (primary, lower secondary and upper secondary) and the Subject Syllabus.

However, due the specific nature of vocational schools, the hierarchy of curricula documents for the VET education system is as follows: (1) The National Curriculum Framework; (2) Core Curriculum for each VET sector; (3) Frame Curricula for each VET profile; (4) Subject Syllabus.

#### National Curriculum Framework

The National Curriculum Framework (NCF) is the conceptual component of the pre-university education system and it defines the 6 key competencies to be acquired by all students upon completion of upper-secondary education: (1) Communication and expression competencies; (2) Thinking competencies; (3) Learning competencies; (4) Life, work and environment-related competencies; (5) Personal competencies; (6) Civic competencies.

The NCF is structured into 7 curriculum learning areas and it defines the time to be allocated to each learning area throughout the curriculum

 $<sup>^{38}</sup>$  Curriculum Framework for Pre-University Education in the Republic of Kosovo (approved with administrative instruction 262/2011

stages. The upper secondary education, ISCED Level 3, corresponds to the curriculum key stage 5 (grades 10 and 11) and stage 6 (grade 12). The table below illustrates the percentage time to be allocated to each curriculum area for general and vocational upper-secondary education. Curriculum areas include one or more subjects or learning modules.

#### Core Curriculum for each VET sector

The Core Curriculum is the main curriculum document for primary, lower secondary and upper-secondary schools. Its dispositions are set from the central education authority and are compulsory for all schools of the Republic of Kosovo. The Core Curriculum defines the *system of learning results* expected at the end of each curriculum stage, as well as learning results for each of the seven learning areas throughout each curriculum stage.

To date, Core Curriculum has been developed for all formal levels of education (primary, lower secondary and general upper secondary education) but not for vocational upper-secondary education. Due to the specific nature of vocational schools (music, medical, technical etc.) MEST needs to develop Core Curricula for each of the VET sectors. After that stage is finalized, the Frame Curricula for each profile can be developed.

#### Frame Curricula for each VET profile

The Frame Curricula appears in the VET system as a mediation curricular document between the Core Curricula and Subject Syllabuses. Like the previous two curricula documents, the Frame Curricula is developed and approved at central level and must be applied across all VET schools in Kosovo.

The Frame Curricula contains a detailed description of the profile/qualification for which is intended, the structure and duration of the education cycle, description of the general subjects, professional theoretical subjects and of professional practice, general competences and specific professional competencies to be achieved by the student at the end of the education cycle, as well as possibilities to progress to upper stages of education or enter the workforce.

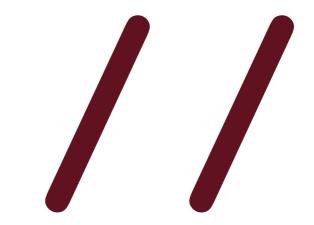
**Teaching Plans** are an important part of the Frame Curricula. The Teaching Plans present all subjects to be studied in every grade, and the time allocation for each year. The National Curricula Framework is promoting integrated teaching planes, which means teaching through learning area instead of learning through subjects. The Teaching plans also give general and specific guideline on pedagogical and didactical aspects.

At the end of the document, the Frame Curricula presents the **Teaching Program** for every subject. Depending on the approach used in the documents when developing the curricula, some programs are presented with learning objectives, or through expected results /learning outcomes / competencies to be achieved at the end of each subject. At a certain extent, if the Frame Curricula is detailed enough, it may in some cases replace the need for Syllabus.

#### Subject Syllabus

The Subject Syllabus is developed at school level in compliance with the provisions defined in the Core Curriculum for the sector and based on the Frame Curricula for each profile.

The Subject Syllabi define the system of learning outcomes which each student should achieve within each of the subjects and themes/ lesson units throughout a grade/school year. In addition, the Syllabus must contain the following: themes/lesson units of respective subjects for each grade; methodological guidelines indicating how to develop themes/lesson units; lesson plans that define the distribution of time allocation according to subjects for each grade; teaching materials and other supporting resources.



#### Annex 2.

# Level of qualifications in the VET system in Kosovo

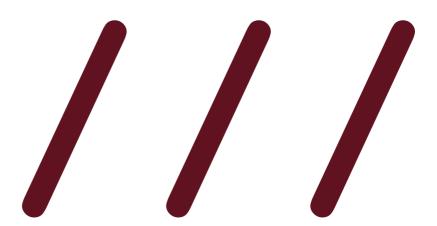
The existing VET system in Kosovo is divided in three levels each offering a different level of qualification as follows:

 ${f NQF}$  Level 3 - achieved over two years period that corresponds to school grades 10 and 11. Completion is subject to internal evaluation. The certification at this level enables students to progress to the next stage of formal VET or enter the workforce, but not proceed to higher education.

**NQF Level 4** - achieved when students complete the 12 grade. Completion is subject to internal and external evaluation:

- 1. Internal evaluation; if evaluation criteria are met, the student is issued a certificate of Qualified Worker and can take the Matura exam or enter the workforce but cannot progress to higher education;
- 2. External evaluation students take the Matura exam (mandatory for general education) on general topics such as native language, English, and math. The student receives a diploma which qualifies him/her for university education. Graduates are not obliged to take the Matura exam if they want to enter the labour market or to post-secondary VET.

**NQF** Level 5 - are post-secondary vocational courses which qualify individuals as senior technicians or specialists, a member of a team of associate professionals or a junior manager. So far, only one school (private) has been accredited to provide Level 5 qualification starting with the academic year 2016/2017.

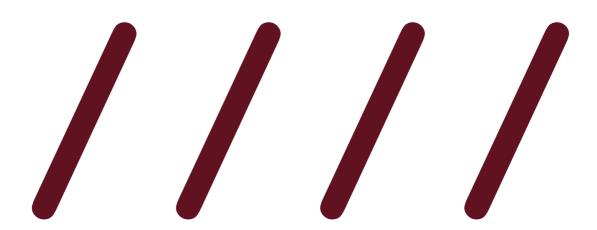


## Annex 3.

#### List of approved occupational standards

OCCUPATIONAL STANDARDS VERIFIED AND APPROVED BY THE NQA				
	Standardet profesionale	Sektori	Zhvilluar	Donatorët
1	Asistent Administrativ	Ekonomi	EU KOSVET V dhe grupet punuese	
2	Metalpunues	Makineri	EU KOSVET V dhe grupet punuese	GIZ
3	Furrëtar	Teknologji ushqimore	EU KOSVET V dhe grupet punuese	Swisscontac t
4	Mishtar	Teknologji ushqimore	EU KOSVET V dhe grupet punuese	Swisscontac t
5	Qumështar	Teknologji ushqimore	EU KOSVET V dhe grupet punuese	Swisscontac t
6	Instalues i ujësjellësit dhe kanalizimit	Ndërtimtari	EU KOSVET V dhe grupet punuese	Swisscontac t
7	Instalues i ngrohjes qendrore	Ndërtimtari	EU KOSVET V dhe grupet punuese	Swisscontac t
8	Instalues elektrik	Ndërtimtari	EU KOSVET V dhe grupet punuese	Swisscontac t
9	Teknik Agrobiznesi	Bujqësi	EU KOSVET V dhe grupet punuese	Swisscontac t
10	Shitës	Bujqësi	EU KOSVET V dhe grupet punuese	Swisscontac t

			EU KOSVET V dhe	Swisscontac
11	Furnitor	Bujqësi	grupet punuese	t
12	Nëpunës/Nëpunëse e bankës,	Ekonomi	LUX Development/OEK	KAAP/MASHT
13	Referent/Referente për eksport dhe import	Ekonomi	LUX Development/OEK	KAAP/MASHT
14	Nepunes ne statistike, financa dhe te ngjajshme	Ekonomi	LUX Development/OEK	KAAP/MASHT
15	Referent/Referente (nëpunës/e) e kuadrove	Ekonomi	LUX Development/OEK	KAAP/MASHT
16	Agjente turistike dhe e informimit për udhëtime	Turizem	LUX Development/OEK	KAAP/MASHT
17	Automekanik/Automekanik e	Makineri	GIZ	KAAP/MASHT
18	Zjarrfikës,	Emergjencave	MASHT/OEK	KAAP/MASHT
19	Teknik i veterinarise	Veterinari	DANIDA	KAAP/MASHT
20	Teknik i blegtorisë	Blegtori	DANIDA	KAAP/MASHT
21	Teknik i optikes	Shëndetësi	LUX Development/OEK	KAAP/MASHT
22	Teknik i ortoprotetikës	Shëndetësi	LUX Development/OEK	KAAP/MASHT
23	Teknik dentar	Shëndetësi	LUX Development/OEK	KAAP/MASHT
24	Audiometristë	Shëndetësi	LUX Development/OEK	KAAP/MASHT
25	Asistent i kujdesit social-shendetësor	Shëndetësi	LUX Development/OEK	KAAP/MASHT
26	Menaxher i nderrmarrjeve mikro dhe te vogla	Ekonomi	Zyra e BE/OEK	KAAP/MASHT
27	Oficer Doganor	Siguri publike	Akademia e Kosovës për Siguri Publike	
28	Zjarrfikës	Siguri publike	Akademia e Kosovës për Siguri Publike	
29	Zyrtar Korrektues	Siguri publike	Akademia e Kosovës për Siguri Publike	
30	Zyrtar Policor i Ri	Siguri publike	Akademia e Kosovës për Siguri Publike	
31	Zyrtar Sprovues	Siguri publike	Akademia e Kosovës për Siguri Publike	
32	Parukier/e	Estetike	Shkolla profesionale Camelias	
33	Pedikyrist/e	Estetike	Shkolla profesionale Camelias	



### Annex 4.

Focus groups summary

Focus Group with	VET Students and Recent Graduates
Date & Location	21 December 2015, Prishtina
No of Participants	12
Profile of participants	Students from the following vocational schools in Pristina: Gjin Gazuli (Electro-technics); Ali Sokoli (Medicine); Abdyl Frashëri(Agriculture); Shtjefen Gjeqovi(Machinery); H.Kadri Prishtina (Economy); 28 Nentori (Construction); Prenk Jakova (Music)
Purpose	To identify the skill needs of the students, the reasons they chose to enrol in VET, the reason they chose their specific profile, who and/or what are their career decision factors, what are their expectations after graduation, what can be improved regarding the curricula, do their skills respond to labour market needs
List of questions asked	1. What made you decide to enrol in a Vocational Education School? 2. How did you choose your VET profile? 3. Did you base your decision on any labour market information? 4. What kind of labour market information would have helped you in choosing your profile? 5. Who should be responsible for providing prospective students with labor market information? 6. Do you consider that the current curriculum equips you with the skills required by the labour market? Why? Why not? 7. How soon after graduation do you think you will find employment? Why? 8. What will be the biggest challenge in finding a job in your sector?

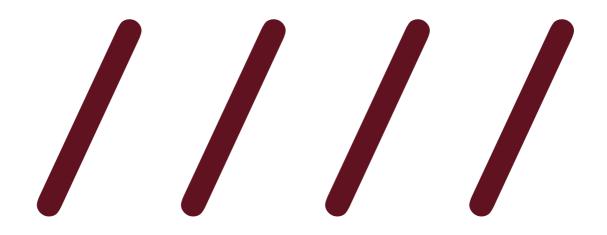
Focus Group with	Private Sector Businesses
Date & Location	23 December 2015, Prishtina
No of Participants	12
Profile of participants	Small, medium and large private businesses. Sectors of activity: Service Sector (personal services, transport services, domestic services), Manufacturing, Engineering, Construction and Agriculture.
Purpose	To identify if the VET sector provides the skills required by the labour market, what are the skills gaps of the recent graduates, to identify ways of better matching the VET skills to the labour market needs, to assess the willingness of the private sector to directly participate in updating or developing new VET curricula
List of questions asked	1. What is your opinion about the quality of the students that graduate from Vocational Education Schools?  2. Do you consider that the existing curriculum in VET schools corresponds to the needs of the labor market? Why? Why not?  3. Which institution has the biggest interest in ensuring that the curriculum responds to the labor market needs?  4. How do you currently advocate your skills needs/ or new qualification (profile) needs?  5. How can the process of updating and developing new curricula can be improved?  6. Would you be willing to contribute to the process of updating or developing new VET curricula through associations or individually organized in sectorial committees?  7. Would you be willing you be directly involved in improving the skills of the VET students? How?

Focus Group with Businesses and Professional Associations			
Date & Location	21 January 2016, Prishtina		
No of Participants	4		
Profile of participants	Association of Meat Producers and Processors; Kosovo Veterinary Chamber; Kosovo Chamber of Commerce; Kosovo Wood Processors Association		
Purpose	To assess the willingness and the capacities of the private sector to take an active role in reviewing, updating and improving the VET curricula, either at school, municipal or central level		
List of questions asked	1. Do you consider that the existing curricula in schools correspond to the needs of the labor market? often do you think the curricula's should be updated?  2. Do you think that profiles from VET schools shorespond to the needs of the regional labor market or the Kosovo wide labor market?  3. Would it be easier to advocate for specific VET profibased on municipality/region needs or Kosovo wide needs your organization ever advocated for skills needs?  4. Which authorities have the highest incentive connecting VET education to labor market demandation.		

municipality or MEST/MLSW?

- 5. Is your organization consulted by policy makers, central or municipal authorities on matters related to the VET sector?
- 6. With which authorities you find it easier to work with: MEST/MLSW or Municipal authorities?
- 7. If within the municipality there would be a unit tasked with identifying skill needs of the labor market, would the private sector cooperate with the unit?
- 8. How do you think this process would function best? What is your opinion?
- 9. Would your organization be willing to contribute to the process of updating or developing VET curricula?
- 10. Does your organization have any direct ties with VET schools?
- 11. Would your organization be willing to work directly with VET schools in order to improve the skills of the VET students? How?
- 12. In what way could your organization contribute to VET curricula development?
- 13. Would your organization be interested to cooperate with Municipal authorities to provide Labour market information?

Round Table organized with Directors of VET Schools			
Date & Location	5 February 2016, Prishtina		
No of Participants	9		
Profile of participants	VET School directors and representatives of 7 VET schools from Prishtina Municipality: "Ali Sokoli" (Medicine), "Abdyl Frashëri" (Agriculture), Shtjefen Gjeqovi" (Machinery), "H.Kadri Prishtina" (Economy), "28 Nentori" (Construction), "7Shtatori' (Trade/Turism), "Prenk Jakova" (Music)		
Purpose	The purpose of this activity was to identify the process for introducing new VET profiles, the requirements and challenges faced by the schools, as well as to assess the level of cooperation of the schools with MEDs, MEST and the private sector.		
List of questions asked	1. What are the most critical needs of your school at the moment?  2. According to the VET Law qualifications and modules must be in accordance with NQF  3. Have you introduced any new profiles in the 2015/2016 school year?  4. What is the procedure for introducing a new profile?  5. What about the procedure for revising a profile? What are the steps you need to take?  6. Who pays for the procedure of introducing a new profile or revising a new one?  7. Do you think that profiles from VET schools should respond to the needs of the regional labor market or to the Kosovo wide labor market?  8. Would it be easier to advocate for specific VET profile based on municipality/region needs or Kosovo wide needs? Has your organization ever advocated for skills needs?  9. How would you describe your collaboration with MEST?  10. How would you describe your collaboration with the MED?  11. Do you collaborate in any way, formal or informal, with the private sector?  12. Who should lead / initiate the collaboration between education and private sector?		





# Annex 5.

#### Interviews summary

Name	Organization	Position
Valbona Mjeku	Ministry of Education, Science and Technology	Head of the Vocational Education and Training
Ryve Prekorogja	Ministry of Education, Science and Technology	Official for Vocational Education
Rame Likaj	Ministry of Education, Science and Technology	Advisor to the Minister
Veton Alihajdari	Ministry of Education, Science and Technology	Head of Kosovo Practice Firms Centre
Bleta Kadriu	National Qualification Authority	Expert for Standards

Jahe Sahiti	"H.Kadri" VET School Prishtina	Director
Fatos Osmani	Muncipality of Prishtina	Acting Head of Education
David T. King	USAID Kosovo EMPOWER Private Sector	Chief of Party
Julia Leuther	GIZ - Support for competence centres in the context of vocational education and training reforms in Kosovo	Team Leader of Vocational Education

STRATEGY & DEVELOPMENT CONSULTING www.sdcon.eu