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EYE Enhancing Youth
Employment

Market Assessment for the VET Skills Market System

Employment prospects for
youth

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Author: Strategy & Development Consulting

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Acronyms

AI	Administrative Instruction
AKM	Association of Kosovo Municipalities
AVETA/E	Agency for Vocational Education and Training for Adult's 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
NQF	National Framework Curricula
OECVET	Office for Economic Cooperation with Vocational Education and 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 the 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 (AVETA) and assigning new responsibilities to the Council of Vocational Education and Training and for Adults¹ (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 Development² 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

¹ The Council was established in 2006 by the Law No. 02/L-42 on Vocational Education and Training, UNMIK. February 2006

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



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 Kosovo¹⁰.

⁹ 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

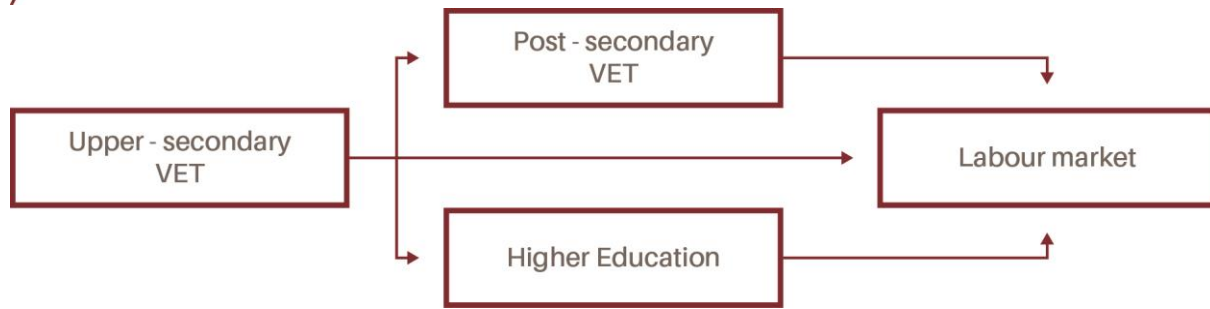


Figure 1 Pathways in Vocational Education and Training

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 schools¹¹: 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 profiles¹². 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

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 employment¹³. Despite their importance as job generators, MSMEs in Kosovo continue to face barriers in the business environment. In BEEPS V¹⁴, 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 2014¹⁵. 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	%
Trade	14.4%	Wholesale and retail trade	12.4%
Manufacturing	13.8%	Agriculture	11.9%
Education	11.9%	Manufacturing	10.3%

¹¹ Curriculum Framework for Pre-University Education in the Republic of Kosovo, MEST 2011, p. 40

¹² The 2014 Referencing report of Kosovo NQF indicates 90 profiles, while MEST anecdotal data suggests 141 profiles

¹³ Report on SMEs in Kosovo, KOSME, 2014, p.4

¹⁴ 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 - 2014), KAS

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

Table 1 Employment and GDP contribution of economic sectors in Kosovo

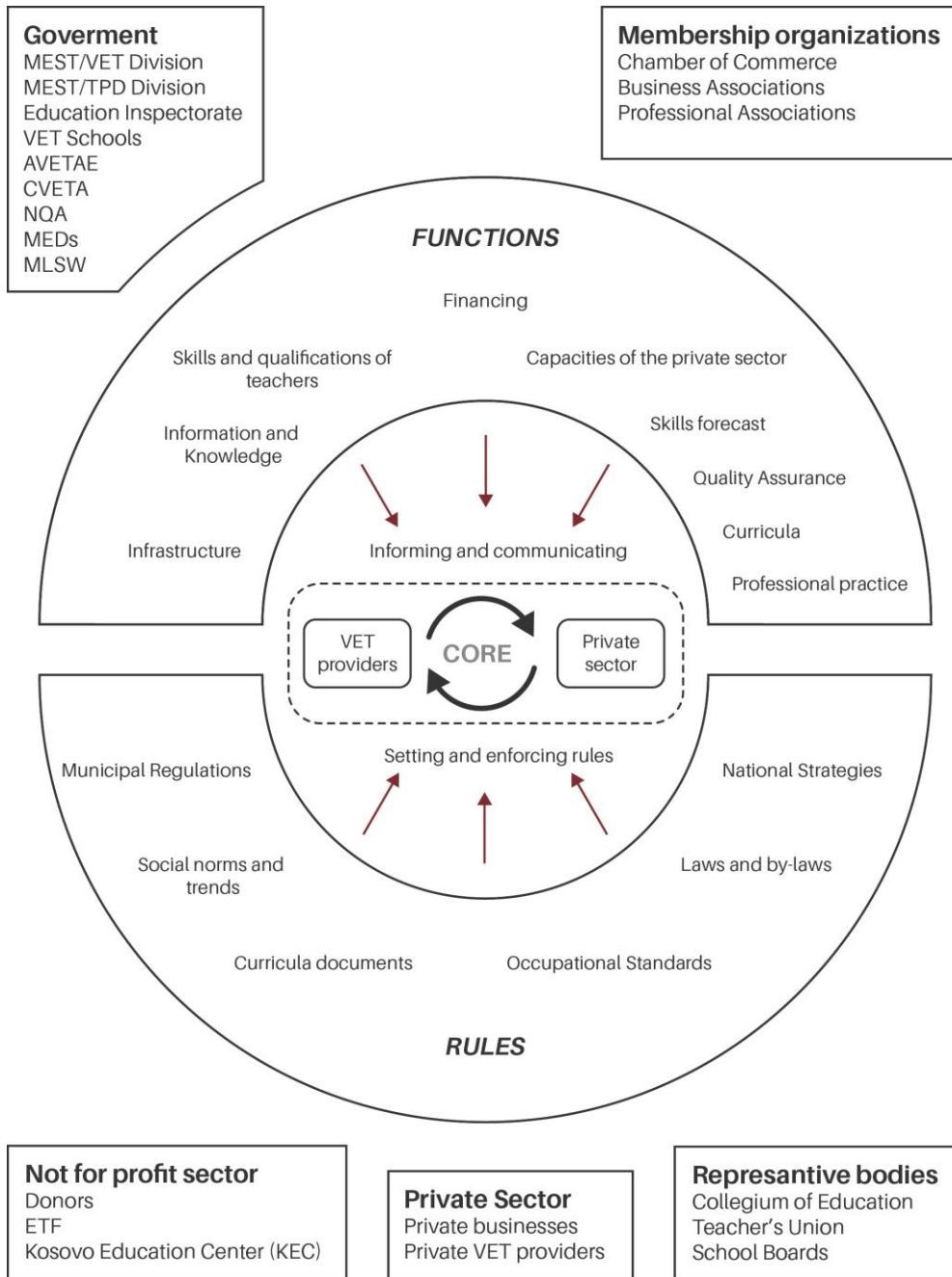
The current structure of the private sector, coupled with Kosovo's specific economic development model, is not able to create enough jobs to absorb new entrants. Additionally many Kosovar youth do not have the necessary skills for the jobs that are available. The Kosovo Sectoral Strategy¹⁶ estimates 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

¹⁶ 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 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 qualifications¹⁹. 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
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	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.

¹⁸ 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>

²⁰ The NQA Steering Committee, as a governing board, consists of 13 members 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.

The 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. <i>Note: In some cases the VET schools bypass the MED and send their request directly to the MEST</i>
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.

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 donors²⁴. 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 profile²⁵ 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

²⁴ Torino Process Kosovo, ETF, 2010, p. 22

²⁵ 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 (gymnasias)²⁶. 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.

²⁶ Mapping of VET educational policies and practices, Country Report: Kosovo, ETF, 2013

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 Strategy³¹ 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.

³¹ Kosovo Sectoral Strategy 2009-2013, Ministry of Labour and Social Welfare, 2009

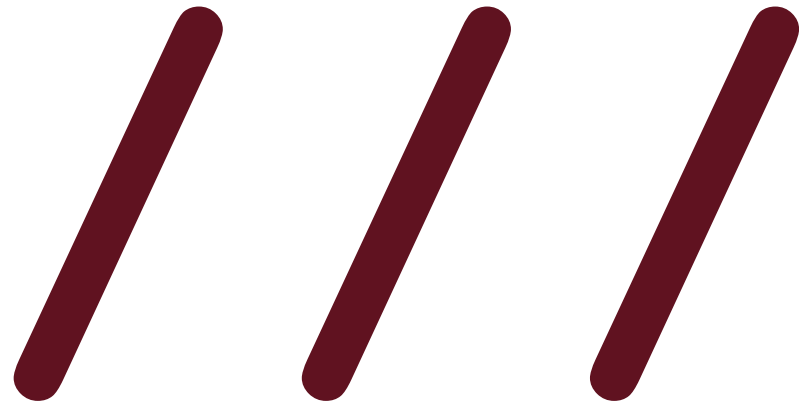
Phase 1 An application for the verification of an OS is submitted to CVETA. CVETA prepares supporting documentation (reasoning, purpose, clear objectives and support from the labour market) and submits to NQA with supporting documents	Applicant CVET NQA
Phase 2: NQA selects a panel of experts for verification 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 long-term view as national systems can take 3-5 years to develop before they have an impact on employment and training³⁴. 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.

³⁴ 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





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	Public Employment Services (PES); Recruitment companies; Online job portals; Donors.	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			
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

duties that must be performed by a person to function successfully in an occupation	Commerce (KCC) Public Institutions Private VET providers	Institutions Private VET providers	
RULES			
Legal framework for development, verification and approval	MEST NQA	MEST NQA	MEST
Dissemination information to get standards understood and used by stakeholders	NQA	NQA	MEST
FUNCTIONS			
Funding for development of OS	Donors MEST Public Institutions Private VET providers	Donors MEST Public Institutions Private VET providers	Donors MEST Public Institutions Private VET providers
Funding for verification of OS	NQA	NQA	MEST/CVET
Stakeholder capacity development to develop OS	NQA Donors	Donors	Donors
Incentives to ensure employer participation	No one	No one	No one

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	Public Employment Services (PES); Recruitment companies; Online job portals; Donors; MEST; Municipalities; Career Counselling Centres.	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

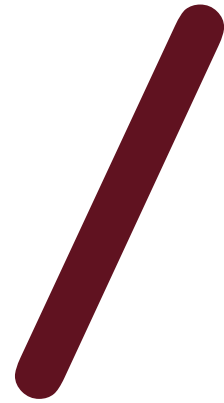
Table 4.2.2 - Sustainability matrix of future situation for Anticipation of Skills Demand

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

Mechanism for labour market forecasts	MLSW MEST	MLSW MEST	MLSW MEST
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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 Framework³⁸ (NCF) is the key policy document which serves as the basis for the development and implementation of pre-university 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

³⁸ 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:

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	Swisscontact
4	Mishtar	Teknologji ushqimore	EU KOSVET V dhe grupet punuese	Swisscontact
5	Qumështar	Teknologji ushqimore	EU KOSVET V dhe grupet punuese	Swisscontact
6	Instalues i ujësjellësit dhe kanalizimit	Ndërtimtari	EU KOSVET V dhe grupet punuese	Swisscontact
7	Instalues i ngrohjes qendrore	Ndërtimtari	EU KOSVET V dhe grupet punuese	Swisscontact
8	Instalues elektrik	Ndërtimtari	EU KOSVET V dhe grupet punuese	Swisscontact
9	Teknik Agrobiznesi	Bujqësi	EU KOSVET V dhe grupet punuese	Swisscontact
10	Shitës	Bujqësi	EU KOSVET V dhe grupet punuese	Swisscontact

11	Furnitor	Bujqësi	EU KOSVET V dhe grupet punuese	Swisscontact
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/Automekanike	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	<ol style="list-style-type: none"> 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	<ol style="list-style-type: none"> 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	<ol style="list-style-type: none"> 1. Do you consider that the existing curricula in VET schools correspond to the needs of the labor market? How often do you think the curricula's should be updated? 2. 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? 3. 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? 4. Which authorities have the highest incentive in connecting VET education to labor market demand,



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
Eleta Kadriu	National Qualification Authority	Expert for Standards

Jahe Sahiti	"H.Kadri" VET School Prishtina	Director
Fatos Osmani	Municipality 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

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