The economic development programme for „Kosovo“

Quality Improvement in VET in Kosovo
Proposal for the future role and structure of CVET and the related establishment of a VET Agency

November 2011

EU KOSVET V - Development of Quality Assurance, Accreditation and Development of NQA & NQF in Kosovo

2009/216-809
Project Title  EU KOSVET V - Development of Quality Assurance, Accreditation and Development of NQA & NQF in Kosovo

Project Number  2009/216-809

Country  Kosovo

Lead Contractor:  PEM GmbH
Berliner Allee 51-53
40212 Düsseldorf
Germany
Project Director:  Marita Münks
Tel:  +49-211-417 1815
Fax:  +49-211-479 1991
E-mail:  marita.muenks@pem-consult.de

In Partnership with  SQA Scottish Qualifications Authority, UK
TribalHELM, UK
Aarhus Technical College, Denmark

Submission date  30 December 2011

Project starting date  01 September, 2009

Project end date  31 December, 2011

Project Duration  28 months (including 4 month prolongation)

Author of Report  Anne-Marie Clark  International Senior Expert
CONTENTS

1. INTRODUCTION 6

2. BACKGROUND 6
   2.1 Legislative Background to CVET 6
   2.2 The establishment of CVET 6
   2.3 The functioning of CVET 7
   2.4 The present context 8

3. ANALYSIS OF THE CURRENT ROLE REQUIRED OF CVET V THE ORIGINAL REMIT OF CVET DESCRIBED IN THE LAW OF 2006 8

4. KEY PLANNING, MANAGEMENT AND OPERATIONAL TASKS REQUIRED IN A NATIONAL VET SYSTEM 11

5. ANALYSIS OF THE PRESENT CONTEXT: IMPLICATIONS FOR THE ROLE REQUIRED OF CVET 14

6. SUMMARY OF TASKS REQUIRED OF CVET 20

7. OPTIONS FOR THE FUTURE STRUCTURE AND FUNCTIONING OF CVET 24
   7.1 For immediate implementation: Model 1 24
   7.2 For medium term implementation (2012-2014): Model 2 26
   7.3 Long-term implementation (post 2014): Model 3 27

8. OPTIONS FOR THE ESTABLISHMENT OF A VET AGENCY 28
   8.1 Issues which need to be considered 28
   8.2 Remit of the VET Agency 29
   8.3 Staffing of the VET Agency 31
   8.4 Organisational Structure of the VET Agency 32

9. MAIN FINDINGS AND ISSUES ARISING 36

10. CONCLUSION AND RECOMMENDATIONS 37
ANNEX 1 - ORIGINAL WORKING GROUP PROPOSAL FOR MEMBERSHIP OF CVET 39

ANNEX 2 - 2006 VET LAW: ORGANISATION AND STRUCTURE OF CVET 41

ANNEX 3 - 2006 VET LAW: ADVISORY/STRATEGIC ROLE OF CVET 42

ANNEX 4 - 2006 VET LAW: OPERATIONAL ROLE OF CVET 43

ANNEX 5 - ANALYSIS OF THE LAW ON VET WITH REFERENCE TO THE ROLE OF CVET IN RELATION TO EXTERNAL EVALUATION/QUALITY ASSURANCE OF VET 44

ANNEX 6 - FROM DEVELOPMENT OF OCCUPATIONAL STANDARDS TO THE AWARD OF CERTIFICATE: SOME KEY QUESTIONS 45

ANNEX 7 - PRELIMINARY BREAKDOWN OF TASKS / RESPONSIBILITIES IN PROCESS OF MOVING FROM DEVELOPING OCCUPATIONAL STANDARDS TO AWARD OF CERTIFICATE 46
**LIST OF ABBREVIATIONS**

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AAHE</td>
<td>Accreditation Agency for Higher Education (of MEST)</td>
</tr>
<tr>
<td>CARDS</td>
<td>Community Assistance for Reconstruction, Development and Stabilisation</td>
</tr>
<tr>
<td>CEDEFOP</td>
<td>European Centre for the Development of Vocational Training</td>
</tr>
<tr>
<td>CQAF VET</td>
<td>Common Quality Assurance Framework for VET (of the EU)</td>
</tr>
<tr>
<td>CVET</td>
<td>Council for Vocational Education and Training</td>
</tr>
<tr>
<td>ECVET</td>
<td>European Credit Transfer System for Vocational Education &amp; Training</td>
</tr>
<tr>
<td>EQF</td>
<td>European Qualifications Framework</td>
</tr>
<tr>
<td>ETF</td>
<td>European Training Foundation</td>
</tr>
<tr>
<td>EC</td>
<td>European Commission</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
</tr>
<tr>
<td>GIZ</td>
<td>Gesellschaft für Internationale Zusammenarbeit (the former GIZ)</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labour Organisation</td>
</tr>
<tr>
<td>IPA</td>
<td>Instrument for Pre-Accession (of the EU)</td>
</tr>
<tr>
<td>ISCED</td>
<td>International Standard Classification of Education</td>
</tr>
<tr>
<td>LNQ</td>
<td>Law on National Qualifications</td>
</tr>
<tr>
<td>LTE</td>
<td>Long Term Expert</td>
</tr>
<tr>
<td>MEST</td>
<td>Ministry of Education, Science &amp; Technology</td>
</tr>
<tr>
<td>MLSW</td>
<td>Ministry of Labour and Social Welfare</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
</tr>
<tr>
<td>NQA</td>
<td>National Qualifications Authority</td>
</tr>
<tr>
<td>NQF</td>
<td>National Qualifications Framework</td>
</tr>
<tr>
<td>OECD</td>
<td>Organisation for Economic Cooperation and Development</td>
</tr>
<tr>
<td>PR</td>
<td>Public Relations</td>
</tr>
<tr>
<td>PSC</td>
<td>Project Steering Committee</td>
</tr>
<tr>
<td>QA</td>
<td>Quality Assurance</td>
</tr>
<tr>
<td>QAF</td>
<td>Quality Assurance Framework</td>
</tr>
<tr>
<td>SME</td>
<td>Small and Medium sized Enterprises</td>
</tr>
<tr>
<td>STE</td>
<td>Short Term Expert</td>
</tr>
<tr>
<td>TA</td>
<td>Technical Assistance</td>
</tr>
<tr>
<td>TL</td>
<td>Team Leader</td>
</tr>
<tr>
<td>TNA</td>
<td>Training Needs Analysis</td>
</tr>
<tr>
<td>ToR</td>
<td>Terms of Reference</td>
</tr>
<tr>
<td>USAID</td>
<td>United States Agency for International Development</td>
</tr>
<tr>
<td>VET</td>
<td>Vocational Education and Training</td>
</tr>
<tr>
<td>WG</td>
<td>Working Group</td>
</tr>
</tbody>
</table>
1. INTRODUCTION

The Law on Vocational Education and Training (Law No. 02/L-42) which was approved in 2006 made provision for the establishment of a Council for Vocational Education and Training for Kosovo (CVET). CVET was set up the following year and has functioned intermittently since then. However, there has been ongoing concern about the effectiveness and sustainability of CVET. Moreover, in the intervening 5 years there have been many developments in education and training in Kosovo, including the creation of new institutions which bring with them a risk of duplication and overlapping of functions.1

The purpose of this paper is to review the role and functioning of CVET in the context of current and planned future developments in education and training in Kosovo, to provide some insight into the main issues, and to suggest some options for ways forward which would facilitate a more effective contribution on the part of CVET to the improvement of the quality of VET in Kosovo. The target audience for the paper includes senior personnel at MEST and other organisations represented on CVET, appropriate officers of the Contracting Authority for KOSVET V and all stakeholders in VET.

2. BACKGROUND

2.1 Legislative Background to CVET

The proposal for the establishment of CVET contained in the Law on VET in 2006 was largely welcomed, given the importance of the development of VET for the future of Kosovo. Moreover, it was generally recognised that there was an urgent need for an 'umbrella' body to represent VET, the responsibility for which was fairly widely dispersed, and which often appeared as an afterthought, or side issue, in planning for education in general.

However, analysis of the Law, as it related to CVET, suggested a considerable tension between the proposed structure of CVET, and the functions of CVET which the Law described: in effect, the two appeared not to be compatible. Put simply, the proposed structure was simply not adequate to the tasks for which, according to the Law, CVET was responsible. This incompatibility has never been resolved in practice, although on several occasions in the past years, proposals have been made which, if implemented, would have had the potential to resolve many of the difficulties.2

2.2 The establishment of CVET

The original establishment of the CVET was complicated by the fact there were very many 'unknowns', particularly with regard to the roles of the many complementary institutions which were also being proposed: the structures required for a permanent body demanded more clarity about future relationships with other organisations, than was available at the time.

---

1 Torino Process Kosovo p21
2 KOSVET III Review of CVET
Despite these complications, there were strong arguments for ensuring that CVET was established as soon as possible, no matter how embryonic its form, no matter how basic its functioning. Of equal importance, was the hope that simple fact of the existence of CVET would provide a mechanism for further development of the institution itself and a focus for attracting external donor funding.

There was a need, as a minimum, for a body which could:

- ensure policy integration for all VET related activity
- provide the necessary coordination for all VET development
- act as an advocate for VET

In the circumstances, the Working Group which had been set up to plan the establishment of CVET proposed a pragmatic solution which involved a ‘Learning Year’ for CVET and the proposal that CVET would become fully operational, supported by the MEST budget as envisaged in the Law, in January 2008. Details of the original proposals and criteria for membership of CVET, which are still relevant, can be found at Annex 1.

2.3 The functioning of CVET

Since its inception, CVET has had a chequered history, and the generally accepted view is that CVET is not functioning. The ‘truth’ of the situation is complex: on one hand there exists a significant number of highly motivated, experienced, and skilled individuals, with real potential to perform effectively as CVET members; and CVET, as a body, has tried to function despite limited official recognition or support, and has in fact delivered some useful work which has never been acknowledged or valued. On the other hand, despite strenuous efforts on the part of many individuals, it cannot be said that CVET is fulfilling the remit allotted to it by the 2006 Law.

The main reasons for this failure were already identified in a review of CVET carried out under KOSVET III:

- The incompatibility between the intended structure of CVET and its expected functions were never resolved, with the result that CVET is still attempting to function with the constraints of what was intended as a temporary structure.
- Financial support from MEST has not been adequate
- The Secretariat function provided by MEST has not been effective.

However, there is another problem which undoubtedly impacts on CVET effectiveness: at one point in the past CVET was the subject of serious ‘negative briefing’ when certain powerful interests took every opportunity to speak badly of CVET, both as a concept, and in terms of the choice and calibre of the members appointed to the Council. This was compounded by the repeated insistence that there were ‘no outcomes’ without taking into account the context in which CVET was attempting to work. The impact of such insidious disinformation on the generally accepted view of CVET should not be underestimated.
2.4 The present context

Current developments in relation to the setting up of the National Qualifications Framework (NQF), and the establishment of the National Qualifications Authority (NQA) (and the resulting questions which these developments pose in terms of the role of CVET), combined with the concern of MEST to review the sustainability of CVET, have led to the decision to undertake the present review under the auspices of KOSVET V.

Additional developments which impact on any decision about the future remit and structure of CVET include:

- The implications of the 2011 Law on Pre-university Education
- The implications of the Kosovo Education Strategic Plan 2011-2016
- The implications of new Kosovo Curriculum Framework
- The implications of the findings of the Torino Process (Kosovo) 2010
- The implications of increasing decentralisation of education and training

Above all, the review of CVET is timely because of

- The recent decision of MEST to move towards the establishment of a VET Agency
- The planned review of the Law on VET

3. ANALYSIS OF THE CURRENT ROLE REQUIRED OF CVET V

THE ORIGINAL REMIT OF CVET DESCRIBED IN THE LAW OF 2006

The provisions of the 2006 Law on VET which applied to CVET were dispersed throughout the Law, and can be usefully subdivided as follows: provisions which related to the Organisation and Structure of CVET (see Annex 2); provisions which related to the strategic and advisory role of CVET (see Annex 3); and provisions which related to an apparent operational role for CVET (see Annex 4). For the purpose of the present exercise, however, only the articles which refer to the responsibilities of CVET, as specified in the Law, are included. These have been compiled below in the order, and form, in which they appear in the Law.

<table>
<thead>
<tr>
<th>Responsibilities of CVET according to the Law on VET (02/42 (060223))</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Article 6.5. This Law also allows the establishment of Dual forms of formal vocational education and training, in which practical training and experience is undertaken in enterprises, acting under contractual arrangements reached with the education and training institution responsible for the programme. The conditions and criteria governing such provision will be covered in an Administrative Instruction, to be issued by the MEST, taking into account advice from the Council for VET.</td>
<td>Although such cooperation with companies does exist, some of it extremely well planned and very effective, it is not yet legally regulated. CVET, as a tripartite body, continues to be in a ideal position to advise MEST on this subject, as proposed in the original Law. Arguably the Chamber of Commerce should be involved in the implementation.</td>
</tr>
</tbody>
</table>
### Responsibilities of CVET according to the Law on VET (02/42 (060223))

<table>
<thead>
<tr>
<th>Article</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Article 11.4.</strong> The parts of the curriculum that have to do with professional theory, practical learning and professional practice (Paragraph 11.3, point b and c) are specified by MEST, based on the suggestion of the Council for Vocational Education and Training Council of Kosovo, which will review the list of profiles on which curricula are based and the vocational content of such curricula on an annual basis.</td>
<td>At present the Ministry of Labour and Social Policy (MLSP) is responsible for the Kosovo Occupational Classification. However, since the establishment of the NQA it has become clear that it is difficult to identify qualifications based on the Classification. Moreover, there is currently no systematic annual review as described in the Law. When review of profiles does occur, it tends to be as the result of an initiative by MEST, or by an individual school director making a proposal/request to the Municipality which in turn makes the proposal to MEST. It seems clear that CVET, via its committees/sub-groups, is ideally placed to perform this function as originally specified in the Law.</td>
</tr>
<tr>
<td><strong>Article 12.1.</strong> Curricula for vocational education programmes shall be based on occupational standards specified for the respective profiles and taking into account advice from the Council for Vocational Education and Training, taking into account available labour market information</td>
<td>CVET, as a tripartite body which also provides a forum for inter-ministerial cooperation on VET, is the most appropriate body to perform this function i.e. not to develop or approve Occupational Standards (OS), but to take the strategic overview of which OS need to be developed, and possibly to commission the development. This is particularly important because otherwise there is a danger that OS come to be seen very narrowly, as only serving as a basis for VET qualifications, when in fact, a much broader exploitation of OS for the development and quality improvement of VET needs to be encouraged. However, as will be seen below, (6.4 and Annex 5) this area needs considerable thought.</td>
</tr>
<tr>
<td><strong>Article 13.1</strong> Acting in cooperation with other Provisional Institutions of Self Government and the Social Partners, the MEST will establish the Council for Vocational Education and Training (hereinafter referred to as the CVET) in order to steer the course of development, and advise the Government on matters concerning the quality and promotion of vocational education and training in Kosovo.</td>
<td>This, together with the function described in Article 15.1 below, is the core business of CVET, and as a role which demands the harmonisation both of the public interest, and the interests of social partners, and the facilitation of inter-ministerial collaboration on VET, is a role which cannot be carried out by any other existing organisation.</td>
</tr>
<tr>
<td><strong>Article 15.1.</strong> The CVET shall advise the MEST and the government of Kosovo on the overall direction on policy for vocational education and training in Kosovo.</td>
<td>CVET core business – see 13.1 above.</td>
</tr>
<tr>
<td><strong>Article 15.2.</strong> The CVET will review development matters of vocational education and training, will issue advice, proposals and recommendations to the Minister including proposals for laws and other official documents concerning vocational education. It will also provide an inclusive forum for harmonizing policies and approaches across the whole vocational education and training system through the involvement of social partners and other stakeholder interests.</td>
<td>CVET core business – See 13.1 above</td>
</tr>
<tr>
<td>Responsibilities of CVET according to the Law on VET (02/42 (060223))</td>
<td>Comment</td>
</tr>
<tr>
<td>---------------------------------------------------------------</td>
<td>---------</td>
</tr>
<tr>
<td><strong>Article 15.3. The CVET will also provide specific advice and recommend for approval the profiles on which formal vocational education and training programmes should be based, the standards for each profile, the vocational content of curricula for such profiles, and the vocational qualifications that should be included within the qualifications framework.</strong> It may also recommend textbooks and other learning materials for use in such programmes.</td>
<td>This article deals with the aspects of CVET’s originally envisaged role which have become confused by the creation of the NQA, and which are, to some extent, contested. It should be noted, incidentally, that this article only refers to formal VET, whereas Article 12.1 which is similar, refers to VET in general. CVET is not currently carrying out this function as described in the Law, indeed as a Council which meets occasionally, but does not have any permanent operational or expert staff, it is simply not in a position to do so. However, if a VET Agency were to be established (see 7 below) CVET might well be the appropriate body to oversee this area of work. The whole are required further discussion (see 6.4 and Annex 5 below).</td>
</tr>
<tr>
<td><strong>Article 15.4. The CVET carries out also other activities that are compatible with the provisions of this Law.</strong></td>
<td>CVET has performed this function in the past – for example, one of the CVET committees carried out a full review and analysis of the results of the VET Matura and submitted it to MEST.</td>
</tr>
<tr>
<td><strong>Article 23</strong> The MEST shall provide pedagogical-andragogical education programmes for directors, deputy directors and teaching staff from institutions providing formal vocational education and training programmes, <em>taking into account advice from the CVET.</em></td>
<td>This is likely to be a fairly minor role, but there is no reason why it should not be within the remit of CVET.</td>
</tr>
<tr>
<td><strong>Article 27.6. The MEST issues the administrative instruction for passing of the final examination and the composition of the examination commission, subject to the CVET prior approval.</strong> The practical part of the final exam for the students in economy and for the handicraft (profession) exam will be performed in correspondence with this law and specific provisions.</td>
<td>This function is not currently performed by CVET, but is much needed. VET is not currently represented on the State Matura Commission, and much of the responsibility for the exam is left to individual schools. There is a need for CVET to play a much greater role in advising MEST on how to prepare the VET Matura.</td>
</tr>
<tr>
<td><strong>Article 27.9. The form of organization and the examination requirements shall be regulated with an Administrative Instruction to be issued by the MEST with prior opinion of the CVET.</strong></td>
<td>This article appears to replicate Article 27.6 above.</td>
</tr>
<tr>
<td><strong>Article 29.1. Evaluation of the formal vocational education system may be done at the request of:</strong> a) Government or MEST; b) The CVET c) With joint request of at least two social partners.</td>
<td>It would appear that there is little awareness of the existence of this Article, which has enormous ramifications if implemented. It highlights the significant power allocated to CVET and the social partners in the 2006 Law, and underlines the key role which CVET should be playing in overall quality management of VET in Kosovo.</td>
</tr>
<tr>
<td><strong>Article 29.2. The evaluation process, including selection of evaluator, should be undertaken in a way that ensures independence from political or institutional influence. The remit and terms of reference for such evaluation should be jointly agreed by the MEST and the CVET, and report and recommendations should be subject to open public discussion.</strong></td>
<td>See above.</td>
</tr>
<tr>
<td><strong>Article 30.5. MEST in cooperation with the CVET shall also pursue alternative routes for financing formal vocational education and training programmes.</strong></td>
<td>This function has not been implemented. However, once again, it highlights the strategic role which was envisaged for CVET in the 2006 Law.</td>
</tr>
</tbody>
</table>
Although this is not an in depth analysis, it does underline the fact that despite the many developments in education and training over the past 5 years, most of the responsibilities originally envisaged as constituting the remit of CVET are not being carried out by any of the new bodies which have been set up, and that tasks which are essential to improving the quality of VET in Kosovo, remain unperformed.

Moreover, the analysis highlights the fact that CVET is the most appropriate organisation to carry out the many functions/tasks which require a tripartite body, responsible for the ‘big picture’ of VET in Kosovo, and which also serves to facilitate inter-ministerial cooperation on VET. These functions/tasks (referred to in Articles 12.1, 13.1, 5.1, 15.2, 29.1 and 30.5) are largely to do with being in a position to take a lead in strategy for development of VET and to have an overview of Quality Management of the VET system. Other functions and tasks are more operational (Articles 6.5, 11.4, 23, 27.6 and 27.9) but are still at a management level. Only Article 15.3 describes operational involvement at a level of detail which is not be appropriate unless CVET has the support of a VET Agency.

Interestingly, this analysis corresponds to a considerable extent with the initial thinking in 2007 about why CVET was needed:

‘There is a need, as a minimum, for a body which could:

- ensure policy integration for all VET related activity
- provide the necessary coordination for all VET development
- act as an advocate for VET’

When considering the options for the future role of CVET, however, it is useful not only to analyse the situation according to the original remit of CVET defined in the Law of 2006, but also to identify what generic responsibilities are required in any modern VET system, and to consider, in the present context in Kosovo, which organisation/institution is best placed to carry out each function. The table below is a first attempt to carry out such an analysis.

4. KEY PLANNING, MANAGEMENT AND OPERATIONAL TASKS REQUIRED IN A NATIONAL VET SYSTEM

Note: It is important to bear in mind that the responsibilities identified below, do not, in the main, refer specifically to the formal school VET system in Kosovo, but to the entirety of a flexible VET system in the context of Lifelong Learning which is essential for future socio-economic development of the country.

Key Planning, Management and Operational tasks required in a national VET system

The column headed ‘Responsible Body’ provides a suggestion, with a rationale, for which body might take responsibility for leading on each area.

3 Discussions of CVET Working Group, KOSVET III, February 2007
<table>
<thead>
<tr>
<th>Activity required</th>
<th>Responsible Body</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advice on strategy for VET development in line with socio-economic and technological development, and proposals and recommendations including proposals for Laws and other official documents.</td>
<td>CVET as a tripartite body established by Law specifically for this purpose remains the most appropriate body to fulfil this function, which not only involves taking into account the views of social partners but also ensuring liaison across a number of Ministries.</td>
</tr>
<tr>
<td>Alignment of public interest and the interests of the social partners in terms of VET</td>
<td>As set out above, CVET remains the most appropriate body to fulfil this function</td>
</tr>
<tr>
<td>Harmonisation and coordination of policies and approaches across the whole VET system through the involvement of social partners and other stakeholder interests</td>
<td>CVET, as above.</td>
</tr>
<tr>
<td>Overview of Quality System for VET</td>
<td>Although NQA has responsibility for a large component of the VET quality system, the system itself has many components, which come under the aegis of a range of institutions and organisations (see Annex 6) and CVET would in fact be ideally placed to take an overview of the whole, as required in the Law of 2006.</td>
</tr>
<tr>
<td>Monitoring and Evaluation of quality of VET</td>
<td>Monitoring and evaluation of the different components of VET can usefully be assigned to a range of different bodies, as long as there is one body (in this case CVET as suggested above) which has an overview of the whole quality system and can take responsibility for accounting for the whole of VET provision. It should be noted that within this overall system, MEST must necessarily retain accountability for formal VET, (within the constraints imposed by the responsibility for quality of the municipalities,) and the MLSP for VET delivered via the VTCs.</td>
</tr>
<tr>
<td>Formal link between VET system and economic development planning</td>
<td>CVET is ideally placed to carry out this function</td>
</tr>
<tr>
<td>Coordination of cooperation with international institutions and organizations in the field of VET</td>
<td>Although individual Ministries may wish to set up internal measures to ensure coordination, and although there are likely to be bi-lateral academic links which are properly the business of individual institutions, it would nonetheless be extremely useful if CVET could maintain at least a database of links/projects in the field of VET. Such a database could serve not only to facilitate coherence in developments, but to provide prospective international partners with potentially relevant contacts in the field.</td>
</tr>
<tr>
<td>Support for the development of social partnership in all aspects of VET</td>
<td>This is undoubtedly an area which should be a key aspect of CVET’s activity. In particular, there will be a need to promote the development of partnerships with specific sectors.</td>
</tr>
<tr>
<td>Ensuring links between education, training and work in the context of lifelong learning</td>
<td>Again, this is an area of activity for which CVET is ideally placed.</td>
</tr>
<tr>
<td>Promotion of VET</td>
<td>CVET, by definition, should take the lead in this area.</td>
</tr>
<tr>
<td>Representing the interests of the VET system in relevant discussions within pre-university and higher education</td>
<td>The most appropriate body to take part in discussions would depend on the exact nature of the topic being discussed. However, in general, it would be useful if the practice of asking CVET for a representative (eg on discussions about pre-university education) could be embedded in the system. CVET could then take responsibility for ensuring that the most appropriate bodies were delegated to attend.</td>
</tr>
<tr>
<td>Ensuring the transparency and competitiveness of Kosovar VET qualifications on the international</td>
<td>This is clearly the responsibility of the NQA.</td>
</tr>
</tbody>
</table>
### Activity required

<table>
<thead>
<tr>
<th>Labour Market</th>
<th>Responsible Body</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Initiating and commissioning appropriate labour market and other research</strong></td>
<td>Activities relating to labour market research will belong principally within the MLSP. However, there is an urgent need for a much wider research function which, it has been suggested, should lie with the Pedagogical Institute(^4). Alternatively, this could lie with a future VET Agency. CVET should nonetheless have a role in identifying the need for specific pieces of research. It should also ensure that it receives and considers appropriate reports to inform its work.</td>
</tr>
<tr>
<td><strong>Initiate and commission research and development in VET</strong></td>
<td>Although MEST will no doubt wish to undertake/commission research and development relevant to formal VET, and other organisations (e.g., the Pedagogical Institute) might well undertake VET-related research, it would be useful if CVET could take responsibility, as part of its coordinating function, for maintaining a database of VET-related research. CVET will also, inevitably, need to commission research and development work.</td>
</tr>
<tr>
<td><strong>Analysis of the needs of the labour market on a local level and submission of proposals for the revision/development of VET curricula</strong></td>
<td>This area will be primarily the responsibility of individual municipalities, and individual schools may well be in a position to make useful proposals, but CVET may also be well placed, as a result of having an overview of developments, to identify labour market information which is required in particular sectors or areas of the country.</td>
</tr>
<tr>
<td><strong>Development and maintenance of a National Qualifications framework</strong></td>
<td>This is explicitly the responsibility of the NQA</td>
</tr>
<tr>
<td><strong>Maintenance of the Kosovo Occupational Classification</strong></td>
<td>This is the responsibility of the MLSP, but CVET could perform a useful function as a channel for requests for additions/deletions, or other changes, to the Classification</td>
</tr>
<tr>
<td><strong>Oversight and leadership of the development of Occupational Standards (OS)</strong></td>
<td>It is essential to emphasise here that OS should have a much wider use than simply as a basis for VET qualifications and curricula. It is not, therefore, appropriate for the NQA to take ownership of the development of OS. In the longer term, the responsibility for oversight and leadership of OS should be with the appropriate sectoral body, or an umbrella body. In the short to medium term however, given the current proliferation of projects developing aspects of OS, there is an urgent need for one organisation to take the lead and coordinate and harmonise developments. CVET would appear to be the body best placed to do this.</td>
</tr>
<tr>
<td><strong>Development of Occupational Standards</strong></td>
<td>It would be useful if the development of OS could be commissioned <em>systematically</em> by CVET in consultation with NQA and the appropriate Ministry/sector. The work could be carried out via the Chamber of Commerce, given the absence of suitable sectoral bodies.</td>
</tr>
<tr>
<td><strong>Approval of Occupational Standards</strong></td>
<td>The OS would be approved by a sectoral commission, convened by the Chamber of Commerce with representation from CVET and the relevant Ministry.</td>
</tr>
<tr>
<td><strong>Ownership of Occupational Standards</strong></td>
<td>There appears to be a lack of understanding of the fact that OS are not fixed in concrete, and need to be maintained and reviewed. It is therefore essential to clarify who ‘owns’ the OS. In the longer term, it is clear that they should be owned by the appropriate Sector body, but in the short term it may be desirable to allocate ownership to the MLSP.</td>
</tr>
<tr>
<td><strong>Recommendation of textbooks and learning materials for VET</strong></td>
<td>This needs to be clarified given the contradiction between the 2006 Law on VET and the 2011 Pre-university Law. (see 5...</td>
</tr>
</tbody>
</table>

---

\(^4\) Report on the proposal for a VET department at the Kosova Pedagogical Institute, GIZ, 2008
<table>
<thead>
<tr>
<th>Activity required</th>
<th>Responsible Body</th>
</tr>
</thead>
<tbody>
<tr>
<td>Analysis of exam results in formal VET</td>
<td>This is clearly the responsibility of MEST, although the 2011 Law with its establishment of the State Council on Pre-University Education (SCPUE) rather complicates the picture as the SCPUE, the Inspectorate, the VET Division, and the EMIS sector will all have an interest. Moreover, CVET must be able to ask for/commission reports and analysis as part of their QA role, and the NQA would also have an interest in this area</td>
</tr>
<tr>
<td>Oversight of VET Boards in formal VET schools</td>
<td>This is the responsibility of MEST, but if Boards are to function effectively (especially, in VET schools, linking with social partners,) experience in other countries suggests that they need active support from a central unit which could in the future be responsibility of a VET agency.</td>
</tr>
<tr>
<td>Licensing of teachers to work in formal VET system</td>
<td>This is the responsibility of MEST/MLSP but NQA also has competences in this area, and the overlap, particularly in terms of the Law on Qualifications and the new Law on Pre-University Education need to be resolved.</td>
</tr>
<tr>
<td>Accreditting of training for teachers and</td>
<td>Where the training is part of the process for formal recognition of the teacher/trainer/instructor’s initial competence, or ongoing professional development, this is clearly the responsibility of MEST/MLSP. However, the NQA may wish to add specific requirements for the occupational competence of trainers as part of the accreditation of VET providers</td>
</tr>
<tr>
<td>Training/Instructors in VTCs</td>
<td></td>
</tr>
<tr>
<td>Provision of in-service support to VET teachers and</td>
<td>MEST/MLSP/Municipalities will need to take official responsibility for the ongoing professional development of staff in the system, but other organisations (eg CVET/NQA) will suggest /provide specific additional training as necessary</td>
</tr>
<tr>
<td>Training/Instructors through advice, training and</td>
<td></td>
</tr>
<tr>
<td>mentoring</td>
<td></td>
</tr>
<tr>
<td>Careers advice and guidance for students in VET</td>
<td>It appears that this is now the responsibility of the; Municipalities according to the new Law</td>
</tr>
</tbody>
</table>

NOTE: in addition to the tasks specified above, there are also a large number of operational roles in terms of development/approval of vocational standards, curriculum development, assessment and accreditation, and certification, both for formal and other VET, where the lines of responsibility are far from clear. This has become more and more of an issue as the NQA begins to function. It is not appropriate for CVET to take responsibility for many of these operational activities, despite some of the references included in the Law on VET, although they could be part of the remit of a future VET Agency. Clarification of the whole of this area, and if necessary amendment of the VET Law of 2006 is, there urgently needed. (See 6.4 below).

5. ANALYSIS OF THE PRESENT CONTEXT: IMPLICATIONS FOR THE ROLE REQUIRED OF CVET

The intention of this section is to examine current developments in Kosovo with a view to identifying implications for the role of CVET. The main documents used are the results of the 2010 Torino Process review of progress in VET, the 2011 Law on Pre-University Education, the Kosovo Curriculum Framework (KCF), the 2008 Law on National Qualifications, the 2009 Law on Education in the Municipalities of Kosovo, and the Kosovo Education Strategic Plan 2011 - 2016 (KESP). Reference is also made to the 2011 draft Administrative Instruction for the Centres of Competence which has implications for any discussion of CVET/a future VET Agency.
The Torino Process

The conclusions of the Torino Process have been accorded some status in this review, in part because they provide a concise documented analysis of progress, and issues, in VET in Kosovo but also because there was considerable local participation, and the conclusions were validated during a workshop attended by more than one hundred VET stakeholders. The Torino Process drew attention to a number of issues which have implications for CVET activity, as is illustrated by the following excerpts from the final document:

- Although reforms are in progress, ‘the capacities and institutional culture of policy evaluation are not up to the strategic goals’
- ‘the policy-making process is distorted even more in an environment...in which there are many international donors and agencies, all of whom have their own views’
- So far there has not been a stock-taking review of the impact of VET policies already implemented
- ‘with respect to quality and relevance of VET, the large school-based system with little interaction with the business world continues to be the norm’
- ‘The government’s vision and policy ambition for VET does not correspond to the reality that the latter is poorly represented or absent in the central structures and the government’s budget’
- ‘There is some evidence that the relevance of VET to the labour market is hampered by the quality of the VET provided rather than the content and design of qualifications as such, as a result of poor instruction, little practical training (GIZ, 2009), and a lack of focus on transversal competencies’
- ‘No formal and systematic approach to analyse the labour market or to translate that analysis into qualifications and curricula currently exists at system level. In addition, where there are available curricula, the strategic and operational capacities to implement them are lacking.’
- Notwithstanding the effort put in by some VTCs, in reality the latter have limited discretion and flexibility in terms of introducing new occupational profiles to meet the changing needs of the regional or local labour markets….. There is….. little evidence that VTCs are providing significant amounts of advanced training, up-skilling or business-led skills training for existing employees
- ‘The reform of both sub-systems (ie general education and VET) is going on but with little strategic coordination or articulation. For example, the work on the Kosovo Curriculum Framework has not taken VET into consideration.’

---

5 Torino Process, Executive Summary p 5
6 ibid
7 ibid
8 ibid
9 p9
10 p10
11 p11
12 p11
13 Torino Process p17
• ‘The government gives low priority to the implementation of VET curricula in comparison to that of general secondary and higher education, as evidenced by the resources and capacities available to the VET Department unit’\textsuperscript{14}

• ‘addressing the problems identified in the implementation of the VET Matura exams also an urgent task’\textsuperscript{15}

• ‘The policy emphasis on designing evaluation and controls (programme accreditation, assessment, validation, etc.), intended to direct the VET system without developing capacities that support VET institutions, teachers and learners, could turn out to be ineffective’\textsuperscript{16}

• ‘So far, government approaches are failing to consider strategically the incentives for enterprises to get involved in steering and managing VET’\textsuperscript{17}

• ‘there could be considerable overlap in setting education standards between the NQA, CVET, and the new curriculum authority’\textsuperscript{18}

• ‘appropriate incentive schemes to promote business-education cooperation are lacking, and platforms for social partnership are still in early stages of development’\textsuperscript{19}

At the validation workshop\textsuperscript{20} on the Torino Process the key challenges for improving the internal efficiency of the VET system in Kosovo were identified as:

1. given the overall ‘low’ performance and ‘low’ attractiveness of VET system both for enterprises and individual, there is a need to improve the quality and enhance the relevance of VET system to labour market and individual needs;

2. the issue of the articulation of education subsystems will decide how Kosovo’s policy efforts will build consistency across the set of education reforms, including higher education;

3. the high policy priority given to Centres of Competence (COCs) and the National Qualifications Framework (NQF) will result in successful policy implementation only if it is ensured that these tools are embedded in the wider reform vision and that they are fully scaled up throughout the system;

4. the emerging governance and financing model of VET system in Kosovo is at risk, given the context and the capacity of the institutions and social partners. There is a need to find the ‘right’ incentives for enterprises and their representatives to get involved in the management of VET, to link decentralisation with quality and to build consistent institutional arrangements for the governance of the system, including autonomy for VET institutions.

\textsuperscript{14} P19
\textsuperscript{15} P19
\textsuperscript{16} P19
\textsuperscript{17} P 20
\textsuperscript{18} P21
\textsuperscript{19} P23
\textsuperscript{20} Pp 35-36
Finally, it was concluded\(^\text{21}\) that among the key requirements for improving the performance of VET in Kosovo were

- good access to information and to established information diffusion processes;
- good communication between policy makers, practitioners and the world of research and analysis
- central coordination, planning, control, funding and support

It is not difficult to see among the issues and recommendations identified in the Torino Process document, a **clear, and much needed role for a central body which brings together the different interests, knowledge and skills of a range of state organisations/institutions, social partners, and other stakeholders in VET in order to**

1. develop a strategic overview of the needs of the VET sector
2. ensure coordination between different initiatives, interests and sectors
3. take responsibility for overall VET quality management
4. ensure the representation of the wider VET sector (not only formal VET) in all relevant discussions
5. support the development of an understanding of VET within formal education
6. promote the importance of VET at all levels
7. support the development of social partnership at all levels

Such a body could also undertake some of the specific tasks identified such as addressing the problems involved in the implementation of the VET Matura exam, as well as performing the more generic functions identified such as facilitating good access to information and to dissemination of information, ensuring good communication between policy makers, practitioners and the world of research and analysis, and contributing to central coordination, planning, control, funding and support.

**CVET is ideally placed to fulfil the gaps identified via the Torino process and to make a significant contribution to the improvement of the quality of VET in Kosovo.**

---

**The 2011 Law on Pre-University Education**

It is not possible within the scope of this review to conduct an in-depth study of the implications for formal VET of the new Law on Pre-University Education. However, an initial reading of the new Law raises a number of concerns about the impact of the Law on formal VET, and about the process by which the needs of VET were (or were not) taken into account in the drafting of the Law.

There are few references to VET in the Law, other than in Article 11 which states:

‘Vocational education and training shall be regulated through the Law on Education and Vocational Training no. 02/L-42, 23 February 2006, insofar as it is not inconsistent with the present Law.’

---

\(^{21}\) P37
Moreover, it is not clear whether many of the provisions in the Law are intended to cover VET or not. For example, the Law establishes a State Council on Pre-University Education (SCPUE), but this Council does not include any representative of VET, although the Law states that the Council ‘shall monitor progress in reforms of pre-university education from a national and international perspective, make proposals for change, issue advisory reports or recommendations in specific areas, and discuss any other matters referred to it by the Ministry’. It would seem unlikely that this could be done effectively without having taken into account VET which accounts for the majority of students in upper-secondary schools.

Similarly, Article 24 which deals with the Kosovo Curriculum Framework (KCF) makes no reference whatsoever to VET, although its provisions, if intended to apply to VET, appear to run counter to current plans developed by the NQA. The Torino Process has already identified the KCF as a potential issue and where ‘the Ministry of Education, Science and Technology VET Department and VET donors/implementers need to be fully engaged in order to develop a coordinated approach to Kosovo curriculum framework implementation, especially for grades 10–12. This will need to be further addressed during the coming months by supporting the Ministry of Education, Science and Technology VET Department and VET donors/implementers to discuss all remaining issues in a constructive and transparent way.’

Of even greater concern is the announcement in Article 25 of the establishment of a Kosovo Curriculum, Standards and Assessment Agency (KCSAA) which will deal with issues related to curriculum development, implementation, monitoring and evaluation of the curriculum, standards.

Article 25 goes onto specify that ‘The KCSAA shall develop the Kosovo Curriculum Framework and subject syllabuses through a regular process of discussion with representatives of teachers and municipalities, community representative organisations, and with national and international experts; including recommendations on:

4.1. the content of the core curriculum including central methodology and subject syllabus, objectives, learning outcomes for each subject associated with the main stages of the curriculum, and key competences to be achieved at the end of ISCED Level 3;

4.2. evaluation and standardized assessment of pupils’ achievements at defined intervals, and the criteria for progression of pupils, compatible with the requirements of the National Qualifications Framework for assessment leading to the award of qualifications;

It appears then that this Law, approved in August 2011, has potentially enormous implications for the role of MEST, the NQA, and CVET with regard to their role, both in terms of the Law and in practice, in the whole area of deciding curricula, standards and assessment in VET.

Further, Article 25 also ascribes to the KCSAA the right to recommend a ‘list of recommended textbooks, educational teaching resources and learning materials, including suitable materials for use by pupils with learning difficulties or disabilities;’

At this stage, it is not clear if this will replace or complement the role CVET is allocated by Law on VET in recommending textbooks and learning materials for VET.

22 Torino Process p36
Incidentally, Article 46 also raises issues about responsibilities of NQA v MEST, for licensing schools:

1. Every private or partnership educational institution providing education at ISCED Levels 0, 1, 2, 3 or 4 shall require to be licensed as such by the Ministry.

2. The criteria for the award of an educational and/or training licence shall be formulated by the Ministry on the advice of the SCPUE and constitute a government licensing standard which shall be published in a bylaw.

Much work remains to be done to evaluate the likely consequences, intended or unintended, of the new Law in terms of its impact on formal VET. However, once again the situation highlights the need that the VET division at MEST has for additional support, via CVET, to ensure that a VET-wide perspective is embedded in all education policy development.

The 2008 Law on National Qualifications

The successful establishment of the NQA following the 2008 Law on Qualifications has implications for the future role of CVET. NQA has a very clearly defined remit in terms of establishing and maintaining the National Qualifications Framework, and regulating the award of qualifications in the Framework apart from those regulated by the KAA. Although NQA activity linked to regulating the award of qualifications, and, in particular, to the accreditation and regulation of assessment bodies, is leading to some confusion, with regard, for example, to NQA/MEST competences for accrediting institutions to deliver qualifications, (and the position is exacerbated by the 2011 Law on pre-university education), on the whole the effective functioning of NQA makes it easier to amend the 2006 Law on VET and produce a more coherent set of responsibilities for CVET.

The 2009 Law on Education in the Municipalities of Kosovo

The increased responsibilities for education and training given to the Municipalities in the 2009 Law merely serve to highlight the importance of the Municipalities' representation in CVET, and justifies the emphasis in the CVET Administrative Order on trying to ensure as wide a geographical representation as possible. The (albeit disputed) role of the Municipalities with regard to the COCs also emphasises the potential which CVET has to take a lead in governing the COCs.

The Kosovo Education Strategic Plan 2011 - 2016 (KESP)

It is not possible within the scope of the present document to analyse the KESP in any depth with regard to its implications for tasks to be carried out by CVET. However, the mere development and existence of the KESP underlines the need to ensure that formal VET under MEST is aligned with VET provision via other ministries and the wider, non-formal, aspects of VET provision. This, together with an obvious role in contributing to, approving, monitoring and evaluating the VET related aspects of the KESP, provides an important role for CVET as a tripartite, and inter-ministerial body.
The 2011 draft Administrative Instruction for the Centres of Competence (COCs)

Article 4 of the draft instruction proposes the establishment of a Kosovo Institute for VET (KIVET) which will govern and quality assure the COCs. Leaving aside the issue of whether it is desirable to separate out a single element of the overall VET system (the COCs), this proposal has very significant implications for the VET division of MEST, for CVET and for the now proposed VET Agency. CVET has no responsibility in Law for the COCs as the Law pre-dates the establishment of the COCs, but it could be argued that it is preferable to amend the 2006 Law to include reference to the COCs and to include responsibility for the COCs in the remit of CVET/the VET Agency rather than to establish an additional, and possibly competing institution.

6. SUMMARY OF TASKS REQUIRED OF CVET

Taken as a whole, the three sets of analysis above show that many, though not all, of the responsibilities of CVET identified in the original 2006 Law on VET are still absolutely relevant and necessary to improve the quality of VET in Kosovo, and that CVET as a tripartite body in which the state has representation from a range of Ministries and other public organisations, is ideally placed to carry out these tasks. A number of additional tasks have also been identified as a result of the analyses undertaken.

1. The main function identified in the three sets of analysis above as being appropriate to be undertaken by CVET can be encapsulated as:
   - To act as an umbrella, and a focus, for all VET related activity

2. More concretely, the main functions required can be summarised as:
   - To ensure policy integration for all VET related activity
   - To provide the necessary coordination for all VET development
   - To act as an advocate for VET
   - To ensure representation and participation of all the main stakeholders

3. The table below lists the specific responsibilities which are arguably the responsibility of CVET

<table>
<thead>
<tr>
<th>Responsibility</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>To advise the MEST and the government of Kosovo on the overall direction on policy for VET in Kosovo</td>
<td>The original wording of the Law might usefully be amended to include a reference to ‘Advice on strategy for VET development in line with socio-economic and technological development’ This area of responsibility brings with it, by definition, the related (and onerous) responsibility of keeping abreast with developments in VET nationally, in the region, in the EU, and globally. CVET clearly needs operational support if it is to carry out this function.</td>
</tr>
<tr>
<td>Responsibility</td>
<td>Comment</td>
</tr>
<tr>
<td>---------------</td>
<td>---------</td>
</tr>
<tr>
<td>To advise the Government on matters concerning the <strong>quality of VET</strong> in Kosovo.</td>
<td>Note: In order to enable CVET to be a position to carry out this function, it is essential that CVET has an overview of VET quality management (see Annex 5). It would also be essential to retain Article 29 of the 2006 Law: Article 29.1 Evaluation of the formal vocational education system may be done at the request of: a) Government or MEST; b) The CVET; c) With joint request of at least two social partners. Article 29.2. The evaluation process, including selection of evaluator, should be undertaken in a way that ensures independence from political or institutional influence. The remit and terms of reference for such evaluation should be jointly agreed by the MEST and the CVET, and report and recommendations should be subject to open public discussion.</td>
</tr>
<tr>
<td>To lead the development of, and maintain an overview of, a Quality System for VET</td>
<td>See ‘Guide to further development of a Quality System for VET in Kosovo’ produced under KOSVET V; CVET should include in its quality considerations an assessment of the implications for quality of the move to decentralisation, and institutional autonomy.</td>
</tr>
<tr>
<td>To monitor and evaluate the quality of VET</td>
<td>In order to be in a position to carry out its responsibilities in the area of quality management (QM) CVET will need to establish its own QM cycle. Specific tasks which could be undertaken by CVET include review of the impact of VET policies already implemented.</td>
</tr>
<tr>
<td>To advise the Government on matters concerning the <strong>promotion of VET</strong> in Kosovo.</td>
<td>This task should also encompass a responsibility for the dissemination of information. However, CVET could not carry out such work unless it was supported by a VET Agency which could build and maintain a website, organise public/media events, and produce regular press releases.</td>
</tr>
<tr>
<td>To provide an inclusive <strong>forum for harmonizing policies and approaches across the whole VET system</strong> through the involvement of social partners and other stakeholder interests.</td>
<td>This is undoubtedly one of the areas which CVET needs to undertake in a much more systematic way.</td>
</tr>
<tr>
<td>To align public interest and the interests of the social partners in terms of VET</td>
<td>As above.</td>
</tr>
<tr>
<td>To steer the course of development of VET</td>
<td>This reference, from the original Law of 2006, provides a useful analogy with a Steering Group, and provides a basis for an alternative structure for CVET from that envisaged in the Law, in which CVET functions as a ‘Council’ (a body of people who meet periodically) and as a Steering Group for a future VET Agency.</td>
</tr>
<tr>
<td>To review development matters of VET, and issue advice, proposals and recommendations to the Minister including proposals for laws and other official documents concerning VET</td>
<td>CVET should also consider how to ensure that the high policy priority given to Centres of Competence (COCs) and the National Qualifications Framework (NQF) will result in successful policy implementation embedded in the wider system.</td>
</tr>
<tr>
<td>To act as a formal link between VET system and economic development planning</td>
<td>One of the potential strengths of a body such as CVET is precisely that it is in a position to undertake this much needed role.</td>
</tr>
<tr>
<td>To ensure coordination of cooperation with international institutions and organizations in the field of VET</td>
<td>Although Ministries and institutions will wish to maintain their own international links, CVET could perform a vital role in ensuring coherence and promoting synergy in terms of cooperation in the field of VET.</td>
</tr>
<tr>
<td>To lead and support the development of social partnership in all aspects of VET</td>
<td>There is a great deal to be done in this area. One specific action urgently required, as identified in the Torino Process document, is to propose to government strategic approaches to get business involved in steering and managing VET and appropriate incentive schemes to promote business-education cooperation.</td>
</tr>
</tbody>
</table>
### Responsibility | Comment
--- | ---
To ensure links between education, training and work in the context of lifelong learning | CVET could perform this task even more effectively if responsibility for Adult Learning/LLL was added to its remit, and if the VET Agency were also to incorporate LLL.
To represent the interests of the VET system in relevant discussions within pre-university and higher education | This function was identified as crucial during the Torino Process, and the failure to fully integrate the interests of VET in the recent KCF and KESP underline the need for a body such as CVET to represent wider VET interests.
To initiate and commission appropriate labour market research | This could be done in consultation with MLSP, other relevant Ministries, the Municipalities or the social partners.
To initiate and commission research and development in VET | As a minimum CVET should be able to commission research from the VET section at the Pedagogical Institute. However, even with the minimum model for support (see Model 1 below) CVET should be able to identify funding to carry out a bigger research programme. If a VET agency is established, there will be potential for a significant research programme.
To have oversight and leadership of the development of Occupational Standards (OS) | This would entail developing full familiarity with the concept of OS, and all the potential applications, identifying and prioritising which OS need to be developed, in cooperation with MLSP, MEST, other Ministries as appropriate, and with the NQA. CVET would also assume responsibility for reviewing annually the Kosovo Occupational Classification, as envisaged in the 2006 Law, and proposing amendments to MLSP.
To commission the development of Occupational Standards | It would be useful if the development of Occupational Standards could be commissioned systematically by CVET in consultation with NQA and the appropriate Ministry. The work could be carried out via the Chamber of Commerce, given the absence of suitable sectoral bodies.
To advise MEST on the administrative instruction for passing of the final examination and the composition of the examination commission | This specific role within the whole area of curriculum, assessment and qualification seems to be generally accepted as a task which should be allocated to CVET.
To investigate additional funding mechanisms which would support the work of CVET and the development of VET in Kosovo | If CVET had appropriate support experience from other partnerships suggests that they would be able to access/generate significant additional funding to support the work of CVET, and the development of VET in Kosovo.
To monitor and support the COCs | This would not be a responsibility of CVET in the normal sense, but it would be reasonable to allocate the role to a VET Agency, with CVET having the overview.

### 4. Tasks relating to the Competence Cycle

In addition to the tasks detailed above, there are a large number of tasks which derive from the urgent need in Kosovo to establish, at system level, a formal and systematic approach to analysing the labour market and translating that analysis into qualifications and curricula. It was envisaged in the Law of 2006 that many of these tasks would be performed by CVET. However, CVET did not have the resources to carry out this work, and in the intervening years the NQA has been established with a remit to carry out some of the tasks originally foreseen as the responsibility of CVET. The situation is further complicated by the recently approved (August 2011) Law on Pre-university Education which establishes a Kosovo Curriculum, Standards and Assessment Agency, and the detail of how that body will function is still not known. Moreover, the 2011 Law includes several references to the role of MEST in terms of, for example, ‘setting standards’ and ‘awarding or authorising award of qualifications’ which merit further clarification.
It is simply not possible, therefore, at this stage, to give definitive answers to the question of which body should be responsible for each of the key tasks involved in translating occupational and education standards into programmes of study and qualifications, and awards.

It will be necessary, therefore, in the near future, for the relevant stakeholders to commit time and energy to discussing and mapping the whole process, and identifying which body should take responsibility for each element. The diagram used in the ETF workshop in May 2011 'Implementing a sustainable national qualifications framework in Kosovo’ may provide a useful starting point, although it does not reflect exactly the present system in Kosovo.

Competence cycle (after 2008)

It may be useful to think of the process as a continuum with ‘Occupational Standards’ at one end, and Certificates’ at the other: the nearer the task to the ‘Certificates’ end of the continuum, the more likely it should be the responsibility of NQA; the nearer to the ‘Occupational Standards’ end, the more likely it should be the responsibility of CVET, of one of the Ministries, or of a provider. Nonetheless, there will remain many ‘grey areas’ where responsibilities will have to be clarified. (see outline discussion document at Annex 6)

A diagram developed during KOSVET V, which illustrates the whole process is attached at Annex 7.

---

23 ‘National Qualifications Frameworks and VET Reform – some recent experiences from other countries’, Arjen Deij, Torino, 2011

24 ‘Developing VET Standards and Quality’ KOSVET V, 2011
7. OPTIONS FOR THE FUTURE STRUCTURE AND FUNCTIONING OF CVET

When the provisions of the Law on VET of 2006 establishing CVET were first analysed it became immediately clear that the structure and function of CVET as apparently envisaged in the Law were not compatible because:

- the structure was 'minimalist' (i.e. assuming a primarily advisory body with limited functions), but
- the functions described in the Law were many and varied, including some which were clearly executive functions.

As pointed out in the introduction, the incompatibility between the intended structure of CVET and its expected functions was never resolved. Following the identification (above) of the essential tasks for which CVET needs to take responsibility to ensure high quality VET in Kosovo, it is clear that the current structure of CVET is still not 'fit for purpose'. Fortunately, the context has changed with the decision by MEST to move towards the establishment of a VET Agency, and to review and amend as necessary the 2006 Law on VET. It is, therefore, an opportune moment to consider options for structures for CVET which would enable it to carry out its functions effectively.

The models set out below provide some alternative proposals for CVET structures which would be more ‘fit for purpose’ and which can be implemented over a 5 year period as the VET Agency develops and local funding becomes available:

### 2012

<table>
<thead>
<tr>
<th>MODEL A</th>
<th>2014</th>
<th>MODEL B</th>
<th>2017</th>
</tr>
</thead>
</table>

#### 7.1 For immediate implementation: Model 1

CVET can be considered, at the most basic level, to be a partnership. Accepted good practice in partnership working assumes that a partnership cannot function unless it is supported by an effective secretariat function which, as a minimum, takes responsibility for arranging and servicing meetings, disseminating information, providing a contact point, and coordinating activity.

However, CVET is also a Council with considerable, and important, responsibilities. It is suggested, therefore, that the minimum support with which CVET could function would be one full-time specialist employee (effectively a Project Manager position) and a full-time administrative assistant.

**MODEL 1**

- Council for VET
- Development support unit: 1 Project Manager + 1 admin assistant within MEST
- CVET Committees and ad-hoc working groups
This represents the simplest possible structure within which CVET could be expected to function:

CVET would be a ‘Council’ in the sense of a group of representatives of appropriate organisations which would meet to comply with many strategic aspects of its remit;

In this model CVET would continue to be linked to the VET division at MEST which would supply the Development Support Unit, (the ‘CVET office’). The Development Support Unit could also be considered as a ‘VET Agency Development Unit’ if this was seen as a more pragmatic approach;

CVET would also be supported in its work by formally constituted CVET Committees and ad hoc working groups (which may, or may not, be “owned” by CVET). These would be organised and coordinated by the CVET office to carry out the tasks identified by CVET and to report back to formal CVET meetings;

However, it would not be reasonable to expect this structure to provide the capacity for CVET to fulfil all the operational expectations identified in 6 above.

Advantages of Model 1

- This structure is extremely efficient, and depending on the CVET budget available, could enable CVET to carry out a significant amount of the work identified above as being needed to improve the quality of VET in Kosovo;
- Dissemination of the experience in other partnerships routinely reports that the outcomes which could be expected are likely to be impressive in relation to the expenditure involved;
- This would allow CVET to start to counter the negative PR image from which it suffers;
- With appropriate government support, it would be feasible to establish this model quickly;
- The model provides great flexibility (with activity largely in proportion to the available budget) and allows development to take place without pre-determining the eventual shape of CVET;
- It enables CVET to allocate resource to identifying additional sources of funding;
- It offers the possibility of beginning the process of developing the VET Agency immediately.

Disadvantages:

- The model does not give CVET the capacity to fully fulfil all its functions as identified in 6 above;
- The model continues to link CVET directly with MEST, which would not be the case ideally, but which would appear to be the most pragmatic solution in the short term.
For medium term implementation (2012-2014): Model 2

This model implies significant development in the structure of CVET:

- CVET would be a 'Council' in the sense of a group of representatives of appropriate organisations which would meet, as required, to comply with many strategic aspects of its remit;
- However, in this model, CVET’s work would be supported formally by a small unit of permanent staff, or even a formally constituted VET Agency, as well as by the formal committee structure and ad hoc working groups;
- The permanent Unit /VET Agency would incorporate the administrative support function (the Project Manager/Director and the administrative assistant) as identified in Model A;
- The Permanent Unit/VET agency would also include permanent full-time professional staff able to take the lead on the substantive work of CVET. If necessary, existing MEST staff could form the embryonic VET Agency – 4 from the VET division, 2 from Lifelong learning, 2 from EMIS. With the original 2 members of staff from the Support Unit/ project management unit, this would give a total staff of 10. Ideally, the 3 members of staff from the Pedagogical Institute who are responsible for research would also join/ be seconded to the Agency and additional staff would be seconded from other Ministries.
- The 6 VET inspectors might usefully be included in the embryonic VET Agency at this stage, although in the longer term, the inspectorate function (if not the individuals concerned) would have to be separately located.
- The work of the committees and of the ad hoc working groups would be organised and coordinated by the CVET unit/VET Agency in order to carry out the tasks identified by CVET and to report back to formal CVET meetings.

Advantages of Model 2

- It can be achieved, as is necessary in the medium term, within the existing constraints of the National Budget of Kosovo;
- The decision to establish a formal VET Agency rather than simply a unit of permanent staff attached to CVET would bring Kosovo into line with practice in other countries, especially in the region;
- It would enable CVET to fulfil its responsibilities much more effectively;
• It would be the first step towards establishing a fully functioning VET Agency.
• It would facilitate the integration of VET and LLL
• **Disadvantages of Model 2**
  • It could be difficult in the medium term to separate the functions of a VET Agency and the statutory responsibilities for formal VET of MEST;
  • The continuing direct link with MEST is not ideal for a body which needs to represent the interests of a wide group of stakeholders, but it can be seen as a pragmatic medium term solution which at least facilitates the establishment of a VET Agency, and provides it with a ‘champion’;
  • The model does not give CVET the capacity to fully fulfil all its functions as identified in 6 above. It is estimated that a fully operational CVET/VET Agency would require a complement of at least 30 staff (see 8 below).

### 7.3 Long-term implementation (post 2014): Model 3

![Diagram of Council for Vocational Education and Training](image)

**This model represents the structure which CVET requires in the longer term in order to be able to carry out its functions effectively:**

• CVET would be a 'Council' in the sense of a group of representatives of appropriate organisations which would meet, as required, to comply with many strategic aspects of its remit;
• However, in this model, CVET's work would be supported by a formally constituted VET Agency, as well as by the formal committee structure and ad hoc working groups;

• The VET Agency in this model could be either an independent body or an arm of the MEST (see below);

• The exact nature of the CVET Committees will depend on the final decisions about the revision of the Law on VET;

• The possible structure and staffing of the VET Agency is discussed in 8 below.

Advantages:

• This model would mean that CVET would have the capacity to carry out its remit effectively, although the exact scope and detail of the work would, inevitably, continue to depend on the number of permanent employees allocated to the VET Agency and the size of the available budget to support the work of the committees and working groups.

• The model supports the desire of the MEST to establish a VET Agency.

Disadvantages:

• This model requires a significant budget, and a great deal of planning and preparation before a VET Agency can be implemented. This could result in considerable delay, which would not be advisable in the present context with regard to CVET, and VET in Kosovo. It is essential, therefore, that an interim solution is found.

8. OPTIONS FOR THE ESTABLISHMENT OF A VET AGENCY

Kosovo is in the very fortunate position of being able to establish a VET Agency from scratch, rather than having to build on existing structures. As a result the Kosovo VET agency can learn from best practice in other countries, and has the possibility of establishing an organisation which both reflects a modern approach to VET, and is based from the start on the European Foundation for Quality Management (EFQM) Excellence model for institutional development and quality improvement.

8.1 Issues which need to be considered

There are several general issues which must be considered when planning the establishment of a VET Agency:

• Experience in other countries in the region indicates that it is essential to specify very clearly the relationship between CVET as a Council, and the VET Agency. In particular, it is essential to identify whether the relationship is a hierarchical one, with the VET Agency Director reporting to the Council. Thought should also be given to whether CVET is effectively operating as a Steering Group, and whether it functions as the Managing Board of the VET Agency.
The relationship between the CVET, the VET Agency and the MEST also needs considerable thought. Good practice would suggest that both CVET and any VET agency should be independent of MEST as they are representing the whole of the VET system, not just formal VET, and their whole raison d'etre is to integrate and harmonise the interests of different public sector organisations (eg a range of Ministries and the municipalities) and the social partners.

Experience in the region shows that unless the VET Agency is independent it can quickly become simply an arm of the MEST, required to carry out whatever tasks the MEST allocates to it, and unable to pursue its own (and national) priorities.

On the other hand it can be argued (as it has been argued with regard to CVET) that a VET Agency is in a much stronger position if it is sponsored by a Ministry, rather than trying to survive as an independent institution.

If the VET agency is linked only to MEST, there is also the issue of whether it would be in addition to the VET division at MEST, or whether it would replace it. This would clearly determine, at least in part, the remit given to the VET Agency. In principle it would not seem sensible to conflate the very different functions of a MEST division and of an Agency which needs to develop VET to represents the interests of all stakeholders. Moreover, in practice it is not difficult to see many areas where priorities will not be compatible. Above all, it has to be remembered that a MEST division has a level of statutory accountability which it would not be appropriate to accord to a VET Agency.

Although, therefore, in the medium term it may be necessary for the VET Agency to be synonymous with the VET division in the MEST, it would not appear to be a long term solution.

There is also a need to decide if the establishment of a VET Agency would be an opportunity to integrate VET and Adult Education/Lifelong Learning. There is a strong rationale for moving in this direction, as it supports the concept of VET as being much more than formal school VET, and avoids overlap with Adult Education initiatives. Croatia and Hungary, for example, have already taken this step. In the UK the term ‘VET’ is rarely used, and training, re-training and ‘upskilling’ in vocational areas tends to be included in ‘Further Education’ which also includes ‘Adult Learning’.

8.2 Remit of the VET Agency

The key decision to be made is about the remit of the VET Agency.

NOTE: The detail below refers only to roles and responsibilities of a VET Agency. If the VET and Adult Education are to be integrated, it will be necessary to clarify where the activities of the two areas are combined, as well as what additional responsibilities for discrete aspects of Adult Education need to be added to the overall remit.

It is suggested that that the solution may be to develop the VET Agency as a joint initiative of the MEST and the MLSP/other relevant ministries. Alternatively, if the VET Agency is to be part of MEST, it may be more practical from a strategic point of view for MEST to assume responsibility for all Adult Education and Lifelong Learning, formal and informal, and to bring all VET, from all Ministries, under a ‘Ministry for Education and Training’.

NOTE: The detail below refers only to roles and responsibilities of a VET Agency. If the VET and Adult Education are to be integrated, it will be necessary to clarify where the activities of the two areas are combined, as well as what additional responsibilities for discrete aspects of Adult Education need to be added to the overall remit.

8.2 Remit of the VET Agency

The key decision to be made is about the remit of the VET Agency.

NOTE: The detail below refers only to roles and responsibilities of a VET Agency. If the VET and Adult Education are to be integrated, it will be necessary to clarify where the activities of the two areas are combined, as well as what additional responsibilities for discrete aspects of Adult Education need to be added to the overall remit.
As a minimum, the roles and responsibilities of the VET Agency would include the following:

**Generic role**

It is suggested that the main role of the VET Agency is defined, explicitly, as to support the CVET to carry out its responsibilities in the following areas:

- To advise the MEST and the government of Kosovo on the overall direction on policy for VET in Kosovo
- To advise the Government on matters concerning the quality of VET in Kosovo
- To advise the Government on matters concerning the promotion of VET in Kosovo
- To provide an inclusive forum for harmonizing policies and approaches across the whole VET system through the involvement of social partners and other stakeholder interests
- To align public interest and the interests of the social partners in terms of VET
- To review development matters of VET, and issue advice, proposals and recommendations to the Minister including proposals for laws and other official documents concerning VET
- To lead the development of, and maintain an overview of, a Quality System for VET
- To act as a formal link between VET system and economic development planning
- To ensure coordination of cooperation with international organizations in the field of VET
- To lead and support the development of social partnership in all aspects of VET
- To ensure links between education, training and work in the context of lifelong learning
- To represent the interests of the VET system in relevant discussions within pre-university and higher education
- To initiate and commission or carry out appropriate labour market research
- To initiate and commission or carry out research and development in VET
- To have oversight and leadership of the development of Occupational Standards (OS)
- To commission and coordinate the development of Occupational Standards
- To investigate additional funding mechanisms which would support the work of CVET and the development of VET in Kosovo

**VET Agency specific role**

The VET Agency could also be given responsibility for specific areas of work relating to VET such as to:

- To support VET school Boards
- To monitor and support the COCs
• To provide vocational specific advisory support for VET schools and training centres
• To support the improvement of the quality of VET providing institutions by providing support for generic institutional development such as in leadership and management, quality assurance, planning or partnership working.
• To manage development projects as necessary
• To carry out relevant research

Other tasks
Other tasks, in relation to curriculum development/approval of curricula for example, will depend on decisions made about which organisation is to take the lead in which aspects of the process (see 6.4 above). However, it is likely that CVET/the VET Agency will have responsibility for the following:
• To devise models for curricula for VET (formal and informal)
• To devise vocational standards as a basis for the preparation of curricula and syllabi
• To lead the development of syllabi for all types and levels of VET
• To advise MEST on the administrative instruction for passing of the final examination and the composition of the examination commission
• To analyse, review and evaluate attainment in VET
• To advise Ministries/NQA on standards for space and equipment for the delivery of VET modules/programmes
• To advise on/commission the development of learning materials for VET modules/programmes
• To support careers education and guidance

Possible MEST statutory role
If the VET Agency is to replace the VET division, it will also have to assume all the additional functions relevant to carrying out the statutory duties of a Ministry division. Although this may be necessary for pragmatic reasons in the short term, it cannot be considered good practice.

8.3 Staffing of the VET Agency
The staffing of a VET Agency also needs some thought, both in terms of the number of staff and in terms of possible organisational structures.

Number of staff: It should be noted, for example, that the VET Centre in Macedonia (which is functioning as VET Agency) has currently a staff of 20, but the full staffing complement according to the Law is 48, and the existing staff, who include 11 extremely experienced VET specialists, are not able to carry out their responsibilities with the current number of staff. Moreover, in Macedonia there is a separate Centre for Adult Education. The VET Agency in Albania currently has 16 members of staff with the expectation that this number will be increased to 21 in January 2012, but its remit is fairly limited compared to the remit described above, and there is also a small VET division at the Ministry of Education and Science.
Given that Kosovo has a separate NQA, it seems reasonable to propose that the full complement of staff for the VET Agency should eventually be around a minimum of 30 staff, with additional staffing if the Agency has to assume the responsibilities of the VET division at MEST or to incorporate responsibility for Adult Education/Lifelong Learning.

It can be argued; however, that the VET Agency should bring together all personnel working in VET related activity in the public sector in Kosovo. Thus the VET Agency would encompass not only staff from the VET Division, the Lifelong Learning sector, and EMIS at MEST but also relevant staff from the Pedagogical Institute, and from other Ministries. However, the VET inspectors from MEST included in the embryonic VET Agency in Model 2 would be more appropriately located in the long term with the MEST Inspectorate. Thus, a staffing complement of 30, to establish a fully functional Agency, does not seem too ambitious as a target for 2015.

8.4 Organisational Structure of the VET Agency

It would be unwise to establish a new organisation such as a VET Agency for Kosovo without taking into account modern approaches to organisational structures. It is suggested, therefore, that the following points are taken into consideration in discussions about the staffing of the VET Agency.

Principles

- It is essential that any new structure anticipates the necessary development of the institution, rather than simply replicating traditional ways of carrying out tasks.
- This is likely to lead to the identification of posts, key to the development of the institution, which have not appeared before in any 'systematization'.
- Posts must be divided into those which necessarily require specific academic or vocational expertise, and those which do not.
- It is important to ensure that highly qualified staff are not spending time on activities which could be carried out by more junior staff. Support services should, therefore, be accorded real value.
- EU values of equality and diversity should be embedded in any new 'systematization'.

Types of post necessary

There is a tendency in VET Centres which have been functioning for a long time to focus almost entirely on posts for vocational specialists. Although, clearly, there is an undoubted need for such expertise, thought should be given to the types of roles which are really needed to improve VET provision in Kosovo. Other posts which are likely to be necessary are more generic, such as

- Curriculum development manager
- Teacher development manager
- Learning materials development coordinator
- Quality Manager
- MIS development officer
- Health and safety coordinator
- Social partnership development officer
- Project management coordinator
- Occupational standards development coordinator
- Vocational standards development officer
- Head of examinations and assessment development
- Additional admin assistant posts

Given the local context and the traditional emphasis on diplomas/years of service, it is worth distinguishing from the start between areas of work which necessarily require specific academic or vocational expertise and areas which require expertise in generic areas but do not necessarily require specialist vocational expertise.

**Areas of work which necessarily require specific academic or vocational expertise:**

- Legal
- Finance
- Translation/interpreting
- IT
- *operational* work in specific vocational areas (e.g., preparation of curricula/materials development/assessment and examinations/occupational standards)
  
  *(Note, however, that all of the above could be outsourced)*

- Health and safety
- Buildings maintenance
- Office management
- VET Policy and Strategy
- Leadership of Curriculum Development
- Leadership of Teacher training
- Advisory work on vocational specialisms

**Areas which require expertise in generic areas but do not necessarily require specialist vocational expertise:**

- Management (including financial management, management of learning materials development, management of occupational standards development)
- Administration
- Quality assurance
- MIS
- External relations/Partnership development/Publications
- Coordination (e.g., of curriculum development)
- High level administration (e.g., of development of vocational standards, exam systems)
Examples of possible structures for a modern VET Agency

The 2 examples below, Models A and B, are provided only to give a flavour of how differently a VET Agency might be structured from the traditional VET Centres. The models only illustrate the structure by defining the top levels in the hierarchy. Clearly the detail of any organisational structure will depend on the remit agreed for the Agency.

Model A

Advantages
- Guarantees the development of the much needed focus on delivery of the ‘non-school’ VET agenda
- Gives proper focus to the Quality agenda
- Facilitates the full development of support services
- Allows for a re-think of the role and work of vocational specialist advisers

Disadvantages
- Potential for confusion over the line management of vocational specialist advisers and teams
- May not give a sufficiently high profile to external relations

Model B

Advantages
- Gives proper priority to External Relations and to Quality Improvement
- Guarantees the development of the much needed focus on delivery of the ‘non-school’ VET agenda
- Provides a deputy for circumstances when the Director is not available/allows for the possibility of a ‘figurehead’ Director
- Facilitates the full development of support services
- Has the flexibility to allow for significant change in working practices
- Allows for a re-think of the role and work of vocational specialist advisers

Note:
It should be remembered that
- it is not necessary to fill all the posts from the beginning, but it is important to have a structure in mind which can be developed in the short/medium/ and long term rather than going for piece-meal additions as funding becomes available;
- Some posts might be filled initially on a part-time basis

The posts might be filled by secondments from stakeholder organisations
EU KOSVET V - Development of Quality Assurance, Accreditation and Development of NQA & NQF in Kosovo

Model A

Director

Assistant Director/Head of School VET Development & Delivery

Responsible for:
- School VET Policy and Strategy
- Leadership and coordination of School VET Curriculum Development
- Leadership and Coordination of pre- and in-service Teacher Training
- Teaching and Learning in schools
- Learning Materials Development for schools
- Vocational standards for Schools VET
- Examinations and Assessment for Schools VET
- Research

Assistant Director/Head of VET Centre Business Strategy

Responsible for:
- Administration
- Admin Support
- Legal issues
- Finance
- IT
- *MIS
- *Publications
- *Health & Safety
- Buildings Maintenance
- Office management
- Translation and Interpreting
- *Quality
- Project management

Assistant Director/Head of Development and Delivery of VET for Employment and Skills

Responsible for:
- Non-school /LLL VET Policy and Strategy
- Leadership and coordination of non-school VET Curriculum Development
- Leadership and Coordination of relevant pre- and in-service Teacher Training
- Teaching and Learning in non-school settings
- Learning Materials Development as appropriate
- Social Partnership
- Other partnership working
- Occupational standards
- Vocational standards
- Examinations and Assessment

Vocational Specialists

Model B

Director

Deputy Director (Quality Improvement & External Relations)

Assistant Director/Head of School VET Development & Delivery

Responsible for:
- School VET Policy and Strategy
- Leadership and coordination of School VET Curriculum Development
- Leadership and Coordination of pre- and in-service Teacher Training
- Teaching and Learning in schools
- Learning Materials Development for schools
- Vocational standards for Schools VET
- Examinations and Assessment for Schools VET
- Research

Assistant Director/Head of Development and Delivery of VET for Employment and Skills

Responsible for:
- Non-school /LLL VET Policy and Strategy
- Leadership and coordination of non-school VET Curriculum Development
- Leadership and Coordination of relevant pre- and in-service Teacher Training
- Teaching and Learning in non-school settings
- Learning Materials Development as appropriate
- Social Partnership
- Other partnership working
- Occupational standards
- Vocational standards
- Examinations and Assessment

Assistant Director/Head of VET Centre Business Strategy

Responsible for:
- Administration
- Admin Support
- Legal issues
- Finance
- IT
- *MIS
- *Publications
- *Health & Safety
- Buildings Maintenance
- Office management
- Translation and Interpreting
- *Quality
- Project Management

Vocational Specialists
9. MAIN FINDINGS AND ISSUES ARISING

The main points which need to be taken into consideration when making a decision about the future role and structure of CVET are as follows:

1. Despite the many developments in education and training over the past 5 years, most of the responsibilities originally envisaged as constituting the remit of CVET are not being carried out by any of the new bodies which have been set up, and that tasks which are essential to improving the quality of VET in Kosovo, remain unperformed.

2. Whatever the current view of CVET, there is clearly a huge need for a body such as CVET to undertake, as a minimum, all of the ‘big picture’ tasks identified in this paper - harmonising the diverse interests of all stakeholders in the VET system in Kosovo, coordinating developments, and acting as an advocate for VET.

3. There are also a significant number of other responsibilities, as detailed in 6 above, which need to be taken on, if improvement in VET in Kosovo is to be maintained. CVET is ideally placed to assume those responsibilities, if given appropriate support.

4. Whatever the perceived failures of CVET, the reality is that there exists a significant number of highly motivated, experienced, and skilled individuals, with real potential to perform effectively as CVET members.

5. It was not reasonable to expect CVET to function effectively without proper support structures. However, even the approval of the minimum change model – Model A - would make a significant difference to the role CVET is able to carry out. Models B/C would bring Kosovo in to line with other counties in the region and would mean that CVET could begin carry out its responsibilities properly.

6. Fortunately, the context has changed with the decision by MEST to move towards the establishment of a VET Agency, and to review and amend as necessary the 2006 Law on VET. It is, therefore, an opportune moment to consider options for structures for CVET which would enable it to carry out its functions effectively.

7. Kosovo is in the very fortunate position of being able to establish a VET Agency from scratch, rather than having to build on existing structures. As a result the Kosovo VET agency can learn from best practice in other countries, and has the possibility of establishing an organisation which both reflects a modern approach to VET, and is based from the start on the European Foundation for Quality Management (EFQM) Excellence model for institutional development and quality improvement.

Issues

- Will the budget be available to implement these proposals?
- Who will produce all the detailed planning and documentation required to implement these proposals?
- Will MEST continue to provide the Chair of CVET? What are the implications in terms of the relation with a VET Agency?
- How will other Ministries, the Municipalities and the social partners be consulted about the proposed changes? Or will the discussion simply be with the already constituted CVET which represents these bodies?
- How can the poor image of, and prejudice against, CVET be counteracted?
- How can the overlapping responsibilities of MEST, CVET, NVQ, the Municipalities, the new KSCAA, and other bodies be resolved?
10. CONCLUSION AND RECOMMENDATIONS

CVET is not a perfect organisation, and work remains to be done in terms of reviewing membership in order to ensure better representation of the different areas of Kosovo and different sectoral interests. Much of the original remit of CVET according to the 2006 Law on VET is still relevant, and, in the intervening years, some areas have become even more important to the improvement of VET in Kosovo. However, without structured support, CVET like any partnership, simply cannot function. Given support, CVET has the potential to move forward from its present embryonic state to become a very effective vehicle for developing social partnership and, as a minimum, a way to

- To ensure policy integration for all VET related activity
- To provide the necessary coordination for all VET development
- To act as an advocate for VET
- To ensure representation and participation of all the main stakeholders

However, if the support structure for CVET described as Model B could be implemented, (either as a unit of employed experts or as a formal VET Agency) then CVET has the potential to lead VET strategy for Kosovo and to fulfil all the functions required of it.

The irony is that if CVET is allowed to fail because of lack of support, it will clearly be necessary, in the near future, to 're-invent the wheel' - to begin again the long process of discussion and debate which will be needed in order to establish the near identical organisation which is going to be vital in Kosovo if any new strategy for VET is to be valid, and if the development of social partnership is to be taken seriously.

Such a repetition would be a shameful waste of scarce resources which Kosovo, and donor organisations, should not contemplate.

It is, therefore, recommended that

1. Every effort is made to ensure that CVET is not allowed to fail: specifically, in the immediate future, CVET should be allocated a support unit/VET Agency project development unit, as in Model 1, to enable it to function.

2. The findings, and the detail, of this report, particularly with regard to the role of CVET and the establishment of a VET Agency, should be taken into account by the group responsible for proposing amendments to the Law on VET.

3. In order to ensure that tasks identified in this report which are essential to improving the quality of VET in Kosovo are carried out, from Autumn 2012 till 2014 CVET should be supported by an embryonic VET Agency as described in Model 2.

4. When funding becomes available from the national budget of Kosovo after 2014, a fully fledged VET Agency should be established as the operational arm of CVET.
5. Advantage should be taken of the fact that Kosovo is not constrained by having to adapt an existing VET Agency: the Kosovo VET Agency should be established in a way which both reflects a modern approach to VET, and is based from the start on the European Foundation for Quality Management (EFQM) Excellence model for institutional development and quality improvement.

6. The Agency should integrate VET and Adult Education/Lifelong Learning and the name of the Council, and the Agency should be changed to reflect this. Moreover, if the Agency is to be linked to the Ministry of Education, consideration should be given to bringing responsibility for all Adult Education and Lifelong Learning, formal and informal, and all VET, from all Ministries, under a ‘Ministry for Education and Training’.
ANNEX 1 - ORIGINAL WORKING GROUP PROPOSAL FOR MEMBERSHIP OF CVET

Recommendation 3 of CVET Working Group

The Working Group considered various options within each of which there are many possible further variations. The model which was endorsed unanimously was Option C as follows:

<table>
<thead>
<tr>
<th>Organisation</th>
<th>Representatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>MEST</td>
<td>3 representatives One Ministry official One School Director One representative of post-secondary/non-formal education</td>
</tr>
<tr>
<td>MLSW</td>
<td>2 representatives One Ministry official One Director of Vocational training Centre</td>
</tr>
<tr>
<td>MTI</td>
<td>1 representative One Ministry official</td>
</tr>
<tr>
<td>Other Government representatives</td>
<td>2 representatives of other Ministries 25 1 representative of Local Government</td>
</tr>
<tr>
<td>Employers</td>
<td>3 representatives OEK 2 representatives of other business associations</td>
</tr>
<tr>
<td>Employees</td>
<td>3 representatives BSPK One representative of the Teachers' Union One representative of other professional association</td>
</tr>
</tbody>
</table>

Comment

The recommended composition of the Council:

- Provides a real Forum for the coordination and integration of VET development in Kosovo;
- Through the balance of interests and representation ensured in the proposed membership, is likely to strengthen the CVET case for support from IPA and other donor funding;
- Gives the principal ministries involved in VET significant representation;
- Provides for representation of other ministries;
- Also ensures a wide representation of VET interests and expertise.

Key criteria for composition of CVET

Recommendation 4 of CVET Working Group

The criteria below should be adopted to ensure a good overall balance in the composition of CVET.

It is important to ensure that:

25 If the decision is made to have as Chair an individual who is invited on a personal basis, there will only be 14 places available on CVET, as the Law provides for a total of 15 members including the Chair. In this case, it is proposed that there will only be 1 place available for an additional ministry representative.
The work of CVET is oriented towards the needs of the system as a whole and not towards the interests of individual institutions;

CVET benefits from the widest possible range of relevant expertise, experience, and support.

The criteria suggested below are not intended as a mechanism for deciding which organisations are represented on CVET (see 4.1 above). Rather, they should be applied to ensure that the individuals subsequently appointed represent a wide range of Kosovar society to ensure that the final composition of CVET reflects a good overall balance of VET interests.

Decisions about final composition and membership of CVET should, therefore, take into account the need for the following:

- Tripartite body - it is essential to ensure that the CVET is not simply an 'inter-ministry' working group, and that rather it draws together all aspects of relevant expertise.
- Members should have both expertise/experience in VET related issues and sufficient authority to take decisions on behalf of the organisation they represent.
- Regional balance
- Gender balance
- Balance between initial VET and continuing and adult education and training
- Representation of minority interests
- Representation of different industry and commercial sectoral interests.
- Representation of non-formal as well as formal education
ANNEX 2 - 2006 VET LAW: ORGANISATION AND STRUCTURE OF CVET

13.1. Acting in cooperation with other Provisional Institutions of Self Government and the Social Partners, the MEST will establish the Council for Vocational Education and Training

13.2. The CVET is a public body working under the supervision of the MEST, and its remit will be determined by the MEST in consultation with other Provisional Institutions of Self Government and the Social Partners. Funds for the work of CVET will be provided from the budget of Kosovo that is allocated for the MEST.

The administrative work of the CVET will be carried out by MEST.

13.4. The CVET can establish permanent and temporary professional standing bodies and working groups to undertake specific activities, which may include teachers, representatives of social partner and other stakeholder organizations, sector interests and other professional and scientific experts in accordance with the regulations issued for its work.

13.5. In order to fulfill its functions, the CVET may, by itself or in cooperation with the MEST or other appropriate bodies, institutions or vocational associations, form working groups or occupational commissions. These may include specific groups established to report on the needs for particular sectors or specified areas of work.

The CVET issues regulations governing its work.

14.1. The CVET is composed from 15 members including the chairman. CVET is made from representatives of Government (including the Ministry of Education, Science and Technology, the Ministry of Labour and Social Welfare in consultations with other relevant Ministries) and Social Partners.

14.2. Members of the CVET will be appointed by the MEST in consultation with other Provisional Institutions of self Government and the Tripartite Committee for a term of two years, at the end of which term, reappointment or replacement is necessary.

Article 16

In order for there to be successful cooperation and with the goal of realizing the common interests of the society in planning the development of the education and training system, for example in developing links between educational institutions and industry, the MEST may establish memoranda of understanding with the Social Partners.
ANNEX 3 - 2006 VET LAW: ADVISORY/STRATEGIC ROLE OF CVET

6.5. This Law also allows the establishment of Dual forms of formal vocational education and training, in which practical training and experience is undertaken in enterprises, acting under contractual arrangements reached with the education and training institution responsible for the programme. The conditions and criteria governing such provision will be covered in an Administrative Instruction, to be issued by the MEST, taking into account advice from the Council for VET.

12.1. Curricula for vocational education programmes shall be based on occupational standards specified for the respective profiles and taking into account advice from the Council for Vocational Education and Training, taking into account available labour market information.

13.1 (hereinafter referred to as the CVET) in order to steer the course of development, and advise the Government on matters concerning the quality and promotion of vocational education and training in Kosovo.

15.1. The CVET shall advise the MEST and the government of Kosovo on the overall direction on policy for vocational education and training in Kosovo.

15.2. The CVET will review development matters of vocational education and training, will issue advice, proposals and recommendations to the Minister including proposals for laws and other official documents concerning vocational education. It will also provide an inclusive forum for harmonizing policies and approaches across the whole vocational education and training system through the involvement of social partners and other stakeholder interests.

Article 23

The MEST shall provide pedagogical-andragogical education programmes for directors, deputy directors and teaching staff from institutions providing formal vocational education and training programmes, taking into account advice from the CVET.

30.5. MEST in cooperation with the CVET shall also pursue alternative routes for financing formal vocational education and training programmes.
Annex 4 - 2006 VET Law: Operational role of CVET

11.4. The parts of the curriculum that have to do with professional theory, practical learning and professional practice (Paragraph 11.3, point b and c) are specified by MEST, based on the suggestion of the Council for Vocational Education and Training Council of Kosovo, which will review the list of profiles on which curricula are based and the vocational content of such curricula on an annual basis.

15.3. The CVET will also provide specific advice and recommend for approval the profiles on which formal vocational education and training programmes should be based, the standards for each profile, the vocational content of curricula for such profiles, and the vocational qualifications that should be included within the qualifications framework. It may also recommend textbooks and other learning materials for use in such programmes.

15.4. The CVET carries out also other activities that are compatible with the provisions of this Law.

27.6. The MEST issues the administrative instruction for passing of the final examination and the composition of the examination commission, subject to the CVET prior approval. The practical part of the final exam for the students in economy and for the handicraft (profession) exam will be performed in correspondence with this law and specific provisions.

27.9. The form of organization and the examination requirements shall be regulated with an Administrative Instruction to be issued by the MEST with prior opinion of the CVET.

29.1. Evaluation of the formal vocational education system may be done at the request of:

   a) Government or MEST;
   b) The CVET
   c) With joint request of at least two social partners.

29.2. The evaluation process, including selection of evaluator, should be undertaken in a way that ensures independence from political or institutional influence. The remit and terms of reference for such evaluation should be jointly agreed by the MEST and the CVET, and report and recommendations should be subject to open public discussion.
ANNEX 5 - ANALYSIS OF THE LAW ON VET WITH REFERENCE TO THE ROLE OF CVET IN RELATION TO EXTERNAL EVALUATION/QUALITY ASSURANCE OF VET

1. The Law on VET makes a single explicit reference to the role of CVET in terms of quality of VET in Kosovo: Article 13.1 states ‘the MEST will establish the Council for Vocational Education and Training (hereinafter referred to as the CVET) in order to steer the course of development, and advise the Government on matters concerning the quality and promotion of vocational education and training in Kosovo.’

   CVET, therefore has a statutory need to have a role in External Evaluation of VET.

2. However, an analysis of the Law reveals that CVET has both direct and indirect responsibility for the quality of VET in Kosovo in a wide range of areas:

3. In terms of direct operational responsibility, there are several areas specified in the Law on VET. For example:
   - Article 27.6 of the Law states ‘The MEST issues the administrative instruction for passing of the final examination and the composition of the examination commission, subject to the CVET prior approval.’
   - Article 27.9. ‘The form of organization and the examination requirements shall be regulated with an Administrative Instruction to be issued by the MEST with prior opinion of the CVET.’
   - Article 23 ‘The MEST shall provide pedagogical-andragogical education programmes for directors, deputy directors and teaching staff from institutions providing formal vocational education and training programmes, taking into account advice from the CVET.’

4. Perhaps more importantly, in terms of indirect responsibility, CVET is simply unable to carry out its functions according to the Law if it does not have an overview of quality.

   For example, according to Law on VET
   - Article 15.2. states ‘The CVET will review development matters of vocational education and training, will issue advice, proposals and recommendations to the Minister including proposals for laws and other official documents concerning vocational education. It will also provide an inclusive forum for harmonizing policies and approaches across the whole vocational education and training system through the involvement of social partners and other stakeholder interests.’
   - Article 15.1. states ‘The CVET shall advise the MEST and the government of Kosovo on the overall direction on policy for vocational education and training in Kosovo.’
   - Article 29.1. states ‘Evaluation of the formal vocational education system may be done at the request of:
     a. Government or MEST;
     b. The CVET
     c. With joint request of at least two social partners.’

   It is, therefore, clear, that CVET has an extremely important role in any Quality System for external evaluation of VET in Kosovo, and its current inability to fully implement that role leaves a very considerable hole in the system.
ANNEX 6 - FROM DEVELOPMENT OF OCCUPATIONAL STANDARDS TO THE AWARD OF CERTIFICATE: SOME KEY QUESTIONS

For all of the following areas, it is necessary to answer some, or all, of the following questions:


It must be remembered that some of these questions will only apply to formal VET, some to informal VET, and some to both.

- Occupational Standards
- Learning outcomes
- Modules
- Vocational Standards
- Curriculum models
- Curricula
- Programmes of study
- Entry requirements
- Examination requirements
- Assessment
- Accreditation of institutions to deliver
- Accreditation of institutions to assess
- Accreditation of institutions to award
- Standards on space and equipment

For example, with regard to Occupational Standards (OS)

Who proposes the development of a particular set of OS?

Who develops the OS?

Who agrees the OS?

Who approves the OS?

Who owns the OS? Who maintains the OS?
ANNEX 7 - PRELIMINARY BREAKDOWN OF TASKS / RESPONSIBILITIES IN PROCESS OF MOVING FROM DEVELOPING OCCUPATIONAL STANDARDS TO AWARD OF CERTIFICATE

The following diagram shows the integration of qualification in the VET development cycle. It emphasises the main stages in setting up, design and implementation of qualifications, from identification of the occupational competences to assessment and certification of qualifications which is followed by employment of the person holding a certificate or a diploma.