



MINISTRIA E ARSIMIT SHKENCËS DHE TEKNOLOGJISË
MINISTARSTVO ZA OBRAZOVANJE NAUKU I TEHNOLOGIJU
MINISTRY OF EDUCATION SCIENCE & TECHNOLOGY



QUALITY **ASSURANCE** STRATEGY FOR **KOSOVO** *PRE-UNIVERSITY **EDUCATION***

2016-2020



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List of abbreviations

AKM	Association of Kosovo Municipalities
CDBE	Capacity Building for Basic Education
ECA	Europe and Central Asia
KCF	Kosovo Curriculum Framework
MED	Municipal Education Directorate
MEST	Ministry of Education, Science and Technology
OECD	Organization for Economic Cooperation and Development
PISA	Program for International Student Assessment
QA	Quality Assurance
SDP	School Development Plan
SWOT	Strengths, Weaknesses, Opportunities, Threats
USAID	The United States Agency for International Development

Executive summary

Quality assurance is one of the weakest points of the pre-university education in Kosovo. The mechanisms that existed earlier, such as the Kosovo Pedagogical Institute, Municipal pedagogical institutions and pedagogues in schools, were abolished in 2000 by a decision of UNMIK, without replacing them with new, functioning mechanisms. Meanwhile, institutions were established such as the Kosovo Pedagogical Institute and the Education Inspection, but their duties were not focused on Quality Assurance. Also, in the last seven years there is an obvious trend of re-employment of pedagogues and psychologists in schools, but their activities remain un-coordinated and un-supervised from outside. After the declaration of Kosovo Independence, the Law on Education in Municipalities brought innovations in the field of Quality Assurance, by delegating some responsibilities in this field from central to local level. However, the approval of this law found the municipalities unprepared from the personnel but also logistics aspects, for such a challenge like the quality assurance is, especially as there is not a unique system for Quality assurance in the country.

The EU funded Twinning Project, "Support to the Implementation of the Strategic Plan of Education Sector in Kosovo from 2011 to 2016" has supported the initiative of the Ministry of Education, Science and Technology (MEST) to develop a comprehensive strategy for quality assurance. The strategic planning process is conducted in the period September 2014-July 2015 and is characterized by the high participation of all stakeholders, starting from the MEST officers up to the representatives of municipalities, experts and school principals.

The Planning Process began with an analysis of the situation, which was conducted with the SWOT method. The Analysis has shown that the weak points of the quality assurance in Kosovo is the division of responsibilities between the three levels of educational institutions (Ministry, municipalities, schools), the capacity of these institutions to manage their tasks, unsystematic approach towards the process of development planning in school and municipal level, as well as, generally, the low awareness about the problem of quality of education in Kosovo.

The goal of this strategy is to present a comprehensive system of quality assurance in the Pre-university education sub-sector of Kosovo in order to contribute to the improvement of educational services and the education results.

This strategy has four different components, represented through strategic objectives and measures related to:

Objective1: Building of effective mechanisms for quality assurance

- Building of an efficient system for school evaluation
- Application of management cycle of the quality in education
- Empowering of school bodies (groups and councils) to conduct their function of QA
- Defining of the role of MED in QA and building of relevant structures for QA in MED
- Functioning of the Inspectorate in the legal-administrative and pedagogical-professional aspect
- Functionalizing of the teacher licensing system
- Effective utilisation of data on monitoring of education for quality assurance in all levels

Objective 2: Advancement of development planning in school and municipal level

- Review of procedures and instruments for development planning
- Monitoring of implementation of school development plan
- Harmonization of municipal plans with school plans according to quality areas

Objective 3: Building of capacities for quality assurance in all levels

- Capacity building of inspection for the new responsibilities
- Drafting of Manual for school professional groups with the focus in quality development
- Training of MED staff, directors and the responsible school staff for quality management
- Providing of assistance by professional groups in municipal level
- Training of school and municipal representatives for development planning
- Implementation of monitoring system for new teachers in schools

Objective 4: Increase of awareness of the stakeholders on the quality assurance

- Publication of national and international tests results
- Promotion of the success and rewarding of achievements
- Informing of parents on different aspects of the curriculum and quality assurance
- Promotion of public debates with the quality in education
- Creation of a portal for quality assurance

All measures are described in detail, while the descriptions are followed by a roadmap which introduces the indicators of success for each objective divided into two time periods, 2016-2017 and 2018-2020 and there is also presented the interconnection between different measures and objectives.

The budget for the implementation of the Quality Assurance Strategy 2016-2020 is around 8.2 million Euros and it is calculated on the basis of estimated expenditures for the implementation of measures of this strategy, regardless of the fact, if in the Kosovo Budget are foreseen funds for this purpose or not. The following table gives a summary of the budget by years and Strategy components that are compliant to the strategic objectives.

Component	Budget					
	2016	2017	2018	2019	2020	Total
Mechanisms for quality assurance	€ 452,600	€ 1,019,200	€ 1,554,700	€ 2,027,200	€ 2,474,700	€ 7,528,400
Development planning	€ 63,000					€ 63,000
Building of capacities	€ 176,000	€ 166,700	€ 108,700	€ 61,500	€ 31,500	€ 544,400
Awareness increase	€ 50,500	€ 38,000	€ 3,000	€ 3,000	€ 3,000	€ 97,500
	€ 742,100	€ 1,223,900	€ 1,666,400	€ 2,091,700	€ 2,509,200	€ 8,233,300

1. Introduction

The EU funded twinning project “Support to the Implementation of the Kosovo Education Sector Strategic Plan 2011-2016” is supporting the development of a comprehensive QA Strategy for the Kosovo Pre-University Education and roadmap for its implementation within the Component 2 (“Quality Assurance in Education”), Activity 2.1 {“Support to the development of a quality assurance system based on EU good practices”). In order to support this activity, two preparatory steps were undertaken:

- 1) Review of Existing QA Instruments at School, MED and MEST Level was carried out by a group of Austrian experts. The report is based on a number of interviews conducted with MEST and MED officials, as well as school principals, and provides a situational analysis in the field of QA and recommendations for priority fields to be addressed by the QA Strategy.
- 2) An 18-member Working Group composed of representatives of MEST, including inspectors, MEDs, school principals and experts was established by MEST to lead the Strategy planning process. Criteria for membership and ToR were developed by the Project. A three member Editing Team was appointed from among Working Group members to assume the responsibility for drafting the Strategy document.

The Strategy Planning Process is developed in nine phases:

Phase One: Setting up the Strategy Planning Team

MEST extended the Working Group with 12 other members to form the QA Strategy Planning Team. The Team represents a wide variety of stakeholders including central and local authorities, experts, practitioners, parents, civil society and development partners. Additional members were recruited from among MEST and MED staff, school directors, Pedagogical Institute, Faculty of Education, teacher trainers and development partners. The major task of the Team is to provide input to the strategy planning process and comment on the draft document, whereas Working Group will continue to steer the process.

Phase Two: Situation analysis and target setting

A two day workshop with participation of Strategic Planning Team members took place on 29 and 30 September 2014. On the first day, SWOT analysis was conducted based on participants’ input and information available from background studies, including the review carried out by the Project. On the second day, participants discussed strategies to make use of strengths, overcome weaknesses, benefit from opportunities and defend threats. Later, the focus shifted to setting objectives of the Strategy, and defining activities leading to their achievement. The workshop was facilitated by international and local experts.

Phase Three: Additional consultations on division of responsibilities

Attendance in the Planning Workshop was not satisfactory, and resulted in uneven representation of various stakeholders, particularly Education Inspection and MEDs. Therefore, it was necessary to carry out additional consultations on anticipated division of responsibilities for Quality Assurance, before the

Editing Team was able to proceed with the first draft. For that purpose a discussion paper with scenarios was drafted and discussed in the Working Group meeting held on 11 November 2014. In this meeting the structure of the document was also agreed.

Phase Four: First draft of the QA Strategy

Following the Strategy Planning Workshop and additional consultations, the Editing Team developed the first draft of the QA Strategy. The three major parts of this document are 1) Introduction; 2) A situational analysis based on existing reviews and SWOT; 3) Objectives and activities with a detailed description of the latter, providing solutions suitable to the Kosovo context and based on existing strategic documents, inputs from the Workshop and best practices from other countries; 4) Resources needed for implementation of the Strategy and the new QA system.

Phase Five: Discussion of the first draft of the QA Strategy

Initially the draft document was discussed within the Working group and MEST, on 12th December 2014 one day workshop was organized for discussion with the participation of Planning group members, MEDs, experts and representatives of relevant institutions. The objective was to collect an initial feedback from all relevant stakeholders to make the relevant decision on strategic directions

Phase Six: Study Visit to Austria

At the end of January 2015, the Project has organized a study trip to Austria for the Working Group members. The purpose is to learn from the Austrian QA experience with particular focus on solutions transferable to the Kosovo context and in line with the initial orientations of the Kosovo QA Strategy. The Program consisted of field visits, discussions with Austrian experts on solution applicable in Kosovo and internal reflection sessions of the Working Group.

Phase Seven: Second draft of the QA Strategy

On 11th March and 23rd April half day workshops were organized to discuss the second draft of the QA Strategy. Based on the discussion and results from the study visit, the Working Group members have reviewed the objectives and activities of the Strategy to proceed with the review of the implementation plan and the budget.

Following the Workshop, the editing team will continue working on third draft of the Strategy.

Phase Eight: Public discussion of the QA Strategy Draft

The Kosovo QA Strategy for Pre-University Education was presented to the Minister's cabinet, and municipal education directors for eventual remarks.

Phase Nine: Final version and approval

Following the public discussion, the final version of the Strategy document was drafted and supplemented with the action plan and the roadmap, which at the end of July 2015 will be submitted to MEST for approval.

2. Situational Analysis

2.1. Introduction

Situational analysis of Quality Assurance in Pre-University Education presented here is based on the scarce data available from few studies and SWOT analysis workshop which took place on 29 and 30 September 2014. Although the idea was to have a 30 member Strategy Planning Team in the Workshop, attendance was not very good, and it affected the quality of SWOT analysis. With a wide consensus it was decided that SWOT analysis focuses on five fields:

1. Quality Assurance Mechanisms
2. School Development Planning
3. Capacity Building
4. Awareness raising
5. Financing

Initially, “Division of responsibilities” was considered to be a separate field, but, later, it was decided to merge it with the field “Quality Assurance Mechanisms”. The SWOT analysis has shown a high degree of readiness among the Workshop participants to identify existing weaknesses and to analyze constructively reasons behind them. Successes achieved so far were acknowledged and possibilities for making their effects sustainable were analyzed. Also, future-related external factors were analyzed – opportunities and threats.

2.2. Quality Assurance Mechanisms

In terms of quality, there is no commonly held concept of what is ‘good’ education. Quality is understood in terms of quantitative (input) measures rather than in terms of outcomes. This narrow view of quality is a major obstacle to change in teaching, learning, and assessment in particular, especially with view to the shift towards competence based learning initiated by the introduction of the KCF.

One of the major issues in the Kosovo Pre-University System is the lack of effective quality assurance mechanisms at all levels. Whereas Education Inspection is entitled to deal with administrative issues (Law, 2004) and municipalities hold formal responsibility for quality assurance, in reality there is confusion on division of responsibilities among the central and local authorities. This often causes different perceptions of Education Inspection and MEDs on their respective roles related to quality

assurance. Equally, the main focus is on administrative inspection, leaving little resources for a focus on pedagogical issues, which will become even more important with the roll out of the KCF. Additionally, both staff of MEDs and school inspectors stated that they have little experience in monitoring respectively supporting school based quality assurance on pedagogical issues.

On the other hand, mechanisms at school level have a very strong focus on improving school infrastructure. Quality development of the teaching and learning process is underrepresented. Lack of mid-level management in schools in form of well functioning subject-area departments, has been identified as one of the key obstacles to internal quality assurance (AKM, 2013). In VET there is some initial experience in school self-evaluation which serves as basis for external evaluation.

Main challenges:

- Division of responsibilities among central and local level
- Teacher licensing
- School-based evaluation
- Non-functioning quality assurance mechanisms at school level
- Integrity of quality assurance mechanisms

The Government still follows salary policies based on pre-service qualifications rather than performance. Such an approach is a major cause to non-implementation of the teacher licensing system as an important segment of QA system. The system, which is already in place, grants a temporary license and a regular license to teachers (MEST, 2014b). Those on temporary licenses (about 14 percent of the current teaching force that are beginners) will need to meet qualification and training criteria to receive a regular license or risk losing the right to teach. At the same time, teachers on a regular license can be promoted through five career grades. Teachers need to take training and receive at least one positive performance evaluation in a period of five years to move from one grade to another. Teacher performance is to be appraised by a dominating role of Education Inspection (confirming teacher promotion, downgrading, or renewal in the licensing scheme), which represents a major challenge due to the limited capacity of this body. Also, there the competence of other levels to carry out their tasks in performance appraisal process can be questioned.

Although Education Inspection carries out school visits and data on student performance in national tests are available, there is no school performance evaluation system which can reveal strengths and weaknesses in each school and lead to a corrective action. Also, not all schools provide advisory services for teachers through pedagogues and psychologists which limit the possibilities for teachers to ask for professional advice or feedback.

New legislation on appointment of school principals (MEST, 2014c) requires that candidates have taken one of the accredited school management programs which introduce more transparency in the appointment process. On the other hand, given the fact that participants in such programs have been mainly existing school principals, it limits possibilities of practicing teachers to apply for such positions. To facilitate implementation of the new Kosovo Curriculum Framework, MEST plans to set up expert groups at municipal level to support schools in this process. It is expected that these groups may play an important role in various aspects of quality assurance. Another opportunity to benefit from is the tendency for devolution of responsibilities from MEDs to schools which could strengthen their role in quality assurance and even cause a shift in the focus of Education Inspection from individual teachers to schools.

Potential involvement of daily politics in quality assurance issues always poses a risk in the Kosovo context. Therefore, it is necessary to set up a system that preserves the integrity of quality assurance mechanisms from political influence.

2.3. School Development Planning

There is low awareness for the assurance of quality of a whole school as an institution based on a common understanding of a “good school and good teaching/learning” amongst all staff. Also, there is a need for the institutional development processes necessary to identify development priorities and regularly reflect on their achievement – focusing on the core task of every school, i.e. the organization of teaching/learning processes in an enabling and encouraging environment for all students.

“The school development plan is potentially an instrument to promote institutional quality development. However, School Development Plans (SDPs) currently have a strong focus on the improvement of infrastructure, equipment and school facilities and the availability of learning materials.” (Twinning Project KS 11 IB OT 02, 2014)

Schools in Kosovo are not required to have development plans, with exception of Centres of Competence. However, there are programs for school development planning and formats adopted by the MEST. One such format is developed by GIZ Capacity Building for Basic Education (CDBE) Program, whereas another one by the World Bank-funded School Development Grants project. Both methods promote participatory planning based on analysis of the current situation and identification of priorities for a 3-year period. Our SWOT analysis shows that the quality of school development plans, when they exist, is not at satisfactory level, and they are often copied from other schools. The major focus of the school development plans lies on the improvement of the school infrastructure, i.e. on aspects which depend on external funding (municipalities, donors, and community). The focus is not on what schools could do under the given circumstances to improve the quality of its core function, i.e. the improvement of the teaching and learning processes. Also, the schools do not necessarily follow the plan they developed, whereas monitoring arrangements usually do not function. One major problem is that school development planning is not coordinated with national and local education policies.

Such formalism in school development planning poses a risk that school development plans may be deemed as applications for additional resources rather than an instrument of school based quality assurance with a focus on those actions a school can/needs to take to improve the quality of the services it provides. On the other hand, school development planning is seen as an important QA tool, as the introduction of a “quality culture” at school level is a precondition for effective quality development, especially in the framework of greater school autonomy and a stronger output focus. Equally, school development plans as instrument for school based quality development may serve as basis for school monitoring and performance appraisal. Also, a number of municipalities in Kosovo have their own, medium-term, education development plans. Expanding such initiatives to other municipalities would create conditions for feeding school development plans into municipal education

Main challenges:

- Quality of existing school development plans
- Implementation and monitoring of school development plans
- Formalism in school development planning
- Aligning school priorities with local priorities and national policies

development plans, thus ensuring a better balance between the school development needs and local priorities. Municipal education development plans which reflect the quality development priorities of schools and municipalities would provide MEST with important information on the status quo of quality development in the country, also with respect to the implementation of central education reform steps, such as for example the implementation of the KCF.

2.4. Capacity Building

Major problems of quality assurance are related to low capacity to assure the quality at all levels. As indicated above, the primary role of Education Inspection, which is seen as a central level institution in charge of quality assurance, is to deal with administrative issues within the Education System. With 57 inspectors that cover all Kosovo territory and specialize in different fields, Education Inspection is in need for developing capacity to exercise its role in assuring the quality of Education, both in terms of staff structure and its numbers, as well as their preparedness for the new role.

On the other hand, capacity of municipalities to influence the quality of education is in most cases reduced to money disbursement for utility expenses, despite their mandatory presence in school boards and their role in shaping a portion of the curriculum. They are in need of strengthening their professional capacity to address education issues. Likewise, the schools as direct providers of services, need to improve their capacities to ensure good teaching by putting in place arrangements to support teacher professional development, and securing monitoring of the quality of the teaching/learning process.

Main challenges:

- Capacity of Education Inspection to deal with QA issues nationwide
- Professional capacity of municipalities to address education issues
- Capacity of schools to ensure good teaching
- Appointment of school principals

Donor support in building capacities within the Education System is seen as an opportunity that can be used to set up a functioning, multi-layer, quality assurance system in the country. GIZ funded Capacity Development for Basic Education (CDBE), USAID funded Basic Education Program, and a joint venture of major international donors channelled through the Pooled Fund have contributed to building capacity for education management at all levels. Such programs as well as the twinning project may provide further support specifically focused on quality assurance and the nationwide role out of school based QA. One major risk for capacity building are political appointments of school principals and civil servants. With the recent regulation by MEST, the recruitment of school principals has become more merit-based, since candidates are required to have undergone one of the MEST-recognized qualification programs, however, the decision still rests with the mayors, and, in many cases depends on political preferences.

2.5. Awareness Raising

In general, there is a low awareness about the need to assure the quality of educational provision since there is little evidence of the low quality of educational provision and educational outcomes. Whereas the quality of teaching in schools cannot be judged as long as there are no quality assurance

mechanisms in place focusing on this aspect, e.g. effective teacher performance assessment by head teachers, teacher performance appraisal system by school inspections with a pedagogical focus. The inability to draw conclusions about the educational outcomes can also be attributed to serious flaws in the National Assessment System.

External assessments organized by MEST for students of the final grade of compulsory education (Achievement Test) and upper secondary education (Matura Exam) have been extensively criticized for poor administration and lack of any feedback loop to schools. Table 1 provides an overview of the pass rate across years which demonstrates significant levels of inconsistency, merely attributed to poor administration. Despite that, low pass rate and low achievement of students in the Matura exam clearly demonstrates the need for improvement of the quality of education.

Table 1. Pass rate in the Matura Exam

Year	2008	2009	2010	2011	2012	2013	2014
Pass rate	44.7%	45.7%	64.3%	42%	52.9%	74.5%	52.5%

(Source: MEST News Archive - <http://www.masht-gov.net/advCms/#id=82>)

The initial results of Grade 5 sample based test undertaken in 2010 as a pre-cursor to Kosovo's entry in PISA 2015, suggest large differences between girls and boys (especially in language test) and rural and urban students. Although international benchmarking will not be possible until 2015, when the Program for International Student Assessment (PISA) becomes available, overall results show significant municipal disparities, calling for action in order to alleviate and mitigate these differences. (World Bank Group, 2014)

These two examples demonstrate that there are major issues related to the quality of education in Kosovo which have not come into the focus of public attention. In general, missing or malfunctioning accountability links are the ones negatively impacting education results. This particularly applies to quality assurance which is a multi-level undertaking.

Firstly, parents' participation is a prerequisite for increased accountability and relevance of educational processes. Parents in Kosovo have neither the mindset nor the proper mechanisms to affect broader educational processes; their concern remains the achievement of their individual child(ren) and when unsatisfied with education outcomes, they resort to individual defensive mechanism (i.e. moving the child to another school,). It is common that parents obtain information about the performance of their own child(ren), but no information on school performance. Also, parents in Kosovo have very little information on the new, competency-based, curriculum to be rolled out to all schools very soon.

Main challenges:

- Awareness about the need to ensure the quality of provision
- Missing or malfunctioning accountability links
- Readiness to participate in the public debates on Education
- Information on Kosovo Curriculum Framework

Legally, schools are accountable to municipalities, but, since they are not obliged to have school development plans, neither are there mechanisms for appraising the whole school performance, lines

of accountability are rather thin. In general, citizens do not hold municipalities accountable for poor performance of local schools.

Debates on the quality of education can sprinkle from comparing the results in national tests across years, and from the recent efforts of the MEST to improve test administration. Also, Kosovo's participation in PISA 2015 will offer the possibility to compare with other countries in the world.

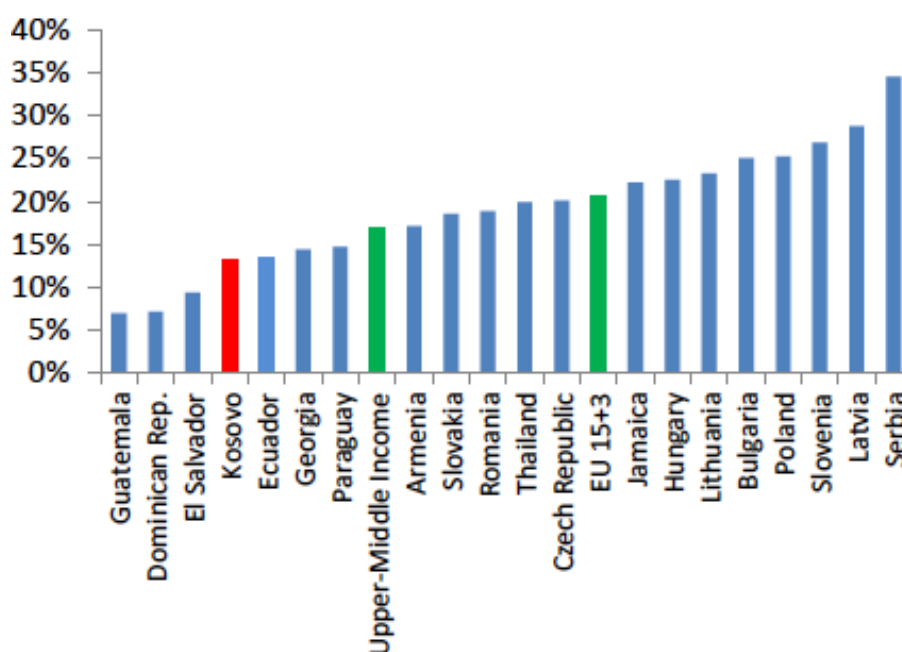
Although some work has been done in assuring the quality of the new curriculum, the general public has little information about that.

2.6. Financing

According to the World Bank (2014), public spending in education grew steadily from 3.3 percent of GDP in 2007 to 4.1 percent in 2012. Despite this growth, Kosovo still spends less than the ECA average (4.6 percent) or the upper middle income country average (5 percent). Among SEE countries, Kosovo spends more than Albania (3.3 percent) and Macedonia (3.5 percent) but less than Croatia (4.4 percent) and Serbia (4.7 percent). Countries with younger populations, such as Kosovo, tend to spend more on education as a proportion of total public expenditure than those with older populations. Kosovo spends around 14 percent of total public expenditure (TPE) on education. This puts Kosovo in line with other middle income countries with similar age profiles.

Pre-university spending per pupil is only 13 percent of per capita income in both primary and secondary education, lower than the average for upper-middle income countries, which are at 16.2 and 17.8 percent, respectively. This gap is higher still when compared to the average of EU countries for both primary and secondary education, as shown in figure 1 (World Bank, 2014).

Figure 1. Public Expenditures Per Pupil as a % of GDP Per Capita (2011 or latest)



“Spending on wages under the education budget increased by over 25 percent in real terms between 2009 and 2012, taking wages from 85 percent of total spending on basic education (grades 0-9) in 2009 to 92 percent by 2012. At the same time, spending on all other items fell. Capital spending fell by over 60 percent in real terms, declining from 8 to 3 percent of the total. Goods and services spending remained constant in nominal terms but declined from 6 to 5 percent of the total. Spending on non-salary recurrent items was low in 2012 compared to OECD or regional countries. On average, OECD countries spent 22 percent of education budget on non-salary recurrent items, and about 8.7 percent on capital expenditures. In Europe, Slovenia spent 19 percent of total expenditures on non-salary items and 8 percent on capital expenses, while Bulgaria and Romania spent 26 percent on non-salary items, and 6 and 4 percent on capital expenditures respectively” (World Bank, 2014)

With such spending structure, it is difficult to earmark any additional funds for quality assurance at school level, but given significant increase in teacher salaries, it is possible to put additional demands on involvement in QA processes.

3. Purpose and strategic objectives

One of very few comparative studies on quality assurance systems in seven South-eastern Europe countries concludes that “education quality in the region may not be threatened by lack of resources”, but by “some other governance arrangements, such as missing or malfunctioning accountability links” (Murafa, 2013). Further, the authors argue that “schools act as implementing agencies for the policies centrally mandated by the state, with the central government assuming the entire responsibility for ensuring the quality of education”.

Based on multiple findings from seven country reports, the authors draw common policy recommendations for all countries, three of them calling for special mention: 1) closing the Quality Assurance System loop by having real accountability/performance-based consequences; 2) strengthen the capacity of local municipalities to address education issues and not act simply as money disbursers; 3) develop mechanisms to expose actors to a truly objective external assessment. (Murafa, 2013)

The purpose of this Strategy is **to introduce a fully fledged Quality Assurance System in the Kosovo Pre-University Education sub-sector in order to contribute to improved education provision and outcomes.**

Providing quality education at Pre-University level is the only way to increase students’ odds for further education and better employability. Quality in education is a complex issue and is connected both with governance and leadership, as well as infrastructure, teacher education and training, quality of curricula and textbooks, to mention a few. Therefore, assuring the quality is an equally complex undertaking which requires multiple parallel measures to address a variety of quality-related aspects.

This Strategy has four different components represented by four strategic objectives and related measures:

Objective 1: Build effective mechanisms for quality assurance

- Build an effective system for school evaluation
- Apply Quality Management Cycle in Education
- Empower school bodies (departments and councils) to perform their QA function

- Define the role of MEDs in QA and set up respective QA structures at MEDs
- Ensure operation of Education Inspectorate in legal-administrative and pedagogical-professional aspect
- Make teacher licensing system operational
- Effective use of education monitoring data for QA at all levels

Objective 2: Advancing development planning at school and municipal level

- Review procedures and instruments for development planning
- Monitor implementation of school development plans
- Harmonize municipal plans with school plans according to the quality areas
- Promote sharing of best practices

Objective 3: Building capacity for quality assurance at all levels

- Build capacity of Inspection for new responsibilities
- Develop a manual for school departments
- Provide assistance by professional groups at municipal level
- Train MED staff, principals and responsible school staff for quality management
- Train representatives of schools and municipalities for development planning
- Introduce a mentoring system for new teachers in schools

Objective 4: Raising awareness of stakeholders for quality assurance

- Publish results of national and international tests
- Promote success stories and award achievements
- Inform parents on various aspects of curriculum and quality assurance
- Promote public debates on the quality of education
- Create a portal on quality assurance

In the sequel, detailed descriptions are provided.

Objective 1: Build effective mechanisms for quality assurance

In general, quality assurance in Kosovo is a shared responsibility of three different entities: 1) Education Inspection which operates at central level and represents the interest of the Government and general public, 2) Municipal Education Directorates which operate the schools and are accountable to respective communities, and 3) Schools as direct service providers.

It should be noted that current legislation is not explicit with regard to the division of responsibilities among these three entities. Moreover, the Law on Education Inspection from 2005 gives to this body an administrative, rather than QA related role. On the other hand, municipalities own the schools and are responsible for their operation, therefore they are responsible to assure the quality as well. Schools

themselves are the most important pillar of the quality assurance, but are not empowered to perform their QA functions.

From this perspective, several scenarios for the division of responsibilities are possible, the most viable one turned out to be that QA is a shared responsibility of Education Inspection and Municipal Education Directorates, whereas schools need to be empowered to perform their QA function. The general idea is that MEDs need to support schools on day-to-day basis, whereas the role of Education Inspection is to carry out periodical external, institutional evaluations and identify priority areas for improvement, which are communicated to schools and municipalities as well as in an aggregated form to the relevant departments in MEST. On the other hand, the ~~role of~~ schools have to have internal quality assurance systems, and responsibilities for their management should be divided among the school staff.

Measures

Measure 1.1. Build an effective system for school evaluation

Description : Evaluation of school performance is an important corner stone of an effective quality assurance system. In a first step consensus needs to be created on how a “good school” is defined in Kosovo. Based on a consultation process with major stakeholders priority areas of quality will be defined by MEST. This process will also draw on already defined quality areas, e.g. in the school development plan developed in the framework of a project funded by GIZ. MEST will develop a regulation which sets clear school performance standards and defines procedures for evaluation of school performance. Following the best international practices it needs to be a system which provides for a combination of internal and external evaluation. The former will be carried out by schools themselves as part of the ongoing school based quality assurance processes with the help from MEDs, whereas external evaluation will be the duty of Education Inspection. Also, instruments for school performance evaluation should be developed to be used by all parties involved in the process. For that purpose, a manual with clear criteria and indicators should be developed.

Formal school performance evaluations will be carried out periodically, within 3 to 5 years, depending on needs and circumstances, whereas results from performance evaluations will be used for school improvement and complement school based QA. In order to perform external, institutional evaluations, Education Inspection may need to hire additional staff specializing in various aspects of school improvement or set up expert teams on case-by-case basis to carry out those tasks.

Measure 1.2. Apply Quality Cycle Management in Education

Description : Effective school based quality assurance is based on a constant reflection and improvement process by all members of the school staff and the school partners. Change is seen as a constant process, not as one single action. In order to establish a “quality culture” school based quality assurance needs to involve all members of staff and understanding needs to be created that it is an instrument that supports the work of everyone at school. Most countries follow the quality cycle of “plan-do-check-act”, which is also outlined in the European Quality Assurance Reference Framework. In the

stage of “**planning**” the status quo is analyzed based on the priority areas for quality development identified nationally and priorities for change with clear indicators on how to measure their achievement are identified. The focus lies on goals that can be achieved by the school itself. At the stage of “**acting**” the plan for quality development is implemented. The implementation process is accompanied by the stage of “**checking**”, i.e. self-evaluation processes that give feedback to what extent the planned goals are being achieved. Based on the results of the self-evaluation, the plan of action is being adapted and the quality cycle starts again. The QA-cycle needs to be documented very clearly step by step – both for the benefit of the school and as well the benefit of a more accurate monitoring or evaluation from outside (MED or Inspectors ...).

Quality cycle management will become the core element of school based quality assurance and as such the guiding principle for school development planning. It serves both – the schools and the supporting or monitoring bodies.

Measure 1.3. Empower school bodies (departments and councils) to perform their QA function and nominate a quality coordinator

Description : In order to support the principal in his/her role of ensuring school based quality assurance, a “quality coordinator” should be appointed. The main tasks of the quality coordinator would be to oversee implementation of quality assurance procedures at school level and advise teachers on that matter.

Professional departments exist in most Kosovo schools, organized by subject areas or grades. However, in many cases, their functioning is relatively informal and without any major impact on the teaching quality in school.

Since departments are seen as professional bodies that can promote the professional development of teachers and enable continuous exchange of experience between them, they need to become fully operational and act as mid-level management in schools. It is thought that with the operationalization of professional departments in schools, practically a mechanism will be inaugurated that will help school management to steer the implementation of school based quality assurance processes. Quality coordinators shall work with the professional departments and the principal in implementation of the school development plan. Consultative sessions may also be organized within the departments that promote teaching methods and result in clear articulation of the requirements for necessary teaching aids.

Measure 1.4. Define the role of MEDs in QA and set up respective QA structures

Description : Each MED will nominate one staff member who will be responsible for Quality Assurance at the level of the municipality. Her/his tasks will be to coordinate the work of quality coordinators in schools.

Given the shortage of staff and its qualification structure, MEDs will be encouraged to set up professional groups at municipal level to support schools in assuring the quality of provision. Those groups, composed of education experts and practitioners, will help

schools to set up and implement effective school based quality assurance and to address various issues related to their performance, like teacher professional development, curriculum development, use of education technology, and so on. Groups will also help schools address various implementation issues from their school development planning, as well as recommendations from formal monitoring or performance appraisal process. The work of professional groups at municipal level will be coordinated by the quality coordinator at MED level.

Criteria for membership in those groups should be established, whereas smaller municipalities should consider joining their forces and create joint groups for several municipalities. Another possibility is exchange of experience between different municipalities.

Measure 1.5. Ensure operation of Education Inspectorate in legal-administrative and pedagogical-professional aspect

Description : Current legislation assigns to Education Inspection administrative role (including control of school licenses, children's registration, class registers, school calendar, school inventory, educational tools, realization of annual program of the school's work, existence of a school development plan; realization of curriculum, as well as other issues linked to legal-administrative and a pedagogical-professional function, in accordance with the legislation), and staffing of this body is based on that assumption.

The new approach would require Education Inspection to deal with more specific education-related issues, like carry out periodical external, institutional evaluations and identify priority areas for improvement, which are communicated to schools and municipalities as well as, in an aggregated form, to the relevant departments in MEST.

First of all, such an approach requires changes in legislation, and also a new staffing structure in the Education Inspection. With regard to the former, Education Inspection should explicitly be granted authority to perform its new roles, whereas for its administrative function, the new legislation should introduce arrangements that restrict the involvement of Education Inspection in administrative issues to a minimum necessary level, allowing for efficient use of existing resources to perform the new role and eliminating duplications between administrative monitoring conducted by MEDs and by school inspectors. In order to implement effective external evaluation of schools clear guidelines and procedures need to be developed and communicated to all relevant stakeholders, in order to ensure effective and transparent external evaluations of schools. Guidelines and procedures for external evaluation furthermore need to be in line with quality priorities set for school based quality assurance in order to support a coherent overall quality development process.

Measure 1.6. Make teacher licensing system operational

Description : A functioning teacher career scheme is a basic pre-condition for improved quality of teaching, since it motivates teachers to continuously improve their performance and provides the authorities with relevant information on the quality of provision in

schools. The current teacher licensing system requires teachers to obtain a certain number of credits from Government-recognized teacher development programs and undergo a performance appraisal process to be granted one of the four types of regular license: the career license, the advanced license; the mentor license and the meritorious license (MEST, 2014b). On the other hand, teacher performance appraisal process consists of self-assessment (10%), assessment by school principal (30%), and assessment by Education Inspectorate (60%), the latter based on classroom monitoring and lesson planning assessment. So far, the limited capacity of Education Inspection and Government salary policies have been the main obstacle to implementing the teacher licensing system up to date.

In case the performance appraisal system is being implemented according to the current regulation, then the Education Inspection with less than 60 employees across Kosovo and a need to deal with a wide range of administrative issues (Law, 2004) will need additional resources. One option would be assigning inspectors for external evaluation, teacher licensing and administrative-legal tasks. Another option would be hiring experts or outsourcing the process to public or private entities specializing in teacher professional development. Alternatively, a separate unit for performance appraisal could be established in MEST or Education Inspection and staffed accordingly, but, still, it can only assume administrative role and will have to rely on expertise from outside. Given the limited resources available another option might be an adaptation of the current teacher licensing system, especially as effective school based quality assurance together with the external evaluation of school performance will provide additional tools for ensuring the quality of the teaching/learning processes. Once the regulation is in place, Government needs to build the capacity to manage teacher performance appraisal – in the current or an adapted format, including administrative capacity of MEST or Education Inspection, and professional capacity of external experts.

Measure 1.7. Effective use of education monitoring data for QA at all levels

Description : Education monitoring data, including data provided by EMIS and the external student assessment data, should be used for the purpose of improving the quality of education. Therefore, the data from different sources need to be organized and reported back to schools and municipalities in a way that it can be cross-referenced and provide explanations for various quality-related phenomena. For example test data provided by the external assessment can be cross-referenced with teacher qualifications, student/teacher ratio data or social background of students at school and municipal level to explain differences in performance between different schools.

However, such an approach requires substantial awareness raising among stakeholders as well as support in the interpretation of data, e.g. through new formats of reports at school, municipal and central level.

Objective 2: Advancing development planning at school and municipal level

In general, school development planning represents the initial step in managing the work in a quality-oriented way in the school. In terms of general decentralization policies it is strived to improve the effectiveness and efficiency of school management. **The primary purpose of school development planning is the improvement of quality rather than assessment of all needs and reporting about the progress.** With ongoing devolution of responsibilities from central level to municipalities, and from municipalities to schools, school development planning is a task at the level of each school – which is quite a challenge, but also an opportunity.

The drafting of the school development plan is the heart of the school development process. This jointly developed concept defines pedagogical objectives of the school. This strategic document is developed in a participatory process, including school staff, the School Management Board and possibly representatives from the community and local businesses. School development plans based on the quality cycle will support the establishment of a “quality culture” at school, ensuring that schools take responsibility for the quality of the services they produce and are equipped with the instruments to continually work on adapting these services to the changing needs of the communities they serve.

Likewise, education development planning should also take place at the municipal level. A municipal education development plan reflects municipal priorities in the field of education and, if available, should serve as basis for school development planning. On the other hand, it has to reflect the needs of school communities within the municipality, so wide participation and fair representation of all interest groups is a must.

Measures

Measure 2.1. Review procedures and instruments for quality development planning

Description : Although school development planning is not compulsory in Kosovo, several planning formats have been developed and are in use. All those formats follow the standard planning cycle which starts from situational analysis, and continues with setting targets and priorities for a medium-term period. Those procedures and instruments should be reviewed and standardized to reflect the best practices of school development planning. It is important to clearly define quality areas which form a national quality framework for the school development and this can guide the analysis of the present situation. For example, format developed by GIZ CDBE, defines eight quality areas, including school governance and management, teacher professional development, infrastructure and so on. A national overall consensus needs to be reached of what defines a “good school” and which main quality areas need to be addressed.

The focus of school development planning should shift from defining needs for infrastructure improvement steps for improving the quality of the teaching and learning process (cf. chapter on quality cycle), including also a shift from what schools expect from others (MEDs, donors) to what the schools can achieve themselves even given the very difficult financial circumstances. The quality cycle offers an approach of school based quality development which supports this shift. It is already included in the SD-plan developed by GIZ CDBE and should be further strengthened.

MEST, in cooperation with MEDs, will set up a working group to review existing guidelines for school development planning. The guidelines will be summarized in a form of Administrative Instruction which will make school development plans compulsory for all public pre-university education institutions in Kosovo. Equally, a manual for effective school based quality assurance and a set of instruments to support schools in this process will be produced by MEST in order to support schools in the development and implementation of school development plans which have a clear focus on quality development.

Measure 2.2. Monitor and support implementation of school development plans

Description : Monitoring and supporting the implementation of school development plans is one of the duties that most MEDs perform only partially, either because of the lack of capacities or the lack of methodology. On the other hand, the fact that the schools are under complete subordination to MEDs speaks in favour of the necessity of a systematic monitoring of school development plan (development, implementation, use of self-evaluation/review results for the next planning cycle) as well as the provision of support services to schools for enhancing their school based quality assurance through more effective implementation of their school development plans.

Development of a monitoring and support framework is therefore planned, which will serve as a methodology and practical guide for performing this activity. This monitoring and support framework will clearly define monitoring procedures, instruments and the nature of information to be collected, processed and reported. Equally, it will define support services which are needed to support schools in effective implementation of school based quality assurance. The platform drafting process will be guided by the Working Group established by the MEST, which will be supported by external expertise. In the Working Group, in addition to municipal officials, Education Inspectorate officials should also be represented, in order to ensure that monitoring carried out by MEDs provides relevant information to Education Inspection in the course of a school performance appraisal process. Equally, resources need to be identified at municipal level for supporting schools in effective school based quality assurance, e.g. by using successful school quality coordinators to offer peer learning to colleagues from other schools. For that purpose professional groups at municipality level will be set up. Furthermore the collegiums of MEDs could be used for sharing expertise and pooling resources for targeted support to school based QA. Equally, small MEDs might consider forming QA networks for pooling resources.

MEDs have to allocate staff for monitoring and supporting the implementation of school development plans putting a clear focus on strengthening school based quality assurance.

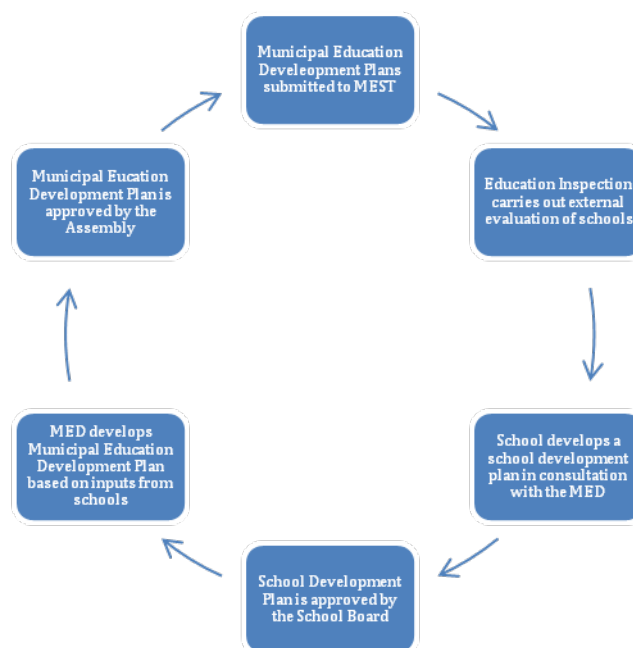
Measure 2.3. Harmonize municipal plans with school plans according to the quality areas

Description : Municipal Education Development plans need to be aligned with the school plans in accordance to quality areas. In addition to that, each municipal education plan needs to reflect development priorities within the municipality, and as such, serve as a basis for future development of school plans. To facilitate the process, MEST will develop a

manual on municipal education planning which can be used by MEDs to develop municipal plans.

Municipal Education Development Plans need to be submitted to MEST to inform development of national policies, whereas recommendations from external evaluation of schools carried out by Education Inspection shall inform development of school plans, as shown in the chart below.

An approach to ensure coherence among government policies, municipal priorities and school needs is focusing school development plans on clear development priorities (2 per school) with a clear focus on pedagogical issues. In order to support the implementation of national policy priorities agreement would need to be reached between MEST and the MEDs which key pedagogical priority would be set for all schools. The second priority would be set by the individual school in consultation with the respective municipality, aiming at meeting their own needs within the municipal priorities.



Measure 2.4. Promote sharing of best practices

Description : Best practices in school development planning and school based quality development will be shared at municipal level and through the MEST maintained QA portal. Also, schools will be encouraged to publish their development plans in their web pages. At municipal level the experience of schools which are leading in school based QA will be shared with other schools. MEDs will use the municipal network of school based QA

coordinators as well as professional groups to support schools in school based quality development. Peer consultations and possibly also peer reviewing will be used as instruments to support school based quality development.

Objective 3: Building capacity for quality assurance at all levels

Establishing a full-fledged quality assurance system requires changes in legislation, and a new division of responsibilities among central, local and school level. This needs to be accompanied by capacity building measures which include staffing and staff development in Education Inspection and MEDs, as well as substantial capacity development effort at all levels.

Measures

Measure 3.1. Build capacity of Inspection for new responsibilities

Description : The current structure of Education Inspection allows this national body to discharge its duties related to its legal-administrative and pedagogical-professional role, as prescribed by the law. Fifty-seven employees divided into seven regional offices and the Central office in Prishtina are responsible for 42 pre-school institutions, 989 primary and lower secondary schools and 116 upper secondary schools (MEST, 2014). The staff qualifications do not always match the tasks they are requested to perform.

Once the new legislation is approved, Education Inspection needs to develop internal regulations and guides for discharging new duties. From the QA perspective, the major role of Education Inspection will be periodical performance appraisal of education institutions.

The next step in building capacity of Education Inspection for new responsibilities is to review the staffing structure in this body, both in terms of numbers and qualification of school inspectors. Therefore, the Education Inspection will need to come up with a new staffing plan and job descriptions for its employees. Once the new organogram of the Education Inspection is in place, a major training effort of school inspectors is required to support the employees in performing their new duties. Equally, transparent guidelines, procedures and instruments for external evaluation of schools need to be developed and communicated to all schools.

Measure 3.2. Develop a manual for school departments with a clear focus on quality development

Description : To support introduction of mid-level management in Kosovo schools, a practical guide for the organization and operation of school departments will be developed. The manual will put a specific focus on the role of school departments in the implementation of effective school based quality assurance. The process will be characterized by a high level of inclusion, and will be led by a MEST working group, assisted by subject matter experts. The manual will be made available to all schools and teachers in Kosovo, while MEDs will be required to encourage its use.

Development of the guide will be followed by information activities for school

departments, to facilitate the use of the manual in schools.

Measure 3.3. Train MED staff, principals and responsible school staff for quality management

Description: In order to strengthen school based quality assurance and the creation of a “quality culture” at school level, MEST will develop a manual on school based quality assurance as well as respective instruments, building on already existing materials, e.g. the handbook on school based QA for VET schools. The materials will be available on the online QA platform.

An in-service professional module for MED staff, principals and school based quality coordinators will be developed. The module will also be included in existing training programs for school principals.

Depending on the training and support capacity at municipality level, training providers at national level will need to develop capacity for delivering professional development in this field.

Measure 3.4. Provide assistance by professional groups at municipal level

Description : As explained in measure 1.2, professional groups at municipal level to support schools in assuring the quality of provision will be established. MEST will develop guidelines for school based quality assurance as well as respective instruments for operation of professional groups and networks of QA coordinators, and also provide capacity building support to those groups.

Measure 3.5. Train representatives of schools and municipalities for development planning

Description : Existing programs for school development planning will be complemented by components on the implementation of the quality cycle in quality development and gradually rolled out to all municipalities and schools in Kosovo. In each municipality, a certain number of officials or experts/practitioners hired by the MED to support schools will be trained. At each of the schools the head teacher and a “quality coordinator” will be trained in setting up effective school based quality development systems.

In addition to that a training program on municipal education planning will be developed and offered to responsible MED officers.

At national level respective training providers will be encouraged to develop training capacity that can meet the demand of municipalities and schools for training. Municipalities will bear responsibility for implementation of training programs, whereas MEST will oversee the training process.

Measure 3.6. Introduce a mentoring system for new teachers in schools

Description : Currently, there is no induction period for new teachers in Kosovo schools. This system needs to be introduced at school level. Each school shall assign an experienced teacher to mentor a new teacher who holds only temporary license. This could be managed with the school departments once they become fully functional, and requires new job descriptions for teachers at national level to reflect their new duties. An existing Administrative Instruction obliges the schools to help teachers holding temporary license.

Objective 4: Raising awareness of stakeholders for quality assurance

A review carried out by the Twinning Project “Support Implementation of the Kosovo Education Sector Strategic Plan 2011-2016” concludes:

“Overall awareness needs to be raised for the assurance of quality of a whole school as an institution based on a common understanding of a “good school and good teaching/learning” amongst all staff as well as for the institutional development processes necessary to identify development priorities and regularly reflect on their achievement – focusing on the core task of every school, i.e. the organization of teaching/learning processes in an enabling and encouraging environment for all students. While school supplies and infrastructure are of obvious importance a shift to the actual quality of the teaching/learning processes is needed.” (Twinning Project KS 11 IB OT 02, 2014)

Also, awareness of the need to assure the quality of education must be raised among students, parents and general public. Such an approach builds pressure on schools, local and central authorities to work hard in improving the quality of provision and ensure better learning results.

Measures

Measure 4.1. Publish results of national and international tests

Description : For the sake of transparency, MEST will make available to the public results of national tests disaggregated by subject areas, municipalities and schools and will organize meetings on how to interpret the test results. Such a move will make practitioners, parents, students and general public aware of the performance of the Education System and education institutions. The same applies to results of international tests in which Kosovo participates.

This measure is linked to 1.7 (“Effective use of education monitoring data for QA at all levels”) and implies building capacity for interpreting results of national tests and education monitoring data across different levels as well as improving the relevance of the reports for users.

Measure 4.2. Promote success stories and award achievements

Description : Examples of good practice related to the quality of education will be widely promoted through the QA portal (measure 4.5), and shared with general public. Also, MEST and municipalities will encourage experience sharing among MEDs and schools on their experiences related to the quality of education. Such a process initiates a competition among schools.

Measure 4.3. Inform parents on various aspects of curriculum and quality assurance

Description : The Kosovo Curriculum Framework is “competency-based”, and, as such, arranged around the concept of providing children with the required skills, attitudes and knowledge to perform the tasks that society and educationalists consider that they will need for their time at school and for the rest of their lives as students, employees,

family members and as part of the society of Kosovo. The approach is rather unique compared to the old curriculum – whereas MEST develops core curricula, subject syllabi are to be developed by schools, which represents a new experience for Kosovo.

In such circumstances, parents need to be well-informed about the curriculum development and implementation, as well as ways to support the learning of their children. Therefore, MEST has designed an information campaign which needs to be adapted to the context as the new Curriculum is rolled out to all schools in the country.

Also, parents need to be extensively informed on new quality assurance arrangements to be introduced in line with this Strategy. For that purpose, the MEST will develop promotional materials and put into operation the QA portal (measure 4.5).

Measure 4.4. Promote public debates on the quality of education

Description : MEST and municipalities will encourage public debate on what constitutes quality in education, i.e. what is expected of a “good school”. In cooperation with the Association of Kosovo Municipalities, MEST will organize a bi-annual conference on the Quality of Education where examples of good practice will be shared and issues related to the topic discussed. Also, MEST and MEDs will participate in debates related to the quality of education initiated by the media and civil society organizations.

Such debates should take place at school level, as well as at municipal and central level.

Measure 4.5. Create a portal on quality assurance

Description : A Quality Assurance portal will be set up by MEST in order to inform teachers, parents, students and general public about the arrangements for quality assurance, and provide resources and instruments to support quality assurance mechanisms at central, local and school level. The portal will be maintained by Education Inspection and provide an interactive interface to facilitate discussion on QA issues in the Education System, but also provide concrete instruments and support to education providers.

4. Roadmap for implementation of the strategy

The Strategy for Quality Assurance in pre-university education consists of five components identified by the objectives presented in Chapter 3 of this document. In the following, there are presented the indicators defined for each objective to be achieved by 2020. These indicators are divided in two periods: short-term period 2016-2017 and mid-term period 2018-2020. Each indicator is a result of the implementation of the activities related to the specific objective.

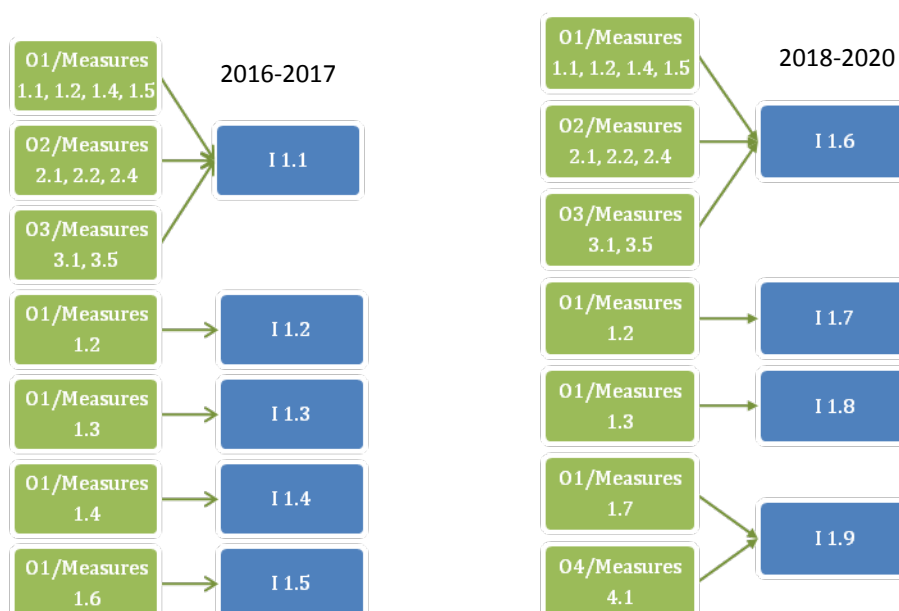
Table 1 provides the details of Objective 1 in the logical hierarchy of measures, indicators divided into the two aforementioned periods and the expected results. The results derive from the objective, indicators present the result description, while the measures are the actions to be undertaken to achieve the results

Table 1.Objective 1 detailed into results, indicators and measures

Objective 1: Building of effective mechanisms for quality assurance	
Result: Effective mechanisms for quality assurance in pre-university education of Kosovo are in place, based on the authorizations between MEST, MEDs and schools.	
Indicators	
2016-2017	2018-2020
I1.1. The external evaluation of 350 schools based on clear standards and procedures is conducted I1.2. The manual for management of quality in education based on a quality cycle management approach is prepared I1.3. The coordinators for quality assurance and the heads of departments in 350 pre-university education institutions are nominated I1.4. The professional groups for providing support to schools are established in 21 municipalities and QA Coordinators appointed in all MEDs I1.5. The education inspectorate is reorganized to perform the function of external evaluation of schools and legal-administrative functions defined by the law	I1.6. The external evaluation of 350 schools is conducted every year I1.7. Professional groups for providing support to school are established in the 15 remaining municipalities I1.8. The coordinators for quality assurance and the heads of departments are nominated in 750 remaining pre-university education institutions I1.9. The data from education monitoring are reported to schools and municipalities and used in the ongoing quality development process
Strategy measures	
1.1. Building of efficient mechanisms for school evaluation 1.2. Applying of quality cycle management in education 1.3. Empowering of school bodies (professional groups and councils) to perform their QA 1.4. Defining of MED role in QA and building of relevant structures for QA in MED 1.5. Functioning of inspectorate in the legal-administrative and pedagogical-professional aspect 1.6. Functionalizing of the Teacher licensing system 1.7. Effective use of data for monitoring of education for quality assurance in all levels	

Graph 1 reflects the dependence of indicators on measures of Objective 1, but in certain cases, also on the measures of other objectives. In fact, this graph indicates the interconnection between different objectives of the strategy and the co-acting between them.

Graph 1. Interconnection between indicators of Objective and Strategy measures



Tables 2-4 in the following, similarly s Table 1, provide the detailing of objectives 2-4 into results, indicators and measures. Also here the indicators are divides in two time periods, as in the case of Objective 1. Similarly, graphs 2-4 have an analogue meaning with graph 1.

Table 2. Objective 2 detailed into results, indicators and measures

Objective 2:Advancing of development planning at school and municipality level	
Result: All schools and municipalities draft development plans in accordance with the legislation in power	
Indicators	
2016-2017	2018-2020
I2.1. The revised guidelines for quality development planning are published I2.2. The monitoring and supporting framework for school quality development planning is developed I2.3. The manual for development planning of education at municipal level is drafted	I2.4.Municipalities regularly monitor the school development plans and provide support on their implementation I2.5. Municipalities draft education development plans that are in line with the school plans and municipal development needs I2.6. The sharing of best practices on development planning and implementation is done at the municipal level and through the Quality assurance portal.
Strategy measures	

- 2.1. Review of procedures and instruments for quality development planning
- 2.2. Monitoring of implementation of school development plans
- 2.3. Harmonizing of municipal plans with school plans according to quality areas
- 2.4. Stimulation of exchange of best practices

Graph 2. Interconnection between indicators of Objective 1 and Strategy measures

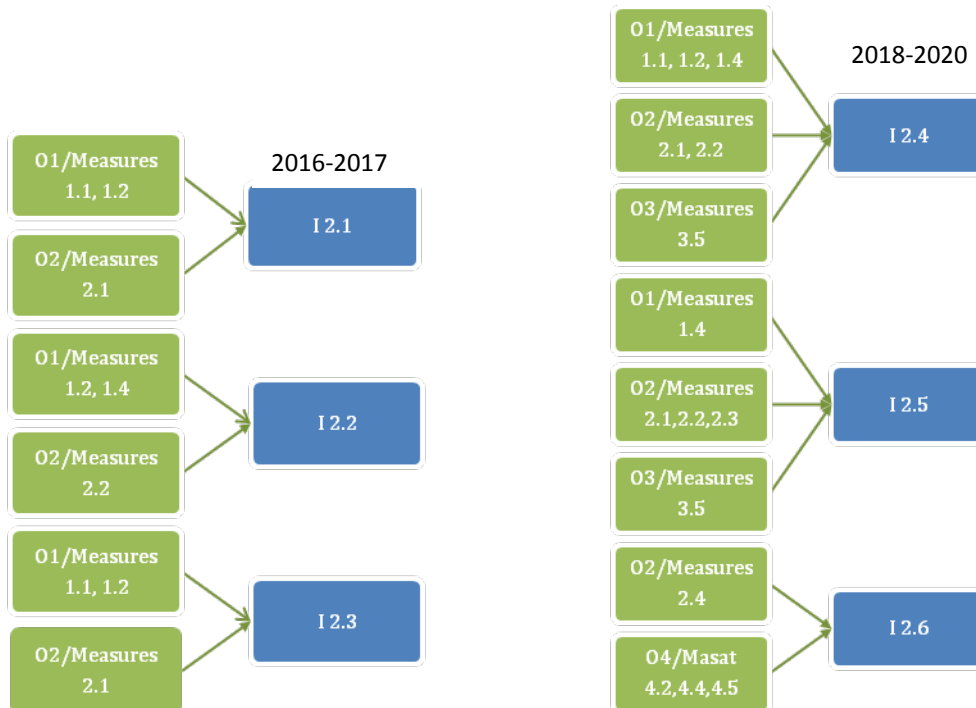


Table 3. Objective 3 detailed into results, indicators and measures

Objective 3: Building of capacity for quality assurance at all levels	
Result: The capacities for quality assurance at the central, municipal and school levels are in place	
Indicators	
2016-2017	2018-2020
<p>I3.1. Education inspectors complete successfully the trainings to perform their new responsibilities</p> <p>I3.2. Schools and MEDs in the half of Kosovo municipalities are informed on the new organizational manner and functioning of school departments</p> <p>I3.3. Around 600 representatives of schools and MEDs are trained for quality assurance</p> <p>I3.4. The members of professional groups are trained at municipal level for providing support to schools</p> <p>I3.5. Around 1000 schools and MED representatives are trained on quality development planning in school and municipal level</p>	<p>I3.6. Schools and MEDs in all of Kosovo municipalities are informed on the new organizational manner and functioning of school departments</p> <p>I3.7. Every year, 900-1000 school and MED representatives are trained in quality assurance</p> <p>I3.8. Professional groups in municipal level provide support to schools</p> <p>I3.9. Around 1300 school and MED representatives are trained on quality development planning in school and municipal level</p> <p>I3.9.The mentoring of new teachers is done in all Kosovo schools</p>
Strategy measures	
<p>3.1. Building of capacities of Inspectorate for new responsibilities</p> <p>3.2. Drafting of a manual for school departments with a clear focus on quality development</p> <p>3.3. Training of MED staff, directors and responsible staff of schools on quality management</p> <p>3.4. Providing of assistance by professional groups at municipal level</p> <p>3.5. Training of school and municipality representatives on quality development planning</p> <p>3.6.Implementation of mentoring system for new teachers in schools</p>	

Graph 3. Interconnection between indicators of Objective 3 and Strategy measures

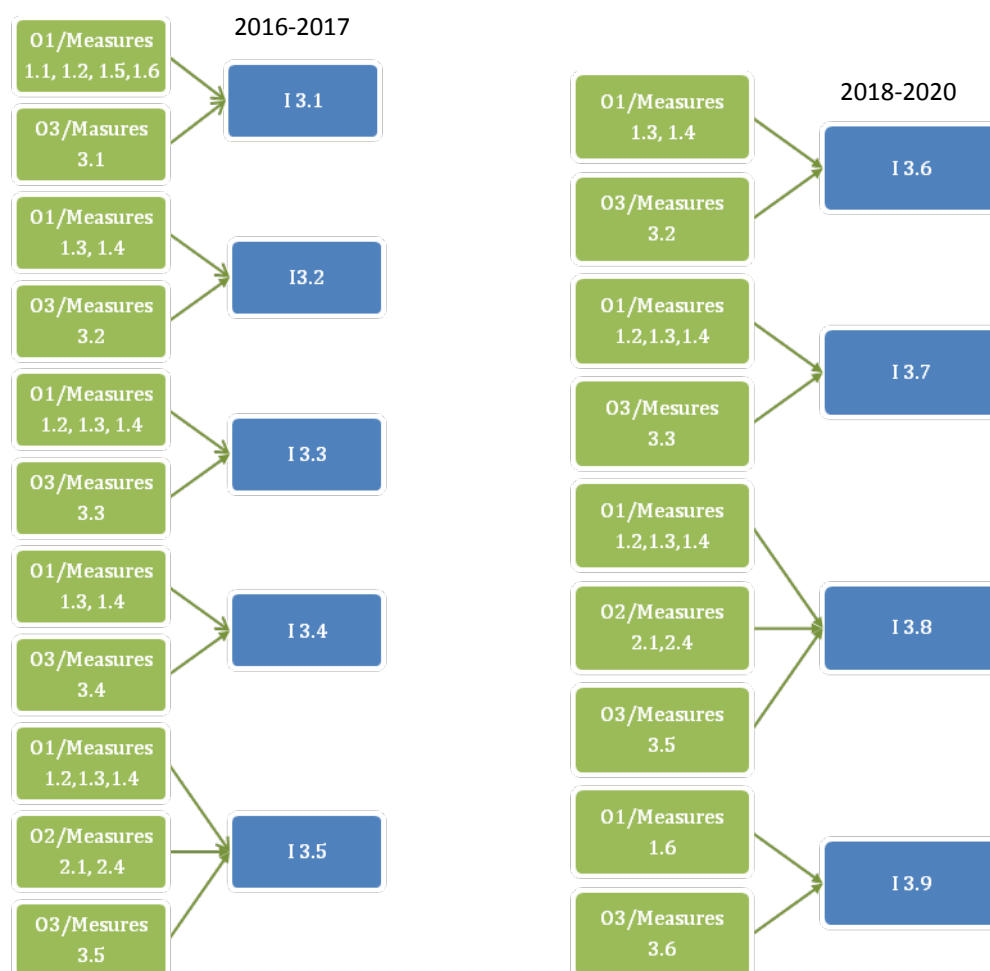
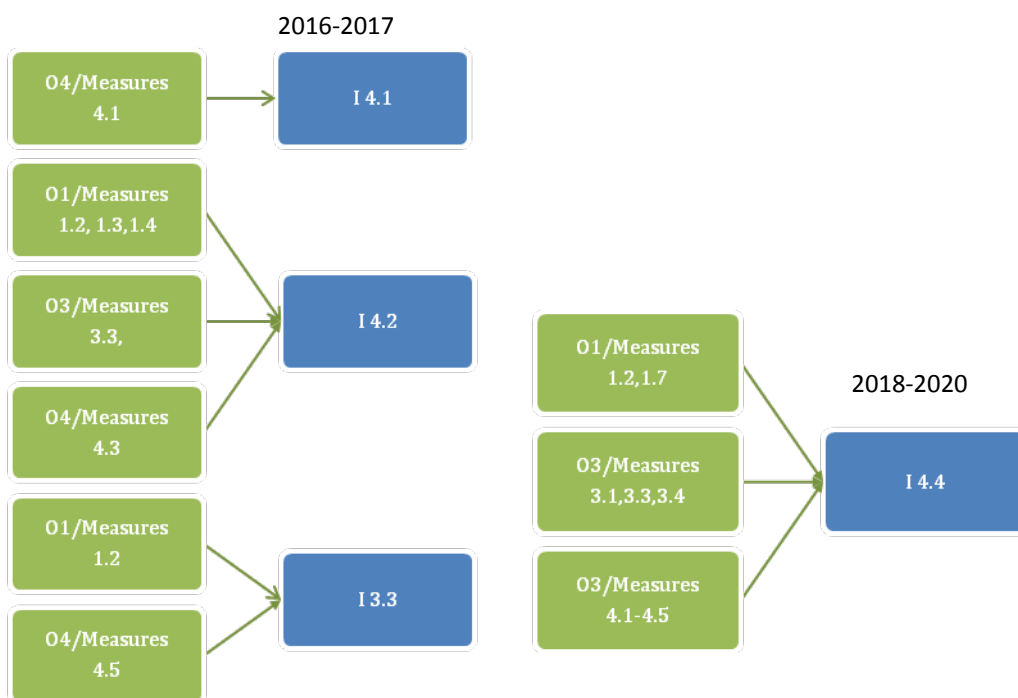


Table 4. Objective 4 detailed into results, indicators and measures

Objective 4: Increase of awareness among stakeholders on Quality assurance	
Result: Professionals, policy makers, parents and the wider public have sufficient information on quality assurance in pre-university education	
Indicators	
2016-2017	2018-2020
I4.1. The software for reporting of national test results is put in function I4.2. Parents are informed on relevant aspects of quality assurance in pre-university education I4.3. The portal for quality assurance is created	I4.4. Professionals, policymakers and the wider public use different sources of information for quality assurance in pre-university education

4.4. Parents and local and national stakeholders have taken part in public debates on quality in education in at least 15 Round Tables, conferences, media programmes	
Strategy Measures	
4.1. Publication of National and International test results 4.2. Promotion of success and rewarding of achievements 4.3. Informing of parents on different aspects of curriculum and quality assurance 4.4. Promotion of public debates regarding the quality in education 4.5. Creation of portal for quality assurance	

Graph 4. Interconnection between indicators of Objective 4 and Strategy measures



5. Budget and Action Plan

The budget for implementation of the Strategy for Quality Assurance 2016-2020 is around 8.2 million Euros and it is calculated based on the forecast of expenditures for implementation of measures of this strategy, regardless of the fact whether in the Kosovo budget are planned funds for this purpose or not. Table 5 provides the summary of this budget by years and components of the strategy that are compliant to the strategic objectives.

Table 5. Budget summary by years and strategic objectives

Component	Budget					
	2016	2017	2018	2019	2020	Total
Mechanisms for Quality Assurance	€ 452,600	€ 1,019,200	€ 1,554,700	€ 2,027,200	€ 2,474,700	€ 7,528,400
Development planning	€ 63,000					€ 63,000
Capacity building	€ 176,000	€ 166,700	€ 108,700	€ 61,500	€ 31,500	€ 544,400
Increase of awareness	€ 50,500	€ 38,000	€ 3,000	€ 3,000	€ 3,000	€ 97,500
	€ 742,100	€ 1,223,900	€ 1,666,400	€ 2,091,700	€ 2,509,200	€ 8,233,300

The highest costs appear at the Strategic Objective 1 that deals with Quality Assurance mechanisms. In fact, 86% of the amount out of the € 7528 ,400 is for salaries of the staff that will be engaged in quality assurance operational mechanisms, whether at school or at the municipal level.

Table 6 presents the costs for implementation of the Strategy divided into development and operating costs. Development costs are those made within a limited period of time and aimed at creating the conditions for implementation of the strategy, for example capacity building, drafting of manuals, software development, and similar expenditures. Meanwhile, operating costs are present even after the period of implementation of the Strategy. The table shows that about 90% of the budget are operating expenses and, as such, should be covered by the state budget. Meanwhile, development costs can often be covered by donor contributions.

Table 6. Budget for the strategy by types of costs

Field	Budget					
	2016	2017	2018	2019	2020	Total
Development costs	€ 369,500	€ 226,700	€ 133,700	€ 86,500	€ 31,500	€ 847,900
Operational costs	€ 531,000	€ 1,155,600	€ 1,691,100	€ 2,163,600	€ 2,636,100	€ 8,177,400
	€ 900,500	€ 1,382,300	€ 1,824,800	€ 2,250,100	€ 2,667,600	€ 9,025,300

Budget calculations were made after completing of the Medium Term Expenditure Framework 2016-2018 and, for this reason, for 2016 are planned less operating costs than in other years, and there are real opportunities that most development expenditure for this year will be provided by donors' resources.

In the following we present a detailed budget for each objective and strategic measure separately. Strategic measures are broken down into activities, and for each activity the cost, period of implementation, and responsibility for its implementation are listed. If the fields are left blank, then it is thought that they do not have any additional costs, except for the usual costs made by the institution responsible for their implementation.

Objective 1: Build effective mechanisms for quality assurance

Measure 1.1	Build an effective system for school evaluation									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
1.1.1	Carry out external schools evaluations	2017-2020	Education Inspection	350 schools annually Cost for one local expert per school: 3 WD x 50 EUR/day = 150 EUR		52,500	52,500	52,500	52,500	210,000
1.1.2	Provide support to external schools evaluations	2017-2020	Education Inspection with donor support	International expertise: 100 working days x 800 EUR (inclusive of all expenses) Local expertise: 100 working days x 200 EUR		25,000	25,000	25,000		75,000
Subtotal 1.1					-	77,500	77,500	77,500	52,500	285,000
Measure 1.2	Apply Quality Cycle Management in Education									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
1.2.1	Develop manual on Quality Cycle Management in Education	2016	MEST	International expertise: 50 working days x 800 EUR (inclusive of all expenses) Local expertise: 50 working days x 200 EUR	50,000					50,000
Subtotal 1.2					50,000	-	-	-	-	50,000
Measure 1.3	Empower school bodies (departments and councils) to perform their QA function and nominate a quality coordinator									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total

1.3.1	Appoint QA coordinators in schools	2016-2020	Municipalities	1,100 schools x 1 Quality Coordinator x 10% (on average) of the workload x 450 EUR monthly salary 2016: 100 QA coordinators 2017-2020: 250 QA coordinators/year	54,000	189,000	324,000	459,000	594,000	1,620,000
1.3.2	Appoint heads of departments in schools	2016-2020	Municipalities	1,100 schools x 5 heads of departments (on average) x 5% of the workload x 450 EUR monthly salary 2016: 100 schools x 5 heads of departments 2016-2020: 250 schools x 5 heads of departments/year	135,000	472,500	810,000	1,147,500	1,485,000	4,050,000
Subtotal 1.3					189,000	661,500	1,134,000	1,606,500	2,079,000	5,670,000
Measure 1.4	Define the role of MEDs in QA and set up respective QA structures									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
1.4.1	Establish professional groups at municipal level	2016-2018	Municipalities	On average - 7 people per municipality 36 municipalities x 7 people x 600 EUR (annual remuneration) 2016: 6 municipalities 2017-2018: 15 municipalities each year	25,200	88,200	151,200	151,200	151,200	567,000
1.4.2	Appoint MED staff members responsible for QA	2016	Municipalities	10 MEDs may need to hire new staff Annual salary: 4,800 EUR	48,000	48,000	48,000	48,000	48,000	240,000
Subtotal 1.4					73,200	136,200	199,200	199,200	199,200	807,000
Measure 1.5	Ensure operation of Education Inspectorate in legal-administrative and pedagogical-professional aspect									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total

1.5.1	Develop guidelines and procedures for external evaluation	2016	MEST	International expertise: 30 working days x 800 EUR (inclusive of all expenses) Local expertise: 30 working days x 200 EUR	30,000					30,000
1.5.2	Assign education inspectors for external school evaluation	2016	MEST	Annual workload (schools evaluated every 3 years): 350 schools x 2 inspectors x 5 WD = 3,500 WD :230 = 15 FTE (Full-Time Equivalent) Annual salaries: 15 FTE x 4,800 EUR/year = 72,000 EUR	72,000	72,000	72,000	72,000	72,000	360,000
1.5.3	Assign/employ inspectors for administrative inspection	2016-2017	MEST	2016: 8 staff members x 4,800 EUR annual salary 2017-2020: 15 staff members x 4,800 EUR annual salary	38,400	72,000	72,000	72,000	72,000	326,400
Subtotal 1.5					140,400	144,000	144,000	144,000	144,000	716,400
Measure 1.6	Make teacher licensing system operational									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
Subtotal 1.6					-	-	-	-	-	-
Measure 1.7	Effective use of education monitoring data for QA at all levels									
Subtotal 1.7					-	-	-	-	-	-

Total Objective 1:

452,600 1,019,200 1,554,700 2,027,200 2,474,700 7,528,400

Objective 2: Advancing development planning at school and municipal level

[illegible]

Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
2.3.1	Develop a manual on municipal education planning	2016	MEST	International expertise: 20 working days x 800 EUR (inclusive of all expenses) Local expertise:20 working days x 200 EUR Other costs: 1000 EUR	21,000					21,000
Subtotal 2.3					21,000	-	-	-	-	21,000
Measure 2.4	Promote sharing of best practices									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
Subtotal 2.4					-	-	-	-	-	-

Total Objective 2:

63,000

1

63,000

Measure 3.1	Build capacity of Inspection for new responsibilities									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
3.1.1	Capacity building for Education Inspection	2016-2017	MEST with support from donors	Training seminars for inspectors (4 seminars, 25 participants, 3 days eac Estimated cost per seminar - 11,500 EUR: 1 international trainer x 5 WD x 800 EUR/day -= 4000 EUR 2 local trainer x 5 WD x 250 EUR/day = 2,500 EUR Accommodation (f/b): 30 people x 3 days = 90 per diems x 50 EUR = 4,500 EUR Other costs: 500 EUR	23,000	23,000				46,000

3.1.2	Study visits for Education Inspectors	2016-2017	MEST with support from donors	40 flows to other countries , 5 days each - 1,500 EUR/flow	30,000	30,000				60,000
Subtotal 3.1					53,000	53,000	-	-	-	106,000
Measure 3.2	Develop a manual for school departments with a clear focus on quality development									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
3.2.1	Set-up a working group to develop the manual	2016	MEST							-
3.2.2	Develop the manual for school departments	2016	MEST	International expertise: 30 working days x 800 EUR (inclusive of all expenses) Local expertise: 30 working days x 200 EUR Other costs: 2000 EUR	32,000					32,000
3.2.3	Organize information sessions in schools/municipalities	2017-2018	MEST	On average 3 information sessions per municipality Cost of one session: 300 EUR 2 facilitators x 100 EUR/day Refreshment: 100 EUR 2017: 54 sessions 2018: 54 sessions		16,200	16,200			32,400
Subtotal 3.2					32,000	16,200	16,200	-	-	64,400
Measure 3.3	Train MED staff, principals and responsible school staff for quality management									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
3.3.1	Develop a manual on school based quality assurance as well as respective instruments	2016	MEST	International expertise: 30 working days x 800 EUR (inclusive of all expenses) Local expertise: 30 working days x 200 EUR Other costs: 2000 EUR	32,000					32,000

3.3.2	Build capacity of schools for quality management	2017-2020	Municipalities	<p>1100 school QA coordinators + 2 representative from each school = 3,300 trainees +100 form MEDs = 3,400 trainees (110 seminars, 2 days each, 30 participants)</p> <p>Estimated cost per one seminar - 1,050 EUR: 2 trainers x 2 days x 150 EUR/day = 600 EUR Lunch and refreshment: 30 people x 2 days x 5 EUR = 300 EUR Training materials: 30 participants x 5 EUR = 150 EUR 2017: 20 seminars 2018-2020: 30 seminars/year</p>		21,000	31,500	31,500	31,500	115,500
Subtotal 3.3					32,000	21,000	31,500	31,500	31,500	147,500
Measure 3.4	Provide assistance by professional groups at municipal level									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
3.4.1	Develop a manual for municipal professional groups	2016	MEST	<p>International expertise: 20 working days x 800 EUR (inclusive of all expenses) Local expertise: 20 working days x 200 EUR</p> <p>Other costs: 1000 EUR</p>	21,000					21,000

3.4.2	Build capacity of municipal professional groups	2016-2018	MEST with support from municipalities	<p>36 municipalities x 10 team members incl. MED officials (on average) = 360 trainees (30 seminars, 3 days each, 25 participants)</p> <p>Estimated cost per one seminar - 3,100 EUR: 2 trainers x 3 days x 250 EUR/day = 1,500 EUR Lunch and refreshment: 30 people x 3 days x 15 EUR = 1,350 EUR Training materials: 25 participants x 10 EUR = 250 EUR 2016: 5 seminars 2017: 15 seminars 2018: 10 seminars</p>	15,500	46,500	31,000			93,000
Subtotal 3.4					36,500	46,500	31,000	-	-	114,000
Measure 3.5	Train representatives of schools and municipalities for development planning									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total

3.5.1	Build capacity of schools and municipalities for development planning	2016-2019	Municipalities	1100 school x 2 representative from each school = 2,200 trainees +100 form MEDs = 2,300 trainees (75 seminars, 3 days each, 30 participants) Estimated cost per one seminar - 1,500 EUR: 2 trainers x 3 days x 150 EUR/day = 900 EUR Lunch and refreshment: 30 people x 3 days x 5 EUR = 450 EUR Training materials: 30 participants x 5 EUR = 150 EUR 2016: 15 seminars 2017-2019: 20 seminars/year	22,500	30,000	30,000	30,000		112,500
Subtotal 3.5					22,500	30,000	30,000	30,000	-	112,500
Measure 3.6	Introduce a mentoring system for new teachers in schools									
Measure 4.1	Publish results of national and international tests									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
4.1.1	Develop software for processing and reporting results of national tests	2016	MEST	Software cost	30,000					30,000
Subtotal 4.1					30,000	-	-	-	-	30,000
Measure 4.2	Promote success stories and award achievements									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
Subtotal 4.2					-	-	-	-	-	-
Measure	Inform parents on various aspects of curriculum and quality assurance									

4.3										
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
4.3.1	Develop promotional materials to inform parents with QA arrangemenst	2016-2017	MEST	Develop leaflets: 500 EUR Printing cost: 50,000 copies x 0.20 EUR	5,500	5,000				10,500
4.3.2	Information campaign in electronic media	2017	MEST	Lumpsum		30,000				30,000
Subtotal 4.3					5,500	35,000	-	-	-	40,500
Measure 4.4	Promote public debates on the quality of education									
Subtotal 4.4					-	-	-	-	-	-
Measure 4.5	Create a portal on quality assurance									
Code	Activity	Implementation Period	Responsibility	Description of cost	B U D G E T (EUR)					
					2016	2017	2018	2019	2020	Total
4.5.1	Develop an interactive portal for QA	2016	MEST	Lumpsum	15,000					15,000
4.5.2	Operate the portal	2017-2020	Education Inspection	Salary of the portal administrator (50% of the workload) ~ 3,000 EUR/year		3,000	3,000	3,000	3,000	12,000
Subtotal 4.5					15,000	3,000	3,000	3,000	3,000	27,000

Total Objective 4:

50,500 38,000 3,000 3,000 3,000 97,500

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