

**DEVELOPMENT AND STATE OF THE ADULT LEARNING AND EDUCATION  
(ALE)**

**NATIONAL REPORT**  
of the  
**REPUBLIC OF MACEDONIA**

Government of the Republic of Macedonia  
Ministry of Education and Science

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## **Background**

The Report for the development and the achievements in the adult education and learning in the Republic of Macedonia, for the period of 1997 to 2007, was prepared by the expert Commission of the Government of the Republic of Macedonia which was consisted of representatives from: the Ministry of Education and Science, the Ministry of Culture, Ministry of Labour and Social Politics, Ministry of Interior, Ministry of Finance, Ministry of Economy, Ministry of Agriculture and Forestry, Ministry of Health, as well as representatives from the VET Centre, SEP, the National Employment Agency, the Civil Servants Agency, the Agency for Youth and Sport, Economic Chamber, SONK, MCMS, Crafts Chamber, the Association of the units of the local self-government, the National Office for Statistics, the University of 'St Cyril and Methodius' and DVV International. A number of non-governmental and professional organisations which work in the sphere of adult education gave their contribution as well.

The presented state is a result from the efforts of the various interested partners in the adult education (government institutions, international organisations, NGOs, local self-governments, the Union, the Economic Chamber, the Crafts Association, employment agencies, private adult education providers, experts for adult education etc).

There was a great number of official documents used for the preparation of this Report (law and sub-law acts, concept documents, programme documents, reports, statistics and decisions).

We would like to express our gratitude to every individual and organisation that used their capacities and energy and helped in the preparation of this document.

The Report for the adult education and learning directly links to the documents for education and development of the Republic of Macedonia and Europe as well. Therefore, this Report becomes an integral part of the number of measures that the Government of the Republic of Macedonia has prepared for improving the education.

## **Chapter I : General information**

### **Surroundings**

The Republic of Macedonia is situated in the central part of the Balkan Peninsula and occupies an area of 25.713 km<sup>2</sup>.

In 1991, the Republic of Macedonia, through a referendum, has reached a decision to separate from the Yugoslav federation and to become an independent state. In the same year, on 17<sup>th</sup> of November, the Parliament has adopted the new Constitution, which guarantees a lawful state, democratic political system and protection of the human rights and freedom to all its citizens. According to the Constitution, the Republic of Macedonia is a country with parliamentary democracy, and the Macedonian society is based on pluralism and on the variety of values and cultures.

In 1993, the Republic of Macedonia became a member of the United Nations. In this period, it has become a member of the European Council and the World Trade

Organisation. With regards to its intentional activity, the country has cooperation with OSCE, NATO, the World Bank, the International Monetary Fund, and other international organisations. In April 2001, the Agreement for Association and Stabilisation was signed by the European Union and its member states, and the Republic of Macedonia on 14<sup>th</sup> of December 2005 became a country –applicant for membership in the European Union. Its determination to become a member of the European Union, NATO and other European and other international integrative processes is very clear.

The globalisation processes, on one hand, and the determination of the Republic of Macedonia for integration in the European and the international processes, from another, are challenging the capacities of the country, both human and material, and they are one of the main pre-conditions for the country to accomplish its goals. The development of resources and knowledge, based on the *know-how* skills, are manifested as an integral part of that competitiveness. The national and the international success of the Republic of Macedonia is determined by the existence and the application of high standards, mainly in the area of the education and the economy; as well as by the development and improvement of the innovation, the research and the creativity and the use of the modern information and communication technology.

In the last 17 years, the Republic of Macedonia has faced many changes and challenges. The economic transformation caused intensified privatisation, weakening of the economy, high unemployment rate and increasing the level of poverty among the population. All of this had negative impact on the education, and especially on the participation of the people on the threshold of poverty into the educational processes.

Not only that Macedonia has faced economic and political transformation, but it has also faced the challenge for educational transformation. In the last five years, there is a broad activity for reformation of the education on all levels, including the adult education. For accomplishing this aim, there are number of strategic, legal and operative documents prepared. The most important document is the *National Strategy for Development of the Education 2005-2015* , which gives a framework according to which loads of operative programmes were prepared: pre-school, primary, secondary, post-secondary and higher education programmes, IT in education, professional development of the teaching staff, adult education etc.

The last Census of the population of the Republic of Macedonia in 2002<sup>1</sup>, showed the following results:

- There are 2.022.547 citizens living in the Republic of Macedonia, of which 1.015.377 are male (50,20%) and 1.007.170 are female (49.80% ) ;
- The ethnicity structure in Macedonia is the following: there are 64.17% Macedonians, 25.17% Albanians, 3.5% Turks, 2,66% Roma, 0.48% Vlahs, 1.78% Serbs, 0.84% Boshniaks , 1.04% others ;
- A general characteristics of the movement of the population is the low decrease of the population growth. In 1990, the rate of the population growth was 9.70%, while in 2002 was 4.80%

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<sup>1</sup> State Statistical Office , Annual Report , Skopje 2004

- In the last decade the rate of the newborn children is lower. In 1989 there were 34.608 newborn babies, while in 2002 there were 27.761 newborns.
- The rate of the population at the age of 65 and over in 1991 was 8.15%. In 2002 it was 10.57% and in 2015 it is expected to be higher than 14%.
- The population living in rural areas was 11.70% and 88.30% living in the urban areas;
- Almost half of the population at the age of 15 and over, 49.39% , showed unsatisfactory level of education. Of these, 3.85% have no education, 10.77% have not completed primary education, and 34.77% have completed primary education. 40.09% have completed secondary education, higher and high education have 3.24% and 7.28%.
- The total labour force is 54.51% from the working age population, 22.00% of the labour force is involved in agriculture , 34.00% in industry, and 44.00 % in services.

In 2005 the rate of the unemployment reached 8.8% from the active population at the age of 15 to 64 as a result of the increased participation and decreased employment possibilities. Although there is no accurate data there is an opinion that the greater number of the registered unemployed engage in some economic activity on the so-called 'grey market'. A research of the National Employment Agency showed that a great number of the unemployed register with it only to receive social insurance.<sup>2</sup>

- The educational structure of the *employed* shows that with no education or without primary education are 5.4%; 20.9% with completed primary education; three years secondary education have 11.1% ; four-years secondary education have 42.1% , post-secondary 5.6% and 15.0% have University degree.<sup>3</sup> The educational structure of the *unemployed* shows that with no education or without primary education are 6.6%; 31.5% with completed primary education; three years secondary education have 14.4% ; four-years secondary education have 39.8% , post-secondary 2.0% and 5.8% have university degree.<sup>4</sup>
- The highest rate of unemployment is amongst the persons with secondary or lower education (46.1% in 2004). The lowest rate of unemployment is amongst the persons with high education (18.3% in 2004)<sup>5</sup>
- According to the length of the unemployment 44.60% from the unemployed wait for employment for over 4 years. This period increases in the other educational groups and it is highest among the person with no primary education(72.40%), and no education ( 61.16%).
- The long –term unemployment is a serious problem for the Republic of Macedonia. It results with outdated of the competences i.e. lowering the work capacities. The long-term unemployment has huge part in the total unemployment of 80% , which is much higher than the average in the countries of Central and Eastern Europe – 55.3% in 2002 and the EU average - 40.2%.<sup>6</sup>
- The unemployment is most wide spread amongst the Roma population. According to OECD, 90% of the Roma population are unemployed, and according to a research of UNDP in 2001, only 2% of the ones working have higher education than primary, and 75% have incomplete primary education.<sup>7</sup>

<sup>2</sup> Labour Marker Report for the Republic of Macedonia, ETF, Skopje, 2005

<sup>3</sup> State Statistical Office, Survey of the Labour , Skopje 2004

<sup>4</sup> Report for the Labor Market in Macedonia, ETF, 2005

<sup>5</sup> as above

<sup>6</sup> as above

<sup>7</sup> as above

- The unemployment rate among the young population reaches 67.6% from the total unemployment. The unemployment among the primary age group (25-54 years of age) has increased from 28.6% in 1998, to 33.5% in 2004.<sup>8</sup>
- In the group of employed persons, the population of 15-19 years participates with 1.6%, while the same group represents 5.4% from the total number of unemployed. The situation with the persons between 20 and 24 years is very similar. This group is 5.8% from the total employment; and 19.00% from the group of the unemployed.<sup>9</sup>
- In Macedonia there are 148727 subjects that do economic activity, of which 132934 or 89.38% are private, 1911 or 1.28% are with mixed ownership, and 437 or 0.29% are state ownership 11704 or 7.87%
- The development of the medium and small enterprises (companies), as well as enlarging the industrial and the services sector, in order to increase the employment rate, goes slowly because of the slow economic development of the country and low financial capacity of the population.
- In the last period, the private sector has offered low employment possibilities for the population and has been accompanied by the risk of insecurity for the employees. Although the rate of the persons employed in the private sector has increased, from 41.6% in 1999, to 56.7% in 2004, the private sector has not managed to absorb the population who left the public administration as a consequence of the reforms of the MMF and the government for creating an effective public administration. The highest rate of the employment occurred in the private agricultural sector ,86.1% .
- The industrial sector is still the dominant field for employment of the labour force, in comparison with the services sector. The services sector experiences a light increase, but still not very significant, so we can not talk about drastic shift of the labour force from one sector to another.

## • **Review of the key issues and indicators**

As a result of these activities and of the review of documentation and the statistical data, several general characteristics of the adult education in the Republic of Macedonia can be drawn:

- The general characteristics of adult education in the country are: there is no system for adult education; the learning culture of the population has been lost; there is no coordination and collaboration among partners; poor transparency and availability of the education offer; inadequacy of the education offer in relation to the educational needs of the population and society; inconsistent quality of the educational services; etc.
- The provider market is very chaotic and accessible only with difficulties. The state allocates minimal resources for this purpose and the possibilities for individual financing of education by the majority of adults are minimal.
- The motivation of employers for education and training of their employees is very low. In addition to the lack of stimulating measures by the state for education and training of the employees (financial benefits, tax relaxations, etc.), the viewpoint dominates that an investment in education and training of employees is a failed

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<sup>8</sup> as above

<sup>9</sup> as above

investment. One of the reasons for this situation is the fact that although it was expected that the economy would move in the direction of knowledge-based jobs, that did not happen. From all the available jobs, those requiring low qualifications (agriculture, trade, textile industry) dominate. There is no pronounced movement of the workforce from slow-growth sectors towards fast-growth and -productivity sectors. The privatisation process, that coincided with the transition period, was not accompanied by an appropriate dynamics in the creation of new jobs and businesses in need of a labour force with higher work competencies. The labour market still values the old qualifications that can be found easily on the labour force market.

- The state-owned and private companies still have not developed sufficient awareness for the education needs of their employees. The state-owned companies still favour the initial education of their employees, guided by the motto "one education for a lifelong job". In the private sector, there are rare cases when individual companies collaborate with universities and/or other adult education institutions, with the objective of strengthening the competencies of their employees.
- The citizens' organisations, especially the NGOs, are dominantly focused on the non-formal sector, and primarily address general-educational and cultural education of adults. Their cooperation with the government institutions is unsatisfactory.
- The international agencies/organisations/NGOs cover the formal and non-formal sector. In the formal sector they are dominantly focused on in-service training of adults (teachers, school directors, civil servants, etc.), while in the non-formal sector they focus on general-educational and cultural adult education.

## **Chapter II**

### **Theme 1: Politics, legislature and finance**

#### 1.1. Legal and political framework for AEL (adult education and learning)

1.1.1 The practice so far was that the education of adults was an issue related to the acts and regulations of the formal education. In recent times, with the intensive reforms in the education, the need to separate this segment and creating a separate Law on adult education aroused. It is worth mentioning that the national programmes for improving the educational system of the Republic of Macedonia include the adult education.

There was no separate national strategy and separate legal regulative for development, organisation and realisation of adult education in Republic of Macedonia until 2006, when the Programme for adult education in a context of life – long learning was created.

In parallel with the developmental programs for life-long learning the Government has decided to pass a separate Law on Adult Education and establish a system for adult education. This means establishing a system of education providers, defining the role of the adult education providers, establishing a connection between the formal and non-formal education, creating a possibility for the mainstream schools to become centres for adult education, defining the funding for the adult education etc. At the

same time, a stronger connection between the labour market, the companies and the education providers is predicted. The analysis of the educational needs of the adults (on national, regional and local level) is an essential part of this trend.

### **a) Law on Adult Education**

Up to 2008 there was no separate Law for Adult Education, and the adult education was regulated and incorporated within the laws on primary, secondary and higher education. This proved to be ineffective as the fast technological development and the situation on the labour market created a need for mobility of the labour force and this could have not been achieved with the formal primary, secondary and higher education only. The previous existing laws did not offer special programmes for education on adults, except improving the literacy among the adult population through primary education for adults. That was the reason why the Ministry of Education and Science prepared a separate Law on Adult Education and in January 2008 the Parliament of the Republic of Macedonia has adopted the *Law on Adult Education*.

The aim of this Law is to initiate and maintain a positive and active approach for education of people of all ages throughout their whole life. In order to achieve this, through the acts stipulated with this law, the Ministry of Education and Science tries to create a positive atmosphere for continuous study and development. This means increasing the possibilities for educational mobility of the young people and the adults and creating a dynamic cooperation between the educational institutions and the needs on the labour market and the current social situation. The cooperation between the various educational subjects, the public and the private sector, the nongovernmental organisations and the volunteer associations will be extremely important for increasing the educational mobility of the young population and the adults.

We can not expect that the complete responsibility for strengthening the intellectual capacities of the country, training the young and the adults for effective work performance and their social inclusion and participation in the decision making processes and management can depend only on the formal education. Because of this, in the next period we will take measures to increase the cooperation between the formal education institutions and the non formal ones. In this respect, an effective relation with the non-governmental sector should be highlighted and its promotion as *key partner* in improving the education and the country in general. With this aim, it is important to build mechanisms for establishing a dynamic cooperation and shared responsibility between the government and the non –governmental sector, in accordance with the priorities of the country,

It is essential to establish wide network of formal and non-formal education providers. At the same time, this means permanent affirmation and stressing the importance of the education in today's life and work.

With this aim, the Law on Education of Adults was created in order to initiate activities that would:

- Lower the percentage of illiterate population, and lower the difference between the illiterate male and female population;
- Expand the basic education amongst adults;
- Create possibilities for increasing the knowledge, and also learning skills and values for better quality of life;
- Increase the educational possibilities and options;

- Improve the education in order to improve the social cohesion;
- Create possibilities for education and training which are appropriate and are meeting the needs and the aspirations of the existing and the potential labour force;
- Educate and train the adult population according to the dynamic changes of the society.

From aspect of the life –long learning, the partnership relations between all the key factors of the country, will have the following result:

- Developing specialised institutions which will coordinate the activities in the area of the adult education and will regulate the market of educational offer and demand;
- Constant monitoring of risk groups which face the risk of permanent unemployment;
- Mobility of the employment agencies and career services;
- Identifying the skills which the local economy and the companies need;
- Training through employment route and work experience (so called ‘sandwich method’)
- Developing improved IT system for the labour market ;
- Giving priority to the skills learnt than to the certificate obtained;
- Active relationship between the social partners (the government, the Union and the companies)
- Concept of transitional labour market where short-term employment posts help to improve the work capacities

The Law on Adult Education is directly linked with the previous *Programme for Adult Education in the Republic of Macedonia in context of life-long learning*, which is an integral part of the *National Strategy for Development of Education in the Republic of Macedonia 2005-2015* (and the additional documents)

## **b) Normative regulations for primary adult education**

This area, of primary adult education, is covered with the already existing legislative for regular, primary education. The primary adult education in the period from 1990 to July 1996, was regulated with the Law on pre-school and primary education. There were acts within this law that referred directly to primary, adult education. The persons of 15 years and over could receive primary education which would also reflect their life and work experience, and they would gain knowledge that reflects the needs of their personal and social life.

In the Law on Primary Education (Official Gazette of R. Macedonia No 44/95) Article 6 stipulates: ‘The primary education of adults can be organised in a mainstream primary school, in educational providers for adult education and other organisations in accordance with this Law’. In this period, a *Guideline for the criteria and the ways of primary education* was created (Official Gazette No3 /1996). This Guideline contains rules and ways for the adult education and the adult education is perceived as an integral part of the educational system of R. Macedonia.

According to this Guideline, adults who have not completed their primary education can complete primary education and for whom the obligation for compulsory education has ended. A special curriculum and educational programmes are created



for this aim. The education can be regular/standard and preparatory, depending on the age, the psychological and physical abilities of the person and their ability for self-education.

The regular education has the complete number of lessons as the curricula and the syllabus for adult education contain. The preparatory education for adults is organised as consultative and instructive education. The enrolment for this type of education can be done throughout the whole school year.

The primary education for adults lasts four years, i.e. is consisted of eight cycles (terms). The Guideline has improved certain flaws of the previous regulative and with it the primary education became more accessible to adults that want to complete their primary education.

The primary education for adults could be realised in the primary schools and in the specialised schools for adults.

### **c) Legal framework for secondary education for adults**

In the Republic of Macedonia, there is a continuous change of the educational legislative and the regulations. The Law on secondary education from 1985 (Official Gazette of SRM No 16/85) regulates the relations between the institutions where the educational activity is held, the training and the places for practical training i.e. the companies/enterprises.

As a result of the rapid change of the economy and the industry, which has started in the 1990-es, when there was lack of communication between the schools and the companies, there was a shift of the educational policy towards more general education. The Law on Secondary Education, which has been amended few times, regulates the vocational and the general secondary education. The Law defines that the secondary education is realised through the following forms of secondary education: gymnasium (general secondary education), vocational education, secondary art education and secondary education for students with special needs.

After completing the general or vocational secondary education that lasts four years, the student take the state exam 'matura' (the ones who want to continue their education further), school 'matura' (from the general secondary education) and final exam (for the secondary vocational schools).

For each completed school year from the secondary education the student receives a Certificate for the completed year, and with the completion of three years' or four years' secondary schooling the student receives a Diploma for a completed final exam.

In 2007, the Government has reached a decision for introducing a compulsory secondary education and in 2008 prepared a Programme for implementation.

The Programme for implementation for compulsory secondary education is based on: The National Strategy for Development of Education in RM 2005-20015, The Law on Primary Education (The Official Gazette of RM No 44/95, No 63/04), The Law on Changes of the Law on Primary Education (The Official Gazette of RM No 51/07),

Concept/Model for nine-year primary education, MOES/BDE 2007, Concept for compulsory secondary education, The Law on Secondary Education (The Official Gazette of RM No 44/95) Law on Changes of the Law on Secondary Education, Article 1 (The Official Gazette of RM No 71/06), The Guideline for verifying a secondary school, the content, the form and the way of keeping the registries (MOES 2007), National target-oriented strategic documents for: economic development, alleviating the poverty, improving the education among the Roma population etc.

With the introduction of the compulsory vocational education, the country took the responsibility for realisation of the goals, the principles and the recommendations from the international documents for development of education in Europe and the world. The programme *Education for All* of UNESCO, *Millennium Targets* by UN, The *Lisboa Convention* and the documents from the *Bologna Process* are referential frame that contains the majority of the goals which are expected to be achieved by the compulsory secondary education.

In 2006, a Law on Vocational Education and Training was passed, but there are still not condition created for its realisation. Furthermore, there was a VET Centre established that has the following functions:

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- To improve the vocational education and training in order to synchronise it with the needs of the technological and the social development;
- Supports the social partnership on all levels and phases of the process of planning, development and realisation of the vocational education and training;
- Links the education and work in the context of life –long learning;
- Makes a research on the labour market in cooperation with the social partners;
- Participates in the processes of accreditation of the programmes for providing services training the staff connected with the general, vocational subjects and the work experience programmes;
- Prepares concepts for all types of vocational education and training;
- Prepares standards for professions, as a base for preparation of curriculum and syllabus;
- Prepares and develops curriculum and syllabus for all types and levels of vocational education and training etc.

### **1.1.2 Priority targets for Adult Education and Learning in the Republic of Macedonia**

The Republic of Macedonia strives to be an equal and respectable member in the European and the world family and this is its prime orientation. The country has clearly determined to walk the roads for modern organisation of the country, where the education and the training, the culture, the science and the innovations are key factors for wellbeing of its citizens and strengthening of the national economy.

For this aim, in 2005, by a proposal by the Government, the Parliament of the Republic of Macedonia has adopted the *National Strategy for Development of Education in the Republic of Macedonia 2005-2015*. The National Strategy has a mission that the development of the education system will help the country to take part in the international, and most of all, European political and integrative processes and it will create conditions for preventing the consequences, and create conditions

for effective application of the benefits from the educational, political, cultural and economic globalisation.

The National Strategy is achieving this mission with the long-term orientation and effective interventions in the following strategic/ key areas:

- Education for all / Education equality
- Improving the culture of living
- Increasing the social participation
- Increasing the educational, cultural and economic competence of the Macedonian society
- Improving and strengthening the international cooperation
- Managing and leadership of the changes.

**The priorities** of the adult education in the following period are:

- Lowering the rate of illiteracy among the adults, especially the disparity between the male and the female population;
- Expansion of the basic education of adults;
- Create possibilities for increasing the knowledge, and also learning skills and values for better quality of life;
- Increase the educational possibilities and options;
- Improve the education in order to improve the social cohesion;
- Create possibilities for education and training which are appropriate and are meeting the needs and the aspirations of the existing and the potential labour force;
- Educate and train the adult population following the dynamic changes of the society.

The Government of the Republic of Macedonia will focus on carrying out activities for prevention of the exclusion and will give support to all the initiatives that prevent the social exclusion. By promoting the life-long learning and the security at the work place, it promotes the well-being of its citizens.

### **1.1.3 Organisation of Adult Education within the Government frames**

In the Ministry of Education and Science there is a separate Department for adult education and this Department is responsible for the implementation of the Law on Adult Education.

The Government of the Republic of Macedonia has created an independent body that will take over the competences for adult education – *The Centre for Education of Adults*. The Centre for Education of Adults has the following tasks:

- To improve the education of adults in order to synchronise it with the needs of the technological and the social development;
- Supports the social partnership on all levels and phases of the process of planning, development and realisation of the adult education;
- Links the education of adults with the work in context of life-long learning;

- Develops European orientation of the education;
- Prepares a concept for education of adults;
- Prepares standards of vocations/ professions for the educational programmes;
- Prepares a model for public programmes for education of adults;
- Makes verification of the programmes for education of adults;
- Prepares a catalogue for the educational programmes for adults and publishes them on the official web site of the Ministry;
- Supports the education of adults by advising, instructing and mentoring the staff working on the programmes for adult education;
- Checks and verifies the conditions of the educational providers which applied to give education services for adults;
- Prepares standards for special facilities and equipment for the organisations/ institutions of adult education ;
- Prepares an official list/catalogue of verified organisations /institutions for education of adults and publishes this list on the official web site of the Ministry;
- Helps the career development and the professional orientation of the participants in the education of adults ;
- Suggests solutions for improving the links between the formal and the non-formal education;
- Submits an annual Report to the Ministry for public notices for allocating funds for realisation of programmes for education of adults.

The government has also created a *Council for Adult Education* which is an advisory body that proposes the strategic issues for preparation and implementation of the policy for development of adult education. This council deals with the following issues:

- proposes a strategy to the Ministry for development of education in context of life-long learning;
- follows the realisation of the annual action plans for realisation of the strategy for development of the education of adults;
- proposes to the Ministry national qualifications and standards of profession;
- proposes ways of funding the programs for adult education for which there are allocated finances in the budget of the Republic of Macedonia
- in cooperation with the municipalities, it submits proposal for the development of network of the educational institutions.

Except the Ministry of Education and Science, the Centre for Adult Education and the Council for Adult Education, there are other responsible bodies for adult education:

- Agencies from Ministry of Labour and Social Politics
- Departments within the units of the local government (the municipalities and the City of Skopje)
- Chambers of the employers
- Workers' Unions

#### **1.1.4 Synchronisation of the politics and the strategy for Adult Education and Learning**

The strategies for adult education are synchronised with the strategies of the other sectors. In the last period the inter-ministerial cooperation within the government has been intensified for the preparation of the strategies and other program documents.

The programme for the development of adult education is in direct correlation with the national target-orientated strategic documents for: economic development, alleviating the poverty, improving the education among the Roma population etc. For example, it is directly connected with the: Action plan for prevention of drugs, the Strategy for non-violence, Strategy for alleviating the poverty, Strategy for development of the textile industry, the National Employment action plan, National action plan for gender equality, Global HIV/AIDS/TB fund etc.

Through the Council for Adult Education, there is a tendency that the adult education will not only find its position in the Ministry of Education, but also in the other ministries and the non-governmental sector.

#### **1.1.5 Development and social challenges and the goals of Adult Education and Learning**

The Republic of Macedonia is facing great number of challenges, such as: political, transformational and integrative; intellectualisation of the professions and the labour; the high unemployment rate; increasing poverty; human rights issues (children's rights, marginalised, disadvantaged and discriminated groups) multiculturalism, the urban over-population; the problems in the social and health care; bilingualism and multilingualism as a need for mutual understanding and cooperation; environmental problems; affirmation of the economic dimension of the knowledge etc.

The Republic of Macedonia is facing a number of crucial questions, such as: strengthening the economic development; development of the competences and the procedures for reaching decisions; improving the multi-ethnic and multi-cultural cooperation and achieving the goals of the political and economic integration processes. The main goal, in this case, will be *improving the competitiveness of the country as a quality which will provide optimal solutions to these issues and it will offer inclusion of the young and the adults in the educational and research processes of cooperation with the European countries and the rest of the world.*

It is expected that one of the key challenges, in the forthcoming period, will be *to increase the level of education of the young and the adults*, with special accent to raise the quality of their professional/working and social competences. The objectification of the concept for life-long learning and training should help in establishing a dynamic relationship of the education and the labour market and the social changes. Creating better conditions for continuous increase, change and refreshing the competences of the young people and the adults implicates better start positions in the transition from school or study to work, for keeping or changing a job position, and active participation in the democratic processes. Main precondition for achieving this goal is *increasing the quality and the power of the providers of educational, cultural and sports services and building mechanisms for their effective impact* over the strengthening of the capacities and improving the quality of the

individual life, improving the mental and the physical wellbeing, and improving the quality of life for the young and the adults.

The Republic of Macedonia, in its developmental plans, has planned not only introduction of a new IT technology in all the sectors, but also: *increasing the IT human resources of the country; improving the ICT education and training in all sectors; functional trainings for improving computer literacy of young and the adults in the sectors 'with new IT technology; improving the ICT education in the compulsory and the post-compulsory education; and using ICT in order to improve the effectiveness of the education system.*

The social inclusion and the participation of the young and the adults in the decision making processes of the country is a very important issue for the Republic of Macedonia. Because of this, in the next period, it has been planned to intensify the efforts for *promotion of all the forms and activities which have an aim to promote the affirmation the young and the adults in the social sphere.*

To serve the function of the social inclusion and participation there are measures that will increase the *initiatives in the non-governmental sector*, mainly the initiatives that deal with education and training and cultural involvement of young and adults and also, with educationally disadvantaged part of the population. These initiatives are expected to result with creation of possibilities, through non- institutional and non-political canals, to create and improve the competences for increased participation and influence in the decision making processes on local and national level.

#### **1.1.6. Other policies that influence Adult Education and Learning**

The foundation, on which the adult education in the Republic of Macedonia is based, besides the international development documents, declarations, principles and recommendations, is the **life-long learning concept**. The government tries to realize this concept by promoting the education, creating favourable conditions for transfer of knowledge, improving the competences of young and adults and improved social inclusion and participation, support for civil initiatives, establishing a balance between the formal and the non-formal sector and a complete participation in the processes to achieve wellbeing for all.

The social, cultural, physical and intellectual wellbeing of its citizens are the general values of the adult education in the Republic of Macedonia. The wellbeing of its citizens means wellbeing of the county as a whole, and vice versa. In this sense, the development of competitive, creative, ethical and culturally orientated human capital, as a key actor which influences the political and the economic development of the country and its international competence, is a priority for the adult education.

The adult life-long leaning in Macedonia creates its main directions in the spirit of the modern civilisation values, such as: knowledge, democracy, fairness, tolerance and humanity. At the same time, within the framework for achieving its goals, it respects the basic principles on which the development of the education in Macedonia is founded, such as: quality, civil responsibility, connection with the labour market and the economy, fairness, transparency and integrity.

Adult life long learning is directly determined by the other policies of the country as well, such as: the political, the economic and the social.

The economic politics of the country is focused on creating a fundamental stability of the national economy. This means alleviating the poverty, economic development, strengthening the competences of the public and the private sector, creating effective legislative and mechanisms for securing and flow of the economic processes. Achieving these goals is directly dependent on the determination of the government to foster the adult education and training, the implementation of modern technology and its effective use, increasing the efficiency of the public sector and practising high standards and values. Because of this, the government needs to audit the system of financing the development of human resources i.e. to assess the existing and the alternative sources of funding and to build mechanisms for efficient and functional allocation of financial means for education and research, putting an accent on the adult education.

The determination of the Republic of Macedonia to integrate in the European and the international processes of cooperation has challenged the capacities of the country, both human and material, as one of the main pre-conditions for achieving its goal. The educational system, the research, the innovation and the development of goods and knowledge based on the *know-how* system are essential elements of that competitiveness. The national and the international success of the Republic of Macedonia is directly determined by the existence of high standards in the education, in improving the research and the creativity and the innovation, nourishing the cultural diversity and the use of modern ICT technology.

## **1.2 Financing Adult Education**

### **1.2.1 Public investment in Adult Education and Learning**

The share of GDP for education was 3.49% in 2003,; it was quite lower in the period of 1996 to 2003 0.77%. The primary education accounts for 59.15% of the total budget for education, 22.66% for secondary education, 12.46% for higher education, 1.92% for primary and secondary education students' standard and 3.81% for higher education students' standard. A visible raise level of investment following the EU and OECD policies is the increase of budget for education to 5% of GDP by 2010, a policy of the Government in order to place priority on its most important assets.

In the period of 1997 to 2008 there was no separate reference in the Budget for adult education.

With the Budget of the Republic of Macedonia for 2008 there are 10 million denars (160.000 euros) approved for adult education and they have been allocated to the Ministry of Education and Science. These financial means serve mainly to educate the illiterate population, i.e. the ones who have not completed primary education; ICT education; learning certain skills for the adults in prisons; and learning foreign languages.

Other ministries (of labour and social politics, health, internal , external affairs, agriculture, law etc) have certain allocation of finances from their Budgets for adult education though this does not appear as a separate point/ reference as allocation of means for adult education. It is usually finances used in various development

programmes that have direct or indirect link with the adult education, such as: trainings of the employees in certain departments; trainings for prevention and protection; trainings to improve the competences (gaining new qualifications or re-qualification); professional development; various forms of educational and informative campaigns etc.

In the forthcoming period we can expect greater financing from the Budget in the adult education and to the Ministries, because of the following measures taken:

- increase of investments in R&D – different ministries will be encouraged to adopt the goal of investing 1% of the GDP to be invested in R&D till 2010 (Government Republic of Macedonia , 2007),
- budgetary funds for science, R&D of benefit for the private sector ,
- encourage and support science through fiscal policy – the Ministry of Finance has to facilitate the process of implementation of new taxation regime for SME that will foster the R&D investments (Government of the Republic of Macedonia, 2007).

ALL still has not found its place in the decentralised/local budgets (of the local self-government). In this case, usually, the adult education happens occasionally, with additional help from the government or international institutions. The participation of the non-governmental sector in this kind of activities is high. Although there is great number of non-governmental organisations and various programmes, this still is not an integral part of the development programmes of the local self-government

### **1.2.2 Foreign bilateral/multilateral donations in the adult education and Learning**

In the Republic of Macedonia there is no unified, national system for collecting data for adult education. Because of this, it is impossible to determine the accurate number of the adults involved in some kind of education activity, the type of activity, the success and the effectiveness, but also to achieve better transparency of the education providers and the services they offer. Because of this, there is limited information for the available education programmes.

This situation is not better by not having a sustainable system for analysis of the skills trends, the changes on the labour market, and of the needs of the employed people or people working on the 'grey market.

In order to determine the level of the bilateral/multilateral donations in the adult education and learning there was a need to contact all the donators and the users of these donations. For the needs of his Report, we have made an effort to obtain information for the total findings and investments in AEL through direct contact. Unfortunately, the greatest number of the participants did not have accurate data or were not willing to participate.

### **1.2.3 Support for Adult Education by the private sector/ the companies**

The same which was described earlier refers to this point as well.



### **1.2.4 Support for Adult Education by the civil sector**

In the Republic of Macedonia there is a great number of non-governmental organisations (there are 850 in the Register of non-governmental organisations) which are active in various fields: human rights protection, ethnicity rights, multicultural dialogue and cooperation, women rights, special needs persons' rights, children's rights, protection of the environment, health education, support of the decentralisation process, support of the integration process in the EU, human traffic prevention, culture and art, rural development and agriculture, sport, hobbies, recreation, old people's care, humanitarian activities, development of the tourism, education and science support, international cooperation etc.

The non-governmental organisations contribute to the adult education in the Republic of Macedonia through various forms of activities, research programmes, publications etc.

There is a great potential in their work, but there is a lack of organisation and coordination between them, there is no systematic approach and sometimes the activities duplicate. The greatest number of their activities is financed by foreign donors.

### **1.2.5 Direct and indirect financial stimulations for support of AEL**

Expenditures for the education sector are allocated from the state budget to MoES (MoES, 2007) Only 3.6% of GDP goes to education: 57% is for the primary education, 24% for secondary education, incl. VET, and 19% is allocated to higher education. About 80% of these resources go to teacher salaries. Secondary education absorbs about one quarter of the total state budget for education, 82% out of which is spent on staff costs, 6% on running costs, 6% on subsidies, and 6% on capital expenditure. Due to low allocation to capital expenditure, schools (and in particular TVET schools) often suffer from lack of adequate equipment. The OECD in its education policy review from 2001 concluded that the chronic under-investment creates long-term impoverishment of the system's infrastructure. The stimulation of private investments can be seen through the increasing number of private schools, currently 9 accredited private schools.

Macedonian Higher/high Education has traditionally relied on Government funding, and as such, has been progressively under funded. HE budget accounts 15.68 % of the education budget in 1998 and 12.03 % in 2003. The share of GDP for HE<sup>10</sup> is 0.47%, which is 2.5% lower than in 2002, whereas the state budget for R&D is 0.2 %. This is much below EU average of 1.1% on HE and EU average of 1.9% on R& D and the EU targets on 2 % on HE and 3% on R& D. The re-launched Lisbon agenda has highlighted the national priorities for co-operation in the science and research arena thus underwriting the introduction of refined government instruments to motivate investments from the private sector. Tax reforms that further stimulate private investments from the private sector have been investigated and prepared (Government of the Republic of Macedonia, 2007).

NPDE (2006) has set up a target for increase of the HE budget to 1 % of GDP by 2010. Macedonian HE has been subject to cuts in public funding, accompanied by

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<sup>10</sup> State Statistical Office, Survey of Labour Force, Skopje 2004

changing in funding formulae and pressures to seek alternative sources of funding. The HE Law (2000) entitles the universities to collect and manage additional funding that can be retained by each institution in a separate account, such as: revenues from sponsoring activities, donations and grants, funds collected from educational services to foreign and domestic individuals and /or legal entities. Although the Republic of Macedonia had no tradition of private<sup>11</sup> sponsorship of HEIs, Macedonian HE has a greater dependence from the private sector as seen from 2003 onwards. In 1999, 56.28% of the budget of HEIs was state money and 43.72 % came from their own sources. In 2005, the proportion changed and the state contributed with 42.97 % of the HEIs budget, whereas the other 57.03 % were secured from their own revenues. The HEIs' revenue from charities, private enterprises, business and organizations is much lower and insignificant.

Students' tuition fees<sup>12</sup> account for a significant proportion of income of HEIs. MOES provides public support to undergraduate students in the form of merit based scholarships for students with GPA of 8.5 and above and of loans<sup>13</sup> for students with GPA of 7.5 and above, studying at both, the state (allocating 85% of the students' support budget) and private universities (15 %). The social aspect of the state assistance in education includes the possibilities of using dormitories/restaurants; transportation under reduced prices, then libraries, labs and computers in the faculties. The Government has no efficient repaying system of the students' loans in place. There are also scholarships for studies abroad in non –exiting areas in the country, and for outstanding students enrolled at MA studies. Yet, the postgraduate studies are primarily supported by the students themselves. Budget cuts and scarce funding entails increase of the tuition fees and/or the number of students enrolled above the approved.<sup>14</sup>

As direct financial support the following activities exist:

- scholarships for students (graduate and postgraduate) ;
- student loans;
- financing ICT literacy;
- employee which receives certain training (the employer has a right to give 4 days paid/ unpaid annual leave to the employee)

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<sup>11</sup> The private sources includes the students (and the households) and non-governmental bodies such as foundations and charities, private enterprises, organizations etc.

<sup>12</sup> The tuition fee for the students studying at public universities under the state quota is 150 EUR (per academic year) at UKLO and the University in Stip and 200 EUR at the University in Skopje and Tetovo. The tuition fees for the students who are studying on a co-financing basis vary, depending on the faculty / the university. The students at UKIM pay from 200 up to 1,200 EUR<sup>12</sup> while the students at UKLO pay from 400-600 EUR. The students at SUT pay from 400 to 1,200 EUR and the students at the University "Goce Dlecev" in Stip pays 300 EUR. The tuition fee at the SEEU at Tetovo gets from 1300 to 1900 EUR per semester. Students studying at other private universities pay from 1000 EUR to 4.000 EUR, annually, depending on the faculty / university & the study program.

<sup>13</sup> The loans by MoES are provided to low family income students with GPA of 7.5 and above

<sup>14</sup> ETF, Report on Macedonian Education Policy & Priorities in the Light of the Eu's Policy Directions, Ipa Com Wp07 11 08, December 2007

## **Theme 2: Quality of adult learning and education: provision, participation and achievement**

### **2.1. Provision of adult learning and education and institutional framework**

The period of social transition, particularly the activities related to the programs for accession of the country to NATO and the EU, revived the interest in adult education. Following almost 17 years of weakening of adult education, in the recent years it has been revived and included as an integral part in the country's development strategies with increasingly emphasized institutional arrangements.

#### **2.1.1. Institutions for management and coordination of ALE on national level**

In the Republic of Macedonia, in accordance with the Law on Adult Education, the following institutions are responsible for management and coordination of adult education and training on national level:

- Ministry of Education and Science
- Adult Education Centre
- Adult Education Council
- Ministry of Labour and Social Policy

In the following period, in accordance with the Law on Adult Education, the establishment of an Adult Education Centre is envisaged, which will:

- harmonize and integrate public interests and the interests of social partners in the field of adult education;
- coordinate the cooperation with international institutions and organizations in the field of adult education;
- undertake a major part of the responsibilities of the institutions responsible for adult education until now.

In accordance with the Law on Adult Education the Adult Education Centre will perform the following activities, that is, it is planned the Centre to:

- develop adult education for harmonization of the needs with the latest technological and social developments;
- provide support to social partnership on all levels and phases in planning, development, and implementation of adult education;
- relate adult education and work in the context of lifelong learning;
- develop European orientation of adult education;
- develop concept of adult education;
- prepare standards for vocations for adult education programs;
- prepare model of publicly approved adult education programs;
- perform verification of adult education programs;
- publish catalogue of approved adult education programs and post it on the official web site of the Ministry;
- provide support to adult education through advising, instruction and mentoring of staff that will implement adult education programs;
- provides opinion on the fulfilment of the conditions by the institutions that request verification for implementation of the approved adult education programs;
- publish catalogue of verified and licensed institutions for adult education and post it on the official web site of the Ministry;

- mediate in career development and professional orientation of participants in adult education;
- propose solutions for improvement of relations between formal and non-formal education;
- submit annual report to the Ministry of Education and Science and the Council on the realization of annual action plans based on the strategy for development of adult education;
- submit annual report to the Ministry about the published public competitions for awarding funds for implementation of adult education programs.

In September 2007, the Law on establishing the National agency for European education programs and mobility was adopted, which regulates the establishment, operation, management, governance, financing and other activities related to the operation of this institution.

The National agency for European education programs and mobility in the Republic of Macedonia is agency responsible for management of the Program for lifelong learning (Decision No. 1720/2006/European Council) and the Program youth in action (Decision No. 1719/2006/European Council) as a specific structure for coordinated managing of the implementation of the Program for lifelong learning and the Program youth in action on national level (National agency). The establishment of this institution is an administrative precondition for full opening of these two programs for the Republic of Macedonia.

On January 1, 2008, the National agency for European education programs and mobility was officially launched; the working activities are derived from the annual work program and are directed above all towards the process of institutional strengthening and promotion of this institution.

The Statute of the National agency for European education programs and mobility through the implementation of the Grundvig program will regulate the activities of the Agency in relation to education and training of adults.

The current programs for education and training of adults that are in process of implementation include the following:

- Grundvig program, planned to be implemented in a period of four years, from 2009 (2007) to 2013. The objective of this program is to provide support to formal education.
- Leonardo Da Vinci program, planned to be implemented in a period of four years, from 2009 to 2013. This program is aimed to support non formal education.

Following the completion of current programs, the general direction for cooperation of the Agency is to continue its operation in accordance with the regulation of the European Union that treats the community program – Lifelong learning.

The main partner for adult education and training in the field of planning, agreement and supervision of programs and projects is the General Directorate for Education and Culture of the European Commission. In the field of implementation of the activities the partners will include all qualified users of Grundvig and Leonardo Da Vinci programs.

### 2.1.2. Providers, areas, target groups, financing

a) the categories of providers of adult education and training include the following: government institutions, non-government institutions, private institutions and institutions for primary, secondary and higher education.

**The Civil Servants Agency (CSA)**, as government institution performs its activities based on the following legal acts and guidelines:

- Law on Civil Servants;
- National system for coordination of training and professional development of civil servants in the Republic of Macedonia (Official Gazette of the Republic of Macedonia No. 91/2005);
- Annual program for training of civil servants for 2008;
- Memorandum of understanding;
- Agreements for cooperation;

The fields in which the CSA intervened in the period from 2002 (when it was established) until today include the following: development of information society, strengthening of regional and European cooperation, capacity strengthening and change management.

The main partners of the CSA in the implementation of the activities are the non-governmental organizations in the country, and foreign organizations and donors. This means that the CSA for certain projects, coordinates its activities with other international organizations that implement the same or similar projects; implements joint projects with other international organizations that operate in the Republic of Macedonia; implements joint projects with local non-governmental organizations; in its activities uses services from local and foreign experts.

The target groups for which the CSA implements its projects are the civil servants of the Republic of Macedonia.

Although it is a government agency, for implementation of certain activities the CSA uses grants and donations as foreign assistance. In a number of projects the Agency appears as a coordinator and co-financier.

The projects of the CSA are presented in more detail in Table 1.

In the permanent training of civil servants a major role play the training programs that are implemented in the organs of state administration in cooperation with international agencies and governments of other countries. The cooperation is based on memoranda of understanding signed between the Government of the Republic of Macedonia and the governments of the respective countries. The activities are operationalized by the Ministry of Education and Science and specialized agencies for technical cooperation in these countries. Since 1997 the following training programs have been implemented:

- JICA (1997-2008) **248 trainings**
- Egypt (1999-2008) **120 trainings**
- Israel (1999-2008) **40 trainings**
- India (1999-2008) **40 trainings**
- TCDC – Chinese training programs starting from 2004, each year about **10 training programs** are implemented;

- SCPTA – Training programs awarded by the Government of Singapore, each year **3 training programs** are implemented.

An example from the Ministry of Education and Science and the Ministry of Finance is included in Table 2.

The Ministry of Education and Science of the Republic of Macedonia through its organization of primary and secondary schools, primary schools for adult education and higher education institutions, plays a major role in the field of formal education and training of adults.

**The Employment Agency** as a government institution performs its activities based on the Law on employment and insurance in case of unemployment and the Law on employment of disabled persons. The legal acts that regulate the education and training of adults include the following: Rulebook on training, retraining and upgrading of training of unemployed and other persons and Rulebook on training of disabled persons.

The Employment agency has been active in the field of education and training of adults since its establishment. In the period from 1997 – 2008 the Agency has been involved in several areas, including the following: relating of formal, non-formal and informal education, relating of education and research with the labour market, and development of information society.

The programs implemented by the Employment Agency are in accordance with the objective of its existence – employment of unemployed persons, and improvement of knowledge and skills of unemployed persons for improved competitiveness on the labour market, which at the same time is the main direction for its future activities.

One of the bigger programs implemented in the field of non-formal education and training of adults is the program for training of unemployed persons for unknown employer with duration of one year, that is, for 2007 named: Operational plan for active employment politics and measures for 2008 of the Government of the Republic of Macedonia.

The Employment Agency is focused on the following:

- Trainings for known employer;
- Training programs for workers' clubs for learning of foreign languages and IT and training of disabled persons;
- Pilot project for trainings in accordance with the needs of the labour market for unknown employer.

The current program implemented in the non-formal education sector is the program with duration of one year - Operational plan for active employment politics and measures for 2008 of the Government of the Republic of Macedonia.

Future priorities of the Employment Agency include activities in the non-formal education sector with training programs for unknown employer for unemployed persons in accordance with the labour market requirements.

All past, present and future training programs of the Employment Agency are intended for one target group – the unemployed persons in the country that are entered in its register.

The main partner in the implementation of the activities for education and training of adults is the Vocational Education and Training Centre within the Ministry of Education and Science.

Positive experiences from the activities of the Agency so far include the following:

- Employment on indefinite time of over 70% of unemployed persons with trainings for unknown employer;
- Improvement of competitiveness of unemployed persons – knowledge and skills, with the training programs in workers' clubs;
- Training of disabled persons for particular work for the needs of the employer.

### **Schools for Adult Basic Education**

In accordance with the Law on Primary Education (Article 6), basic education for adults can be organized in a primary school, adult education institution and in other institutions in accordance with this law. The instruction in the schools for adult education is performed in Macedonian and Albanian language.

In adult basic education can enrol persons who have not completed primary education, are over 15 years old, and for whom the obligation for compulsory primary education had ceased. It is organized and implemented in accordance with special plans and programs. Instruction is performed as regular and preparatory, in accordance with the age, psychological and physical abilities and the ability for self-education.

In the Republic of Macedonia there is a specialized school for adult education only in the city of Skopje – “A.S. Makarenko“. It is a central school with several satellite units, which cover 369 participants in the current school year.

Adult basic education is also organized and implemented in the penal complex “Idrizovo”, in Skopje, and in the young offenders' institution in Tetovo.

Continuous implementation of adult basic education in the last ten years is provided by workers' and peoples' universities in: Bitola, Kumanovo, Tetovo, Shtip, Kavadarci, Veles, Ohrid, Prilep, Kochani and Probishtip. Despite the fact that basic education for adults is compulsory, in 2001, by decision of the Ministry of Education and Science, the financing of this activity in workers' universities was stopped, and some of them implement this activity as a project activity financed by non-governmental organizations.

Negative influences in adult basic education keep appearing today and are visible in several forms:

- Continuous increase in the number of illiterate population and population without completed education (the percentage of illiterate population in Macedonia is about 3-4%);
- Decrease of activities in the adult education institutions;

- Closing of a great number of education centres that existed in the organizations (for vocational education and development of staff);
- Decline of activities in the houses of culture; and
- Decline of night schools.

**School network:** Educational work for adults is carried out in classes within regular primary schools (11) and workers' universities (13). The most important activity in the field of adult basic education is carried out in Skopje only, where the only specialized school for adult basic education operates "A. S. Makarenko". This school is central, with several satellite schools. In the smaller towns in the country the interest for literacy and completion of adult basic education is minimal, and especially in the rural regions, where there may be a certain interest on the part of the local population, but, because of the lack of adult education institutions, these interests can not be met.

**Study plans and programs:** the study plan is the basic official, pedagogical, and normative document based on which study plans, textbooks, teaching aids, manuals, didactical-methodological guidelines required for successful realization of educational activities with adults are developed. In the study plan and programs the education contents are divided into eight education cycles with 4-year duration. The contents and requirements are adapted to the needs of adults and correspond to the duration of adult basic education of four years<sup>15</sup>. With such organization of the contents the time for adult basic education is reduced, yet it is recognized to the adult participants as regularly completed grade in a primary school. This solution offers a favourable opportunity every participant to be included in the education process whenever he/she wishes and to continue from where he/she had previously stopped, without losing time with repeated attendance, that is, learning the contents for the grade which he/she had already completed. Such organizational set up and structure of adult basic education fits better to the needs of the employed and the women, who for family and working obligations, would like in parallel to complete primary education and vocational training for degree I and II of vocational training.

Study plans and programs for adult basic education are composed of three parts: shared, elective and optional part.

The compulsory part of the plan includes those subjects and areas that are important for overall socialization, interaction, general culture and individual development of adults who offer basis for further continuation of education, self-education, and meeting of individual and social needs.

This part includes 12 subjects represented in various numbers of lessons, ordered in eight educational cycles or four educational years.

Mother tongues are learned in eight educational cycles or four educational years and are represented in six, that is, five lessons a week, and Macedonian language in the instruction in Albanian and Turkish language in two lessons weekly and is learnt in three educational cycles (year II, III and IV); science and nature are taught in two lessons weekly in one educational cycle (year II); mathematics is taught in eight educational cycles in five lessons a week in the first, second, third, and fourth educational cycle (year I and II); and in four lessons a week in the fifth, sixth, seventh and eighth educational cycle (year III and IV); history is taught two lessons per week

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<sup>15</sup> Concept of adult basic education, Bureau for Development of Education, 2003, Skopje



in the fifth, sixth, seventh and eighth educational cycle (year III and IV); geography is taught one lesson per week in the fifth and sixth, and two lessons per week in the seventh and eighth educational cycle (III and IV); physics and chemistry are taught three lessons per week in the seventh and eighth education cycle (year IV); and biology one lesson per week in the fifth and sixth, and two lessons per week in the seventh and eighth education cycle (year III and IV) or all compulsory subjects during the eighth education cycles or four education years are implemented in a total of 2844 lessons.

The fund of lessons and the contents in all teaching subjects and areas in the compulsory part of the plan and program for VII and VIII education cycle are differentiated in the following way:

- a. A part (60%) which is compulsory for all persons that are gaining primary education; and
- b. A part (40%) which for functionalization can be replaced with elective programs and this for all students who in parallel are completing their primary education and are vocationally trained participating in programs with duration of six to two years in the secondary vocational schools.

In function of their vocational training a special area was introduced, courses for practical needs, where the participants are offered various courses depending on their interest and their needs for continuation of education.

The elective part is functionalized in two directions:

1. the models of elective programs may be in function of education for a vocation (vocational training);
2. the models of elective subjects may cover the content of the program in accordance with which an exam for vocational training can be taken.

The optional part of the program covers models of programs which are compulsory for the school, and the adults participate in them voluntarily.

Thus, apart from the programs that are implemented in schools, other programs are included in this activity, as the following:

- programs for completion of primary education for the persons who had not fully completed their primary education; and
- programs for parallel completion of primary education of adults and vocational education for first and second degree.

The study programs that are in function were prepared in 2003.

In the defining of the general objective of adult basic education into consideration were taken the needs for: literacy, approaching of general education to educational preferences, interests and needs of adults, increase of students' motivation, the community needs of educated and trained workforce, decrease of illiteracy, continuation of education and self-education, gaining of practical knowledge etc.

## **Secondary schools for adults**

Secondary education of adults is an integral part of the regular educational-teaching activity in the secondary education schools.

Education of adults as a structural part of the secondary education school system is not fully elaborated in the system laws and other bylaws and regulations.

In accordance with the Law on secondary education from 1995, in the secondary schools in the Republic of Macedonia youths from 15-18, that is 19, years of age are educated.

In accordance with the Law on secondary education from 2002, in the Republic of Macedonia in secondary vocational education are enrolled regular and part-time students (those who have passed the age approved for regular classes) who have completed primary education. Public vocational education may be with duration of two, three and four years and specialist education. Specialist education is implemented in accordance with special programmes. To participate in these programmes the candidates must have completed programmes with four years of duration, have working experience from 2 to 5 years depending on the course, that is, the type of specialist education.

In the vocational training with up to two years of duration are also enrolled persons who have not completed primary education, but, together with the vocational training the prescribed programme for primary education is completed.

The programs for vocational training and vocational education with duration of three and four years for part-time students can be implemented in institutions for adult education, as well as in other institutions under the conditions and in the manner specified by the Law from 2002.

Nevertheless, education and training of adults are predominantly covered in several types of programs:

- gaining of vocational education in schools in accordance with verified programs of state institutions;
- in programs and courses in workers' universities that are elaborated based on the findings from the monitoring of the labour market and the personal needs of candidates;
- for vocational training, qualification and specialization after secondary vocational education.

The expenses for completion of primary education are covered by the state, while for secondary education, the companies, or most often the candidates themselves provide the required funds.

In adult secondary education most often participate candidates who in the processes of retraining and upgrading of training provide new employment, career development or retention in the company they work.

Current education programs have three objectives: preparation for higher education, employment and career development.

**Objective:** The basic objective of adult secondary education is the following: acquiring for the first time of a certain type of vocational education (first vocation) with the completion of the corresponding educational programme, with regular inclusion in the educational-teaching activity by regular employment or by part-time education by taking exams;

- upgrading of training of adult participants (with work and from work), for gaining of higher level of vocational education in the same vocation for successful performance of new more complex jobs and tasks;
- retraining of adult participants (with work and from work), for acquiring of another qualification in the same or another vocation. Retraining is conditioned by introduction of new technology, new organization of production, restructuring of economy etc.
- specialist education, for gaining of degree V of vocational training (with work and from work) for performance of jobs and tasks for assuring better quality of work, use of contemporary technology etc.

Enrolment of part-time students (participants) is carried out in several ways: by regular competition at the beginning of the school year, in some schools by occasional competition, by advertisement in agreement with the companies (trade associations), and in some schools enrolment is performed in the course of the whole school year.

The diplomas acquired following the completion of this type of education have the same value as the diplomas gained in regular secondary education. Formal education includes vocations and profiles that are taught in secondary vocational schools in regular education: gymnasium education, forestry, wood processing, economic legal-trading vocation, electrical – technical engineering, geology-mining and metallurgy, construction-geodesy, graphics, chemistry-technological, leather processing, personal services, mechanical engineering, food processing, traffic, textile, textile-leather processing, catering and tourism, art education – ballet, art education – music, art education- applied fine arts, health and agricultural-veterinary vocation.

Some secondary vocational schools are also involved in the area of non-formal education, organizing and delivering training programs out of the formal education programs. For implementation of these special projects/ programs they have financial support in the form of grants, full financing, co-financing, and self-financing on the part of the training participants.

The duration of implemented and ongoing programs for adult education and training in the secondary vocational schools is presented in Table 13.

Among the general directions for adult education and training are the following: continuation of the process of completing one's education, cooperation with the labour market on regional level, cooperation with the local community, cooperation with the Chamber of commerce of the Republic of Macedonia, and development of policy for study programs in cooperation with the responsible Ministry of Education and Science; continuation of the cooperation with companies; development of modules depending on the novelties in the vocation, the needs and public calls for training.

Education and training of adults in secondary schools for implemented and ongoing programs is performed in accordance with certain guiding documents as: registration in the court register for performing the activity, verification of the educational profile, agreements for cooperation, orders for authorization and for performing the activity.

In the field of planning, agreement and supervision of programs and projects, the main partners of the secondary schools are the following: Vocational Education Centre, the Ministry of Education and Science, partners, assessment and training centres, while the activities are implemented in cooperation with the MOES and the VET Centre.

Among the positive experiences from the activities of the secondary schools are the following: achievements in the part of training of employed persons in fields related to their jobs, implemented by specialist programs for education and training in the field of mechanical engineering and electricity, a large number of trained staff that are adequately employed, improvement of the work and the professional and general competences of the staff at the centres that offer services for adult education.

Overview of the projects in secondary education in the field of non-formal education is given in Table 14. The traffic vocational school “Boro Petrushevski” in Skopje is taken as an example.

### Higher vocational and higher education institutions for adults

The system of higher vocational and higher education is discriminatory with regard to the employed persons. Because of the enrolment policy, organization, programme rigidity, the employed do not have an adequate approach for attending higher vocational and higher education institutions. The higher vocational education and higher education have inflexible program and organizational structure, do not foster forms of development and refreshment of knowledge and do not offer (minimal) forms and programs for continuous professional education.

In higher vocational education and higher education adults most often are included as part-time students. One of the conditions for a student to be enrolled as a part-time student is he/ she to be employed.

**Table no.:** Total number of students, regular and part-time, in higher education

School year	Total number of students	Total number of regular students	Total number of part-time students	Total number of part-time students in %
2000/2001	40246	31978	8368	20,8
2001/2002	44710	36549	8161	18,2
2002/2003	45624	37789	7835	17,2
2003/2004	46637	38790	7847	16,8

Source: Statistical Yearbook of the Republic of Macedonia, State Statistical Office

According to the data presented above, the number of students enrolled only at the universities in Skopje and Bitola in 2004 is 46637, which represents increase in relation to the previous year for 2,2% or 1013 enrolled students more, that is there is a trend of continuous increase of the number of enrolled regular students, while the number of part-time students is decreasing.

To approach higher vocational and higher education to the adults it is required to adapt the organization of the educational activity to the needs and possibilities of the adults; establishing and maintenance of forms of professional continuous (permanent) training and refreshment of knowledge.

**The Chamber of Commerce** of the Republic of Macedonia is a non-governmental organization, but it is not in close cooperation with government institutions as a partner for cooperation. The Law on the Chamber of Commerce of the Republic of Macedonia and a Statute regulate the education and training of adults in the Chamber of Commerce of the Republic of Macedonia.

In the course of its activity in the period from 1997 – 2008, the Chamber delivered training to about 10.000 participants.

The main partners in the planning, agreement, and supervision of the programs and projects of the Chamber of Commerce are the Ministry of Education and Science – the European Training Foundation (ETF) –Torino.

The main partner in the implementation of the activities of the Chamber of Commerce is the Ministry of Education and Science of the Republic of Macedonia.

The positive experience from the activities implemented until now in the field of adult education and training is the creation of a nucleus of experts that are internationally recognized for introducing the international standards ISO 9000.

A detailed presentation of the projects of the Chamber of Commerce is given in Table 6.

**Workers' Universities (WU)** are the oldest and specialized institutions for delivering adult education and training in the Republic of Macedonia. There are 14 workers' universities in existence and operation throughout the country. The first WU were established in the fifties of the last century. The guiding document for their operation is the Dakar Declaration "Education for All" and CONFINTEA V – Hamburg (Adult Education) and legal document is their Statute.

Until 2001 the activity of the workers' universities was co-financed by the Ministry of Education and Science, while today the Ministry funds only incidentally and depending on the programs that it intends to implement. The support that the WU receive today consists of: full financing, co-financing, and grants depending on the programs that they implement, from foundations, international organizations and non-governmental organizations. Thus, for example, the WU implement a number of programs for adult education in cooperation with and with financial support from:

- **The Agency for privatization** of the Republic of Macedonia in 1997 – upgrading of training of 60 workers.
- **The Agency for privatization** of the Republic of Macedonia in 1999 – upgrading of training of 30 workers.
- **PriZMa** (April – July 2003) – retraining of 70 workers.
- **UNDP** (April – July 2004) – training of 40 unemployed persons.
- **FOSIM** (November – February 2005/2006), co-financing of the training program – computer users for NGO "Mesec" from village of Krivolak, municipality Negotino.

- **IIZ DVV** (Institute for international cooperation of the German association of peoples' universities – Project Bureau Skopje) – training of 18 participants (February – May 2006)
- **Foundation E-Macedonia** of the Macedonian Telecommunications for training of 27 participants in the field of computer literacy (February – April 2007)

The duration of the implemented programs for education and training of adults by the WU is presented in Table 7.

The duration of the current programs for education and training of adults by the WU is presented in the following Table 8.

The future priorities of the WU in the field of adult education and training in the Republic of Macedonia in the formal education sector are the following: adult basic education, vocational training on the level of 2/3 degree – secondary education, post-secondary education, verification of training.

The future priorities of the workers' universities in the field of adult education and training in the Republic of Macedonia in the non-formal education sector are the following: cooperation with the local self-government, foreign languages courses, IT training, training of staff in all areas with indefinite duration through the special programs for adult education, introduction of the European reference framework for language competences, ICT courses under the Xpert program, raising of training in vocational education to second and third degree, foreign languages by online learning, raising of awareness for self-education of adults.

The main partners in the field of adult education and training in the Republic of Macedonia in the planning, agreement, and supervision of the programs and projects are: the Government of the Republic of Macedonia, the Ministry of Education and Science, the Ministry of labour and social policy, UNDP, DVV international, NGO, the Chamber of Commerce, the Bureau for Development of Education, the Vocational Education Centre, the Chamber of craftsmen, the local self-government, local institutions, centres and services, experts.

The main partners in adult education and training in the Republic of Macedonia in the implementation of the activities are: the Government of the Republic of Macedonia, the Ministry of Education and Science, UNDP, USAID, Peace Corps, organizations, companies and holding companies in the field of craftsmen activities where training is delivered through practice classes, DVV international, NGO, Chamber of Commerce, the Bureau for Development of Education, the VET centre, the Chamber of craftsmen, local self-government.

Positive experiences from the activities implemented until now in the field of adult education are: the large number of satisfied candidates that annually attend the WU institutions, cooperation with DVV international – Skopje; successful implementation of the programs “Contacts with governmental and non-governmental organizations” and “By trainings employed and self-employed many people”, expansion of non-formal forms of education, modernization of teaching; international cooperation, democratization of society and individual emancipation; affirmation of non-formal education.

Negative experiences include the obstacles that the WU face in the phase of implementation, lack of local experts, lack of laboratories, workshops, financial difficulties.

The projects of the Workers' Universities are presented in more detail in Table 9.

**USAID** based on the Memorandum of understanding signed with the Ministry of Education and Science of the R. Macedonia has a number of important activities in the field of adult education and training in the area of formal education.

The areas in which the USAID had interventions are the following: promotion of effective educational-teaching institution, improvement of education and learning, strengthening of the system for initial training and professional development of teaching and management staff, relating education and research with the labour market, development of information society.

In the period from January 2007 until March 2008 the following programs are implemented: inclusion of parents in school activities; ICT in mathematics, physics and technical education; ICT in history, languages and civic education; ICT in music education; ICT support in curricula integration; Module 1 – Training of mathematics teachers; Module 1 – Training of geography teachers; Module 1 – Training of chemistry teachers; Module 1 – Training of physics teachers; Module 1 – Training of biology teachers; Basic training in assessment (phase 1 and 2); Training in evaluation of pedagogues and school directors.

The implementation of the above mentioned programs of the above mentioned modules is in process, and modules 2, 3, 4 will be implemented for the following phases of schools.

The main partners of USAID in the planning, agreement and supervision of programs and projects are: the MOES, the Bureau for Development of Education, FOSIM, Microsoft, MACEF, ZELS, On Net, MCGO, Indiana University – USA, AED (Academy for Education Development) – Washington.

The main partners of USAID in the implementation of the activities are: the Bureau for Development of Education, FOSIM, Microsoft, MACEF, ZELS, On Net, MCGO, Indiana University – USA, AED (Academy for Education Development) – Washington, all primary schools in Macedonia grades 1-9.

The USAID Project for Primary Education will be completed in 2011, together with the completion of the USAID mission in Macedonia.

The USAID projects are presented in detail in Table 3.

**The British Council** implements a number of activities in adult education and training in the area of formal education in the Republic of Macedonia.

The areas in which the British Council in Macedonia has been involved include the following: improvement of teaching and learning; strengthening of the system for initial training and professional development of teaching and management staff; provision and control of quality; relating of formal, non-formal and informal education; promotion of lifelong learning.

The duration of the implemented programs is presented in Table 4.

In process is the implementation of the following programs:

- Training for newly qualified English language teachers, with ELTAM from 2006 to 2008;
- Introduction of international diploma for qualified English language teacher from the University of Cambridge, at the University of South-East Europe, from 2006-2008.

The funds invested in the development of adult education and training in the Republic of Macedonia from 1997 until now amount to 535.000 £ or 753.000 Euro out of which 80% are intended for English language courses in the Ministry of Defence.

The main partners both in the planning, arrangement and supervision of programs and projects, and in the implementation of the activities of the British Council are the following: the MOES, the Bureau for Development of Education, the Ministry of Defence, ELTAM, MAKS, DVV international, University Ss Cyril and Methodius – Skopje (Faculty of Philology “Blaze Koneski”).

The projects of the British Council in Macedonia re presented in detail in Table 5.

**The non-governmental sector** that covers a great number of schools for foreign languages, citizen associations, research and training associations, the national women council of the Republic of Macedonia, various centres as: centre for implementation and promotion of civic society, centre for business cooperation etc., plays a major role in adult education and training in the Republic of Macedonia.

The guiding documents in accordance with which the NGOs perform their activities in the education sector are: the Bologna Declaration, the Convention on Children Rights, the Millennium Development Goals of the UN, the Dakar Declaration “Education for All”, and the programme for working in secondary education developed in cooperation with the Bureau for Development of Education etc.

The legal documents in accordance with which the NGOs perform their activities in the education sector: the organization’s statute, decisions on establishment of education units, annual action plan etc.

The NGOs have a great support in the form of co-financing, grants and full financing.

The areas for intervention of the non-governmental organizations in the period 1997 - 2008 for adult education and training are the following:

- Development of education opportunities for all
- Financing
- Raising of education level of population
- Strengthening of intellectual development
- Promotion of effective education-teaching institution
- Improvement of teaching and learning
- Strengthening of the system for initial training and professional development of teaching and management staff
- Provision of quality control
- Relating of formal, non-formal and informal education
- Promotion of lifelong learning



- Adult education
- Active citizenship
- Creating conditions for voluntary activities
- Prevention of exclusion
- Strengthening of research and innovative system
- Relating of education and research with the labour market
- Development of information society
- Democratic and sustainable education
- Strengthening of higher education
- Strengthening of regional and European cooperation
- Capacity strengthening and change management

The duration of the adult education and training programs implemented by non-governmental organizations is presented in Table 10.

The duration of the ongoing adult education and training programs by the non-governmental organizations is presented in Table 11.

The general directions for action in the field of adult education and training of the NGOs following the adoption of the program for adult education are the following:

- Entrepreneur education
- Receive licence from the Ministry of Education and Science for opening civic education centre for non-formal education of adults in the Republic of Macedonia
- Continue with an advanced cycle of tailor-made training programs
- Develop training programs for the staff of EVN and other institutions in time management, professional image, and behaviour protocols, stress management and conflict resolution
- Project development and management, team work
- Development of a training program for classroom management
- Program for communication in class
- Program for motivating students to achieve better results
- Program for mentoring for quality of teaching
- Program for methods and techniques and teaching assessment
- Program for development of emotional intelligence
- Program for carrier development
- Program for skills for memorizing and concentration and mapping
- Program for professional selection
- Achievement of the level envisaged in the program and receiving of international certificate

The interventions of the NGOs in the field of adult education and training in the Republic of Macedonia in the non-formal education sector until now include the following:

- World Learning - USAID
- Roma education – FIOOM
- Public prosecution office – European Agency for Reconstruction
- GTZ – Office for support of bilateral cooperation
- DKSK – English language training for the public administration employees
- Project MAKs
- Bureau for Development of Education – training of English language teachers

- European language portfolio for adults (16+)
- Community needs analysis, monitoring of national policy, approval of programs of adequate local and national institutions, monitoring of educational process, monitoring, evaluation and control of all stakeholders included in the education process, development of education strategy, provision of modern conditions, monitoring and control of the delivery of education modules.
- Lifelong adult education; project – strengthening of entrepreneurship, competitiveness and innovation by: training of teachers who teach entrepreneurship in gymnasias and secondary art schools, training of students in generating business ideas and development of a business plan, support in the preparation of the book (student textbook) “How to own business”; raising of awareness for the adult education concept and promotion of the Law on adult education.

The future priorities in adult education and training in the non-formal education sector in the Republic of Macedonia are the following:

- Coverage of a larger number of adult participants
- Teaching techniques
- Assessment
- Communication and motivation
- Team work
- Work with students with special needs and difficulties in development
- Introducing mentoring as an internal mechanism for quality assurance
- Public relations
- Career development
- Support of the education of marginalized groups
- Professional selection of staff for teachers, advisors, inspectors, company employees, and unemployed persons registered in the Employment Agency.
- Raising the level of language competence and performance – level B2 as the required minimum of several world languages.
- Deepening and specialization of knowledge in special areas (ESP)
- Civic education centre “Marko Cepenkov”
- Pilot project “Summer University” Mariovo
- Business training centre for women for vulnerable groups and unemployed women and girls from all ethnic communities
- Multiethnic language school for interested citizens from various ethnic groups

The main partners of the NGOs involved in the adult education and training in Macedonia, in planning, arranging and supervision of programs and projects are the following:

- Ministry of Education and Science
- USAID
- FOSIM
- IIZ
- British Council
- World Bank
- Goethe Institute
- MAKS – Macedonian association for quality of foreign languages teaching (for foreign languages schools)
- Agency for youth and sports
- Local self-government
- Ministry of Economy

- Agency for support of entrepreneurship of the Republic of Macedonia
- Professors from the University of Ss Cyril and Methodius - Skopje

The main partners of the NGOs for adult education and training in the implementation of activities are the following:

- MAKΣ – Macedonian association for quality of foreign languages teaching (for foreign languages schools)
- FOSIM
- European Agency for Reconstruction
- World Bank
- Agency for youth and sports
- Businesses
- Primary schools
- Agency for support of entrepreneurship of the Republic of Macedonia
- Ministry of Education and Science
- Bureau for Development of Education
- Vocational Education Centre
- University Ss Cyril and Methodius – Institute of Pedagogy

The obstacles that the NGOs most frequently face in their activities in the field of adult education are predominantly of financial character. It is worth mentioning that there are also other difficulties, as for example: weaknesses in coordination, weaknesses in the phases of planning and realization, frequent changes in the implementation schedule etc.

In general, the positive experiences from the activities of the NGOs in the field of adult education refer to:

- Established institutional relations
- Strong interest of individuals and institutions
- Strengthened cooperation with state institutions and the MOES
- Increased level of competence of national experts
- Modernization of teaching process with help of IT
- Increased participation of parents in educational institutions
- The schools are responsible and enthusiastic
- Progress is made in teacher training
- The issue for modernization of education process climbed to the top of the country's priorities
- Parents are satisfied with the interventions in the education sector

The actual positive experiences from the work of the NGOs in the field of education in the Republic of Macedonia so far are the following:

- Literacy project including several thousands of adults – project of UNICEF, FOSIM and the Institute of Pedagogy within the University of Ss Cyril and Methodius – Skopje
- Successful preparation and results in taking of international exams.
- Application of European language portfolio in teaching and recognition of levels of knowledge in our country and in Europe.
- Junior Achievement program whose main objective is to raise the awareness of the youth for living in market economy environment, as well as encouraging their

- entrepreneur spirit; 35.000 students and youths up to 30 years of age were covered from 1997-2007.
- Support in the implementation of the project MARKO CEPENKOV by the Ministry of Education and Science
  - Organization of regional workshops with representatives of local government, directors of secondary schools, NGO representatives, teachers, workers' universities and employment agencies.
  - Strong interest on the part of the adults for improving their skills and knowledge
  - Education is more efficient if interactive methods of work are applied, practice exercises, group work, use of visual means.
  - Introduction of levels in accordance with the common scale of the European Council, with which our country is in line with the levels and the required number of lessons for achievement of a level in the other European countries.
  - Preparation and introduction of European language portfolio in adult education – a pilot program in which participated and was implemented by Lingua Link.
  - Successful preparation of participants for internationally recognized diplomas.
  - Ownership of a large number of internationally recognized licences (TOEFL iBT; Start Deutsch 1; TestDaF; onDaF; TELC, LLCI).
  - Participation in seminars and sharing of experiences.
  - Training of teachers from primary and secondary schools in active teaching, new curricula, and mentoring as a way for ensuring the continuity of creative teaching.
  - The most important achievement of TERA for the participants is that the support and assistance continues in several aspects – advising, additional materials, trainings free of charge, in the form of support to the institution that had previously used services of TERA.
  - Another positive thing is that TERA has many good and experienced trainers.

Detailed presentation of the projects in the non-governmental sector is provided in Table 12.

### **2.1.3. Linking of formal, non-formal and informal education**

It is impossible to expect all responsibilities for strengthening of the intellectual capacities in the country, training of adults for effective working and social inclusion and participation in the decision-making and management processes to be left to formal education only. Unfortunately, so far the formal system has had absolute domination and there was no communication with the non-formal sector. Most often, instead of collaboration, it was perceived as a rival.

To compensate for the lack of communication and in function of successful realization of the state priorities, it is necessary to establish coordination in the implementation of the activities between the formal, on one hand, and the non-formal sector, on the other hand. It is crucial to provide a high level of correspondence of the activities to the priorities that the state has specified for the education sector. In this way effective use of capacities and financing will be assured.

Therefore, the Government of the Republic of Macedonia, in the following period should undertake measures for strengthening of the cooperation between the institutions for formal education and the institutions and forms of informal education. In this domain, the important presumption will be the building of an efficient link with the non-governmental sector and its promotion to a key partner in the development of

education and the country as a whole. For this reason, it is important to establish mechanisms and realize dynamic collaboration and divide the responsibilities and the activities in accordance with the priorities of the state, between the government and the non-governmental sector.

The links of formal to non-formal learning are permanently increasing. The fact should be taken into consideration that people, apart from formal and organized education, also learn at work, at home, through their hobbies and volunteering activities etc. the strengthening of this link contributes to improvement of skills for managing one's own life, intellectual growth, and well being. The formal education system will be developed if it provides greater understanding for non-formal and informal education.

#### **2.1.4. ALE certificates**

In formal adult education following the taking of exams in the subjects to be learned in a specific education year, the student is awarded a diploma which is equivalent to the diploma that is received in the regular education process. This refers to the programs in the formal sector, as for example the diplomas for completed primary and secondary education.

If the participant in adult education is enrolled in formal education programs (primary, secondary, and higher education) following its completion he/she receives:

- For completed primary education – a certificate for completed primary education
- For completed secondary education – a diploma (for passing of the Matura, passing of final exam, or passing of master craftsman's exam)
- For completed higher education – a diploma

In non-formal adult education, following the completion of a certain program or a specific training, regardless of its duration, the persons who attended the program/ training receive certificates, that is, confirmation for the completed training. If in question is participation in training/ course for receiving a level of knowledge in certain area, for example foreign language or IT, a confirmation is received for completed level. For example, if the participant attends a program for hairdressing skills, he/ she will receive a certificate for a hairdresser; if he/ she attends a foreign language program, he/ she will receive a certificate.

## **2.2. Participation in ALE**

Educational mobility of adults within the frames of primary and secondary education is minimal. A drastic decline can be observed not only in the number of schools for adult basic education, but also in the number of participants. Out of a total of 30 primary schools for adults in 1987/88, there were only 13 left in 2004. in parallel to this, the number of participants is also decreasing.<sup>16</sup>

Adult basic education in the past period is characterized by frequent and unpredictable oscillations, with ups or downs.

In the period from 1997 to 2004, there was a trend of decrease of institutions and coverage of participants. In 1997, there were 17 educational-teaching institutions for

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<sup>16</sup> State statistical office, annual report 1991/2004

adult basic education with 1127 participants, in 2000 – 22 institutions with 1272 participants, while in 2004 – 13 institutions with 548 participants.

**Table: Number of schools, classes, students and teachers in basic adult education**

Year	Schools	Classes	Students	Teachers
1996/97	17	52	1127	80
1997/98	21	63	1682	97
1998/1999	21	64	1608	108
1999/2000	22	69	1272	105
2000/2001	21	58	1137	98
2001/2002	13	38	686	59
2002/2003	13	38	628	48
2003/2004	13	40	548	46

*Source: Statistical yearbook of the Republic of Macedonia, State Statistical Office*

The reasons for decrease in the number of schools for adult basic education are multiple, and above all, conditioned by the changes that took place in the social and political life in the Republic of Macedonia, the small interest on the part of participants because of the minimal employment opportunities, the organizations struggle to survive or are liquidated, so therefore they are not interested at all in the education of their staff, privatization of social capital, transition etc.

A minimal increase was registered in the number of participants at the institutions with predominantly instruction in Albanian language for female population, and in the Roma population attending classes in Macedonian language, while, for Macedonian population the interest and coverage of participants is increasingly declining.

**Table: Adult basic schools according to the language of instruction**

Year	Lang. of instruction	Schools	Classes	Students	Teachers
1997/98	Macedonian	17	54	1084	84
	Albanian	4	12	598	13
1998/99	Macedonian	17	51	1117	96
	Albanian	4	13	491	12
1999/2000	Macedonian	17	58	961	91
	Albanian	5	11	311	14
2000/2001	Macedonian	15	47	810	85
	Albanian	6	11	327	13
2001/2002	Macedonian	9	28	481	49
	Albanian	4	10	205	10
2002/2003	Macedonian	9	28	350	38
	Albanian	4	12	198	8
2003/2004	Macedonian	9	28	332	38
	Albanian	4	12	180	8

*Source: Statistical yearbook of the Republic of Macedonia, State Statistical Office*

The instruction in adult basic education schools is performed in Macedonian and Albanian language.

Participation of female population in adult basic education in the last years shows a trend of decrease. Thus, from 51,60% in 1997, the participation of female population decreased to 33,37% in 2006.

The greatest number of part-time students in adult secondary education is enrolled in those vocations where there are more educational profiles with duration of three and four years and more attractive vocations for future and easier finding of employment.

In the school year 1996/97 a total of 1621 part-time students were enrolled in secondary vocational schools, while in the gymnasia the interest is smaller and covers about 120 part-time students. In the following school years the trend of increase in the coverage of part-time students continues and in the school year 2002/03 there are a total of 2612 students, out of which 97 in gymnasium education and 2515 in vocational education, while in the following school year the total number is 2842 part-time students, out of which 80 in gymnasium education and 2762 in vocational education.

The data shows that the biggest number of part-time students from 1996/97 to 2003/2004 school year are enrolled in vocations with duration of three or four years, and specialist education: electrical engineering, mechanical engineering, traffic, trade, catering and health vocations. The coverage of part-time students is continually increasing from year to year, which means that adult secondary education is not to be neglected at all.

The participation of adults in the programs implemented by workers' universities in the country has a trend of decrease. If the information about the number of staff are taken into consideration, the programs implemented (seminars and courses) and the number of users, it can be seen that there is a drop in the activity of these specialized institutions for adult education.

**Table:** Workers universities in the Republic of Macedonia, and their activities

No	Workers universities in the Republic of Macedonia	Total number of employed		Seminars and courses		Participants that have completed courses	
		1997	2002	1997	2002	1997	2002
1.	Skopje	72	60	323	25	5154	2440
2.	Berovo	3		2		26	
3.	Bitola	27	7	16	10	528	577
4.	Veles	0	9	0	15	0	1001
5.	Gevgelija	5		0		0	
6.	Gostivar	18	5	12	15	232	632
7.	Kavadarci	5	3	3	9	37	339
8.	Kicevo	17	4	14	25	94	90
9.	Kocani	6	3	3	5	68	80
10.	Kriva Palanka	3		7		143	
11.	Kumanovo	32	6	14	16	358	1286
12.	Negotino	16	6	46	8	657	693
13.	Ohrid	12	2	13	13	177	340
14.	Prilep	17	7	6	7	74	1109
15.	Probistip	8	1	20	8	265	271
16.	Radovis	6		2		0	
17.	Sveti Nikole	3		0		29	
18.	Strumica	28	8	49	16	642	752

19.	Tetovo	20	8	19	7	459	403
20.	Stip	20	7	23	8	411	883
	<b>Total:</b>	<b>318</b>	<b>136</b>	<b>572</b>	<b>187</b>	<b>9 354</b>	<b>10 896</b>

Source: State Statistical Office of the Republic of Macedonia, Statistical Yearbook of the Republic of Macedonia, 2000; Union of Workers' Universities in the Republic of Macedonia, 2002

The reasons for this state can be found in the increase of the number of providers of educational services for adults in the country and in the decrease of financial resources of the population.

In accordance with the data of the Employment Agency, in 2000 a total of 295 programs were financed for training, retraining and additional training in 27 municipalities. In this:

- **6 542** persons participated in the programmes for employability
- **423** persons have found job after the training, retraining and additional training
- **670** persons were involved in the programmes, but did not find job
- **122** persons will continue preparation for employment during the 2001 and will be employed in the first 3 months of 2001

As regards the participation of adults in formal, regular education, equal participation is evidenced in relation to gender.

<b>Population aged 15 years and over, in accordance with the area of education they attend in regular education</b>			
<b>2006</b>			
	<b>Total</b>	<b>Men</b>	<b>Women</b>
<b>Total</b>	<b>191063</b>	<b>97858</b>	<b>93205</b>
General programs	47135	23074	24061
Training of teachers and education science	8758	2504	6254
Humanities, languages and arts	9616	4306	5310
Foreign languages	2638	755	1883
Social sciences, business and law	43030	19912	23118
Science, mathematics and informatics	4318	2450	1868
Life sciences (including biology and the environment science)	3116	1086	2030
Physical science (including physics, chemistry and earth science)	4242	2768	1474
Mathematics and statistics	2045	1306	739
Informatics	3352	2429	923
Computer use	1037	893	144
Engineering, manufacturing and construction	26734	19010	7724
Agriculture and veterinary science	8310	5419	2892
Health and social services	15989	5356	10633
Services	9219	5811	3407
Unknown	1522	777	746

Regarding the fields of interest the most dominant are the general programs, social sciences, business and law, engineering, manufacturing and construction, and health and social services.

The greatest concentration of participants in the training programs that are implemented in the non-formal sector is observed in the fields of foreign languages learning and IT training. The training programs that enable starting of own business



and inclusion in the private sector are quite attractive to the adults, but still there are no considerable numbers of participants.

### **2.2.2. Current surveys/ studies**

In accordance with the survey of the Ministry of Education and Science, carried out for the needs of the development of the National Education Development Program 2005-2015, it was shown that education abstinence was characteristic of the population which:

- has a low level of education;
- has lack of financial resources;
- is generally engaged in rural activities
- belongs to groups that foster strong traditional values (for example the Roma)

The analysis of the educational structure of the population in the Republic of Macedonia shows that out of the total number of persons over 15 years of age, nearly a half (49,39%) are persons who do not have an elementary level of education (illiterate, with uncompleted elementary or with elementary education only).

If the persons who completed 3 or 4 years education are added to this group, then the educational structure status in the Republic of Macedonia is alarming and does not offer optimism for the future economic and social development of the country at all. In terms of permanent modernization of technical-technological labour base, this condition together with the decreased economic power of the state represents a real generator of the increased number of unemployed persons and slow economic growth of the country.

The largest number of unemployed persons in Macedonia is with a low education level. If the economically inactive population is added to this number, out of which 62,05% are female, and 67,57% have only completed elementary school, then the situation gets even worse. On the other hand, the state efforts to intensify inclusion and participation of the population in the processes of decision-making and influence on a local and state level, in terms of a large number of educationally handicapped populations, become more a declaration than a real possibility to be realized.

There are a lot of reasons for the bad condition of the educational structure of the population, but as the most dominant occur: the insufficient range of students, the reduced number of students in elementary and in secondary education, the domination of traditional values that neglect the importance of education expressed in some ethnical groups, the level of the technological development in the economy that still tolerates workers with low educational level, the decreased financial power of the population, the poor educational range of neglected groups etc.

Present situation of the range and the decreased number of students:

- The total range of children in preschool education amounts 18,67%.
- The range of pupils in the first year of their preparatory school, before they enter elementary school amounts 83,23%.
- The range in the elementary education amounts 95%.
- The annual decrease in elementary education amounts 1,42%.
- The annual discontinuity of education in elementary school amounts 0,29%.

- The range of children who completed elementary education and enrolled in secondary education amounts 83,35%.
- The highest decrease is in the transition from elementary to secondary education, amounting 16,65%.
- The annual decrease in secondary education amounts 2,84%.
- The annual discontinuity of secondary education amounts 0,88%.
- The total number of students amounts 2212 per 100 000 citizens.
- The lowest decrease in number of students is found in the Macedonian ethnic group, and the highest in the Gypsies ethnic group.

Elementary and secondary education discontinuity amounts 18,32%. This means that every year the number of persons at low educational level permanently increases. If we consider the vertical mobility of students in elementary and secondary education, on a level of a generation, then the indicators get even worse. Thus, from the generation enrolled in elementary education in 1994/95 (34935) in 2001/2002 only 89% of them completed the elementary education. The situation in the secondary education is even more alarming. The generation that completed education in 2001/2002 (21241) represents only 80,93% from the same generation that enrolled in the secondary education 4 years before, i.e. in 1998/99 (26244). According to the needs of the modern labour and social inclusion, this clearly indicates that the problem with the permanent production of a population with low unsatisfactory educational level has to be overcome urgently. Therefore, this problem has to be put on the priority list of interventions in education in the next period. It means to *increase efficiency and quality of educational institutions and to set up mechanisms for detection of children not included in the institutions of the system and their inclusion or their re-mobilization.*

### **2.2.3. Surveys/ studies of student motivation**

In the recent period in the Republic of Macedonia a number of studies were carried out that were aimed directly or indirectly to elaborate the issue of student motivation in ALE. As most important the following can be mentioned:

- National strategy for poverty reduction in the Republic of Macedonia, Government of the Republic of Macedonia, Ministry of Finance, August 2002
- Adult and Continuing Education, DVV International, 2002
- Concept of Adult Basic Education, Bureau for Development of Education, Skopje, 2003
- Roma Education Program, Baseline Study, FOSIM, Skopje, 2004
- REI Monitoring and Evaluation, Assessment of the baseline / initial situation, FOSIM, October, 2004,
- National Program for Education Development: 2005-2015, Ministry of Education and Science, Skopje, 2005
- Report of the Republic of Macedonia about the millennium development objectives, Government of the Republic of Macedonia, June 2005
- ETF, Report on Macedonian Education Policy & Priorities in the Light of the Emus' Policy Directions, Ipa Com Wp07 11 08, December 2007
- Research carried out during the implementation of VET 2 , VET 3 and VET 4 projects.

## 2.2.4. Measures for student mobilization and increase of participation

The following is a breakdown of most relevant national policy documents shaping and influencing the reality<sup>17</sup>:

- *Program of the Government of the FYR of Macedonia (2006-2010)*  
The main national policy framework predating the major issues and recent developments for the aforementioned period.
- *National Strategy for the Development of Education 2005–2015 (2006)* was approved by the Parliament and Action Programmes are due to be developed. Parts of this particular document would have to be revised as to become congruent with the new national policies.
- *National Action Plan for Employment 2004-2005-2006 (NAP)* has been enacted by the MoLSP and its starting point for development was a template consistent with the employment strategy guidelines of the EU. The main priorities of the European Employment Strategy - employability, entrepreneurship, adaptability and equal opportunities – are considered in relation to the needs and circumstances of FYR of Macedonia within the context of the Stability and Association Agreement;
- As part of the Government's efforts to accelerate job creation, the Ministry of Labour and Social Policy (MoLSP) has embarked on development of a comprehensive national employment policy. The aim of this process is not exclusive to developing an inclusive policy based on effective social dialogue but, more significantly, to ensure that sufficient capacity is available to implement the various programmes covered by the new policy.
- As a specific tool of the Stabilization and Association Agreement (SAP), the *European Partnership Agreement with the Republic of Macedonia* (June 2004) has established short- and medium-term priorities for further integration with the European Union. Structural reforms and sectoral policies envisaged include the areas of employment and social policy, Small and medium sized enterprises (SMEs) as well as higher education.
- *The Multi-annual Indicative Programme (MIP) 2005-06* sets out the priorities for Community assistance for the FYR of Macedonia in the period 2005-2006 (total budget 80 million Euro). Amongst these priorities are:
  - > To contribute to tackle the problem of unemployment by supporting the implementation of the National Action Plan for Employment;
  - > To support the "implementation of the lifelong learning system" and "to improve labour force qualifications and promote the development of conditions favouring self-employment and entrepreneurship".

European and worldwide discussion about lifelong learning in the recent years has gained importance in the Republic of Macedonia, too. To a certain degree to this development contributed the organizing of the Lifelong Learning Festivals, which in the Republic of Macedonia are traditionally held every year. In 2002, on initiative of the Institute for international cooperation of the German Adult Education Association (DVV international) in cooperation with the Ministry of Education and Science of the Republic of Macedonia and supported by a large number of organizations and

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<sup>17</sup> ETF, Report on Macedonian Education Policy & Priorities in the Light of the EU's Policy Directions, Ipa Com Wp07 11 08, December 2007

institutions in the country, the first Lifelong Learning Festival was held in Macedonia. Every year the Festival links a large number of organizations and institutions, which organize various manifestations: conferences, seminars, trainings, education fairs, practice workshops, exhibitions etc. and actively contribute to the promotion of lifelong learning throughout the country. These manifestations are opened for the wider public, and therefore the citizens of various age groups has the possibility to participate in the manifestations and get informed about the available opportunities for their further education.

The Lifelong Learning Festivals in Macedonia have as many different aims as possible. Besides addressing specific themes, they should also cover more general topics so that they can provide a broad platform of information for both specialists and the interested public. Some of the overall aims were as follows:

- To make as broad as possible a section of the public aware of the need for education and lifelong learning;
- To expand participation in learning and educational provision;
- To demonstrate current learning provisions in various ways;
- To develop positive attitudes towards learning;
- To explain the future advantages of learning;
- To draw the attention of relevant state agencies to the need to establish a standardized system and legislation of support the lifelong learning;
- Enhancing motivation to learn, particularly among the unemployed and members of minorities in all age groups;
- Promoting employability;
- Combating unemployment through Lifelong Learning;
- Raising the standards of educational provision generally in the country;
- Encouraging new teaching and learning methods;
- International cooperation.

The Roma Education Program that is implemented by the FOSIM has the function directly to strengthen the learning motivation of this vulnerable category, which, because of the education handicap acquired in the phase of regular education, permanently increases the number of unemployed. With assistance in form of scholarships and professional assistance the Roma students (in pre-school, primary, secondary, and higher education) are enabled successfully to complete their education and actively involve in the labour market.

### **2.2.5. Specific groups in the provision of ALE**

All measures that are implemented, apart from the system objectives, especially emphasise the coverage of vulnerable /marginalized groups of adults such as:

- the unemployed
- the poor
- rural population
- disabled persons
- female population
- parents

The MOES in its current activities for analysis of the coverage and attrition of students in primary and secondary education has identified the following as groups at risk:

- Roma students;
- Students in rural areas;
- Students from socially endangered families;
- Students addicted to drugs and alcohol;
- Students with social education needs;
- Minors and adults placed in young offenders' institutions.

In this direction active measures were undertaken for their inclusion in the education process in order to raise the level of literacy, education level and qualification level, as for example:

- Changes and amendments to the Law on secondary education for introduction of compulsory secondary education;
- Adoption of Law on vocational education and training;
- Adoption of Law on adult education and other program documents.

In addition, measures are undertaken to include participants from the groups at risk, as Roma students, persons in young offenders' institutions, and persons serving prison penalties, in literacy programs, programs for development of IT skills, language skills, health protection programs (alcohol, drugs abuse, tuberculosis, HIV AIDS etc.). In cooperation with the Chamber of craftsmen, programs for training in various craftsmen's activities are delivered in order to reduce unemployment.

#### **2.2.6. Standards/ objectives related to participation**

There are no clearly defined objectives related to participation in ALE in the Republic of Macedonia at the moment.

### **2.3. Monitoring and evaluating programmes and assessing learning outcomes**

Assessment of learning outcomes and achievements in adult education and training programs is carried out using special methods for internal and external evaluation.

The tools and mechanisms that will be used for evaluation of the programs of the national Agency for European education programs and mobility in order to assure better quality of adult education and training programs, would be the following: evaluation and valorisation in accordance with the guidelines for implementation of lifelong learning programs that specifically refer to the Grundvig program.

The tools and mechanisms to be used for evaluation of programs to ensure good quality of adult education and training are the following:

- **In USAID programs:** questionnaires, surveys, focus groups, class observations, class visits, review of documents and reports, forms, check lists, strategy for teacher professional development, PEP basic principles for education development and reports from local and foreign consultants and experts.
- In the Workers' Universities programs: following of modern economic trends and technical-technological trends in our country and worldwide; testing, tutor instruction; provision of teaching aids; training of professional staff; interviews; surveys; questionnaire.

- In NGO programs: curriculum that covers the level, requirements, and expectations of participants with specified objectives and achievement of the objectives; tests for monitoring and evaluation of progress; observation in accordance with observation protocols; feedback protocols; supervision and monitoring; support to class preparation by novelties from training programs; interviews; evaluation and evaluation lists; questionnaires with feedback; continuous meetings and discussions; trainings; reports; questionnaires for participants for adaptation of the curriculum etc. to the participants' needs; attendance of seminars and following of the latest methodology; application of the acquired knowledge in teaching; on-line following of world trends and achievements; testing of participants; focus groups; applying in practice the acquired skills and knowledge etc.
- In the field of formal education (primary and secondary, higher education institutions): diplomas; control of practical application of acquired skills and knowledge in everyday work, interviews, exams.
- Monitoring, evaluation and assessment of adult basic education is carried out by:
  - External control – advisory instructive activities by the Bureau for Development of Education and the State Education Inspectorate within the Ministry of Education and Science;
  - Internal control – by the school management staff, pedagogical – psychological service.

Assessment of participants' achievements is performed using a scale of numbers from 1 to 5 by the respective teacher, based on written and oral examinations. It is considered that the performance is not very satisfactory. Yet, the reasons for this weakness should not be placed with the participants only, but into consideration should be taken the contribution of the poor material and technical conditions in the educational institutions, lack of teaching aids and equipment, old textbooks, weak motivation on the part of teachers, lack of andragogical preparation etc. All these facts reflect on the future continuation of education. Hardly any participant enrolls in secondary school, and higher education is not even an option for consideration.

- Monitoring and evaluation of achievements of part-time participants in vocational schools is carried out mainly by checking of knowledge, i.e. by taking exams. Monitoring of achievement of part-time students in schools is carried out by the teachers. In vocational schools there is a lack of established system for monitoring, evaluation and assessment of student achievement. Secondary vocational schools issue a diploma for education level and vocational qualifications. Certifying of all levels is actually recognition of qualifications and their transparency is responsibility of the Ministry of Education and Science.

## **2.4. Adult educators/ facilitators' status and training**

**2.4.1. The teaching staff employed in the specialized institutions for adult education,** as for example the workers' universities, foreign languages centres, adult basic education schools, as well as the majority of trainers implementing courses for adults in the non-formal sector, is predominantly with completed higher education. Their basic weakness is their weak training in working with adults.

Teaching staff in primary education: During the last decades, together with the decline of the number of groups and institutions for adult basic education, the number of teachers also declined. In the school year 1989/90 there were 128 teachers

employed, in 1997/98, 97, while in the school year 2003/04 there were a total of 46 teachers.

The majority of teachers that work in these institutions have completed pedagogical academy (for teaching two subjects) or higher education. Some of them lack experience in teaching (beginners) and andragogical preparation, that is, they are not trained to work with adult participants, which leads to poor quality of participants' achievements.

The criteria for their selection are the same as for the teachers employed in the regular primary schools.

In the implementation of teaching, the frontal form of teaching predominates, without any involvement and motivation of the participants for critical thinking or reflection.

It is often questioned whether the implementers of changes in practice are able to answer to all that is expected and required from them. The needs of changes require raising of education level (VII) of teachers.

Teaching staff in secondary education: The teaching staff in adult education is the staff in regular secondary education. Secondary schools are well equipped with staff, still, the staff lacks the required andragogical education.

In adult education are involved a great number of people in various organizations and institutions (educational, cultural, training units and staff in larger companies, non-governmental organizations etc.) that lack adequate andragogical, didactic, methodological skills and understanding essential for this activity, with which one of the basic presumptions for quality implementation of adult education programs is not provided. In the educational institutions involved in this activity are most frequently found professionals in other areas, who are not familiar with the characteristics of the processes of adult teaching and learning, as well as the modern methods and techniques for working with adults.

The complete de-professionalization in this area also results from the fact that the specifics of the work with adult students were also marginalized, which allowed a large number of persons who lack understanding of the characteristics of the education work with adults, its principles, contents, organization, working forms and methods, to work in the adult education sector.

For these reasons, it is essential andragogical training and development to be provided for all persons who professionally and/or non-professionally are involved in adult education, and do not have adequate andragogic education.

**2.4.2.** The only institution that deals with formal education of teachers for adult education in the Republic of Macedonia is the Institute of Pedagogy within the University of Ss Cyril and Methodius in Skopje (Faculty of Philosophy). This institution also offers a specific study program (andragogical) that is implemented in all three cycles (graduate, post-graduate and doctoral studies) and which produces graduated andagogues, i.e. professional staff whose specialty is adult education.

In 2006 in the Bureau for Development of Education and in 2007 in the Vocational Education and Training Centre, specific sectors for professional development of

teaching staff and advisory professional work were established, with the aim to develop programs and criteria for professional development of teaching staff, in order to establish a reliable sustainable system of a number of accredited training and service providers that will meet the respective standards for quality of the programs for professional development of teachers and school staff.

The Bureau for Development of Education organized the training programs for professional development of teachers in primary and secondary schools in the country in six successive cycles. For each cycle separate training programs were prepared and offered to the teachers to choose a program for themselves. The programs were published in Catalogues and distributed to all schools. In cycle 1, a total of 87 training programs were offered, 24 training providers were selected, and 4470 trained. In cycle 2, 63 programs were offered, 26 providers selected and 4218 teachers trained.

The VET Centre in its on-year existence, has implemented training programs in eight regions, for the teachers of vocational subjects in the 4-year secondary vocational schools. The objective of the training was to train the teachers in preparation of objective tests of knowledge for the national Matura and the final exam, as their internal part. About 387 teachers were trained, out of which 330 participated in training in Macedonian language and 57 teachers in training in Albanian language.

In cooperation with the Chamber of craftsmen, the VET Centre delivered training to 100 masters, owners of handicraft shops, with over 15 years of working experience, who, in accordance with the Law on vocational education and training will receive students in their workshops for implementation of practice classes. The masters were trained in working with students, i.e. applying of working pedagogy.

**2.4.3.** The exact number of teachers and associates that are engaged in adult education is difficult to specify. Taking into account the fact that there is no accurate record of teachers' qualifications not only in the formal, but also in the non-formal sector, it is impossible to determine their real number.

**2.4.4.** In the workers' and peoples' universities there are associates who are permanently employed, while the external associates are employed temporarily, based on contracts for the duration of specific activities. In the majority of these institutions the salaries are in line with the average salaries in the other education institutions.

### **Theme 3: Research, Innovation and Good Practices**

#### **3.1. Research studies in the field of adult learning**

**3.1.1.** The most important studies in the field of adult learning and education that were implemented in the last five years are the following:

- Education Modernization Loan. Analysis and survey carried out under the Education Modernization Program which resulted with listing and description of the projects implemented in the country in the period 1994-2004. Quantitative analysis of providers and programs, quantitative analysis of frequency and



distribution and analysis of the contents of applications for in-service teacher training, labour market surveys etc.

- ETF research studies: key competences, quality of vocational education, LLL, financing of vocational education, social partnership.
- GTZ research studies – research for the needs of labour market.

As particularly important can be mentioned the study of the Institute for international cooperation of the German Adult Education Association (DVV international), which in 2002 implemented the study Adult and Continuing Education, in order to provide a clearer picture of the overall adult education and continuous education system, to detect the weaknesses of the system as well as to propose measures, which will contribute to the development of adult education and continuous education.

The study was implemented as part of the reforms under the Education Modernization Project, a project implemented based on an agreement between the Government of the Republic of Macedonia and the World Bank, and it was implemented and supported by the Institute for international cooperation of the German Adult Education Association (DVV international), and financed by the German Federal Ministry of Economic Cooperation and Development (BMZ).

**3.1.2.** The majority of research activities were focused on several key questions, as:

- New skills for all;
- Investment in human resources;
- Innovations in teaching and learning;
- Valorisation of learning;
- Guidance and counselling;
- Opportunities for life-long learning;
- Needs of teacher training;
- Needs of training of trainers;
- Needs of mentors etc.

The study of DDV international includes an overall analysis of non-formal and formal sector of adult education and continuous education. The analysis includes workers' and peoples' universities, state institutions, primary education schools, where adults can complete their primary education, secondary education schools, where adults can enrol and acquire education, private schools, faculties and universities, international programs, companies, chambers, trade unions and non-governmental organizations as well as the target groups.

**3.1.3.** A SWOT analysis was carried out, from which resulted the following findings:

#### **Strengths**

- Traditions and value system motivating people over 16 years of age to participate in ACE until they reach advanced age
- Free and equal access to ACE (legal framework)
- Implementation of externally funded projects
- Alignment of ACE legal framework with EU standards

## **Weaknesses**

- Insufficient internal consistency of the legal framework for CVT
- Lack of social dialogue
- No tradition among enterprises of investment in human resources development rather than in new equipment
- No incentives for those in employment to improve their qualifications
- No network of infrastructure and staffing for ACE
- No specialized national curricula for ACE
- Lack of clarity over the role of ACE in society – it is still seen as remedying shortcomings (individual, ethnic, etc.)
- Lack of an overall system for quality control, evaluation and certification of knowledge and qualifications in the education and training system;
- Discrepancies between ACE content and social and labour market needs;
- Out-dated technical equipment, insufficient practical element to training;
- Insufficient incentives for investments in CVT;
- Insufficient involvement of social partners in CVT;
- Limited opportunities for research activities;
- Difficulty of overcoming the disadvantaged position of women and young people in the society and the labour market;
- Difficulty of overcoming the risk of social rejection of ethnic minorities.

## **Opportunities**

Some fields for further development of ACE in Macedonia can be formulated as follows:

- Education, training and skills enhancement opportunities need to be matched as closely as possible to the expectations, preferences and needs of the various target groups;
- Training needs to be relevant to the needs of industry, commerce and services;
- Traditional training has to become part of lifelong learning;
- A strategy for training the workforce needs to be developed to include packages of measures aimed at the unemployed, including training, vocational guidance and job provision;
- There is a need for broader participation and improved skills among the labour force.

Training aimed at labour market should not be carried out at an *ad hoc* basis but be planned and developed, taking into consideration the potential of the labour force at local level-consequently, it must be preceded by the necessary preparatory work (analysis of the needs for specific skills and the relevant possibilities at different levels) – *cf.* the PRiSMa project;

Companies need help in identifying the training needs of their staff (through personnel development), and the social partners need to be involved-*cf.* PRiSMa project.

The use of information and communication technologies has great potential for human resources development in Macedonia, both as a subject of study, i.e. practical training in these technologies, as tools, i.e. acquaintance with the application of these technologies in industry and working life, and as media, i.e. means of teaching and learning.

The packages (standards, curriculum, learning materials, qualifications, assessment instruments, etc.) developed in the different projects should be further improved, and national institutions should be established to take care of this work.

## **Threats**

There is a lack of involvement, and of opportunities for involvement, of enterprises in terms of investment in ACE/CVT for their own personnel on the basis of long-term funding agreements.

There is very little appreciation of the true breadth of institutions and opportunities for AE, in terms of recognition, understanding and management. Responsibility is given to a single entity which is expected to organise and take care of everything, while other institutions are not expected to take any responsibility, with a consequent lack of co-ordination and delegation. AE is expected to happen “at a certain place (and to be) organized by designated authorities”. If it does not happen in the expected way, than it is assumed that the people responsible should be changed rather than the way in which the process is organized. The need for structured dialogue between the different stakeholders is discussed at a personal level but not nationally. There is no forum where issues of AE may be discussed, and it is widely assumed that only one Ministry (either Ministry of Education and Science or the Ministry of Labour and Social Affaires) can take decisions and regulate the provision of AE.

The notion that everything has to be institutionalised and that every activity must be licensed may be a general obstacle to the creation of a flexible framework for ACE in Macedonia.

Lack of cooperation and dialogue between the main stakeholders in ACE may further limit opportunities to take on board positive experience from projects and to create an environment that encourages investment in ACE. Social dialogue should be strongly supported by the Government.

Opportunities for individual choice in ACE should also be enhanced by creating a culture of personal responsibility for building careers, training and retraining.

Governmental strategy to utilizing input from the NGO sector should be prepared in order to expand financial resources for ACE.

A proposal for developing an overall plan for ACE is suggested. It is based on regional experience and especially on the striking needs for education and training in ICT and languages, as well as on existing good practice in the public, private and third sector.

**3.1.4.** The main task for education strategy in Macedonia can be summarised as: promotion of an interdisciplinary and multidisciplinary approach to education and science, realization of a programmed process of educational modernization, and reorganisation and restructuring of courses, study groups, streams, curricula, and continuing education and training in line with the needs of citizens, enterprises and the institutions where people work.

On the basis of the above and in response to the challenges facing ACE, the following priorities may be identified:

- Development and updating of ACE in line with the social and economic reforms under way in the country;
- Provision of equal access of everyone to further education and training;
- Shaping positive individual attitudes towards ACE;
- Establishment of the relevant legal framework;
- Integration and co-ordination of the activities of formal and non-formal institutions at national, regional and local level;
- Creation of a modern data base and provision of accompanying documentation;
- Development and enhancement of financial mechanisms to assist ACE development;
- Improved opportunities for access to continuing and further education.

### 3.2. Innovations and examples of good practice

As particularly important innovations and examples of good practice the following can be mentioned:

- Traditional organization of Lifelong Learning Festivals carried out by the Office of DVV International, which introduced a new dimension in the promotion of adult education, which significantly attracted the attention of the education policy makers to this important issue;
- UNICEF alphabetical literacy programme for adults which represents a successful implementation of the literacy concept of Paolo Freire on European ground. This programme managed to mobilize the population, above all the marginalized groups for improved participation in education and to raise the awareness of the local self-government for this population and its needs;

## Theme 4: Adult literacy

4.1. Literacy in Macedonia is defined as the ability of an adult to read, write and perform simple mathematical operations (adding, subtracting, multiplying and dividing) and to apply all the acquired knowledge, skills and abilities in everyday life. Seen from a greater time distance, it can be observed that the damages inflicted to both to the state and to the young generations that from various justified and unjustified reasons couldn't or were not willing to enter the educational system aside for the fact that it is open for every adult that wishes to gain literacy or to complete his primary education. However, part of the population remains illiterate or with incomplete primary education, although it is compulsory.

**Table: Illiterate population in the Republic of Macedonia (1991) over age 11**

	Total	Men	Women
Total rostered population	1361470	685748	675722
Number of illiterate population	79425	19673	59752

**Table: Illiterate population in the Republic of Macedonia (1994) over age 11**

	Total:	Men	Women
Total rostered population	1454082	721082	732485
Number of illiterate population	86415	19945	66470

**Table: Illiterate population in the Republic of Macedonia (2002) over age 10**

	Total	Men	Women
Total rostered population	1693044	863289	829755
Number of illiterate population	63562	14993	48569

Source: *Statistical Yearbook of the Republic of Macedonia, Republic Statistics Bureau*

According to the population roster conducted by the Republic Statistics Bureau in 1991, of the total number of population of 1.361 470 over age 11, 79.425 are illiterate. Of them 19.673 are men and 59.752 are women. While the population roster of 1994, of the total number of population of 1.454 082 over age 11, 86.415 are illiterate. Of them 19.945 are men and 66.470 are women. With the latest population roster of 2002, of the total number of population of 1.693044 over age 10, 63.562 are illiterate. Of them 14.993 men and 48.569 women or expressed in percentage 3,6%.

According to the indicators of the population roster of those above age 11 of 1991, 1994 and 2002, it is obvious that the illiteracy rate in the Republic of Macedonia, instead of decreasing, is actually increasing, especially among the labour-capable segment of the young population and women. This is an extremely unfavourable trend.

Gaining literacy and finishing primary education, especially among the female population is a particular problem. The insufficient care dedicated to the solving of these problems makes them even greater, especially if having in mind the significant role of a women within the family as a parent and her function in social life, as a whole. For the resolution of this problem, aside for creating agreeable material conditions, endeavours need to be made to also surpass the social, traditional, religious and other prejudice in regard to women's education.

This task is very popular, considering that the large part of the illiterate population is between the age of 15 and 24.

**Table: Illiterate population in the Republic of Macedonia of the age 15-24, by nationality (1994)**

	Macedonian	Illiterate	Albanian	Illiterate	Roma	Illiterate
of the age 15 - 20						
Women	48.796	149	21.636	269	2246	446
men	50.831	188	22.416	140	2572	292
Total	99.627	337	44.052	409	4818	738
of the age 20 - 24						
Women	45569	180	21189	346	1795	396
Men	48223	181	20.977	103	2051	186
Total	93.792	361	42.146	449	3846	582

Source: *Statistical Yearbook of the Republic of Macedonia, Republic Statistics Bureau, Republic of Macedonia*

Such situation among the illiterate population in the Republic of Macedonia increases the need for a joint and coordinated action of several factors of our state, such as> pedagogical-educational institutions, central authorities and local self-government, with the goal of joining together and creating an action programme for inclusion into primary education of those individuals that have not been able to acquire (finish) it

earlier, and to during that process, take consideration of their life and work experience.

**Table: The total population in the Republic of Macedonia by sex, age and school training, according to the roster of 2002**

Age	School training								
	Total population	without schooling	Incomplete primary education	primary but is studying	Secondary	Post-secondary	higher education, university, academy	MA level	PhD level
Total (over 15)	1596267	67358	219507	559082	588554	50302	104081	2783	2069
15-19	165422	2251	4690	120216	35662	45	33	-	-
20-24	161945	2193	6000	47840	101871	631	3391	19	-
25-29	153461	1861	6141	55297	73229	2299	14354	272	8
30-34	148281	1788	5897	53599	69750	3607	13161	413	66
35-39	149837	2178	7520	49897	70046	6020	13565	411	200
40-44	146902	2469	10554	48771	62501	7494	14497	352	264
45-49	142688	2572	14878	48245	56164	7037	13240	301	251
50-54	127760	2334	17627	43038	44678	7159	12229	323	372
55-59	95234	2774	22284	28929	27606	6009	7069	249	314
60-64	89822	4604	32876	25429	17827	3804	4873	196	213
65-69	84443	11809	33394	17704	14437	3010	3806	131	152
70-74	61969	13052	26688	10051	8142	1716	2122	79	119
75-79	40384	8775	18908	6151	4299	982	1171	23	75
80-84	18975	5022	8821	2564	1730	397	409	5	27
85 and more	7941	3416	3037	823	464	77	115	2	7
unknown	1203	260	192	528	148	15	46	7	1

*Source: Statistical Yearbook of the Republic of Macedonia, Republic Statistics Bureau, Republic of Macedonia*

The data of the State Statistics Bureau on the educational structure of the population of the Republic of Macedonia over 15 shows that 67.358 individuals or 4,2% are without education; with incomplete primary education 219.505 individuals or 13,8%; with primary education 559.082 individuals or 35,1%; with secondary education 588.554 individuals or 36,9%, with postsecondary 50.302 individuals or 3,2%; with higher education, university, academy, MA level or PhD level 108.933 individuals or 6,8,%, i.e. more than half of the population (53,1%) have a low educational level (no education, incomplete primary education and with primary education). This low educational level of the population cannot provide for social and economic growth of the state because the greatest part of the inactive population over 15 in 2000 consisted of 270.378 men and 452.321, i.e. they are labour-competent individuals, outside the labour market.

The reasons for the bad situation in the educational structure of the population are numerous, but these appear as the predominant ones: unsatisfactory inclusion of pupils/students, dropout of students in primary and secondary education, domination of the traditional values that marginalise the significance of education accentuated within the ethnic groups, the level of technical development in the economy that still tolerates workers with lower educational level, decreased financial power of the population, poor educational inclusion of the marginalised groups etc.

**4.2.** In the future period, the Ministry of Education and Science shall take measures to eliminate the dropout cases and lower the number of children outside the educational institutions, shall realise activities and shall focus on two global aims:

- promotion of the educational level of young people and adults that are outside the educational system and strengthening of their professional and social competences;
- eliminating the possibilities of creating new generations of educationally impaired children;

The first aim points to the need of carrying out activities directed towards: raising of the awareness among the young and adult population of the significance of education, the active inclusion of the formal and non-formal sector in the actions for promotion of the population's educational level and competences, offering financial facilitation to all those that shall take part in the action, activating the existing and finding alternative forms of funding programs aimed at education and training of the unemployed population.

With the aim of providing for equal educational opportunities for all children. i.e. increase of the inclusion of children from the vulnerable (susceptible) groups, in primary and secondary education in the Republic of Macedonia, especially female children, the Bureau for Development of Education in cooperation with UNICEF, are realising a sub-project 'Increase of the Inclusion of Students From the Rural Environment', within the frame of the project 'Education for All'.

Also, within this project, the Bureau for Development of Education has since 2003 been involved in the realisation of the subproject 'Increase of the Inclusion of the Students of the Roma Population' in primary and secondary schools, with the aim of increasing the inclusion of children of Roma nationality in compulsory primary education and rising awareness for the significance and need for education. All this shall be realised through the following activities: improving the learning environment in the schools with a higher number of children, especially of the female population, providing for conditions for education of the community, rising awareness for liability of the community, the parents and the other social factors; increase of the inclusion of students that continue their formal education with an accent on the classes that have the highest dropout rate, but also continuing of the secondary and higher education.

A project of FOSIM 'Scholarship and Mentoring Programme for Roma Students in Secondary Education' is also realised in the secondary schools where Roma children are educated. Mentor teams consisting of teachers of general and vocational subjects have been created within the schools and their responsibility is to help the students in accordance with their stated needs. The approach is generally individual and the work with each child is carried out outside the instruction process. The aim of this mentor approach is to overcome all the problems that the student is faced with during the schooling, achievement of higher results, improvement of the demeanour, i.e. lowering of the absence from class records, rising of the awareness for the need of education, training for self-education, continuation of education in the higher-education institutions, socialisation, habit-building etc.

### **A new concept for adult primary education**

The Bureau for Development of Education prepared a new Concept for Primary Adult Education that lies on the provisions contained in the Constitution of the Republic of Macedonia, the Law on Primary Education, the programme structure of primary

education, the analysis of the development of primary adult education in the Republic of Macedonia.

In the past period adult education was constricted only to elimination or lowering of illiteracy and other educational deficits occurred in the period of youth.

With the new Concept, the functions of primary adult education are broadened, among which:

- thorough adult training (gaining literacy and completion of adult education) and acquisition of professional qualifications (primary occupation);
- adapting of the adults to the new requirement in life;
- gradual enrichment of the creative abilities of the adult and his spiritual world;
- individual progression of the adult in his/her private life and social life and acquisition of a an improved status in the family and the community;
- acquisition of new knowledge, skills, values, views, habits to successfully face new requirements resulting from the scientific, technological, social and cultural development.

The main principles on which the new Concept is grounded are:

- compulsoriness of primary adult education;
- free of charge quality primary education and pedagogy,
- equality and democracy, t.e. education is a fundamental human right and a foundation for exercising all other individual and social rights,
- acquisition of practical knowledge and its quick application in everyday life or training of the participants to independently reach the necessary information sources, data or modes of problem-solving.

All adult participants shall enter the primary adult education process voluntarily and may, at all times, continue from where he/she discontinued his/her education.

With the new Concept, three models of instruction plans are offered. Two for the regular instruction and one for the preparatory one. The first instruction plan is for adolescents at the age of 15 to 24, for regular instruction. Primary education of Adolescents from the age of 15 and 24 and adult participants over the age of 24, shall delivered in the course of 4 educational years, i.e. two classes (educational cycles) shall be completed in the course of one school year or, each educational cycle has a duration of 18 work weeks.

The instruction plan model for adolescents of the age 15 to 24, for regular instruction, shall consist of three global instruction areas: compulsory, elective and facultative instruction.

The second instruction plan model for primary adult education is for over the age of 24, for regular instruction. By structure it is similar to the model for adolescents of the age of 15 to 24, but with a shortened lesson fund both for instructional subjects and for the total lesson fund during the course of the educational year (educational cycle) and weekly. This change is due to the insights that adults have specific needs and also their life and work experience is rich and dictates a different instruction plan model.

The third instruction plan model for primary adult education is for preparatory instruction. With it, certain problems may be surpassed arising from the organisation,



realisation, as well as form the needs and requirements of adults to be educated through preparatory mode and to achieve better educational results.

This instruction plan is intended for those participants that have elementary knowledge, that are trained for self-education, that are employed or that have other obligations and are not in a situation to attend regular instruction.

The three instruction plans provide a flexible approach, animation of a larger number of participants, developing of the need for regular and vocational upgrading and updating of primary adult education.

The new Concept offers basic principles and views on the future organisation and realisation of primary adult education. As a document, it requires the adopting of a series of new documents that shall render the offered solutions operational.

**4.3.** An excellent example of efficient practice and innovative programme for literacy is the UNICEF programme 'Access of Vulnerable Groups to Education' (2000) that later became the subproject 'Increasing the Inclusion of Student from Rural Environments' within the project 'Education for All'. The illiterate mothers (Macedonian and Roma) that have children on preschool age were the target group for this project.

Original material for teaching literacy skills to adults was created for the needs of this programme by the employees of the Pedagogy Institute of the University 'Sv. Kiril i Metodij' in Skopje, who were also the trainers of the educators that did field work.

The originality of the study material was that it was based on the Paulo Freire literacy gaining method, placing the key study motive on the care of illiterate mothers for the development of their children. Learning about the development characteristics of their children and about the preventive measure and health protection for children, the adults acquire their first experiences in the world of literacy.

The following literacy programme sets were prepared:

- Programme A+1 – intended for the educators working with Macedonian users for basic gaining of literacy and mathematical skills
- Programme B+2 – intended for educators working with Macedonian users that have basic language and mathematics knowledge
- Programme C+3 intended for already literate Macedonian users, for a higher level of speech culture and communication;

Three sets of programmes for various levels of language and mathematics literacy of Roma users were also developed, as follows:

- Programme A+1 – intended for the educators working with Roma users for basic gaining of literacy and mathematical skills
- Programme B+2 – intended for educators working with Roma users that have basic language and mathematics knowledge
- Programme C+3 intended for already literate Roma users, for a higher level of speech culture and communication

Aside for the programmes, three sets of workbooks were prepared and were intended for independent work, as follows:

- Workbooks for independent work for Macedonian users for level A+1

- Workbooks for independent work for Macedonian users for level B+2
- Workbooks for independent work for Macedonian users for level C+3

In accordance with that, three sets for independent work of Roma users were also prepared:

- Workbooks for independent work for Roma users for level A+1
- Workbooks for independent work for Roma users for level B+2
- Workbooks for independent work for Roma users for level C+3

The other original feature of this programme is that the trainers carried out their work in the home of the person gaining the literacy skills.

At the same time as the programmes were prepared, work was also done to develop the methodology for monitoring and evaluation of the project and preparation of an appropriate toolkit. For the needs of the project, both quantitative and qualitative methodologies were used with specially constructed instruments.

**The level of literacy of the users** was measured with the following:

- **Test for initial measurement** of the level of language and mathematic literacy of the Macedonian and Roma users – ITP 1
- **Test for final measurement of the level** of language and mathematic literacy of the Macedonian and Roma users – FTP 1
- **Control sheet** for the results **of the initial measurement** – KL1
- **Control sheet** for the results **of the final measurement** – KL2

In the period from 2000 to 2003 on the territory of the Republic of Macedonia, 950 individuals received basic literacy training.

## **Theme 5: The expectation from CONFINTEA VI and future perspectives of ALE**

**5.1.** The results from CONFINTEA VI are supposed to round up the process of affirmation of adult education and to determine more precisely its changing role in the changing society and the world provoked by the processes of globalisation. The best practice examples can be a great contribution in this domain.

Additional endeavours need to be established in order to include development of adult education in the priorities of the country governments and to persuade them to take responsibilities for its undisturbed development and financial support.

**5.2. The main issues that adult education needs to deal with in the future period are:**

- to overcome the far too great imbalance in the educational field between the strong and weak economies and between the rich and the poor;
- to increase the opportunities for educational mobility of young people and adults and establishing dynamic cooperation between the educational institutions and the needs arising from the areas of labour and social life;

- Mobilisation of those population groups that for various reasons have out-of-date knowledge, that don't have the required competences or that have remained educationally impaired, such as: the unemployed, the illiterate and the marginal groups;
- Increase of the opportunities for acquiring knowledge, skills and values by adults, required for improvement of the quality of life; and
- development of adults education that shall be have the role of social cohesion;

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## ANNEX 1

**TABLE NO. 1  
CIVIL SERVANTS AGENCY (CSA)**

Programme (name and brief description)	a) Provider (please choose the appropriate one from below)			b) Area of learning (please choose the appropriate one/s from below)			c) Target group/s	d) Programme cost	e) Funding source
	Public/ State	CSO/ NGO	Private	General competencies	Technical skills	Knowledge generation, innovation			
Training management	Civil Servants Agency and DFID			Knowledge generation			National coordination body for system and continuous trainings of civil servants		
Information system in public administration	Institute for public administration and Eurointegration – Sofia			Knowledge generation			Civil servants		
Human resources management and training of civil servants	International institute for public administration – Paris			Knowledge generation			Civil servants		
Intensive EU seminar	Institute for public administration and Eurointegration – Sofia			Knowledge generation			Civil servants from South-East Europe		
Changes management and project management	CSA and Euro Balkan			Knowledge generation			Civil servants from CSA		
Project Management	CSA and DFID			Knowledge generation			Civil servants from CSA		
Some aspects of HR management in the civil service of Great Britain	CSA and DFID			Knowledge generation			Higher civil servants		
Selection of civil servants by means of an interview	CSA			Technical skills			Civil servants – heads of HR units		
Systems of civil service	CSA and Euro Balkan			Knowledge generation			Civil servants		
Strategic planning	CSA and Euro Balkan			Knowledge generation			Civil servants from CSA		

Human Resources Management	CSA and DFID - Programme for support of PJA	Knowledge generation	Civil servants		
Assessment of training needs of civil servants	CSA and DFID	Knowledge generation	Heads of HR units		
Systems for evaluation of performance of CS	CSA, Institute Euro Balkan and Embassy of France	Knowledge generation	Heads of HR units		
Practical application of the Rulebook on the procedure for collection of data for CS	CSA and DFID	Technical skills	CS employed in HR units		
Government communication (within higher administrative training- HAT)	Agreement between the Government of France and the Government of Macedonia	Knowledge generation	Civil servants		
Inter-ministerial coordination (within HAT)	Gov. of France and Government of Macedonia	Knowledge generation	Civil servants		
Legal and financial control of transferred responsibilities (within HAT)	Gov. of France and Government of Macedonia	Knowledge generation	Civil servants		
System of public administration and civil service in Macedonia	CSA, Institute Euro Balkan and Foundation Institute Open Society – Macedonia 2003 – 2006	Knowledge generation	Newly employed civil servants and CS with working experience up to 5 years		
Human Resources Management	CSA, Institute Euro Balkan and Foundation Institute Open Society	Knowledge generation	Civil servants		
Training in simultaneous interpretation from/ into French (for the needs of HAT)	Gov. of France and Government of Macedonia	Technical skills	Interpreters		
System for management of documents and processes	No information	Technical skills	Civil servants from CSA		
Training in PPT and presentation skills	Institute Euro Balkan – Skopje	Technical skills	Civil servants from CSA (heads)		
Types of procedures for application and writing of project proposals	Institute Euro Balkan – Skopje	Technical skills	CSA staff – heads of departments		
Human Resources Management	Institute Euro Balkan – Skopje	Knowledge generation	CS responsible for HR		
Higher administrative training	Gov. of France and	Knowledge generation and technical	CS – heads		

	Government of Macedonia 2002-2008	skills			
Program for development of management skills for heads of middle rank (thematic training in 6 modules)	CSA and DFID – RJA	Knowledge generation and technical skills	CS – heads of middle rank		
Training in application of the Rulebook on the manner and procedure for evaluation of civil servants	CSA, Institute Euro Balkan and Foundation Institute Open Society	Knowledge generation and technical skills	Civil servants		
Workshop for organizational structure and human resources in municipalities	Three-lateral committee for coordination of training in cooperation with the Make Decentralization Work Project (USAID) and the Training Support Unit (UNDP), and with financial support of the Foundation Institute Open Society – Macedonia	Knowledge generation and technical skills	Mayors and CS from municipality administration		
Strategic planning		Knowledge generation and technical skills	Civil servants		
Training for personal assistant		Knowledge generation and technical skills	CSA staff (CS of group 3)		
Staff management		Knowledge generation and technical skills	CSA staff (heads)		
Training for software application Apply - On line		Technical skills	CSA staff		
Commissions for civil service, professionalism, good performance		Knowledge generation	Civil servants		
Training management	SCA and DFID	Knowledge generation and technical skills	CSA staff from the department of international cooperation		
Training practicing		Knowledge generation	Civil servants		
Training in conducting an interview	CSA	Technical skills	Civil servants		
Training in conducting analysis of training needs and preparation of annual training program	CDA and Foundation Institute Open Society - Macedonia	Knowledge generation and technical skills	CS from HR units in municipality administration		
Comitology following the reform in 2006	European Institute for Public	Knowledge generation	Civil servants		

	Administration (EIPA)				
<b>Regional school for public administration (ReSPA) CSA as a national coordinator</b> - How to become a better policy adviser - How to make the strategies work – the next step for West Balkans - Training management - Negotiating in EU context: tools and methods - Negotiating in EU context: tools and methods - Budgeting process in France, financial laws and modernization of state accounts management	CSA	Knowledge generation	Civil servants		
Specialized seminar for E-Government (within HAT)	Agreement between Gov. of France and Government of Macedonia 2002-2008	Knowledge generation	Civil servants		
Training in office and archive work in administration, Basic principles of the Law on classified information and Basic principles of the Law on free access to information of public character	CSA	Knowledge generation and technical skills	CSA staff		
Training in preparation of acts for systematization of work positions	CSA	Technical skills	CS from HR units		
Application of the Law on general administrative procedure in the units of local self-government in the field of town planning	Ministry of Justice – State Administrative Inspectorate Ministry of transport and communications – State Inspectorate for civil engineering and urbanism Civil Servants Agency Association of local self-government units	Knowledge generation and technical skills	Civil servants		
<b>European Commission for Democracy through Law – Venice Commission</b> - Guarantee for ownership rights in new	European Council (CSA as a national coordinator)	Knowledge generation and technical skills	CS depending on the seminar topics		

democracies of Central and Eastern Europe, in the context of privatization and restitution

- Principle of non-discrimination and protection by the public administration of ethnic, cultural and language rights of nationalities
- Implementation of European Law in domestic law
- Efficiency in public administration and fundamental rights
- Living standards, including the institutional instruments for prevention of corruption
- EU legislation: effectiveness and influence on national legislation systems
- Protection of human rights in Europe: systems of the European Council, EU, OSCE, and UN
- Protection of rights of ethnic minorities
  
- Public administration in decentralization process
- Reform of civil service in Europe
- Guidelines for the European Council and European Commission for civil servants
- Local and regional self-government and cross-border cooperation
- Harmonization of domestic legislation with Acquis Communautaire and the principles of good legislation
- State security, trans-national organized criminal and illegal immigration
- Access to and protection of data in the era of E-Government
- State service: the Government in service of citizens or citizens in service of the Government
- The role of freedom of the media and pluralism in democracy strengthening
- Administration law and cross-sectoral



<p>communication in public administration</p> <ul style="list-style-type: none"> <li>-Diversity management: minorities and migrants</li> <li>- Legal framework for performance indicators of public administration and measuring of performance</li> <li>- Influence of EU expansion on new member states</li> <li>- Positive discrimination in civil service</li> <li>- Joint efforts on EU level for fighting against corruption</li> <li>- European Integration / institutional and legal reforms</li> <li>- Positive discrimination in civil service</li> <li>- Freedom of peaceful gathering and association – sources, principles, and adequate implementation in practice</li> <li>- Legislation evaluation</li> <li>- European Integration – Constitutional and legal reforms</li> <li>- Implementation of court practice of the European Court for Human Rights in the member countries of the European Council</li> </ul>					
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**TABLE NO. 2  
Ministries**

<b>Programme (name and brief description)</b>	<b>a) Provider (please choose the appropriate one from below)</b>			<b>b) Area of learning (please choose the appropriate one/s from below)</b>			<b>c) Target group/s</b>	<b>d) Programme cost</b>	<b>e) Funding source</b>
	<b>Public/ State</b>	<b>CSO/ NGO</b>	<b>Private</b>	<b>General competencies</b>	<b>Technical skills</b>	<b>Knowledge generation, innovation</b>			
Professional development	Japanese agency for international cooperation – Japanese Government			General competencies Technical skills			Public administration Universities Business sector	Donation	Japanese agency for international cooperation –

					Japanese Government
Professional development	Mashav – Government of Israel	General competencies Technical skills	Public administration Universities Business sector	Donation	Mashav – Government of Israel
Professional development	Government of Egypt	General competencies Technical skills	Public administration Universities Business sector	Donation	Government of Egypt
Professional development	Government of India	General competencies Technical skills	Public administration Universities Business sector	Donation	Government of India
Training courses	Government of the peoples republic of China	Promotion of managerial experience in politics in various areas	Public administration Universities Business sector and other entities	Donation	Government of the peoples republic of China
Training courses	Government of Singapore	Technical skills	Public administration Universities Business sector and other entities	Donation	Government of Singapore
PDPL Project Strengthening of Public Education Reforms	State	Knowledge generation and technical skills	Civil servants from the Ministry of Finance	163.892.00 (in USD)	Dutch Grant
Seminar for budget analysis	Public	Technical skills	Treasury department		Ministry of Finance and CEF (Centre for Excellence in Finance)
Workshop - “Forecasting Revenues and Expenditures in the Government Sector”	Public	Technical skills	Budget and funds department		Ministry of Finance and CEF (Centre for Excellence in Finance)
Seminar organized by MMF - "Government Finance Statistics"	Public	Technical skills	Treasury department		MMΦ
Workshop – IPA cross-border program for member countries and countries – users of IPA	Public	Technical skills	Budget and funds department		Ministry of Finance

Seminar - "Remittances in the Balance of Payments"	Public	Technical skills	Department of macroeconomics and development policy		Ministry of Finance
Seminar - "Capital Budgeting"	Private	Knowledge generation, innovation	Budget and funds department		Ministry of Finance
Seminar for internal revision for quality assurance and practices	Public	Knowledge generation, innovation	Department of public internal financial control		Ministry of Finance of Macedonia and Ministry of Finance of France
Working group for preparation of the Budget for 2007 of the SEKI – Centre	Public	Knowledge generation, innovation	Budget and funds department		Ministry of Finance
Seminar - "Integration of Cash and Debt Management"	Public	Technical skills	Treasury department		Ministry of Finance
Training in fiscal decentralization (Fiscal decentralization initiative for Central and Eastern European countries)	Public	Technical skills	Department of public debt management		Ministry of Finance and the organizer - OSCE
Workshop – "Internal control and audit "	Public	Technical skills	Department of central audit		Ministry of Finance
Seminar of UNIFEM for poverty reduction in the context of EU accession	Public	Technical skills	Department of macroeconomics and development policy		Ministry of Finance and the organizer UNIFEM
Seminar - "Government Finance Statistics"	Public	Technical skills	Treasury department		Centre Finance in Finance
Training on the topic – Taxation of non residents	Public	Knowledge generation, innovation	Treasury department		Centre Finance in Finance

Workshop – “How to design a good finance regulation “	Public	Knowledge generation, innovation	Financial system department		Centre Finance in Finance
Workshop – “Typology of the fight against money laundering and financial terror for the units for financial intelligence FIU “	CSO/ NGO	Knowledge generation, innovation	Administration for prevention of money laundering		International Monetary Fund
Seminar – “Macroeconomic Management and Fiscal Policy”	CSO/ NGO	Knowledge generation, innovation	Department of macroeconomics and development policy		Joint Vienna Institute
Seminar – “Modern Financial Management”	Public	Knowledge generation, innovation	Treasury Sector		National academy for finance and economy of the Netherlands
Training – “Negotiation in the context of European Union – tools and methods “	Public	Knowledge generation, innovation	Financial system department		European institute for public administration
Seminar – “Issuing of securities of central banks and state securities”	Public	Technical skills	Department of public debt management		Central bank of England
Management Training	Private	Knowledge generation, innovation	International Finance Department		Bled Management School
Workshop for protection of consumers in providing financial services	CSO/ NGO and public	Technical skills	Financial system department		World Bank and Ministry of Finance of Republic of Slovakia
Workshop PEM-PAL for internal revision	CSO/ NGO	Technical skills	Department of public internal financial control		World Bank

Seminar – “Macroeconomic forecasts”	CSO/ NGO	Knowledge generation, innovation	Department of macroeconomics and development policy		International Monetary Fund
Training for strengthening of communication and negotiation skills	CSO/ NGO	Knowledge generation, innovation	Department of public internal financial control		Centre for European politics (CEP) British government
Seminar – “Government and Finance Statistics”	Public	Technical skills	Budget and funds department		Centre Finance in Finance
Seminar for persons for official communication	CSO/ NGO	Technical skills	Treasury Sector		Joint Vienna Institute
Seminar - "Practical training in Eco modelling"	Private	Technical skills	Department of macroeconomics and development policy		Education centre Ecomode in Washington – USA
Seminar for mid-term budgeting	Public	Technical skills	Budget and funds department		Centre Finance in Finance
Seminar – “Payment operations, domestic and international legal regulations “	CSO/ NGO	Technical skills	Legal and administrative affairs department		Organization of education, scientific research, improvement of the work of legal, educational and administrative bodies
Seminar – “Skills for improving of concentration and efficiency of work “	Private	Technical skills	Legal and administrative affairs department		KDS – Training Centre

Workshop – “Typology of money laundering for financing of terrorism“	CSO/ NGO	Knowledge generation, innovation	Administration for prevention of money laundering		International Monetary Fund
Training in structural funds	Private	Knowledge generation, innovation	Budget and funds department		Ecorys Netherland BV
Seminar "Practical training in Eco modelling"	Private	Technical skills	Department of macroeconomics and development policy		Education centre Ecomode in Washington – USA
Seminar “Macroeconomic Management and Fiscal Policy”	CSO/ NGO	Knowledge generation, innovation	Department of public debt management		International Monetary Fund
Training in „I 2" (software for research analysis, construction of schematic case presentation)	Private	Technical skills	Administration for prevention of money laundering		Euro Computer Systems (ECS)
Workshop "Cost-Risk Modelling of Public Debt Portfolios"	Public	Technical skills	Department of public debt management		Ministry of Finance
Seminar for budget analysis	Public	Technical skills	Treasury Department		Ministry of Finance
Seminar – “Management and monitoring of operational programs funded by the EU ”	Public	Technical skills	Department of EU harmonization and international finance		Ministry of Finance and the organizer – Institute for public administration – Ireland
Training "IPA – instrument for pre-accession assistance – a way to EU cohesive politics "	Public	Knowledge generation, innovation	Department of EU harmonization and international finance		Ministry of Finance

Training workshop: "Office management and public relations "	Public	Knowledge generation, innovation	Capital management department; Legal and administrative affairs department		Ministry of Finance
Seminar "Performance Budgeting and Information"	Public	Technical skills	Budget and funds department		Ministry of Finance
Bled management school, master of business administration program for school year 2008	Public	Knowledge generation, innovation	Department of public debt management		Ministry of Finance
Training - "Good practices of Poland and other countries from the Regional partnership in using of EU funds "	Public	Technical skills	Department of EU harmonization and international finance		Ministry of Finance and the organizer -OCEI
Training "Management and monitoring of operational program funded by the EU "	Public	Knowledge generation, innovation	Central financing and contracting department		Ministry of Finance and the organizer SEP – Institute for public administration – Dublin
Seminar "Project Management "	Public	Technical skills	Treasury Department		Ministry of Finance
Training in National Administration School (ENA)	Public	Knowledge generation, innovation	Budget and funds department and Treasury department		Ministry of Finance
Training - "The French budget, financial laws and modernization of the public accounts' management"	Public	Technical skills	Budget and funds department		RESPA in cooperation with ENA

TAIEX seminar for the framework agreement between EC and RM	Public	Technical skills	Central financing and contracting department		Ministry of Finance
Seminar "Information technology for prevention of money laundering and terrorism financing "		Technical skills	Administration for prevention of money laundering		
Seminar for applied economic politics of the European Union for candidate countries, organized by European Commission		Technical skills	Macroeconomic policy department		
Training through visit to the course "Development of server JAVA applications and JAVA server pages " code M3P24		Technical skills	Department of registers and statistical analysis		
Workshop – "Internal control and audit"		Technical skills	Department of public internal financial control		
Seminar of УНИФЕМ for poverty reduction in the context of EU accession		Knowledge generation, innovation	Macroeconomic policy department		
Workshop - "PEM-PAL for internal auditors "		Technical skills	Central financing and contracting department		
Seminar – "Negotiations for approach the market of non-agricultural products"		Knowledge generation, innovation	Tax and customs system department		
Workshop - "Program and performance budgeting"		Technical skills	Budget and funds department		
Seminar - "Integration of Cash and Debt Management"		Knowledge generation, innovation	Treasury department		



Seminar for internal audit and quality assurance and practices		Technical skills	Treasury department		
Seminar for promotion of more effective implementation of standards for internal control of IPA funds		Knowledge generation, innovation	Department of public internal financial control		
Seminar – “Modern financial management “		Knowledge generation, innovation	Treasury department		National academy for finance and economy of the Netherlands
Training – “Negotiation in the EU context - tools and methods”		Knowledge generation, innovation	Financial system sector		European institute for public administration
Seminar – “Issuing of securities of central banks and state securities”		Technical skills	Department of public debt management		

**TABLE NO. 3  
USAID**

Programme (name and brief description)	a) Provider (please choose the appropriate one from below)			б) Area of learning (please choose the appropriate one/s from below)			c) Target group/s	d) Program me cost	e) Funding source
	Public/ State	CSO/ NGO	Private	General compe- tencies	Technical skills	Knowledge generation, innovation			
In 2006 in Macedonia was launched the 5-year USAID Primary Education Project (PEP). The objective of the Project is to improve quality of teaching and learning and improve the skills for employment of the youth. All state	<b>NGO (Academy for Education Development) Washington</b>			<b>Knowledge generation, innovation</b>			<b>Teachers, students, pedagogues, psychologists, directors (all from primary</b>	/	USAID

primary schools can benefit from the PEP. Project components <ul style="list-style-type: none"> <li>▪ ICT in education</li> <li>▪ Improving mathematics and science</li> <li>▪ Improving assessment</li> </ul>			<b>schools)</b>		
SEA Project – Component for teacher professional development: Interactive teaching	Government organization	<b>General competencies, Knowledge generation, innovation</b>	a) directors - 50 b) pedagogues/ school psychologists - 50 c) teachers - 2800	\$ 964 830	USAID
SEA Project – Component for teacher professional development: Improving student assessment	Government organization	<b>General competencies, Knowledge generation, innovation</b>	a) directors - 50 b) pedagogues/ school psychologists - 50 c) teachers - 2600	\$ 100 000	USAID
SEA Project – Component for teacher professional development: Teacher mentoring	Government organization	<b>General competencies, Knowledge generation, innovation</b>	a) directors - 50 b) pedagogues/ school psychologists - 50 c) teachers - 200	\$ 108 495	USAID
SEA Project – Component for professionalization of school directors – Director certification program, with 6 modules: Education quality; organizational theory; communication; director – pedagogical leader; planning and finances; legislation. Training is organized in 6 three-day workshops.	Government organization	<b>General competencies, Knowledge generation, innovation</b>	a) directors of primary and secondary schools and dormitories – a total of 376	\$ 400.000	USAID

**TABLE NO. 4**  
**Duration of implemented programs for adult education and training by the British Council in Macedonia**

<b>Name of program</b>	<b>From</b>	<b>To</b>
1. Innovation and creativity in English language learning: - Project with ELTAM – Association of English language teachers (learning English through drama, training for mentors) - Project with MAKS – Association for quality in foreign languages teaching (founding, training of inspectors, European language portfolio)	2002	2008
2. Introduction of English language in the first grade (training for mentors and development of materials) with the Bureau for Development of Education	2007	2008
3. Training of English language teachers for the component of writing in English for the Matura exam (training of mentors for writing and evaluation) with the Bureau for Development of Education	2006	2007
4. Introduction of exam – writing in English language at the Department of English language and literature, Faculty of Philology Blaze Koneski (training of the team for teaching and evaluation).	2004	2006
5. Assistance in publishing of Macedonian language portfolio for teenagers (up to 16 years of age), Ministry of Education	2007	2008
6. Training in English language at the Ministry of Defence	1996	2008

**TABLE NO. 5**  
**British Council**

<b>Programme (name and brief description)</b>	<b>a) Provider (please choose the appropriate one from below)</b>			<b>b) Area of learning (please choose the appropriate one/s from below)</b>			<b>c) Target group/s</b>	<b>d) Programme cost</b>	<b>e) Funding source</b>
	<b>Public / State</b>	<b>CSO/ NGO</b>	<b>Private</b>	<b>General competencies</b>	<b>Technical skills</b>	<b>Knowledge generation, innovation</b>			
Introduction of English language in the first grade (training for mentors and development of materials)	State, with the Bureau for Development of Education			Knowledge generation			English language teachers, first graders	€19.000	British Council
Training of English language teachers for the component of writing in English for the Matura exam (training of mentors for writing and evaluation)	State, with the Bureau for Development of Education			Knowledge generation			English language teachers	€20.000	British Council

Introduction of exam – writing in English language at the Department of English language and literature, Faculty of Philology Blaze Koneski (training of the team for teaching and evaluation).	Public, with the Faculty of Philology Blaze Koneski	Knowledge generation	English language teachers	€30,000	British Council
ELTAM – Association of English language teachers (learning English through drama, training for mentors)	NGO	Knowledge generation	English language teachers	€19,000	British Council
MAKS – Association for quality in foreign languages teaching (founding, training of inspectors, European language portfolio)	NGO	Technical skills, Knowledge generation	English language teachers	€15,000	British Council
Assistance in publishing of Macedonian language portfolio for teenagers (up to 16 years of age), Ministry of Education	State, Ministry of Education	Technical skills		€2,000	
English language courses at the Ministry of Defence	State, Ministry of Defence	General competencies, Technical skills, Knowledge generation, innovation	English language teachers, military personnel	€630,000	British Ministry of Defence
Training for newly qualified English language teachers with ELTAM	HGO	Knowledge generation	English language teachers	€14,000	British Council
Introduction of international diploma for qualified English language teacher from the University of Cambridge, at the University of South-east Europe	Public, with the University of South-east Europe	Knowledge generation	English language teachers	€4,000	British Council, University of South-east Europe

**Table no. 6  
Chamber of Commerce**

Programme (name and brief description)	a) Provider (please choose the appropriate one from below)			b) Area of learning (please choose the appropriate one/s from below))			c) Target group/s	d) Programme cost	e) Funding source
	Public / State	CSO/ NGO	Pri- vate	General compe- tencies	Techni- cal skills	Knowledge generation, innovation			
ISO 9000 training for the consultants and the assessors of international standards 1997-1998	Public/ State			Knowledge generation, innovation			Quality experts		UK technical assistance
Project for Trade and Transport Facilitation TTFCE2003-2005 2003-2005	Public/ State			Knowledge generation, innovation			Forwarders, customs officers		co-financing
Cooperative management principles until 2007	Public/ State			Knowledge generation, innovation			Managers		Self-financing
Innovation in management and administration Until 2007	Public/ State			General competencies			Managers		Self-financing
Application of international standards for food safety HACCP 2007-2008	Public/ State			Knowledge generation, innovation			Agriculture, food industry, trade and hospitality		co-financing
EU funds2007-2008	Public/ State			Knowledge generation, innovation			Financers		Self-financing
EU funds – procedures2007-2008	Private			Knowledge generation, innovation			Financers		Self-financing
EU standards 2003-2004	Public/ State			Knowledge generation, innovation			Financers		Self-financing
Access to bank credits for small and medium enterprises2002-2007	Private						Financers		Self-financing
Crediting from the Macedonian Bank for Development Support2004	Private			Knowledge generation, innovation			Financers		Self-financing
CE mark in commerce 2007	Private			General competencies			Engineers		Self-financing
UN procurement procedures 2007	Public/ State			General competencies			Financers		Self-financing
E-learning 2007-2008	Private			General competencies			IT engineers		co-financing
GS 1 Macedonia – articles coding 2006	Private			General competencies			Marketing experts		Self-financing

**Table no. 7**  
**Duration of the realised programmes for adult education and training on behalf of Workers' Universities**

Programme title	from	to
Primary adult education	1957	2008
Training of individuals for security	2000	2008
Trainings for various occupations	1992	2008
IT courses	1992	2008
Foreign language courses	1992	2008
Adult education programme	1997	2008
Foreign language courses - English - German - Greek - French - Italian - Macedonian for Foreigners	For each annual programme	
IT courses - Windows - Word - Excel - Internet - Web Design	For each annual programme	
Trade and occupation courses - Accountants - Nurses - Beauticians - Hairdressers - Masseurs - Chefs - Radio and TV mechanics - Bricklayers and carpenters etc	For each annual programme	
Marketing and management	1999	2000
Our experiences in using contemporary visual aids in the course for nurses (seminar for the trainers of the course for nurses at the Workers' Universities)	June 2000	
Prequalification and further qualification – PRIZMA (training for tilayers and locksmiths in the Municipality Radovich)	Sept 2001	Dec 2001
Training and prequalification of unemployed social cases - course for nurses	2002	

Programme for assistance for employment for young people (SEC) in the Municipalities Strumica, Murtino , Bosilovo, Star Dojran and Miravci /training for: -Installers of pavement tiles and curbs -Flower breeders/park sculptors -plumbers -carpenters	Oct 2002	Jan 2003
Support to the individuals with special needs in their endeavours to integrate into society – learning foreign languages outside the rehabilitation centres - English - German	2003	2004
IT training based on the Xpert programme	2003	2004
Beauty at a mature age - platform on hairdressing, beauty and fitness	October 2004	
Education of addicts in the process of rehabilitation: - English - Information Technology	June 2005	July 2005
Education – the best therapy (platform)	October 2005	
Education of addicts in the process of rehabilitation: - English - Information Technology - carpenters	June 2006	July 2006
Improvement of the competitiveness of young unemployed individuals on the labour market - IT training according to the Xpert programme	August 2007	November 2007
Further qualification of workers from the Construction Materials Factory 'November 8' Negotino	February 1997	May 1997
Further qualification of workers – hospitality workers Hotel 'Park' Negotino	October 1999	December 1999
Further qualification of workers from VV 'Povardarie' Negotino, AD 'Venec' village D. Disan Negotino, Vegetable and Fruit Company 'Macedonia' Negotino	April 2003	July 2003
Training for hospitality workers for several hospitality sites in Municipality Negotino	April 2004	July 2004
Computing training for candidates of the Roma population in village Krivolak, Negotino	November 2005	February 2006
Computing training	February 2006	May 2006
Computing training	February 2007	April 2007
Night Primary Education		
Irregular secondary education		Continuing
Foreign language courses: Vocational education training (hairdressers, beauticians, accountants, physical therapy, computers)		Continuing
Short-term education: Vocational education courses (hairdressers, beauticians, accountants, physical therapy, computers)		Continuing

**Table no. 8**  
**Duration of the realised programmes for adult education and training on behalf of Workers' Universities**

<b>Programme title</b>	<b>From</b>	<b>To</b>
Primary adult education		
Training of individuals for security		
Trainings for various occupations		
IT courses		
Foreign language courses		
Annual programme	2008	2009
Primary adult education with the verification of the Ministry of Education and Science	1995	2008
Foreign Language Instruction	1991	2008
IT education	1995	2008
Vocational education	1991	2008
Irregular primary education	Continuous	
Irregular secondary education	Continuous	
Foreign language courses for adults English, German, French, Italian	Continuous	
Foreign language courses for children English, German, French, Italian, Albanian, Macedonian for Foreigners	Continuous	
Vocational education courses – Hairdressers, beauticians, accounting, physical therapy and recreational massages, computers – Word, Windows, Excel, Internet	Every 2 months, every 3 months, every 2 months, every 2 months, every 2 months	

**Table no. 9**  
**Workers' Universities**

<b>Programme (name and brief description)</b>	<b>a) Provider (please choose the appropriate one from below)</b>			<b>b) Area of learning (please choose the appropriate one/s from below)</b>			<b>c) Target group/s</b>	<b>d) Programme cost</b>	<b>e) Funding source</b>
	<b>Public/ State</b>	<b>CSO/ NGO</b>	<b>Private</b>	<b>General competencies</b>	<b>Technical skills</b>	<b>Knowledge generation, innovation</b>			
Primary adult education	NGO			General competencies			Roma, social cases, citizens, employed, unemployed		IOM, own, IIZ – DVV, UNICEF



Information Technology 1997 - 2008	Private, foundation, CSO, NGO	General competencies	citizens, Roma, employed, unemployed		IOM, own, IIZ – DVV, UNICEF, UNDP, firms
Foreign language courses	Private, foundation, CSO, NGO	General competencies	citizens, Roma, employed, unemployed		IOM, own, IIZ – DVV, UNICEF, Soros UNDP, PRIZMA, firms
Occupational courses	Private foundation NGO	Technical skills	citizens, Roma, employed, unemployed		IOM, own, IIZ – DVV, UNICEF, PRIZMA, UNDP, Firms
Annual Work Programme	Private NGO	General competencies, technical skills, knowledge generation and innovations	Adults	According to an annually prepared pricelist	Owned
Primary Adult Education	Private NGO	General competencies	Adults	According to an annually prepared pricelist	MoES own
Vocational education and foreign language training	Private NGO	General competencies, technical skills, knowledge generation and innovations	Adults	According to an annually prepared pricelist	Own
IT education	Private NGO	General competencies, technical skills, knowledge generation and innovations	Adults	According to an annually prepared pricelist	Own
Marketing and management	NGO	General competences	young unemployed	2000 €	DVV - International Project 6 Skopje
Our experiences in using contemporary visual aids in the course for nurses (seminar for the trainers of the course for nurses at the Workers' Universities)	NGO	Knowledge transfer	trainers	500€	DVV International Project 6. Skopje
Training and prequalification of unemployed social cases - course for nurses	NGO	Technical skills	unemployed	2000 €	PRIZMA
Programme for assistance for employment for young people (SEC) in the Municipalities Strumica, Murtino, Bosilovo,	NGO	Technical skills	young unemployed	3000€	UNDP

Star Dojran and Miravci /training for: -Installers of pavement tiles and curbs -Flower breeders/park sculptors -plumbers -carpenters					
Support to the individuals with special needs in their endeavours to integrate into society – learning foreign languages outside the rehabilitation centres - English - German	Public	General competences	people with special needs	1500€	RU 'Joska Sveshtarot', Strumica + Rehabilitation Institute - Bansko
'Education as the best therapy'. Education of addicts in the process of rehabilitation: - English - Information Technology	NGO	General competences	addicts in the process of rehabilitation	2500 €	DVV - International Project 6 Skopje
Education of addicts in the process of rehabilitation: - English - Information Technology - carpenters	NGO	General competences/Technical skills	addicts in the process of rehabilitation	2500 €	DVV - International Project 6 Skopje
Improvement of the competitiveness of young unemployed individuals on the labour market - IT training according to the Xpert programme	NGO	General competences	young unemployed	1500€	DVV - International Project 6 Skopje
Programme for prequalification and self- employment	NGO PRZMA	Technical skills	Redundant	MKD	PRIZMA
Qualification programme	NGO Felix	Technical skills	unemployed (Roma population)	MKD	Felix
Expert Programme	Proekt Biro - Skopje	Technical skills	unemployed	MKD	Proekt Biro - Skopje
Qualification programme	NGO IOM	Technical skills	unemployed (Roma population)	MKD	NGO IOM

**Table no. 10**  
**Duration of the realised programs for adult education and training of NGOs**

<b>Programme title</b>	<b>From</b>	<b>to</b>
Adult training – English language <ul style="list-style-type: none"> <li>• general courses (from A1 do C1 according to the European Scale of the Council of Europe)</li> <li>• specialised courses - business, legal, banking</li> <li>• preparation of internationally recognised diplomas: ESOL - PET, FCE, CAE, CPE, BEC; TOEFL; IELTS; TELC;</li> </ul>	2002	Ongoing
Training for adults - German language <ul style="list-style-type: none"> <li>• (from A1 do C1 according to the European Scale of the Council of Europe)</li> <li>• specialised courses - business, legal, banking</li> <li>• preparation of internationally recognised diplomas: SD1; TestDaF ; TELC;</li> </ul>	2002	Ongoing
Training for adults - Italian language <ul style="list-style-type: none"> <li>• general courses (from A1 to B2 according to the European Scale of the Council of Europe)</li> </ul>	2002	Ongoing
Training for adults - French language <ul style="list-style-type: none"> <li>• general courses (from A1 to B2 according to the European Scale of the Council of Europe)</li> </ul>	2002	Ongoing
Training for adults - Albanian language <ul style="list-style-type: none"> <li>• general courses (from A1 to B2 according to the European Scale of the Council of Europe)</li> </ul>	2002	Ongoing
Training for adults - Macedonian language for foreigners <ul style="list-style-type: none"> <li>• courses in accordance with the students' needs</li> </ul>	2002	Ongoing
Applied economy	1997	2008
Program – Student Company	1997	2008
Computer simulation of business decisions	1997	2008
Globus	2000	2006
Business ethics	2004	2008
Career days	2000	2008
Self-employment in private business	2004	2005
Women's Centre - Women Studies	1999	2004
Multiethnic Language School – Women Studies	2002	2008
Managing youth offices	2002	2003
Teamwork and communication in instruction	2002	2006

Contemporary forms of assessment in instruction	2003	2006
Instruction methods and techniques	2005	2006
Techniques for interactive instruction	2006	2007
Planning, evaluation of the results in the achievements of students	2006	2007
Time organisation and stress management	2006	
Conflict resolution and stress management (International seminar)	2006	
Professional image and lifelong learning (International seminar)	2006	
Quality mentoring	2007	2008
Support and monitoring in instruction	2007	Continues
Inter Education	05.06.2001	05.06.2004
Action for a Civil Society	01.05.2002	31.10.2002
Steps Towards Europe	01.05.2003	31.09.2003
Direct Contact – pilot project	01.09.2004	31.08.2006
Marko Cepenkov – project	01.09.2006	31.08.2009
Workshop for Learning the Problem Tree	August 2005	September 2005
Planned Workshop on GTZ REDEM	March 2005	April 2005
Training for Entrepreneurship Services for Young People	September 2005	June 2006
Covering the difference - overcoming the ethnically inclined and imbalanced media coverage in Macedonia	November 2005	November 2005
Workshop on general communication skills	January 2006	February 2006
Workshop for Women in the Election Process	February 2006	March 2006
Building Gender Equality in the Agricultural Rural Circles	April 2006	May 2006
Integrated learning	February 2006	January 2007
Business plan training	October 2006	October 2006
Roma trainers training	December 2006	June 2007
Entrepreneurship skills	April 2007	September 2007
Project Cycle Management	February 2007	April 2007
Programme Management	April 2007	April 2007
Business ethics and SWOT analysis	August 2007	September 2007
Agro Info	November 2007	December 2007
Training for Roma Trainers 2	June 2007	December 2007
English language training for adults on all levels of the European scale Preparation of international exams.	1992	2008
Rising the awareness for the concept of adult education and promotion of the Law	November 2007	February 2008

**TABLE NO. 11**  
**Duration of current programs for adult education and training by non-governmental organizations**

<b>Name of program</b>	<b>From</b>	<b>To</b>
Adult teaching – English language <ul style="list-style-type: none"> <li>• general courses (from A1 to C1 in accordance with the European scale of the European Council)</li> <li>• specialized courses – business, law, banking</li> <li>• preparation for internationally recognized diplomas: ESOL - PET, FCE, CAE, CPE, BEC; TOEFL; IELTS; TELC;</li> </ul>	2008	Ongoing
Adult teaching – German language <ul style="list-style-type: none"> <li>• general courses (from A1 to C1 in accordance with the European scale of the European Council)</li> <li>• specialized courses – business</li> <li>• preparation for internationally recognized diplomas: SD1; TestDaF ; TELC;</li> </ul>	2008	Ongoing
Adult teaching – Italian language <ul style="list-style-type: none"> <li>• general courses (from A1 to B2 in accordance with the European scale of the European Council)</li> </ul>	2008	Ongoing
Adult teaching – French language <ul style="list-style-type: none"> <li>• general courses (from A1 to B2 in accordance with the European scale of the European Council)</li> </ul>	2008	Ongoing
Adult teaching – Albanian language <ul style="list-style-type: none"> <li>• general courses (from A1 to B2 in accordance with the European scale of the European Council)</li> </ul>	2008	Ongoing
Adult teaching – Macedonian language for foreigners <ul style="list-style-type: none"> <li>• courses in accordance with participants' needs</li> </ul>	2008	Ongoing
Applied economics	1997	2008
Programme – Student Company	1997	2008
Computer simulations of business decisions	1997	2008
Business ethics	2004	2008
Days of career	2000	2008
Business training centre	2006	2008

Multiethnic language school	2002	2008
Teaching and mentoring methods and techniques – ENO	2007	2009
Interactive learning and active teaching techniques	2006	2009
Evaluation in education/ all most up-to-date forms of evaluation of student and teacher performance / EMP	2007	2009
Public Relations	2007	
Selection of staff and career orientation		
Marko Cepenkov – Project	01.09.2006	31.08.2009
Education Modernization Project	January 2008	December 2008
English language teaching to adults on all levels of the European scale. Preparation for international exams.	1997	Ongoing

**TABLE NO. 12**  
**Non-governmental organizations**

Programme (name and brief description)	a) Provider (please choose the appropriate one from below)			b) Area of learning (please choose the appropriate one/s from below))			c) Target group/s	d) Program me cost	e) Funding source
	Public / State	CSO/ NGO	Private	General competencies	Technical skills	Knowledge generation, innovation			
Action for Civil Society	NGO			General competencies			Community leaders	8.350,00	Grant
Steps towards Europe	NGO			General competencies			General target group	2.160,00	Grant
Direct Contact	NGO			Knowledge generation, innovation			Youth	11.100,00	Combined
Marko Cepenkov	NGO			Knowledge generation, innovation			Unemployed	12.860,00	Combined
<b>English language teaching to adults</b>				Knowledge generation			16+	28.000 MKD Minimum 16 months (per individual)	Self-financing

**TABLE NO. 13**  
**Duration of implemented and current programs for adult education and training by secondary vocational schools**

Name of program	from	to
Adult education for 4-year vocational education	Continuous	
Specialist education for which the school is verified	1997	Ongoing
Modular packages	2007	Ongoing
Training for drivers in international transportation	2007	Ongoing
Training for managers of transport organizations	2007	Ongoing
Training of teachers in methods and techniques and assessment (of adults)	1998	Ongoing
Training in communications, team work, classroom management, stress management etc.	2002	Ongoing
Upgrading of training for persons with completed level 3	1997	2008 and ongoing
Education modernization	2005	2006
E-School	2004	2008
Secondary education activity	2006	2008
Fan	2007	2008
Retraining for EVN Macedonia – Skopje	2008	Ongoing
11-4389/2 from 12.06.2007 for education profiles with duration of four years – mechanical engineering, electrical engineering and traffic engineering vocation for first and second year	12 06 2007	2008
09-1292/1 from 09.03.2005 for electro technician for computer technics and automatics with duration of four years	09 03 2005	2008
09 2558/1 from 20. 05.2004 for electro technician for automatics and processing techniques with duration of four years	20 05 2004	2008
11-792/9 from 01.06. 1995 for electro-technical vocation for education profiles – electro technician, energy technician, classic program 4 years and auto electrician with duration of three years	01 06 1995	2008
11-2136/1 from 14. 06.2000 electro technician, electronic technician, mechanical energy technician, mechanical manufacturing technician, all with duration of 4 years, reformed program	14 06 2000	2008
11-3136/1 from 14.06.2000 for electro-technical vocation, electro mechanic, and electro installer and installer with duration of three years	14 06 2000	2008
11-2040/3 from 02.06.1997 for mechanical-energy technician, with duration of 4 years, engine fitter, and turner, locksmith, welder, and auto mechanic with duration of three years and processing assistant installer with duration of two years in mechanical vocation	02 06 1997	2008

**TABLE No. 14**  
**Automobile -Traffic School Centre Boro Petrushevski Skopje**

Programme (name and brief description)	a) Provider (please choose the appropriate one from below))			b) Area of learning (please choose the appropriate one/s from below))			c)Target group/s	d) Program me cost	e) Funding source
	Public /State	CSO/ NGO	Private	General compe- tencies	Technical skills	Knowledge generation, innovation			
Controller in a technical check station	State			General and technical skills			Employed with adequate education and adequate experience		Self-financing and co-financing
Instructors	State			General and technical skills			Adult persons with minimum completed secondary education and driving license		Self-financing and co-financing
Modular packages for vocational training in the automobile vocation	State			General and technical skills			Employed with adequate education and adequate experience		Self-financing and co-financing
Training for Drivers	State			General and technical skills			Adult persons with minimum completed secondary education		Self-financing and co-financing
Training for Managers of Enterprises with Competence over Transportation	State			General and technical skills			Employed with adequate education and adequate experience		Self-financing and co-financing
Completion of education for individuals that have finalized the third level of vocational training	Secondary schools			General and technical skills			Persons with completed third level of education		Self-financing
Prequalification and further qualification	All secondary shcools			General and technical skills			Persons with completed third level of education and persons with completed primary education		Self-financing
Part-time education in technical areas mechanical and electro vocation	SSOU "Kole Nedelkovski" Veles			Tehcnical skills			Age from 25-55 years old	12000 MKD	Self-financing



## ANNEX 2

### Annex 2 : Statistical data

**Table 1:** Employment by educational attainment and gender (in thousands)

Level of Education	1998			1999		
	Employed persons			Employed persons		
	Total	Men	Women	Total	Men	Women
<b>Total</b>	<b>539 762</b>	<b>341 876</b>	<b>197 886</b>	<b>545 222</b>	<b>337 994</b>	<b>207 228</b>
Without education	10 140	6 018	4 122	6 919	3 796	3 123
Incomplete education	39 850	25 987	13 863	41 612	26 063	15 549
Primary education	130 960	89 368	41 592	133 308	88 474	44 834
3 years of secondary education	75 075	55 653	19 422	73 021	51 950	21 071
4 years of secondary education	189 716	111 245	78 471	193 301	113 364	79 937
Higher education	35 497	19 560	15 937	37 222	20 737	16 485
University level education	58 525	34 045	24 480	59 838	33 610	26 228

*Source:* National Statistical Office of Macedonia

**Table 2:** Structure of school system by type of school (absolut numbers)

Schools by ISCED level															
	0-2			3 general			3 vocational			4			5-7		
	Total	Public	Non-public	Total	Public	Non-public	Total	Public	Non-public	Total	Public	Non-public	Total	Public	Non-public
<b>Number of schools</b>															
1990/91	1 751	1 751	a	28 <sup>18</sup>	28	a	67 <sup>1</sup>	65	2	a <sup>19</sup>	a	a	30	30	a
1994/95	1 469	1 469	a	62	62	a	146	144	2	a	a	a	32	32	a
1998/99	1 548	1 548	a	75	72	3	152	149	3	a	a	a	30	30	a
<b>Students (in thousands)</b>															
1990/91	308 834	308 834	a	8 212	8 212	a	66 253	66 485	232	m	m	a	26 515 <sup>20</sup>	26 515	a
1994/95	299 315	299 315	a	23 181	23 181	a	53 655	54 057	402	m	m	a	29 057	29 057	a
1998/99	295 745	295 745	a	30 013	29 750	263	59 027	58 675	352	m	m	a	35 141	35 141	a
<b>Graduates (in thousands)</b>															
1990/91	45 662	45 662	a	737	737	a	20 461	20 421	40	m <sup>21</sup>	m	a	3 579	3 579	a
1994/95	51 435	51 435	a	4 983	4 983	a	13 463	13 403	60	166	166	a	2 923	2 923	a
1998/99	52 609	52 609	a	6 169	6 152	17	14 543	14 446	97	45	45	a	3 863	3 863	a

Source: National Statistical Office of Macedonia

<sup>18</sup> There are a number of educational institutions with ISCED 3 education (general plus vocational).

<sup>19</sup> The education in ISCED 4 level is carried out in the same educational institutions as ISCED 3 education.

<sup>20</sup> Without data for enrolled students on Masters', Specialists' and Doctors' degree.

<sup>21</sup> This data is only for graduates on ISCED 4 level.

**Table 3:** Schools by school governing authority

Specifications	1990/91			1994/95			1998/99		
	schools	students	Graduates	schools	students	graduates	schools	students	graduates
<b>Primary and lower-secondary - ISCED 1-2</b>									
State administration	1 106	270 769	29 909	1 083	262 419	29 686	1 085	257 979	30 571
Local government	a	a	A	a	a	a	a	a	a
Organizations:	a	a	A	a	a	a	a	a	a
social	a	a	A	a	a	a	a	a	a
religious	<b>a</b>	<b>a</b>	<b>A</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>
Other	a	a	A	a	a	a	a	a	a
<b>Upper-secondary general - ISCED 3</b>									
State administration	28	8 212	737	62	23 181	4 983	72	29 750	6 152
Local government	a	a	A	a	a	a	a	a	a
Organizations:	a	a	A	a	a	a	a	a	a
social	a	a	A	a	a	a	a	a	a
religious	<b>a</b>	<b>a</b>	<b>A</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>
Other	a	a	A	a	a	a	a	a	a
<b>Upper-secondary vocational - ISCED 3</b>									
State administration	65	66 485	20 421	144	54 057	13 403	149	58 675	14 446
Local government	a	a	A	a	a	a	a	a	a
Organizations:	2	232	40	2	402	60	3	352	97
social	a	a	A	a	a	a	a	a	a
religious	2	232	40	2	402	60	3	352	97
Other	a	a	a	a	a	a	a	a	a
<b>Post-secondary non-university - ISCED 4</b>									
State administration	a	n	n	a	m	166	a	m	45
Local government	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>	<b>a</b>
Organizations:	a	a	a	a	a	a	a	a	a
social	a	a	a	a	a	a	a	a	a

Specifications	1990/91			1994/95			1998/99		
	schools	students	Graduates	schools	students	graduates	schools	students	graduates
religious	a	a	a	a	a	a	a	a	a
Other	a	a	a	a	a	a	a	a	a
<b>Higher - ISCED 5-7</b>									
State administration	30	26 515	3 579	32	29 057	2 923	33	35 141	38 63
Local government	a	a	a	a	a	a	a	a	a
Organizations:	a	a	a	a	a	a	a	a	a
social	a	a	a	a	a	a	a	a	a
religious	a	a	a	a	a	a	a	a	a
Other	a	a	a	a	a	a	a	a	a

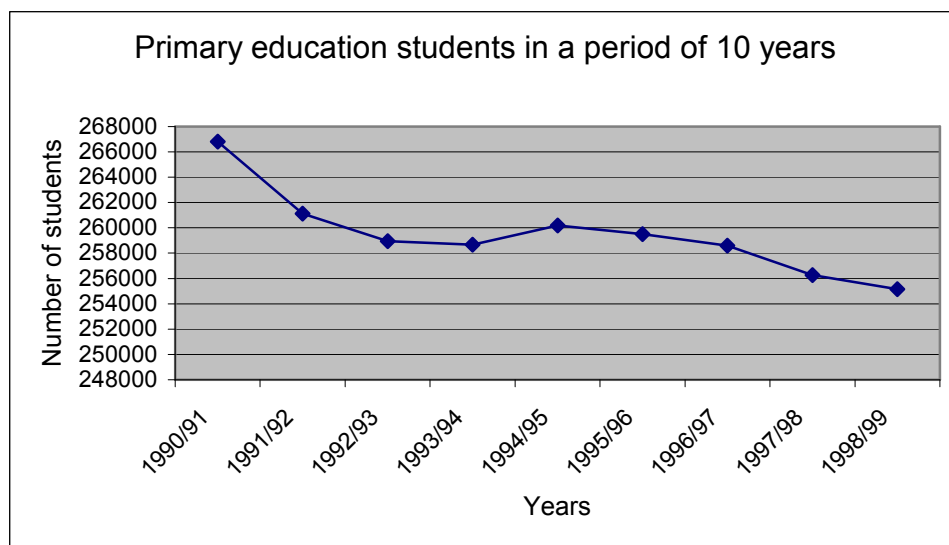
Source: MNO - National Statistical Office of Macedonia

**Table 4:** Students by years in a period of 10 years

School year	Primary education	Secondary education	Higher education	University education
1990/91	266 813	70 696	1 567	24 846
1991/92	261 127	70 250	1 592	25 440
1992/93	258 955	70 243	1 686	24 719
1993/94	258 671	72 248	1 683	25 657
1994/95	260 197	74 803	2 098	26 959
1995/96	259 515	77 817	2 071	28 073
1996/97	258 587	80 903	886	29 868
1997/98	256 275	84 059	995	32 048
1998/99	255 150	87 420	1026	35 141

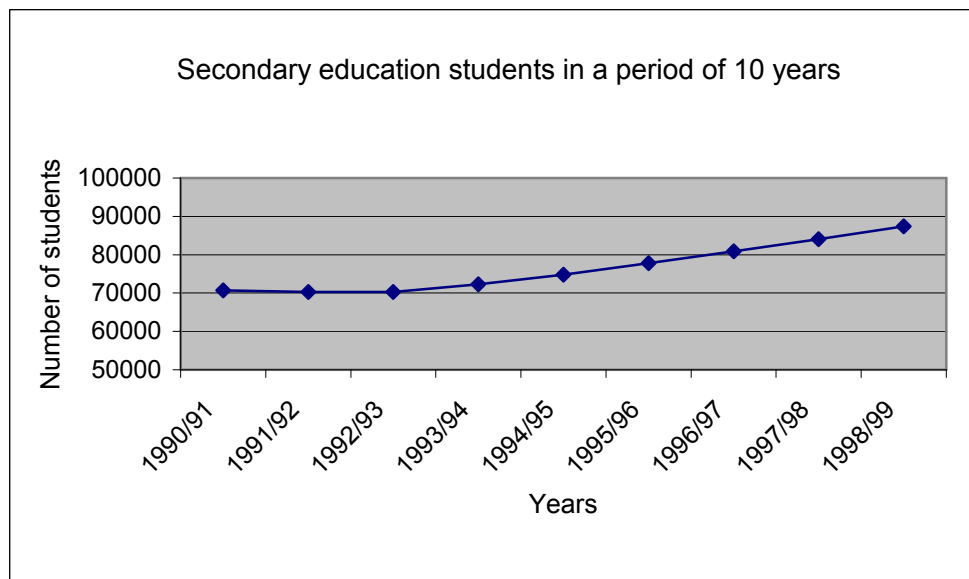
Source: State Statistical Office of the Republic of Macedonia, Statistical yearbook of the Republic of Macedonia, 2000

**Table 5:** Number of students in primary education in a period of 10 years



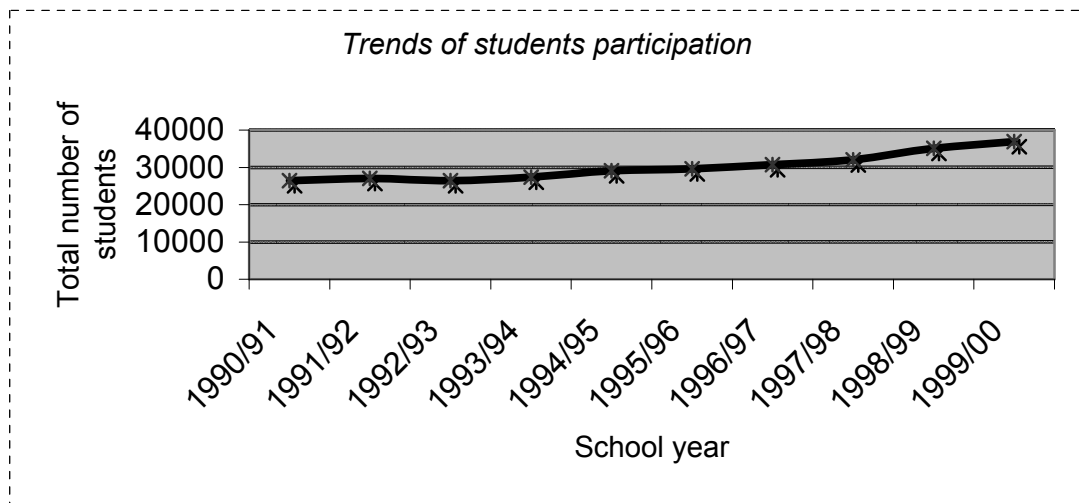
Source: State Statistical Office of the Republic of Macedonia, Statistical yearbook of the Republic of Macedonia, 2000

**Table 6:** Trends of involvement in secondary education during a period of 10 years



Source: State Statistical Office of the Republic of Macedonia, Statistical yearbook of the Republic of Macedonia, 2000

**Table 7:** Trends of the total number of students at faculties and higher schools in the Republic of Macedonia in a period of 10 years



Source: Macedonian National Observatory, Ministry of Education and Science, Study: OESD questionnaire

**Table 8:** Distribution of the funds to the units-beneficiaries

No.	Units-beneficiaries of the Ministry of education and science	Amount	%
1	Function	12 876 900,00	0,16
2	Primary education	4 435 174 526,00	56,62
3	Secondary education	1 711 203 060,00	21,84
4	University education	1 236 742 000,00	15,79
5	Students' dormitories	202 502 302,00	2,59
6	Students' standard	235 000 000,00	3,00
	<b>Total</b>	<b>7 833 498 788,00</b>	<b>100,00</b>

*Source:* Macedonia National Observatory, VET Report 2000

**Table 9:** Adult education in the primary schools in the Republic of Macedonia

School year	Adult education in the primary schools (numbers)
1996/97	1127
1997/98	1682
1998/99	1608
1999/00	...

*Source:* State Statistical Office of the Republic of Macedonia, Statistical Yearbook of the Republic of Macedonia, 2000

**Table 10a.** Workers universities in the Republic of Macedonia, and their activities in 1996/97



<b>No</b>	<b>Workers universities in the Republic of Macedonia</b>	<b>Total number of employed</b>	<b>Seminars and courses</b>	<b>Participants that have completed courses</b>
21.	Skopje	72	323	5 154
22.	Berovo	3	2	26
23.	Bitola	27	16	528
24.	Veles	0	0	0
25.	Gevgelija	5	0	0
26.	Gostivar	18	12	232
27.	Kavadarci	5	3	37
28.	Kicevo	17	14	94
29.	Kocani	6	3	68
30.	Kriva Palanka	3	7	143
31.	Kumanovo	32	14	358
32.	Negotino	16	46	657
33.	Ohrid	12	13	177
34.	Prilep	17	6	74
35.	Probistip	8	20	265
36.	Radovis	6	2	0
37.	Sveti Nikole	3	0	29
38.	Strumica	28	49	642
39.	Tetovo	20	19	459
40.	Stip	20	23	411
	<b>Total:</b>	<b>318</b>	<b>572</b>	<b>9 354</b>

Source: State Statistical Office of the Republic of Macedonia, Statistical Yearbook of the Republic of Macedonia, 2000

**Table 10b.** Workers universities in the Republic of Macedonia, and their activities in 2002

<b>No</b>	<b>Workers universities in the Republic of Macedonia</b>	<b>Total number of employed</b>	<b>Seminars and courses</b>	<b>Participants that have completed courses</b>
1.	Skopje	60	25	2 440
2.	Negotino	6	8	693
3.	Veles	9	15	1001
4.	Strumica	8	16	752
5.	Prilep	7	7	1109
6.	Bitola	7	10	577
7.	Gostivar	5	15	632
8.	Kicevo	4	25	90
9.	Kavadarci	3	9	339
10.	Probistip	1	8	271
11.	Kocani	3	5	80
12.	Kumanovo	6	16	1286
13.	Stip	7	8	883
14.	Tetovo	8	7	403
15.	Ohrid	2	13	340
	<b>Total:</b>	<b>136</b>	<b>187</b>	<b>10896</b>

*Source:* Union of Workers' Universities in the Republic of Macedonia, 2002

## Annex 1: Abstract from the data on the employment from the State Labour Office for 2000

**2000:** The State Labour Office of the Republic of Macedonia financed in this year 295 programmes for training, retraining and additional training in 27 municipalities.

**16** vocations were covered.

**6 542** persons participated in the programmes for employability

**3 423** persons have found job after the training, retraining and additional training

**670** persons were involved in the programmes, but did not find job

**2 122** persons will continue preparation for employment during the 2001 and will be employed in the first 3 months of 2001

**Table 1**  
**The population at 15 years of age and over according to the area of education within the regular education**

	Total	Male	Female
--	-------	------	--------

### 2005

<b>Total</b>	<b>172780</b>	<b>87890</b>	<b>84890</b>
General programmes	45073	23217	21856
Teacher training and education	9426	3097	6330
Humanities, languages and art	7031	3041	3990
Foreign languages	2799	957	1841
Social sciences, business and law	36315	15714	20601
Science, mathematics and informatics (IT)	5814	3567	2247
Life sciences (including biology and environmental studies)	4150	1450	2700
Natural sciences (including Physics, Chemistry and science for the Earth)	4025	2106	1919
Mathematics and statistics	1564	767	798

Informatics (ICT)	4337	3537	800
Using computers	1047	957	90
Engineering, production and construction	19230	13882	5348
Agriculture and veterinary studies	7821	5219	2602
Health and social science	15240	4665	10575
Services	5948	3796	2152
Unknown (no data available)	1832	1062	770
Inapplicable	1129	857	272

## 2006

<b>Total</b>	<b>191063</b>	<b>97858</b>	<b>93205</b>
General programmes	47135	23074	24061
Teacher training and education	8758	2504	6254
Humanities, languages and art	9616	4306	5310
Foreign languages	2638	755	1883
Social sciences, business and law	43030	19912	23118
Science, mathematics and informatics (IT)	4318	2450	1868
Life sciences (including biology and environmental studies)	3116	1086	2030
Natural sciences (including Physics, Chemistry and science for the Earth)	4242	2768	1474
Mathematics and statistics	2045	1306	739
Informatics (ICT)	3352	2429	923
Using computers	1037	893	144
Engineering, production and construction	26734	19010	7724
Agriculture and veterinary studies	8310	5419	2892
Health and social science	15989	5356	10633
Services	9219	5811	3407
Unknown (no data available)	1522	777	746

**Table 2**

**Primary schools for adults <sup>1)</sup>**

**Students according to ethnicity and sex**

		Total	Macedonian	Albanian	Turkish	Roma	Vlahs	Serbian	Bosnian	Others	Not declared	Unknown
1996/1997	Total	1127	263	260	17	557	-	4	-	26	-	-
	Female students	309	58	123	1	122	-	-	-	5	-	-
1997/1998	Total	3969	3584	214	41	27	2	85	-	16	-	-
	Female students	2048	1887	99	8	7	1	40	-	6	-	-
1998/1999	Total	1608	269	581	146	588	-	4	-	20	-	-
	Female students	627	49	356	59	159	-	-	-	4	-	-
1999/2000	Total	1272	253	360	80	570	1	1	-	7	-	-
	Female students	434	44	214	24	152	-	-	-	-	-	-
2000/2001	Total	1137	161	356	49	568	-	-	-	3	-	-
	Female students	397	31	221	4	141	-	-	-	-	-	-
2001/2002	Total	686	46	223	29	384	-	2	-	2	-	-
	Female students	247	14	144	2	84	-	2	-	1	-	-
2002/2003	Total	552	48	198	20	285	-	1	-	-	-	-
	Female	200	12	122	3	63	-	-	-	-	-	-

	students											
2003/2004	Total	586	63	199	4	302	11	2		5	-	-
	Female students	222	10	141	-	69	2	-	-	-	-	-
2004/2005	Total	762	39	172	61	330	-	-	6	14	41	99
	Female students	201	9	86	22	58	-	-	-	6	11	9
2005/2006	Total	851	67	214	29	345	-	-	1	8	187	-
	Female students	284	13	125	9	100	-	-	1	2	34	-

1) The data at the end of a school year

**Source: National Office for Statistics**

**Table 3**

Population of the Republic of Macedonia at the age of 15 to 79 , on 30<sup>th</sup> June 2006,  
according to sex and 5 year periods ( from 1997 to 2006)\*

Age	Total	Female	Male
-----	-------	--------	------

**1997**

Total	1996869	997274	999595
0	28698	13782	14916
1-4	121686	58658	63028
5-9	158932	76842	82090
10-14	165916	80859	85057
15-19	166337	81018	85319
20-24	160265	78538	81727
25-29	151815	74590	77225
30-34	151132	74538	76594
35-39	147511	72641	74870
40-44	144536	70910	73626
45-49	128559	65157	63402
50-54	99147	50649	48498
55-59	93761	48459	45302
60-64	93981	48938	45043
65-69	73744	39718	34026
70-74	54869	30505	24364
75-79	29900	16618	13282
80-84	14179	7844	6335
85 years and over	9036	5162	3874
Unknown age	2865	1848	1017

**1998**

Total	2007523	1002752	1004771
0	26337	12680	13657
1-4	120618	58003	62615
5-9	155563	75317	80246

10-14	165254	80393	84861
15-19	167299	81477	85822
20-24	161609	79136	82473
25-29	152727	74957	77770
30-34	152176	75094	77082
35-39	147336	72663	74673
40-44	145094	71078	74016
45-49	131869	66457	65412
50-54	103042	52601	50441
55-59	94787	48976	45811
60-64	92725	48447	44278
65-69	76390	41105	35285
70-74	55852	31063	24789
75-79	33790	18940	14850
80-84	12861	7171	5690
85 years and over	9487	5439	4048
Unknown age	2707	1755	952

**1999**

Total	2017142	1007773	1009369
0	25418	12260	13158
1-4	117005	56158	60847
5-9	153270	74241	79029
10-14	163958	79695	84263
15-19	167642	81675	85967
20-24	162972	79690	83282
25-29	153693	75424	78269
30-34	152117	74942	77175
35-39	148191	73204	74987
40-44	145580	71358	74222
45-49	134721	67394	67327
50-54	108517	55532	52985
55-59	95180	49166	46014
60-64	90825	47619	43206
65-69	79779	42821	36958
70-74	56595	31443	25152



75-79	36728	20774	15954
80-84	12629	7101	5528
85 years and over	9779	5623	4156
Unknown age	2543	1653	890

**2000**

Total	2026350	1012493	1013857
0	25243	12133	13110
1-4	111292	53477	57815
5-9	152920	74012	78908
10-14	161970	78538	83432
15-19	167432	81619	85813
20-24	164161	80206	83955
25-29	155728	76398	79330
30-34	151344	74455	76889
35-39	148819	73565	75254
40-44	146364	71862	74502
45-49	137736	68458	69278
50-54	114394	58623	55771
55-59	94442	48818	45624
60-64	89938	47176	42762
65-69	81988	43906	38082
70-74	58517	32455	26062
75-79	37972	21646	16326
80-84	13833	7876	5957
85 years and over	9865	5720	4145
Unknown age			

**2001**

Total	2034882	1016955	1017927
0	24831	12007	12824
1-4	105372	50682	54690
5-9	152547	73690	78857
10-14	160555	77610	82945
15-19	166643	81298	85345

20-24	164855	80533	84322
25-29	158317	77645	80672
30-34	150961	74269	76692
35-39	149349	73741	75608
40-44	147070	72419	74651
45-49	140529	69469	71060
50-54	120305	61605	58700
55-59	94110	48697	45413
60-64	88702	46494	42208
65-69	83540	44708	38832
70-74	60472	33473	26999
75-79	39060	22432	16628
80-84	15792	9079	6713
85 years and over	9604	5642	3962
Unknown age	2268	1462	806

**2002**

Total	2020157	1005802	1014355
0	23311	11288	12023
1-4	100360	48517	51843
5-9	144923	70300	74623
10-14	161099	78131	82968
15-19	165683	80696	84987
20-24	161059	77951	83108
25-29	153558	75190	78368
30-34	148074	72981	75093
35-39	149795	73473	76322
40-44	146903	71960	74943
45-49	142604	69765	72839
50-54	125823	63708	62115
55-59	95511	48945	46566
60-64	88581	45958	42623
65-69	84422	44675	39747
70-74	61325	33688	27637
75-79	39858	22789	17069

<b>80-84</b>	17941	10277	7664
<b>85 years and over</b>	8138	4639	3499
<b>Unknown age</b>	1189	871	318

**2003**

<b>Total</b>	<b>2026773</b>	<b>1009499</b>	<b>1017274</b>
<b>0</b>	23182	11208	11974
<b>1-4</b>	98331	47551	50780
<b>5-9</b>	140128	67881	72247
<b>10-14</b>	158288	76868	81420
<b>15-19</b>	165648	80661	84987
<b>20-24</b>	163141	78999	84142
<b>25-29</b>	154565	75500	79065
<b>30-34</b>	148291	73034	75257
<b>35-39</b>	150520	74005	76515
<b>40-44</b>	146666	71938	74728
<b>45-49</b>	143306	70019	73287
<b>50-54</b>	128995	64992	64003
<b>55-59</b>	99308	50908	48400
<b>60-64</b>	89667	46521	43146
<b>65-69</b>	83402	44258	39144
<b>70-74</b>	63761	34998	28763
<b>75-79</b>	40643	23228	17415
<b>80-84</b>	20128	11656	8472
<b>85 years and over</b>	7666	4431	3235
<b>Unknown age</b>	1137	843	294

**2004**

<b>Total</b>	<b>2032544</b>	<b>1012641</b>	<b>1019903</b>
<b>0</b>	23245	11225	12020
<b>1-4</b>	96536	46708	49828
<b>5-9</b>	134969	65254	69715
<b>10-14</b>	155733	75685	80048

15-19	164910	80292	84618
20-24	164458	79817	84641
25-29	156073	75944	80129
30-34	148443	73099	75344
35-39	150185	73891	76294
40-44	147150	72269	74881
45-49	143989	70370	73619
50-54	131607	65883	65724
55-59	104744	53830	50914
60-64	89993	46716	43277
65-69	81972	43576	38396
70-74	66736	36525	30211
75-79	41329	23572	17757
80-84	21686	12700	8986
85 years and over	7762	4516	3246
Unknown age	1024	769	255

**2005**

<b>Total</b>	<b>2036855</b>	<b>1015083</b>	<b>1021772</b>
0	22610	10985	11625
1-4	94848	45877	48971
5-9	130446	63017	67429
10-14	153315	74529	78786
15-19	163234	79345	83889
20-24	165241	80397	84844
25-29	157384	76383	81001
30-34	149620	73637	75983
35-39	148942	73280	75662
40-44	147428	72466	74962
45-49	144902	70948	73954
50-54	134376	66871	67505
55-59	110410	56818	53592
60-64	89234	46425	42809
65-69	81499	43278	38221
70-74	68735	37517	31218

75-79	42936	24461	18475
80-84	22249	13114	9135
85 years and over	8520	5038	3482
Unknown age	926	697	229

### 2006

<b>Total</b>	<b>2040228</b>	<b>1017159</b>	<b>1023069</b>
0	22298	10906	11392
1-4	92399	44699	47700
5-9	127145	61500	65645
10-14	149523	72611	76912
15-19	162091	78642	83449
20-24	165305	80542	84763
25-29	158513	76916	81597
30-34	151643	74524	77119
35-39	147700	72778	74922
40-44	147772	72588	75184
45-49	145509	71420	74089
50-54	137034	67860	69174
55-59	116170	59742	56428
60-64	88714	46246	42468
65-69	80628	42813	37815
70-74	70251	38282	31969
75-79	44511	25354	19157
80-84	22849	13527	9322
85 years and over	9322	5564	3758
Unknown age	851	645	206

**Note :** The data is an estimation of the population on 30<sup>th</sup> June 2006, according to age and sex

**Source:** National Office for Statistics

## ANNEX 3

### LAW ON ADULT EDUCATION (Official Gazette of the Republic of Macedonia No.7, 15.01.2008)

#### I. GENERAL PROVISIONS

##### Article 1

This Law arranges the organization, structure, financing and management of the adult education system.

The adult education system is part of the unique educational system of the Republic of Macedonia.

##### Definitions

##### Article 2

The specific terms used in this Law will have the following meaning:

1. **Education of adults** is part of the educational system that provides training, improvement, capacity building and learning for adults;

2. The providers of services in the adult education system are the following:

a) **Organization for education of adults** is a school, higher educational institution as well as specialized institutions for adult education and

b) **Institution for education of adults** is either legal or physical person that has registered activity for education of adults;

3. **Employers** are companies, institutions or craftsmen in the premises of which on-job training for education of adults is performed, in the line of the normal conditions of their activity and this training is not their main activity.

4. **Social partners** are associations (the majority trade union and the chambers) that represent the interests of the workers and employers that, in cooperation with the state authorities and the local self-government units, realize the system of education of adults;

5. **Occupational standard** is the determination of the type of occupation, the level and requirements for the job and the necessary competencies, knowledge and skills;

6. **Module** refers to independent learning unit which, being part of a program, enables acquisition of competencies, knowledge and skills in particular area;

7. **Publicly recognized programs for education of adults** refers to programs that are adopted or endorsed by the relevant state authority;

8. **Diploma, Certificate or Confirmation** refers to public documents that confirm the finalization of specific public program for education of adults;

9. **Certificate** is a document that confirms the finalization of particular program for adult education; and

10. **Participant** is a person involved in adult education program and has previously met the requirements regarding compulsory education and other persons that are being educated but have no status of student.

##### Types of education of adults

##### Article 3

The education of adults includes formal and non-formal learning:

1. The formal education of adults refers to activity that is delivered in accordance with the laws that regulate the activity of elementary, secondary and higher education, unless regulated otherwise by this Law.

The formal education of adults is institutionalized education that is implemented in the state and private institutions and organizations as regular and extra-curriculum education in accordance with the appropriate teaching plans and programs.

The formal adult education includes:

- The elementary education of adults,
- The secondary education of adults, vocational training, vocational training for occupation, technical education and post-secondary education for adults as well as re-qualification and further qualification, and
- Higher education for adults.

The formal education for adults is implemented in accordance with the Laws that regulate this issue, unless foreseen otherwise by this Law, and

2. The non-formal education of adults refers to organized processes of learning focused on training of the adults for job, for various social activities or for personal development.

### **Goals and tasks of the adult education**

#### **Article 4**

The goals of the adult education is to provide opportunity for acquisition of the appropriate educational level for everyone and for all groups of adults as well as enable them to acquire knowledge, skills and attitudes that will comply to the requirements of the society and the labor market.

The tasks of the adult education are the following:

- Finalization of at least compulsory education,
- Training for employment of adults that have not graduated the education on the first level of vocational qualifications, -re-qualification and further-qualification, training of employed and unemployed adults,
- Provision of education and acquisition of knowledge and skills that correspond to the personal abilities and the age of the individuals, and
- Acquisition of basic skills and competencies that provide the basis for lifelong learning.

### **Providers of adult education services**

#### **Article 5**

The adult education, in accordance with this Law, can be delivered by public and private organizations for education of adults, institutions for education of adults, centers for improvements, the employers and the social partners, citizens associations or individual trainers that meet the requirements prescribed by this Law.

## **II. COMPETENCIES FOR EDUCATION OF ADULTS**

### **Competencies in the area of adult education**

#### **Article 6**

Competent for adult education are the Ministry in charge for education (hereinafter: the Ministry), the Ministry in charge for labor, the Council for Adult Education, the local self-government units and the social partners.

Competencies of the Ministry in the area of adult education are the following.

#### **Article 7**

The Ministry is in charge for the following:

- To adopt strategy for education of adults and annual action plans for its realization, on the basis of proposals from the Council for Adult Education;
- proposes to the Government network of organizations for adult education;
- provides opinion to the Government of the Republic of Macedonia for termination of work of the adult education organizations, in a way prescribed by Law;
- verifies the adult education organizations and institutions, in a way prescribed by Law;
- issues licenses to the organizations and institutions for education of adults;
- does registry of all verified organizations for education of adults;
- adopts national framework teaching plans and programs for adult education;
- Provides funds from the National Budget of the Republic of Macedonia for financing of the adult education on the basis of the established needs of the Country;
- secures funds for research and development for the needs of the adult education, in accordance with the state needs and the European Union needs; and
- Performs other activities in accordance with the Law.

### **Competencies of the Ministry competent for labor in the field of adult education**

#### **Article 8**

The Ministry of Labor has the following competencies:

- is involved in the implementation of the state policy in the field of education of adults, in accordance with this Law;
- it can identify the needs for retraining and further-training of the staff by analyzing the labor market and to provide opinion to the Council;
- is involved in the development and harmonization of the vocational qualification according to the standards;
- in cooperation with the Center to initiate the needs for development of new vocational qualifications according to the standards;
- is involved in the development of Occupational Standards List;
- is get involved in the organization of professional orientation of the students;

### **Adult Education Council**

#### **Article 9**

The Government of Macedonia establishes Council for Adult Education (hereinafter: the Council) as advisory body which proposes strategic issues related to the policy for development of the adult education.

The Council is consisted of 13 members (President plus 12 members), as follows: two members – experts for adult education, one member from the Ministry, one from the Bureau for Development of Education, one from the Center for Vocational Education and Training, one member from the Ministry in charge for finances, the majority Trade Union, The Association of Local Self-government Units (ZELS), the Employment Agency of the Republic of Macedonia and the Agency for Development of Small and Medium Sized Enterprises as well as one member from the Chamber of Commerce of Macedonia, one from the Association of Chambers of Macedonia and one from the Chamber of Craftsmen in Macedonia (hereinafter: the Chambers).

The principle of equitable representation of the minorities in Macedonia is adhered to in appointing of the Council members, taking into consideration the languages in which the teaching process is delivered in the educational organizations, without disrupting the criteria prescribed by this Law.

The Director of the Center is also involved in the work of the Council, with no voting right in decision making.



The Council elects President from its members. The mandate of the Council members is four years.

The Council arranges its work with Rules and Procedures. For its work, the Council develops an Annual Report and submits this report to the Government of Macedonia and to the Ministry by the end of February of the following year.

The expert and administrative works of the Council are carried out by the Center for Adult Education.

### **Competencies of the Council**

#### **Article 10**

The competencies of the Council are the following:

- Proposes the Strategy for development of adult education in the context of the lifelong learning to the Ministry;
- Monitors the implementation of the annual action plans for realization of the Strategy for development of the adult education,
- Proposes to the Ministry national qualifications and occupational standards;
- Proposes financing of the adult education programs for which funds are allocated in the National Budget of Macedonia; and
- In cooperation with the municipalities, submits proposal for development of the network of organizations for adult education to the Ministry.

### **Competencies of the local self-government units in the field of adult education**

#### **Article 11**

The Council of Municipality i.e. the Council of the City of Skopje:

- analyzes the labor market needs on local level and express the ascertainments for these needs to the Centers, to the organizations for adult education and to the institutions for adult education:
- can establish organizations for adult education, in accordance with this Law;
- can establish municipal center i.e. Center of the City of Skopje for development of human resources;
- submits proposals to the Ministry and to the Center on the needs for development of adult education programs;
- adopts programs for adult education financed by local self-government funds;
- secures funds for the adult education institutions that were established by the Council;
- submits proposals for enrolment policy in the adult education to the Ministry.

### **Social partners in the field of adult education**

#### **Article 12**

The Chambers deliver the following activities:

- submit proposals to the Center for adoption of new programs and upgrade of the existing ones;
- submit proposals to the Center for development of new occupational standards;
- can establish institutions for adult education, in accordance with this Law; and
- adopts programs financed by Chambers funds;

#### **Article 13**

The majority trade union does the following activities:

- submits proposals for improvement of conditions for practical training of the students delivered in employers' premises;
- can establish institutions for adult education, in accordance with this Law;
- adopt programs which are financed by Trade Union funds;

### III. ORGANIZATION OF THE ADULT EDUCATION SERVICE PROVIDERS

#### **Rights and obligations of the adult education service providers**

##### **Article 14**

The providers of adult education services have the following rights:

- To organize and deliver education for adults in accordance with this Law; and
- To propose changes and amendments of the existing or propose new programs;

The providers of adult education services have the following obligations:

- To deliver the adult education program in a quality way;
- To provide safe working environment in the frames of the adult education process;
- To meet the obligations from the agreements with the participants; and
- To submit to the Center Annual Reports about the teaching plans and programs they deliver, the total number of students, the engaged staff in the teaching process, etc.

#### **Signing of agreements**

##### **Article 15**

During the monitoring of the adult education program, agreement is signed between the adult education organization i.e. institution and the participant.

The Agreement from Paragraph 1 of this Article arranges the conditions for delivery of the adult education (the location of education, the duration, the fee, etc.)

Before the delivery of adult education program starts, the agreement must be signed.

##### **Article 16**

The content, the form and the procedure of signing of this Agreement are determined by the Center.

#### **Adult education programs**

##### **Article 17**

The adults acquire education from the programs for elementary, secondary and higher education, adjusted to the needs and abilities of adults (publicly valid programs).

The adults can educate and improve themselves, specialize and upgrade their knowledge and skills pursuant to the programs from Paragraph 1 of this Article in formal education which can be organized/ delivered in educational institutions and organizations verified and licensed for these programs.

The adults can educate and improve themselves, specialize and upgrade their knowledge, skills and competencies in accordance with special programs for acquisition of knowledge and skills organized/ delivered in educational institutions and organizations licensed for these programs.

##### **Article 18**

The special programs from Article 17, Paragraph 3 for adult education are for the following:

- Improvement of literacy among the population
- Mother tongue and foreign languages

- Retraining (re-qualification)
- Further-training (further-qualification)
- Entrepreneurship and management
- IT technologies
- Creative expression and involvement in cultural and artistic events
- Protection and preservation of the environment
- Special social skills
- Active citizenship
- Basic knowledge in science and technology
- Other knowledge, skills and abilities

The programs from Paragraph 1 of this Article are adjusted to the age, previous education, knowledge, skills and abilities of the adults.

The programs from Paragraph 1 of this Article are adopted by the organization i.e. institution for education of adults, unless stipulated otherwise by this or other Law.

#### **Article 19**

The adult education programs include the following:

- Name of the program
- The knowledge, skills and abilities acquired when graduating from the program
- Conditions for enrollment, progress and finalization of the program
- The program duration and forms of delivery
- Staff, facilities, didactical and other conditions for delivery of the program
- The evaluation of the program and of the results achieved in learning

#### **Article 20**

The program for adult education can be delivered through: regular teaching, consultative-instructive teaching, correspondence-consultative teaching, open teaching, tele-teaching, teaching on distance, by using multimedia devices and in other appropriate way.

The program can also have modular structure.

#### **Article 21**

The programs are delivered/ realized by teachers, professors, instructors in practical teaching and experts.

The staff from Paragraph 1 of this Article has to acquire special preparations (training) for working with adults, which is delivered in appropriate institutions and organizations.

The staff from Paragraph 1 of this Article has the right and obligation for permanent vocational training, as well as training for working with adults.

The program sets the norms for the staff that is eligible to delivering the program.

### **Verification**

#### **Article 22**

An organization for adult education can deliver publicly recognized programs for adult education if it meets the conditions with regards to premises, equipment and appropriate staff.

The standards on the equipment and premises from paragraph 1 of this Article are proposed by the Center and adopted by the Ministry.

The verification of whether the conditions from Paragraph 1 of this Article are met is performed by the Ministry.

The Ministry does Central Registry for verification of the organizations that deliver publicly recognized programs.

The Municipality i.e. the City of Skopje does Municipal Registry on organizations and institutions that deliver publicly recognized programs and special programs for adult education in its respective area.

The form, the content and the manner of maintenance of the Central Registry and the Municipal Registry of organizations and institutions that deliver publicly recognized programs are prescribed by the Minister in charge for education (hereinafter: the Minister).

### **Exams at the end of adult education**

#### **Article 23**

The adult people can prove the knowledge, skills and abilities they have acquired, regardless of the way this acquisition is done, by passing exams.

The exams from Paragraph 1 of this Article are organized and delivered by the organization i.e. institution for adult education which delivers the program for acquisition of knowledge, skills and abilities, except the state matura, school matura and the final exam in the secondary education.

The passing of master exam and the exam for vocational ability is delivered in accordance with the Laws that regulate this activity.

The way in which the exams are passed in the higher education is established by appropriate Law.

### **Certificates**

#### **Article 24**

For the knowledge, skill and abilities acquired from the special programs for adult education, certificate is awarded.

The title, the content and the form of the certificate from Paragraph 1 of this Article, following proposal by the Center, is prescribed by the Minister for Education, unless otherwise prescribed by another Law.

### **Documentation and records**

#### **Article 25**

The organizations i.e. institutions for adult education maintain documents and records.

The documentation from Paragraph 1 of this Article is maintained in Macedonian language and its Cyrillic alphabet as well as in the language and alphabet that are used to deliver the adult education program. The records from Paragraph 1 of this Article are maintained in the language and alphabet in which the adult education program is delivered.

The content and the form of the documents and records from Paragraph 1 of this Article, following proposal by the Center, are prescribed by the Minister.

#### **Article 26**

The organizations i.e. institutions for adult education have obligation to submit information regarding programs which they deliver, the participants and other data important to monitor and develop the education of adults, to the Center, the State Statistical Office as well as to the Municipality i.e. the City of Skopje.

The Center does Annual Report about the data and submits this Report to the Ministry and to the Council.

## **Rights and obligations of the participants in adult education**

### **Article 27**

Participant in adult education programs can be any person with minimum 15 years of age, who also meets the other conditions prescribed by the program.

Status of „participant” is acquired by signing an agreement for inclusion in the adult education program.

The status of „participant” will cease to exist when the program has ended, when the person quits the program or in other way prescribed with the Agreement from Article 15 of this Law.

### **Article 28**

The participants have the right to:

- If employed, during the attendance of the adult education program, to use vacation with duration of four business days in the year, and
- to cancel the contract, in accordance with the conditions established by the contract.

The participants have the following obligations:

- to submit the Agreement from Article 15 of this Law to the employer;
- to comply to the rules for health and safety at work;
- to also meet other obligations stated in the agreement.

## **IV. FINANCING OF THE ADULT EDUCATION**

### **Article 29**

The funds for financing and stimulation of adult education are provided from the National Budget of Macedonia, from the budgets of local self-government units (hereinafter: public funds), from the participants in the adult education process and from other sources as foreseen by Law.

### **Article 30**

The National Budget of Macedonia provides funds for the following purposes:

- costs for delivery of the programs for compulsory education of adults;
- costs for delivery of programs for secondary education of adults, who graduated only elementary education i.e. other educational programs;
- the running costs and maintenance of the organizations for adult education, established by the State, and
- costs for monitoring, improvement and development of the adult education.

### **Article 31**

The local self-government unit budgets can provide funds for the following purposes:

- costs related to delivery of the programs in the organizations for adult education, founded by the local self-government unit;
- running maintenance of the organizations for adult education, founded by the local self-government unit;
- investments in the organizations for adult education, founded by the local self-government unit.

### **Article 32**

Funds can be allocated from the National Budget of Macedonia and the budgets of local self-government units for:

- equipping with teaching and other means and equipment; and

- development and realization of innovative programs for adult education.

### **Article 33**

The funds from National Budget of Macedonia, foreseen with Paragraph 1, items 1 and 2 of Article 30 of this Law are awarded to organizations i.e. institutions for adult education on the basis of public competition announced by the Center.

The funds from local self-government unit budgets, foreseen with Article 31, Paragraph 1, Item 1 from this Law, are allocated to organizations i.e. institutions for education of adults on the basis of public competition announced by the local self-government unit.

## **IV. CENTER FOR ADULT EDUCATION**

### **Establishment**

#### **Article 34**

The Center for Adult Education is a public institution for education of adults in Macedonia and has a status of separate legal entity. The Center is established by the Government of Macedonia.

#### **Article 35**

The Center harmonizes and integrates the public interests and the interests of the social partners in the adult education in Macedonia.

The Center coordinates the cooperation with international institutions and organizations in the field of adult education and lifelong learning.

#### **Article 36**

The Center does the following activities:

- develops the education of adults in order to harmonize it with the needs of the modern technological and social development;
- provides support to the social partnership on all levels and phases in planning, development and delivery of adult education;
- links the adult education and the work in the context of lifelong learning;
- develops the European orientation of the adult education;
- develops concept for education of adults;
- develops occupational standards as a basis for development of the adult education programs;
- develops model of publicly valid programs for adult education;
- verifies the adult education programs;
- publishes catalogue of adopted adult education programs and publishes it on the official website of the Ministry;
- provides support to adult education through advises, instructions, mentoring of the staff which delivers the adult education programs;
- provides opinion on whether the organizations and institutions requiring to be verified for delivery of publicly valid programs for adult education have met the required conditions;
- develops standards for facilities and equipment in the organizations and institutions for adult education;
- publishes Catalogue of verified organizations and institutions for adult education and publishes it on the official website of the Ministry;
- mediates in career development and professional orientation of the participants in the adult education;

- proposes solutions to improve the links between the formal, non-formal and non-formal education.
- Submits Annual report to the Ministry and to the Council regarding the realization of the Annual Action Plans from the Strategy for Development of the Adult Education; and
- Submits Annual Report to the Ministry regarding the published public competitions for awarding of funds for realization of adult education programs.

#### **Article 37**

The Center cooperates with the following institutions:

- Ministry of Education and Science;
- Ministry of Labor and Social Policy;
- Ministry of Economy;
- Ministry of Local Self-government;
- Employment Agency of Macedonia;
- Agency for Development of Small and Medium Sized Enterprises,
- State Statistical Office;
- Chamber of Commerce of Macedonia;
- Association of Chambers of Commerce of Macedonia;
- Chamber of Craftsmen of Macedonia;
- The trade unions in Macedonia;
- The Association of the Local Self-government units in Macedonia;
- Bureau for Development of Education;
- State Exam Center;
- The Center for Vocational Education and Training;
- Institutions and organizations for adult education;
- The Universities in Macedonia;
- The Local Centers for Human Resources development;
- International institutions and organizations in the field of adult education, and
- The NGO sector.

#### **Management of the Center**

##### **Article 38**

The Center is managed by a Steering Committee.

The Steering Committee is consisted of 11 members, as follows: two members from the Ministry, one from the Ministry of Labor, one from the Association of the Local Self-government Units, one from the Chamber of Commerce of Macedonia, one from the Association of Chambers of Commerce of Macedonia and the Craftsmen Chamber of Macedonia and four members – experts that are employees of the Center.

The principle of equitable representation of the minorities in Macedonia is adhered to in appointing the members of the Steering Committee taking into consideration the languages in which the teaching process is delivered in the elementary and secondary education, without disrupting the criteria prescribed by this Law.

The Steering Committee elects the President from its members.

The mandate of the President and the Steering Committee members is four years.

The Steering Committee members are appointed and dismissed by the Government of Macedonia.

##### **Article 39**

The Steering Committee of the Center:

- adopts the Statute of the Center;
- adopts the annual program for work of the Center;

- proposes annual financial plan and final financial statement to the Government of Macedonia;
  - publishes public competition for appointment of a Director;
  - interviews the candidates for Director from all those that applied;
  - appoints Director from the candidates applied on the public competition;
  - dismisses the Director,
  - decides upon objections and appeals of the Center staff;
  - does other activities foreseen by the Statute.
- The Statute of the Center is endorsed by the Ministry.

#### **Article 40**

The Center is managed by the Director. Director of the Center can be a person which meets the following requirements:

- must have minimum higher education; and
- must have minimum of five years of working experience in education.

The mandate of the Director of the Center is four years with the right for one more re-election.

#### **Article 41**

The Director of the Center:

- organizes and manages the work of the Center;
- is accountable for legality of the work of the entire Center;
- advocates the interests of the Center towards third parties;
- proposes the Annual Program for work of the Center;
- realizes decisions adopted by the Steering Committee of the Center;
- decides upon rights derived from labor relation of the Center staff;
- does other activities foreseen by the Law and by the Center Statute.

### **Financing the work of the Center**

#### **Article 42**

The funds necessary for work of the Center are obtained from the National Budget of Macedonia, as well as from own incomes obtained from services delivered, as well as from legacies, gifts, donations and other sources.

## **VI. SUPERVISION**

#### **Article 43**

Inspection supervision as well as supervision over the quality of work of the organizations i.e. institutions for adult education is done by the State Educational Inspectorate.

Expert supervision over the work of the institutions i.e. organizations for adult education is done by the Center.

## **VII. MISDEMEANOR PROVISIONS**

#### **Article 44**

Monetary penalty in the amount of 1.000 euros, in denars, will be imposed for misdemeanor on the responsible person in the organization i.e. institution for adult education if:

- he/she does not sign agreement with the participant in the adult education (Article 15);



- starts to deliver publicly valid program for participants before Decision is adopted that it meets the requirements regarding facilities, equipment and staff (Article 22);
- Does records and documentation contrary to this Law (Article 25);
- Does not submit the information from Article 26 of this Law;
- Collects the fees from the participants, but these fees are already covered by public funds; and
- Spends the public funds awarded on competition for no purpose.

## VIII. TRANSITIONAL AND FINAL PROVISIONS

### **Article 45**

The organizations i.e. institutions delivering adult education, within one year from the day entry into force of this Law, shall harmonize their organization, work, statutes and other general bylaws with the provisions of this Law.

### **Article 46**

The Government of Macedonia shall establish the Center for Adult Education within three months from the day of entry into force of this Law.

The Government of Macedonia shall establish the Council for Adult Education within three months from the day of entry into force of this Law

### **Article 47**

The bylaws foreseen by this Law shall be adopted within one year from the day of entry into force of this Law.

Until the bylaws foreseen by this Law enter into force, the Regulation on Criteria and Ways of Delivery of Elementary Education of Adults will be applied (Official Gazette of the Republic of Macedonia no. 27/96).

### **Article 48**

The staff in the Bureau for Development of Education that work on issues related to adult education will resume their work as staff of the Center for Adult Education from the day it is established.

The equipment, inventory and documentation related to the work of the staff from Paragraph 1 of this Article will be undertaken by the Center for Adult Education from the day it is established.

### **Article 49**

The existing Worker Universities and People Universities in the Republic of Macedonia will resume their work as municipal organizations i.e. institutions of the City of Skopje, in accordance with the provisions of this Law, starting from the 1<sup>st</sup> of January 2008.

### **Article 50**

The founding rights and obligations towards the Workers and People Universities from Article 49 of this Law will be undertaken by the Municipalities i.e. the City of Skopje for the workers and people universities in their respective area, starting from the 1<sup>st</sup> of January 2008.

The ownership over the premises and assets of the Worker and People Universities from Article 1 of this Article, owned by the Republic of Macedonia, with Decision by the Government of the Republic of Macedonia, are transferred to the municipalities i.e. the City of Skopje for the Worker and People Universities in their respective area, starting from the 1<sup>st</sup> of January 2008.

The employees, assets, inventory, equipment and the documentation related to the work and operation of the Worker and People Universities from Paragraph 2 of this Article are undertaken by the Municipality i.e. the City of Skopje for the Worker and People Universities in their respective area, starting from the 1<sup>st</sup> of January 2008.

**Article 51**

This Law enters into force on the 8th day from the day it is published in the Official Gazette of the Republic of Macedonia, and shall be applied from 1<sup>st</sup> January 2008.

## **ANNEX 4**

**Ministry of Education and Science  
Bureau for Development of Education**

### **Concept of Adult Basic Education**

**Skopje, March 2005**

## Introduction

Education is not a generation privilege and exclusive monopoly of young people. For these reasons it is required to provide equal access to education for all. Education and learning are life-long and lifetime processes. Adult education is a key instrument for social transformation of the society, a key force of democratization and development of citizen society, a basic element of economy development, workforce mobility, a means of integration into international economic trends, and a partnership activity which is implemented in collaboration with the government, the labour sector and the individual.

In this framework, adult basic education is a fundamental human right and basis for implementation of all other individual and social rights.

It enables development of a variety of skills on the part of participants for swift adaptation to the new social environment, needs, professions, positions and qualifications, which develops opportunities for improved competitiveness of each individual on the labour market and adequate response to all requirements and challenges that life brings. Adult basic education has a vital role in the development of economy in modern societies and opening of adequate space for active participation of citizens in the solution of various social, professional, family and individual problems.

In the last decade in the Republic of Macedonia significant changes have been implemented in the overall education system for the young. The inter-relation of all education sub-systems also influenced the need for significant changes in the objectives, content, activities and organizational set-up of adult education.

The Adult Education Concept is based on the provisions contained in the Constitution of the Republic of Macedonia, the Law on Primary Education, the programme structure of primary education, analyses of development of adult basic education in the Republic of Macedonia and analyses of compulsory primary education in several countries throughout the world. In the concept development, the solutions for adult education and the trends in many European countries were taken into consideration.

The Concept offers basic principles and stands for the future arrangement and implementation of adult basic education. As a document, it requires adoption of a series of individual documents which will operationalize the proposed solutions.

## 1. Background

In the last three decades in the Republic of Macedonia, adult basic education has been implemented in accordance with the study plans and programmes prepared in 1977, and revised in 1990. Ever since then to our day adult basic education has been implemented in accordance with these study plans and programmes, without any intervention in them whatsoever. These programme documents, regarding their objectives, tasks, organizational structure of study areas and content representation of subjects are not in line with the new social and economic conditions in the Republic of Macedonia and the latest European trends.

In addition, among the reasons for adoption of the Adult Basic Education Concept the following can be outlined:

- Adoption of the latest Law on Primary Education (Official Gazette of the Republic of Macedonia No. 44/95), from which proceeded the Rulebook on the criteria and the manner of implementation of adult basic education

(Official Gazette of the Republic of Macedonia No. 35/96), which regulates the legal provisions and principles of adult basic education as an integral part of the education system in the Republic of Macedonia and provides specific normative requirements in accordance with which this activity is organized.

- Changes and amendments to the Law on Primary Education (Official Gazette of the Republic of Macedonia No. 52/2002).
- Implementation of the new Concept of regular primary education from 1997 and the changes of the study plan in the part of compulsory, elective and facultative subjects and study programmes, which introduced significant changes in the compulsory primary education where the main emphasis is put on the student, who is the most important subject in the teaching process and who is enabled to gain contemporary knowledge, develop his/her skills, abilities, critical thinking, build individual opinions, and the teacher is treated as the chief organizer and coordinator of the teaching process.
- Recent pedagogical, psychological, sociological and andragogical findings that highlight the need for continuous professional development and lifelong training, i.e. acceptance of the concept of life-long learning, which is essential for our country, where we still have population without basic literacy skills (illiterate population) and population without completed compulsory primary education, which hinders the opportunities for readmission in the education process and further vocational education and training for adequate vocation, retraining, training, and upgrading of training, which at the same time hinders the opportunity for realization of the basic human rights to better existence.
- Findings received from practice in the adult basic education which point out the essential need for development of new study plans and programmes. The current study plans and programmes with their excessively broad scope of planned teaching subjects and programmed contents are not in line with today's objectives and tasks that have to be comparable with European education standards.

Until now, adult basic education has been implemented based on a single study plan for all participants over 15 years of age. The study plan is not sufficiently adjusted to the psychosocial characteristics of the individual and their life and working experience, in accordance with which the adult individual is equalled to a child, and his/her basic education needs are not met. It should be taken into account that the adult individual, as opposed to the adolescents, is preoccupied with numerous life difficulties, has certain life and working experience, is employed, has family obligations, while learning motivation is on a low level. Therefore, special didactic and methodological approaches are required to the learning process, as the age of the participants is close to the age of the teacher, the sensitivity to success or failure is stronger, the time for participation in certain teaching activities is limited etc. The adult participant needs immediately to implement the knowledge, skills and abilities gained in practice, independently to participate in the selection of subject matters that he/she is interested to learn in order to meet their own spiritual, social,

cultural, intellectual, and material needs. Therefore, the new study plans and programs for adult basic education should take into account all these andragogical-didactic specifics and assist in the animation of the potential education needs and interests (illiterate, half-literate, literate but with incomplete primary education) for inclusion in certain andragogical forms of learning, for their retention until completion of primary education, motivation for achieving highest possible results and encouraging interest for further continuation of education.

## 2. Function of Adult Basic Education

In the past period adult education was reduced solely to elimination (reduction) of illiteracy and other education deficiencies created at a young age. Today, adult basic education has other functions, among which:

- **Compensation function:**
  - thorough qualification of adults, that is upgrading of the unfulfilled education abilities of adults, which appeared as a result of what was left out in the course of regular education (literacy and completion of primary education), acquisition of professional qualifications (first vocation);
- **Adaptation function:**
  - adaptation of adults to the new requirements of life and dynamic life changes;
- **Development function:**
  - gradual enrichment of creative abilities of adults and their spiritual worlds;
- **Individual progress:**
  - the adult participant is enabled to make progress both in individual and in social life and acquire better status;
- **Continuous development of adults:**
  - gaining new knowledge, skills, values, views and habits for successful facing with the new requirements that result from scientific, technological, social, political and cultural development.

## 3. Principles of Adult Basic Education

The basic principles on which adult basic education is based are the following:

- **Principle of compulsion.** Adult basic education is compulsory for all citizens of the Republic of Macedonia.
- **Free primary education.** The right to free-of-charge, above all quality primary education, is one of the most important rights and obligations for future development of every individual in the present day.
- **Equality and democracy.** Adult basic education is a fundamental human right and basis for implementation of all other individual and social rights. The Constitution

of the Republic of Macedonia and the laws on primary, secondary and higher education guarantee the possibilities for optimal personal development regardless of gender, social and cultural background, religion and nationality.

- **Development of all aspects of personality.** The school has to provide conditions for successful implementation of overall educational activity in order to provide for the development of various aspects of personality: intellectual, emotional, social, motor development, speech development, sensory development etc.

- **Provision of quality education.** Acquiring of practical understanding and fast application in everyday life or training of participants independently to identify the required sources of information, data or ways of problem solution.

- **Willingness.** Every adult participant voluntarily includes in primary education and can at any moment continue from where he/she has discontinued their education.

#### **4. Objectives of Adult Basic Education**

*The objectives of adult basic education are the following:*

- Development of intellectual capacities, knowledge and skills, required for understanding of nature, society, one's self and the community in which one lives and the established relations between people and community;
- Training for work, further education, and independent learning in accordance with the principle of continuous development and observing the principle of lifelong education;
- Training for independent and responsible making of decisions that refer to one's own development and life in future;
- Development of awareness for one's country and nationality, fostering of tradition and culture;
- Encouraging and building of one's individual value system and value stands that are based on the principles of diversity and wellbeing of all;
- Providing access to education for all, regardless of their background, gender, nationality, and social status;
- Continuous development and application of new modern teaching methods and learning techniques;
- Gradual increase of education level of the population able to work;
- Acquiring of life skills and functional literacy essential for the contemporary information society.

## **5. Adult Basic Education Programme Structure**

### **5.1. Education cycles and types of teaching**

In study plans and programmes for adult basic education, education content is categorized into eight education cycles with duration of four education years. Each education cycle lasts for 18 weeks. This refers only to the categorization of education content into eight groups, which is equal to regular primary school. Nevertheless, education content and requirements are adjusted to the needs of adult participants and adjusted to the duration of adult basic education with four education years.

Such organization of the content in adult basic education reduces the time of engagement and recognizes a regularly completed grade in a primary school. Namely, this solution enables every participant to continue from where he/she had discontinued their primary education.

Structured in education cycles, adult basic education is more suitable particularly for the employed whose working responsibilities are conditioned by the seasons of the year (agriculture, construction), as well as for women who have both family and working responsibilities, and especially for those participants who in parallel to working or professional training are completing their basic education.

Adult basic education includes two different age groups: adolescents from 15 to 24 years old and adult participants over 24 years old.

The number of adult participants, adolescents from 15 to 24 years old, in the education group for regular classes cannot be bigger than 20, and smaller than 8 participants. The same size of education group is also applied to adult participants over 24 years old, who would complete their primary education by attending regular classes. In case adult participants decide to complete their primary education through preparatory classes (instructive-consultative), the number of participants may be smaller depending on the conditions under which this activity is organized, and in agreement with the Ministry of Education and Science.

Teaching instruction is organized as regular and preparatory, depending on the age, mental and physical abilities and the preparation for self-education of adults.

Regular instruction is implemented based on the study plan for adolescents from 15 to 24 years old and the study plan for adults over 24 years old with full fund of lessons. Adult participants are obliged to attend classes regularly. In the course of teaching instruction, evaluation of participants' achievement is performed regularly and expressed in numbers.

Preparatory instruction is organized and implemented for those adults who complete their primary education by taking exams. The fund of lessons for preparatory instruction is established by a special study plan. The basic form of preparatory instruction is consultative-instructive classes for participants from V to VIII education cycle.

This form of instruction is chosen by those participants who have the capacity for self-education.

The adults included in preparatory instruction, that is consultative-instructive classes are evaluated at the end of the school year. The evaluation is expressed in numbers. For the adults who for justifiable reasons had not attended more than one third of the total number of lessons for one or more subjects in the corresponding education year in regular instruction, examination and evaluation in those subjects is performed at the end of the education year by means of taking exams.

The adults that at the end of the school year have not achieved satisfactory results, do not repeat the year, but are sent to additional classes and taking exams in the subjects in which they had negative grades until they achieve positive results.



The study plan for basic education of adolescents (from 15 to 24 years of age) is closest to the study plan for regular compulsory primary education of the youth and is organized by education cycles and subjects. Its distinctiveness is in the duration of the educational process. Adult basic education (adolescents 15-24 years old and adults over 24 years old) lasts four school years (education years), that is in one school year (education year) two grades (education cycles) are completed, or every education cycle lasts for 18 working weeks.

The two study plans are almost identical regarding the number of subjects. They only differ in learning of foreign languages. In the study plan for regular instruction of adolescents from 15-24 years old, learning of one foreign language is compulsory, while for adults over 24 years old it is arranged to be optional, non-compulsory, and they also differ in the number of lessons. For adolescents, certain subjects are covered in bigger number of lessons weekly, while in the study plan for adults over 24 years old, subjects are covered in smaller number of lessons weekly, respecting their life and working experience, the position and role they have in the family and in the community.

The third study plan for preparatory instruction has been lacking until now. Its application is intended to assist in the overcoming of certain difficulties that result from the organization, realization, and also from the increasing needs and preferences of adults to gain education using this form and achieve better education results. This study plan is intended for those participants who have previous elementary knowledge, are competent for self-education, are employed or have other responsibilities and cannot attend regular classes.

## 5.2. Study areas

The study plans for adult basic education consist of three areas:

- Compulsory instruction;
- Elective instruction;
- Optional instruction.

**Compulsory instruction** includes those subjects that are prescribed with the study plan for primary education of children and youth which are important for overall emancipation and development of adults and which are the essential basis for continuation of education of adults and their enabling for self-education and finding employment.

Adult basic education includes subjects in the field of:

- language and literature;
- mathematics;
- natural sciences;
- social sciences;
- music, fine arts, physical and technical culture.

By learning the contents of language and literature the participant develops skills for critical thinking, oral and written expression in mother tongue and other languages learnt. The participants familiarize themselves with the nature of those languages, develop their articulation and communication skills, learn about artistic values of literary works and on that basis develop their feelings, ethic and aesthetic values and become competent for experiencing artistic values.

The study plans include Macedonian language, and for the students - representatives of communities their mother tongue. Systematic learning and

adoption of the contents relating to language and literature starts in the first grade. The students – representatives of communities learn Macedonian language in order to develop skills for understanding, articulation and communication in Macedonian language as the official language of the Republic of Macedonia. One foreign language is compulsory for participants – adolescents, from V to VIII education cycle, while adult participants over 24 years old learn foreign language optionally.

Mathematics is an integral part of general education. It is crucial in everyday life and work both of the young and the adults. This subject is included in all eight education cycles.

Natural science education includes several subjects. Understanding of natural phenomena starts as early as in III education cycle by learning about nature. In the following education cycles the study content is systematized into separate subjects: society, biology, chemistry, physics, and geography. The content of these subjects enables the participants to learn about the basic natural and social laws, natural phenomena and processes, relations among natural phenomena, between live and still nature, between man and nature, to acquire habits for protection of health, environment etc.

The program content of society includes the laws in the development of the society as a whole, geographical and other characteristics of the Republic of Macedonia, its establishment as a state, the basic rights and freedoms and men's responsibility etc.

The contents of music, fine art, physical culture and technical culture refer to the usage of technical means in everyday life, creating habits for healthy life and sports activities, proper body development, protection of own health, experiencing the beautiful in nature, art and culture.

***Elective instruction – practical needs courses*** – enable the participants to qualify for work, to acquire practical knowledge required for everyday life, to meet their personal needs and the needs of the community, develop their skills and acquire new skills in certain areas.

The practical needs courses should be in function of education for a vocation, when adult participants, in parallel to attending the seventh and the eighth education cycle in their basic education, can also acquire vocational qualification. The courses for practical needs will be organized in schools depending on the needs of the local self-government, in collaboration with associations, individual craftsmen, employment agencies, non-governmental associations, secondary vocational schools etc.

In addition, these courses may also include contents of the programs according to which the participants would take an exam for vocational qualification for performing simpler vocations (housekeeping, agriculture, stockbreeding, fruit growing, vine growing, computer literacy, trade operations, integration in the new working environment, market and marketing, business communication, conflicts and conflict resolution, caring for the sick, first aid, traffic culture, accounting, book-keeping, healthy food production, manure, irrigation systems etc.).

Practical work courses may be of various duration, ranging from several weeks or months to one year.

***Optional instruction*** covers programs which are compulsory for the school, and the participants voluntarily choose them. Optional subjects include learning Vlach, Roma, Serbian and a foreign language. Learning of these languages begins in the first education cycle, while the foreign language in the fifth education cycle.

**Additional education instruction** is organized for the participants that are completing their adult basic education by attending regular classes, and it mainly includes the younger participants (adolescents from 15 to 24 years old). These classes are organized in order to provide the required assistance for the participants to understand and adopt the planned objectives and tasks, as well as to motivate them for work.

**Extracurricular activities** (free student activities) are intended only for the adolescents who attend regular classes, but may also be organized for the older participants depending on their preferences, interests and needs. Extracurricular activities have a permanent function to extend the knowledge in accordance with the preferences and interests of the participants, to develop a culture for self-education activities, and to teach the participants to better organize their free time. There are possibilities to link the extracurricular activities of the participants with adequate interesting organizations, associations, companies and societies on municipality level (the Red Cross, the National technical organization, environmental organizations, mountaineering associations, non-governmental organizations etc.). This field is completely elaborated in the annual school work programme.

**The community of participants** is an important segment in the organization of life and work in the school. Participants' communities most frequently participate in resolving the issues and problems that emerge in the education group or are faced by individual participants. In addition, they propose and undertake measures for improvement of working conditions etc. Participants' communities are organized in all classes from V to VIII education cycle. The activities of the participants' community are carried out in accordance with programmes proposed by the participants, their parents – guardians, the head of the education group.

### **5.3 Models of study plans**

#### **5.3.1. Study plan for regular instruction of adolescents from 15 to 24 years old**

The study plan for adult basic education intended for adolescents attending regular classes in its structure is closest to the study plan for compulsory regular primary education of the youth. Its particularity is in the duration of the education process. Primary education of the youth lasts for eight school years, while of adolescents from 15 to 24 years old and adults over 24 years old it lasts for four school years, that is in one school year two grades (education cycles) are completed, or each education cycle lasts 18 working weeks. The total fund of lessons in the study plans is presented by education years and separately.

The model of the study plan for regular instruction of adolescents from 15 to 24 years is composed of three global study areas: compulsory subjects, elective subjects and optional subjects.

Compulsory subjects include subjects and four program units (music, fine arts, physical culture and technical culture), which are essential for overall personal development, socialization, emancipation and adaptation, which will enable successful communication of adult participants with others, adjustment to the new social conditions, active participation in the civic society, continuation of education, competence for self-education and learning etc.

In this compulsory study area three novelties have been introduced in comparison with the previous study plan.

**The first novelty** refers to the subject *nature and society*. It is not taught as a separate subject, but certain contents of it would be implemented in other related subjects in the same area, for the reason that the adolescents from 15 to 24 years old have certain previous knowledge and life experience in these contents, which enables free exclusion of this subject from the study plan, which until now was taught as a separate subject.

**The second novelty** in this study area refers to the compulsory learning of one of the world languages, and the modern way of living, mobility of workforce, opening of our country towards Europe and the world justifies this foreign language learning.

**The third novelty** in the compulsory study area are the four program units in the field of music, fine arts, physical and technical culture, from which the participant is entitled, although they are included in the compulsory subjects, to chose which program unit he/she would study. By studying these units the participants would adopt contents of general cultural character, in order to acquire general music culture, technical culture, recreate, socialize, and gain practical skills.

**Elective instruction** is composed of a package of courses for practical work, with the possibility of offering and selecting several programs depending on the interest of the adolescents. The practical work courses offer basic understanding, that, in relation to the content and practical implementation, would respond to the real needs of the participants, and can also direct them and professionally qualify the participants for his/her future profession.

The model of the study plan for regular instruction of adolescents from 15 to 24 years old is composed of subjects that represent the core of primary education: Macedonian language, for representatives of communities their mother tongue: Albanian, Turkish, Serbian, foreign language, mathematics and subjects whose importance is not diminished, but out of all proposed study contents, a modern general and functional primary education for adolescents is created.

## STUDY PLAN for basic education of adolescents (from 15 to 24 years old) in regular instruction

Education year	I		II		III		IV		
	1	2	3	4	5	6	7	8	
<b>Weekly and annual fund of lessons by education cycles</b>									
<b>I. Compulsory subjects</b>									<b>Total</b>
1. Macedonian language, for representatives of communities their mother tongue: Albanian, Turkish, Serbian	108/6	108/6	108/6	108/6	90/5	90/5	90/5	90/5	792
2. Macedonian language for			36/2	36/2	36/2	36/2	36/2	36/2	216

representatives of communities									
3. Foreign language					54/3	54/3	36/2	36/2	180
4. Mathematics	90/5	90/5	90/5	90/5	72/4	72/4	72/4	72/4	648
5. Nature			36/2	36/2	-	-	-	-	72
6. Biology					18/1	18/1	36/2	36/2	108
7. Geography					18/1	18/1	36/2	36/2	108
8. Physics							54/3	54/3	108
9. Chemistry							54/3	54/3	108
10. Society			36/2	36/2					72
11. History					36/2	36/2	36/2	36/2	144
12. Music, fine arts, physical and technical culture	36/2	36/2	36/2	36/2	36/2	36/2	36/2	36/2	288
<b>Total</b>	<b>234</b>	<b>234</b>	<b>342</b>	<b>342</b>	<b>360</b>	<b>360</b>	<b>486</b>	<b>486</b>	<b>2844</b>
<b>II. Elective instruction</b>									
Courses for practical needs	36/2	36/2	36/2	36/2	36/2	36/2	36/2	36/2	288
<b>III. Optional instruction</b>									
Roma, Vlach, Serbian language	18/1	18/1	18/1	18/1	18/1	18/1	18/1	18/1	144
<b>Total</b>	<b>54</b>	<b>54</b>	<b>54</b>	<b>54</b>	<b>54</b>	<b>54</b>	<b>54</b>	<b>54</b>	<b>432</b>

### 5.3.2. Study plan for basic education of adults over 24 years old in regular instruction

The study plan for basic education of adults over 24 years old in regular instruction, in its structure is similar to the model of basic education of adolescents from 15 to 24 years old, but with reduced fund of lessons both by subjects and the total number of lessons in the course of the school year (education cycle) and weekly. This change is due to the fact that the adults are characterized by specific needs, and at the same time their life and working experience is rich and diverse and requires a different model of a study plan for adult basic education.

The distinctiveness of this study plan is found in the need the foreign language to be optional instead of compulsory, while this enables acquiring of elementary skills.

This study plan model with its structure should enable the adult participants through the proposed total number of lessons to gain general understanding, which would enable gaining of communication skills, widening and deepening of their knowledge, gaining skills for self-education, continuation of their education, or application of acquired skills in everyday personal and professional life.

**STUDY PLAN**  
for basic education of adults over 24 years old in regular instruction

Education year	I		II		III		IV		
Education cycle	1	2	3	4	5	6	7	8	
<b>Weekly and annual fund of lessons by education cycles</b>									
<b>I. Compulsory subjects</b>									<b>Total</b>
1. Macedonian language, for representatives of communities their mother tongue: Albanian, Turkish, Serbian	90/5	90/5	90/5	90/5	72/4	72/4	72/4	72/4	648
2. Macedonian language for representatives of communities			36/2	36/2	36/2	36/2	36/2	36/2	216
3. Mathematics	72/4	72/4	72/4	72/4	72/4	72/4	54/3	54/3	540
4. Nature			36/2	36/2					72
5. Biology					18/1	18/1	36/2	36/2	108
6. Geography					18/1	18/1	18/1	18/1	72
7. Physics							36/2	36/2	72
8. Chemistry							36/2	36/2	72
9. Society			36/2	36/2					72
10. History					36/2	36/2	18/1	18/1	108
11. Music, fine arts, physical and technical culture	36/2	36/2	36/2	36/2	36/2	36/2	36/2	36/2	288
<b>Total</b>	<b>198</b>	<b>198</b>	<b>306</b>	<b>306</b>	<b>286</b>	<b>286</b>	<b>342</b>	<b>342</b>	<b>2268</b>
<b>II. Elective instruction</b>									
Courses for practical needs	36/2	36/2	36/2	36/2	36/2	36/2	36/2	36/2	288
<b>III. Optional instruction</b>									
Roma, Vlach, Serbian language					36/2	36/2	36/2	36/2	144
<b>Foreign language</b>					36/2	36/2	36/2	36/2	144
<b>Total</b>	<b>36</b>	<b>36</b>	<b>36</b>	<b>36</b>	<b>108</b>	<b>108</b>	<b>108</b>	<b>108</b>	<b>576</b>

### 5.3.3. Study plan for adult basic education in preparatory instruction

By the study plan for completing adult basic education in preparatory (instructive-consultative) instruction, should be overcome certain problems that result from the organization, realization, and also from the needs and preferences of the adults to gain education using this form and achieve better education results. This study plan is intended for those adults that have previous elementary knowledge, are competent for self-education, are employed or have other responsibilities and can not attend regular classes.

The fund of lessons in this study plan is reduced and amounts to 25% of the lessons in regular primary education.

The three models of study plans provide a flexible approach, attracting a larger number of participants, developing the need for continuous personal and professional development and modernization of adult basic education.

The types of instruction (regular and preparatory), the criteria and the manner of implementation of adult basic education are specified by a special Rule book, because we do not have a separate law on adult education, although it is an integral part of the education system.

#### STUDY PLAN for primary education of adults in preparatory instruction

Education year	I		II		III		IV		
Education cycle	1	2	3	4	5	6	7	8	
<b>Weekly and annual fund of lessons by education cycles</b>									
<b>I. Compulsory subjects</b>									<b>Total</b>
1. Macedonian language, for representatives of communities their mother tongue: Albanian, Turkish, Serbian					21	21	21	21	84
2. Macedonian language for representatives of communities					13	13	10	10	46
3. Foreign language					10	10	10	10	40
4. Mathematics					20	20	15	15	70
5. Biology					6	6	10	10	32
6. Physics							10	10	20
7. Chemistry							10	10	20
8. Geography					6	6	5	5	22
9. History					6	6	9	9	30

## **VI. Programming of adult basic education**

In defining the content and didactical modelling of the study plans several important factors should be taken into consideration, among which: the social-economic status of the adults, their psychological characteristics, motivation and need for education, the organization of learning, styles of learning and the education needs for certain educational field and the objectives set. The programmed contents should be as functional as possible, easily and quickly applicable in everyday life and work, closer to the real needs of the adult participant. Therefore, it should be realistically evaluated how much and how the adult participants can adopt in order to meet the compulsory standards for primary education in the context of his/her engagements as an employee, parent, citizen etc. In other words, the programs could meet the andarogical quality if successfully and properly is programmed the minimum of study material for each subject and the required/ planned standards are met. More adequate will be those study programs that offer an adequate logically designed and related unit, and not fragmented into numerous thematic units. Such didactically modelled programs would enable better organization of education forms with various duration, and it would be possible to interrupt the education cycle without major disturbances in the process of learning and transferring to other more flexible forms of learning and checking of the results that are achieved following the implementation of certain program units (contents).

The study programs should contain the following didactic elements: tasks and objectives of instruction, study topics, content, activities, correlation with other subjects etc.

## **VII. Monitoring, evaluation and improvement of educational activity**

In the schools for adult basic education systematic monitoring, evaluation and improvement of educational activity is organized. This includes the following:

- planning, programming and preparation of the school director for pedagogical guidance of the overall educational activity;
- planning and programming of the professional work of the pedagogical-psychological unit in the school;
- monitoring, checking and evaluation of performance of the participants and teachers in the education process and extracurricular activities with the participants;
- permanent professional development of the school director, teachers, school pedagogue and psychologist;
- keeping of pedagogical records and documentation in all fields that constitute the school activity.

Monitoring and evaluation of performance of the participants are directly related to the instruction. Among the most important characteristics of these processes are the following:

- systematic approach;
- continuation;
- objectivity.

Monitoring and evaluation of the participants in the school are related to the progress of students from I to VIII education cycle. In the pedagogical practice, the need is imposed systematically to apply objective ways and procedures for monitoring of the general development of the participants, for evaluation of their



knowledge and development of skills, based on the criteria and standards that are specified by the study programs.

## **VIII. Planning of educational activities in adult basic education**

In the planning of school activity of special importance is the duration and organization of the school year, school week and the time table of the school day.

Educational activity in the primary school for adult basic education, in the course of the school year, is specified by the annual programme. The instruction in the school is carried out five days a week. The instruction lessons and other activities for the participants are specified by the school timetable (the time required for compulsory, elective and optional subjects and additional instruction is planned).

The annual school work programme, apart from the obligations derived from the Law on primary education and other regulations, specifies the scope and timetable of the activities based on the study plans and study programmes, the scope of extracurricular activities and other activities carried out by the school.

Among the activities that are planned are the activities of the pedagogical unit, the school library, the activities undertaken by the school with the other institutions of the local self-government, the scope and type of activities related to the healthy development of the participants and their health protection, the forms of cooperation with the parents, teacher professional development, cooperation with higher education institutions that produce teaching staff, the Bureau for Development of Education, centres for social work, secondary vocational schools, craftsmen and other forms of cooperation that contribute to the implementation of the school programme.

The responsible school organs deal with all these aspects contained in the school programmes.

## **VIII. Professional and pedagogical development of teachers and other professional associates**

The adult basic education school has a continuous obligation to provide for permanent professional and pedagogical development of staff, for applying modern andragogical forms, methods and techniques which enable transfer of permanent knowledge, easily applicable in practice, improved respect of the individual characteristics of the participant.

In addition, professional development includes training of teachers for successful implementation of new programme contents that result from social changes, technical-technological development, latest achievements in science and the needs of the work position and life of people.

Professional development of teachers and other professional associates includes more detailed elaboration of the possible models for linking the school with the institutions of the local self-government, for cooperation with parents and building of a system for monitoring of the development of participant's skills and evaluation of performance in class. For teacher development responsible are higher education institutions and the Bureau for Development of Education. This responsibility is regulated by the system laws on education.

## **IX. Organization of adult basic education**

Organization and realization of the education process for adult basic education is implemented in primary education schools also verified for implementing adult basic education, that is, in the schools for adult basic education.

In institutions for adult basic education can enrol all individuals over 15 years old, who had not fulfilled their obligation for completing primary education.

Inclusion of adults in separate education years is performed in accordance with the previously completed education, which is evidenced by a corresponding document.

- In education year I individuals without elementary literacy skills or with completed first education cycle are enrolled;
- In education year II individuals with completed year I of adult basic education or education cycle II that is III are enrolled;
- In education year III adults who completed year II of adult basic education or education cycle IV that is V are enrolled;
- In education year IV adults who completed year III of adult basic education or VI that is VII education cycle are enrolled.

In education year III can also enrol adults who have not completed education year II, or IV, that is, V education cycle, if, by prior examination in the school it is determined that the participants understand the contents intended for the previous years, that is, education cycles.

The examination is conducted by a professional committee established by the Teachers' Council of the school.

Completed education year I of adult basic education corresponds to completed grade II in the regular primary education, education year II to grade IV, education year III to grade VI and education year IV to grade VIII.

Following the successful completion of the last education cycle (VIII), the adult basic education school issues certificates for completed primary education to the adult participants, and for completed practical needs course a verified certificate (confirmation) for vocational training (qualification).

For engagement of teachers in the implementation of teaching instruction in compulsory, elective and optional subjects, for the additional instruction and extracurricular activities, a flexible norm of 21 to 26 lessons per week is established. The norm from 21 to 26 lessons includes the following:

For compulsory, elective and optional subjects:

- a grade teacher - from 18 to 20 classes per week (depending on the grade for which he/she is responsible);
- a subject teacher - 20 classes per week, including the lesson of the head of the education group.

The fund of lessons for additional instruction, extracurricular activities is specified in the frame of weekly working time of 40 lessons.

The specific engagement of teachers by subjects and other activities is specified by the annual work programme of the primary school.

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**ANNEX 5 (see PDF File)**

## ANNEX 6



REPORT ON MACEDONIAN EDUCATION POLICY & PRIORITIES IN THE LIGHT OF THE EU'S POLICY  
DIRECTIONS

**IPA COM WP07 11 08**

### TEAM

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## Abbreviations

APL	Accreditation of Prior Learning
APE	Agency for Promotion of Entrepreneurship
CEED	Centre for Entrepreneurship and Executive Development
CEFTA	
CEO	Chief Executive Officer
CVET	Continuous Vocational Education and Training
DS	Diploma Supplement
EBRD	European Bank for Reconstruction and Development
ECFIN	
ECTS	European Credit Transfer and Accumulation System
EHEA	European Higher Education Arena
EEG	Exchange of Experience Groups
EFTA	European Free Trade Organization
EL	Entrepreneurial Learning
ENIC	European Network of Information Centers
EMIS	Education Management Information System
ERA	European Research Area
ESA	Employment Service Agency
ETF	European Training Foundation
EQF	European Qualification Framework
EU	European Union
EUA	European University Association
FDI	Foreign Direct Investments
FTE	Full Time Equivalent
GDP	GrossDomestic Product
HE	Higher Education
HEI	Higher Education Institution
HRK	German Rectors' Conferences
ILO	International Labor Organization
IT	Information Technology
INSET	In-service Training
ICT	Information and Communication Technology
LFS	Labor Force Survey
LLL	Lifelong Learning
MANU	Macedonian Academy of Sciences and Arts
MH	Ministry of Health
MIPD	Multi-Annual Indicative Planning Document

MLSP	Ministry of Labor and Social Policy
MoE	Ministry of Economy
MoES	Ministry of Education and Science
MoF	Ministry of Finance
MST	Math Science and Technology
NAPE	National Action Plan for Employment
NARIC	National Academic Recognition Information Centers
NATO	North Atlantic Territorial Organization
NES	National Employment Strategy
NGO	Non Governmental Organization
NPDE	National Program for the Development of Education 2005-2015
NQF	National Qualification Framework
OECD	Organization for Economic Organization and Development
PISA	Programme for International Student Assessment
PIRLS	Progress in International Reading Literacy Study
TIMSS	Trends in International Mathematics and Science Study
QA	Quality Assurance
R&D	Research and Development
SEAF	Small Enterprise Assistance Fund
SEE	South East Europe
SEEU	Southeast European University at Tetovo
SD	
SME	Small and Medium Sized Enterprises
SUT	State University in Tetovo
TNA	Training Needs Analysis
TPD	Teacher Professional Development
UKIM	University Ss. "Cyril and Methodius", Skopje
UKLO	University St. "Kliment Ohridski" Bitola
UNDP	United Nations Development Program
USAID	
VET	Vocational Education and Training
WBL	Work-Based Learning

## **PREFACE**

### **1. Introduction**

#### **➤ Description of the project**

This report contains a comprehensive analysis and discussion of the current implementation analysis on reforms and changes in the education sector in R. Macedonia in light of the EU 2010 policy objectives and targets. In general terms, the report provides background analyses and expertise provision on social dialogue, in education and employment within the "Facility to respond to Commission requests" project.

ETF is an EU agency whose mission is to help transition and developing countries as Macedonia is to harness the potential of its human resources through the reform of education, training and labour market systems in the context of the EU's external relations policy. As an instrument of the EU's external relations policy, ETF's work is based on the conviction that human resources development in a lifelong learning perspective makes a fundamental contribution to increasing prosperity, creating sustainable growth and encouraging social inclusion in transition economies. ETF interventions are framed by preparations for accession to the EU in the mid-term further to the candidate status of the country granted at the end of 2004.

Preparations by the Republic of Macedonia for accession to the European Union firstly means aligning with the EU *acquis communautaire*. This requires the transposition and implementation of a substantial amount of EU legislation, for instance in the areas of labour law, occupational health and safety, gender equality and the fight against discrimination.

Secondly, this requires the strengthening of social dialogue at all levels, including tripartite dialogue and autonomous bilateral dialogue. Social dialogue is a key element of the legal, as well as of the institutional *acquis*. Strong structures of social dialogue are necessary for the implementation of legislation and for an effective participation of social partners in the social dialogue at EU level. Social partners have also a crucial role to play in the reforms of the labour market called for by the Employment Strategy.

Thirdly, preparing for accession means preparing for policy frameworks which coordinate Member States' actions at EU level, such as the European Employment Strategy.

Finally, this preparation is essential in view of financial assistance from the IPA programme in the field of HRD, which forms a forerunner to the use of European Social Funds as the EU's instrument to implement the European Employment Strategy.

A National Employment Strategy (NES) 2006-2010 and a National Action Plan for Employment (NAPE) 2006-2008 have been drawn up and approved in 2006. The NES takes account of the European Employment Strategy orientations, and the NAPE elaborates in particular on actions around the guidelines 14 and 15 of the Microeconomic guidelines, as well as 17-24 of the Employment guidelines, which form part of the EU Integrated Guidelines for Jobs and Growth. The education-related aspects and implications for policy and practice are elaborated also so as to form a useful document to inform an 'EU-oriented' education policy.

#### **➤ The project rationale and objectives**

The assignment aims at increasing the intelligence with a view to informing local policies in the fields of:

- (i) education policy taking account of both the EU policy & priorities (incl. EU 2010 policy objectives and targets, Copenhagen and Bologna processes) and the education-related aspects of the EU Integrated Guidelines for Growth & Jobs;
- (ii) social partners' contributions to employment policies and IPA HRD programming & implementation.

The report on Education is covering:

- (i) Macedonian education policy & priorities in the light of EU 2010 policy objectives and targets, the Copenhagen/ Helsinki process in VET and the Bologna process in higher education and
- (ii) the education-related aspects of the EU Integrated Guidelines for Growth and Jobs.

### ➤ **Methodological issues**

The research process started in September 2007 and was finalized by the end of November 2007. The general objective was translated into the following research structure:

- What is the general national picture regarding the reforms in the education sector and what evidence is available?
- What is the state of the art of reform in the areas of lifelong learning, pre-primary, primary, secondary and higher education, VET and adult education?
- What are, according to the analysis, the impacts of the education and education-related aspects of employment reforms?
- What are the challenges and barriers to be overcome in terms of the impacts?

To address these questions interrelated tools were used by the team. First, reports were drafted by the experts to paint a picture in the areas as per ToR within the national context. Regarding the lifelong learning part, a questionnaire was developed and sent around to all departments and units located in the Ministry of education and science responsible for lifelong learning or bodies closely associated with this Ministry such as the State Educational Inspectorate, to gather views and perceptions of the lifelong learning. Contributions were forwarded back to the Rapporteur for education report which analyzed them. Interviews with key informants were conducted for the human resource development in the companies' part. Documentary research was the other method used. The study and the analysis of the documents was complementary to the primary sources of data but at the same time was central as stand alone method in the remaining parts of the report. For each of the areas of analysis, based on available information a case of good and/or interesting practice was selected.

### ➤ **Structure of the report**

The Report on Macedonian Education Policy & Priorities in the Light of the EU's Policy Directions is presented on 180 pages. The master text is presented on 95 pages and is consisting of two parts and eleven chapters. References are given on 12 pages and the annexes are on 73 pages. The Introduction and the Executive summary are in the *Preface* part. In the first part *Macedonian Education Policy & Priorities in the light of the EU 2010 education and employment policy objectives and targets* the following chapters are analysed: **Chapter 1** The development of national policies and the Lisbon agenda, Macedonian performance vis-à-vis the EU 2010 education and employment policy targets; **chapter 2** Investing more and more efficiently: focusing reform on key areas; **chapter 3** National lifelong learning strategies; **chapter 4** Implementation of transversal policy objectives; **chapter 5** Implementation of policy objectives in schools, higher education, vocational education and training, and adult education; **Second part** *Description, analysis, barriers to change and options for education policy with a view:* covers the following **chapter 6** Business and industry; **chapter 7** Labour market performance; **chapter 8** Activation measures; **chapter 9** Investment in Human Capital; **chapter 10** Overall assessment of the Macedonian education policies for entrepreneurial learning. Finally, **Conclusions and recommendations** of the Expert Team are given in **chapter 11**.

## 2. Executive summary

The report contains critical appreciation of the current policy in the education sector. It had as its main theme change in the education sector and took as its starting point a critical appreciation of the current policy developments and their impacts. Republic of Macedonia has committed itself to achieve the reforms, a commitment that certainly requires targeted incentives from the responsible authorities in the national context as backstopping for genuine take-up of the reforms rather than superficial compliance with the standards.

National actions that stimulate life-long learning that are likely to increase personal well-being and economic growth is clearly recognized point in R. Macedonia. Although the shift from recurrent mode to life-long learning mode has been a priority for a longer time, the case has not been stated in powerful terms such as development of action plan and development of strategy for life-long learning but rather as scattered policies as constituencies of a single life-long learning strategy approach thus covering primary, secondary, post-secondary and higher education. Although the primary focus is on the formal education and training systems, the importance and the status of non-formal and informal learning are recognized and different implementation patterns concerning the specific nature of the national system are underway. Lifelong policies call for comprehensive analysis of pathways and transitions throughout the entire life cycle. Transitions between the world of learning and the world of work takes several forms – from home to school, from school to work, and from work back to education. Success in realizing the life-long learning – from early childhood education to active learning in the retirement - represents an important factor in promoting employment, economic development, democracy and social cohesion. As such, life-long learning involves ministerial portfolios other than education such as social, labour market, economic and communication policies.

Transversal policy objectives in terms of development of the National Qualification Framework and consequently in adopting of the national system to take account of the learning outcomes, are essential to implementation of life-long learning. The transnational mobility will be mainly enabled through EU mobility programmes co-ordinated by the newly formed National Agency for European Educational Programmes and Mobility.

Besides increasing the life-long learning and informal education, other complementary national objectives highlighted in the Government's programme which seat alongside the EU 2010 benchmarks are: increase of investment in education and training; decreasing the rate of early school leavers; increasing the secondary education coverage. The report reveals the measures that are planned and have been undertaken to achieve these objectives alongside the progress made in the implementation of the national policy objectives in schools, higher education, vocational education and training, and adult education. Progress has been made in the field of widening access and improving equity in participation whereas inclusive education and quality of education are part of the mainstreaming education policies. Concrete initiatives have given particular attention to broad and flexible creation of conditions for including children with special needs in regular groups, as well as individualization in planning and conducting education; scholarships for socio-economically disadvantaged children and ethnic minority groups, funds for exceptionally talented. The link between the labour market and the education is most commonly found in the partnerships. Partnerships are in forms of public-private partnerships proposals between schools and the private sector and between the higher education institutions and the industry.

The results from the participation in the international assessments such as PISA, PIRLS and TIMSS, in particular the situation of misusing for "other interests" has urged the Ministry of education and science to undertake steps for revising teaching syllabuses and the curricula as to enable implementation of the concept of learning outcomes. Certain measures are for revising the curricula and programs within the higher education by enhancing the concept of learning outcomes are underway. The modernization of teaching and learning process, specifically the move from input-based to output-based approach underwrites the need to create tools to achieve effective implementation.

The Ministry of education and science has considered self-evaluation and integral evaluation as quality assurance kits in view of accomplishing the Millennium goals. Implementation of the national assessment and the nine-year primary education further entails development of standards for quality. Quality assurance for adult education is stipulated by the law for adult education and it will be realized through exams. The exams would be realized by the institutions for adult education except the state Matura, school Matura and final exam for secondary education. In addition, VET examination comprises exams for vocational training, specialization exam and master exam. In order to monitor education and school effectiveness, education management information system (EMIS) has been designed. The national Macedonian higher education system accords to the "general model" of quality assessment with national co-ordinating body, institutional self-evaluation, external evaluation by academic peers and published reports.

The nine year primary school concept and the compulsory education covering primary and secondary education have influenced a wave of modernization movement thus activating changes in the curricula and assessment arrangements.

Although the entrepreneurial learning is considered as one of the key competencies, it is not adequately covered by the relevant educational policies. Upper secondary education is the exception while post-secondary non-tertiary education level is still lagging behind. In order implement policies that lead to achieving the EU Integrated Guidelines on growth and employment, the perception on entrepreneurial learning at tertiary level should be changed in view of establishing it as a building block for further development of key competences and independently of the profile of the studies.

Macedonian higher education is in a state of flux since the traditional social contract between higher education and society is deemed to be no longer valid, and there is not yet a new one. Far-reaching change processes in the environments of higher education institutions, the growing complexity of the governance mode and the European integration efforts resulted with growing imbalance between demands from environmental actors on higher education institutions and the institutional capacity to satisfy these demands. Without any doubt the Bologna and Lisbon processes have accelerated national, institutional and sub-institutional debates on the suitability of current higher education curricula particularly in reference to three-cycle structure, competence based learning, flexibility of learning paths, mobility and recognition and the ways access, graduation, employability, mobility, quality and costs are affected. Bologna Declaration statements are not just rhetoric but actual basis of higher education policy. Particular national answers in terms of specific domestic problems whether these relate to deliberate introduction of market mechanisms and competition, have found their way in the political agenda. Commercial notions like responsiveness to the market place, management, and efficient and effective operation came to feature prominently in discussions between education policy and research policy. This infusion of necessary corporate culture as compensation for the deficient research culture underlies the emergence of strategic research and establishment of a new regime of "strategic science". Other policy measures related to research and development area are comprise increase of investments in research and development, budgetary funds for science, research and development of benefit for the private sector and encourage and support science through fiscal policy.

The Government has started the campaign "Invest in Macedonia, New Business Heaven in Europe" thus promoting the country as an investment trendsetter in Europe. Several activities with streamlined regulations for cutting the red tape were initiated among which the most popular - set of business and investment incentives that include one of the most tax attractive packages in Europe. Government's economic measures, which have led to progress of the country's economy in the first quarter of 2007 and the indicators although referring only to several months, show a favorable image on Macedonia. The World Bank in the 2007 World Bank Doing Business project has ranked Macedonia in the top five reformers in the world.

The development of small to medium sized enterprises is regarded as a key factor for achieving faster economic growth and job creation in the period up to 2010. Active measures will be targeted at the expansion of the micro firms and their transformation into small and medium enterprises thus



influencing the employment and employment security. Persistent low employment rates have been tackled by promoting new lifecycle approach to work and efforts to modernise social protection systems. The fluctuations in the labor market performance incurred by many factors in which the inactivity and employment are reduced by measures for increasing demand and supply and creating inclusive markets for job seekers and disadvantaged people.

Investments in human capital through education and training are recognized as crucial for the benefit of the individuals, economy and the society. The considerable mismatch between the skills and the labor market is bridged through actions for adopting education and training systems in response to new competence requirements. The education and training systems given in the new policy documents are still stated in input, output or process terms but in all cases they are related to the learner i.e the trainee. The input-output approach to training course design is now challenged by another movement and its out-put oriented approach. The investment in the human capital in companies in Macedonia has been on very low level in the past years. The international companies who entered Macedonian market were the first to start working on the establishment of human resources departments and local staff recruitment and brought their training programs as well as career development plans. At present, there are three programmes who are dealing with HRD in companies in Macedonia:

- Human Resources Development Fund (HRDF),
- Centre for Entrepreneurship and Executive Development (CEED),
- TurnAround Management (TAM) and Business Advisory Services (BAS) Programmes.

## **Part I: Macedonian education policy & priorities in the light of the EU 2010 education and employment policy objectives and targets**

### **1. The development of national policies and the Lisbon agenda, Macedonian performance vis-à-vis the EU 2010 education and employment policy targets**

The pattern of different legal and policy instruments employed in Macedonian milieu and their changing relationship with the reform process imply a few possible relations between reform, policy and legislation. The reforms are quite often based on a detailed and prescriptive legislative process comprising series of laws and regulations which are individually approved by the Parliament and at times the combination of employed instruments can be changed during a short period of time. Reforms can partially or completely encounter delays or are not implemented at all in case their provision is changed by another subsequent legislation, especially when there is a change of Government. National Government, education institutions and stakeholders have their own interpretation of the issues at stake.

Such interpretations and stakeholders' perspectives, their power positions and their interactions dynamically interact and lead to particular national answers to challenges in the particular national context hence enabling specific domestic problems find their way to the political agenda as well.

The following is a breakdown of most relevant national policy documents shaping and influencing the reality:

- Program of the Government of the FYR of Macedonia (2006-2010)  
The main national policy framework predating the major issues and recent developments for the aforementioned period.
- National Strategy for the Development of Education 2005–2015 (2006) was approved by the Parliament and Action Programmes are due to be developed. Parts of this particular document would have to be revised as to become congruent with the new national policies.
- National Action Plan for Employment 2004-2005-2006 (NAP) has been enacted by the MoLSP and its starting point for development was a template consistent with the employment strategy guidelines of the EU. The main priorities of the European Employment Strategy - employability, entrepreneurship, adaptability and equal opportunities – are considered in relation to the needs and circumstances of FYR of Macedonia within the context of the Stability and Association Agreement;
- As part of the Government's efforts to accelerate job creation, the Ministry of Labour and Social Policy (MoLSP) has embarked on development of a comprehensive national employment policy. The aim of this process is not exclusive to developing an inclusive policy

based on effective social dialogue but, more significantly, to ensure that sufficient capacity is available to implement the various programmes covered by the new policy.

- As a specific tool of the Stabilization and Association Agreement (SAP), the European Partnership Agreement with the FYR of Macedonia (June 2004) has established short- and medium-term priorities for further integration with the European Union. Structural reforms and sectoral policies envisaged include the areas of employment and social policy, Small and medium sized enterprises (SMEs) as well as higher education.
- The Multi-annual Indicative Programme (MIP) 2005-06 sets out the priorities for Community assistance for the FYR of Macedonia in the period 2005-2006 (total budget 80 million Euro). Amongst these priorities are:
  - To contribute to tackle the problem of unemployment by supporting the implementation of the National Action Plan for Employment;
  - To support the “implementation of the lifelong learning system” and “to improve labor force qualifications and promote the development of conditions favoring self-employment and entrepreneurship”.

The MIP 2005-2006 does not foresee specific interventions in initial VET, instead is rather referring to higher education and for employment and lifelong learning.

The reform of higher education is part of the overall Economic and Social Cohesion Plan for EC co-operation objectives with FYR of Macedonia and EC assistance in the field of higher education will continue to be provided through the Tempus Programme and should contribute to the reforms launched in the framework of the Bologna Declaration. Another binding and highly appreciated area for participation is the Framework Programme.

The general notion of reshaping the Macedonian education system in view of the lifelong learning education, conceived of as a global view of the educational phenomenon, is bringing insights into the many aspects of the national educational process. It is seen that this process covers areas of learning which go beyond the purely intellectual sphere into all dimensions of being and encompass all dimensions of learning. For those seeking to develop attitudes and capacities which will enable them both to cope successfully with the challenges confronting them throughout the life and to participate constructively in the larger process of development, these dimensions assume great importance. Other pieces of the growing “pie” are benchmarking through different international assessments, the length of compulsory education, credit, competence, learning outcomes, dovetail research/innovation into higher education agenda, human resource development, collective intelligence.

This is not the place to dwell upon a system perfectly suited to the needs of a hierarchical, authoritarian and selective society coupled with rather lengthy transitional phase, Ohrid framework

agreement, then came the decentralization fad ensuring smooth and gradual transfer of responsibilities to local authorities over the last two years but has earned the position as a pillar in achieving economic and social development.

The education system has entirely fulfilled the functions assigned to it at a certain period of evolution in our nation, but it is no longer appropriate for the specific requirements of our own time. What is important is to underline the obsolescence of current practices, and the consequent need to find new solutions under the umbrella of in-non-formal education, adult education, entrepreneurial education, to the problem of educating the various sectors of population.

## **2. Investing more and more efficiently: focusing reform on key areas**

National actions that stimulate LLL that are likely to increase personal well-being and economic growth is clearly recognized point in FYR of Macedonia. Although the best available option for achieving LLL is flexibility, most current institutional arrangements discriminate against LLL and favour "now or never" initial schooling. The analysis of the new governmental policies gives a telling account of policy modification. The general change in the political climate set the stage for the "heroic" ministers or members of the Government to act and carry policies into practice.

The increase of investment as % of GDP, new funding arrangements, public funding for (private) providers can be viewed in terms of justification, password and/or buzz word. The currently predominating responses to changes in the global market system move mostly within a production-oriented paradigm of economic development, with an over emphasis on skills and techniques, preparing students for work in hierarchical organizations. Such a paradigm generates an interpretation of the current crisis which screens out the most important and most troubling aspects of the crisis. Strictly technological-industrial model of work is reflected in a model of education that derives its prime legitimation from its direct individual or economic pay-off appeal. The bond between education, training and work, always troublesome, complex and contradictory has been mystified into a simple, direct, cause-effect relationship, drawing education increasingly into the narrow sphere of bottom line thinking. Due to the overarching importance of the issue of work for adult experience, a narrow, instrumental view of work translated into a view of education which places "immediate relevance" and efficiency above concerns for overall human development.

Despite the change, major themes and questions that testify to the true nature of contemporary social and economic developments escape a thinking whose vision is blurred by its obsession with "productivity" and "economic growth". These are the questions concerning the human and social consequences of economic decisions, the equitable distribution of resources, and long-term sustainability. Adult education proposals that would seriously address these issues would not only be

very different from those which emphasise skills, techniques and an overall adjustment to a technologically defined change, but would also fill in the meaning of practicality and relevance with the new content. Preparations for work would have to include the development of critical knowledge of the larger and political context of work, production and work relations. Models of work would have to be discussed that are outside the orbit of technological-industrial work and production and that are not tied to the orthodoxy of abstract economic growth. Ultimately, what is needed is to arrive at a new understanding of growth and productivity which entails different ways of dealing with nature and with human being, that preserves rather than destroys and that produces human well-being rather than consuming natural and human resources.

The market place model which assumes that education is responsive to a multitude of individual choices is seriously flawed. It is flawed from a point of view of individuals since they are not able to make "rational" choices either because the education on offer and the system they are expected to enter does not cater for their needs or because they have insufficient or inappropriate information on which to base their choices. It is flawed from a point of view of the education providers because it discourages initiatives designed to involve traditionally non-participant groups. It is flawed from a point of view of educational professional who is no longer able to operate under an empowerment model of education which would shift the balance power away from institutions and towards powerless groups. It is flawed from a point of view of which seeks to develop equality of opportunity because the market place model actively discourages large sections of the community from participating in education because they see that it is not responsive to their concerns and interests. It is flawed because the market place model results in policies which perpetuate and multiply existing inequalities without subjecting such policies to the public debate which a democratic society should ensure.

The earlier focus placed too much energy on identifying gaps between the formulation and the outcome, and was with a much of a emphasis on one actor. Broadly speaking, the Government(s) have tried to alter structure rather than content thus renewing the interest in the public policies of higher education. The conflicting perspectives of top-downers and bottom-uppers imply the necessity to analyse their ways of connection or conversion into policies and practices.

### **3. National lifelong learning strategies**

#### **Definition of terms**

**Lifelong learning** – all purposeful learning activity, undertaken on an on-going basis with the aim of improving knowledge, skills and competences (European Commission, 2000).

All learning activity undertaken throughout life, with the aim of improving knowledge, skills and competences within a personal, civic, social and/or employment related perspective (European Commission, 2001).

**Informal education** refers to the lifelong process, whereby every individual acquires attitudes, values, skills and knowledge from the educational influences and resources in his or her own environment and from daily experience (family, neighbours, marketplace, library, mass media, work, play, etc.).

**Formal education** refers to the structured education system that runs from primary school to university, and includes specialized programmes for technical and professional training.

**Non-formal** education refers to any planned programme of personal and social education for people designed to improve a range of skills and competencies, outside the formal educational curriculum.

**Non-formal education** as practiced by groups is:

- voluntary;
- accessible to everyone (ideally);
- an organized process with educational objectives;
- participatory and learner-centered;
- about learning life skills and preparing for active citizenship;
- based on involving both individual and group learning with a collective approach;
- holistic and process-oriented;
- based on experience and action, and starts from the needs of the participants.

Formal, non-formal and informal education is complementary and mutually reinforcing elements of a lifelong learning process.

Sahlberg (1999); European Commission (2000)

**Recurrent education** is a comprehensive educational strategy for all post-compulsory or post-basic education, the essential characteristic of which is the distribution of education over the total life-span of the individual in a recurring way i.e in alternation with other activities, principally with work, but also with leisure and retirement.

OECD (1973:16)

### **3.1 Introduction**

Working closely with the Ministry of education and science, a questionnaire was devised to gather relevant information. This was sent beginning of October 2007 to all departments and units located in the Ministry of education system responsible for lifelong learning or bodies closely associated with this Ministry such as the State Educational Inspectorate, to gather views and perceptions of the lifelong

learning. Contributions were forwarded back to the Rapporteur for education report which analyzed them.

I thank the respondents that provided helpful insights in the situation, the institutional contact persons Mrs. Nada Stoimenova and Mr. Konstantin Hristovski that helped gathering names of potential respondents and gave valuable advice in the various stages of the writing of this part.

### **3.2 Progress in adopting national lifelong learning strategies**

The shift from recurrent mode to life-long learning mode has been a priority for a longer time, however the case has not been stated in powerful terms such as development of action plan and development of strategy for life-long learning. Life long learning policies are defined in various Government programmes such as Program of the Government of FYR of Macedonia 2006-2010 (2006), National employment strategy 2006-2010 (2006), Programme for development of entrepreneurship, competition, innovations of small and medium term enterprises 2007-2010 (2007), where the principles are laid down in terms of providing conceptual framework or as in the case with the Strategic plan of the Ministry of education and science (2006, 2007) are more operational with identified main challenges and developed policy measures. According to the Law on budgets, Rules of procedure for the work of the Government of FYR of Macedonia and the Methodology for strategic planning and preparing of the annual programme for the work of the Government, the Ministry of education and science is duly to submit a strategic plan<sup>22</sup> based on the sectoral strategic and sectoral operational plans from the respective Ministry departments. Hence, the transformation of the life long learning policies into practice is through their interpretation as defined main strategic goal and specific strategic objectives for the period of one to three years while having prioritized strategic plan that can be cost, operationalised, monitored and evaluated with appropriate budgeting, financing and expenditure monitoring procedures and, with clear roles and responsibilities.

The Parliament has passed the Law for establishing the National Agency for European Educational Programmes and Mobility in September 2007 as a legal entity incharged to carry out the Lifelong Learning Programme 2007-2013 and the Youth in Action Programme 2007-2013. The Lifelong Learning Programme 2007-2013 consists of several sub-programmes: Comenius, Erasmus, Leonardo da Vinci, Gruntving, Jean Monet, and the Transversal Programme. The financing of the National Agency is provided from the Budget of the FYR of Macedonia and from the European Commission, in accordance to the Memorandum of Understanding signed by the Ministry of Education and Science and the European Commission.

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<sup>22</sup> The TA for Strategic and financial planning and education management information system (EMIS) was working on the development of strategic planning capacity [systems, procedures and people] within the Ministry of education and science as a key part of the decentralisation process within the period July 2005 – June 2007.

The National program for the development of education 2005-2015 (NPDE) (2006), as a policy document, referred to a strategy and plan specifically for the continuous education and adult education in the context of life-long learning.

### **3.3 Levels and systems covered in national lifelong learning strategies**

Scattered policies as constituencies of a single life-long learning strategy approach cover primary, secondary, post-secondary and higher education.

The NPDE (2006) foresees the increase of the inclusion of the pre-school children as a condition of improving the quality and vertical mobility ultimately contributing towards the life-long learning. Readiness and awareness of the need for life-long learning is the *raison d'être* of the primary education mission thus emphasizing the ability to integrate the lifelong learning principles in the teaching and learning process. As far as securing accessibility to all types of secondary and post-secondary education and training specifically is concerned, the main identified approach is: equal opportunities for all social groups and enhancing employment and career building and teacher training and re-training as harmonious coordination between the training activities and focus on a continuous professionalisation of teachers (Kuzmanoska, 2004a, Kuzmanoska & Janevski, 2007). As signatory to the Bologna Declaration, FYR of Macedonia through MOES has committed itself to achieve the core Bologna reforms<sup>23</sup> by 2010, a commitment that certainly requires targeted incentives from the responsible authorities in the national context as backstopping for genuine take-up of the reforms rather than superficial compliance with the standards.

Although the primary focus is on the formal education and training systems, the importance and the status of non-formal and informal learning are recognized hence different implementation patterns concerning the specific nature of the national system are underway, and are a point of departure from the usual rhetorical platform. Other priority issues and challenges in the (re)shaping of the lifelong learning strategy, strategic decisions to be further taken and implementation of actions reviled from the analysis of the questionnaire are:

- Development of lifelong learning legislation,
- Adjustment of the education system for sustainability of the lifelong learning strategy,
- Ensuring sufficient resources to make lifelong learning affordable as opposed to current scarce state funding,
- Linking education with labor market, with particular focus on skills, lifelong learning and mobility,
- Linking education with scientific development and modern technology,

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<sup>23</sup> Bologna reforms to be accomplished by 2010 in all EU countries: a) universality of the BA/MA/PhD structures, b) flexible, modernised curricula at all levels, c) trustworthy quality assurance systems



- Creating conditions where various forms of lifelong learning are offered by the education sector and validated through certification system,
- Opportunities to learn outside the formal system whereas the economy and knowledge society provide multiple options for lifelong learning,
- Low motivation at social partners and individuals as clients,
- Development of a market of providers that will replace the current weak network of providers,
- Delegation/devolution of responsibilities on state and local level,
- Establishment of a National advisory body for long-term educational policy.

### **3.4 Coherence**

The Education Management Information System (EMIS)<sup>24</sup> is a tool for providing the sizeable amount of data which is needed by central and local authorities for education sector planning, administration and monitoring as a support of the national lifelong learning strategy. The EMIS is designed and developed during the period of 2005 - 2007 with the following key aims:

- to offer a mechanism for planning the education system delivery,
- to support more efficient and effective management of resources at all level of administration,
- to monitor and evaluate the education sector performance,

Specifically will be used to:

- increase quality and performance improve access and equity
- use resources more efficiently.

In reference to the quality and performance of the education system the EMIS supplies internal efficiency indicators relating to: promotion, repetition, drop-out rates, graduation, transition rates, average duration of study, etc. Access and equity as check point towards improving access to schooling and checking that education is offered equitably to all children is planned and monitored through enrolment figures, school-age population, gender, language, and poverty indicators, mapping (location of schools and human settlements), school status, grades, options offered, school capacity in terms of classes, classrooms, double shift classes, equitable access indicators (e.g. enrolment rate and intake rate), equitable access objectives (e.g. education for all). The management of the scarce resources caters with recruitment and deployment of teachers, teachers' salaries and professional training and budget planning.

Besides the specific objective of the EMIS to design an overall system that provides the central and decentralized levels with adequate data and defines the technical specifications for a user-friendly computerized tool which will facilitate planning, reporting and monitoring across the sector for all levels of education another important objective is to build capacity at central and decentralized levels

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<sup>24</sup> The TA for Strategic and financial planning and education management information system (EMIS) was working on the design and development of education management information system (EMIS) with the working group consisting of Ministry of education and science, Ministry of finance and State statistical office representatives within the period 2005 – June 2007.

in modern information technology (IT) and in use of information for policy decision-making, planning, monitoring and management purposes.

The EMIS has two important dimensions: vertical and horizontal and is primarily demand – driven where the information is considered as a major resource for decentralized planning and management. Given the sensitivity of the issue and all pre-conditions that are required, the EMIS is developed in steps, each one upgraded and enhancing wider borders from the education sector. This gradual approach is a measure to avoid the situation of becoming “overspent and underused” (Sahlberg, 2007). The management of the interface between the strategic plan of the MOES and the EMIS remains crucial for future.

Evidence based culture of policy making is feasible in the reforms foreseen in the primary education. Self-evaluation and integral evaluation are the quality assurance kits that will contribute to eliminate the reasons that influence the attendance and dropping-outs of students from the primary education as seen from a point of view of accomplishing the Millennium goals (MoES, 2007).

The transparency is about data, results, accountability, information on student learning in order to make improvements, so consequently represents a strategy for improvement as well as accountability. Once the data is open and the wider audience is used to it, they become more assessment literate (Fullan, 2007) to be able to explain results, to use results, to combat misinterpretations by newspapers and by others.

The share of GDP for education was 3.49% in 2003 with gradual decrease of 0.77% within the period 1996-2003. The primary education accounts 59.15% of the total budget for education, 22.66% for secondary education, 12.46% for higher education, 1.92% for primary and secondary education students’ standard and 3.81% for higher education students’ standard. A visible raise level of investment following the EU and OECD policies is the increase of budget means for education to 5% of GDP by 2010, a policy of the Government in order to place priority on its most important assets.

New taxation regimes, accounting standards and company reporting are in force, however care must be taken that this is not another scheme for the “haves” rather than “have not” (Eurydice, 2001). Changes that will reduce the bureaucracy are anticipated in the Labor Relations Law that will influence the increase of flexibility of labor. Other accepted policy measures adhere to:

- a) increase of investments in R&D – different ministries will be encouraged to adopt the goal of investing 1% of the GDP to be invested in R&D till 2010 (Government of FYR of Macedonia , 2007),
- b) budgetary funds for science, R&D of benefit for the private sector - in 2000 the EU average participation rate of the business sector was 65,3 % compared to the Lisbon goal of having 66% of investments in R&D from the business sector,

c) encourage and support science through fiscal policy – the Ministry of Finance has to facilitate the process of implementation of new taxation regime for SME that will foster the R&D investments (Government of FYR of Macedonia, 2007).

Reverting to the R&D, the feasibility studies point towards the potential for starting up at least two science and business parks, in the region of Skopje and Bitola. The estimations indicate lack of funds, for ex. Bitola's science and technology park costs app. EUR 1.000.000,00, so the Government should prioritize opening of the business and technology park where production of software and other IT related parts and equipment will take place, that is to say the Vardar Silicon Valley. MOES with co-operation with other relevant entities has to enable the foundation of the science and business parks in terms of aligning with the current legislation, the Law on science and research, Law for stimulating and support of craft and the Law for stimulating and support of development in technology.

Some of the main objectives of the Government's programme (2006) are "digitally literate" citizens. The Government is investing heavily in equipment, training, multimedia services and content thus creating educational infrastructures and systems in which all citizens can attain the skills necessary to live in the information society, particularly ICT and internet skills. Wireless network installations and temporary usage of free Internet services throughout the country, investments directed at providing free of charge public internet cafés where persons from 26 years of age as well as women over 62 years of age and men younger than 64 will be able to use the services, sought to provide an action, thinking and discussion in the field and compare and contrast the situation with corresponding developments. Wide-encompassing training in computer literacy, Internet usage and office administration programs as part of the Government programme "Macedonia land of IT experts" has meant training of 22.534 citizens by the end of November, 2007.

The economic revival as prerequisite for decrease of unemployment, alignment with private domestic and foreign capital, scope on investments in high quality and educated labor force seeks to speed up the use of IT, now regarded as strategic priority. The Government through the "Macedonia land of IT experts" programme in co-operation with the higher education institutions and for-profit IT sector has undertaken an initiative for awarding 10 000 vouchers to regular students at accredited faculties, entrants in the academic 2007/2008 and students with handicaps. The aim of the programme is increase of the number of computer being used at younger population. i. e students. The transparency of the process is supported by the new law for granting of vouchers which stipulates the basic rules for granting vouchers, target group and conditions for realization.

Computer for every child project specifies installment of approximately 100.000 computers out of 150.000 in all secondary schools and gradually in primary schools from fifth to eighth grade by end of November 2007. Students from first and fourth grade of primary schools are in the last group to receive computers by the end of 2008 and beginning of 2009.

The Government's programme has four complementary national objectives which seat alongside the EU 2010 benchmarks: investment in education and training; decreasing of the rate of early school leavers; increasing of life-long learning and informal education; increasing the secondary education coverage.

- Decreasing of the rate of early school leavers - a rate of no more than 10% early school leavers compared to EU rate of 10% or less

The rate of early school leavers (the so-called "drop-out rate") has been a central concern and is used as a central strategic indicator not only in relation to the education process and co-ordination of employment policies, but also in the structural reforms. The current trend of quantifying objectives for the education and training especially in the rates of early school-leaving provide some messages, but major efforts will have to be made also in the coming years, to reach the Lisbon goals in the field. The yearly percentage of early school drop-outs in primary education is 1.42%; Yearly overall school drop-outs during primary education is 0.29%; The largest percentage of early school drop-outs can be traced in the transition period from primary into secondary education – 16.65%; The annual percentage of early school drop-outs in secondary education – 2.84%; Yearly overall drop-outs during secondary education – 0.88%; The smallest percentage of early school drop-outs can be traced in the Macedonian population and the largest in the Roma population; Only 88.47% of the 1997/98 generation succeeded in completing primary education in the foreseen time period; The situation in the secondary education is similar to the one in primary education. The generation of 2002/03 currently holds 89.24% of the students who started secondary education four years ago. However, it makes up only 69.03% of the generation that started their first year in the primary education 12 years ago; the number of students per 100 000 citizens is 2.212. There are tangible and significant differences among the different nationalities regarding the inclusion in the educational processes. This (non)inclusion exists at all educational levels; however, it is most noticeable at the higher levels (secondary, higher and post graduating education). Certain analyses have shown that the Roma children are with the smallest involvement.

- Increasing the secondary education coverage - to improve the educational level by increasing the secondary education coverage aiming at a target of at least 75% of 22-year olds in the country to complete secondary education by 2010. The relevant EU target is 85%.

In FYR of Macedonia the changes in the Law for secondary education foresee increase of the compulsory education consisting of primary and secondary education.

- Increasing of life-long learning and informal education

The average level of life-long learning by 2010 should reach 8-10% for the adults (age group 25-64). The EU target is at least 15% of the adult working age population (25-64 age group) and in no country should it be lower than 10% but the national quantitative target is defined by the life-long

learning projections (according to the preliminary results from the LFS the life-long learning rate was 2.4% in 2005, where as, this indicator in the EU Member States is much higher). Lifelong learning becomes indeed an inherent part of the Macedonian social model. Participation in lifelong learning is central to the achievement of the Lisbon objectives hence relevant national authorities should in particular promote the participation in lifelong learning of population which have hitherto been weakly represented. Lifelong learning as an underlying concept for the co-operation in education and national training policies identifies two areas where action is required: foundation learning and the pathways through life-long learning at work (OECD, 1996). Legislation and policy documents such as Law on Informal Education, Law on Lifelong Learning, Strategy for life-long learning are underway in the parliamentary procedures for passing or finalized within different working groups.

The scope of concrete identified measures linked to improving actual performance in the benchmark areas comprise measures to engage children with learning at pre-school level and make the pre-school experience a positive experience. The MLSP has started the Inclusion of Roma children project in public pre-school institutions (kindergartens) as part of the activities within the Roma decade. The project is aiming at improvement and support for integration of Roma children in public pre-school institutions. The Government will also provide scholarships for the Roma population in order to increase the educational level.

The concept of lifelong learning became an integral part of the conducted activities supported by a large number of supplemental activities of bilateral and multilateral projects (Ministry of education and science, 2007a). Methods of education and training that are deployed in the teaching and learning process have suitability for a range of situations, purposes and needs and are gearing to the requirements of user thus striving for quality as well as results. Although the skills and the knowledge of the teaching staff for using methods that foster critical thinking, social and problem solving skills at students have been upgraded through different donor funded projects<sup>25</sup>, the sustainability of the process after the project is finished is often disputable.

The in-service training was provided by different public and private providers though ad hoc and with programmes with limited territorial coverage of teachers (Kuzmanoska, 2004a; Kuzmanoska & Janevski, 2007). Starting from 2005, the tendency to have decentralized, school-based and demand-led Teacher Professional Development (TPD) where schools are learning environments is operational through the school improvement grants<sup>26</sup> where "at least 30% of total amount of the grant" has to be spent on purchasing accredited programs offered by accredited providers. Although, this is a major shift from the flat career development at teachers, the extent to which teachers currently benefit from in-service training, including the time, the focus, the implications for their career, motivation, incentives, the level of integration into human resources management and teacher policy, remains

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<sup>25</sup> Reading and writing for critical thinking project (1997-2000) implemented by FOSIM; Creative teaching and learning (2002–2005) project for gymnasiums financed by USAID and implemented by FOSIM; Creative teaching and learning (2002– ongoing) project for higher education institutions financed by USAID and implemented by FOSIM

<sup>26</sup> TA for School Planning, Monitoring and Evaluation and School Improvement Grants, Education modernization project

unknown. The analysis of the effectiveness of the existing system in terms of impact of the training on quality of teachers' practices and on students' performances has to be further undertaken. An accreditation system of providers and courses linked with teachers' career advancement, can also result in a situation where teachers mainly participate in accredited courses in order to obtain career advancement, and less for reasons of teaching practices and improving all students' performances.

Adaptable learning systems for different targeted groups of active learners is part of the Governments' programme (2006) contemplating the dual system of education that entails practice and assessment of practical knowledge. The pilot Matura is being conducted in the secondary education thus providing the basic indicators on the situation in the education and on the possible achievements of the students. The introduction of the State Matura in the school year 2007/2008 will be an official equalization of students' knowledge appraisal and one step forward towards the concept of quality in education and approximation of the national educational system towards the European concept. According to the Law on Secondary Education, the students can take, at the end of the secondary education, a: School Matura or a State Matura in the gymnasium education, and Final Exam or State Matura in the 4 year secondary vocational education. Students, who wish to continue their education to a University, must pass the State Matura, which is a condition for an entry to the high education, i.e., it replaces the entry exam for the University while the students, who do not wish to enroll to a University immediately after the secondary education, can take only the School Matura exam and the Final Exam, as a way of wrapping-up their secondary education. If later on, they do decide to continue their education to a University, they'll be given the opportunity to take the State Matura exam (Ministry of education and science, 2007b).

The changes in the Law on Secondary Education in FYR of Macedonia stipulate increase of the duration of the compulsory education. In the secondary education, the student can choose a programme that will last from one to four years, depending on his/her interests and abilities (Bureau for development of education, 2007). Every child goes to school program under which compulsory primary and secondary education foresees serious penalties for parents whose children do not go to school. The reforms in 2007/08 will introduce the compulsory 9 year primary education through 3 phases: from first to third grade, from fourth to sixth grade and from seventh to ninth. Children will start school at the age of 6, as it is in all the European countries. The transition from one to another type of teaching in the current 8 year school i.e. class teaching (first to fourth grade) and subject teaching (fifth to eighth grade), represented a problem for many students hence the new three periods will provide gradual, and therefore, easier, transition from lower to higher grades (Ministry of education and science & Bureau for development of education, 2007). Families at social risk will be alleviated from the expenditures connected with primary education for ex. provided with free-of-charge primary school textbooks.

Commencing the full computerization of schools, IT becomes a mandatory school subject in primary schools. ICT is a central aspect of the relationship between teachers and students<sup>27</sup> in the general modernization of systems whilst the flexibility it offers is conducive to independent learning. Early studies of foreign languages where English language classes starting from the first grade are mandatory, and the second foreign language is starting from the fifth grade are part of the development activities. Stimulating environment providing equal opportunities for all is a hallmark. The Governments' programme (2006) focuses in particular on modernization of the curriculum at all education levels, especially those for secondary education and higher education, in order to produce professionals trained to operate in the modern market economy.

Equal access to all educational level for the young with special needs has a share in the efforts to improve the quality of the education at all levels as well as improving the possibilities for youth education in the rural areas by promoting the education amongst marginalized groups, especially Roma people and the female population. Some of implemented measures encompass providing free transport for students and signing partnerships with NGOs in order to act together (Ministry of education and science, 2007a). MOES has established minority language development office for addressing the needs of the vulnerable groups.

Educational guidance in FYR of Macedonia is rather patchy and incoherent service. Guidance services can be based in educational institutions, employment centres or alternatively, can be independent. Guidance and counseling are often neglected whilst too many students are obliged to rely on reputation and rumor for information. The education-based services are offered in VET schools through career development centers operated by the school pedagogue and teachers<sup>28</sup>. Education-based services are not generally available to young people who left education or adults. Employment centers often supply information to a wider range, but their counseling services are sometimes confined to the unemployed, and those who work in them are not always qualified to offer a more broadly based guidance service. This kind of a division of responsibility between education and labor responsibility in most cases means duplication and/or conflicting agendas. Such unnecessary duplication can be avoided by setting up a pluralistic model, based both in education and labor as the most effective in meeting the needs of a very diverse range of clients, especially adults, who require several different access routes.

The extent and quality of guidance for adults in transition is generally inadequate. A few companies have a career planning facilities for their employees – either in-house or by using external consultants. Independent counseling services would possibly be the best solution for adults but they are

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<sup>27</sup> Computer for every child project (2007),

<sup>28</sup> Career development of students – component within The Secondary Education Activity project (SEA). SEA is a five year project funded by USAID that started in September 2003. American Institutes for Research (AIR) and the International Reading Association (IRA) are the two partners of EQUIP 1 responsible for implementing the project.

dependable on public funding, rely on voluntary help or charge for their services. Effective guidance will make easier for workers to continue learning and developing by helping in making good choices, by smoothing transitions of all kinds, by giving individuals access to information and by encouraging them to take continuous responsibility for their own careers – inside and/or outside the workplace.

### **3.5 Flexible pathways and transition points**

Lifelong policies call for comprehensive analysis of pathways and transitions throughout the entire life cycle. Transitions between the world of learning and the world of work takes several forms – from home to school, from school to work, and from work back to education. The narrow set of progression from between different programmes and levels of education and different labour market conditions present the state-of-the-art of an underdeveloped yet important field. Lifelong learning can perform at least three functions with regard to transitions from life to work. It provides the foundations of the values, knowledge, skills and qualifications that facilitate initial access to the labour market. It offers a way to obtaining new skills and qualifications that improve re-entry possibilities for those who have become unemployed or underemployed, or who have voluntarily left the labour market for a while. Further on, lifelong learning provides the conditions and means for the continuing formation and updating of the skills of the employed labour force and in some cases facilitating within-firm and job-to-job mobility. What could be the proper balance between general and vocational education, both in initial and in further education and training? What changes in education and training systems might improve the transitions from school to work, from unemployment to employment, and from one job to another?

The data regarding the pathways within initial education and training systems which are offered in the annexes, are intended to provide the background and is used for analytical purposes in subsequent sections.

An estimate of the drop-out referring to the “theoretical” age of secondary school completion fails to take into account that some young people complete secondary schooling later than the “theoretical” age and qualifications might be acquired in a ways other than through completion of upper secondary schooling. What remains to be answered is whether delayed alternatives to schooling at the “upper secondary” level are actually “equivalent”. The introduction of the dual system as a support system is due to take the responsibility for young people who are at risk of leaving but the contribution of the social partners in such employer-led system has to be noted here. Employers use certificates or diplomas as a mechanism for screening prospective workers and the prospects of job entry often determines career prospects, including opportunities for further learning and training at work. The Government needs to ensure that all young people acquire the necessary foundations before leaving the formal education system. There are very weak relations between the initial and the continuous vocational education and training. The country has made efforts to develop the initial VET system; however, there are hardly any provisions for post-secondary VET and continuous vocational education



and training (CVT). In parallel, the adult education is under-developed. Adult participation rate (aged 25-64) in education and training made up less than 2% in 2003 (compared to the EU 8-9% and the Lisbon target of 12.5% by 2010). At the moment the horizontal and the vertical mobility is quite difficult and imposes enormous problems at schools. The VET system needs full implementation, further development and finalization with established VET centres as part of the reforms in the three-year education in the technical professions. The BDE has to take more pro-active part as to speed up the process with the modernization of the curricula.

Some students stay too long in the initial education system while they could have been off had they acquired the skills needed in the workplace. Inefficient routings through the system are stacking off different types of education within the same level, these are some of the examples that lead to a massive, very often counterproductive enrolment in the initial formal system, especially higher education. Thus, the skills some employees eventually bring to the job may, at least in the beginning of their work careers be under-valued. In general, more public money is spent on formal initial education than on adult education and training. The initial formal education is the foundation for learning later in life. Sometimes, general qualifications lower the cost of training in the future and improve the efficiency of lifelong learning, while specific vocational skills do not so or do to a lesser degree. However, young people with vocational qualifications have smoother transition from school to work, in case these qualifications are acquired in an employer-led system. The indication is that there is a trade-off between efficiency in the short and the long run i.e between a rapid, smooth transition to employment with vocational qualifications and a delayed transition offering better and more durable lifetime career perspectives with a general education. The main dividing line in the national context between the pathways in education runs between general and academic education on one hand, and employment oriented vocational education and training on the other. Clear-cut differentiation occurs in the structures of upper secondary education. The parity of esteem and comparative value of general-academic and vocational-technical education at higher education level is addressed by attempts to integrate general and vocational content in the same programmes, and to build bridges and ladders between separate general and vocational tracks. The introduction of the credit system such as ECTS is a focal point for earning credits outside higher education, including lifelong learning, provided that the admitting university recognizes the same (NPDE, 2006). The development of NQF as established coherent of qualifications in the vocational and higher education and the need to include the non-formal learning is among the priorities.

The general attitude to the introduction of methodologies and systems for non-formal and in-formal learning, both in the public and private realms as well as the usefulness of such practices is clearly expressed in the Governments' programme (2006). The huge reservoir of non-formal and in-formal learning that creates the basis for important parts of the national economy needs to be made visible. It is not the sole intention to ease the use of existing competences but also to improve the quality of these. Methodologies for assessment and recognition of non-formal and in-formal learning are regarded as tools for quality improvement, covering not only single enterprises but whole sections of

the economy. The step from intention to implementation is almost a quantum leap. Legal and political moves, governments programme (2006) the latter and the new law on adult education and the lifelong learning strategy in respect to the former, that have been made through the educational reforms of varying scope give a way for the actual introduction of assessment and recognition process. The forthcoming years will show whether the positive intentions will genuinely be translated into practices which actually affect and serve individuals and enterprises.

### **3.6 Effective partnerships: consultation, implementation and dissemination**

Partnership and co-operation are encouraged through participation by all kinds of institution within the education system and co-operation between them, so that each contributes its own special strength. Even though the social partnership was rather developed at SFR Yugoslavia, but organized in a different manner that corresponded to the conditions of centralized economy and state-owned capital, and the same phenomenon was topic of interest and action throughout the VET I project (1998-2001), Phare VET project – phase II (2002-2004) and CARDS VET III (2004-2005), the social partnership is still mainly underdeveloped and lagging behind.

The NPDE (2006) highlights the role of social partners into bringing vocational education closer to the labour market, in the creation of study programmes as representatives of diverse well-known guild and together with the representatives from the business sector as participants in the national body for quality assurance.

The social dialogue is envisaged to take place between the relevant institutions from the education and the economy regarding the:

- Mobility and flexibility of the pupils/students in conditions of changing labour market, capability for rational and efficient reaction to the market, understanding of the working procedures and responsible behaviour in performing the professional activities;
- Inclusion of the business actors in designing the teaching programmes and trainings according to their needs and the needs for successful functioning of the companies;
- Inclusion of the local self-government to educate staff according to the labour market needs on the territory of the local self-government;

NAPE 2006-2008 (2006)

Dissemination of information concerning the policy measures and implementation activities related to national lifelong learning is through range of a media. Policy documents and reports are made available on various websites on different ministries and other agencies. The establishment of a unit for presentations and media campaign within MOES clearly resonates with efforts to make information available in a more effective manner. Conferences and workshops supported under the auspices of EU projects (call for proposals), were mostly targeting practitioners and stakeholders from the field.

USLUGI.GOV.MK is resulting from the Government's efforts for more efficient and transparent work of the public administration through provision of public presentation of the services oriented towards citizens and legal entities. Central coordinative body within the General secretariat of the Government is responsible for the web portal [uslugi.gov.mk](http://uslugi.gov.mk). Preparing, processing and presenting of the content is duty of the administration responsible for the area of interest. At present, MOES has thirty publications hosted on the portal.

### **3.7 Conclusions**

Success in realizing the LLL – from early childhood education to active learning in the retirement - is an important factor in promoting employment, economic development, democracy and social cohesion. Issues for implementation arising from the analysis are explored into three broad concepts:

- 1.** Improving the foundations for lifelong learning, including the extent and the quality of early childhood, primary and secondary education, so that learners regardless of their age, obtain and maintain the academic and vocational qualifications they need for work and further learning,
- 2.** Facilitating pathways and progressions through LLL and work, particularly the transition from school to work and continuing education, and learning opportunities for adults,
- 3.** Clarifying the roles and responsibilities of all partners – including governments, social partners, educational institutions, families and the learners themselves – in implementing and financing LLL for all.

The shift from recurrent education to LLL points out towards today's notions of LLL, which is less in regard to the role of formal institutions and more to non-formal and informal learning in a variety of settings – at home, at work and in the community. The other major difference is the role of the government where the new norm is partnership and shared responsibility thus reflected in recent policies to strengthen the development of continuing vocational training, especially on-the-job training, rather than expanding formal adult education in institutions fully or partly financed from the public budget. There is much to learn from business-labor initiatives that have negotiated innovative LLL packages that go way beyond work requirements but also other incentives – such as education aimed at obtaining a job – should also be used to "sell" the concept (Linden 2002). Adequate incentives should be created for individuals, employers and those who provide education and training, to invest more in LLL and to improve quality by delivering "value for money".

Another difference is that full retention in broad-based compulsory secondary education until 18, and even the expansion of tertiary education, are not considered problematic in the country since the full cycle of secondary education is achieved and is one of the cornerstones of strategies for realizing LLL

for all. The rising emphasis on accountability, choice and markets for learning, individual demand instead of social demand have all implications for equity, efficiency and flexibility.

The changing educational policy context of the recurrent education poses “double challenge”: vertical and horizontal (Papadopoulos, 1994). The two other tensions that need to be resolved is: the first between educationists who consider themselves guardians of quality, and those outside the profession who influence education policy and practice, such as the politicians. The other tension is between modernity and post-modernity that calls for reforms and revolutionizing development. The country has decided the priorities within an achievable strategic framework hence more structured decisions can be made in certain sectors in order to identify key targets rather than an attempt to solve all problems at once, policies and market failures can be measured and new policy interventions targeted. Public policies with LLL as a multidimensional effort involving diverse itineraries - continuing learning opportunities, use of new technologies, community participation, antidotes to unlearning (UNESCO, 1996) – have further impact on institutional change. Different international development agencies and capacity building projects have embarked on outputs that make no reference to these policies.

The strategic directions do not apply only to the education sector or the government alone. Coherent strategy must take into account the following framework conditions: a) LLL can not be imposed it must depend and thrive on a great variety of initiatives taken by different actors in all spheres of work and life, b) the role of the government is not to invent, manage or pay for a unified, comprehensive system of LLL, but rather to monitor and steer developments and redistribute resources so that the available opportunities will be equitable, systematic and efficient, c) the diverse nature of LLL calls for co-ordination among policy sectors, involving macroeconomic and structural policies. LLL involves ministerial portfolios other than education such as social, labour market, economic and communication policies.

#### **4. Implementation of transversal policy objectives**

##### **Definition of terms**

European Qualifications Framework for lifelong learning (EQF) will link countries' qualifications systems, acting as a translation device to make qualifications more readable to Member States, employers and individuals and so enable individual citizens to move to another country to work or study. At the national level, the EQF promotes the development of national qualifications frameworks (NQFs). The core of the EQF is its eight reference levels describing what a learner knows, understands and is able to do - their 'learning outcomes' - regardless of where a particular qualification was acquired. The EQF reference levels therefore shift the focus away from learning inputs to learning outcomes:

- Supports a better match between the needs of the labour market (for knowledge, skills and competences) and education and training provisions;

- Facilitates the validation of non-formal and informal learning;
- Facilitates the transfer and use of qualifications across different countries and education and training systems.

The EQF foresees that Member States relate their national qualifications systems to the EQF by 2010 and that their qualifications contain a reference to the EQF by 2012. It will therefore enable individuals and employers to use the EQF as a reference tool to compare the qualifications levels of different countries and different education and training systems.

European Commission (2007)

#### **4.1 National Qualification Systems and Frameworks**

The national agenda is focused towards the development of a NQF. The intention behind the preparatory work is to provide a quality and transparent education and training system, i.e. to respond to the 'knowledge-based economy' demands, to increase the economic growth and employment rate as well as the economic and social cohesion degree and practice for a democratic society. The main elements on which the NQF is build are the following:

- Reference levels that describe different types of knowledge and skills which are a part of the various qualifications,
- Quality-assurance principles,
- Methods for identifying knowledge or abilities acquired through various study and training programs.

The piloting period timeframe 2005 – 2008 envisaged for the development of the NQF refers to a period of three years in six subsequent stages. Such overreaching NQF scheme is the final outcome of a formulated proposal from a working group, previously set up to examine the possible modalities, design and the link with the EQF. NQF encompasses 8 levels referring to qualifications for the secondary education, secondary vocational education and higher education hence the knowledge, skills and capacities have to be determined and disseminated for each level as well as mapping out of current and new qualifications with special attention for inclusion of adult education. The NQF working group is not envisaged as a stand alone group but as a joint work with the consulting committee comprising education stakeholders, i.e. the Ministry of education and science, the Ministry of labour and social welfare, the Bureau for development of education, the State statistical office, the Macedonian chamber of commerce, the Craftsmen chamber, the private employers, private education sector, principals of schools and parents.

Reverting to the VET legal framework already in place, particularly the licensing and accreditation of the potential providers and programmes, the VET centre represents a knowledge base that

significantly contributes towards recommendations for the development of quality-assurance procedures. This newly formed working group i.e. quality-assurance working group is duly to base its work on the quality assurance procedures foreseen within the NPDE. Membership of the working group comprises MOES representatives from the higher education department and the National accreditation board. The group is to work together with the consulting group appointed by the Minister himself, similar to the work of the NQF Working Group. The third working group, the curricula development working group, will develop a VET curriculum model by utilizing the lessons learned as well as the needs assessment guidebook.

#### **4.2 Validation of non formal and informal leaning**

The conditions such as the adoption of the new law for adult education and the new practices with the forthcoming law for LLL provide the “bed” in which the non-formal and in-formal education will be validated. Part of the modalities foreseen in NPDE (2006) is to award this activity to Chamber of crafts and trades (for the low levels of qualification) and to the VET Centre (for the higher levels of qualification within the secondary and post-secondary degrees). As it is in charge of establishing quality standards and aligning the formal secondary education system with the needs of labour and of society, as well as of the functioning of post-secondary education in the FYR of Macedonia, it fully satisfies the conditions for the identification and recognition of prior learning at the level up to secondary and post-secondary education. The activity will be implemented in collaboration with the Centre, the CAE and the civil sector.

#### **4.3 Lifelong guidance**

The country is embarking on setting up a LLL guidance system whilst the development of national cross-sectoral feedback mechanisms urges to entire engagement of the Government itself, employers as well as other social partners and experts with relevant expertise. This challenge is acknowledged with more thorough analysis in the national LLL strategies section overview.

#### **4.4 Transnational mobility**

The National Agency for European Educational Programmes and Mobility is a newly formed legal entity incharged to carry out Lifelong Learning Programme 2007-2013 consisting of several sub-programmes: Comenius, Erasmus, Leonardo da Vinci, Gruntving, Jean Monet, and the Transversal Programme. Participation in these EU programmes will become the main driver of mobility of learners.

## 4.5 Conclusions

Following the recommendations from the 2005 Bergen conference of European Ministers responsible for HE, MoES and both of the Governments<sup>29</sup> have committed themselves to propose a legal basis for the development of NQF, to be effectuated with the new law on changes and amendments of the law of HE latest by the end of 2007. The Bologna follow up working group is due to include the general and vocational education and training that will be in compliance to the alignment NQF with the "Overarching framework for qualifications in the EHEA" and with the broader qualifications framework for LLL. Study programmes will have to be organized in cycles thus enabling possibilities for intermediate qualifications, with defined generic descriptors for each cycle, based on the results on the learning outcomes and acquired competencies, as well as credits for the first and second cycle.

### 5. Implementation of policy objectives in schools, higher education, vocational education and training, and adult education

#### Definition of terms

**Equity** is viewed as the extent to which individuals can take advantage of education and training, in terms of opportunities, access, treatment and outcomes. Equitable systems ensure that the outcomes of education and training are independent of socio-economic background and other factors that lead to educational disadvantage and that treatment reflects individuals' specific learning needs. Eurostat, Pocketbook on Candidate and Potential Candidate countries, 2007.

**Efficiency** involves the relationship between inputs and outputs in a process. Systems are efficient if the inputs produce the maximum output. Relative efficiency in relation to wider society and the economy is measured through private and social rates of return" COM (2006) 481 final.

A distinction needs to be made between **entrepreneurial spirit** and **entrepreneurship skills**, both of which can be promoted through education. Research suggests that children are likely to demonstrate entrepreneurial aptitudes like creativity and risk-taking at a young age.

**Full-time equivalent (FTE)** is the number of persons in paid employment in research-development activity who devote only part of their working time to a given R&D activity. They could spend between 10% and 90% of their working time on a given R&D activity, estimated by number of personnel who devote all or almost all of their working time to a given R&D activity.

**Governance** is the structure of relationships that brings about organizational coherence, authorized policies, plans and decisions, and accounts for their probity, responsiveness and cost-effectiveness.

**Higher education institution (HEIs)** means any type of higher education institution, in accordance with the national legislation or practice which offers recognized degrees or other

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<sup>29</sup> The previous and current one

recognized tertiary level qualification ( university, faculty, higher vocation schools, art academy / school)

**Management** is achieving intended outcomes through the allocation of responsibilities and resources, and monitoring efficiency and effectiveness.

**Participation rate** for a given age are the ratio of the number of pupils/students of this age registered at given level of education (or in a given type of institution) and the total population of this age. Education across Europe 2003, Eurostat, Theme 3, Population and Social Conditions, EC

The Programme for **International Student Assessment (PISA)** is a triennial world-wide test of 15-year-old schoolchildren's scholastic performance, the implementation of which is coordinated by the Organization for Economic Co-operation and Development (OECD).

The aim of the PISA study is to test and compare schoolchildren's performance across the world, with a view to improving educational methods and outcomes.

**PIRLS** is IEA's new state-of-the-art **Progress in International Reading Literacy Study** at the fourth grade (9- and 10-year-olds). Directed by the International Study Center at Boston College, PIRLS consists of a carefully-constructed test assessing a range of reading comprehension strategies for two major reading purposes - literary and informational. PIRLS collected extensive information about home, school, and national influences on how well students learn to read. Of special interest, parents and caregivers completed questionnaires about their children's early literacy activities.

**Science and technology** is defined by ISCED as including the following subject areas: Life sciences, Physical sciences, mathematics and statistics, computing, engineering, manufacturing and processing, architecture and building Eurostat, Pocketbook on Candidate and Potential Candidate countries, 2007

**Tertiary graduates** are defined as those who have successfully completed education programs that usually result in obtaining a certificate or diploma, such as bachelors' degree masters degree or a doctorate. Eurostat, Pocketbook on Candidate and Potential Candidate countries, 2007

The **Trends in International Mathematics and Science Study (TIMSS)** is an international assessment of the mathematics and science knowledge of fourth- and eighth-grade students around the world. TIMSS was developed by the International Association for the Evaluation of Educational Achievement (IEA) to allow participating nations to compare students' educational achievement across borders.



## 5.1 Governance and leadership

Decentralization, in particular the education decentralization is a complex process of reassigning responsibility and corresponding decision-making authority for specific functions from higher level to lower levels of government and organizational units. With the passing of the Law on Amending and Appending the Law on Primary Education the establisher of the elementary schools is the municipality, following the Decision on establishment of the elementary schools brought by the Municipality Council with previous opinion of the Government. Further to the Law on Amending and Appending the Law on Secondary Education, the establisher of the secondary schools can be the municipality, the state or private entity. A number of developments that potentially affect the effectiveness of the financial management inputs<sup>30</sup>, especially as they relate to formula funding and Municipal capacity development are the merit to the ongoing attempt to develop financial management capacity at local government and school level. The shift from the traditional budgeting process with strict directed use of resources towards the funding formula, introduced the flexibility into the education finance management process in that give more responsibility for the school directors of individual schools to direct resources taking into account the specific needs and conditions of their school. Practical identification of capacity gaps and the immediate training needs of both groups, Municipalities and schools, are the support in the development of financial management and budget capacity.

The demanding process of reforming and modernizing of the whole Macedonian school system and the continuous replacement of school directors in the past have altered the necessity to professionalize the position of school directors. The discontinuity disturbed the long-term development process, in which the successful change management is of big significance. The proposed structure of in-service training of directors laid a foundation for continuous improvement the school system. The administrative and legislative conditions encompassing the transfer of decision-making responsibility from central to municipal level, the licensing of school directors will safeguard the quality assurance.

The new Law for secondary education (2006) reveals significant developments in 2006-2007 in terms of establishment of new institutions within the education sector: The State examination centre and the VET Centre. The new law for adult education that is under parliamentary procedure, foresees establishment of centre for adult education.

(Note<sup>31</sup>) The Government of FYR of Macedonia plays a certain role in shaping and co-coordinating the HE, however, although the actual involvement can relatively easily be identified this does not

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<sup>30</sup> MDW has developed school funding formulae;

TA to the MoF for Fiscal Decentralisation/FYR of Macedonia, EU funded project to support financial management in Municipalities particularly focusing on preschools,

Municipal Management of Macedonian Schools – the Government of Netherlands have recently supported implementation of a project to provide support to Municipalities with a particular emphasis on education financial management.

<sup>31</sup> The analysis and concepts developed under this section are largely elaborated in Irena Kuzmanoska's work in Executive management styles and the role of the dean in an international perspective, CHEPS, University of Twente, Enschede, the Netherlands.

predetermine the overall nature of steering and control. Different types of central authorities' involvement such as the state authority, academics, market and the HE organization gives attention to the power relations and modes of coordination where one stakeholder regulates the other stakeholder (Kuzmanoska, 2004). The level of restraint is manifest through the accompanying policy instruments such as funding, planning, evaluation and regulation.

The assumption underlying BD is that the Macedonian Government retains the responsibility for HE or in other words, sets the rules of play for HEI in the country. BD statements are not just rhetoric but actual basis of HE policy: biggest providers are public one or striving to become. At the same time, by clearly formulating the objectives for support of establishment of private universities and highlighting the economic potential in attracting world-renown universities to open their branches in the country, the Government started moving beyond this public service rhetoric by introducing quasi market arrangement in HE. The deliberate introduction of market mechanisms and competition is a novelty as a steering concept. Public good arguments are still supported and continuing public commitment to funding of HE in order to provide the basic security can be explained from a political and value based perspective. Pursuing rather more co-operative approach is the other side of the co-operation and competition coin under the circumstances where co-operation is the main rule (written) behavior in BD. "*Closer connection between domestic faculties and respective foreign faculties and institutes through joint activities, such as international projects, student and teacher exchange, workshops, seminars and congresses*" (Government's programme, 2006) is even more strongly advocating the international level, especially that the state is trying to define its common future in EU. BD's institutional arrangements lack the view on competitive behavior and to narrowly focus on co-operation between governments which is rather constraining when co-operation is the name of the game. The crucial challenge the country is facing in providing sufficient public funding for HE and the further expansion into LLL are excluded from BD's focus.

The scarce funding and the situation of doing more with less has forced the Government to initiate new finance methods such as contract research. More mixed funding arrangements involve greater institutional entrepreneurialism and review of the demand and supply side of funding. This provides another insight of the domination paradigm of privatization of HE in terms of establishing private HEIs.

The self-management model and the degree of independence of faculties in FYR of Macedonia has created certain puzzlement by being trade name for universities as aggregations of loosely coupled faculties or voluntary association. The application of self-governance to higher education has meant the ironic situation in which the extreme case of minimal interdependence of units within a university comes not from age-old doctrines and practices of the medieval collegium carried into the modern period, but from one of the latest and most noted socialist experiments (Clark, 1983). Macedonian HE policy is mostly contested and multifaceted in terms of intricacies of change of the traditional collegiality, whose slow, multiple layer and often very inert collegial bodies are inadequate in new

terms of HEIs governance, with considerable lack of structural transformations inside HEIs and very weak executive level that hinder the integration function of the university. Another important trend deals with the need for changes at institutional level: more precisely, towards greater autonomy and decentralization of governing structures followed by greater degree of self-regulation. It means that institutions should become more responsible for their own survival, i. e. decision making should be transferred from the government level to the institutional level. Formally claimed collegialism at the faculty and university level, fails in actual situation. Existence of so-called hidden hierarchy, academic oligarchy and unequal participation have been already identified and discussed and often claimed as the main critics of traditional collegialism.

FYR of Macedonia was witnessing a trend of juxtaposed tendencies - strengthening of the state intervention on one hand and re-establishment of the university in-charged for the academic freedom in science and institutional governance (Piperkovski, 2000). The shift to state supervision and steering from a distance is usually accompanied by strengthening of the institutional management throughout changes in management bodies, recruitment of rectors and deans, decision-making thus creating institutional identity with explicit managerial culture. This provides the background of the ongoing debate in the national HE arena that is reflected in the new law on HE currently undergoing the parliamentary procedures for adoption. Complementary is stationing of the "manager" as opposed to the "locale" is an attempt by the rising power block to position in place particular disposition which countersigns the relations between state and the public, between the academics and those they serve and the way clients understand and enact as group with their needs or demands. Table 59 could be used for cross reference and comparison.

## **5.2 Private investment**

Expenditures for the education sector are allocated from the state budget to MoES (MoES, 2007) Only 3.6% of GDP goes to education: 57% is for the primary education, 24% for secondary education, incl. VET, and 19% is allocated to higher education. About 80% of these resources go to teacher salaries. Secondary education absorbs about one quarter of the total state budget for education, 82% out of which is spent on staff costs, 6% on running costs, 6% on subsidies, and 6% on capital expenditure. Due to low allocation to capital expenditure, schools (and in particular TVET schools) often suffer from lack of adequate equipment. The OECD in its education policy review from 2001 concluded that the chronic under-investment creates long-term impoverishment of the system's infrastructure. The stimulation of private investments can be seen through the increasing number of private schools, currently 9 accredited private schools.

The Government has adopted a policy to stimulate investment in primary and secondary education through public-private partnership. Agreements and statutory regulations for ex. the new forthcoming law for concessions and public private partnerships, are police instruments for readjusting the resource balance among the stakeholders' triangle, the state, employers and individuals as. At the

moment<sup>32</sup>, following the open call from MoES, 100 public-private partnerships proposals between schools and the private sector, were submitted.

Macedonian HE has traditionally relied on Government funding, and as such, has been progressively under funded. HE budget accounts 15.68 % of the education budget in 1998 and 12.03 % in 2003. The share of GDP for HE<sup>33</sup> is 0.47%, which is 2.5% lower than in 2002, whereas the state budget for R&D is 0.2 %. This is much below EU average of 1.1% on HE and EU average of 1.9% on R& D and the EU targets on 2 % on HE and 3% on R& D. The re-launched Lisbon agenda has highlighted the national priorities for co-operation in the science and research arena thus underwriting the introduction of refined government instruments to motivate investments from the private sector. Tax reforms that further stimulate private investments from the private sector have been investigated and prepared (Government of FYR of Macedonia, 2007). This section has been elaborated under the National LLL strategies part.

NPDE (2006) has set up a target for increase of the HE budget to 1 % of GDP by 2010. Macedonian HE has been subject to cuts in public funding, accompanied by changing in funding formulae and pressures to seek alternative sources of funding. The HE Law (2000) entitles the universities to collect and manage additional funding that can be retained by each institution in a separate account, such as: revenues from sponsoring activities, donations and grants, funds collected from educational services to foreign and domestic individuals and /or legal entities. Although FYR of Macedonia had no tradition of private<sup>34</sup> sponsorship of HEIs, Macedonian HE has a greater dependence from the private sector as seen from 2003 onwards. In 1999, 56.28% of the budget of HEIs was state money and 43.72 % came from their own sources. In 2005, the proportion changed and the state contributed with 42.97 % of the HEIs budget, whereas the other 57.03 % were secured from their own revenues. The HEIs' revenue from charities, private enterprises, business and organizations is much lower and insignificant.

Students' tuition fees<sup>35</sup> account for a significant proportion of income of HEIs. MOES provides public support to undergraduate students in the form of merit based scholarships for students with GPA of 8.5 and above and of loans<sup>36</sup> for students with GPA of 7.5 and above, studying at both, the state (allocating 85% of the students' support budget) and private universities (15 %). The social aspect of the state assistance in education includes the possibilities of using dormitories/restaurants;

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<sup>32</sup> Announcement of the MoES State secretary Mr Pero Stojanovski, 25/11/07

<sup>33</sup> Aside of the state budget, TEMPUS IV with annual budget of 3,5 million EUR is contributing significantly to the HE reform in RM, supporting intensive cooperation between the Macedonian HEIs and the EU member states, the candidate countries and CARDS countries.

<sup>34</sup> The private sources includes the students (and the households) and non-governmental bodies such as foundations and charities, private enterprises, organizations etc.

<sup>35</sup> The tuition fee for the students studying at public universities under the state quota is 150 EUR (per academic year) at UKLO and the University in Stip and 200 EUR at the University in Skopje and Tetovo. The tuition fees for the students who are studying on a co-financing basis vary, depending on the faculty / the university. The students at UKIM pay from 200 up to 1,200 EUR<sup>35</sup> while the students at UKLO pay from 400-600 EUR. The students at SUT pay from 400 to 1,200 EUR and the students at the University "Goce Dlecev" in Stip pays 300 EUR. The tuition fee at the SEEU at Tetovo gets from 1300 to 1900 EUR per semester. Students studying at other private universities pay from 1000 EUR to 4.000 EUR, annually, depending on the faculty / university & the study program.

<sup>36</sup> The loans by MoES are provided to low family income students with GPA of 7.5 and above

transportation under reduced prices, then libraries, labs and computers in the faculties. The Government has no efficient repaying system of the students' loans in place. There are also scholarships for studies abroad in non –exiting areas in the country, and for outstanding students enrolled at MA studies. Yet, the postgraduate studies are primarily supported by the students themselves. Budget cuts and scarce funding entails increase of the tuition fees and/or the number of students enrolled above the approved.

### **5.3 Widening access and equity in participation, treatment and outcomes**

Efforts to meaningfully address issues of inclusive education and quality of education are mainstreaming education policies. In doing so, some of the stark realities of addressing the issues of:

- Children and youth of children with special needs, including disadvantaged children,
  - MOES has recently started verifying dispersed classes for children with special needs that did not attend school due to leaving in remote areas, broad and flexible creation of conditions for including children with special needs in regular groups, as well as individualization in planning and conducting education.
- Socio-economically disadvantaged children,
  - Provision of scholarships from MOES and MLSP for the school year 2007-2008, promoting the education in the rural areas and amongst marginalized groups;
- Ethnic minority groups; school-drop outs,
  - Provision of scholarships for the Roma children and youth in order to increase the educational level;
- Exceptionally talented,
  - Establishing fund for supporting young talents and stimulating young talents in sports, culture and education;

are exposed in going beyond the realm of the theoretical and commitment to link them with actual practice. Further support for capacity building which will increase the impact and sustainability of measures proposed is the INSET of teacher and trainers as part of their continuous professional development.

Education in the mother tongue of the ethnic communities is a constitutional right and available as such in the primary and secondary education system. In the regular upper secondary education, 101 schools were carrying out education with 93908 students and 6136 teachers, of which 5 private schools with 1031 students and 145 teachers. The students are more interested in gymnasium education and vocational upper secondary education with 4 year programmes. There were 37719 students in gymnasium education or 40.2%, and 48410 students or 51.5% in the vocational upper secondary education with 4 year programmes, while 7779 students or 8.2% in the vocational upper secondary education with 3 year programmes. In the special upper secondary education (for the

students with disabilities), 4 schools worked with 317 students and 79 teachers. More information about regular upper secondary schools according to the language of instruction and the final results of the students – end of the school year 2005/2006 seen on tables 13 – 23.

Enrolments in HE have increased from 29,349 in 1990 to 35,141 in 1998 and to 61,556 in 2006 along with the increase in the number of students per 100,000 citizens, from 2,249 in 2001, to 3,043 students in 2004. The dispersion of 6 study programmes by UKIM have secured university placements for additional 600 students annually from the Eastern Macedonian region contributing to the overall increase of the number of students from 2005 onwards. The main mechanism for facilitating access to HE among under-represented groups include specific measures such as: financial support and scholarships.

The improvement has been most obvious with Albanian community following the increase of 15,50 % in 2004/5 and less obvious with Roma. The Ohrid Framework Agreement<sup>37</sup> provides for far-reaching reform within one of the most demanding reform processes accordingly providing opportunity for establishment and financing of universities where the teaching is conducted in Albanian language. Following the adoption of the Agreement, the Government has introduced an "affirmative action" i.e. minority quota for university enrollment of underrepresented ethnic communities. Since 1 July 2005 the country has been progressing rapidly with the implementation of this Agreement, which is also recognized by the international community.

Roma are the most underrepresented at the HE levels, as a result of low participation and completion rates in previous levels of education (especially in upper-secondary education) as well as the low social status of Roma families with unemployment reaching 78%. FYR of Macedonia is one of the 8<sup>th</sup> CEE countries that embraced the OSI-World Bank initiative called Decade of Roma Inclusion<sup>38</sup> 2005–2015. Macedonian Government has already committed itself to support the Decade' goals and work on the improvement of status of Roma in education, as one of the key areas of Decade' intervention. So far, there are no state funds allocated for scholarship support envisaged with the National Strategy for Inclusion of Roma and the National Education Decade Action Plan to widen access of Roma in tertiary education. The number of Roma university students is increasing due to provision of funds by international donors and agencies<sup>39</sup> although representing significantly low percentage of the total number of students in the country. The absence of state funds for Roma in HE, cause concern on the long-term sustainable impact of these interventions.

The statistics reveals that the age cohort participation rates in Macedonian tertiary education stands at about 22% of the 19 to 23 age group that falls much below EU countries of 52 %. The number of adult students is particularly low, with only 4 % of students (ISCED levels 5) aged 30 years and over in

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<sup>37</sup> Ohrid Framework Agreement, 2001 aims at promoting peaceful development of society, while respecting the ethnic identity and interests of all citizens of RM. Based on the Agreement, a whole package of constitutional; changes and legal reforms has been implemented in the field of education use of languages, equitable representations, decentralization etc

<sup>38</sup> The Decade of Roma Inclusion 2005-2015, is a regional initiative supported by OSI and the World Bank, to combat discrimination and ensure that Roma have equal access to education, housing, employment, and healthcare. Launched in February 2005, endorsed by the Prime Ministers of 8 Central and East European countries, the Decade is also supported by the European Commission, the Council of Europe, the Council of Europe Development Bank and the United Nations Development Program.

<sup>39</sup> USAID, OSI, Royal Netherlands Embassy, Roma Education Fund

2000/01 (Eurostat, 2003). There are no possibilities and measures for elder to get scholarships or loans for university studies. Students at age 30 and over represented 20 % of the total number of graduates (ISCED levels 5-6) in 2001. The universities fail to open up to other types of non-degree retraining courses for adult students or other non-traditional learners. The SEEU at Tetovo is currently the only university offering a few distance learning courses, while the evening courses for adults are non-existing.

The introduction of the State Matura exam is disputed in terms of its genuine contribution for increase in university participation rate of the unrepresented groups and the acceptance of the State Matura from the private universities as a criterion for admission of students thus replacing the tuition fee being the main. Inability to have adequate support services, the infrastructure for students with physical handicap - elevators, access ramps etc, to relevant ICT equipment for those with hearing and seeing problems etc., hinders the access, equal treatment and studying prospects of students with disabilities.

In the adult primary and lower secondary education, at the beginning of the school year 2006/2007, 15 schools are carrying out education. Adult education is provided in the institutions for vocational education and training as integral part of the LLL, which connects certain segments and forms of education in a sole system. The way of achievement, planning, programming, organization, management and funding of the adult education is regulated with distinct law. There are many NGO's which realize courses for adult learners, but the curricula are not verified by the state institutions. Certification system is not established. Workers' vocational training centers teaching courses with different duration and they are tailored to the needs of the labor market as well as to the personal needs of the candidates (see table 19). It is expected that this situation in adult learning sector will be improved after the law for adult learning passes the parliamentary procedure.

#### **5.4 Measures to address gender aspects in education and training**

In the regular upper secondary education, at the beginning of the 2006/2007 school year, 104 schools (from which 7 private schools) are carrying out education with 95366 enrolled students from which 45252 or 47,5% females (1037 enrolled students in private schools). 6247 teachers are carrying out education from which 3536 or 56,6% are women. 5312 teachers or 85% from the total number of the teachers are full-time employed, from which 2960 or 55,7% are women. 95,4% from the total number of the teachers are with completed university education. In the special upper secondary education (for the children with disabilities), at the beginning of the 2006/2007 school year, 4 schools are carrying out education with 329 students from which 101 or 30,7% females. 74 teachers are carrying out education from which 42 or 56,8% women.

National policies for gender equality in all spheres of public life, employment, political participation, involvement in policy and decision making, access to education, health care services etc., are of affirmative notion. The statistics show increase in the number of female students and in achieving the gender balance in HE, from 22, 463 female students or 56 % in 2000/01, to 31,052 students, or 54.5

% in 2004/5. The 2007 Eurostat statistics on Macedonian tertiary education also suggests that the proportion of women is higher than the proportion of men, with 120 female students per 100 male in 1996/97 to 126 female students per 100 male in 2000/01. The gender imbalance is mostly visible in the distribution of students by professions, dividing them on "female" and "male" professions. Female students represents biggest portion of all students studying in the field of education 78%, humanities and arts 71%, and health and welfare 70%, and smallest portion of all students studying engineering, manufacturing and construction 29%, agriculture and veterinary medicine 40%, and science, mathematics and computing 58%. The number of female graduates is positively correlated to their participation rates in specific study fields (female graduates represents 83 % of the all graduates in education, 74% in health and welfare, 69 % in social sciences, business and Law etc).

The UNESCO report (2007) recognizes that "...in 2005, 57,7% of all MA graduates and 88,9% of specialization graduates in FYR of Macedonia were female. In the past year 43,9% of the defended MA theses in FYR of Macedonia were in social sciences, 15,9 % in humanities, 12,7% in technological sciences and 11,1% in natural and mathematical sciences" pg.1. The report also notes the same gender configurations in Ph.D. study/research. Kolozova concludes that in the last decade the ratio of gender representation in professorship in social sciences and humanities is approximately 50% to 50% (with certain variations in different years), and in some areas women are even more represented than men.

The girls from the ethnic minorities (primarily Roma, Albanian and Macedonian-Muslims) constitute a critical group , with an average of one third of them attending secondary education (World Bank, 2003) and even more not attending the university. The lower participation rate of men (comparing to the one of women) in tertiary education can be explained with the fact that boys are leaving the education system earlier (confirmed by the proportion of 66 % of men into the drop out rate in secondary education). They are more interested to look for employment<sup>40</sup>, rather than invest in future learning.

608 students are enrolled at the beginning of the school year the adult primary and lower secondary education, out of which 220 or 36,2% are females, and the education is carried out by 114 teachers from which 60 or 52,6% are women.

## **5.5 Learning outcomes based approaches**

The last participation in 2000 PISA international competition launched a huge wave of curriculum reforms. Although the results were misused for "other interests", PISA results underwrite the understanding that the application of acquired knowledge in new situations is at a very low level and that the whole system of education in terms of the content and the way the content has been described have to be changed. NPDE (2006) urges MoES to undertake steps for revising teaching syllabuses and the curricula as to enable implementation of the concept of learning outcomes based

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<sup>40</sup> State Statistical Office, Men and Women in Macedonia, p.g.29



on standards of competence and promoting of modernization of teaching and learning. Assessment and examination practices are aligned to this curriculum thus providing an opportunity for assessment and examination of things that are at the centre of the curriculum.

The implementation of the State Matura in the school year 2007-2008<sup>41</sup> is in function of controlling and improving the quality, overcoming the double exams at the end of the secondary education, i.e., it is a replacement to the entry exams for the Universities.

New ideas and changes raise the question about the flexibility and autonomy the curriculum is offering or is it actually that the new curriculum prescribes the things that should be taught and done in the school for teachers.

The most significant feature of the bachelor-masters and in addition to the three cycle degree the PhD reforms, is that those reforms do not replace the traditional structures although a very clear political decision has been taken about it. The way these programmes are organized is not yet suited for mainstreaming: they are used rather selectively by HE institutions to complement their profiles and to introduce some innovation without risking abandoning the old and proven "best practices".

Certain measures were taken in a way of revising the curricula and programs within the HE by enhancing the concept of learning outcomes. Student-oriented structures in the academic curricula would enhance the concept of LLL thus underlying the importance for discussing the issue of key competence. Transformation of the academic degree structure in FYR of Macedonia requires changes in the content of the educational programs, moving from the teacher-oriented to a student-oriented study process and making relation between new academic degrees and labor market closer. Implementation of ECTS is well underway since some of the faculties have been working on the introduction of ECTS since 1998 and a few have started in 2002. However, establishment of an internal credit accumulation and transfer system as a policy is a much more fundamental and difficult change for Macedonian universities. It may be combined with ECTS above, but they are quite different activities. The other deficiency regarding the ECTS is that it is not linked to key competences the students should gain at the end of the course / study program. Although NQF was completed in 2002, after a series of consultations and seminars in 2006 the working group has restarted working within MoES in September 2007. Several HEIs will introduce DS by 2007 and provide it to the students automatically while the private universities will wait for the first cohorts of graduate students. The ENIC NARIC Center within the MOES provides advices and facilitates the recognition of qualifications obtained in a foreign country. The centre is a member of the Council of Europe/UNESCO European Network of National Information Centers for Academic Recognition and Mobility (the ENIC/NARIC Network). While the existing Law provides the general framework for organizing international studies, the new (draft) HE Law foresees the introduction and recognition of joint degree programs. Joint

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<sup>41</sup> The preparations for the State Matura exam started in 2001, and 6 pilot tests were conducted on students from secondary schools in the Republic of Macedonia since then.

degree programmes currently issues of concern of two donor funded<sup>42</sup> projects. The new Law on HE will provides possibilities for the universities to organize additional programs for vocational and professional upgrading and development (article 100) in different forms, as well as programs for non-formal education and learning like summer and winter schools, workshops, courses, etc.

## 5.6 Quality assurance

Following the national testing<sup>43</sup> of the 1 to 4 grade students' achievements in Macedonian language, Albanian language and mathematics and the corresponding set standards for the students' achievements in these, a national testing in the subjects' nature and society has been conducted in the school year of 2005-2006. The standards for these two subjects are in the process of being prepared. In 2006, there was a national testing in Macedonian, Albanian and mathematics conducted in grade 8 and the standards for the pupils' achievements are underway. However, there is still not a national program adopted for the practical introduction of the external evaluation in primary education hence the need to be adopted as soon as possible.

Alterations of the competences of the State Education Inspection were stipulated by NPED (2006) and the amended Law on Education Inspection includes a quality control in the education through integral evaluation of the schools. The newly introduced concept of nine-year primary education underlines the necessity to develop external evaluation procedures and methods in primary education regarding the assessment. The educational results of the teachers and the students are operationalized with the syllabi per subjects, classes and the different development cycles of the nine-year primary school. They refer to knowledge, skills, attitudes and the moral values of pupils and apply to all other relevant components of the primary education system. Together with the standards, there is a set of indicators for the level of the achieved results as well. In sum, for the nine-year primary school, MoES in the Concept for nine-year primary education (2007) refers to:

- standards for quality conditions (material and technical, spatial, quality teaching aids for the teaching and learning process);
- standards for a quality teaching process and an efficient school management;
- standards for a successful teacher.

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<sup>42</sup> The first project is joint MSc in Software Engineering organized as regional studies by UKIM, University of Novi Sad, University of Belgrade and the University of Nis in Serbia. accredited by the AB in December, 2006 with the first graduate students being promoted in 2008. The second is the BSc joint degree program in Environmental and Resources Engineering, organized by UKIM and the University of Florence, Italy; expected to see the first graduate students in 2008/09.

<sup>43</sup> The Assessment Unit of the Bureau for development of education has been conducting National Assessments as part of the system of external monitoring of students' achievements. The assessment is conducted on a representative sample of schools and students whereas in FYR of Macedonia the stratified sample was used.

The expectations are in favor of the forthcoming EMIS that would gradually be able to help monitor school effectiveness and will provide information in the short-term about improvements in education participation which would further assist schools with development and planning.

The law on secondary education regulates the quality assurance in VET. Besides the exams for vocational training, after completion of the VET, final exam, state Matura, specialization exam and master exam can be taken. Students who have completed post-secondary education take specialization exam or apply for master exam. Students who have completed technical education take the state Matura or apply for the final exam. Students who have completed vocational education for occupation take final exam. Students who have completed vocational training take exam for vocational training.

Quality assurance for adult education is under the law for adult education and it will be realized through exams. The exams would be realized by the institutions for adult education except the state Matura, school Matura and final exam for secondary education.

Exams for worker degree and vocational competence are under the laws which regulate this issue. Exams in higher education are under the law for higher education. The national Macedonian HE system accords to what van Vught and Westerheijden have described as a "general model" of quality assessment (van Vught & Westerheijden, 1993). The elements of the model are (1) national coordinating body, (2) institutional self-evaluation, (3) external evaluation by academic peers and (4) published reports.

The law on HE (2000,2003) QA in FYR of Macedonia is organized in a way that constitutes a quality circle consisted of the following distinct elements or stages:

- Self-evaluation performed by the individual HEIs,
- External evaluation conducted by the EA of FYR of Macedonia;
- Submission of the evaluation report(s) to the AB of FYR of Macedonia (as well as to the MoES and other relevant government authorities);
- Measures that are to be taken for improvement of the educational and research capacity of the HEIs. This cycle is followed through every five years.

The quality is assured at the level of faculty and university. The quality is assessed-evaluated and accredited on state level through the AE<sup>44</sup> of the HE and the AB, while previously, process of self-evaluation is realized at faculty and university level, through commissions for self-evaluations. At a university level, self-evaluation is performed by the evaluation commission at a given university. The commission members are elected by secret ballot by the University's Senate, from among professors and students' representatives not being Senate members, for a mandate period of four years. The evaluation commission members at the faculty level are elected by secret ballot by the teaching - scientific or the teaching council, from among professors and students, for a mandate period of four

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<sup>44</sup> Both, the EA and the AB are members of the CEE Network of QA Agencies since their establishment in 2001.

years. The reports from the external evaluation are submitted by the EA to the President of State, the Premier of the Government, the MoES, the Rector of the University and the Dean of the Faculty. On the basis on these reports, activities for assurance or improvement of the quality are undertaken, on the appropriate level of responsibility of the stakeholders in higher education.

Additional measures towards developing and strengthening of the existing QA process is conducting regular anonymous evaluation survey for the students<sup>45</sup> the establishment of the QA Unit at the university level<sup>46</sup>.

While there remains much to do in creating what the Bologna Process calls a "culture of quality", the most important immediate issue is sustainability of the current evaluation process<sup>47</sup>. In a small country like FYR of Macedonia with "a limited and circumscribed academic community (everybody knows everybody), there are some unavoidable limits to the idea (and the realities) of an "external evaluation". ... "These limits could only be overcome by involving more international peers and/or Macedonian non-academic experts as it is regularly done in other European countries under similar circumstances" (Fried, 2004:87). In focusing attention on matters such as values and power, and shared purposes of those involved in quality management and assessment to ensure high quality and improvement in HE, there is a serious doubt whether such a consensual view is tenable within diverse HE systems. The QA problem is that it must address several audiences, namely academics, the state, potential clients – students, employers of graduates, sponsors of research, who may have different criteria for what constitutes quality and different reasons for the demand to assess it. The best-case scenario could be a multiple accreditation system as the only QA scheme.

## **5.7 Learning partnerships**

Learning partnerships to link labour needs and education are most commonly found and are accompanied with co-operation agreements between the schools and the companies. The conditions of co-operation are in terms of time that has to be spent in the company on a voluntarily basis.

At HE level two types of partnership can be identified:

- HEIs and business partnerships - Dispersed study programs of UKIM initiated partnership with the local communities aiming to address the participation to HE and increasing needs for local and regional development. Latter these programs comprised the establishment of the new fourth state university in FYR of Macedonia.
- The new law on HE, expected to be passed by the Parliament by the end of 2007, foresees establishment of 2 new governing bodies the University Council (at the university level, comprising members nominated by the university Senate, minimum one student, representatives of the employers and local self-government with the mandate to take care of the development of the university and its interaction with the society) and the Board of

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<sup>45</sup> SEEU at Tetovo

<sup>46</sup> University in Bitola (UKLO)

<sup>47</sup> The first evaluation cycle in the country has started in October, 2002. External evaluation of HEIs has been performed by the EA through peer review -teams consisting of the national and international experts (primarily from the wider SEEU region). The funding for the first evaluation cycle in the country was provided by the other donors (FOSIM, HRK etc.)

Trustees and Cooperation with the Public (the link at faculty level/HEI with the business community, professional chambers and other associations and NGOs, and provision for better transparency and accountability of HEI activities.).

The Students' Parliament as a new form of students' organizing could be a powerful tool for greater student's participation and influence on the universities policies over the degree and study programs, research and development etc.

## **Schools**

### **5.8.1 Pre-primary education**

MLSP remains responsible for overall coordination of pre-school education, MH is responsible for the health promotion and health protection and the MoES for implementation of programmes and standards. As per the Law on Local Self-Governance, establishment, financing, investments and maintenance of kindergartens are responsibility of the municipality. The inclusion of children in pre-school education is insufficient (about 11% of children at the age of 6) which influences their level of preparedness once they enter school (MoES, 2007). NPDE (2006) recognizes the need for increased access to pre-school education and recognizes and promotes the importance of alternative forms, both formal and non-formal of pre-school education for children from 3-6 years, due to be implemented at the local level and the importance of parenting education. The programme also calls for using all resources available at the local level, expanding opportunities (institutional, non institutional and alternative) and mobilizing all partners, private sector, NGOs and individuals.

The primary school with a duration of 8 years is subject to changes given the new compulsory education. Although the school year of 2005-2006 was a preparatory year for all the children enrolled to school in the last two years, the primary education will last 9 years. The new primary education in effect will last 9 years, and as an active measure to make pre-school class part of primary schooling the children will start school at the age of 6.

### **5.8.2 Modernising curricula and assessment arrangements**

The new wave of modernization movement activated changes in the curricula and assessment arrangements. Features of the restructuring curricula address the following:

- Lowering the age of entry and extension of compulsory education;
- Introduction of ICT technology into regular teaching as a teaching tool,
- Learning based outcomes endorsing the remedy for the missing clear differentiation between the contents, learning activities and learning outcomes,
- New marking measures - gradual turn from descriptive to numerical grading,
- Setting a tracking and appraisal system which will respect pupils' development,
- Encouragement of curiosity and motivation for learning, especially in gifted students,

- Decrease in workload,
- For the implementation of the nine-year primary education new books and didactic material are developed,
- Acquisition of key competences – although critical thinking, problem solving, communication skills, tolerance, foreign languages as mandatory are clearly articulated and amended in Governments’ programme and recent MoES policy documents, the extent to which policy is making benefits from research has to be further explored.
- Business education.

### **5.8.3 Entrepreneurial education at pre-primary and primary level<sup>48</sup>**

There are no teaching disciplines or EL contents at ISCED 0-1 (pre-primary and primary education) in FYR of Macedonia. NPDE (2006) includes entrepreneurship as part of the basic knowledge (besides literacy and mathematics), that should be implemented in the formal primary education. The NPDE programs for the implementation within the primary education are under preparation. In performance terms, primary education is the weakest of the EL indicators in the country. The general picture points out to projects on the periphery of the mainstream curriculum. Part of the problem is the unclear situation on how and why to systematically include EL at primary school level.

The EU’s policy provision for entrepreneurship as a key competence – which is essentially an aggregate of personal attributes and skills which can be cultivated in the education environment (e.g. creativity, innovative ideas, measured risk-taking) can be a starting point. This concept lies at the heart of the primary education indicator. Central to the entrepreneurship key competence policy is that the learning outcomes may have positive results beyond the economy, underlining how entrepreneurial spirit and skills can be equally applicable outside the world of enterprise.

### **5.8.4 Teachers learning and training needs**

The formal education for primary and secondary education teachers is prescribed by the law for primary education and the law for secondary education and is given at the higher education institutions at the universities in FYR of Macedonia. Besides the reforms corresponding to flexible and modernized curricula in this instance binding by Bologna declaration, another approach to effectively address changes in teacher and trainer competences due to the changes in the tasks teachers and trainers are expected to perform and in the issues they have to deal with is alterations in the in the organisation of learning processes and in the learning outcomes to be achieved. Randall’s (2002) observation what matters is the fitness-*of* purpose and not only the fitness-*for* purpose judgment, portrays the case regarding teacher education institutions and programmes.

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<sup>48</sup> ISCED 0-1 pre-primary and primary education  
ISCED 1-2- primary first stage of basic education and lower secondary

Converting "side-tracks" to "high-roads" implies big challenge for the national educational policy. The identified characteristics in traditionally offered in-service education are considered unfavourable for effective teaching, teacher empowerment, and development of professional status for teaching. As a result, restructuring in order to produce conditions that address these concerns will make new demands on teachers, as well as provide them with new opportunities. Just as systemic reforms are an unrealized goal of the reform movement, reformed in-service education is also a goal rather than a reality (Kuzmanoska, 2004a). The change in the once "protected market" towards an "open" market; launching of the "missing training": ongoing training; certification/licensing of training products and processes is recognized in the NPDE (2006) and the MoES documents hence much greater research efforts would be needed in order to know precisely about the effects of reforms which have been implemented in FYR of Macedonia recently at this level (Kuzmanoska, 2004a, Kuzmanoska & Janevski, 2007).

### **5.8.5 Progress towards EU benchmarks**

Complementary national objectives in the Government's programme which seat alongside the EU 2010 benchmarks are elaborated in the national life-long learning strategies part.

#### **Higher education**

### **5.9.1 Knowledge triangle (education, research and innovation) & measures to increase excellence**

Establishment of common European Area for HE, as promoted in the BD underpins the importance of cooperation among HE establishments and stakeholders, whereas common strategy and common quality criteria need to be agreed upon with the aim of providing a positive environment for change. Macedonian institutional R&D infrastructure comprises the following: Macedonian academy of sciences and arts (five departments and five research centres), six universities (four public and two private), forty four faculties, three higher schools, thirteen public scientific institutes, twenty R&D units within industry, six scientific regional associations, consulting agencies and offices.

Macedonian gross domestic expenditure on R&D(GERD) in year 2001 presented 0.32 % of the national GDP. In 2002 it is 0.27%. According to MOES, in 2002, 56.5% of GERD was spent in the governmental sector, 40.9 % by the higher education sector, whereas the share of the business sector was only 2.6%. It is to be noted that the expenditure of the business sector on R&D was 5 times higher in 1998 (11.6 %) and in 1999 (12.5%). The industry invests very little due to the poor performance of the Macedonian economy. The basic national statistical indicators on R&D show downward trend in the number of researchers (from 3 257 researchers in 1998 to 2869 in year 2002) which represents a decrease of 12.4 %. The number of FTE researchers also decreased from 1892 in year 1998, to 1519 FTE researchers in 2002, showing decrease of 19.7 %. Consequently, the number

of FTE researchers on 1000 labor force has been also decreasing during the last 5 years (from 2.3 researchers in 1998 to 1.8 researchers on 1000 labor force in 2002). The structure of number of researchers by sector of performance shows that the biggest portion of researchers (or 67.9%) comes from the HE sector and smallest from the business sector (only 3.5 %).

In June, 2006 the Government has adopted the Program for Research and Science 2006-2010, as a platform for action of all involved with science, where measures embracing financial, legal and institutional aspects are determined, intensified cooperation of the HE with the industry, pro-active approach in international cooperation and for increased participation of the country in the framework and other EU programs are among the highlights. The scientific co-operation is realized through the FP 6 and FP 7, COST, UNESCO, SEE-ERA.NET and ERA-WEST-BALKAN Plus, NATO, IAEA and JICA (MoES, 2007). In order to develop R&D sector and further encourage R&D activities, the Government through MoES has established the following programmes:

- Programme for encouraging and supporting national R&D projects,
- Programme for granting fellowships for post-graduate and doctoral studies, both in the country and abroad,
- Programme for supporting the researchers for participation in international meetings,
- Target research programme for co-ordination of R&D activities within governmental bodies,
- Programme for encouraging and supporting technological development for the period 2007-2010,
- Programme for development of R&D infrastructure.

The government will provide the funds to implement the above mentioned programmes. The financial cuts are recognized in the forthcoming law for HE thus options for establishment of scientific institutions with mixed or private funding, as well as financial support of individual researchers registered for performance of scientific projects is anticipated. In addition to the society and industry, the task of research and development is to assist policy (forum) makers and practitioners in the emerging knowledge economy, at the same time as establishing a continuing dialogue between all the stakeholders in order to shape the research agenda for priorities and further policy implications and applications. This involvement of user community should be achieved through joint efforts to clarify the roles of the various actors involved, better coordination and exchange of information. Commercial notions like responsiveness to the market place, management, and efficient and effective operation came to feature prominently in discussions between education policy and research policy. This infusion of necessary corporate culture as compensation for the deficient research culture underlies the emergence of strategic research and establishment of a new regime of "strategic science" (Rip, 2002, Kuzmanoska, 2004b). Strengthening research capacity and competence at national level primarily involves university sector. Most of the qualified researchers are at the universities, and the universities are responsible for training researchers (Kuzmanoska, 2004b).



The short term Government priorities are linked to the development and adoption of the law on scientific and research activities, law on encouraging and supporting technology development, law on Macedonian academy of sciences and arts, law on industrial and intellectual property protection, supporting regulations on award and distribution of funds for research projects, better promotion and use of the EC programs available for FYR of Macedonia. The mid-term priorities include the increase of the investments in the research infrastructure through modernization of the scientific equipment and enrichment of the scientific bibliographic and IT resources.

The Law envisages the establishment of the Council for Development to serve as expert advisory body of the Government in national policy making. Board of Ethics should be also established to follow and assess the research activities and make sure that the principles of the European Charter for Researchers and the Code of Conduct will be implemented. Centers of Excellence in science technology and innovations will be promoted and supported in the areas molecular biology, software etc., given the central position of the country and the solid background represent a good starting point (cross reference with the national life-long learning strategies part).

### **5.9.2 Participation targets and associated measures**

The NPDE (2006) indicates that the participation target was set up for the number of the population with a HE degree (with no quantitative target to be achieved), as well as for the number of students per 100 000 population (with the target of 3,500 students per 100.000 population to be achieved by 2010).

RM has achieved progress in participation to HE, demonstrating continuous increase. The total number of students in tertiary education has increased for 53 % in the period of 16 years (from 29,349 students in 1990 to 61,556 students in 2006.). The gross enrollment rate to tertiary education was 22.54 % in 2000 and 29.70 % in the year 2005. The gross enrollment rate of female is 25.35 % in 2000 and 34.54 % in the year 2005. The gross enrollment rate of male is 19.85% in 2000 and 25.09 % in the year 2005. The total number of graduates has increased for 31 % in the period 2000- 2005 (from 3,875 students in 2000 to 5,587students in 2005.).

The number of students per 100 000 population has increased from 2,249 students in 2001/02, to 3,043 students in the academic year 2004/05. Based on these progression trends, the basic forecast analysis implies that FYR of Macedonia may exceed the envisaged increase of the number of students per 100 000 population before 2010.

The following measures associated to achievement of the participation targets to the Macedonian tertiary education are to be recognized: Affirmative actions for ethnic minorities to enroll HE (quota for the ethnic minorities) ; Opening of the universities in other languages than Macedonian (Albanian, English, etc); Students scholarships and loans as main state supporting measures; Dispersion of study programs in smaller areas and opening of the fourth state university in Eastern part of the country.

The progress towards the participation targets for the smaller ethnic communities determined with the Ohrid Agreement and with the National Strategy for Inclusion of Roma (2004) is evident, but insufficient. The biggest progress is seen in the participation rate of the Albanian community (15.5% of tertiary enrolment in 2004 versus 25.17 % share in the general population) and smallest progress is to be noted with Roma (0.31% share of tertiary enrolment in 2004 versus 2.66% share in the general population). The National Strategy for Inclusion of Roma determined an increase of the entrance quota for Roma students to 4% instead of 2% (corresponding to the % of Roma population in the country).

In Accordance with the HE Law (2000) which sets the grounding rules for financing the state HE sector, the state is required to work towards assuring the existence of students welfare services, which facilitate access of students to HE, applying positive discrimination in relation to study for students from needy backgrounds and students with outstanding achievements. The statistics show that the number of students financed by the state is 28,800 or 41,14% from the envisaged number of students<sup>49</sup>. A total of 1,600 students received state support in the form of student loan and additional 1600 were awarded scholarships for the academic 2006/7 academic year. Both supporting measures refer to students studying math and technical sciences.

### **5.9.3 Measures to increase the number of maths, science and technology graduates**

According to Eurostat-Education statistics (UOE), the distribution of students (ISCED level 5) by field of study for the academic year 2000/01 shows that the number of students in RM studying Math, Science and Technology (MST) was low, 4,000 students studying Science, Mathematics and Computing and 8,000 studying engineering, manufacturing and construction. The MST graduates in the country comprised 27% of graduates of all fields in the year 2001.

The participation rate for female in Macedonian HE stood to a value of around 2% - 3.4% which is much lower level than the EU value of 6% - 8%. Enrolment rate in science and technology for women are less 30% than man in 1995, while is getting closer in 2005. According to the World Bank statistics on the FYR of Macedonia, female share of graduates in science is 67.91% in 2000, 61.79% in 2001, 71.01% in 2002, 67.91% in 2003, 66.08% in 2004 and 66.60% in 2005.

Despite the above average participation in MST, the proportion of female students and graduates in these fields is below the EU average. The EU objective to bring about 15% increase in the number of MST graduates in these fields by 2010 and to redress the imbalance between women and men has been already achieved even ahead of schedule.

Besides the absence of target on MST students and graduates in the NPDE (2006), the FYR of Macedonia has introduced the following specific measures to increase the number of MST graduates:

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<sup>49</sup> Source: Budget of RM, 2006, Official Gazette of RM, no.139, December 30, 2006. pg 82

- The number of state budget funded study places in Mathematics, Natural Sciences and Engineering has been increased,
- State scholarships were provided to 125 students studying information technologies in the amount of 5000 MKD or 80 EUR per month,
- All last year students were awarded vouchers in the amount of 200 EUR for ICT equipment.

## **5.10 Vocational education and training and adult learning**

### **5.10.1 Measures to improve the quality and attractiveness of vocational education and training and of adult education,**

Since 2005/2006 all four-year programmes in the VET schools have been reformed with support of PHARE and CARDS programmes. The new concept encompasses 43 profiles in 14 branches: agriculture - veterinary, forestry, miner-geology, mechanical, electro-technical, chemical technology, textiles, graphic, construction, traffic, catering, economics, health and personal services (MoES, BDE, 2005). Three-year vocational education has partially been reformed through technical programmes<sup>50</sup>, though this still remains a big challenge the reform in its real meaning point out to developed system of qualifications. Efforts to create educational system with opportunities to crossing three-year to four year education through specific modules, but it is still in the first phase. Modular system could be established only if there is a reform in the higher education.

The evaluation of the results during the implementation of the VET IV project (2006) proves to be relevant for reviewing of the participation at the trainings in the curricula design. The evaluation included 600 teachers and the following conclusions can be drawn:

- Referring to the use of specific branch equipment and IT equipment supplied under the previous EU funded VET projects almost all of teachers are satisfied.
- The highest level of satisfaction is the outcome of the trainings in the field of use of modern and activating teaching methods. Almost all teachers have chosen the options satisfied or very satisfied with the quality of training in this field. The training in this field offered the highest score of transfer to the everyday teaching practice: About three quarters of the teachers use modern and activating teaching methods and the concept of simulative learning quite or much more than before training.
- Regarding to the monitoring process conducted in the classrooms from 56 VET schools, it is obvious that all teaching strategies used in the modules of this project, and from the other phases of the VET-project, continue to be frequently used by the teachers.

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<sup>50</sup> Technical programmes related to the machine and electro-technique occupations, were reformed through the German GTZ project.

### **5.10.2 Entrepreneurial Education at Secondary Education Level<sup>51</sup> and at tertiary education level**

Since NPED (2006) has included entrepreneurial education as one of the key competencies, its inclusion in the formal education programs is obligatory. However, EL usually is considered as a separate teaching discipline. EL within VET reforms is included in the formal curricula within the teaching discipline: Business and Entrepreneurship. This teaching discipline is obligatory for ISCED 3 level, with slight differences in dependence of the type of the secondary school:

- Gymnasium level (four years upper secondary) have Business & Entrepreneurship in the 4<sup>th</sup> year;
- VET schools all profiles (3 and 4 years upper vocational secondary) have Business & Entrepreneurship in the 3<sup>rd</sup> and 4<sup>th</sup> year;
- VET economic schools (four years upper secondary) have Business & Entrepreneurship each year (1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup> and 4<sup>th</sup>);
- The elaborate for establishing of four years upper secondary Sporting Gymnasium, which will include Business & Entrepreneurship in the 3<sup>rd</sup> year has been verified in September, 2007.

Teachers had been trained and teaching materials on EL had been prepared within the VET programs, as well as for gymnasium level of upper secondary education.

The secondary education system benefits from the promotion of the experience from enterprises through mini-companies where more advanced enterprise skills are being addressed. FYR of Macedonia could benefit from considering reflection on how the learning principles and more affordable aspects could be more directly integrated into the school curriculum, teacher development and overall school governance. It is highly recommendable to develop adequate policy mechanism for inclusion of good practice in the formal entrepreneurial education at ISCED 3. EL curriculum is limited at higher education level:

- At undergraduate level, there are certain entrepreneurship teaching subjects within the existing Faculties of Economics, but there is not curriculum for entrepreneurship;
- At graduate level, there is only one MA program in entrepreneurship at the Institute of Economics.

It is essential that Macedonian higher education aligns very firmly with the international developments in the higher education thus taking an active part in the design and implementation of European models of higher education reform, especially taking into consideration the principle for

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<sup>51</sup>ISCED 3- upper secondary

implementation of the entrepreneurship education. There are no EL programs at the level of the Post-secondary non tertiary education<sup>52</sup>.

### **5.10.3 Measures to reinforce the link between VET and labour market needs including early identification of skills needs, improving the relevance of curricula and qualifications**

National educational challenges go far beyond the frames of VET system. Teaching curricula, taken in their widest sense, offer numerous and accessible approaches for the development of understanding the essence of small and medium-sized enterprises, including ethics, economics, sociology and psychology, but also parts of the contents of the traditionally more general subjects, such as history, geography and mathematics. In fact, the realistic situation requires building in the entrepreneurial education within the standard curricula and providing corresponding training of the teaching staff (Petkovski & Janevski, 2006).

The major problem, as it is always the case, lies in not having sufficient financial resources for provision of new teaching materials for teacher training and the low motivation of the teaching staff, on one, and the extensive changes taking place in their environment, on the other hand.

### **5.10.4 Addressing the specific learning / training needs of vocational and adult teachers and trainers to enable them to cope with their changing roles in the knowledge-based society**

The research carried out during 2006, on a sample of 600 teachers in 56 VET schools reveals significant motivation at teachers for further training and continuous learning in the mentioned fields, wide interests and quite balanced in reference to the different training issues. The most frequently selected option is the training for working with specific technical branch equipment.

<b>Using IT equipment</b>	<b>Using IT equipment as a teaching tool</b>	<b>Working with specific technical branch equipment</b>	<b>New teaching methods</b>	<b>Planning lessons</b>	<b><i>Other – please specify</i></b>
<b>172</b>	<b>189</b>	<b>212</b>	<b>160</b>	<b>132</b>	<b>8</b>

<sup>52</sup> ISCED 4

### **5.10.5 Measures which reinforce social partner involvement in training, in particular sectoral approaches to skills and qualifications**

The Government of FYR of Macedonia is engaged in an economic restructuring process that has implications for the labor market. There is an increased need for a competitive and flexible workforce, with individuals having the ability to change jobs over the course of the working life or to become self-employed in new emerging sectors of the economy. VET has a dual role to play during this process: (i) to provide the different sectors of the economy with a well-skilled labor force so as to improve their competitiveness, and (ii) to provide unemployed and redundant people with new skills and competencies so as to facilitate their employability.

Since 2002, EU funded VET Programme aims to assist the Government's reform and modernization programmes in the development and implementation of coherent vocational education and training policy and strategy in line with the requirements of the labor markets and the students' needs.

As with other areas of activity (curriculum development, certification, teacher training) one task is to find 'institutional homes' for the labor market analysis activities and transforming pilot experimentation into forums and institutions for VET plans and specific activities. VET Centre staff is working on legislation for the VET schools, preparing regulations for practice work, cooperation with social partners, certification etc. for the lower qualifications, which is direct implementation of the law on secondary education. There is a modular system only in the practical work of the students realized with cooperation with social partners. The planning, programming and provision of vocational education are a joint responsibility of social partners (employers and trade unions) and the state.

**5.10.6 Enhancing access and opportunities for learning among the disadvantaged and alternative pathways, including for early school leavers** (this section should be cross referenced with relevant section under Part II: Description, analysis, barriers to change and options for education policy with a view).

**5.10.7 Measures to increase the rate of adult participation in lifelong learning, and to reinforce key competences among adult learners and older people whether employed or not (EU benchmark)** (this section should be cross referenced with relevant section under Part II: Description, analysis, barriers to change and options for education policy with a view).

### **5.11 Future considerations**

(Note<sup>53</sup>) Almost all the reforms have by and large been under the auspices and supported by institutions, international development institutions, different bilateral donors, transmitted through

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<sup>53</sup> The ideas presented in the section for curricula change are based on Pasi Sahlberg's key note speech presented at the Scottish learning festival, Glasgow, Scotland.

international and national technical assistances that are dealing with education and implementing education services.

Knowledge society is about learning and as a learning society refers to both individuals who should learn and also institutions like a school or MoES who should become a learning organization. Rather than promoting these essentials belonging to the core of innovation society, the priority has been put on achievement and/or attainment targets means where learning is quantified and prescribed hence the students in the school are assumed to achieve these targets and every teacher conducts the teaching towards these targets. Instead of promoting flexibility this type of education policy leads to curricular uniformity.

The main aim of National Assessment and participation in PISA, TIMSS and PIRLS studies is to provide valid data about students' achievements to be used by educational authorities and professional institutions in creating educational policy, and also by schools and teachers in improving the quality of education. Macedonian students have a different learning experience compared to their peers in the other more developed countries whereas the comparative indicators give a firm basis for the fact that changes in the teaching and learning goals, contents and methods need to be made. Changes of immediate need are in relation to the tracking and assessment system of students' achievements especially because students' achievements, according to the results received from the aforementioned research, don't match the grades they get in primary school.

Strong emphasis articulated in various MoES documents is at the core for basic subjects like literacy, reading and writing, numeracy where basic mathematical skills are/should be taught in a way that everybody will know the basics and the minimum things. The leading question is: are the students genuinely equipped for to cope with everyday life or to pass the test?

The country needs to continue its efforts to improve the quality of its education and training system. At present the education system is undergoing substantial reforms, while facing the challenge of decentralization. More global, inclusive and 'embedded' approach is needed to ensure compatibility and effectiveness of the reform activities.

- Strengthening the system for pre-service and in-service training of teachers.
- Practical implementation of the concept of 'learning outcomes', based on standards of competences and skills;
- Training of teachers for active methods of teaching in the schools and enabling them to make pedagogically meaningful use of ICT;
- Ensuring better quality and develop mechanism for quality assurance;
- Developing standards for national qualifications;
- Developing mechanisms for evaluation of the teachers work;
- Rationalization of vocational school network in FYR of Macedonia;

- Policy of student enrolment in secondary vocational education, in respect to the conditions and needs of labour market;
- Approach of standard definition in vocational education and training, affirming the social partnership;
- New way of organization of work in schools.

Adult education and training should be fully developed in line with the specific strategy. In order to increase social cohesion, ethnic minorities should have equal access to education in both rural and urban areas. It will be big step ahead if the Traditional VET could be transformed in Competence based VET, starting with Adult learners. This needs some changes in realization of the process.

<b>Process</b>	<b>Traditional VET</b>	<b>Competence Based VET</b>
Delivery of training	Institution based	Creative multiple methods
Length of training programme	Fixed period	Depends on needs -flexible
Syllabus/curriculum model	Courses - whole programmes	Modular
Certification	Diploma	Modular accreditation
Methods of training	Traditional, lectures,	Active, learner centered, self managed, project based
Assessment	Grading scales	Go - No Go system

Source: Lars – Goran Anderson, (2006) <sup>54</sup>

Despite efforts to date to rise quality and participation there is scope for further improvement of the education and training system for both young people and adults across the board.

However, there is a need for higher-level qualifications and it is expected that this need will increase in the future. Much more attention therefore needs to be paid to higher VET (post-secondary and tertiary) as well as adult learning, which accounts for the biggest gap in the education system.

***Concept: better education and training opportunities for all***

During the last few years, inspite the progress in the implementation of the activities related to the VET schools, adult learning and LLL, the Government of FYR of Macedonia, through the MoES needs to monitor and improve all activities in order to establish competitive system of education. The main challenges for better education in FYR of Macedonia are:

- Improve the quality of education and training,
- Developing knowledge and skills of all educational staff,

<sup>54</sup> Lars – Goran Anderson, (2006) *VET education in Sweden*, presentation



- Improving management of educational institutions and introducing a system of monitoring and evaluating education,
- Increase the percentage of population having completed a four-year secondary education programme,
- Increase the percentage of young people willing to enter vocational education programmes,
- Decrease drop-out rates in the field of secondary education,
- Improving working conditions in schools and upgrading school equipment,
- Increasing the use of information and communications technology,
- Create sustainable teacher training and curricula development in the perspective of the European Qualification Framework,
- Ensure that quality curricula and syllabi based upon technological developments are adopted,
- Innovative approaches to educational process and harmonization with EU programs on all levels,
- Strengthening the role of schools in preventing socially unacceptable behaviour,
- Encouraging varied means of helping pupils with their learning and extra-curricular activities and creating an atmosphere which makes the school a learning community in which close and respectful relationships are built,
- Increasing family participation, local community and other partners in improving the educational system,
- increase enrolment in adult-education programmes,
- Developing the habit of lifelong learning according to market needs,
- Retraining and further training by establishing a lifelong learning system with the identification and recognition of competences acquired through non-formal and informal learning to allow work and education mobility in the formal system,
- Support the creation and implementation of an education system with full vertical and horizontal mobility,
- Strengthen the capacities of local self-government and school management for the efficient use of diverse lifelong learning forms for the purposes of local development;
- Introduce a systemic approach to adult education and coordinate activities at national level, strengthening expert support to the adult education system,
- Ensure conditions for decentralization in education by building the capacity of school management and teachers for school based curriculum in line with local development,
- Support actions for the development of a culture of learning for all (age groups, ethnic minorities groups, vulnerable groups) and reduce drop outs with a final goal of increasing the overall education level,
- Involve the business community and local government as active participants in planning and creating vocational education school policy and training,

- Encourage the participation of civil society in the fight against social exclusion as a complement to the actions carried out by public administration and support the capacity building of NGOs working with disabled people and all vulnerable groups,
- Support the implementation of the National Roma Strategy,
- Support gender issues.

In reference to HE the following can be withdrawn from the analysis:

#### *Private investment*

- The importance of funding issues is largely underlined across all EU countries, in terms of the level of funding required, the necessary diversification of revenues and the need to use existing resources in the most efficient way. It is therefore highly recommended to the Government of FYR of Macedonia to increase the absolute levels of funding intended to HE and achieve the target which has been already set up under the NPDE (to increase the funding of HE to 1 % by 2010),
- Building on the new tax measures and policies the partnerships and alliances with the private sector and all relevant actors: individuals, enterprises and social partners need to be fostered, developing effective and close cooperation between universities and industry and encouraging more private investment "as a complement to, not as a substitute for adequate public expenditure"<sup>55</sup>. Scholarship funds with the businesses and establishment of professional higher schools as a joint venture are some of the possible multitude benefits-new study programs which will respond to the labour market needs and increased level of private funding in HE.
- EU studies on the financing of HE in Europe recognize a tendency to be cautious in introducing new students' support mechanisms, preferring to opt for those ones which have been tried and tested elsewhere. In order to offset any negative effects arising from tuition fees, the existing tuition fee and student aids policies and support schemes (scholarships, loans etc) need to be carefully reviewed and assessed in the light of the EU benchmarks related to participation and graduation rate of socially disadvantaged and disabled, older students, targeted study disciplines etc.
- The current systems of university funding must be reviewed and a new model of financing of HE need to be considered, having in mind the demand and supply side, input versus output-based funding and student based mechanisms for effective use of scarce funds. The input of the stakeholders (students, industry, employers etc) must be ensured. The Universities should develop and employ professional management approaches in ensuring efficient financial systems and procedures to implement entrance policies, budgets, programs and resource investments.

#### *Widening access and improving equity of participation, treatment and outcomes*

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<sup>55</sup> COM (2002) 779 final

- Clear targets need to be set up to assure greater participation levels and equity of the under-represented groups in tertiary education (smaller ethnic communities, socially disadvantaged, people from rural remote areas, disabled and adults students); assess and adjust the student recruitment policies accordingly; introduce specific social and financial support schemes and improve the student support services;
- Having that the participation rate differences at the tertiary level reflect lower participation rates of all under-represented communities in upper secondary education, adequate support funding must be ensured by the Government at previous, secondary school level of education. It will increase secondary school graduation rate and will consequently lead to a greater university enrolments. This is particularly relevant to Roma, whose access, retention and graduation rate is lowest in all educational levels in the country. The secondary education reform must be seen as a key feature in achieving equity and efficiency objectives in higher education.
- The Government needs to identify the best practices among projects that demonstrate positive results in relation to the access, retention and achievement rate of underrepresented groups in the Macedonian HE and to take over the financing of the projects when the foreign donors support ends.
- The universities must take immediate actions to overcome all forms of institutional barriers thus enable the access and treatment of students with special needs at HEIs, ease their studying and assure their educational outcomes.
- The universities should perform flexible and alternative learning paths and recognition of prior learning. Social inclusion gaps could be deepened, unless specialized, weekends, evening and distance learning courses are developed and offered by the universities particularly to those who cannot study in the typical full-time study programs like adult students and students from remote areas.

#### *Gender issues*

- Gender balance indicators need to be introduced by the state, especially for the girls from the underrepresented ethnic groups. This must be also accompanied with relevant financial support (scholarships, loans etc);
- Attention need to be also paid on the indicators and measures that might lead to gender balance in student distribution across different subjects so the non-traditional study areas could become equally attractive for the men as for the women (for example teacher training studies); These measures should be accompanied with relevant monitoring system.

#### *Learning outcomes based approaches*

- The change of the degree structure must be matched with proper redevelopment of the curricula and a systematic use of the commonly agreed Bologna transparency tools, in particular ECTS and the DS, that will improve the transition rate of students within the

studies, decrease the average number of years the students spent on studying and decrease the drop out rate.

- The urgent curricula reform needs to give a higher priority to lifelong learning, considering this agenda as a central element of institutional strategic development. The institutions should offer innovative curricula, teaching methods and training programs which aside of the discipline related skills, should include broader employment related skills, as a way to overcome the existing mismatch and offer broad support to the workforce more generally.
- The universities should also find solutions for on-going staff development through the scholarly and curricula advancement policy adoption by the University Senate. The development of entrepreneurial, management and innovation skills should become an integral part of graduate education, research training and life-long learning strategies for university staff.
- MOES and the Universities have to develop and adopt the national frameworks for qualifications compatible with the overarching framework for qualifications in the EHEA and EQF, based on learning outcomes and competences.

#### *Quality assurance (QA)*

- Much work needs to be done by the Macedonian Evaluation Agency to meet the European standards prescribed for the QA Agencies. The accountability procedures, independence and adequate human and financial resources are part of the standards that should ensure more effective and efficient QA process (es) in the country.
- The existing national evaluation guidelines and procedures need to be reviewed and revised, using the European Standards and Guidelines on QA adopted by the Ministers at the Bergen Conference in 2005. The European Standards for the QA of HE need to be put in practice by the AB and the EA.
- As recommended by the European Association for Quality Assurance in HE, the universities should develop, make publicly available and implement a strategy, policy and procedures for the continuous enhancement of quality. They should also include the role of students and other stakeholders, as well as the way of assessment of teaching staff, learning resources and student support, information systems, transparency and availability of public information.

#### *Learning partnerships*

- The universities should increase the relevance of its education and training programs through placements of students and researchers in businesses. Credit-bearing internships in industry must be integrated into curricula as a step towards better links with the industry, or to provide retraining courses; This will also bring extra funds to the universities to expand its research capacities;

- The universities need to further develop and adjust their strategies, activities and capacities to the LLL agenda and LLL service provision by increasing dialogue with employers, industry, and businesses in order to better respond to a growing variety of student needs; enhance student-centered and flexible learning, as well as greater mobility.

*Knowledge triangle (education, research and innovation) & measures to increase excellence*

- Most of the key policies on R&D are (or will be) in place, but MOES lacks human capacities to proceed with the effective implementation. Having high expectations placed by Macedonian universities on access to EC funds, the institutional capacities of MOES and the universities must be increased through continuous training and retraining; addressing the governance in universities and using the trans-disciplinarily as an emerging principle.
- Development of academic staff / researchers through doctoral programs must be perceived as important strategy for supporting an institution's research policy and strengthening research capacity of the universities.

*The EU is currently spending around 2% of GDP on R&D (ranging from below 0.5% to above 4% of GDP across Member States). The EU objective to increase the European R&D drives to 3% of the Union's GDP by 2010.*

- In line with the EC Microeconomic guidelines for growth and jobs (2005-2008) (Integrated Guideline No.12), RM should increase and improve the investment in R &D to 1 % share from the national budget by 2010, by "making better use of support mechanisms, such as fiscal measures to leverage private R&D; ensuring a sufficient supply of qualified researchers by attracting more students into scientific, technical and engineering disciplines and enhancing the carrier development and the transnational and inter-sectorial mobility of researchers" COM (2005) 141 final

## **5.12 Reverting to the entrepreneurial education as a cross-cutting theme at all levels of education**

On the basis of the analyses of the relevant documents on EL in EU (mainly on EU Integrated guidelines for growth and jobs 2005-2008; SME Charter, Lisbon Declaration and Oslo-Agenda) and in the country (NAPE 2006-2008; NPDE 20015; relevant laws etc.), as well as on the basis of the existing EL programs within the formal and informal education at all ISCED levels, the analysis contains observations and evaluation especially regarding the main issues defined in the Oslo Agenda.

EL is not fully understood in the country. Although the EL is defined as one of the key competencies in the NPDE, it is not properly included in the relevant educational policies, except for the upper secondary education (ISCED level 3). The other levels are left alone, without policy support as basic framework for an overwhelming and comprehensive inclusion of the EL in the formal education and LLL. To understand entrepreneurship education, especially by the policy makers, EL strategy should

be defined, enacted and implemented in the relevant policy documents in different ministries (education, economy, labour, local self-government). Involvement of the business community in the development, verification and validation of the EL is lagging behind the needed level (if any existence). The EL in the country relies heavily on donor support, resulting with most of the entrepreneurship learning is not subject to assessment and is rarely mainstreamed into the existing curriculum. There is the risk added to the lack of sustainability upon withdrawal of donor interest.

The most developed and formalized curricula for EL is at the upper secondary education level. In spite of all relevant EU documents, EL programs at primary education level are neglected and are viewed as necessary, with exception of certain programs that are included in the formal curricula as electives. EL is not included at post-secondary non-tertiary education level. Regarding the tertiary level, the entrepreneurial education involvement is far below the required level. In order implement policies that lead to achieving the EU Integrated Guidelines on growth and employment, the perception on EL at tertiary level should be changed in view of establishing it as a building block for further development of key competences and independently of the profile of the studies.

The same findings are relevant for the Chapter -4 of the SME Charter. Entrepreneurial skills are neither available nor affordable to the enterprises, and these type of activities should also become a part within the EL strategy. However, prior to the strategy and proper policies implementation, training needs assessment of the entrepreneurial skills (which are not only the book-keeping and business planning) should be undertaken and run on permanent basis. On the other hand, existing good practice examples from the EL donor programs as well as regarding the enhancement of the entrepreneurial skills (HRDF, voucher system etc.) should be expanded on the basis of their inclusion in the formal and in-formal education. Institutionalization of the state-administration capacities (regarding their establishment and dispersion within the decentralization processes), as well regarding the capacity building of the state-administration at all levels for the EL are highly appreciated.

The indicator's levels in the SME Charter (Chapter I (Policy) and Chapter IV (Skills) is considered as general overall assessment of the EL:

- As regards the achievements of the policy towards the entrepreneurial education, FYR of Macedonia is in well advanced phase whereas the majority of the relevant laws are harmonized or in process of enactment in the Parliament and within the EU policy framework given in this chapter. The overwhelming EL strategy is identified as missing.
- Regarding the institutional capacities: state (central and local) administration, teachers/professors, managerial staff in schools, should be strengthened (their capacity, number, skills) at all ISCED levels.
- According to the requirements in the Chapter IV – entrepreneurial skills and development, the situation in the country is at worst portrayed by the supply of EL, cooperation and involvement of the business community within the education processes/programs/interactive activities and regarding the assessment of the educational needs of the business community.

### **5.13 Bologna v.s Lisbon - the moving targets**

In effect, the two programmes - Bologna on the one hand and the Lisbon Declaration on the other – by dint of setting themselves a clear schedule, have made themselves hostage to their own fortunes or absence of the same when progress expected does not appear to match progress so far achieved. What counts for the national policy is to achieve a similar or approximate level in areas such as percentage of GDP invested in research, in the development of opportunity for talent, the identification, the uptake and the appropriate application. It is not a coincidence that both Bologna and Lisbon have the same dateline for completing their initial goals, though fulfilling very different objectives. Lisbon compared to Bologna Declaration is viewed as a more transparent programme with a main purpose towards the higher education as to harness universities in Europe as instruments of policy across wide domain: science and technology, innovation policy, aspects of social policy and employment. The twin concepts of 'innovation and relevance', both featuring that institutional action, performance and the very nature of what is 'produced' in terms of qualified students, researched topics, rendered services and fulfilled contracts, advance knowledge and are recognized at the moment of their production to be useful, useable and of importance to external stakeholders. The university is central to the success of the Lisbon venture, in competitiveness and attractiveness, in transition from academic time to productive time, in the subtle process of commodification. Commodifying academic time puts less weight around what is produced but rather to how and under what circumstances outstanding production and outstanding abilities and talent, insight and creativity may be made optimal. Measures of quantification highlight the commodification of 'product'. The differences between before and after Lisbon are conditions have now to be rethought in the context of productive time.

### **5.14 Consolidating the European dimension of education and training**

Implicitly or explicitly, the Bologna declaration aims at the convergence of degree structures to ease mutual recognition and promote the mobility of students and graduates. Following the Prague call (2001), the Ministers note the prerequisite of promotion of the necessary European dimensions in higher education, particularly with regards to curricular development, interinstitutional co-operation, mobility schemes and integrated programmes of study, training and research. Several attempts as corresponding initiatives were taken by the higher education institutions in FYR of Macedonia, in order to pool the existing academic resources and cultural tradition as to promote the development of integrated study programmes and joint degrees at first, second and third level. The necessity of ensuring a substantial period of study abroad in joint degree programmes brings to light linguistic diversity and language learning thus providing students with opportunity to achieve their full potential for European identity, citizenship and employability. Mapping out tangible and visible projects with a European dimension by considering key structural and cultural features of the Macedonian higher

education system, reveals how the degree structures embedded in the institutional context of the higher education are changed by major actors in the national policy formulation process.

Part II: Description, analysis, barriers to change and options for education policy with a view:

## **6. Business and industry**

### **Definition of terms**

Human resource – manpower or labor which an organization has available

### **6.1 To strengthen the competitive advantages of its industrial base**

The FYR of Macedonia is rapidly advancing on the path of political and economic reforms towards strengthening its democratic society and its open market economy. The resulting political and macroeconomic stability provides much room for growth. The primary goals set in the Program of the Government of FYR of Macedonia (2006-2010) are the following:

- economic growth and development,
- active participation in regional and global integration processes,
- maintenance of macroeconomic stability,
- continuous structural reforms focused especially on promotion of the small to medium sized enterprises (SME) sector and attracting foreign direct investments (FDIs)
- reduced unemployment and poverty.

The new Government of FYR of Macedonia has committed itself to improve the economic growth and to increase the employment. The Government aims at reaching a GDP growth rate of between 6-8% for 2006-2010 (see figure 3). Projections show that a real GDP growth rate of 6% and 6.5% can be expected in 2007 and 2008, respectively, whereas, in both years, the inflation can be estimated to remain at a low level of approximately 3%. The relatively high growth rates, as well as the active labour market measures are likely to reflect on unemployment decrease and on employment increase by 1.5% (2007) and 2% (2008). The implementation of the new policies will have positive influence on job creation and employment.

The industry sector will contribute utmost to the economic activity by maintaining the position of significant driving force in the dynamic GDP growth with an average annual real GDP growth rate between 6% and 8% and maintaining and creating new jobs. The other economic sectors: primarily trade, construction, transport and communications, the service sector and financial service sector are diligent for the job creation. Figure 4 through table 41, figure 5 show the current situation.

The mid-term planning foreseen in the NES (2006) emphasizes the potentials with the highest effect on increasing the economic growth and employment within the following sectors:



- Industry,
- Agriculture and food processing,
- Construction,
- Tourism.

Agriculture, construction, in particular construction in infrastructure as constituent part of the industry, and tourism have the development capacity due to the following reasons:

- Relatively low level of current capacities utilization (natural and human),
- Growth in the demand on the foreign markets,
- Relatively strong starting competitiveness of the ready-made product,
- Generating domestic demand in many economic sectors (construction, food processing industry, textile industry, furniture, construction materials, transport and communications, financial services).

*NES (2010:7-8)*

The absorption development capacity of those sectors is underwritten by the demographic unemployment structure thus placing them at the core of activities that correlate to the current phase and medium-term development on the regional, European and world market.

FYR of Macedonia made a notable progress towards being a functioning market economy whereas economic and macroeconomic reforms of the last few years resulted in gross domestic product /GDP/ growth. Since 2001 the GDP growth rate indicates slow but constant recovery, in 2002 the real GDP grew by 0.9%, followed by a 2.8% growth in 2003 and 4% growth since 2004. DG ECFIN spring forecasts (2007) points out to a relatively moderate growth of 3.1% in 2006, compared to 3.8% in 2005. Recorded in the Ministry of Finance the GDP growth rate was 4% in 2006. According to *Candidate and pre-accession countries' Economies quarterly* (2007) preliminary data from the first quarter of 2007 points to an increase of real GDP by 7 % compared to the same period the year before (table 42). The main driving forces of growth remain manufacturing and trade. In comparison, the National Bank annual report (2007) (see figure 6) reveal that the achieved real GDP growth rate in 2006, with faster increase being registered in the second half of the year, is a result of the accelerated activity in all sectors, except construction, where a decline in the activity was registered (of 0.4%), and stagnation in the sector "hotels and restaurants". Driving forces of the increase in GDP (with a contribution of 58.1%) were the *services sectors* in the economy, i.e. the sectors "trade" (increment of 5.5%, which caused 23.5% of the GDP growth); "transport, storage and communication" (increase of 7.5% or 19.1% of the GDP growth); "financial intermediation" (increase of 1.5% and contribution of 6.3%) and the sector incorporating public administration and defense, social security, education and health (increase of 2%, and contribution of 9.2%).

Industrial production, which accounts for some 20% of total value added, increased by 11.7% in the first quarter of 2007 but decelerated in the months after, with a year-on-year decline of 5.8% in May.

However, during the first 5 months of the 2007, industrial output was on average 6.3% above the pre-year level. Comparatively, the country GDP equals about 0.04% of the GDP of the EU-25. Per-capita GDP in terms of purchasing power is around one third of the EU-25 average.

In 2006 the current account was close to balance in FYR of Macedonia thus reflecting strong export growth and relatively subdued domestic and import demand (see figure 8 and table 42). The total foreign trade of FYR of Macedonia in 2006 went up by 15.3% and reached Euro 4,893.9 million. Thus, its share in the GDP in 2006 went up by 7.2 percentage points and equaled 98.7%, which indicates high level of openness of the national economy.

International transactions reveal relatively high inflows of foreign direct investments (FDI) in 2006, amounting to EUR 286 million that constitutes nearly 6% of GDP (see table 42).

Although the significance of foreign investments for small countries is immense, the country has not managed in the past 16 years to use the benefits of foreign investments to the maximum. The current Government puts an emphasis on greenfield investments in several sectors, taking into account they are the driving force of economic development (see figure 9 through figure 10 and figure 11).

The IMF board approved the second review of the country's 3-year stand-by arrangement agreed in 2005. This arrangement is treated as pre-cautionary by the authorities in FYR of Macedonia (and following the decision made by the government, the entire debt owed to the IMF amounting to about 1% of GDP is prepaid).

According to *Candidate and pre-accession countries' Economies quarterly* (2007) the nominal wage growth decelerated during the first quarter of 2007, increasing by 2.6% year-on-year, compared to 7.3% in the fourth quarter of 2006. In real terms, this translates in a drop of the wage growth from some 4% in the fourth quarter to about 1½% in the first quarter of 2007. For the whole year of 2006, real wage growth reached around 5%. The average net wage per employee is low and amounts to Euro 221 (average level for 2006) and the average monthly gross wage in 2006 was Denar 23,036 or the equivalent of about Euro 375 (inclusive of personal income tax and employees social security contributions).

At the same time, the international rating agencies, continuously improve the country's credit rating, emphasizing the history of low and stable inflation and macroeconomic stability. In the first half year of 2007, year-on-year consumer price inflation was 0.9%, compared to 3.1% during the first half of 2006 (see figure 12). The expectations are that the inflation will remain low for the remaining of 2007 and 2008, benefiting from a stable exchange rate towards the euro; the price dampening effect of increasing competition from abroad due to the country's membership to WTO and due to stronger competition within the country (see figure 13).

The exchange rate of the Denar has remained largely unchanged against the euro on a level of 61.2 MKD/EUR. The National Bank intends to maintain its current informal peg vis-à-vis the EUR.

## **6.2 To create a more competitive business environment and encourage private initiative through better regulation**

The World Bank has ranked FYR of Macedonia in the top five reformers in the world by the 2007 World Bank Doing Business project (see table 43). The elimination of the minimum capital requirement for business start-up, speeding up the process for obtaining construction permits, lowering the corporate income tax rate to 12 percent (with another cut to 10 percent planned for January 2008), and simplifying tax payment procedures are the most praised business regulations.

Beginning of 2007 the Government has started the campaign "Invest in Macedonia, New Business Heaven in Europe" thus promoting the country as an investment trendsetter. After streamlining the regulations in order to cut the red tape, the set of business and investment incentives includes one of the most tax attractive packages in Europe:

- a). Flat tax rate of 10 percent on corporate profit and personal income,
- b). Zero percent on reinvested profit,
- c). Fast company registration for three days,
- d). Abundant and competitive labor,
  - Educated, highly-qualified, and ethical workforce. Educational standards at technical higher educational institutions in FYR of Macedonia resemble those of the Western countries. The Government is willing to help investors in the process of labor force training by participating in continuing, life-long learning programs.
- e). Free access to a large market,
  - Three multilateral and eight bilateral free-trade agreements provide for duty free access to a market of 650 million customers from the EU member states, the EFTA and CEFTA countries, as well as Turkey and the Ukraine.
- f). Macroeconomic stability,
  - The economic performance of the country's economy is expressed through stable GDP growth of around 4%, low inflation rate of 2-3% on average, fiscal discipline confirmed by the international financial institutions and a well-functioning coordination between fiscal and monetary policy.
- g). Excellent infrastructure,
  - WI –FI country.
- h). EU and NATO candidate country,

- FYR of Macedonia was granted EU-candidacy in December 2005, which contributed towards significantly improvement of the political credibility of the country in the international business community.

One of the most significant measures for facilitation, simplification and improvement of the general business climate in FYR of Macedonia is the regulatory guillotine project (2007), a package of about 50 measures aimed at shortening bureaucratic procedures, fees and timeframes, as well as documentation and regulations.

Turning FYR of Macedonia into a favorable business destination, capable of using its competitive advantages are objectives referring to the guidelines for overcoming barriers that limit investments, recommendations on the encircling of legislation harmonization towards international standards, and the OECD Index of Investment Reforms as key tool for comparative analysis of regional countries. Government's economic measures, which have led to progress of the country's economy in the first quarter of 2007 and the indicators although referring only to several months, show a favorable image on FYR of Macedonia. .

Notably, by decreasing the legislative barriers and easing the administrative procedures the business environment is improved. The service market liberalization and the legislation reforms in the area of education, culture, social activity creates possibilities for including private capital in performing parts of these activities and improves the business registration process. The number of businesses to increase, the undertaken structural reforms, the changes in the current legislation and the measures for improving the business climate lay the foundation for increase of the number of registered businesses (as trade companies and legal entities) from the small and medium-sized enterprises in 2007 and 2008.

### **6.3 To promote a more entrepreneurial culture and create a supportive environment for SME's**

Within the period 2003-2005, complex policies for improvement of the business climate, of the conditions for SME development and private entrepreneurship were conducted that have largely contributed to 11% increase in the number of registered businesses in 2005 compared to the end of 2003. The 2004 data reveals that most of the enterprises (93.7%) are micro with less than 10 employees. The share of the small, medium and large enterprises is relatively lower (see table 4). The visible increase in the number of small, especially micro enterprises during the last few years is due to the lay-off in the large firms as a consequence of their restructuring and their division in several small units, whereas part of the laid-off workers started up their own enterprise. ETF country plan (2007) stipulates that 98% of all companies are of medium, small or micro size. Altogether, they have a share

of 49% in total employment and of 45% in total turnover<sup>56</sup>. SMEs market position is heavily dependent on their difficult financial dispositions and has low potential growth that in turn leads to their vulnerability and low business sustainability. These small, often family-owned businesses, in the micro cases with 1 - 10 employees, often do not have any management structures or business plans. Owners and employees have to deal with their immediate daily business pressures with pressing reaction. Operating difficulties are often caused by low and irregular cash flow whereas in most cases, payments are via barter arrangements. Machinery is often old and needs modernizing but the necessary funding for such investments comes upfront.

The MoE in the SME brochure, a publication from 2006, has concisely summarized the developments, challenges and funding opportunities regarding the SME development. Consolidated findings on the SME sector reveal weak competitiveness and slow growth of the SME sector as central feature, which is due to the external issues in the business environment and internal weaknesses in the SMEs.

The main findings related to *external* issues in the business environment in 2006 were:

- Constrains in the legal framework for SMES, i.e. primary and secondary legislation for business start-up and operation of SMEs was rather unfavorable. One-stop-shop system for registration of the businesses that was introduced in 2006 is positive notion, but other business related administrative procedures remained complicated and time consuming. Further on, many of the SMEs important laws were not harmonized with the EU acquis, there was lack of secondary legislation necessary for implementation of the Laws, judiciary system was slow and ineffective, while corruption and inefficiency were recognized as deficiencies of public administration.
- Partial policy framework for SMEs, especially from the SD perspective. It is positive that national SME's strategy (2002-2012), National SME programme of specific measures (2003-2007) are elaborated, and there is SME Agency in place. However, lack of national strategy for SD and lack of relevant, consistent policies in different sectors have had negative impact on the SMEs development, along with insufficient awareness of the sustainable entrepreneurship and limited promotion of the role of the SME sector at political level, as well in public.
- Limited public administration's capacity for SMEs support was due to the insufficient number of civil servants in the public administration for SMEs at central level (ministries) and local (municipalities) level, insufficient budgeting for the SME programs, lack of information of the governmental policies for SME support in public, as well slow and non-transparent procedures for SMEs programmes.
- Lack of financial instruments for support of the SMEs. Commercial credit lines are partly granted under unfavourable terms while the financial market and banking sector for provision of sufficient funding of the SME sector are not developed. State Guarantee Fund was

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<sup>56</sup> For more detailed information on the SME statistics refer to: 'Small Enterprise Development in the former Yugoslav Republic of Macedonia', EAR-TA-SME Development-Government and Private Sector, May, 2007

established in 2006, but it is not functioning and the programme for promotion of domestic investments is not doable yet. Under these circumstances, the development of the SMEs is limited only to the capital and ideas of the private entrepreneurs.

- Obsolete formal business education system and curricula that does not comply with the contemporary needs of the business sector (for managerial education, well educated and skilled workers in ICT, new technologies, innovations, new markets, languages etc.). LLL system remains to be further developed and institutionalized in the country.
- The structure for co-operation between science-education-business is underdeveloped and the links are very weak, causing fragile mutual impact of these sectors. Consequently, there are no developed industrial zones and technology/ science parks, while functioning of business support organizations and clusters is limited to international donor's actions;
- The existing visa regime with most of the countries in the world, especially with EU member states, have very restrictive impact on potential business development of the Macedonian SMEs.

The main findings related to *internal* issues in the business environment in 2006 were:

- Lack of vision for sustainable growth of the SMEs (in the country, or regarding internationalization/globalization of the businesses) and lack of capital for investment of the potential entrepreneurs;
- Lack of well educated and skilled managers in the SMEs, along with lack of competent workers, lack of corporate social governance, lack of knowledge of new trends in technologies/ products/ standardization/ SD, renewable sources of energy, recycling, waste management etc.;
- Obsolete equipment and technology, as well as lack of innovations, lack of technology transfers and lack of new products development;
- Lack of horizontal/vertical cooperation and networking of SMEs;
- Lack of awareness for environmental friendly business' perspectives (high pollution, cost-effective use of renewable resources);

The consolidated conclusions are based on the consolidated findings and were summarized as following:

- Improvement of SMEs legal framework and business climate - efforts should be focused on provision of fast, efficient and simple administrative procedures regarding taxes and tax incentives, customs, ownership issues, judiciary procedures, bankruptcy, entrance and exit of businesses, competitiveness etc. Also, harmonization of the Laws, regulating different SMEs aspects should be harmonized with the EU acquis.
- Investment starts AT HOME - the current state policy on investments was almost solely focused on attraction of FDI, while the domestic potential was neglected. Policy links, especially for SD perspective in favor of SMEs development are weak, and therefore, cross-cutting of the SMEs policy with other policies needs to be done. Awareness rising at central and local administrative level about the role of the SMEs is necessary, focused on the need for provision of favorable business climate for domestic investors. Domestic investors are likely to decide on investment faster, knowing the domestic and regional market. Therefore, stimulation of domestic investment will provide good effects that usually make the country additionally attractive for FDI.
- Creation and development of state instruments for investment funding – the potential for increase of the domestic investment, due to existence of domestic capital and willingness of the entrepreneurs to invest is dependable on the state provided incentives as to encourage domestic investors to establish innovative ventures. Support should be given to help entrepreneurs and CEOs of SMEs to survive the early 'nurture period' of investment. In that respect, the state needs to support development of the financial market and banking sector for SMEs funding, as well to enable functioning of the State Guarantee Fund.
- Reforms in education - all education sectors need to be re-enforced (primary, secondary, tertiary and LLL) to comply with the needs of the SMEs. Specific focus is needed on entrepreneurial education for SD. In addition, the state needs to develop strong policy for development of the country, especially in regards to the industry and services that will be promoted. This policy is necessary base for the education reforms, but also will serve as guidelines for the SMEs investment.
- Identification of the sector priorities for SME development - highest potentials are seen to be in the sectors of: tourism, industry (textile, machine, automobile, energy, transport), agriculture (primary production and bio-fuels) and food production industry (conservation, vine, cheese, tobacco, ancient recipes –food, herbal etc.), crafts (art-craft, wood-curving, cultural services) etc.
- Investment in technology and infrastructure for SMEs. Substantial state action is needed to facilitate renovation of exiting technologies, transfer of new technologies, ICT, innovations, and usage of bio-degradable materials as production inputs. Also, existing SME's associations/clusters, PPP, Civil-Public-Education-Business networks need to be strengthened, supported and encouraged. Where needed, new organizations need to be developed such as: industrial zones, technology parks, horizontal and vertical value added

chains etc. Promoting cost-effective use of energy, with a particular focus on renewable energy, is also a part of creation of sustainable SMEs.

- Abolition of the visa regime toward EU and other countries in the world.

The SME development is regarded as a key factor for achieving faster economic growth and job creation in the period up to 2010. Supported and developed through EU financed projects, the SME development strategy and the annual programmes for entrepreneurship are duly to provide strategic and programme basis for upgrading and developing a consistent system for entrepreneurship and SME support.

The current state-of-the-art of the primacy of micro enterprises should be taken into account for promoting improved entrepreneurship climate and creating more favorable business environment for SMEs. The active measures will be targeted at the expansion of the micro firms and their transformation into small and medium enterprises thus influencing the employment and employment security.

Such policies for promoting/support SMEs and the new business start-ups enact on the above mentioned improvements for the SME sector. In the short run, the immediate action within the following fields has to be undertaken:

1. Fostering firm creation and entrepreneurship:
  - Increasing access to venture capital,
  - Ensuring efficient bankruptcy regime,
  - Effectuating administrative guillotine at each level,
  - Providing entrepreneurial education,
2. Seizing the benefits of information and communications technology (ICT):
  - Enhancing ICT skills at all levels of education,
  - Stimulating competition in communication markets,
  - Developing digital content,
3. Exploiting and diffusing science and technology:
  - Enhancing the quality of public research, connecting science-business,
  - Fostering collaborative networks and clusters,
  - Stimulating demand for new products, processes and services,
  - Stimulating standardization,
4. Cost-effective use of energy and other raw materials, usage of RES
  - Provision of self-sustainability of SME's regarding energy (green buildings, recycling waste and waste reduction, RES: wind, water, sun, bio-fuels etc.),



- Production of new organic products (textile, recycled materials),
  - Fostering innovations,
5. Enhancing human capital and realizing its potential :
- Increasing educational attainment,
  - Development of the EL strategy,
  - Providing incentives for continuous training and LLL,
  - Fostering knowledge-based management and organization in enterprises.

*NES (2010:7-8)*

## **7. Labour market performance**

### **7.1 To implement employment policies aimed at achieving full employment, improving quality and productivity at work, and strengthening social and territorial cohesion**

Economic progress in recent years was not accompanied by growth in the number of vacancies or those employed. Unemployment has remained relatively stable on a very high level. *Candidate and pre-accession countries' Economies quarterly* (2007) reveals that after a moderate reduction in unemployment rates during the first quarters of 2006, labour force survey data reported rather stable unemployment rates at 35.9% in the third and fourth quarter of 2006, which is about a half percentage points lower than a year before. The labour force increased by 0.7% during 2006, while the number of employed persons rose by 2.6%. This resulted in a decline in the number of unemployed persons by 0.8%, compared to 2005. The quarterly profile points to a strong increase in employment in the fourth quarter of 2006, which has been accompanied by a similar strong rise in labour supply. As a result, the number of unemployment persons remained relatively constant (see figure 14). The fluctuations in the labor market performance incurred by many factors in which all elements attributing to the (un)employment are taken into consideration where details shown throughout the tables 49-57 should be read together and cross-referenced with relevant parts of the whole section.

According to the ETF country plan (2007) the overall employment rate in FYR of Macedonia is extremely low at 37.9% (2006), which compares to 65% in the EU-25 and the EU target of 70% for 2010. (The labour force participation rate was 60.7% in 2004.) The female employment rate is particularly low (28.9% in 2004, compared with EU-25's 56% and 2010 target of 60%). The situation is slightly improved in 2005 with increase in the female employment rate to 30.1 % and 30.7 % in 2006. The employment rate among workers aged 55–64 is also low (24% in 2004, compared with EU-25 40% and 2010 target of 50%) followed by 26.2 % in 2005. Young people without any job experience are hit hardest, as almost two-thirds of the age cohorts are registered as unemployed, while many people are long-term unemployed. There are wide regional variations in unemployment.

Consecutively, to support companies and increase their international competitiveness, the Government has introduced legal reforms in the functioning of the labor market that enable easier hiring and firing of the labor force. The national target set by the Government (see table 48) are reflected in the NES 2006-2008 (2006) regarding the overall employment rate to be reached by 2010 that is 48% (*NAPE 2006-2008, 2006:10*). This number is significantly lower than the EU Lisbon target for 2010 (overall employment rate of 70%), but it is realistic when accounting the currently difficult employment situation of the country.

In order to improve the database and to achieve reliable basis for the employment policy, the Government envisages revising of the social insurance legislation by separating the unemployment insurance entirely from the health insurance. Other state agencies such as the State Statistical Office are involved in projects where the labour force survey is part of the labour market situation in the country. The low level of competitiveness and quality at work are scanned in the Government's Programme 2006-2010 (2006) and the measures for improvement are foreseen within the country's macro and microeconomic policies, and the employment policy.

Poverty social exclusion in FYR of Macedonia has been rising, as well as the differences among different territories during the transition period. Data in the ETF country plan (2007) show that the population living in poverty increased from 23.3% in 1999 to 30.2% in 2002 (defining the national poverty line as 60% of the median equivalent expenditure of households).

As indicated in the NES 2010 (2006), the Government will develop a National programme for social protection development, at the latest by 2008, covering the period 2008-2010 where one of the employment policy objectives is to reduce regional disparities regarding employment and unemployment in the rural and urban areas and among certain regions in the country.

## **8. Activation measures**

### **Greater integration of specific groups into the labour market**

#### **Adaptability of workers and enterprises**

##### **8.1 To promote a lifecycle approach to work**

The youth (15-24) unemployment rate in the country according to LFS (2005) is 62.6% with no great gender differences in this age group (the unemployment rate for men in this age group is 62.9% and for women is 62.2%). The number is twice the rate of any EU country. The high youth unemployment rate is unfavourable indicator and the employment policy puts a priority on this specific group.

The Government has formed the following strategy encompassing preventive measures and integrating the youth into the labor market:

- Skill needs analysis and improving the educational and training system according to the labour market needs,
- Better matching between the education and training and the employers' needs for adequately qualified employees,
- Voluntary practice for students and pupils (over 15 years) on the labour market during their education, summer break, or as a part of the practice in the educational programme,
- Employment of the trainees,
- Combating long-term youth unemployment (new start – training of all young unemployed before they reach 6 months of unemployment).

NES 2010 (2006:13)

Additionally, these forms of retraining, additional training, working practice or other employment measures include coverage on 15% of long-term unemployment by 2010, as set by the national target in the NES 2010 (2006). Popular detailed measures for combating youth unemployment are support for first employment of young people under 27 years of age, scholarships for the best 500 high school students and 100 university students, employment and training for young disabled people supported with special funds provided by the ESA and co-financing of SEC – incubator for supporting entrepreneurship of young people.

The employment rate for women was 30.7 % in 2006 which is considerably lower than the employment rate in the EU country although, during the last several years there is a positive trend for increase in the number of employed women. Significant difference in the employment rates (45.4 % employment rate of the male population compared to 30.1 % employment rate of the female population) is due to lower activity of women from Albanian, Roma and Turkish nationality. The expectations are that the difference will gradually diminish with the inclusion of women in the education system.

The NES has set up an employment rate target for women of 38% to be reached by 2010 (in comparison to the EU target of 60%); whereby the employment rate for women of 34% should be accomplished by 2008.

According to the 2002 Census there are 205 731 children aged 0 -7 (106 318 males and 99 413 female). 21 000 children were institutionalized in kindergartens in 2005. At present, there is no national target within the NES as equivalent to the EU target to provide childcare by 2010 to at least 90% of children between 3 years old and mandatory school age and at least 33% of children under 3 years of age.

The following policies are formulated as to accomplish the targeted employment rate for women and better reconciliation of work and private life:

- Continuing the harmonization process of the legislation on equal gender opportunities with the EU legislation,

- Preparing educational and training programmes with increased women's inclusion, aiming at enabling greater women's employment opportunities in the sectors where they are less represented,
- Reforms for small and medium enterprises and encouraging entrepreneurship of women,
- Promoting and developing a network of public and private childcare institutions, so as to increase the percentage of childcare coverage for children under the mandatory school age.

The transitional process coupled with the inappropriate qualification of older workers related to the current labour market needs, provide the background for the 26.2 % employment rate for older workers (aged 55-64) and the unemployment rate of 21.9% in 2005 as indicated from the LFS. Reintegration of older unemployed and skills' refreshment through establishment of a system for their training as part of the life-long learning strategy will ease future employment or starting up of own business. The NES target was set at 33% by 2010 and it is planned to reach 30% employment rate for older workers (55-64) by 2008, after implementing all NAPE measures.

Other constituencies as vulnerable groups are ethnic communities and disabled people whose greater representation is achieved by implementing various action and operation plans as outputs from ex. The Roma Strategy - The Roma Decade, and special programmes for rehabilitation and integration.

The successful implementation of the employment strategy is related to the health insurance for unemployed people. However, there will be great difficulties in achieving the targets set for decreasing the unemployment in case they are not accompanied by changes in the legal regulations requiring measures of normative and institutional nature. Part of the measures that will be put into practice are to separate the health insurance right for unemployed from ESA and transfer the health insurance right to health insurance system institutions. This action does not abolish the health insurance right and has no impact on the health insurance coverage of the population. During 2007, National Programme for Deinstitutionalization and new Law on Social Protection are to be finalized.

## **8.2 To ensure inclusive labour markets, enhance work attractiveness, and make work pay for job-seekers, including disadvantaged people, and the inactive**

The long-term unemployment by and large features the unemployment state (see table 58). Unemployment of people for over one year is dominant - 86.7% - LFS (2005) i.e. 81.5% -ESA (2006), out of which 65.4% LFS (2005), 50.7% ESA (2006) of them have been unemployed for more than 4 years. The Law on Employment and Unemployment Insurance specifies active labor market measures throughout donor funded programmes offering counseling for employment, training, public works, employment of disabled and measures for stimulating new start-ups. These activities are underfinanced with 0.09% of the GDP in 2003. The ratio between the ESA staff and registered unemployed people is 1:1400 which in terms of assistance for labor market integration is ineffective with no adequate capacity for approaching the individual unemployed. The activities for successful

implementation of programmes for decrease of unemployment include: changes in legislation, support to self-employment (family business) for 5000 people, use of IPA funds, facilitated ratio of 1: 900 and training of ESA staff and increased effectiveness of job-clubs.

The high personal income tax on employment as well the social insurance contributions which amount to 33% of the employee' salary that are covered by the employer. This creates additional problems for the low-paid workers. The Government's Programme 2006-2010 (2006) foresees decrease in the profit tax from 15, 18 and 24% to 12% that will foster the increase of the number of employees from the informal sector into the formal economy. Creation of new jobs and businesses on local level will be further encouraged.

### **8.3 To improve matching of labour market needs**

Institution building capacity and additional trainings for monitoring and evaluation, policy development skills and trainings in active labour market measures at ESA (local and central level) are activities that are largely designed and developed with CARDS programme assistance.

As FYR of Macedonia is not part of the EU zone mobility of workers is heavily jeopardized by the red tape administration. Detailed information on skill needs, labour market shortages and bottlenecks is incomplete while labour force needs analysis (according to education and occupational profile) in certain activities and branches or specific regions of the country is not a systematic and planned activity but rather individual approach by different researches.

Changes in the social and economic development mostly influence the internal and external migrations, without considering the demographic factor and its implications on the development processes including the labour market changes. Formal internal migrations due to exhausted agricultural overpopulation, increased urban unemployment, economic crisis and relatively limited employment possibilities especially in smaller municipalities are further pressed forward by the intellectual immigration or brain drain in specific.

Kuzmanoska (2004) argues: The emigration of tertiary educated persons falls in two categories: the emigration of academic staff that remained abroad after the completion of their academic training or their research stay and, the emigration of graduate students who had excellent grades and represented potential teaching and research assistants at the faculties and research institutes. The highly skilled emigration labour represents "emigration of tertiary educated persons that is of longer-term or permanent character, and is reaching significant levels and is not compensated by the feedback effects of remittances, technology transfer, investments or trade" (Janeska ,2003; Kuzmanoska, 2004b). A small number of recommendations hint at some barriers to be overcome:

*An indicator of the premium to human capital is the migration of highly- skill researchers from their home country Macedonia (FYR) to location where their skills, and the benefits of their educational investment, are more highly rewarded. The main*

*economic rationale for moving is the higher wages and greater employment one can receive for the same skills and knowledge in different locations. Migration as such, is a form of human capital and is a powerful mean of raising income and promoting diffusion of knowledge. In line with the fact that the growing brain drain as loss of advanced human capital has been closely related to the political instability, Macedonia (FYR) as a source country could help by adopting new policy, which will include not only economic but also political considerations as well. Establishing innovative programs designed for repatriation and keeping high- quality researchers, will facilitate, make possible and at the same time smooth the progress of (large) variety high-quality research centres or new modules of graduate programs at doctoral or post-doctoral level. Establishing of Centres of excellence is an effective strategy against "brain drain" mainly because the primary focus would be on research of superior quality, which further creates incentives for top researchers. It is expected that the new Law on Scientific Research and Technological Development will provide for procedures for proclaiming centres of excellence on the basis of established criteria.*

*In line with this, developing a human resource strategy -in the context of an overall organizational strategy- which will facilitate other change processes, should take account of:*

- ▶ *commercial outputs;*
- ▶ *problem-solving skills;*
- ▶ *sustainable management;*
- ▶ *environmental scanning - attitudes oriented towards industry (international companies, SMEs);*
- ▶ *trainings;*
- ▶ *creating forms of supervision;*
- ▶ *contents - modularization;*
- ▶ *standards-quality assurance;*
- ▶ *rewards system.*

Kuzmanoska (2002, 2004)

#### **8.4 To promote flexibility combined with employment security and reduce labour market segmentation, having due regard to the role of social partners**

The new Law on Labour Relations that entered into force in 2005 stipulates new types of employment contracts with duration of maximum 4 instead of 3 years, setting up more flexible forms of employment, i.e. employment on definite time for work at home, employment of domestic assistants, broader possibilities for part time employment. However, revision and changes to the Law on Labour Relations, particularly regarding working contracts and working time in order to integrate the EU directives and changes to the Law on Employment and Unemployment Insurance are accounted. The

information regarding the informal sectors as a source of income is provided from several sources: The Informal Economy Resource Database of the ILO, a total of 152 000 persons (men: 96 000, women: 56 000) were employed in the informal sector of urban and rural areas in 1999, which corresponds to 28 % of the total employment in the same year), GDP share of around 20% to 30%, the size of the grey economy based on the GDP increased from 31.5 % in 1990/91 to 37.9 % in 1999/2000. The Government of FYR of Macedonia has anticipated a range of measures for reducing the grey economy mainly through measures for tax evasion reduction that will in turn decrease the number of individuals engaged in a work without work contract as prescribed by the law and increase the number of registered enterprises. The social dialogue and social partnership on bipartite level as well as to increase the management capacities of the social partners and the enterprises should be improved in near future. The quality and productivity at work as seen from the health and safety perspective will be improved through the changes of the Law and by-laws on occupation, safety and health as to harmonize the national legislation with the EU legislation.

## **9. Investment in Human Capital**

### **9.1 To expand and improve investment in human capital**

The investment in the human capital in companies in FYR of Macedonia has been on very low level in the past years. The international companies who entered Macedonian market brought their training programs as well as career development plans. They were the first to start working on the establishment of human resources departments and local staff recruitment. Training market concept and the possibilities for upgrading of the knowledge and skills have been presented to the potential clients. Training is encountered in an industrial or commercial organization, or indeed in a sector or an industry. The aims of the training at this level, are specified in terms of opportunities for the workforce in general for the working process within the business sector, for the business keep its position and maintain its standards in relation to the competition, or for the business to change and evolve in line with the new market needs and new production technologies. These aims have quantitative characteristics – human resources or manpower planning – and qualitative characteristics – job performance and evaluation. The usual pattern of training schemes are a follow up activity after systematic approach based on a training needs analysis. The demand for tailor made in-house trainings is rather high and most of the companies are using external trainers due to the fact that internal trainers are not available for soft-skills but for upgrading of technical skills and knowledge. A number of companies are featuring competency models, performance appraisals system and introduction of new compensation and bonus packages.

The NES 2006 – 2010 (MLSP, 2006) emphasizes the considerable mismatch between the educational system and the skills needed on the labour market. Education and training are decisive for the longer term economic development of the country and especially for employment whereas the educational system represents an important and comprising part of the employment policies. The companies are

trying to use the education sub-system to maintain or change in a controlled manner its structure and often tend to expect more than is reasonable from the education/training sub-systems (Romiszowski, 1999). Companies are not able to avoid spending money on training (relying instead on poached skilled labor from other businesses) therefore the financing of HRD is from the company's budget derived from the costs of personnel budget. Human resources development has the recognition of the importance as a mean for securing competitive advantage although recent developments in most cases seldom involve program for human resources development and long-term human resource planning.

Currently, there are three programmes who are dealing with HRD in companies in FYR of Macedonia<sup>57</sup>:

- Human Resources Development Fund (HRDF),
- Centre for Entrepreneurship and Executive Development (CEED),
- TurnAround Management (TAM) and Business Advisory Services (BAS) Programmes.

### **9.1.1 Human Resources Development Fund (HRDF)**

The Human resources development fund for enterprises (HRDF) has been established on 26. June 2006 from the EU founded project. The Project HRDF Phase I supported the efforts and engagement of all relevant stakeholders and beneficiaries during the Project. The project managed to establish the first public-private partnership institution in FYR of Macedonia engaged into dealing with human resources development in companies. HRDF is a nation-wide platform active in promoting quality executive management training and management consulting. It is founded as a programme with its hub at Agency for promotion of entrepreneurship of FYR of Macedonia (APPRM). The founders of the HRDF are forty eight companies, professional and business associations, chambers, universities as well as the MoE. HRDF is an activity encompassed within the NAPE 2006-2008 as a support to the creation of new business centres and to the development of the existing institutional and business infrastructure.

HRDF is an organization that stimulates the deployment of modern and innovative management training and consulting in the country by collaborating with companies that use the services, suppliers of the services and government and international bodies. HRDF creates awareness for the use of management training and consulting services without carrying out such activities itself.

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<sup>57</sup> Information provided by interviewing:  
Mr. Roman Papadimitov, Director of the HRDF, 24/09/07  
Mr. Jovan Madzovski, Country Manager of CEED, 15/10/07  
Mr. Saso Trajkovski, Director of the NECC,



HRDF stimulates practical training the results of which can be used directly in companies. HRDF does not employ trainers or consultants: it acts as a mediator between them and the companies. It works directly with enterprises and addresses their specific needs for learning and training activities, rather than offering a standardized package. As such HRDF:

- Provides support to the systematic introduction of modern management techniques in the enterprises, as well as strengthening of the management capacities of the SMEs in FYR of Macedonia;
- Is national programme that provides quality of the management development programmes;
- Act as a linkage between the suppliers and beneficiaries of trainings.

The HRDF works directly with enterprises and addresses their specific needs for learning and training activities, rather than offering a standardized package. The Fund promotes 'good practice' development and experience exchange between managers as an integral part of the activities by organizing a Managers Club. HRDF supports companies to improve their competitiveness by developing and implementing learning programmes based on modern management techniques and upgrading of quality of training providers and professionals in the country. Provision of modern and innovative management tools and techniques is through training of trainers and awareness rising among companies on the strategic role and impact of management training. The enterprise learning activity caters with strengthening of the management infrastructure by enhancing management quality, motivation, and efficiency. Development and delivery of training programs based on modern management techniques are part of the strengthening of the competitiveness of the enterprises.

Group learning cycle is delivered by the Fund on the following topics:

- Marketing management (improvement/development of skills for market research and analysis, price setting, promotion, distribution, using employees for marketing purposes),
- Human resource management (strengthening the skills, knowledge and attitudes towards the management system as well as human resource management),
- Tourism (upgrading of practical experiences and knowledge on topics related to the field of product development, marketing, and sale),
- Innovation and technologic management (improvement of the technologic portfolio of the companies, as well as their internal organization, and improvement of skills, knowledge, and attitudes towards project management),
- Strategic management (by using SWOT analysis and other tools for defining a perspective strategy, to develop skills for business and action plan development, as well as tools for implementation monitoring).

Further on, HRDF provides specialized programmes for learning in the companies in twelve semesters, for ex. export strategy (support for the domestic companies becomes competitive by internationalization of their business, including export marketing and partnerships). Increasing the number, quality and capacity of trainers that work with domestic companies in diverse areas is also

focus of HRDF that in turn also provides a platform for exchange of experiences, promotion of good practices, and local companies networking. Besides the national award developed for the companies that significantly invest in human potential development, another important indication is the annual meeting for managers from the domestic companies during the management summit where the explored development topics on the needs and expectations of the entrepreneurs and managers, as well as on strategic development plans of the companies in FYR of Macedonia fully contribute to information dissemination to the governmental institutions.

EEG is a group of individuals who meet on a regular basis to exchange experience of topics of common professional interest that contribute to deepen and widen their knowledge and experience. The EEG exchange of knowledge and share of ideas draws benefit to both, individuals and companies.

### **9.1.2 Centre for Entrepreneurship and Executive Development (CEED)**

CEED was established in September 2007 in FYR of Macedonia as a legacy institution of USAID and SEAF, borne out of USAID grant funding in SME equity investments made by SEAF throughout the Balkans, and EBRD in Slovenia. The Mission of CEED is to help entrepreneurs and their teams throughout SEE to accelerate the growth of their businesses. CEED strives to become recognized as the most inspiring, helpful and entrepreneur-focused institution fostering business growth among SME's throughout SEE and in the wider international scene. In a broader sense, the promotion of entrepreneurship in the society is regarded as a positive value that contributes towards development of a more open, flexible and creative society. Regional networking and provision of entrepreneurs with practical know-how, assisting entrepreneurs to expand their networks, inspiring and motivating for learning, innovation and development of potential of companies are the main characteristics of CEED.

The advantage of having on board a) SEAF with more than sixteen years of SME investing experience and the tacit knowledge of the challenges faced by entrepreneurs in the daily management of their businesses, and b) USAID, having participated in SEAF equity funds as well as enterprise funds, embarked on markedly increase of the regional trade resulting from new free trade agreements and advancing EU accession. The feasibility studies conducted by SEAF in Bulgaria, Croatia, Romania, and FYR of Macedonia have to a large extent affirmed OECD reports revealing the following:

- There is high interest on the part of entrepreneurs and their executive staff for training,
- Little training is 'getting through.' Generally, entrepreneurs and their management are either unaware of what is available, or doubt its value,
- There are few training programs focused specifically on small growth companies. That which is available is not practical or 'needs driven',
- There are few training programs targeting the 'high expectation' entrepreneur running a fast growing company. Their needs are more complex,

- There is an opportunity to develop training programs that 'reflect the modus operandi' of entrepreneurs and SME's, are not as lengthy, and are highly practical,
- The development of networking institutions was growing on the local level, but little was available in terms of regional South Eastern Europe-wide networking.

The data clearly indicates the immediate need to go beyond merely 'developing a better training program.' These studies suggest that the incentives for participation in training activities were low with few linkages drawn between training and the more capable company creating them and, the tangible business benefits delivered by skill development such as an SME's better ability to attract financing and/or secure new customers. Net, training must be 'rewarded.'

Main objectives of CEED support on activities gearing towards power of entrepreneurs, professionalism, respecting others, teamwork, integrity and innovation are:

- To inspire entrepreneurs, and motivate them to fully develop their potential,
- To help entrepreneurs grow their business, and strengthen their skills and those of their leadership teams,
- To enhance regional and global integration,
- To promote entrepreneurial culture.

The CEED model consists of a local entrepreneur enabling networking platform on which an education and business support/market access programs are built. Mentoring is a key feature in fostering 'faster-than-normal' business growth. CEED identifies appropriate mentors via its local and regional network. 'CEED Top Class' program where a group of 25 successful and well known entrepreneurs will work on developing the potentials of twenty five selected young high-growth entrepreneurs through a mentoring program has started in October 2007. The project has already been piloted in Slovenia thus providing an opportunity for further regional benchmarking. The new approach with mentor system and networking has resulted with high interest for participation in the programme.

The dynamics of current trade and business environment within SEE is peaking, accordingly providing a clear opportunity for better capitalization and institutionalization of knowledgeable SME's region wide. CEED places the network of entrepreneurship centers throughout the Balkans as foundation for new opportunities for clustering businesses and developing business-to-business relationships resulting in business growth.

### **9.1.3 HRDF and CEED**

The overlaps between HRDF and CEED can be seen as discrepancies that are usually multi-faceted, resulting from a combination of causes. Solutions should be therefore multi-faceted, combining various actions. Highlights include the national level TNA for capacity building as an overlapping activity, becoming a joint action of HRDF and CEED. The underwritten idea is to have TNA for national

companies carried out by a local entity that due scarce funds will be funded by different project funds. In brief, TNA on a national level carried out by a local entity responsible for the management of the assessment process, will attempt to map out a path that can be followed and a better strategy than to continue discussing in an abstract way without any model to guide us. Another overlapping activity is the managers' award at HRDF and CEED. Suggested measure is companies investing in human resources will be awarded by HRDF according to the criteria covering growth, export, new markets, finance management etc. given by CEED and the chamber of commerce. HRDF should become national buffer organization including all relevant stakeholders in the HRD field and CEED will act regionally in order to establish direct business to business contacts. In FYR of Macedonia will work on knowledge transfer and the establishment of the society of entrepreneurs will be the CEED's national context activity.

#### **9.1.4 TurnAround Management (TAM) and Business Advisory Services (BAS)**

The EBRD TAM and BAS programmes are complementary schemes aiming to help enterprises adapt to the demands of a market economy. While TAM has a broad approach focusing on substantial managerial and structural changes within the company, BAS supports narrowly defined projects with a rapid pay-back. Both TAM and BAS work directly with individual enterprises, providing industry specific advice. Areas of assistance include restructuring of the business, improving its products, reducing operating costs, advising on local and export markets and helping to develop business planning skills at management level. The programmes have evolved and developed over the years to meet current demands. Presently, TAM/BAS are responding to the challenging environment in south-eastern Europe and in countries further east, in line with the priorities of the EBRD and both recipient and donor governments. TAM/BAS is now an explicit core operational priority in the Bank's overall SME strategy "pillar III" and in country strategies.

#### **9.1.5 Activities for self-employment**

In order to obtain streamlined process for five hundred self-employments<sup>58</sup>, better project and financial management, and faster and transparent procurements, the Government and UNDP agreed to jointly implement active labour market measure through preparing the self-employment project. The project anticipates support to 500 self-employments, by UNDP, ESA and APE.

The objective of the project is to train in on entrepreneurship unemployed people from the underdeveloped regions, assist them to prepare solid business plans, register their own family businesses and provide self-employment grants. The immediate aim of the project is to create 500

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<sup>58</sup> four hundred ten financed by the Government of FYR of Macedonia and ninety by UNDP with contribution from the Norwegian Government

self-employments/family businesses. The implementation of the projects is in three phases consisting of twelve steps. The target groups in the project are: long-term unemployed<sup>59</sup> persons (unemployed over 5 years) are persons that are in the evidence of unemployed persons for at least 5 years upon expiration of the last day of the duration of the public announcement; unemployed assistance beneficiaries are unemployed persons that at the expiration of the last day of the duration of the public announcement are beneficiaries of assistance based on unemployment.

Training for self-employment and start-up businesses for 815 participants during the 40 trainings in different cities in FYR of Macedonia was developed, prepared and delivered by national consultancy companies. The purpose of the training was the improvement of the workability and competitiveness through developing the individual capacity for entrepreneurship and start-up businesses. Preparation of business plans covering 515 business plans was part of the Voucher Counseling through the six Centers for Business Support - CBSs (covering the whole territory of the country).

## **9..2 To adapt education and training systems in response to new competence requirements**

Rarely training is a complete solution to a problem in a society or industry. Quite often it is talked about as it is so. One potential advantage in taking the total system view is that in doing so one avoids the danger of ignoring other (non-educational) solutions to the problem or of specifying unrealistic, unattainable aims for the training systems. Aims stated in non-learner terms are conceptualized as desired goals of the training system. The type and quantity of the expected output are stated ex. increase of the budgetary funds for education to 5 per cent of GDP, type and quantity of input expected ex. mandatory English language classes starting from the first grade, and a second foreign language starting from the fifth grade, or the type of structure and processes which should exist ex. inclusion of the business actors in designing the teaching programmes and trainings according to their needs and the needs for successful functioning of the companies; organization and implementation of trainings for regular educational participants, employed and unemployed for skill upgrading, change of a job or employment according to the specific labour market needs (NAPE, 2006:30). The analysis indicates that the aims of the education and training systems given in the new policy documents are still stated in input, output or process terms but in all cases they are related to the learner i.e the trainee. The input-output approach to training course design is now challenged by another movement and its out-put oriented approach.

The new law for adult education foresees realization of this kind of education within the state and private institutions for adult learners, institutions for adult learning, workers universities, employers, social partners, associations of citizens and trainers individuals. Under the Law MoES is obligated to:

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<sup>59</sup> Unemployed persons aged under 28 years that are employed for the first time are unemployed persons that at the expiration of the last day of the duration of the Public Announcement are 27 years old or younger (or still do not have 28 years).

create strategy for adult education; develop network of institutions, develop system for accreditation for providers and programs; create national curricula, secure financial resources by the Government of FYR of Macedonia for establishment and development of the system for adult education in accordance to the needs of the country and the European Union.

The priorities of the accredited providers are to organize, working of implementation and develop programs for adult education. Accredited providers are obligated to satisfy quality standards in the implementation of the adult education and to secure safety in the working environment.

Besides the programs in the formal education other specific programs for upgrading of knowledge, skills and competencies at adults stipulated by this Law are the following:

- Literacy,
- Mother tongue and Foreign languages,
- Pre-qualification,
- In-qualification,
- Entrepreneurship and management,
- Information-communication technology,
- Creative enunciation and cultural and art events,
- Environmental protection,
- Specific social skills,
- Active citizenship,
- Basic knowledge of science and technology,
- Other knowledge, skills and competencies.

The Government of FYR of Macedonia will establish a Center for adult education where both public interests and interests of the social partners in the area of adult education will be integrated and agreed. The Center will co-ordinate the co-operation with international institutions whose area of work is related with adult education and LLL. The quality will be constantly monitored through institutions for inspection such as the state inspectorate for education while the professional supervision will be the role of the Center. Establishment of a network of non-formal and in-formal education providers is a prerequisite.

## **10. Overall assessment of the Macedonian education policies for entrepreneurial learning**

The overall assessment of the Macedonian EDU Policies for EL- chapter – 1 (of the SME Charter) can be summarized as follows:

### **CHAPTER 1**

National EL policy has considerably improved and altered in compliance to the EU guidelines for growth, the Lisbon Declaration and the Oslo agenda. This has been largely accomplished by many

policy related documents such as the NPDE, entrepreneurship embedded in the secondary and vocational educational, participation in TEMPUS programmes, FP-6 and FP-7 covering many EL interrelated areas, legislation for ex. law on higher education, law on science and research, that were passed by the parliament or are already in the parliamentary procedure.

The existing network of primary and secondary schools, the growing number of public and private higher education institutions, different external funded projects supporting entrepreneurial education within the formal and non-formal system of education and training, the availability of the voucher system as a step forward towards consultancy and on the job training for entrepreneurship, leave a room for sustainability of the EL infrastructure. However, besides the strengths, the weakness identified so far would have to be improved in line with the SME charter indicators:

- Non-existence of the national strategy for entrepreneurial education;
- Lack of system for TNA and demand for EL/training;
- Non-harmonized and unsynchronized educational reforms at primary, secondary and higher education level, regarding the entrepreneurial education and training;
- Macro-economic policy is not revised regarding the priorities in order to re-enforce entrepreneurial education;
- Insufficient financial support for EL;
- Deficient interest for coordination between different ministries in the government (education, economy, finance, labour, local self-government, agriculture etc.) for joint development of entrepreneurial programs and trainings;
- Lack of coordination and involvement of different stakeholders in development of entrepreneurial programs (labour market, unions, chambers etc.)
- Insufficient equipment supply in the existing infrastructure (technical, technology, librarian, ICT);
- Weak connection of education with science and practice;
- Inexistence of entrepreneurial curricula at the higher education institutions and pedagogic faculties for education of the future teaching staff ;
- Insufficient dispersion of profiles in entrepreneurial courses (for start-up, growing or fast growing businesses, self-employment);
- Lack of formal systems of indicators for monitoring and evaluation of the entrepreneurial education and training.

## ***C - Support to Teachers and Educators<sup>60</sup>***

### **CHAPTER – 1**

- Increased student - teacher ration in primary and secondary education, and irregular territorial distribution,
- Lack of new and obsolete current curricula's and training programs in (non)formal entrepreneurial education,
- Outdated teaching methodology and lack of appropriate human resources management in the schools,
- Insufficiently trained educators for entrepreneurial education, business English and ICT;
- Insufficient involvement of business people in education (guest-lecturers, mentors, internships, advisory boards etc.)

### **CHAPTER - 4**

- Non-existence of formal, LLL system for professional development of the teaching staff at primary and secondary education level.

## ***D - Entrepreneurship activities in schools and in higher education***

### **CHAPTER – 1 & CHAPTER – 4**

- Non-existence of formal entrepreneurial education at elementary, higher and adults' (LLL) education level,
- Non-existence of LLL-Centres for Entrepreneurship.

## ***E - Building links and opening education to the outside world***

### **CHAPTER – 1 & CHAPTER – 4**

- Weak links between the national educational institutions with EU (for mobility of teachers, students, mutual recognition of ECTS and other types of certificates),
- Hindered Europeanization of the entrepreneurial education due to the visa applications with EU countries,
- Insufficient use and participation of the Internet networks in EU: libraries, referral centres, centres for development of entrepreneurial education etc.

## ***F - Communication activities***

### **CHAPTER – 1 & CHAPTER – 4**

- Low attainment level of the population in education, and especially of entrepreneurial education and trainings,
- Public unawareness regarding the place and the role of the entrepreneurship and the need,

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<sup>60</sup> The assessment is done according to the SME Charter indicators in the relevant chapters 1 and 4, as well as according to the Oslo Declaration 2006.



- Insufficient awareness of the need of entrepreneurial education at the municipal level,
- Lack of intensive campaigns throughout the media for EL.

In view of establishing national EL strategy and defining the "roadmap" or steps which need to be undertaken for integrating of entrepreneurship in the education system, the recommendation is towards fully engaging the national charter co-ordinator with the relevant ministries for education and science, local self-government, employment and youth as well as other key players from the private (private chambers of commerce) and non-governmental sectors (NGO's for support to the SME's, farmers, education, Labour Unions etc.)

One part of the problem of promoting the entrepreneurship is the missing link between the multiple (donor supported) pilot projects and the possibility of mainstreaming the entrepreneurship into the formal curriculum. The guardians of the pilots, in most cases the donors in co-operation with an individual educational establishment, quite often are not the guardians of the educational reform, which lies within the education ministries and teachers' representation bodies. A road map could provide this missing link and bring the two communities together. Another part of the problem is the decentralization process and the need for dispersion of different types of entrepreneurial educational programs, according to the competitive advantages in different local communities (e.g. tourism, agriculture, alternative renewable energy utilization, IT, different industries etc.). The Oslo Agenda represents an important reference point for policy guiding and priority-setting in regard to the wider entrepreneurship learning environment. As a candidate country, FYR of Macedonia can maximize the HRD potential through the IPA arrangements and the European social fund use, particularly regarding the entrepreneurship learning at postsecondary level (training of the unemployed, under-employed or those at risk of lay-offs) and at tertiary level (promoting entrepreneurial career options for university graduates).

The overall assessment of the Macedonian EDU Policies for EL- chapter – 4 (of the SME Charter) is as following:

#### **CHAPTER - 4**

Regarding the availability of skills, a positive notion in the policy approach is the introduction of the dual system (Coblenz three years education through lecturing and practice) for craftsmen education and the forthcoming new law on adult education. Further more, the following capacities are available for further improvement of the entrepreneurial skills: three established technology-transfer centres; growing consultancy support for businesses (20-40 private consulting organizations); programs for EL for adults for ex. human resources development fund - HRDF, agency for entrepreneurship support- APPRM, etc.

In order to overcome the insufficiencies in the provision of the EL skills the following should be taken into consideration:

- Establishment of national qualification framework,
- Increase of the EL programs and the coverage for unemployed workforce without education or qualifications,
- Development of infrastructure for LLL,
- Strengthening of the entrepreneurial initiative for entrepreneurial education of adults, especially among the managers.

The national TNA system among relevant government departments, social partners and training provider community is not satisfactory. TNA system comprises a range of data gathering instruments (and analytical capacities), including:

- Enterprise surveys,
- Interviews (enterprise managers, HR personnel, employees),
- Sector surveys,
- Focus groups,
- Employee performance reviews,
- Work samples,
- Testing arrangements,
- Analysis of skills levels and standards at other geographical locations,
- Relevant literature and 'best practice' information.

TNA represents a core feature of the national EL strategy and national development plan whereas the training needs are regularly articulated to the training providers. The steady growth in the number of enterprises taking part into the training programmes necessitates the need of data on training uptake drawn from national TNA intelligence system. The quality assurance system has to be established in compliance to EU best practices thus enabling information regarding the accredited providers, programmes and trainers.

Local and regional development strategies for support of the development of enterprise-oriented training market have to be reinforced. National public information campaigns for promoting the training and the potential offers will contribute to the awareness raising and address the targeted beneficiaries. Financial and fiscal policy incentives have to be agreed as to promote the affordability of the training by small enterprises. Financial assistance from the public budget has to be taken into consideration as support occupational and management skills in small enterprises alongside the specific measures for support of in-company, local enterprise cluster and sector-based training initiatives.

Lessons learned from the virtual and student companies, e-biz<sup>61</sup>; international simulation contest in MESE<sup>62</sup>; students' internships, video conferences, virtual communication on entrepreneurial issues with students from business departments in EU and USA<sup>63</sup>, mentorship for student's projects from business community, businessmen guest lecturing and participation at educational boards; self-employment<sup>64</sup>; on the job consultancy/training<sup>65</sup>; and best EL practices as part of LLL in near future, highlight the need of learning by doing, acquiring practical experience that enforce the understanding of entrepreneurship and business.

## 11. Conclusions and recommendations<sup>66</sup>

The European Charter for Small Enterprises envisages the following areas for immediate action:

- Nurturing the entrepreneurial spirit and new skills from an early age throughout the education system;
- Developing specific business-related modules in education schemes, both at secondary level and at colleges and universities;
- Promoting the entrepreneurial efforts of young and future entrepreneurs.

The analysis in this report refers to *entrepreneurship learning*. This encompasses both formal education delivered in the school and university system, and 'non-formal learning' – i.e. entrepreneurial knowledge, skills and attitudes, including direct enterprise experience acquired outside the formal education environment. This concept of EL identifies a range of competencies and personality traits featuring the *entrepreneurial character* (e.g. creativity, measured risk-taking, leadership, teamwork, opportunity-driven, output-oriented). These elements can be promoted through more open curriculum and more flexible approaches to teaching. The aim is to encourage primary and lower secondary schools, in particular, to 'devise and revise' curriculum, teaching methods and overall school governance arrangements, which have the potential to promote values, mindsets and entrepreneurial capacities as young people move through education and ultimately into the world of work. In brief, the aforesaid is where and how the entrepreneurial spirit can be encouraged. Another important point is that young people who leave the education system with greater entrepreneurial flair will not only be more aware of the possibilities, and ready to consider self-employment or small business as a career option, but even those who do not choose such a career will be more effective employees and contribute to better enterprise performance.

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<sup>61</sup> Junior Achievement Macedonia, VET, GTZ, USAID, Fontys

<sup>62</sup> Hewlett-Packard-global program

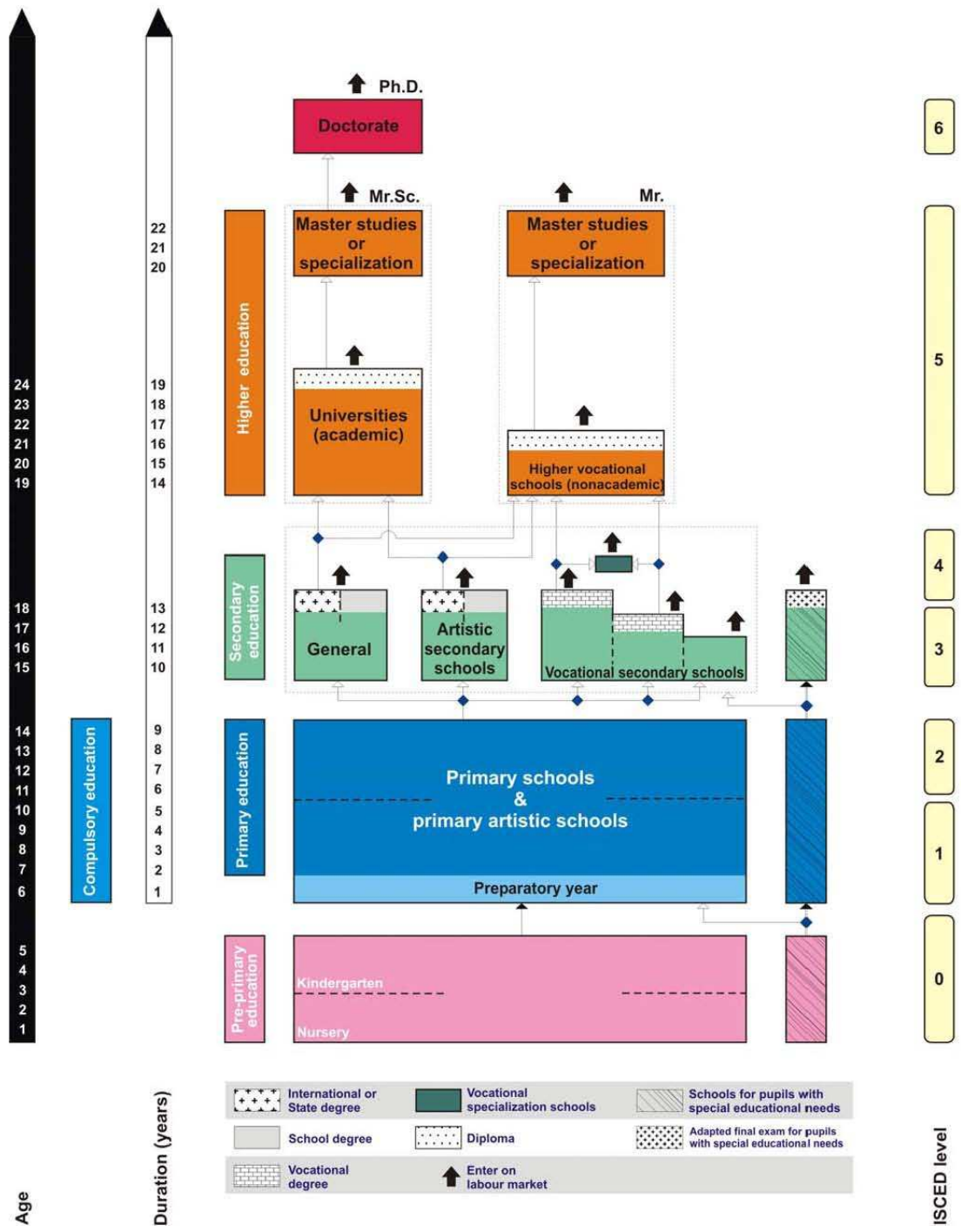
<sup>63</sup> Integrated Business Faculty

<sup>64</sup> CARDS

<sup>65</sup> HRDF

<sup>66</sup> This part is based on the findings presented in the SME Policy Index-2007: Report on the Implementation of the European Charter for Small Enterprises in Western Balkans, which coincided with the findings of the SWOT analyses, as well as on the basis of reviewing the relevant documents and existing practice on EL, provided by Vesna Stojanova, National expert from (FYR) Macedonia, ETF, IPA-07-04.

# REPUBLIC OF MACEDONIA SYSTEM OF EDUCATION



**ANNEX 2**

	Schools	Class Sections	Students				Teachers					
			total	females	Graduated students		total		full-time		part-time	
					total	females	all	women	all	women	all	women
2001/2002	1010	10094	242707	117676	31090	15034	13508	7748	12912	7429	596	319
2002/2003	1020	10062	235516	114023	30095	14527	13678	7832	13066	7525	612	307
2003/2004	1012	9974	229564	111314	29039	14003	13791	7956	13049	7561	742	395
2004/2005	1010	9920	223876	108623	28816	13893	13970	8155	13227	7744	743	411
2005/2006	1005	10823	235185	114414	28993	14276	14917	9208	14192	8803	725	405

Table 1: Regular primary and lower secondary schools, class sections, students and teachers, 2001/2002-2005/2006  
Source: State Statistical Office (2006)

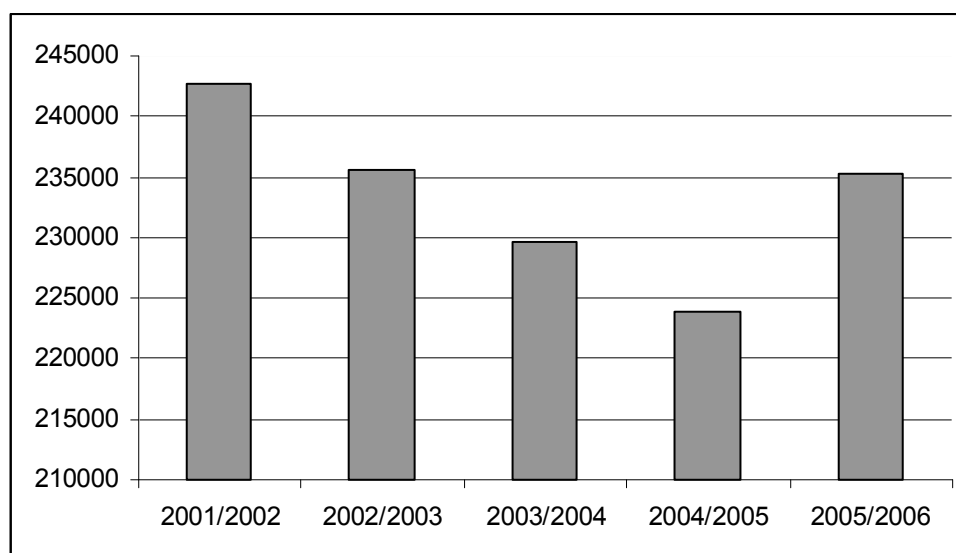


Table 2: Students in primary and lower secondary schools from 2000/2001-2005/2006  
Source: State Statistical Office (2006)

	Schools	Class Sections	Students		Teachers					
			total	females	total		full-time		part-time	
					all	women	all	women	all	women
Total	1005	10823	235185	114414	14917	9208	14192	8803	725	405
four-grade	490	1202	15576	7471	1250	833	1212	806	38	27
six-grade	1	5	77	42	12	4	3	1	9	3
eight-grade	514	9616	219532	106901	13655	8371	12977	7996	678	375

Table 3: Regular primary and lower secondary schools, class sections, students and teachers, 2005/2006  
Source: State Statistical Office (2006)

	Total number of schools	Schools with:			Total number of students	Students that study in:		
		one shift	two shifts	Three shifts		first shift	second shift	third shift
Total	1005	585	401	19	235185	144812	87215	3158
four-grade	490	425	63	2	15576	12766	2711	99
six-grade	1	1	-	-	77	77	-	-
eight-grade	514	159	338	17	219532	131969	84504	3059

Table 4: Regular primary and lower secondary schools and students according to the number and type of shifts 2005/2006

Source: State Statistical Office (2006)

	Total number of schools	Schools according to the number of students						
		up to 20 students	21-50	51-100	101-300	301-800	801-1200	More than 1200 students
Total	1005	279	168	134	177	164	55	28
four-grade	490	259	143	61	27	-	-	-
Six-grade	1	-	-	1	-	-	-	-
eight-grade	514	20	25	72	150	164	55	28

Table 5: Regular primary and lower secondary schools according to the number of students, 2005/2006

Source: State Statistical Office (2006)

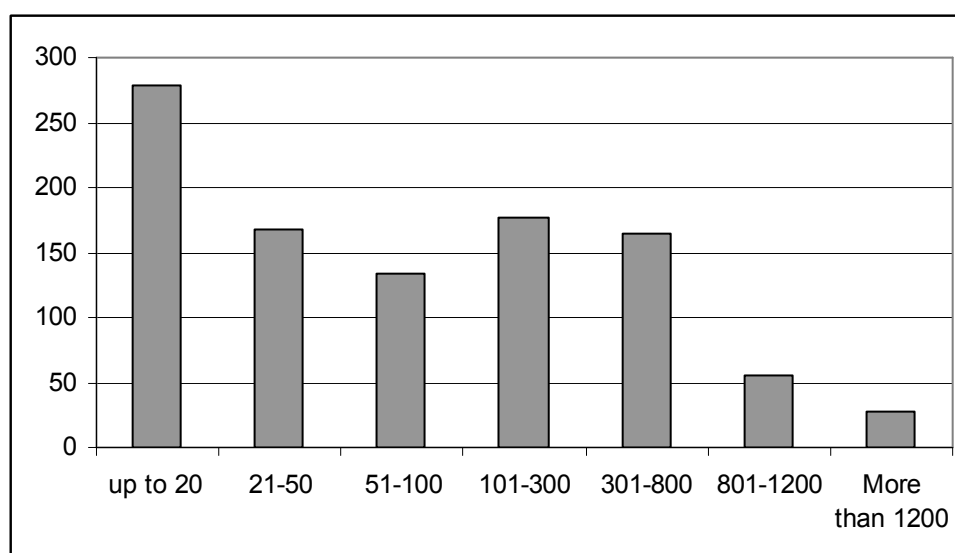


Figure 1: Regular primary and lower secondary schools according to the number of students, 2005/2006

Source: State Statistical Office (2006)

	Total	Schools with:												
		1 class section	2	3	4	5	6	7	8	9	10	11-15	16-20	more than 20 class sections
Total	1005	208	110	101	28	73	28	36	29	63	23	67	62	177
Structure%	100.0	20.7	10.9	10.0	2.8	7.3	2.8	3.6	2.9	6.3	2.3	6.7	6.2	17.6

Table 6: Regular primary and lower secondary schools according to the number of class sections, 2005/2006  
Source: State Statistical Office (2006)

	Total	Number of uncombined class sections										Combined class sections			
		all	zero	I	II	III	IV	V	VI	VII	VIII	all	zero and primary	lower secondary	primary and lower secondary
Total	10823	9896	1000	1029	1048	1053	1071	1159	1161	1174	1201	927	846	80	1
four-grade	1202	608	199	103	104	101	101	-	-	-	-	594	594	-	-
eight-grade	9616	9285	800	926	944	952	970	1158	1160	1174	1201	331	250	80	1

Table 7: Class sections by grades, 2005/2006  
Source: State Statistical Office (2006)

Total		with 2 class sections		with 3 class sections		with 4 and more class sections		uncombined class sections	
class sections	students	class sections	students	class sections	students	class sections	students	class sections	students
10823	235185	607	7571	110	936	210	2303	9896	224375

Table 8: Combined and uncombined class sections and number of students, 2005/2006  
Source: State Statistical Office (2006)

	Schools by type of class sections				Number of class sections		
	total	uncombined	combined	uncombined and combined	total	uncombined	combined
Total	1005	419	314	272	10823	9896	927
Structure%	100.0	41.7	31.2	27.1	100.0	91.4	8.6

Table 9: Regular primary and lower secondary schools according to the type of class sections, 2005/2006  
Source: State Statistical Office (2006)

Students by grades	Total number of students	females	Total number of students that finished grade(june-aug.)					Didn't finish the grade		Students without marks	
			all	females	from which			all	females	all	females
					at the end of the instructional period in june	with negative mark	passed corrective or final exam				
Total Students	235185	114414	233386	113658	232967	137	282	660	218	1139	538
Zero	17311	8546	17286	8530	17286	-	-	23	15	2	1
I	24948	12077	24762	12012	24732	30	-	43	23	143	42
II	25442	12347	25317	12293	25302	15	-	17	10	108	44
III	26219	12727	26096	12688	26049	46	1	12	3	111	36
IV	27214	13009	27067	12956	27020	46	1	30	7	117	46
V	28412	13846	27836	13551	27759	-	77	239	84	337	211
VI	28109	13728	27827	13620	27754	-	73	127	31	155	77
VII	28425	13818	28202	13732	28126	-	76	104	24	119	62
VIII	29105	14316	28993	14276	28939	-	54	65	21	47	19

Table 10: Students by grades and their final results at the end of the school year, 2005/2006  
Source: State Statistical Office (2006)

	Total	Final results				Descriptive estimated students
		excellent	very good	good	sufficient	
Total number of students	233386	101274	36236	31569	14434	49873
zero	17286	-	-	-	-	17286
I	24762	1205	428	323	191	22615
II	25317	9658	2771	1942	1091	9855
III	26096	16436	4735	3147	1661	117
IV	27067	16639	5043	3591	1794	-
V	27836	14713	5718	5195	2210	-
VI	27827	14207	5630	5501	2489	-
VII	28202	13449	5727	6091	2935	-
VIII	28993	14967	6184	5779	2063	-

Table 11: Final results of graduated students by marks, 2005/2006  
Source: State Statistical Office (2006)



	Dropped-out students	Students who left					Students that stopped their education						
		Total	Students leavers in:				Total	Students that stopped their education in:					
			other school in same place of living	other school in the Republic of Macedonia	other countries	unknown		from I to IV grade	V grade	VI grade	VII grade	VIII grade	Unknown
Total	2844	2027	769	370	819	69	817	309	224	85	72	44	83

Table 12: Drop-out students from school during the school year 2005/2006 (regular primary and lower secondary school)

Source: State Statistical Office (2006)

	Schools	Class sections	Students			Graduated students		Teachers	
			total	females	finished year	total	females	total	full-time teachers
Total	4	46	317	106	317	87	31	79	55
Schools for students with mental disability	2	33	254	79	254	74	26	45	34
School for students with sight disability	1	5	14	7	14	4	2	20	11
Schools for students with hearing disability	1	8	49	20	49	9	3	14	10

Table 13: Special upper secondary schools according to students' disabilities, 2005/2006

Source: State Statistical Office (2006)

Number of class sections	Number of students	Number of teachers	Numbers of students per teacher (students/teacher) ratio	Number of students per class section (students/class section)	Number of teachers per 100 students (teachers/100 students)
<b>3184</b>	<b>93908</b>	<b>6136</b>	<b>15.3</b>	<b>29</b>	<b>7</b>

Table 14: Basic indicators for regular upper secondary schools 2005/2006

Source: State Statistical Office (2006)

	Class Sections	Total number of students		Total number of students that finished class year in june-august		Students that			Students from final year who didn't finish the grade year		Students who repeat the class year	
		all	females	all	females	Finished class at the end of the instruction period in june- total	student on corrective or class exam	passed corrective of class exam	all	females	all	females
<b>Total</b>	<b>3184</b>	<b>93908</b>	<b>44530</b>	<b>92218</b>	<b>44139</b>	<b>77812</b>	<b>15224</b>	<b>14406</b>	<b>394</b>	<b>41</b>	<b>1296</b>	<b>350</b>
I on 3 year grade programme	106	2592	580	2439	555	1722	773	717	-	-	153	25
I on 4 year grade programme	731	22406	10946	21912	10788	18637	3443	3275	-	-	494	158
II on 3 year grade programme	107	2574	565	2501	555	1734	804	767	-	-	73	10
II on 4 year grade programme	712	21630	10648	21326	10569	17557	3851	3769	-	-	304	79
III on 3 year grade programme	111	2613	548	2376	525	1861	724	515	217	23	20	-
III on 4 year grade programme	717	21277	10748	21093	10695	17712	3455	3381	14	-	170	53
IV year	700	20816	10495	20571	10452	18589	2174	1982	163	18	83	25

Table 15: Total number of students, students by year of study and their final results in regular upper secondary education 2005/2006  
Source: State Statistical Office (2006)

	Total	Macedonians	Albanians	Turks	Roms	Vlachs	Serbs	Other	Not specified	Unknown
Total	93908	65607	21518	2537	1220	327	1059	1616	23	1
Females	44530	32294	9340	1071	508	150	488	671	8	-
From that in private schools										
Total	1031	405	354	177	5	2	14	74	-	-
Females	415	185	113	74	2	-	6	35	-	-

Table 16: Students by ethnic affiliation, sex, in regular upper secondary education 2005/2006  
Source: State Statistical Office (2006)

	Total	Macedonians	Albanians	Turks	Roms	Vlachs	Serbs	Other	Not specified	Unknown
Total	22947	16657	4634	569	270	94	304	416	3	-
Females	10977	8299	2008	255	87	42	108	176	2	-
With 3 year educational programme	2376	1750	370	48	83	8	61	56	-	-
With 4 year educational programme	20571	14907	4264	521	187	86	243	360	3	-

Table 17: Full-time graduated students in regular upper secondary schools, according to the ethnic affiliation, 2005/2006  
Source: State Statistical Office (2006)

	Total	Macedonians	Albanians	Turks	Roms	Vlachs	Serbs	Other	Not specified	Unknown
Total	2641	1767	654	87	30	2	51	50	-	-
Females	786	530	176	45	9	1	12	13	-	-
With 3 year educational programme	487	374	55	17	9	1	18	13	-	-
With 4 year educational programme	2154	1393	599	70	21	1	33	37	-	-

Table 18: Part-time graduated students according to the ethnic affiliation in regular upper secondary schools, 2005/2006  
Source: State Statistical Office (2006)

Total	Women	Vocational training		Workers' programmes	
		total	women	total	women
623	51	292	23	331	28

Table 19: Persons that graduated on vocational training programmes and workers' programmes, 2005/2006  
Source: State Statistical Office (2006)

	Schools	Class sections	Students			Graduated students		Teachers	
			total	females	finished year	total	from which full-time	total	full-time teachers
<b>Republic of Macedonia</b>	<b>101</b>	<b>3184</b>	<b>93908</b>	<b>44530</b>	<b>92218</b>	<b>25588</b>	<b>22947</b>	<b>6136</b>	<b>5277</b>
<b>Skopje</b>	27	927	27690	12845	27096	7683	6829	1806	1559
Aerodrom	3	107	3299	1436	3193	912	754	193	168
Butel	1	63	2138	1247	2108	516	499	111	92
Gazi Baba	5	159	4050	703	3909	1431	1140	294	264
Djorche Petrov	1	31	821	470	809	220	202	53	43
Karposh	8	251	7147	3118	6998	1972	1780	458	390
Kisela Voda	2	88	2955	1777	2895	794	763	152	148
Centar	6	178	5653	3386	5630	1406	1348	450	394
Cair	1	50	1627	708	1554	432	343	95	60
Berovo	1	28	823	427	822	214	212	51	35
Bitola	7	187	5797	2801	5690	1608	1462	393	308
Bogdanci	1	9	262	146	262	56	56	27	21
Valandovo	1	18	492	250	478	125	125	39	20
Veles	4	105	3082	1491	2980	802	731	187	173
Vinica	1	42	1102	657	1100	304	297	66	63
Vrapchishte	1	7	190	105	189	47	47	23	23
Gevgelija	1	43	1267	642	1226	340	332	81	75
Gostivar	5	169	4776	2137	4742	1213	1090	376	352
Debar	2	29	688	285	675	156	136	68	59
Delchevo	1	27	802	451	796	231	224	40	37
Demir Hisar	1	12	320	178	315	89	84	25	23
Dolneni	1	8	247	70	231	65	65	8	8
Kavadarci	3	74	2198	933	2114	623	553	131	110
Kichevo	1	77	2307	1044	2289	539	496	170	164
Kochani	2	71	1990	736	1951	650	512	131	121
Kratovo	1	19	515	237	512	137	137	39	21
Kriva Palanka	1	41	1145	522	1130	311	280	68	60
Krushevo	1	15	360	134	348	120	112	29	22
Kumanovo	4	192	5632	2624	5530	1428	1302	351	247
Lipkovo	2	16	496	197	468	96	96	38	15

Mavrovo i Rostusha	1	4	105	29	105	22	21	16	16
Makedonska Kamenica	1	11	344	194	341	92	89	26	18
Makedonski Brod	1	12	353	154	353	76	73	23	18
Negotino	1	41	1232	637	1222	321	305	75	63
Ohrid	3	99	2960	1285	2939	1001	843	156	151
Prilep	5	141	4199	2111	4127	1089	1019	262	225
Probishtip	1	29	755	378	747	233	204	55	46
Radovish	1	37	1157	635	1144	270	254	58	52
Resen	1	22	559	282	551	143	141	35	33
Sveti Nikole	1	35	1100	491	1097	320	310	65	52
Struga	2	98	2782	1404	2719	723	689	190	148
Strumica	3	119	3707	1956	3589	899	848	207	190
Tetovo	6	302	9006	4273	8873	2601	2100	586	539
Shtip	5	118	3528	1789	3467	961	873	235	210

Table 20: Regular upper secondary schools by municipalities, 2005/2006  
Source: State Statistical Office (2006)

	Dropped-out students	Students who left					Students that stopped their education					
		Total	Students leavers in:				Total	Students that stopped their education in:				
			other school in same place of living	other school in the Republic of Macedonia	other countries	unknown		I year	II year	III year	IV year	Unknown
Total	1601	714	483	116	22	93	887	498	182	104	101	2

Table 22: Dropped-out students from school during the school year 2005/2006 (regular upper secondary education)  
Source: State Statistical Office (2006)

	Total number of graduated students		Full-time graduated students						Part-time graduated students					
			Total		with 3-year educational programme		with 4-year educational programme		Total		with 3-year educational programme		with 4-year educational programme	
	all	females	all	females	all	females	all	females	all	females	all	females	all	females
<b>Total</b>	25588	11763	22947	10977	2376	525	20571	10452	2641	786	487	60	2154	726
<b>General Education</b>														
Psychology Gymnasium	785	581	785	581			785	581						
Natural science and mathematic gymnasium	2395	1183	2392	1180			2392	1180	3	3			3	3
General Gymnasium	6049	3326	5910	3285			5910	3285	139	41			139	41
<b>Vocational education</b>														
Agriculture	655	262	583	234			583	234	72	28	4	2	68	26
Veterinary	422	102	380	92			380	92	42	10			42	10
Food Production	441	211	356	180	155	48	201	132	85	31	20	7	65	24
Forestry	108	46	97	46			97	46	11				11	
Wood Processing	144	24	108	20	35	1	73	19	36	4	16	1	20	3
Geology	44	22	24	16			24	16	20	6	7	4	13	2
Mining and extraction	77	10	69	10	43	2	26	8	8		2		6	
Metallurgy	80	28	57	22			57	22	23	6	5	1	18	5
Mechanical Engineering	2226	149	1582	121	552	19	1030	102	644	28	215	5	429	23
Electrical Engineering	2199	88	1889	68	419	5	1470	63	310	20	113	4	197	16
Chemical Engineering	562	332	490	295	89	33	401	262	72	37	8	4	64	33
Textile processing	1077	637	928	573	263	148	665	425	149	64	12	8	137	56
Leather processing	84	56	77	52	10	10	67	42	7	4			7	4
Graphic	112	69	111	68	46	29	65	39	1	1			1	1
Personal services	324	250	237	191	171	130	66	61	87	59	25	8	62	51
Geodetics	118	16	118	16			118	16						
Architecture	277	50	245	46	87		158	46	32	4	8		24	4
Transport	527	234	441	214			441	214	86	20	2		84	20
Trade	116	54	27	17			27	17	89	37	6	2	83	35
Travel, tourism, hotel and catering services	1043	285	802	214	506	100	296	114	241	71	44	14	197	57
Economics	2765	1644	2534	1528			2534	1528	230	116			230	116
Law	517	339	507	334			507	334	10	5			10	5
Secretarial and office work	2	2							2	2			2	2
Health	2036	1596	1830	1417			1830	1417	206	179			206	179
Physical education	120	23	98	19			98	19	22	4			22	4
Manufacturing and processing	57	39	57	39			57	39						
<b>Art education</b>									7	4				
Fine Arts	69	37	62	33			62	33	7	2			7	4
Music	145	59	138	57			138	57					7	2
Ballet	13	9	13	9			13	9						

Table 23:  
Full-time and part-time graduated students according to gained qualification, 2005/2006  
Source: State Statistical Office (2006)

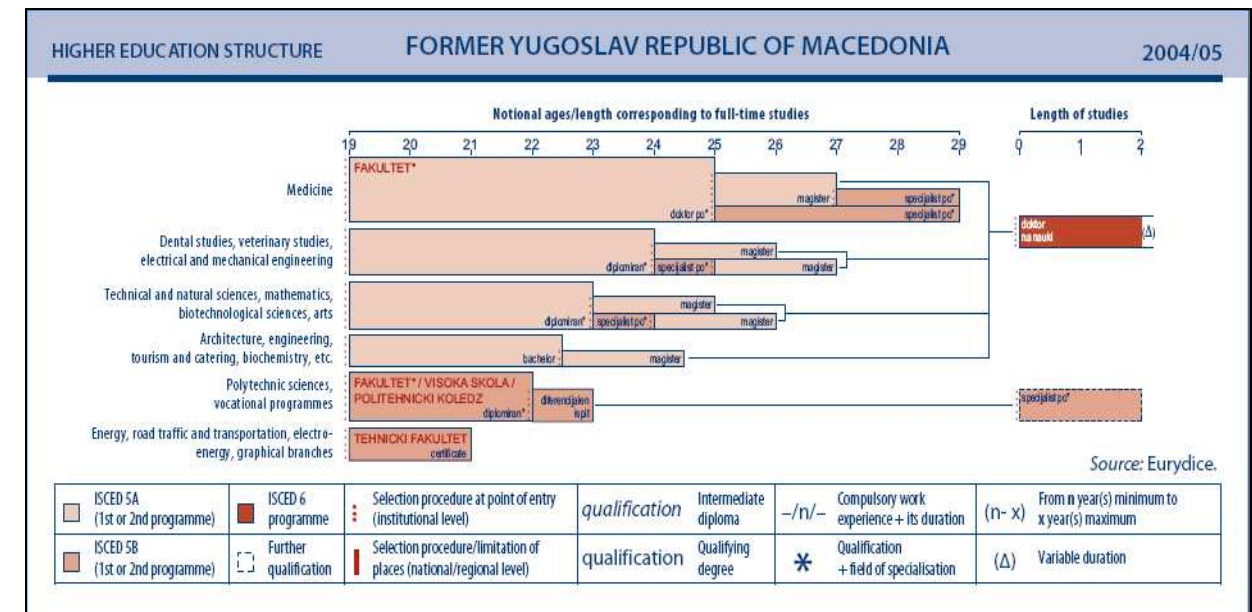


Figure 2: Structure of Macedonian Higher Education  
Source: Eurydice

Year	Total education budget in MKD	Budget for HE In MKD	Budget for HE from the total education budget in %	State funding to tertiary education from the National budget in %
1998	8,142,001,227	1,276,356,000	15.68	2.80
1999	8,315,318,821	1,226,742,000	14.75	2.44
2000	8,248,280,982	1,236,742,000	14.99	1.91
2001	8,034,242,525	1,182,510,000	14.71	1.55
2002	9,165,345,708	1,113,497,000	12.15	1.53
2003	9,218,734,000	1,108,563,000	12.03	1.63

Table 24: Participation of the higher education budget in the total national education and total national budget in MKD  
Source: MoES, 2004

Indicators (comparison)	EU	RM
Average on HE funding (% of GDP)	1.1 %	0.47 %
Target on HE funding (% of GDP)	2 %	1%
Average on R & D (% of GDP)	1.9%	0.2%
Target on R & D funding (% of GDP)	3%	N/A

Table 25: Key financial indicators of EU and RM  
Source: Unknown

Budget category	1998	1999	2000	2001	2002	2003	2004	2005
Capital Maintenance & Repairs	4.38	2.04	2.83	2.49	0.04	0.00	1.34	0.54
Educational materials	0.36	0.41	0.40	0.44	0.00	0.00	0.00	0.00
Utilities	12.27	10.63	10.55	10.25	9.86	8.97	8.97	9.14
Salaries and benefits	82.99	86.92	86.22	86.81	90.10	91.03	89.70	90.32
Total	100%	100%	100%	100%	100%	100%	100%	100%

Table 26: .Percentage distribution of the National budget for Higher education by Category  
Source: NPDE, MoES (2006)

	1999	2000	2001	2002	2003	2004	2005
Budget	56.28%	55.28%	52.95%	52.97%	48.70%	40.71%	42.97%
Own revenues	43.72%	44.72 %	47.05%	47.03%	51.30%	59.29%	57.03%

Table 27: Distribution of the total budget of the state universities in the period from 1998 - 2005  
Source: adjusted from NPDE, MoES (2006)

Academic year	Scholarships	Student loans	Scholarships as per bilateral agreements
2001/02	2.697	6.336	360
2002/03	2.709	6.167	286
2003/04	3.002	4.163	259
2004/05	3.543	4.312	212

Table 28: Distribution of public support to students  
Source: NPDE, MoES(2006)

year	Number of students	Number of students per 100, 000 population
1994	27,340	N/A
1995	29,057	N/A
1996	29,583	N/A
1997	30,754	N/A
1998	35,141	N /A
1999	36,922	N/A
2000	40,246	N/A
2001	45,493	2,249
2002	47,798	2,363



2003	51,311	2,537
2004	61,556	3,043

Table 29: Students' enrolment in tertiary education  
Source: MoES, (2005)

Academic year	Total no of students	Macedonians		Albanians		Turkish	
		No	%	No	%	No	%
2001/02	45,493	39,777	87,44	3040	6,68	601	1,32
2002/03	47,798	40,778	85,31	4292	8,98	683	1,43
2003/04	51,311	43,645	85,06	5335	10,40	608	1,18
2004/05	61,556	48,900	79,44	9540	15,50	825	1,34

Table 30: Distribution of students according to ethnic affiliation  
Source: NPDE, MoES, (2006)

Academic year	Total no of students	Roma		Vlachs		Serbs		Others	
		No	%	No	%	No	%	No	%
2001/02	45,493	127	0,28	417	0,92	822	1,81	709	1,56
2002/03	47,798	140	0,29	440	0,92	807	1,69	658	1,38
2003/04	51,311	100	0,19	359	0,70	701	1,37	563	1,10
2004/05	61,556	188	0,31	478	0,78	936	1,52	689	1,12

Table31: Distribution of students according to ethnic affiliation  
Source: NPDE, MoES, (2006)

Ethnic Community	% of Tertiary Enrollments 2002	% of General Population (1994 Census)	% of Tertiary Enrollments 2004	% of General Population (2002 Census)
Albanian	4.92	22.9	15.50	25.17
Turkish	1.22	4.0	1.34	3.85
Vlach	0.94	0.4	0.78	0.48
Roma	0.28	2.3	0.31	2.66
Serbian	1.84	2.0	1.52	1.78
Other	1.59	1.8	1.12	1.04

Table32: Ethnic Participation Rates in Tertiary Education  
Source: NPDE, MoES, (2006)

1996/97	120
1997/98	120
1998/99	123
1999/00	122
2000/01	126

Table 33: Female students per 100 male students (ISCED level 5), 1996/97- 2000/01  
Source: Eurostat, - Education Statistics, Pocketbook on Candidate and Potential Candidate countries, (2007)

Field of Study	Distribution of students (ISCED level 5) by field of study, 2000/01 (1000s)	Female students as % of all students (ISCED level 5), by field, 2000/01	Distribution of tertiary education graduates (ISCED levels 5-6) by field of study, 2001, (%)	Female graduates as % of all graduates (ISCED levels 5-6), by field of study, 2001
Education	4	78	19	83
Humanities and arts	5	71	14	65
Agriculture and veterinary science	3	40	5	44
Health and welfare	3	70	10	74
Social sciences, business and law	10	62	21	69
Science, mathematics and computing	4	58	11	62
Engineering, manufacturing and construction	8	29	16	28
Services	3	48	4	40
Unknown / others	/	/	/	/

Table 34: Tertiary Education Graduates in Science and Technology  
Source: Eurostat, Pocketbook on Candidate and Potential Candidate countries, 2007

1998	1999	2000	2001	2002
0.2	0.2	0.2	0.2	0.2

Table 35: Share of R&D (%) in GDP  
Source: Ministry of Education and Science, 2007

Academic Years	Male	Female
	(per 1000 of male population aged 20-29)	(per 1000 of female population aged 20-29)
1995	3.7	2.5
1996	3.9	2.7
1997	4.7	2.8
1998	4.1	3.1
1999	4.2	3.1
2000	3.5	2.6
2001	3.3	2.6
2002	3.7	2.7
2003	3.5	2.6
2004	3.7	3.1
2005	3.9	3.4

Indicator	1999	2000	2001	2002
GERD (Gross Domestic Expenditure on R&D) / GDP	0.35	0.44	0.32	0.27
BERD (Expenditure on R&D in the Business Sector) / GDP	0.04	0.03	0.02	0.01
GOVERD (Government Intramural Expenditure on R&D) / GDP	0.16	0.15	0.16	0.15
HERD (Expenditure on R&D in the Higher Education Sector) / GDP	0.14	0.27	0.13	0.11

Table 36: R&D Intensity (%) of GDP by Sector of Performance  
Source: Ministry of Education and Science, 2007

	1998	1999	2000	2001	2002
Business enterprise	11.6	12.5	5.7	6.2	2.6
Government sector	35.7	45.7	34.1	51.5	56.5
Higher education	52.7	41.8	60.2	42.4	40.9

Table 37: Structure of GERD (Gross Domestic Expenditure on R&D) by Sectors of Performance  
Source: Ministry of Education and Science, 2007

Year	1998	1999	2000	2001	2002
Total	3275	3168	3094	2909	2869
FTE	1892	1838	1786	1630	1519
FTE per 1000 Labor Force	2.3	2.3	2.2	1.9	1.8

Table 38: Number of Researchers  
Source: Ministry of Education and Science, 2007

	1998	1999	2000	2001	2002
Total	1892	1838	1786	1630	1519
Business enterprise	345	290	234	205	100
Government sector	800	828	862	734	759
Higher education	748	720	690	691	660

Table 39: Full-time Equivalence by Sectors of Performance  
Source: Ministry of Education and Science, 2007

	1998	1999	2000	2001	2002
Total	100.0	100.0	100.0	100.0	100
Business enterprise	11.0	9.7	7.8	7.0	3.5
Government sector	29.2	32.3	33.7	27.8	28.6
Higher education	59.8	58.1	58.5	65.2	67.9

Table 40: Structure of Number of Researchers by Sector of Performance  
Source: Ministry of Education and Science, 2007

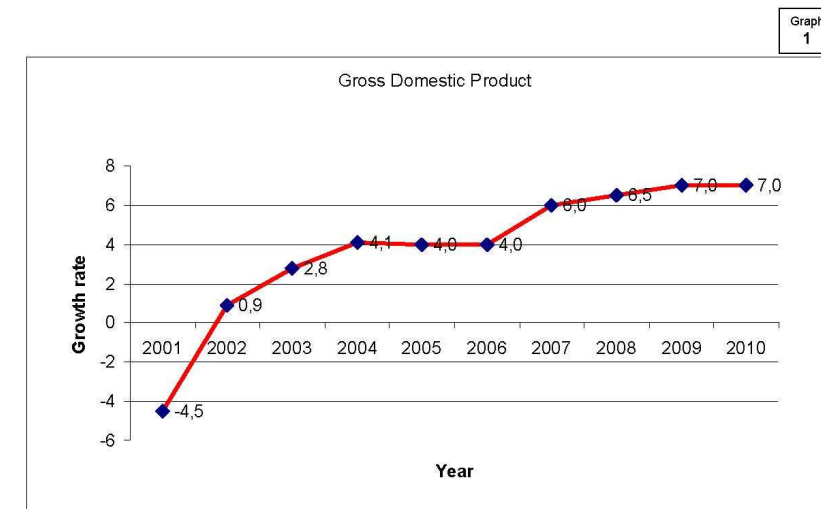


Figure 3: Gross domestic product  
Source: Ministry of Finance (2006)

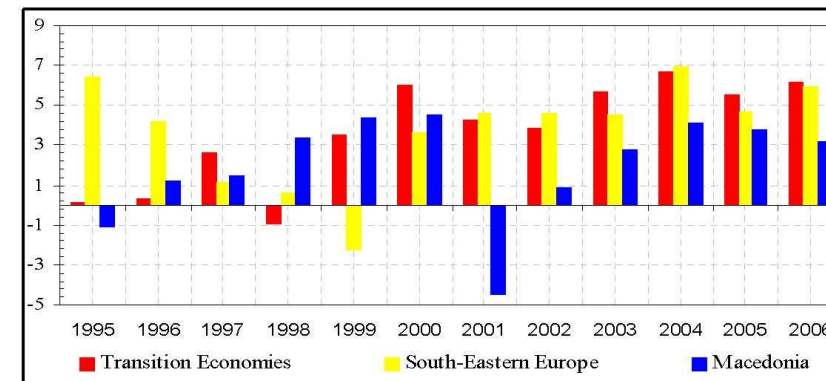


Figure 4: Gross domestic product (annual growth rates, in percent)  
Source: National Bank of Macedonia (FYR) (2006)

Share in the GDP	2003	2004	2005	2006
GDP growth	2.8	4.1	4.0	4.0
Final consumption	-3.4	6.0	1.5	5.5
Gross investments	-0.5	2.3	0.8	1.2
Net export	6.6	-4.3	1.7	-2.7

Table 41: Share in the GDP  
Source: Ministry of Finance (2006)

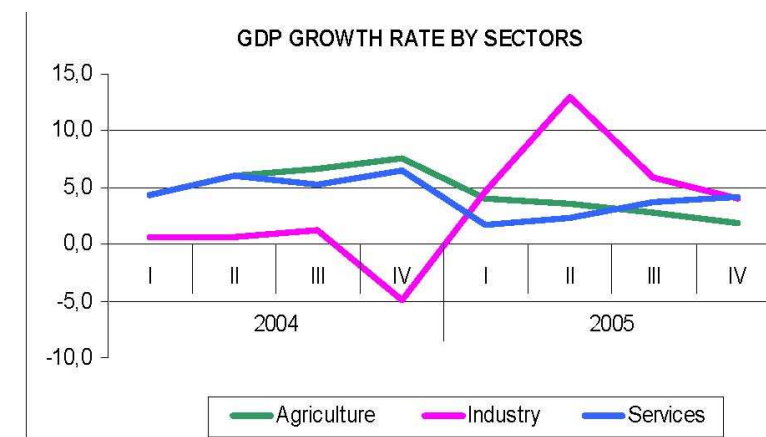


Figure 5. GDP growth rate by sectors  
Source: Ministry of Finance (2006)

		2002 2005	2003 2006	2004 2006	ECFIN Forecast 2007 2008	Q4 06	Q1 07	Q2 07	Apr 07 07	May Jun 07		
<b>1 Output and demand</b>												
Industrial confidence 1.1	Balance	N.A.	N.A.	N.A.	N.A.	::	:	:	:	:::		
Industrial production 1.2	Ann. % ch	N.A.	N.A.	-12.0	7.2	::	-3.5	11.7	:	5.3 -5.8 :		
Gross domestic product 1.3	Ann. % ch	0.8	2.9	2.9	3.8	4.3	5.3	2.7	7.0	:	N.A. N.A. N.A.	
Consumer confidence 1.4	Balance	N.A.	N.A.	N.A.	N.A.	::	:	:	:	:::		
Private consumption 1.5	Ann. % ch	12.5	-1.5	6.2	1.9f	4.5	4.6	:	:	:	N.A. N.A. N.A.	
Gross fixed capital formation 1.6	Ann. % ch	17.6	1.1	10.9	3.0f	12.0	15.0	:	:	:	N.A. N.A. N.A.	
Change in stocks 1.7	% of GDP	4.0	3.2	3.6	2.8 :	3.6	3.8	:	:	:	N.A. N.A. N.A.	
<b>2 Labour market</b>												
Unemployment 2.1	%	31.9	36.7	37.2	37.3	35.8	34.7	35.9	:	:	:::	
Employment 2.2	Ann. % ch	-6.3	-2.9	-4.1	4.3	3.4	3.6	4.1	:	:	:::	
Wages 2.3	Ann. % ch	6.9	4.8	4.0	2.7	3.0	3.5	7.3	2.6	:	5.1 ::	
<b>3 International transactions</b>												
Exports of goods 3.1	Ann. % ch	-3.6	22.5	11.6	22.3	15.0	16.0	13.4	42.8	:	:::	
Imports of goods 3.2	Ann. % ch	17.8	15.6	14.5	11.6	14.0	15.0	16.3	22.5	:	:::	
Trade balance 3.3	% of GDP	-21.4	-18.6	-20.7	-17.9	-17.8	-18.1	-20.6	:	:	N.A. N.A. N.A.	
Exports goods and services 3.4	% of GDP	36.1	36.3	38.7	43.6	14.5	15.9	48.1	:	:	N.A. N.A. N.A.	
Imports goods and services 3.5	% of GDP	57.9	54.7	60.3	62.6	13.5	14.3	68.4	:	:	N.A. N.A. N.A.	
Current account balance 3.6	% of GDP	-9.5	-3.4	-7.7	-1.3	-2.0	-2.6	-0.4	:	:	N.A. N.A. N.A.	
Direct investment (FDI, net) 3.7	% of GDP	2.1	2.0	2.9	1.6	5.8		5.8	:	:	N.A. N.A. N.A.	
<b>4 Prices</b>												
CPI 4.1	Ann. % ch	2.3	1.1	-0.4	0.5	3.2	2.0	2.5	3.1	0.7	:	1.0 0.9 :
GDP Deflator 4.2	Ann. % ch	3.4	0.3	1.3	3.3	:	2.9	2.9	-2.3	:	:	:::
Producer prices 4.3	Ann. % ch	N.A.	-0.2	1.2	3.2	4.5	::	2.4	1.0	:	1.0 -1.0 :	
Import prices 4.4	Ann. % ch	:::	:::	:::	:::	::	::	:	:	:	:::	
<b>5 Monetary and financial indicators</b>												
Interest rate (3 months) 5.1	% p.a.	:	8.49	9.95	6.40	::	6.22	6.43	:	6.42	6.16 :	
Bond yield 5.2	% p.a.	N.A.	N.A.	N.A.	N.A.	::	:	:	:	:	:::	

		N.A.					
Stock markets 5.3	Index	: 774 911 1 930 3 219	::	3 993	4 408	6 787	5 832 7 456 7 072
M4 5.4	Ann. % ch	-9.8 16.0 16.3 15.1 10.9	::	:	25.9	:	26.6 28.5 :
Exchange rate MKD/EUR 5.5	Value	61.75 62.22 61.51 59.71 61.20	::	61.19	61.08	61.19	61.14 61.18 61.26
Nominal eff. exchange rate 5.6	Index	N.A. N.A. N.A. N.A. N.A.	::	:	:	:	:::
<b>6 Government balance and debt</b>							
General government balance 6.1	% of GDP	-5.6 -1.1 0.0 0.3 -0.6	-1.2 -1.5	-1.0	:	:	N.A. N.A. N.A.
General government debt 6.2	% of GDP	48.7 45.0 43.8 48.5 41.5	32.9 31.8	:	:	:	N.A. N.A. N.A.

Table 42: The Former Yugoslav Republic of Macedonia  
Source: ECFIN forecast Spring (2007)

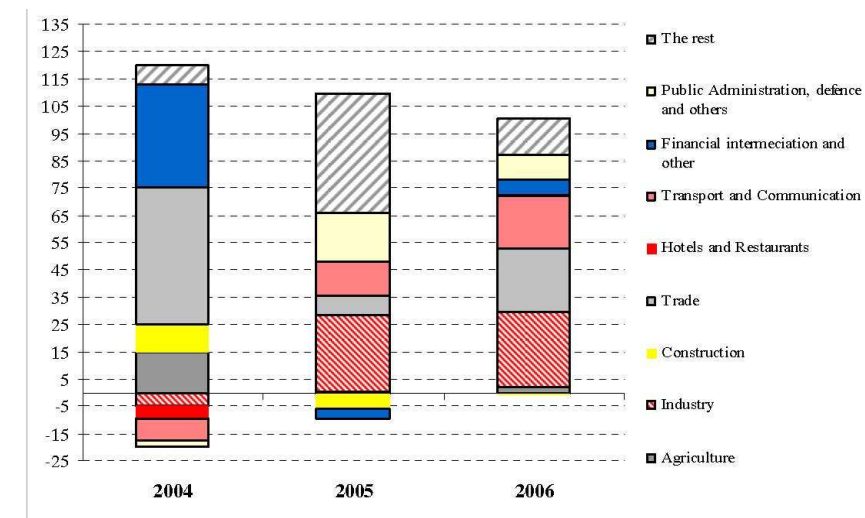


Figure 6: Contribution of individual components to the GDP growth (in percent)  
Source: National Bank of Macedonia (FYR) (2006)

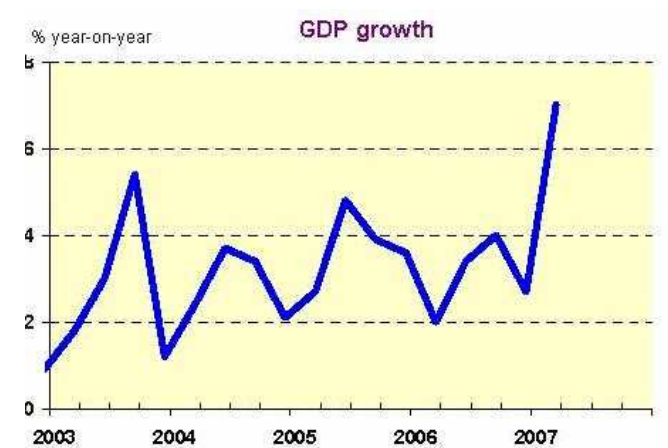


Figure 7. GDP growth  
Source: ECFIN forecast Spring (2007)

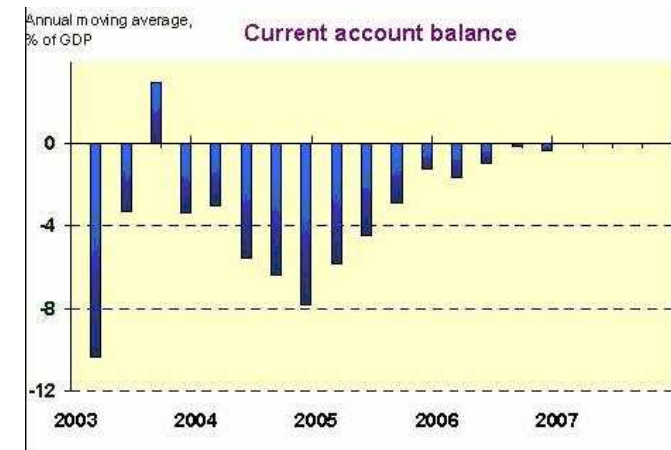


Figure 8. Current account balance  
Source: ECFIN forecast Spring (2007)

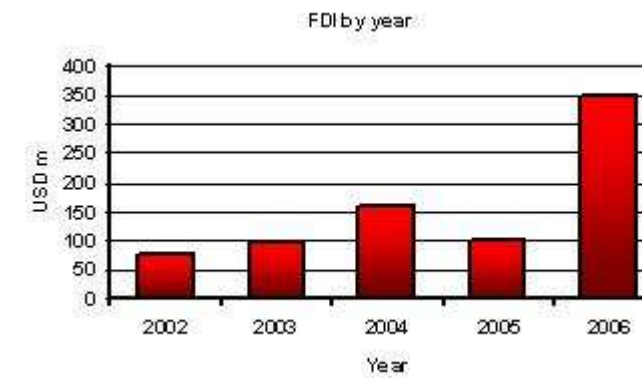


Figure 9: Foreign direct investments by year  
Source: Agency for Foreign Investments Macedonia (FYR) (2007)

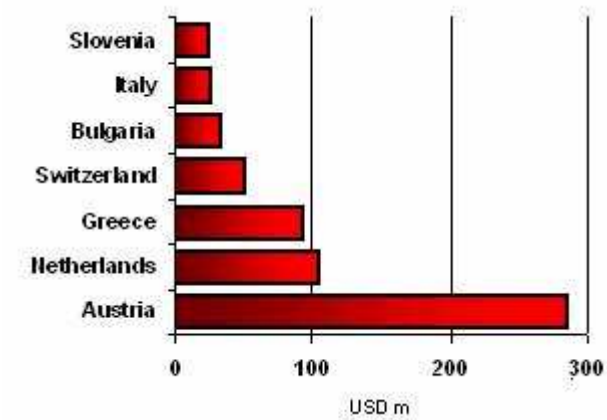


Figure 10: Source of FDI by country for period 2002-2006  
Source: Agency for Foreign Investments Macedonia (FYR) (2007)



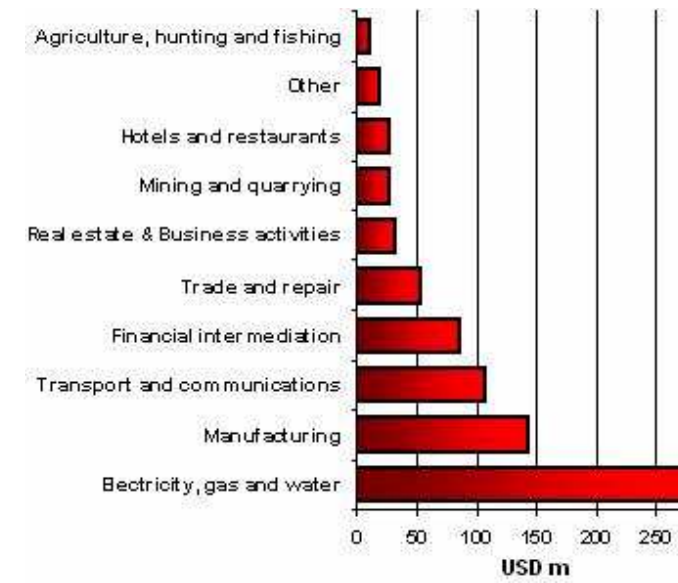


Figure 11: FDI by sector for period 2002-2006  
Source: Agency for Foreign Investments Macedonia (FYR) (2007)

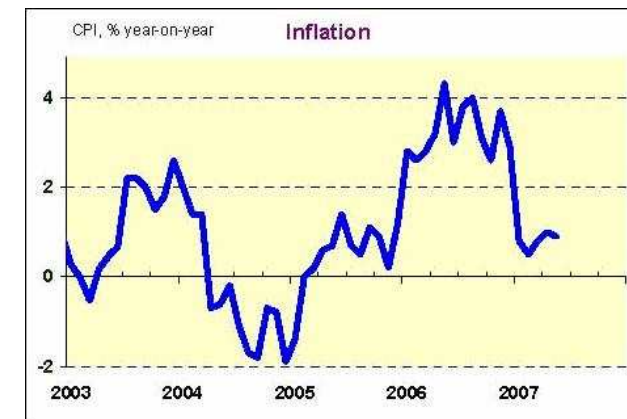


Figure 12: Inflation  
Source: ECFIN forecast Spring (2007)

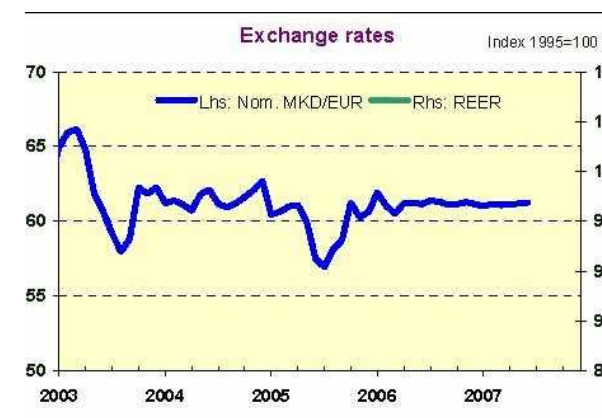


Figure 13: Exchange rates  
Source: ECFIN forecast Spring (2007)

The top 10 reformers in 2006/07										
Economy	Starting a business	Dealing with licenses	Employing workers	Registering property	Getting credit	Protecting investors	Paying taxes	Trading across borders	Enforcing contracts	Closing a business
Egypt	✓	✓		✓	✓			✓		
Croatia	✓			✓	✓					✓
Ghana	✓			✓	✓			✓	✓	
Macedonia, FYR	✓	✓					✓			
Georgia	✓	✓		✓	✓	✓				✓
Colombia						✓	✓	✓		
Saudi Arabia	✓				✓			✓		
Kenya	✓	✓		✓	✓					
China		✓			✓					✓
Bulgaria		✓					✓		✓	

*Note:* Economies are ranked on the number and impact of reforms. First, Doing Business selects the economies that reformed in 3 or more of the Doing Business topics. Second, it ranks these economies on the increase in rank on the ease of doing business from the previous year. The larger the improvement, the higher the ranking as a reformer. Source: Doing Business database.

Table 43: The top reformers in 2006/07  
Source: World Bank (2007)

Type of enterprise, by number of employees*	Number of employees				Number of enterprises			
	2002	2003	2004	2005	2002	2003	2004	2005
<b>Situation in numbers</b>								
Micro				70415				38973
Small	110373	124840		38363				1929
Medium	144654**	137888**		59381				550
Large				82274				130
<b>Total</b>	255027	262728		250433				41582
<b>Share in % (total=100)</b>								
Micro				28,1				93,7
Small	43,3	47,5		15,3				4,6
Medium	56,7	52,5		23,7				1,3
Large				32,9				0,3
<b>Total</b>	100,0	100,0		100,0				100,0

\* Micro (up to 9 employees); small (10-49); medium (50-250); large (over 250 employees)  
\*\* The data refers to the employees in the medium and large enterprises

Table 44: Number of employees and number of active enterprises, by enterprise size  
Source: Central registrar and Agency for entrepreneurship (2006)

	Republic of Macedonia		Average for SEE Region	Average for OECD
	Statutory	Actual		
Number of procedures	10	10	9.4	6.2
Time required (days)	5	18*	32.0	16.6
Costs (% of income per capita)	-	7.4	14.1	5.3
Minimum capital (% of income per capita)	-	112.0	53.9	36.1

Table 45: Comparison of Registration procedures  
Source: World Bank (2006)

	Republic of Macedonia	Average for SEE Region	Average for OECD
Time (years)	3.7	3.5	1.4
Cost (% of estate)	28.0	14.3	7.1
Recovery rate (cents on the dollar)	15.5	29.5	74.0

Table 46: Comparison of closing a business  
Source: World Bank (2006)

	Republic of Macedonia	Average for SEE Region	Average for OECD
Procedures (number)	18	21.4	14.0
Time (days)	222	242.5	149.5
Cost (% of per capita income)	89.8	564.9	72.0

Table 47: Comparison of dealing with licenses  
Source: World Bank (2006)

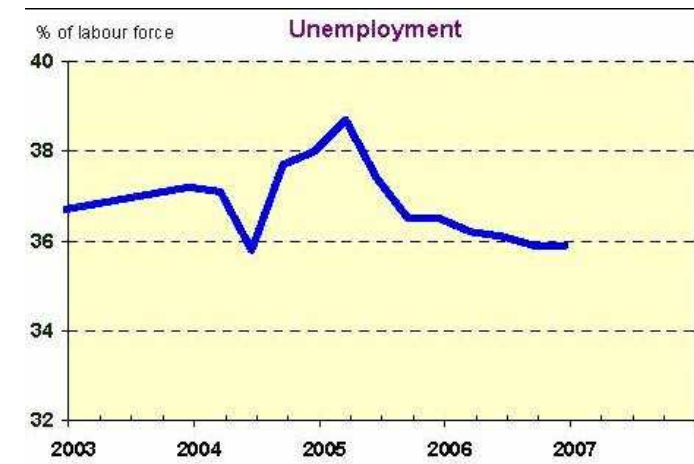


Figure 14. Unemployment  
Source: ECFIN forecast Spring (2007)

	Macedonian data 2005	National targets 2010	EU 25 2005	Lisbon/Stockholm targets of EU for 2010
General employment rate	37,9%	48%	63,8%	70%
Women employment	30,1%	38%	56,3%	60%
Employment rate for elderly workers(55-64 years)	26,2%	33%	42,5%	50%

Table 48: Employment rate  
Source: Government's Programme 2006-2010 (2006)

	2001	2002	2003	2004	2005	2006
<b>Employment</b>						
Employment rate (15-64)	42.6	40.4	38.5	36.8	37.9	39.6
Employment rate (15-64) male	50.6	48.6	45.6	44.4	45.4	48.3
Employment rate (15-64) female	34.5	32.0	31.3	28.9	30.1	30.7
Employment rate of older workers (55-64)	27.7	25.8	28.5	24.5	26.2	n.a.
Economic activity rate (15-64)	61.8	59.8	61.3	58.8	60.7	62.2
Agriculture, forestry and fishing as a share of total employment	24.9	23.9	22.0	16.8	19.5	n.a.
Industry as a share of total employment	29.2	27.5	27.3	25.8	25.8	n.a.
Construction as a share of total employment	5.9	5.8	6.6	7.0	6.5	n.a.
Services as a share of total employment	39.7	42.6	43.8	50.1	48.0	n.a.
<b>Unemployment</b>						
Unemployment Rate	30.5	31.9	36.7	37.2	37.3	36.3
Unemployment rate, male	29.5	31.7	37.0	36.7	36.5	35.6
Unemployment rate, female	32.0	32.3	36.3	37.8	38.4	37.5
Unemployment rate of persons < 25	56.1	58.4	65.7	64.8	62.6	59.8
Long term unemployment rate	26.5	27.0	31.2	31.7	32.3	n.a.

Table 49: Labour market  
Source: State Statistical Office, different years 2001-2006

Age	2004			2005		
	Total	Men	Women	Total	Men	Women
<b>Total</b>	32.8	40.2	25.4	33.9	41.2	26.6
<b>15 - 24</b>	11.5	13.6	9.4	12.3	14.1	10.3
<b>25 - 54</b>	49.0	57.9	39.7	49.9	58.9	40.4
<b>55 - 64</b>	24.5	35.6	14.1	26.2	36.0	17.0
<b>15 - 64</b>	36.8	44.4	28.9	37.9	45.4	30.1
<b>20 - 64</b>	41.1	49.8	32.3	42.1	50.6	33.3

Table 50: Employment rate for the population over 15 years by gender and age  
Source: Labor Force Survey, State Statistical Office (2006)

Age	2004			2005		
	Total	Men	Women	Total	Men	Women
<b>Total</b>	37.2	36.7	37.8	37.3	36.5	38.4
<b>15-24</b>	64.8	64.8	64.7	62.6	62.9	62.2
<b>25-54</b>	33.9	33.3	35.0	34.6	33.3	36.5
<b>55-64</b>	27.3	30.2	19.4	29.1	32.8	20.7
<b>15 - 64</b>	37.4	37.1	38.0	37.6	36.9	38.8
<b>20-64</b>	36.4	36.0	37.0	36.9	36.1	38.2

Table 51: Unemployment rate for the population over 15 years of age by gender and age  
Source: Labor Force Survey, State Statistical Office (2006)

NUTS 3	Unemployment rate	Unemployment rate men	Unemployment rate women	Unemployment rate young people	Share of employment in farming	Share of employment in industry	Share of employment in services	Long term Unemployment as % of total unemployment	Rate of activity of women
Pelagonia	39.9	36.2	45.0	75.0	18%	41%	41%	85.7%	55.6%
Vardar	43.9	38.8	51.4	80.6	13%	40%	47%	80.0%	50.3%
Northeast	48.6	45.6	54.0	80.3	8%	40%	47%	83.1%	38.6%
Southwest	42.4	41.5	44.0	75.4	4%	40%	52%	82.4%	35.0%
Skopje	30.4	31.8	28.4	67.6	1%	40%	66%	81.4%	45.3%
Southeast	34.4	31.9	38.2	67.2	36%	40%	36%	83.8%	53.2%
Polog	49.9	50.1	49.2	78.4	10%	40%	50%	86.9%	18.5%
East	34.5	34.5	34.6	65.4	12%	40%	38%	75.6%	50.3%

Table 52: Regional (NUTS 3) disparities in employment and unemployment  
Source: Census of population, households and homes in 2002

TOTAL	Economic status				Gender
	Employed	Employer	Self-employed	Unpaid Family worker	
545,253	391,651	31,276	65,487	56,840	<b>Total</b>
332,179	229,996	25,140	55,714	21,330	Men
213,074	161,654	6,136	9,773	35,510	<b>Women</b>
Structure by economic status in %					
100.0	71.8	5.7	12.0	10.4	<b>Total</b>
100.0	69.2	7.6	16.8	6.4	Men
100.0	75.9	2.9	4.6	16.7	<b>Women</b>

Table 53: Employed by economic status and gender  
Source: Labor Force Survey (2005)

	Activity rate	Unemployment rate
<b>All</b>	<b>54.6</b>	<b>38.1</b>
Macedonians	63.2	32
Albanians	32.3	61.2
Turks	42.4	58.2
Roma	50.4	78.5
Vlachs	62	25.3
Serbs	59.8	30.9
Bosnians	47.8	60.3
Other	51.5	40.8

Table 54: Activity and unemployment rates according to ethnic affiliation  
Source: State Statistical Office, Census 2002

	Level of education										
	Total	%	Non-qualified	Semi-qualified	3-yr VET	4-yr VET	Gen sec educ.	Post sec non-tert.	Higher educ.	Master degree	Ph D
Macedonians	243,434	65,5	79,950	8,759	53,469	9	78,244	5,960	16,897	138	8
Albanians	84,086	22,6	63,303	3,221	5,729	2	10,260	331	1228	11	1
Turks	13,926	3,7	11,340	477	907	0	1,045	38	118	1	0
Roma	17,397	4,7	15,679	395	813	0	471	10	28	1	0
Serbs	3,254	0,9	1,143	94	758	1	1,052	74	132	0	0
Vlachs	469	0,1	88	38	85	0	137	38	82	1	0
Others	9,250	2,5	6,032	449	1,124	0	1,427	60	154	4	0
Total	371,816	100	177,535	13,433	62,885	12	92,636	6,511	18,639	156	9

Table 55: Registered unemployed persons by level of education and nationality  
Source: Employment Agency (2007)

Level of Education	31.12.2006		31.12.2005		31.12.2004		Index 31.12.06./ 31.12.05.	Index 31.12.06./ 31.12.04.
	Number	%	Number	%	Number	%		
Non qualified or semi-qualified	187,870	51.3	187,448	52.1	201,865	51.6	100.2	93.1
Secondary VET	62,626	17.1	62,378	17.3	69,850	17.9	100.4	89.7
General Secondary education	91,155	24.9	86,939	24.2	95,693	24.5	104.8	95.3
Post-secondary, non-tertiary education	6,569	1.8	6,577	1.8	7,252	1.9	99.9	90.6
Tertiary education	18,331	5.0	16,647	4.6	16,412	4.2	110.1	111.7
Total	366,551	100.0	359,989	100.0	391,072	100.0	101.8	93.7

Table 56: Registered unemployed persons by level of education, total number and % of all unemployed  
Source: Employment Agency (2006)

	2000	2001	2002	2003	2004	2005)
Social transfers as % of GDP (total)	13.7	14.1	14.7	15.3	15.3	12.2
% of expenditure from the central budget (total)	56.1	47.9	50.2	60.3	68.1	58.8
Pension and disability insurance fund (as % of GDP)	9.5	10.3	10.3	10.8	10.7	9.4
Pension and disability insurance fund (as % of expenditure from the central budget)	38.8	34.9	35.2	42.3	47.7	45.2
Agency for Employment, financial transfers for unemployed, as % of GDP	2.0	1.8	2.3	2.4	2.7	2.4
Agency for Employment, financial transfers for unemployed, (as % of expenditure from the central budget)	8.2	6.0	7.9	9.3	11.9	11.3
Health Insurance Fund, sickness benefits (as % of GDP)	0.3	0.3	0.3	0.4	0.4	0.4
Health Insurance Fund, sickness benefits (as % of expenditure from the central budget)	1.2	1.1	1.2	1.5	1.6	1.8
Transfers to Ministry of Labour and Social Policy (as % of GDP)	1.7	1.6	1.6	1.6	1.4	-
Transfers to Ministry of Labour and Social Policy (as % of expenditure from the central budget)	6.8	5.3	5.4	6.3	6.1	-
Child protection – child supplement (as % of GDP)	0.3	0.2	0.2	0.2	0.2	0.1
Child protection – child supplement (as % of expenditure from the central budget)	1.0	0.7	0.7	0.9	0.8	0.4

Table 57: Social transfers (D.621 according to ESS 95) in relation to GDP and the Central Budget in the period 2000-2005  
Source: State statistical office (2006)

Duration of unemployment	31.12.2006		31.12.2005		31.12.2004		Index 31.12.06./ 31.12.05.	Index 31.12.06./ 31.12.04.
	Number	%	Number	%	Number	%		
Less than 1 month	8,205	2.2	6,454	1.8	7,350	1.9	127.1	111.6
From 1-5 months	30,455	8.3	20,865	5.8	22,411	5.7	146.0	135.9
From 6-11 months	33,976	9.3	23,619	6.6	28,963	7.4	143.9	117.3
From 12-17 months	22,039	6.0	25,273	7.0	32,196	8.2	87.2	68.5
From 18-23 months	17,302	4.7	20,015	5.6	25,066	6.4	86.4	69.0
2 years	35,168	9.6	41,597	11.6	38,995	10.0	84.5	90.2
3 years	32,606	8.9	29,703	8.3	30,101	7.7	109.8	108.3
4 years	24,113	6.6	23,475	6.5	28,734	7.3	102.7	83.9
5 - 7 years	54,176	14.8	58,642	16.3	67,057	17.1	92.4	80.8
8 years and more	108,511	29.6	110,346	30.7	110,199	28.2	98.3	98.5
Total	366,551	100.0	359,989	100.0	391,072	100.0	101.8	93.7

Table 58: Duration of unemployment  
Source: Employment Agency (2006)

#### (FYR) Macedonia

- ▶ Constitution of R. Macedonia from 1991 laid the foundation for governance of the non-economy sector affairs (Piperkovski, 2000)
- ▶ After 10 years of preparation the Law on Higher education was passed in the Parliament.
  - ▶ Autonomy and academic freedom;
  - ▶ QA System and establishment of QA Bodies- the Accreditation Board and the Evaluation Agency;
  - ▶ Very general framework for organizing international studies;
  - ▶ Establishment of the Fund for Financing of HE;
  - ▶ Possibilities for the establishment of private HEIs;
  - ▶ Status of independent legal entity granted, i.e. confirmed for both, the universities and the faculties;
  - ▶ HE Governance Structure(s)
- ▶ The Law on Changes and Amendments to the Law on HE adopted in 2003, stipulated the following:
  - ▶ Possibility for HE instruction in foreign languages as well as in the languages of the ethnic communities which represents at least 20 % of the population;
  - ▶ Degree structure: The length of the first cycle to take from minimum three and maximum 5 years;
  - ▶ QA - The Deans, Vice Deans and the Directors of the Research institutes not to serve as members of the QA bodies (the Accreditation Board and the Evaluation Agency); The procedure and the minimum teaching requirements for the establishment of new university have been also set up;
  - ▶ Diploma recognition conditioned by qualifications similarities and /or differences with the one in RM; the role of ENIC/NARIC center ;
  - ▶ The faculties allowed to have one or more separate accounts for its own revenues;
  - ▶ The Fund for the HE has been "changed" into Council for Financing and Development of HE with the mandate to propose and enacts the By Laws on students scholarship and HE funding criteria; to allocate and distribute funding to HEIs based on their annual financial plans and programs' submissions.



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► The new Law on HE based on the Bergen and London recommendations is due to be passed by the Parliament by the end of 2007.

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#### Governance structure

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##### Institutional governance

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*University senat* – members are representatives of higher education institutions from the university, and are elected from among the professors. The composition of the senat excludes representatives of the founding body or other external members like: university administration.

*Rector* – elected from among the full-profesors with term of office of four years. The rector is entitled for re-election for an additional mandate.

*Rector's management board* - comprises the rector, the vice-rectors, and the deans of faculties, the directors of research institutions and one student representative. The president of the university senate and also the university secretary-general participate in the work of the rector's management Board. The rector manages the Rector's management board. Auxiliary bodies of the Rector's manager's board are the commissions.

*University senate* - decision-making and qualified body of the university. The University Senate comprises two staff members from each respective faculty elected from the rank of the professors, one staff member from each respective research institutions elected from the rank of the scientific counselors; three representatives from the accompanying members and ten student representatives. The rector, the vice-rectors and the secretary-general participate in the work of the senate without right to make decision.

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*Teaching scientific council* – representatives of academics from all departments/institutes

*Dean* – elected from among the full-professors and associate professors with a term of office of four years.

*Faculty management board* – dean, vice-dean, head of units and student representatives.

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Table 59: Changes in regulation and institutional governance at Macedonian HE  
Source: adapted form Kuzmanoska (2004)

Title	<b>Synopsis (activities planned and/or accomplished)</b>	<b>Duration</b>
EAR- Phare VET I project	VET I project was realized with a coverage of 16 pilot schools and containing the following principle components: curriculum development for the four-year VET programs, school equipment, teacher and coordinator training, establishing partnerships between pilot schools and similar schools abroad, researches for the needs of the labor market. It should be emphasized that in the process of curriculum design, the promotion of the social partnership was included.	1998-2001
EAR – Gopa Consultants - CARDS VET II project	The CARDS VET II project was focused on establishing more sustainable cooperation between schools and enterprises, completing the process of modernization of the initial VET system and providing support for its dissemination and consolidation. The legal framework regulating the provision of VET was reviewed and preparatory work for establishing a regulatory qualification framework to support the integration of initial and continuing training was undertaken.	2002-2004
EAR – Gopa Consultants - CARDS VET III project	CARDS VET III aimed at complementing the curriculum-driven approach by a policy driven reform strategy to ensure a coherent and consistent systemic reform and to take forward the developed “building blocks” of VET reform. A VET Law has been developed and agreed on and new institutions for policy (VET Council) and operations (VET Centre) are going to be established	2004/05
EAR - LDK Consultants & BFI, TA VET – phase IV – Training of Teachers and VET Centre Staff	<p>The last phase of VET reform was implementation of this project which was the fourth in a series of EU supported VET reform projects, began in 1998 with an aim to enhance the reform for secondary education in the country and to modernize VET schools to meet the needs of the labour market.</p> <p>In general the project aimed at enhancing the quality of teaching in VET-schools in order to increase the schools attraction and to improve qualification-levels of students who graduate from them. Thus, the project intended to enhance the “watered down” image of the VET sector, which appeared probably - among other reasons - on account of lacking institutional capacities and personal resources. Regarding this, institutional capacities and personal resources were enhanced and schools provided with support and advice during the implementation process of modern didactic, active learning and new updated equipment.</p> <p>The project's general objective was to assist the Government in the implementation of a modern vocational education and training system designed to support social and economic development through the adaptation of vocational education and training to the needs of the labour market and students.</p> <p>In order to achieve the overall objectives, VET Phase IV activities were split into two components. Component 1 aims to provide training to VET teachers to prepare them for the implementation of curricula linked to practical training and use of modern equipment. Component 2 aims to consolidate the VET reform by building the capacity of the national VET Centre through the establishment and implementation of a Short-term Modular Development Programme (SMDP).</p>	01/2006 – 10/2006
USAID & Foundation Open Society Institute Macedonia, Creative Teaching and Learning Project	Since 2002 the project offered a model of a whole-school reform actively involving students in curricular and extra-curricular activities, and promote the development of creative and critical thinkers in the FYR of Macedonia. This project was developed to help schools, management staff, teachers, and students and their parents build better understanding, knowledge, and competences required from them for the upcoming decentralization of the educational system. In June 2005, with additional USAID funds, CTL expanded its interventions on pre-service teacher training institutes aiming to support university teachers from all pre-service teacher training institutes in delivering high-quality instructions to their students.	2002 – 2005 2005-ongoing
GTZ - Promotion of the	Three year education and creating reformation model was the main goal of the project finished last year,	2003-2006

Vocational Education System in Macedonia	funded by GTZ The Goals were Vocational Qualification of professional staff in accordance with the requirements of the country's economy, which at the moment is undergoing a process of structural changes. The project's implementation focused on: using school equipment, developing curricula in compliance with the European standards and upgrading the partner's professional staff in Germany and FYR of Macedonia.	
Education Modernization Project, Dutch Government and World Bank	The Project has two objectives: (a) To improve school based learning and attendance at the local level and (b) To empower schools and school communities to strengthen school level planning and management and improve performance. In order to reach these objectives, the project has two major components: (1) Improving Education Quality and Participation –to improve the quality of learning and education participation at the targeted schools through strengthening school level planning and management and through the implementation of a school grants program. (2) Capacity Building for Decentralized Education - to build the capacity of central and local governments to operate in a decentralized education system. The component will improve strategic planning, management, and monitoring and accountability procedures in the education sector	2001-2010
FOSIM - Junior Achievement Macedonia (JA) Junior Achievement Macedonia NGO	The objective of the JA Programs is to provide entrepreneurial education, skills and knowledge as part of the basic competencies of the youngest part of the population (aged between 7-14 and 14-18).  - Method or measures 300 teachers and 50 consultants have been trained, and approximately 25.000 students (from 50 primary and secondary education), that is 10% have studies EL-courses.  - Target groups The program involves training of teachers and consultants, and lecturing the students in the selected schools (list approved by the BDE) in EL courses at the ISCED 1-2 level and ISCED 3 level.  - State-of-art JA programs are not implemented in all primary schools in the country, although results of the assessment of program implementation in the selected schools by the students and their parents, and by teachers/consultants were positive. Ongoing as an elective or project based JA programs (but only in the selected 45 elementary schools all over the country). JA company programs will be available to all secondary schools (gymnasium and vocational schools) and are project based or on elective basis. Based on the school interest, schools that did not participate in JA company programs before, might apply for implementation of these entrepreneurial courses in their curriculum. Trainings for the teachers will be organized upon request. These activities will be funded by the MoES.  - Policy link Before the beginning of each school year, MoES provides permit to go on with the implementation of the JA courses. Only for the 7th-8th grade of primary education, JA courses are included in the curricula, as elective EL programs.	1996 – 2000  2000 - ongoing
EAR - TA to Self-	The project consisted of the following:	06/ 2004 –

<p>employment in own business (CARDS - No. 02MAC01/11/(T1)00,</p>	<p><b>Objective:</b> Training of young entrepreneurs within endangered groups: of unemployed, female, ethnic minorities.  <b>Measure:</b> Trained 240 participants in 8 towns in FYR of Macedonia, within a month long trainings for starting and running own business .  <b>Expected results:</b> The additional funding 50.000 EUR provided by OSI-Network-New York enabled start-up capital for starting own business (2000-3000 EUR) of 10% of the participants.  <b>Link to policy:</b> Course syllabus continued to be offered y the agencies of employment all over the country</p>	<p>05/ 2005</p>
<p>USAID - Secondary Education Activity (SEA)</p>	<p>This project started in 2003 in 50 vocational-high schools aiming to prepare today's students for tomorrow's workplace (trained 15.000 students). It is a five-year project that helps students from Vocational Education and Technical (VET) schools to learn about the workplace and apply theoretical knowledge to practical tasks. Also virtual student companies were simulated in 44 VET-technical and 7 economic high-schools.  The project's main activities are:</p> <ul style="list-style-type: none"> <li>▪ Contextual-learning methods: to relate theoretical training with practical applications, relevant to the working world</li> <li>▪ School-based career centers: to help students access information about employment opportunities and training needs to pursue various occupations.</li> <li>▪ Real and Virtual firms in the school: to link theory to practice by simulated firms in economic schools and real business-type workshops in technical schools link theory to practice.</li> <li>▪ Professionalizing school principals: to help the MoES to decentralize the education system and give more responsibility to schools and their communities by preparing principals to become competent managers.</li> <li>▪ Supporting School Boards: to assist School Boards cope with their new tasks and responsibilities under decentralization.</li> </ul>	<p>02/2005 – 07/2006</p>
<p>Government of (FYR) and UNDP with contribution from the Norwegian Government - Self-employment project 2007</p>	<p>The Self-employment project 2007 will be implemented in three phases consisting of twelve steps as following:</p> <ol style="list-style-type: none"> <li>1. Announcement and receiving of applications;</li> <li>2. Training and selection of the best business ideas and business plans, and registration of the company; and</li> <li>3. Providing of donations (delivery of the necessary equipment/materials) and payment of salary contributions for each self-employed person for a period of three months.</li> </ol> <p>The twelve steps are the following:</p> <ol style="list-style-type: none"> <li>1. Preparation of Operational Guidelines;</li> <li>2. Public Announcement;</li> <li>3. Registration of applications by the Employment Centers and making the first selection by target groups;</li> <li>4. Informing the candidates for the measure, preparing Individual Plans for Employment (IEP) and</li> </ol>	<p>//////////</p>

	<p>the Statement of Agreement, and making second selection on the basis of IEPs;</p> <ol style="list-style-type: none"> <li>5. Training "From idea to business";</li> <li>6. Advising system through vouchers for preparation of a business plans;</li> <li>7. Ranking of the 500 best business plans that will receive grants for self-employment;</li> <li>8. Registration of a family business and employment registration;</li> <li>9. Signing of the Contracts for grants in a form of equipment;</li> <li>10. Procurement of the equipment / materials for the self-employed;</li> <li>11. Participation in the salary contributions for each self-employed person for a period of three months;</li> <li>12. Program Evaluation.</li> </ol>	
<p>EAR - TA to Human Resources Development Fund, III phase. The project is implemented by a consortium Ecorys, Nederland B.V., IFOA Italy and AstraConsult Denmark.</p>	<p>The project consists of four major components:</p> <ol style="list-style-type: none"> <li>1) A learning/training programme for 40 enterprises, of which at least 25 shall implement In-Company Projects in related areas.</li> <li>2) An upgrading programme for 25 local trainers of which 15 will be experienced trainers and 10 younger trainers.</li> <li>3) Networking activities to stimulate enterprise managers and other partners to strengthen learning activities.</li> <li>4) Support for the further development of the new local HRDF Institution.</li> </ol>	<p>01/2007 - 12/2008</p>
<p>EAR - TA to Human Resources Development Fund, II phase. The project is implemented by a consortium East West Consulting, Belgium, Formaper, Italy</p>	<p>The project consisted of four components:</p> <ol style="list-style-type: none"> <li>1) Enterprise competitiveness development, which comprised learning activities in enterprises and further consultancy support. The component had two major phases: competitiveness development training applied in 32 companies, and competitiveness development consulting applied in 15 companies. The training activities were organized in 3 regions – Strumica, Struga and Skopje having involved companies from all over FYR of Macedonia.</li> <li>2) Local consultant development, which consisted of identifying, recruiting, developing and assessing 15 market-oriented training and export-orientated consulting experts.</li> <li>3) Business development programme, which comprised three activities: <ol style="list-style-type: none"> <li>a) Activities within this component have been ongoing since June with the Exchange of Experience Groups (EEG) becoming fully self sustaining. Five groups were established: <ul style="list-style-type: none"> <li>▪ Women in Business in Skopje</li> <li>▪ Women in Business in Eastern FYR of Macedonia</li> <li>▪ Management of Human Resources</li> <li>▪ Export Challenges</li> <li>▪ Tourism Group in Ohrid.</li> </ul> </li> </ol> </li> </ol>	<p>11/ 2005 – 11/2006</p>

	<p>b) The Speaker programme has been successful with good attendance at each event with the help of the national consultants. We were also able to use the assistance and expertise of the National consultants in visiting selected companies within the region. Six events were organized in Skopje, Stip and Strumica on topics important for the textile, furniture, tourism industries and for export companies that needed to be informed about the certification procedures of EU.</p> <p>c) HRDF services to the wider Macedonian HR community, which includes cooperation and joint events with the local Trainers' Association MTN, MCA2000 and other groups. This included the organization of the management summit, held in November 2006. It was a high profile management summit, with exhibition stands attracting over 220 delegates and 23 separate training related Associations, Universities, regional development agencies and consulting companies.</p> <p>4)HRDF Capacity Building: Regarding activities within Component 4 HRDF Capacity building, and the launch of the HRDF local Institution, since the take over from HRDF I, the project have supported the steering committee and the development of future activities. The Project supported the procedure of selection of the HRDF Manager who became effective from the 10th November, due to the long procedural process.</p>	
<p>EAR - TA to Human Resources Development Fund, I phase. The project is implemented by a consortium Ecorys, Netherlands B.V., AstraConsult, Denmark, de Baak, Netherlands, ITS, UK.</p>	<p>During the HRDF Project Phase I the following results were accomplished:</p> <p>Total of 30 companies and 72 managers were participants in learning groups on following topics:</p> <ul style="list-style-type: none"> <li>▪ Strategic management and performance improvement,</li> <li>▪ Marketing and doing business with EU,</li> <li>▪ Management development and human resources,</li> <li>▪ Innovation and technology management,</li> <li>▪ Tourism development and marketing towards the EU.</li> </ul> <p>Throughout the project 26 in-company projects were designed and completed, 16 trainers were recruited and trained through a training-the-trainers programme. Furthermore, 10 company case studies were published in three languages and 12 short seminars on different business topics for HRDF companies and wider network with about 300 participants were delivered.</p> <p>During the project life span the HRDF portal <a href="http://www.hrdf.org.mk">www.hrdf.org.mk</a> was established.</p>	<p>02/2005 – 07/2006</p>
<p>ECO-NET – funded by Austria and Norway</p>	<p>ECO-NET is programme for the development of student companies, so far, 300 teachers have been trained, and 100 student companies have been established. The Eco-Net business education project, include pilot activities (teacher training, enterprise establishment, and participation at international</p>	<p>2003 - ongoing</p>

	school-based firms), at selected schools in Albania, Bosnia and Herzegovina, UNMIK/Kosovo, the Former Yugoslav Republic of Macedonia and Serbia. Eco-Net is an excellent network, where experience is shared by schools in the region and beyond.	
Fontys International Projects	<p>The most recent project undertaken by Fontys International Projects in FYR of Macedonia commencing of the E-Business Management for the Faculty of Economics at the University Ss Cyril and Methodius in Skopje.</p> <p>The main aim of the project is to develop a 4-year bachelor course in e-business. Besides the development of the curriculum for this course, the following tasks will also be performed:</p> <ul style="list-style-type: none"> <li>▪ The development of 9 new e-business modules.</li> <li>▪ Using its own resources FIP will develop modules in the area of management and marketing that are incorporated in the e-business curriculum.</li> <li>▪ To make the implementation of the curriculum possible, the IT-infrastructure of the faculty of economics needed to be upgraded. Fontys advised in the procurement of hard- and software.</li> <li>▪ Training of professors in student-oriented learning.</li> </ul>	10/2003-07/2007
UNDP - Training for entrepreneurship "From idea to business". The step 5 of the project cycle is implemented by Training Centre - CS Global and BASME Training & Consulting	<p>During the 5<sup>th</sup> step the following was accomplished:</p> <ul style="list-style-type: none"> <li>▪ Development, preparing and delivery of training for self-employment and start-up businesses,</li> <li>▪ Improvement of the workability and competitiveness through developing the individual capacity for entrepreneurship and start-up businesses.</li> </ul>	
UNDP - Training for entrepreneurship "Advising system through vouchers for preparation of a business plans". The step 6 of the project cycle is implemented by Agency for Promotion of Entrepreneurship (APE).	<p>During the 6<sup>th</sup> step the following was accomplished:</p> <ul style="list-style-type: none"> <li>▪ Preparation of 515 business plans in the course of the program for voucher counseling through the six centres for business support - CBS (covering the whole territory of the country).</li> </ul>	
Agency for support of the entrepreneurship (APPRM)	<ul style="list-style-type: none"> <li>▪ In cooperation with JAPT-Slovenia "Development of the entrepreneurship and SMEs in the SEE" and JICA-Japan "Technical assistance for promotion of newly established industrial enterprises". Activities included study trip to Japan of 10 persons from the SME department.</li> <li>▪ Together with Academic Training Association (ATA) Netherlands, supported project for "Development of the private sector in Western Balkans" and establishment of national network of art-crafts.</li> <li>▪ Project for technology transfer and innovations in 10 enterprises.</li> <li>▪ Project: „teachers training for entrepreneurship". Three different workshops for training of 200</li> </ul>	

	<p>teachers from the primary and secondary education.</p> <ul style="list-style-type: none"> <li>▪ Technical Support and funding of different promotional activities during the European Entrepreneurship Day 2006.</li> </ul>	
<p>Mechanic Faculty of Engineering at the University "St.Cyril and Metodij"-Skopje, in 2004/2005 school year, started preparation activities for a facultative, one year entrepreneurship programme for the engineering students. The programme, initially was funded by the Austrian Government' Development Programme, but later on APPRM and British Embassy also supported the Business-Start-up Centre, that will become fully operational from this 2007/2008 school year.(meaning, promotional activities of the Start-up centre are organized in different higher schools, so all University students will be able to apply for attendance in this centre).</p> <p>Integrated Business Faculty, a new private faculty of Business economy has been accredited by the MoES in 2005 and currently is the unique business school at undergraduate level. It applies integrated business curricula for contemporary education of the future managers</p> <p>Institute of Economics, at the graduate degree, since 2001 is run only one entrepreneurship MA programme at the Institute of Economics, University "St.Cyril and Metrhodij"-Skopje, as well as MA in International Management at SME's (initiated at 2001 and developed within TEMPUS-JEP programme in cooperation with Bologna University-Italy, Sorbonne-France and Institute for International Relations-Greece).</p>		

Table 60: Project activities related to the area of education and employment



**EU policy related with VET and Adult Learning**

## Europe of Knowledge

The European Union has two different types of instrument to increase the quality and openness of the education and training systems of the EU's Member States: a set of policy instruments through which EU countries are encouraged to develop their own education systems and to learn from each others' successes; and a substantial programme to support exchanges, networks and mutual learning between schools, universities or training centers as well as between the political authorities responsible for these areas in the different Member States.

## Education and Training Policy

The European Union adopted its first education programme (the COMETT programme, designed to stimulate contacts and exchanges between universities and industry) in July 1987.

The European Union's interest in Education policy (as opposed to Education programmes) developed after the Lisbon summit in March 2000, at which the EU's Heads of State and Government asked the Education Ministers of the EU to reflect on the "concrete objectives" of education systems with a view to improving them.

"Education and Training 2010"<sup>67</sup> was the name given by the European Commission to the activities it supports which pursue the agenda set out in the 2001 report of European Ministers of Education to the Spring 2001 European Council, and in their 2002 joint work programme with the Commission. It functions under the Open Method of Coordination and involves exchanges of experience and good practice, joint policy development, benchmarking and measurement of progress.

As for the reforms of vocational education and training, funding remains a key challenge and an obstacle to implementing the modernization agenda for many countries.

National priorities for the reform of vocational education and training seem broadly to reflect those of the Copenhagen process. Countries have begun to implement the common principles and references defined at European level (e.g. for quality assurance for validation of non-formal learning), but they emphasize that it is too early to present concrete results.

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<sup>67</sup> [http://ec.europa.eu/education/policies/2010/vocational\\_en.html](http://ec.europa.eu/education/policies/2010/vocational_en.html)

Despite this, vocational pathways are still often less attractive than academic ones. The improvement of the quality and attractiveness of vocational education and training continues to be a key challenge for the future.

A large majority of countries express concerns about the needs of low-skilled people, currently numbering almost 80 million in the EU, highlighting the importance of labor force participation and the role of vocational education and training systems as key means of ensuring social inclusion.

### **Objectives For Education And Training Systems In Europe**

The new strategic goal for the European Union was set out at the Lisbon European Council on 23 and 24 March 2000. Europe was 'to become the most competitive and dynamic knowledge-based economy in the world, capable of sustained economic growth with more and better jobs and greater social cohesion'.

The specific objective of the Lisbon European Council was to determine the future objectives of education systems for the next ten years. The Lisbon European Council also identified five areas of 'new basic skills' for the knowledge-based economy:

- ICT
- technological culture
- foreign languages
- entrepreneurship; and
- social skills.

On the basis of a proposal from the Commission and contributions from the Member States, the Council (Education) adopted the *Report on the concrete future objectives of education and training systems*<sup>1</sup> on 12 February 2001. This document outlined a clear and comprehensive approach to education and training, and was intended to inform national policy development throughout the European Union. The approach is based on the following three objectives:

- Objective 1: improving the quality and effectiveness of education and training systems in the EU;
- Objective 2: facilitating access to lifelong education and training;
- Objective 3: opening up education and training systems to the wider world.

In March 2001, the Stockholm European Council approved the *Report on the concrete future objectives of education and training systems*. As a direct result of the Stockholm meeting, a *detailed work programme* was prepared and adopted on 14 February 2002.

The work programme was the subject of a joint Commission and Council report presented to the Barcelona European Council on 15-16 March 2002<sup>68</sup>

### **The Open Method of Co-ordination in the field of education and training**

The Detailed Work programme on follow-up of the objectives of education and training systems<sup>2</sup> in Europe will be implemented through the **Open Method of coordination (OMC)**, as introduced in the conclusions of the Lisbon European Council in March 2000.

The **four instruments** of the OMC are the following:

- 1) **Benchmarks**, i.e. concrete targets, of a qualitative or quantitative nature, for a certain year or period, in either absolute or relative (e.g. a target rate of change /growth) figures.
- 2) **Indicators**, i.e. agreeing on certain data series which can be monitored over time as an indication of development/progress in the policy areas concerned.
- 3) Exchange of **good practice** between Member States on policy measures that have worked well and from which lessons can be drawn for future policy development.
- 4) **Peer review**, which involves Member States submitting certain policy measures to a critical review by other Member States, as and when it is considered appropriate to acquire comments and opinions on the policy measure in question.

### **Copenhagen process**

The Copenhagen Process was launched as the contribution of Vocational Education and Training (VET) to the challenges identified in the Lisbon strategy. In the Copenhagen Declaration, approved on 30 November 2002, the ministers responsible for vocational education and training in the Member States, candidate countries, EFTA-EEA countries, the European social partners and the European Commission agreed priorities and strategies for the process. Its main aim is to promote mutual trust, transparency and recognition of competences and qualifications to increase mobility and to facilitate access to lifelong learning.<sup>69</sup>

Four priorities for enhanced European cooperation in VET across Europe were identified:

- strengthening the European dimension;
- improving transparency, information and guidance systems;
- recognizing competences and qualifications;
- promoting quality assurance.

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<sup>68</sup> Council document 6365/02 of 14/02/2001

<sup>69</sup> [http://www.minedu.fi/vet2006/Copenhagen\\_process.html?lang=en](http://www.minedu.fi/vet2006/Copenhagen_process.html?lang=en)

In the two years following Copenhagen, the Education Council reached political agreement on a number of concrete results, in particular a resolution on guidance throughout life, principles for the identification and validation of non-formal and informal learning, a common framework for quality assurance in VET and the EUROPASS single framework for the transparency of qualifications and competences.

### **The Maastricht Review, December 2004**

The first review of the process took place on 14 December 2004 at a ministerial meeting in Maastricht, where it was acknowledged that substantial progress had been made. Based on the Education Council Conclusions adopted on 15 November 2004, the Maastricht Communiqué set out priorities for the next phase of the process.

The Maastricht Communiqué linked the Copenhagen Process more firmly with the 'Education and Training 2010' work programme and, for the first time, introduced national priorities:

- Raise awareness, implement and use agreed instruments;
- Improve public / private investment, including training incentives through tax & benefit systems and use of EU Funds;
- Address the needs of groups at risk - low skilled, older workers, early school leavers, migrants, persons with disabilities, unemployed;
- Develop open learning approaches & flexible more individualized pathways to enhance progression;
- Strengthen planning of VET provision, including, partnerships and early identification of skills needs;
- Develop pedagogical approaches and the learning environment in training organizations and at work;
- Enhance competence development for VET teachers & trainers.

At European level, priorities included the European Qualifications Framework (EQF) and the European credit transfer system for VET (ECVET). The other priorities were:

- Consolidate existing Copenhagen priorities
- Examine the specific learning needs of VET teachers and trainers
- Improve the scope, precision & reliability of VET statistics

### **Consolidation and further development of tools**

Immediately following Maastricht, Europass was launched in Luxembourg in January 2005, and during that year National Europass Centres were established. The interactive Europass portal came into

operation on Internet and now exists in 22 languages. In March 2006 it was serving 8,000 visitors daily.

In November 2005, the Council approved Conclusions on the role of the development of skills and competences in taking forward the Lisbon goals and addressing in particular the issue of sectoral skills.

The emphasis on quality assurance in the Copenhagen Process aims to improve the quality of VET systems and provision, increasing transparency and consistency of initiatives across Europe, thereby contributing to enhancing the status of VET within and across Member States and participating countries.

### **Steps towards Helsinki**

As a first step, the upcoming Finnish Presidency distributed a questionnaire in February 2006 to the Directors General of Vocational Training (DGV) and European social partners. The aim was to seek guidance on the main policy lines to be reflected in the Conclusions and Communiqué.

The replies to the questionnaire emphasize that the ministerial meeting in Helsinki should issue a clear political message underlining the role VET plays in achieving the Lisbon goals as integral part of the 'Education and Training 2010' work programme. The priorities to be agreed in Helsinki should support the continuation of the process and finalization of the current work. There should be a limited number of priorities with clear targets for their realization.<sup>70</sup>

### **Helsinki Communiqué**

The European Ministers of Vocational Education and Training, the European Social Partners and the Commission adopted in their meeting on 5 December 2006 the Helsinki Communiqué.<sup>71</sup>

The Communiqué, which follows the Copenhagen Declaration (2002) and Maastricht Communiqué (2004) sets the priorities and strategies for the European cooperation in Vocational Education and Training for the next two years.

The Communiqué is based on the Council Conclusions adopted on 14 November 2006 and the Background document prepared by the Finnish Presidency. Its aim is to communicate European policy strategies in the area to all stakeholders, including VET providers/institutions, teachers, trainers and learners.

The Communiqué has four parts:

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<sup>70</sup> <http://www.minedu.fi/vet2006/steps.html?lang=en>

<sup>71</sup> <http://www.minedu.fi/vet2006/communique.html?lang=en>

1. Europe needs investments in VET - this part addresses the challenges for the European VET policies
2. Making it happen - The Copenhagen process delivering reforms - this part describes the role of the Copenhagen process in responding to the European challenges and outlines the main strategies for continuations of the process
3. Reviewed priorities - this part describes the 4 priorities for the next period
4. Implementation and reporting - guidelines for the implementation

## **Adult Learning**

On 23 October, the European Commission adopted a Communication calling on the Member States to promote adult learning in Europe. The pressures of demographic change, globalization and the emergence of newly industrialized and highly competitive countries mean that adult learning must be placed firmly on the political agenda. To do so, the Commission will work with the Member States to produce an Action Plan on Adult Learning in 2007. This aims to support European adult education, with high quality information, guidance and assessment systems, excellent learning content and delivery mechanisms.<sup>72</sup>

The Commission is urging Member States to have an efficient adult learning system, which is more effectively integrated into their national lifelong learning strategies. To help this process, the Commission is proposing to launch an Action Plan on Adult Learning in 2007.

The Action Plan, which will be produced in concert with the Member States, will consider the following five key challenges in adult learning:

1. Lift the barriers to participation.
2. Ensure the quality of adult learning.
3. Introduce systems that recognize and validate learning outcomes.
4. Invest in the ageing population and migrants.
5. Be in a position to measure progress.

## **Lifelong Learning Programme 2007-2013**

The European Union (EU) is reaching a significant number of its citizens directly through its education and training programmes. The general objective of the lifelong learning programme is to contribute towards the development of the Community as an advanced knowledge society in accordance with the objectives of the Lisbon strategy. By supporting and supplementing action by the Member States, it

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<sup>72</sup> <http://europa.eu/scadplus/leg/en/cha/c11082.htm>

aims to foster interchange, cooperation and mobility between education and training systems within the Community so that they become a world quality reference.<sup>73</sup>

Decision No 1720/2006/EC of the European Parliament and of the Council of 15 November 2006 establishing an action programme in the field of lifelong learning.

The objective of the action programme in the field of lifelong learning 2007-2013 is to develop and foster interchange, cooperation and mobility so that education and training systems become a world quality reference in accordance with the Lisbon strategy. It thus contributes to the development of the Community as an advanced knowledge-based society, with sustainable economic development, more and better jobs and greater social cohesion.

To flesh out this general objective, the programme pursues specific objectives concerning lifelong learning in the EU which aim to:

- contribute to the development of quality lifelong learning, and to promote high performance, innovation and the European dimension in systems and practices;
- support the realization of a European area of lifelong learning ;
- help improve the quality, attractiveness and accessibility of the opportunities for lifelong learning;
- reinforce their contribution to social cohesion, active citizenship, intercultural dialogue, gender equality and personal fulfillment;
- help promote creativity, competitiveness, employability and the growth of an entrepreneurial spirit;
- contribute to increased participation in lifelong learning by people of all ages, including those with special needs and disadvantaged groups;
- promote language learning and linguistic diversity;
- support the development of ICT-based resources;
- reinforce their role in creating a sense of European citizenship based on respect for European values and tolerance and respect for other peoples and cultures;
- promote co-operation in quality assurance in all sectors of education and training;
- improve their quality by encouraging the best use of results, innovative products and processes and the exchange of good practice.

In order to achieve these objectives, the programme supports the following actions:

- the mobility of people in lifelong learning;
- bilateral and multilateral partnerships;
- unilateral, national or multinational projects, including those which are to designed to promote quality in education and training systems through the trans national transfer of innovation;

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<sup>73</sup> <http://europa.eu/scadplus/leg/en/cha/c11082.htm>

- multilateral networks;
- studies and reviews of policies and systems in the field of lifelong learning and their components;
- operating grants to support certain operational and administrative costs borne by institutions or associations;
- accompanying measures, i.e. other initiatives to promote the objectives of the programme;
- preparatory activities for these actions;
- the organization of events (seminars, colloquia, meetings) to facilitate implementation of the programme, information, publication and dissemination actions and actions to increase awareness of the programme, as well as programme monitoring and evaluation.



## **The Oslo Agenda:**

**A - Framework for policy development** ( Ensure political support, Better integrate Entrepreneurship Education into the Lisbon monitoring process, Set up a European-wide framework of what is to be achieved, Launch national strategies for entrepreneurship education, with clear objectives covering all stages of education. Create Steering Groups, both at European and at national level, Promote entrepreneurship education at regional level, Facilitate the development of entrepreneurship education within the Bologna process, Increase coherency between European funding programmes that can be used to support entrepreneurship education projects and activities (in particular the Lifelong Learning Programme, the ESF, the ERDF). Ensure coordination at European level in the evaluation of programmes and activities, and/or that of running/mentoring/coaching entrepreneurship education programmes and activities).

**B - Support to Educational Establishments** (Better integrate entrepreneurship programmes and activities in the established curriculum for schools at all levels; In its broader definition entrepreneurship should be also included in the curriculum for primary schools; The European Commission should support curricular reforms to be undertaken at national level and facilitate comparative analysis; Support the use of practice-based pedagogical tools whereby students are involved in a concrete enterprise project; Stimulate - through targeted public funding - the implementation of pilot projects in schools; Ensure sustained funding/support for entrepreneurship education activities; Grant public funding for the establishment of Entrepreneurship Centres at universities; Build common European and national platforms of existing programmes, projects and teaching material; Develop research to assess the impact of entrepreneurship education on individuals, communities, society and the economy).

**C - Support to Teachers and Educators** (Providing specific training to teachers in entrepreneurship is a policy issue, and should be attached to the national curriculum reforms; Adopt innovative methods to train teachers in entrepreneurship; Set-up incentives at school level to enable teachers; Launch innovative actions for training teachers on entrepreneurship; Support the mobility of educators across Europe).

**D - Entrepreneurship activities in Schools and in Higher Education** (Embed elements of entrepreneurial behaviour (curiosity, creativity, autonomy, initiative, team spirit) already in primary school education; Starting from primary school, raise awareness in young children of the role of enterprises and entrepreneurs in society; Disseminate within schools a book with success stories of young entrepreneurs; innovative pedagogies into all courses; As part of the final evaluation of a programme or course in entrepreneurship, test the entrepreneurial competences of students; Associate students to real companies and to business people; Allow and support the spontaneous initiative of student associations pursuing objectives such as creating links with businesses; Engage alumni in the activities of the school/university and in the classroom; Offer entrepreneurship education

to disadvantaged groups; Higher education establishments should integrate entrepreneurship across different subjects of their study programmes; In higher education, bring entrepreneurs into the classroom and involve students directly in enterprise projects; Increase the production of European case studies to be used in the classroom in higher education; Give entrepreneurship more academic esteem; Encourage students, graduates and researchers with commercially viable business ideas to develop them into companies; Embed evaluation systematically into all programmes).

**E - Building links and opening education to the outside world** (Encourage the creation of learning communities with the mission of fostering entrepreneurial mindsets Encourage the involvement of private partners in education for entrepreneurship; Businesses should consider donating at least a tiny part of the working time of staff to participation in activities within schools and universities; Develop or support research on how employers can be better engaged in school/university education; Help develop the pedagogical abilities of entrepreneurs and business people; Conceive, develop and promote a label for "entrepreneurial schools" and "entrepreneurial universities"; Give young people the opportunity to develop their enterprising skills by helping them to create their own "summer job"; Build Entrepreneurship Centres at a local level).

**F - Communication activities** (Launch awareness campaigns at European and national level; Celebrate entrepreneurship education activities and programmes that work well; Establish awards, at European and/or at national level, to acknowledge enterprises that distinguish themselves more in dedicating funds and working time of their staff to teaching, mentoring and more generally to participation in activities within schools and higher education).

## EU agencies, Think Tanks, Networks and Data Banks

### Human resource development fund HRDF

The Human Resources Development Fund for Enterprises (HRDF) has been established on 26. June 2006 from the Project founded by European Union and Managed by the European Agency for Reconstruction in 2006. The Project HRDF Phase I supported the efforts and engagement of all relevant stakeholders and beneficiaries during the Project. The project managed to establish the first public-private partnership institution in FYR of Macedonia dealing with human resources development in companies.

#### Organization of the HRDF

HRDF is founded as a programme with its hub at APPRM. The founders are companies, professional and business associations, chambers and universities. The founders signed a Memorandum of Understanding and participated in the 1st HRDF General Assembly on 26 June 2006. The General Assembly appointed the Steering Committee of the Fund. Right from the start, HRDF is having its own sub-account, and the Director has wide-ranging freedom of operation within the framework defined by the Steering Committee. The activities of the Fund reflect realistically the amount of funding that can be obtained from the Ministry of Economy through APPRM, the contributions from founders, and the donor support.

#### HRDF:

- Provides support to the systematic introduction of modern management techniques in the enterprises, as well as strengthening of the management capacities of the SMEs in FYR of Macedonia;
- Is national programme that provides quality of the management development programmes;
- Act as a linkage between the suppliers and beneficiaries of trainings.

Founders of the Human Resources Development Fund are:

<b>Public Sector</b>	<b>Enterprises</b>	<b>Trainer's / Consultant's Companies</b>
Ministry of Economy	City Travel, Skopje	Trajkovski i Partneri, Skopje
Agency for promotion of entrepreneurship	Maksima, Shtip	Ted Konsalting, Skopje
	Seavus, Skopje	CS Global, Skopje

<b>Chambers</b>	Balkan Delo, Skopje	Fasto, Skopje
Economic Chamber of North West Macedonia	Inet, Skopje	MCG, Skopje
Macedonian Chambers of Commerce	Sigma SB, Skopje	Triple S Learning, Skopje
Confederation of Employers of the Republic of Macedonia	TZS i S, Skopje	A-Tok, Skopje
Economic Chamber of Macedonia	Inzhinering Dass, Ohrid	Samerimpeks – Impulsi, Skopje
	DS Constructions, Kumanovo	Consulting Corporation, Skopje
<b>Universities</b>	DS Foods, Kumanovo	Basme KT, Skopje
American College, Skopje	Dauti Komerc, Skopje	Zdruzenie na menadzeri i auditori za kvalitet
CIRKO, Machine Faculty, Skopje	ABC Produkt, Skopje	Eurovik, Skopje
Centar za razvoj na novi biznisi pri Univ. Kiril i Metodij	Zito Vardar, Veles	Inkubator, Veles
JIEU - Centar za razvoj na biznisot, Tetovo	Gord Sistemi, Skopje	Vardar Biro, Veles
	Gica, Ohrid	Motiva, Skopje
<b>Associations</b>	Alkaloid, Skopje	
Macedonian Trainer's Network		
Management Consulting Association, MCA 2000		
PREDA, Prilep		
Centar za bankarstvo i finansii, Skopje		
MASIT, Skopje		
ESA, Ohrid		

Training for companies in group learning. This activity is for training of managers from different companies on the same subject matter like marketing, management, human resource development, business strategy and business plan etc., where learning results from exchange of information and experiences between the participants and trainers, and between the participants themselves. The activity in-house training for managers of one company has the purpose of strengthening the internal capacities related to one topic. On-the-job training activity through internal projects refer to a specific issue that a company is facing, and are aimed at resolving the issue through project solutions tailored according to the needs of the specific company from the specific field.

At the moment the Fund is able to deliver Group learning on the following topics:

- Marketing management (improvement/development of skills for market research and analysis, price setting, promotion, distribution, using employees for marketing purposes),
- Human resource management (strengthening the skills, knowledge and attitudes towards the management system as well as human resource management),
- Tourism (upgrading of practical experiences and knowledge on topics related to the field of product development, marketing, and sale),
- Innovation and technologic management (improvement of the technologic portfolio of the companies, as well as their internal organization, and improvement of skills, knowledge, and attitudes towards project management),
- Strategic management (by using SWOT analysis and other tools for defining a perspective strategy, to develop skills for business and action plan development, as well as tools for implementation monitoring).

HRDF provide specialized programmes for learning in the companies which involve 12 semesters:

- Export Strategy (support for the domestic companies become competitive by internationalization of their business, including export marketing and partnerships)

The main steps in the Group Learning approach are:

Step 1: Diagnostics of the company

Step 2: Grouping of the companies in Group Learning and appointing of trainers

Step 3: Signing agreements with the companies and trainers

Step 4: Selection of topics and compiling priority lists by the managers of the companies for every learning group.

Step 5: Curriculum planning

Step 6: Implementation of the curriculum and continuing monitoring and evaluation

Step 7: Awarding certificates of participation to the managers and the company

The programmes are envisaged to be implemented in 8 seminar days, in the pace that the group will agree upon. The training can take place either in the premises of the participating companies or in rented adequate premises. The programme allows maximum three managers per company, and the maximum number of participants in the group is 20. The training of the learning groups is designed to be delivered by two experts supported by an international expert in the preparative phase and on one seminar day. The workshops on each seminar day have brief introduction to the topic, in relation to which the participants will later work on specific assignments, study cases and discussions, where they will have opportunities to exchange their experiences and acquire new knowledge and skills. As an integral part of this programme, each company will have an opportunity to develop internal project

related exclusively to the needs, as well as to apply for an additional support provided by the Human Resource Development Fund in order to implement these projects.

#### Strengthening Trainers Capacities through Train the Trainers

HRDF is working on increasing the number and quality of the local trainers working in the field of management training and consulting. The Fund implements programmes on increasing the capacities of trainers who offer their services to the domestic companies in diverse areas. The fund provides training on using new tools and concepts in training. Tools and concepts are promoted and introduced which are directly related to the implementation of the project activities such as: methodologies for assessment of companies, training needs assessment, development of training modules, development of internal projects and case studies. The training on basic training skills refers to the basic skills that every quality trainer should master, such as: group dynamic, motivation, facilitation techniques, presentation and communication skills, moderation and facilitation, process consulting, etc.

Another activity is the Academy for young trainers, which was implemented in 2007. That was an intensive programme for training of potential trainers which involves 4-5 introduction modules, 10-12 specialized modules, as well as development of a mini project under the mentoring of international and experienced local trainers.

Examples of topics for the Training of Trainers:

- Diagnostics of companies (strategic assessment)
- Facilitation skills
- Training needs assessment and evaluation of training
- Internal project development
- Case Studies development

The Fund provides a platform for exchange of experiences, promotion of good practices, and local companies networking.

The Fund organizes activities for the purposes of raising the awareness of the companies regarding the strategic role, significance and benefits from continuing management training, as well as promotion of cooperation between trainers, companies, professional associations, chambers, and other entities involved in the learning process.

Groups for exchanging experiences are thematic groups composed of managers of companies learning by exchanging their experiences (ex. Women in Business, Human Resource Development, Export Challenges, Tourism, etc.)

The Forums involve informative seminars for the companies regarding the training offered in the current period on interesting and topical issues most often in cooperation with professional associations and chambers; other public events aimed at Human Resource Development Fund promotion

National Award envisaged for the companies that significantly invest in human potential development.

Managers from domestic companies have opportunity to meet once a year during the Management Summit organized by HRDF and reach conclusions regarding development topics which will contribute to information dissemination to the governmental institutions on the needs and expectations of the entrepreneurs and managers, as well as on strategic development plans of the companies in FYR of Macedonia. In 2007 was the First Management Summit in the Hotel Holiday Inn in Skopje, which was successful.

Exchange of Experience Groups (EEG) is a group of persons who meet regularly to exchange experience of topics of common professional interest. The purpose is the people to meet and to discuss different subjects and contribute with their knowledge and experience. By passing on own experience and receiving others, the EEG and its individual members can draw conclusions for the benefit of the individuals and for the enterprise.

Each EEG has a basic theme, which is of interest of all members of the EEG. The following themes have been chosen for the EEGs that are established:

- Tourism
- Women in business
- Management and Human Resource Development

Within each theme, the EEG chooses, as needed, the subjects and problems to be discussed and developed – often related to daily problems and experience. An EEG group works through trust and mutual discretion and builds on openness among the parties, commitment and responsibility for achieving results in the EEG.

Everybody in the EEG is active and present own experience to other group members. That means:

- Mutual trust and respect among members
- The group is open inwardly and closed outwardly
- The members are committed and responsible for creating results.
- Compulsory attendance to participate in the EEG meetings.

Each EEG has up to 20 members and meet once a month. Meetings are usually held in the members' enterprises in turn from 17:00 to 20:00. The members organize the EEG in turn, assisted by HRDF consultants. Meetings are held according to a standard agenda, and normally finish with a social

activity, incl. small dinner. The financial contribution is held at an absolute minimum, but depends on the activities the members chose to take place in the EEG.

According to the APPRM records up till September 2006 200 vouchers were issued:

Table 1

Pilot phase results  
(November, 2005-January,2006)

	REGION		
	Skopje	Strumica	Total
Number of issued vouchers	37	72	109
Number of applicants	24	32	56
Existing enterprises	19	8	27
Start-up enterprises	5	24	29
Number of counselling hours	1.055	1.184	2.239
Total paid amount (EUR)	10.180	16.268	26.448
General counseling	68 %	86 %	80 %
Specialized counseling	32 %	14 %	20 %
Number of engaged consultants	17	17	25

Table 2

Results of the voucher counseling in Regions  
(May-July, 2006)

	Skopje	Strumica	Ohrid	Kumanovo	Bitola	Tetovo	Total
Number of issued vouchers	31	36	2	12	10	/	91
Number of clients	22	22	2	9	6	/	61
Growing businesses	16	6	2	5	3	/	32
Start-up businesses	6	16	0	4	3	/	29
Number of counselling hours	866	534	100	273	210	/	1983
Total granted amount (in euros)	6.447	6.321	972	2.188	1.531	/	17.460
Total paid amount till	-	-	-	-	-	-	10.557

On average 80

hours/ per advisor



15.09.06 (in euros)							
General counseling	65%	86%	0	100%	70%	-	78%
Specialist counseling	35%	16%	100%	0	30%	-	22%
Number of engaged consultants	12	10	1	3	3	-	25

## **Centre for Entrepreneurship and Executive Development CEED**

The key activity of the CEED development centres is to enable growth to entrepreneurs and their management teams through organized practical training, a networking programme and the international integration of entrepreneurs into the global business environment. The CEED model consists of a local entrepreneur enabling networking platform on which an education and business support/market access programs are built.

A business building network -- CEED is positioned as a networking center that helps high-expectation SME entrepreneurs make the connections they need for peer to peer learning, and to find the leads they need to grow their businesses. Most importantly, the networking center is a branded platform on which effective training can be promoted and distributed. CEED sponsors short, entrepreneur targeted networking learning events on a quarterly basis in most countries. CEED defines high expectation entrepreneurs as those who either have, or are expected to create, sizable (20 people minimum) companies and who want to grow.

Business expanding training -- CEED is focused on providing SME entrepreneurs and their senior executives' practical information and skills that are readily implemental. Entrepreneurs tell us they want training for themselves and their people. But the low relative attendance, continued skepticism in the quality/scope of training given poor prior experience, and pressing schedules suggest that a different model is necessary to address the knowledge gaps. A success model exists in the Russian center for entrepreneurship whereby they have created, in effect, a new 'distribution channel' for training. Courses for entrepreneurs are short and taught by seasoned entrepreneurs who are both skilled in their area of expertise and are able to vividly provide 'real world' perspective and examples. Practical functional training for the entrepreneurs' executive teams will by necessity be lengthier. They will be designed to be highly practical and interactive consistent with CEED's core operating principals.

Regional market access – On the basis of SEAF experience as well as input from multinational corporations, intra-regional business within the Central and Eastern European community is highly underdeveloped. CEED wants to proactively address this issue by providing a medium by which SME's throughout the region can be 'connected.' This process will be built on CEED's local presence, and

reinforced with its unique regional oversight and management that will create regional training and networking activities that translate to increased SME intra-regional business growth. A strategic objective for CEED is integrating larger regional and multinationals into our programs, and inviting their serious participation in both training and business development activities.

## Training

A guiding principal for CEED is to ensure that any training be practical, readily actionable, and be taught by entrepreneurs. This is driven by our experience as well as research indicating that entrepreneurs are more likely to take heed of knowledge imparted by other entrepreneurs vs. that provided by academics. CEED specifically aims to populate seminars with like-minded entrepreneurs and to promote interactive discussion that encourages peer to peer knowledge sharing. Case studies will be highly used to minimize the academics and to highlight what's real. CEED will also plan to sponsor the development of local case studies as funding permits to further heighten local relevance. SEAF's experience and strong relationships with numerous SME's provide CEED a rich source of case study raw material across multiple functions including marketing, finance, operations, and human resources. To summarize, our aim is to:

- Target entrepreneurs' specific growth needs, concentrating on local case studies
- Feature entrepreneurs as trainers, leveraging their 'real world' business experience
- Foster discussion of common issues, providing the opportunity for interaction, networking, and peer learning
- Deliver content in short, practical courses to effectively reach busy executives.

CEED will as well facilitate the provision of knowledge that can benefit the SME's executive team. These functional programs (Marketing, Finance, etc) will likely be longer, but will nonetheless be highly targeted and focus on practical approaches that are readily applicable. In FYR of Macedonia CEED will offer functional programs like Top Class for executive Managers or connect with capable providers who can deliver knowledge consistent with its highly practical, practitioner taught approach. Also will develop tailored skill development programs including 'in-house' programs per clients request.

## The local Network as the 'platform'

The local CEED center, with its local institutional intelligence is the energy center for CEED. As the model below illustrates, we see the 'network' with its strong SME, large regional company, multinational, academic, and governmental network. as the hub of local CEED activities. It provides the underlying organizational fabric on which more specific programs, such as intra-sectoral activities, training programs, financing seminars, etc., are built.

This 'network' is brought alive via 'Network Learning Events' (NLE's) conducted at least quarterly. The objective of these NLE's or any CEED sponsored seminar is to deliver to all attendees an actionable

tool that can be readily applied, consistent with CEED's brand 'promise.' A second and highly relevant objective is to set the stage for - and promote - the more in-depth CEO and executive training courses. Industry specific and/or functional educational roundtables will be considered as the program evolves. Separate combined Entrepreneur and executive development programs, as well as functional leadership series, are under development. Specific Industry seminars will be developed as local and regional interest emerges.

#### Business Mentoring

CEED believes that mentoring is a key ingredient in fostering 'faster-than-normal' business growth. CEED can work to identify appropriate mentors via its local and regional network. Slovenia is piloting the 'CEED Top Class' program where a group of 25 successful and already known entrepreneurs will develop 25 selected young high-growth entrepreneurs through a mentoring program. This Program starts in FYR of Macedonia from October 2007. Currently CEED Macedonia is providing information and opens the enrolment for young entrepreneurs. The interest is high because it is new approach with mentoring and networking as learning platform.

#### B2B - International access

The current trade and business environment within South Eastern Europe (SEE) has never been more dynamic. Fact is that the trade within the region today is relatively under-developed. There is a clear opportunity for the better capitalized and institutionally knowledgeable SME's to build business within the region. CEED believe that a network of Entrepreneurship Centers throughout the Balkans can provide new opportunities for clustering businesses and developing business-to-business relationships that will result in business growth.

#### **TurnAround Management (TAM) and Business Advisory Services (BAS)**

The objective of the TurnAround Management (TAM) Programme is to support economic reform by assisting small and medium to large sized enterprises to transform themselves. The programme assists enterprises to operate successfully and help to develop new business skills at the senior management level so as to be able to survive and compete in market economies.

To achieve this, the programme introduces industry specific management expertise by providing the advisory services of experienced former CEOs and directors from economically developed countries. These advisors transfer management and technical know-how to enterprises, conveying the principles of responsible corporate governance and sharing commercial experience directly with CEOs and senior managers. TAM is managed on a "not-for profit" basis and utilizes multiple donor funds to provide the costs of support for the projects; none of the funding is given to the enterprises.

The objective of TAM is to build the confidence of SME to operate successfully and adapt to international markets. Also to assist SMEs to comply with industrial legislation and develop sound environmental practices. Another objective is to help management prepare a business plan, which will be based on best international business practices and to establish strategic direction and attract external investment and finance. TAM is working on advising on design and production capabilities to be comparable with international competitor and on improving SME's competitive position with marketing strategies and network of international contacts.

From its inception in 1993, TAM has carried out nearly 1,360 enterprise restructuring projects with over €87 million of donor funding. Of these, 82% have been evaluated as satisfactory or better, based on overall results such as improved management skills, increased productivity, turnover, security of employment, business planning, and greatly improved understanding and capability of design and marketing. TAM utilizes some of the world's most experienced business leaders in projects to advice companies modernize their management practices and improve turnover and productivity at no cost to the company itself.

What does a typical TAM project look like?

Over the years, the TAM management team has built up a database of over 3,200 senior industrial advisers (SIAs) and specialists from a wide array of industries. An adviser has at least 15 years of experience as CEO of a company in a relevant sector in a market economy. Enterprises are selected after screening by TAM team country coordinators (TTCCs), who assess eligibility for TAM assistance and coordinate the operations of TAM's highly skilled SIAs in the field. The SIA is selected from the same industry sector as the beneficiary company. As the head of a TAM project team, including one or more functional specialists and with a TTCC to assist, the SIA will help the enterprise to understand its problems and to make the management and cultural changes necessary to create a profitable, stand-alone private enterprise. This change will be brought about by the enterprise management itself, the TAM team works hard to transfer skill and know-how, and to avoid creating dependency. Each project is unique and tailored to the requirements of the individual enterprise. Typical areas of activity include developing sales and marketing strategies, undertaking financial and strategic planning, and restructuring the organization to attract external finance. Each TAM team, usually spends 60 days with the enterprise over a period of 18 months. After the project is completed, the impact on the company's business performance is independently evaluated and rated.

What type of companies does TAM assist?

For a company to qualify for TAM assistance, the senior management must have the ability to benefit from the project and be prepared to commit the necessary time and effort. The enterprise must:

- Be a private company or have irrevocable government commitment to privatization.

- Be able to demonstrate potential for growth, a genuine need for business advice and a capacity to absorb the assistance given.
- Have an acceptable debt structure.
- Not be involved in military products or services, gambling or tobacco.

Apply for TAM assistance

TAM has developed strong, self-reliant management in its partner enterprises, creating a new and sustainable resource that continues to be of benefit long after the project ends. The skilled, dynamic managers that emerge from the programme can also contribute directly to the revitalization of their sectors and even bring about industry restructuring from within. This can be more effective than externally imposed solutions. TAM is managed on a not-for-profit basis and utilizes funds from many donors to provide support for the projects. About 50% of the funding has been provided by the EU, with the other half coming from individual donor countries or groups of donor countries.

The BAS Programme works with micro, small and medium-sized enterprises to define their business needs and to specify the terms of reference for services to be provided by local consultants. The programmes assist enterprises to develop and grow by enhancing their competitiveness, marketing and financial management, quality management systems and strategic business planning. By using local consultants, BAS combines the dual role of assisting SMEs in their business expansion with contributing to the professional development of local accredited business consultants. These short term projects are designed to remove barriers to growth faced by SMEs whilst also developing the local consultancy capacity.

BAS started in the Baltic in 1995. BAS currently operates in 17 countries through 27 offices and has undertaken over 5,100 projects with nearly €58 million donor funding. Of the nearly 3,000 projects rated one-year after completion, 92% have been evaluated as "Successful" in helping enterprises to improve their business performance and enhance their competitiveness by providing practical solutions to deal with short-term issues which were preventing business growth.

BAS objectives are:

- Remove barriers to growth and development of micro and SMEs.
- Enhance competitiveness and effective management by providing practical business advice through local consultants.
- Build the local consultancy capacity to serve current and future enterprise needs.

What does a typical BAS project look like?

Enterprises can apply to the BAS programme for subsidies to lower the cost of professional advisory services in a broad range of management consulting areas including:

- Management information systems and other IT solutions.
- Strategy development, including enterprise restructuring, reorganization and management.
- Business planning, including proposals, business plans and feasibility studies for project finance.
- Market research and marketing planning.
- Cost accounting and cost reduction studies.
- Engineering studies.
- Quality management systems.

Business partner and investor search.

The BAS Programme operates out of local offices with two to four staff headed by a National Programme Director, who together facilitate a large number of projects using local consultants. A Senior Regional Director oversees operations of all BAS offices in each region and nurtures donor relations with multilateral constituencies in the field. Before BAS starts operations in a new country, an in-depth feasibility study is undertaken which assesses the business needs and absorption capacity of the local SME sector. Contacts with local enterprises and enterprise agencies, active donors and local consultants, from which selections are made to begin to build a database, are established before an office is opened. Typical BAS projects are short-term projects with a rapid pay-back, such as market research and analysis, brand development, upgrading of IT systems, introduction of quality management systems or engineering and technical consultations. Local staff initiates projects by identifying target enterprises and matching them with local consultants sourced from the database. The BAS programme provides a grant of around 50%, on average, of the total net project cost to a maximum of €10,000.

What type of companies does BAS assist?

To qualify for consideration under BAS, enterprises should meet the following conditions:

- Be majority privately and locally owned.
- Have been in existence for at least two years.
- Have little or no previous experience of using external consultants, and/or do not have resources to finance a complete project.
- Be able to demonstrate potential for growth, a genuine need for business advice and a capacity to absorb the assistance given.
- Operate in all sectors except banking and financial services, military products or services, gambling, tobacco.

The BAS programme model is highly efficient and cost effective. Smaller enterprises with fewer than 100 employees, in particular, have experienced the greatest growth and provided most employment opportunities. BAS operates in each country with only two to four professionals who deliver a large number of projects. Simple procedures allow rapid decision making. Local consultants work effectively with small enterprises because of their understanding of the language and business culture. BAS activities have always been based on programme funding by donors and about 76% of total funding has been provided by individual donor countries, with 24% of funding coming from the EU. Donor priorities are specifically tailored to advance potential synergies with their ongoing and planned donor development efforts in the relevant countries.

There are strong parallels between the work of TAM/BAS and the investment priorities of the EBRD, which may invest in companies after a TAM/BAS project ends. Below is an outline of some of the ways in which the TAM/BAS has cooperated with the EBRD to date and some future opportunities. The EBRD has invested €72 million in 163\* companies that have received funding from the TAM or BAS programme. This funding has contributed to a total project value of €1.66 billion.

#### EBRD Investments in TAM projects

TAM has been researching the developments of clients that it has served jointly with the EBRD, and reported that from the inception of TAM, around 97\* TAM companies have mobilized at least €1.5 billion in loans and equity investments, of which about €645 million were invested by EBRD or EBRD-related financial intermediaries.

#### EBRD Investments in BAS projects

BAS has been researching the developments of clients that it has served jointly with the EBRD through information obtained from the enterprises one year after the completion of the project. To date, 82\* BAS companies have mobilized €209 million in loans equity investment, of which about €132.5 million were invested by EBRD and EBRD-related financial intermediaries

#### The TAM/BAS role in the EBRD

TAM/BAS is now an explicit core operational priority in the Bank's overall SME strategy "pillar III" and in country strategies. The linking of TAM/BAS expertise with banking teams and resident offices (ROs) can be achieved during both pre-investment and post-investment activities. BAS has carried out over 440 projects in the Western Balkans and has helped over 30,000 employees utilizing €6.2 million in donor funds. The combined turnover of these projects is nearly €850 million.

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# ANNEX 7

REPUBLIC OF MACEDONIA  
CIVIL SERVANTS AGENCY

## A NATIONAL SYSTEM FOR COORDINATING CIVIL SERVANTS TRAINING AND PROFESSIONAL DEVELOPMENT IN THE REPUBLIC OF MACEDONIA

October, 2005  
Skopje

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*While the utmost care has been taken into preparation of this working version, it should not be considered an official translation of the National System for coordinating civil servants training and professional development in the Republic of Macedonia. The translation has been prepared by the DFID PAR Project and is based on the Macedonian text provided nby the Agency for Civil Servants.*

## **INTRODUCTION**

1.1. Under the Law on Civil Servants, the Agency for Civil Servants (CSA) is responsible for giving opinion and advice on the training and professional development of civil servants and co-ordinating those activities.

1.2. The document defines the **training policies** and **systems** for the civil servants in the Republic of Macedonia, which will enable the CSA, state bodies, the courts and the municipalities to meet their objectives that are established by a law - to realise the full potential of all Macedonian Civil Servants in creating a professional and competent civil service, capable to deliver high quality services to all those whom they serve.

1.3. The paper serves as a basis on which the CSA, in cooperation with all the state bodies employing civil servants, will be able, through partnerships, to establish relevant and appropriate midterm strategy, plans of activities and resources for the professional development.

1.4. This document:

- explores and describes the essential role of training and professional development of civil servants in achieving the goals of the Republic of Macedonia (Section 2)
- reviews current provision of and attitudes to training and professional development, which form the background against which future training policies and systems will be developed(Section 3)
- defines the main principles and postulates of the national training policy and professional development of civil servants (Section 4)
- describes the demand led model for training (Section 5)
- explores risks implications for successful implementation and proposes future actions (Section 6)

### ***1.1 Consultation Process***

1.5. This document is a result of the joint efforts of all the bodies employing civil servants which were involved in a broad consultation process that was initiated by the CSA and that took place from June until August 2004. The consultation process began in late June 2004 with the presentation of the draft version of this document to the state secretaries and the secretaries-general of the bodies referred to in Article 3, paragraph 2 of the Law on Civil Servants. The process continued within the bodies and by the end of July these submitted their opinions, comments and remarks to the CSA. It ended with a symposium at which the representatives of these bodies jointly discussed all the key issues concerning the civil servants training policy and system. Hence, the solutions regarding the training policy and system envisaged in this document reflect the common views of all Article 3 paragraph 2 bodies.

## ***1.2 Definitions***

1.6 For the purposes of this document, the following definitions apply:

- a) “Article 3, paragraph 2 Bodies”: This term is used to describe all the public bodies and municipalities employing Civil Servants as defined in Article 3, paragraph 2 of the Law on Civil Servants (see Annex 1)
- b) “human resources development capacities”: means those officials within Article 3, paragraph 2 Bodies who are responsible for advising senior managers and line managers on staff management and training procedures; the application of the law on civil servants within those bodies; and for liaising with the CSA on the provision of data and on the development of HR management procedures.
- c) “Generic/corporate/horizontal training”: means training which is centrally designed for, and delivered to, groups of civil servants across Article 3, paragraph 2 Bodies, adding more value by enabling cross-sections of civil servants to work and learn together, share information and develop strategies all of which are necessary to create co-operation, co-ordination, *esprit de corps* and consistency of approach.
- d) “Funding mechanisms”. The following mechanisms apply: “centralised funding” for training means funds are allocated to a single centralised body or directly to training institutions and individual bodies receive training free of charge. “Decentralised funding” means that funds for training are allocated to the budgets of individual bodies that manage such funds and pay for training they procure. “Mixed funding”, which applies in many countries, means a system in which funds are allocated directly both to central bodies and training institutions and also to individual bodies.

## WHY IS A TRAINING POLICY AND A TRAINING SYSTEM NECESSARY FOR MACEDONIAN CIVIL SERVANTS?

2.1. In the past 14 years, the civil servants training in Republic of Macedonia could be described, generally, as an *ad hoc*, disorganised activity. Main reasons for that are:

- lack of nationally defined training policy;
- uncoordinated processes for human resource management between individual bodies and employers of civil servants; and
- budget restrictions.

2.2. As a result, there has often been no detectable or effective, relationship between the training of civil servants, the needs of their administrative bodies and the contribution from such training towards more effective performance of functions. Although there are exceptions, in most cases the improvement of the quality of performance has been overshadowed by personal interests. There have been no strict criteria on who and under what conditions can have access to training. Without such criteria, subjective decisions have prevailed, not always based on realistic and identified needs. Moreover, the principle that all civil servants should have access to training, in any case, proved illusory because of budget limitations. The fact remains that the bulk of the training has been and still is financed and sponsored from foreign sources. Thus, it was and still is supply orientated, rather than being lead by demand based on identified training needs. In addition this entire period has been marked by the fact that, given the salary differentials, trained staff simply migrates to the private sector.

2.3. If we consider the current training situation in terms of the fact that it is mainly financed by international donors and organisations, the picture becomes even more alarming. Namely, the Republic of Macedonia has no unified database that would accurately indicate the amounts invested in training civil servants and other employees, through the various dedicated projects and programmes for training or those containing such components, during the past 14 years, let alone the total investments for such purposes, at a central or local level. In any case, the sums involve millions of euros.<sup>74</sup> The lack of such data is an additional sign of the absence of national policy in this sphere, i.e. lack of nationally coordinated management of investments that need channelling in support of the realisation of Macedonia's main policies and priorities. The Republic of Macedonia, among other things, cannot afford to let this situation persist, i.e. to continue to lack a national policy on this form of assistance to the state, by which it could at least:

- channel the funds to the agreed and aligned priorities;
- take part in measuring the quality of "assistance" received/the quality of the training provided; and
- measure the effects or the results from these important investments.

2.4. Although the reasons we referred to in 2.1., concerning the extremely poor condition in the sphere of civil servants training and professional development, continue to persist, the situation during the past 2-3 year has differed significantly from the one described above, primarily owing to the fact that certain segments of the state sector became increasingly aware that training, that is, investment in human resources, is key to the implementation of the multitude of reforms, as well as to the achievement of the strategic objectives of the Republic of Macedonia. The most illustrative examples for this come from the field of European integration, i.e. the European Integration Training Strategy for Civil Servants, which was adopted by the Government in 2000 and the two ensuing operational plans for training (for

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<sup>74</sup> The "Superior Administrative Training" Project funded by the French Government, amounting to €1.5 million; The Training Programme for 600 Civil Servants from the Communities (PACE 1) funded by the European Agency for Reconstruction (EAR), amounting to €2 million; and the Training Component of the EAR funded Local Infrastructure Development Project, amounting to €3 million.

2001/2002 and 2003/2004); the provisions of the Law on the Budget of the Judiciary concerning the allocation of at least 2% of the above budget for training judges, civil servants and other staff in the courts. This is the first piece of legislation that explicitly and practically regulates the issue of training and its funding. Another example can be found in the provisions of the Law on Public Procurement, identifying programmed planning and realisation of training as necessary activities for the successful implementation of the Law.

2.5 This recent change in the awareness about the importance of training has been aided by the adoption of the Law on Civil Servants, above all because it defines the status of civil servants and the necessary requirements for their professional and competent performance.

2.6. Training and professional development are essential for continuous progress and development of administrations. The State Administration of the Republic of Macedonia is no exception. Several motives for its development and progress can be identified, Macedonia's European integration being among the most important ones.

2.7. In March 2004 the European Commission announced the European Partnership for Macedonia, which was based on the third annual Stabilisation and Association Report. The European Partnership defines the short-term and the medium-term priorities in many areas, including public administration. In this sense, a key short-term priority in the Partnership is the full implementation of the Law on Civil Servants and the strengthening of the CSA. On the other hand, in the medium term public administration reform must continue, its independence promoted and its professionalism and equitable representation strengthened. However, regardless whether the European Partnership refers to sector specific reforms and activities (judiciary, economy, financial management) or interdepartmental reforms and activities (decentralisation, public administration, equitable representation, corruption), it explicitly states that both in the short term and in the medium term it is necessary to implement measures for strengthening the capacities of the administration (centrally and locally) and ensure training leading to the achievement of the defined objectives.

2.8 EU accession, whilst being an important one, is not the only such driver. Administrative reform is essential in its own right if efficient, economic, fair, consistent, cohesive and sustainable public services and policies are to be delivered to citizens and taxpayers, within or outside the EU. Moreover, reform is a continuous process: technologies, economic and social circumstances and citizens' expectations are changing, sometimes very quickly and in unexpected ways. The response to such challenges will often require acquisition of new or previously unknown skills and, most importantly, always a maximised performance of the staff.

2.9 Macedonian civil servants are facing fast, wide-ranging and growing changes that cannot be implemented effectively, or at the right time, without civil servants having identified and acquired the necessary skills and knowledge, both in terms of strengthening their advisory skills (policy making) and delivering the work (policy enforcement). Effective policy advice-giving and policy co-ordination, consistent and high quality, service delivery, and civil servant capacity to respond to new circumstances are the hallmarks of an effective administration. Examples of categories of necessary skills include:

- Evidence based policy making
- Coherent public policy co-ordination
- Information collection and management
- Strategic service delivery management
- Development of citizen / client centred services

- Strategic economic guidance and facilitation
- Development of partnerships with civil society and the private sector.
- Civil Service Ethics
- Prevention against corruption
- Transparent public accountability
- Dealing with the public
- Team leadership.

2.10. Tackling this agenda requires a unified training and professional development system for the civil servants, which will be implemented on the basis of a coherent national training strategy.

2.11. The training policy must serve as the basis for developing a multi-annual strategy and appropriate and structured short-term training programmes.

2.12 Short-term training programmes should take full account of the needs of the civil service as a whole and of each of the ministries and other state administration bodies, state bodies, the judiciary and the municipalities. It is essential for each civil servant to develop a shared culture, encouraging co-operation and information sharing, as well as best practice across the bodies, as well as a shared set of ethical principles. For individual Article 3, paragraph 2 Bodies the acquisition of skills and knowledge specific to their own operations is fundamental. Formal, structured training is also the quickest route to increasing capabilities in core competences and related skills and knowledge and to facilitating the strengthening of capacity within the bodies. Traditional methods of learning a job from someone who is already doing it is important. But they have limitations when changes are constant and massive in scope and when too many jobholders are not in a position to perform the tasks to the required standards, in order to handle the challenges they face.

2.13. Finally, it is vital that all Article 3, paragraph 2 Bodies attract a share of high quality recruits from the labour market. In doing so, they face strong competition from other employers. They will often not be able to compete on salary. However, with a right strategy, they might be able to compete on the investment they make in their own staff, on job interest and on good quality staff management. All these are substantial challenges and international experience, both in the public and private sectors, has consistently shown that such challenges cannot be met without a positive training culture and strategies, as well as a systems which supports such a culture.

2.14. Establishing an organisational 'ethos' that actively supports the development of staff, with clear opportunities to acquire the necessary skills for achieving real job satisfaction, should increase the potential to recruit and retain the calibre of staff necessary, if civil servants are to meet the challenges of the future.

2.15. The key responsibility of the CSA is to provide a legal and policy framework for the professionalisation of Macedonian civil servants. Within this role the CSA, in full partnership with Article 3, paragraph 2 Bodies, must have a clear policy and strategy towards the provision of training and professional development for Macedonian civil servants, which will be implemented through a clearly defined national training system. For the policy, system and strategy to be effective they must be constructed in consultation with those it is to serve, so that it can rely on both political support and on the operational support of all civil servants.

2.16. The Law on Civil Servants provides only the general legal framework for the training and professional development of civil servants, which should serve as a basis for a detailed development of a comprehensive civil servants training system and for defining a national policy on civil servants training.

2.17. The Law stipulates that:

- the civil servant is entitled and obliged to receive professional training and professional development in line with the needs of the employing body (Article 24, paragraph 1);



- The Agency shall adopt an act defining a system for coordination of the civil servants' professional training and development (Article 24, paragraph 2);
- Professional development and training shall be implemented on the basis of an annual programme adopted each year for the year ahead (Article 24, paragraph 3);
- The Programme of paragraph (3) of this Article shall be adopted by the body referred to in Article 3 paragraph (2) of the present Law, provided that an opinion by the Agency has been obtained (Article 24, paragraph 4).
- The funds required to cover the needs set out in paragraph (1) of this Article shall be provided from the Budget of the Republic of Macedonia and the budget of the municipality or the City of Skopje (Article 24, paragraph 5);
  
- The mutual rights and responsibilities of the body referred to in Article 3 paragraph (2) of the present Law and the civil servant who has been referred to professional training and development for the needs of the body shall be governed by a contract (Article 24-a, paragraph 1).
  
- The civil servant shall be entitled to take, at his/her own request and with the consent of the body, up to two years of unpaid leave of absence to undertake professional training and development not funded by the body (Article 24-a, paragraph 2).
  
- The civil servant shall be obliged to return to work within 15 days of the end of his/her unpaid leave referred to in paragraph (2) of this Article, where he/she shall be assigned to a post that corresponds to the position he/she had before leaving for professional training and development and to his/her professional qualifications (Article 24-a, paragraph 3).
  
- During his/her unpaid leave referred to in paragraph (2) of this Article, the civil servant's employment benefits shall be temporarily suspended (Article 24-a, paragraph 4).

2.18. These provisions raise a number of issues that need to be addressed in order to define the policy and the system for training civil servants. The most important among them are:

- Clear definition of **training objectives**, taking into account the following:
  - the need for the training to contribute to the achievement of the national strategic priorities (European integration, decentralisation, fighting against corruption, equitable representation of communities in the administration/implementation of the Framework Agreement);
  - the need for the training to support the immediate, medium-term and long-term objectives of the state administration (in the short-term there is an urgent need for training aimed not only at supporting and implementing the civil service reform but also at the public administration reform in general);
  - the existence of a system of jobs in the state administration of the Republic of Macedonia that will primarily lead to relating the training objectives with the civil servants' further specialisation, and not with their career promotion.
  
- With these objectives in mind, defining the **content of the training** and particularly the ratio/balance between specialised/technical training (for the needs of the employing body) and the more general, i.e. horizontal training that should meet the needs of the state administration as a whole.

- Effective **coordination of the training activities** of the bodies (their annual training programmes) with the more general strategic objectives. This will require:
  - A clearly defined long-term national policy on training, serving as a basis for realisation of CSA's coordinative role and for further development of such a policy;
  - Clear and unambiguous picture of the responsibilities to coordinate the so called "generic", "corporate" or "horizontal" training and the degree of decentralisation in decision making related to specialised (technical) training;
- Establishing systems and a culture that will ensure equal access to training opportunities and resources: the civil servants are not only entitled to, but they are also obliged to receive training and professional development, while the individual bodies have a responsibility to enable them to exercise this right and serve their duty. This, on the other hand, raises the issue of **funding mechanisms** (centralised, decentralised or mixed).
- Effective **training needs assessment**, taking into account the needs of the body, the individual groups and titles of civil servants and the needs of the individual civil servant (about whose needs information can be collected through the annual performance appraisal process) **and a realistic assessment of the priorities against the available funds**. The answer to this question will inevitably depend on the answer to the previous one.
- Ensuring that civil servants are **motivated to receive training** and to develop professionally, particularly in light of the fact that disciplinary measures are envisaged against those who decline to receive their designated training or professional development.
- Defining the **status of the training institutions** (parts of the administrative structure, public institutions, private and NGO organisations) that will take part in the realisation of the training.
- Establishing a rigorous **monitoring and evaluation** and ensuring that the results and effects of the training impact both future general policy and individual training programmes.

## **EXAMINING THE CURRENT SITUATION OF CIVIL SERVANTS TRAINING IN THE REPUBLIC OF MACEDONIA.**

3.1. The development of a coherent approach to training and professional development of Macedonian civil servants needs to take full account of the current legal mandates of the key groups involved in the process and the realistic assessment of how such mandates are currently discharged.

### ***III.1 LEGAL MANDATE***

3.2 The four key subjects who are responsible for the training and professional development of civil servants are:-

- The Government of the Republic of Macedonia (GOM)
- CSA
- Article 3, paragraph 2 Bodies, specifically managerial officers responsible for co-ordinating HR activities and other sector and unit heads
- Civil servants.

#### ***III.1.1 The Government of the Republic of Macedonia***

3.3 The GOM, in accordance with the Law on Civil Servants (Articles 24[5]) has a specific financial responsibility in respect of training and professional development of civil servants, i.e. the GOM, through the Budget of the Republic of Macedonia will assure to provide funds for covering training needs.

3.4 In addition, given the Secretariat's for European Integration responsibilities in respect of EU integration, the GOM is responsible for defining a training strategy and operational plans for achieving those objectives.

#### ***III.1.2 The Civil Servants Agency***

3.5 The five main responsibilities of CSA in relation to training and professional development of Macedonian civil servants are stated in Articles 7 and 24 of the Law on Civil Servants:-

- coordinate activities that concern the professional development and training of civil servants;
- monitor and ensure uniform application of human resources management procedures on the part of the Bodies provided in Article 3 paragraph 2 of this Law as well as a provision of appropriate advice;
- Promote civil servants' efficient and effective performance;
- Adopt an act defining the system for coordination of civil servants' professional training and development.
- Giving opinions to Article 3, paragraph 2 Bodies on annual programmes for training and professional development;

#### ***III.1.3 Article 3 Bodies***

3.6 Specific references to the role of these bodies in the Law on Civil Servants are provided in Article 24 (3) and (4), as well as Article 24-a:

- “Professional development and training shall be implemented on the basis of an annual programme adopted each year for the year ahead.”
- “The Programme of paragraph (3) of this Article shall be adopted by the body referred to in Article 3 paragraph (2) of the present Law, provided that an opinion by the Agency has been obtained.”
- “The mutual rights and responsibilities of the body referred to in Article 3 paragraph (2) of the present Law and the civil servant who has been referred to professional training and development for the needs of the body shall be governed by a contract.”
- “The civil servant shall be entitled to take, at his/her own request and with the consent of the body, up to two years of unpaid leave of absence to undertake professional training and development not funded by the body.”
- “The civil servant shall be obliged to return to work within 15 days of the end of his/her unpaid leave referred to in paragraph (2) of this Article, where he/she shall be assigned to a post that corresponds to the position he/she had before leaving for professional training and development and to his/her professional qualifications.”
- “During his/her unpaid leave referred to in paragraph (2) of this Article, the civil servant’s employment benefits shall be temporarily suspended”.

The secondary legislation imposes a duty on the Bodies referred to in Article 3, paragraph 2 to establish an appropriate organisational unit for human resources management, which will cover, among other things, the trainings and the professional development, as well as their implementation. In most Bodies, practice shows that this function is, at best, underdeveloped.

### ***III.1.4 Individual Civil Servants***

3.7 The responsibility of individual civil servants for their own development is referred to in Article 24 (1) and Article 24-a

- “The civil servant shall have a right and duty for professional development and training in accordance with the needs of the body where he/she is employed.”
- “The mutual rights and responsibilities of the body referred to in Article 3 paragraph (2) of the present Law and the civil servant who has been referred to professional training and development for the needs of the body shall be governed by a contract.”
- “The civil servant shall be entitled to take, at his/her own request and with the consent of the body, up to two years of unpaid leave of absence to undertake professional training and development not funded by the body.”
- “The civil servant shall be obliged to return to work within 15 days of the end of his/her unpaid leave referred to in paragraph (2) of this Article, where he/she shall be assigned to a post that corresponds to the position he/she had before leaving for professional training and development and to his/her professional qualifications.”
- “During his/her unpaid leave referred to in paragraph (2) of this Article, the civil servant’s employment benefits shall be temporarily suspended”.

Article 68 of the Law on Civil Servants refers to a disciplinary responsibility, in cases when the civil servants do not declines to receive the training designated by the body.

### ***III.1.5 Court Budget Council***

3.8 According to the Law on Court Budget, the Court Budget Council represented by the Supreme Court of the RM, the Appellate and the basic courts, the State Judiciary Council and the Ministry of Justice, allocates funds for the “Judiciary Authority” budget line of the Budget of the RM. During the course of this, at least 2% must be allocated to professional development of judges, civil servants, bailiffs and other employees of the courts (Article 4), represented as running costs of the Court Budget (Article 5).

### ***III.1.6 The Municipalities***

3.9 A Memorandum of Understanding was signed among the CSA, the Ministry of Local Self Government (MoLSG) and the Association of Municipalities (ZELS) in October last year, in order to realise the coordinative role of the CSA. Its basic aim is establishing cooperation and coordination between CSA, MoLSG and ZELS in matters of training and development of civil servants employed by municipalities in order to strengthen the capacities of the local authorities. In order to realise the objective of the cooperation, these three parties established an institutional mechanism – trilateral Committee for Information Exchange, Coordination and Decision Making for professional development and training of civil servants in the municipalities. Committee’s membership includes the Secretary General of the CSA, the Secretary General of ZELS and the State Secretary of MoLSG.

3.10. The main emphasis of the Memorandum is cooperation on the training of civil servants in municipalities, and the Trilateral Committee’s role is to coordinate training, not organise or deliver training. There are regular formal meetings with donors, as well as additional meetings in order each of the sources to discuss training delivery. With the support of the UNDP a small technical secretariat of the Committee has been staffed. This body will enable the Trilateral Committee to perform its coordinative role and to define a local level training plan for civil servants.

### ***III.1.7 Conclusion***

3.11 Whilst the law clearly mandates the training and professional development of civil servants, it does not provide details on how should training and professional development roles, responsibilities and relationships between key groups, be defined and implemented. Against this background, it is not surprising that it is impossible to obtain anything near an accurate picture of the current civil servants training activities, in terms of volume and training subject /curriculum, let alone the effectiveness of such activities. The exceptions to this generalisation are in respect of the training on European Integration, where a strategy has been in place for some time.

## ***III.2 ANALYSIS***

### ***III.2.1 DEMAND SIDE ISSUES***

3.12 In such circumstances described in the previous paragraph, any analysis of the current training environment is bound to be highly impressionistic rather than based on facts and data analysis. It is clear that considerable effort is being devoted to training, largely through various donor initiatives. However, since there is no systematic or otherwise fashioned record keeping mechanism, there is no safe way to assess what type of training is being delivered, on what topics, to whom, by whom, or to how many civil servants. As a consequence, it is likely that there will still be both duplication and gaps in training provision, no necessary matching with the GOM priorities and certainly, lack of data on the achieved results. This situation is simply unacceptable. However, the initial question is how it has arisen.

3.13 As outlined in the introduction of Section 2, part of the explanation lies in the past activities. Historically, ‘training’ has been regarded as being part of the informal ‘spoils system’ and was much perceived as a reward, privilege or a vacation reserved for the privileged few, rather than a necessary instrument for improving individual and organisation performance. Subsequently, since the independence and the advent of huge donor investment in training and study visits, the widespread perception of training as a reward and a privilege has prevailed, despite attempts to change the attitudes of participants and line managers undertaking training programmes or study visits.

3.14 Training was traditionally characterised by its lack of relevance or connection to organisational objectives or to identified individual needs and was not taken seriously. Often employees selected for training were not appropriate ones, either in terms of organisational or individual needs. Training was not perceived to have any relevance to the work place or to job performance and there was no assessment of effectiveness or outcomes of training, or its value to respective body. Training provided by donors was not seen as an investment and was not valued.

3.15 The ongoing consequences of this perception and history are reflected in the lack of record keeping, the often ineffective and biased selection processes for training programmes and study visits and the erratic attendance and substitution of those participants who are selected for training. All this amounts to an appalling and invaluable waste of financial, human and material resources.

3.16 This legacy has been allowed to persist because, as mentioned above, there is no real clarity as to who is responsible for specific activities in relation to identifying, planning, designing, delivering, assessing or managing training. The CSA’s responsibilities, according to the law, are very broad; the co-ordination role is not explained; there is nothing on what individual Article 3, paragraph 2 Bodies should do to fulfil their training and professional development responsibilities, other than their producing an annual plan, that in practice do not exist. However, the broad nature of the law with regard to training, is not to be criticised. Such provisions must be backed by clear, written and accepted definitions of the roles and responsibilities of the key partners, in particular the CSA and Article 3, paragraph 2 Bodies, in order to be fully and efficiently implemented.

3.17 A consequence of this lack of definition of roles and responsibilities is that there is no articulation – and possibly no appreciation - of the difference between corporate training (i.e. training which is centrally designed for, and delivered to, groups of civil servants across Article 3 Bodies, thus adding value by facilitating the development of esprit de corps and consistency of approach, by enabling cross-sections of civil servants to work and learn together, sharing information and designing strategies, all of which are needed to create cooperation and coordination) and ministry and other organisation specific training (training

which should be undertaken through internally provided, Article 3 Body specific, programmes).

3.18 In turn this means that there is no dialogue to establish target groups and training priorities for civil servants, either as a whole or, in the absence of annual training plans, within individual Article 3, paragraph 2 Bodies.

3.19 If we take an even further step back, it is possible that these deficiencies stem from a lack of widespread understanding, throughout the public administration, of what 'training' is. There is an obvious tendency among the bodies to dwell and rely on the importance of formal qualifications, which may have little direct relevance to the job, to the detriment of job specific training. Providing relevant knowledge, and developing work related technical, interpersonal and managerial skills, are essential to modern governments but are not synonymous with academic prowess. Moreover, management and other related studies do not figure large in the Macedonian academic tradition.

3.20 More emphasis needs to be given to the specific skills and job needs of the staff, with clear acknowledgement that management skills of all sorts, including those for managing physical, financial or human resources are vital to the effective performance of a public administration job.

3.21 The lack of recognition of the importance of training is further manifested in the attendance patterns at trainings. Managers frequently allow only partial attendance, substitutions, they are recalling and withdrawing participants, at a short notice and without consultation, thus reducing the effectiveness of the learning process for the individual and for the group. To compound this problem there have been instances in which line managers have penalised individuals who have undertaken training. This severely damages the establishment of a training culture as well as reducing the overall capacity of Article 3, paragraph 2 Bodies. In any new approach to training, it will be vital to spell out the responsibilities of line managers in the training area and to ensure that their adherence to such responsibilities is monitored and reported upon in their annual performance appraisals.

3.22 When an issue is perceived to be of sufficient importance, for example in the context of EU accession, the need to train in new skills and concepts, co-ordination, strategy development etc. is clearly recognisable. In this context, the need for a targeted, demand-led programme is acceptable. But there is a real danger that the returns from this major investment of time and effort will be minimised if training in accession specific knowledge and skills is not done alongside the basic administrative skill and job specific training the majority of civil servants.

### **III.2.2 Conclusion**

3.23 For Macedonian civil servants there are deep-rooted difficulties in respect of the demand side of training and professional development equation, as laid out in the previous paragraphs. The key problems lie in the lack of:

- clarity of roles and responsibilities;
- any type of effective information base on past and current training interventions, making co-ordination, at best, very difficult;
- identification of real training needs, both at a state administration level (corporate/generic), as well as at a body-specific level, in connected with undeveloped capacities for human resources management; and

- systems to translate established needs into cohesive and relevant training provision.

3.24 These underlying demand side problems have inevitable major impact on the suppression of growth of domestic training provision capacity, both within the civil service and in the private/NGO sector.

### **3.2.3 SUPPLY SIDE ISSUES**

3.25 As noted earlier, currently, donor contributions are a source for the overwhelming majority of training provided. Without a doubt, the bulk of this training is really needed, but due to lack of overall management and co-ordination, at any level, it is impossible to describe or assess the impact on training provided so far or to be sure that repetition, duplication or gaps in training provision have been kept to a minimum. The CSA relies on the co-operation of employers of civil servants in order to receive information: up to just recently, it has not been receiving training related information from the various international donors. In such circumstances, the CSA's ability to give advice to potential training providers amongst the donor community is hampered, as is its ability to give advice on what is and what is not effective.

3.26 At the same time, the absence of training records and sound training needs assessments, also hamper the beneficiary organisations' ability to negotiate donor training provision effectively and makes them simply accept what is offered to them. This in turn hinders the development of an effective supply-oriented training provision.

3.27 CSA has established a Civil Servants Register and approximately 90% of staff records for all Article 3, paragraph 2 bodies, have been stored and are available. This data, however, does not provide reliable information about civil servants' completed training, and the Register provides no proper way to analyse and utilise the data collected.

3.28 Whilst attempts have been made to monitor and assess the effectiveness of some of the donor provided training, particularly when training is provided through local companies, for example the DFID PAR Middle Management Training Programme, there exists a lack of expertise, within the CSA, to assess training processes or training delivery methods. This is an urgent priority which the CSA began to address.

3.29 There is a broader issue in respect of the training supply and the lack of a dynamic and responsive private sector in this field. The Republic of Macedonia does not yet have a distinctive training 'market' or training sector, easily accessible to the CSA and others. There are a few recognised training organisations in Macedonia offering only the core organisational skills required in modern public administration. Individual trainers, excluding university professors, also exist, but there is little evidence that the public administration makes use of their services. Experience suggests that there is a strong preference to approaching university professors for identified training needs, not covered by donors.

3.30 In practice, this frequently results in a 'traditional', knowledge based lecturing, most appropriate to university studies. There is little evidence that participative training is being more and more developed, apart from some donor led training with international trainers. It is widely recognised, amongst training professionals, that modern, participative training methodology is the only effective methodology for generic and specialised skill training, particularly where inter-personal or team-work skills are involved.



3.31 The private and nongovernmental (NGO) training sectors are areas where, in the medium and long term, growth and development must be actively encouraged. Currently, there are a few instructions or 'rules' on training and there is a limited opportunity for new training providers to enter the market. One of the less helpful cultural attitudes towards service providers appears to be the reluctance to employ people who directly advertise themselves and their services. This is in contrast with the Western European experience where direct marketing is a common means of targeting potential clients.

3.32 Parallel to the lack of supply of services from the private and NGO sectors is the absence of any internal training capacity or expertise within the public service itself – the CSA and Article 3, paragraph 2 Bodies. This lack relates not simply to training delivery but to all aspects of the training process especially those for identifying training needs, the ways in which the needs might be met or for monitoring the outcomes. The absence of these skills is in fact a manifestation of a wider failure to create modern human resource management capacities in Article 3, paragraph 2 Bodies.

### **III.2.4 Conclusion**

3.33 All these issues need to be tackled. But they will not be solved overnight and donor provision is likely to be the main source of supply of training for some time to come. It is vital that it be more effectively co-ordinated than hitherto. However donors are not the only source and they will not remain in the Republic of Macedonia forever. Non-donor funding will be governed by the budget available, as well as the level of priority that the Government gives to training and the basis for allocating funds to the CSA (for generic training activities) and individual bodies. Considering the actual circumstances, the CSA, in the short term, will enjoy limited funding for training. In order to obtain budget allocations in the future, both for the purchase of training services from private and NGO sector providers and for the development of a internal training capacity, the CSA recognises that, along with a positive Government decision on this issue, it must develop capacity to (1) calculate training costs; (2) estimate the volume of training that may be delivered with different funding amounts, and (3) argue persuasively for the proper prioritisation of training demand. The CSA started to do this within the 2005 budget cycle. In addition, the CSA should also be an authoritative source of expertise and advice on which the rest of the system can draw. The rest of this document focuses on the necessary steps for systematic rectification of the identified gaps .

## **DRAFT STATEMENT ON NATIONAL POLICY ON TRAINING AND PROFESSIONAL DEVELOPMENT OF CIVIL SERVANTS IN THE REPUBLIC OF MACEDONIA**

4.1. This section sets the main principles and postulates of the national policy on training and professional development of civil servants in the Republic of Macedonia, in a form of a brief and concise policy statement.

4.2 The Acceptance of these principles and postulates by all relevant parties – the bodies in the three-tiered system of government and the municipalities, as employers of civil servants – is essential to the success of all future activities in this sphere, depending on the political commitment and will for cooperation, thus the proposed policy could indeed be called a national one.

4.3 Principles and postulates:

- a) There is a strong commitment in the Republic of Macedonia to the development of a professional, competent, efficient, responsible, citizen and service oriented civil service, governed by high ethical principles and enjoying the respect of the citizens and the authorities.
- b) This commitment is supported by the resolve to build coordinated, efficient and modern policies for civil service staff development and management that will demonstrate the stand that the state particularly appreciates fosters and develops its human resources.
- c) Emphasising the importance of human resources development within the civil service, the Republic of Macedonia believes that, among other things, investments in professional development and training of civil servants are key to the future development and realisation of the strategic objectives of the Republic of Macedonia.
- d) In this context, the Republic of Macedonia is strongly determined to implement a coordinated policy in the sphere of the training and professional development of civil servants, by creating and developing appropriate legal and institutional mechanisms, thus making it possible to maximise investments from the local budget and from other sources, especially with a view to achieving the following objectives:
  - ⇒ EU and NATO Integration of the Republic of Macedonia
  - ⇒ Decentralisation
  - ⇒ Improving appropriate and equitable representation of the communities in the state administration
  - ⇒ Prevention and suppression of corruption
  - ⇒ Public administration reform
  - ⇒ Judiciary reform
  
  - ⇒ The Republic of Macedonia will encourage the development of a culture of continuous learning and positive attitude towards the training and professional development among the civil servants and managerial staff, contributing to the realisation of the individual and overall potentials of civil servants.
  - ⇒ Recognising that civil servants are not only entitled but also obliged to develop themselves professionally, the Republic of Macedonia will make serious efforts and commit serious financial resources to these rights and duties, observing the principle of providing civil servants equal access to training opportunities, as well as upholding the need of having the right civil servants receiving the right training at the right time.
  - ⇒ In order for the training and professional development to be conducted efficiently and effectively, and on a sustainable and continuous basis, the

Republic of Macedonia will pay considerable attention to the issue of local capacity building, promoting the development of the private and NGO training “market”.

## SYSTEM FOR TRAINING AND PROFESSIONAL DEVELOPMENT OF CIVIL SERVANTS IN THE REPUBLIC OF MACEDONIA

5.1. Western approaches to public administration emphasise the convergence of business and management practices (including human resource) in the public and the private sector. An international examination of both sector demonstrates the considerable time, money and energy complex organisations invest in training. This does not mean that all systems of human resource management, and specifically training and professional development, are identical. The training and professional development systems chosen by each individual organisation depend on the:

- type of the organisation's business
- internal organisation
- resources available
- the availability and cost of relevant skills on the labour market
- the availability and cost of training expertise
- the underlying organisational philosophy.

5.2 This is the case for Macedonian Civil Service, as well. Any system and strategy, in any area, depend on the circumstances in which they are to be achieved and must be based on reality and not fantasy.

5.3 This section describes the manner of implementation of the roles, responsibilities, relationships and processes, in the civil servants training and professional development system. These elements constitute the “model” of the system and are based on the vision, priorities and the current level of development of civil servants training in the Republic of Macedonia.

5.4 Essentially, the training and professional development systems for civil servants can be described in the following manner:

- **Divided responsibility for training and professional development between the CSA and the Article 3, paragraph 2 bodies**, where the CSA has an overall responsibility, in cooperation with the Article 3, paragraph 2 bodies, to coordinate the activities on a national level, primarily in terms of defining the objectives, priorities and the content of the training, as well as targeting donor funds towards the achievement of the defined objectives, priorities and contents, along with the responsibility for implementing generic/corporate training, whereas Article 3, paragraph 2 bodies will be responsible for specific/technical training within their domains;
- In the medium term, **a mixed funding system**, in which the CSA will handle funds from the Budget to implement generic training, while Article 3, paragraph 2 bodies will receive appropriate funds from the Budget to implement specific/technical training;
- Implementing training by mainly using the contracting-out principle, that is, **purchasing training from the private or NGO training provision market**, combined with the use of trainers from among the ranks of the state administration itself.

### ***V.1 Roles and Responsibilities***

5.5 The essential starting point is to clarify the detailed roles of the key stakeholders – the CSA and the Article 3, paragraph 2 bodies, in the process of training and professional development.

#### ***V.1.1 The CSA***

5.6 The CSA will assume the following roles and responsibilities for the training and professional development of Macedonian civil servants:

- To devise, in co-operation with Article 3, paragraph 2 Bodies, a training strategy for all civil servants in the Republic of Macedonia.
- To take overarching responsibility for co-ordinating and monitoring the implementation of the final agreed strategy
- To be responsible, in close consultation with Article 3, paragraph 2 Bodies, for establishing, designing and delivering and, initially, financing, high level generic training in line with the priorities of the GOM.<sup>75</sup>
- Support and assist the development of capacities to manage training within Article 3, paragraph 2 Bodies and to be a centre of expertise on which others can draw in developing best practices.
- To be responsible for defining and conducting the trainer accreditation process.
- Develop and manage a consistent training assessment process to be applied across the whole range of training provision.
- Gather, analyse and implement the results of data analysis and to implement the results from the data analysis relating to training and training assessment.

5.7 A critical role in the early stages of CSA's development will also be to improve co-ordination of donor training effort.

This will include:

- information gathering and analysis, from all available and relevant sources, about donor training and development contributions.
- identification of potential duplications of and gaps of donor's activities
- provision of advice and support to Article 3, paragraph 2 Bodies in their negotiations with donors
- When necessary, and in co-operation with employers of civil servants and the Unit for Coordination of Foreign Assistance in the Sector for European Issues, negotiating with donors to provide both generic, as well as specific and technical training which is customised to Macedonian conditions.

5.8. This co-ordination of donor activities is part of the wider role of co-ordination of the overall training and professional development provision and extends to donor provided training, as well as to private NGO sector provided training.

5.9. In essence, the role of the CSA will be to safeguard the training strategy, the owner of high level generic training, and to provide training and professional development expertise, support and assistance to Article 3, paragraph 2 Bodies.

### **V.1.2 Article 3, Paragraph 2 Bodies**

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<sup>75</sup> *The corollary of this is that the scope of specific individual body training will be defined at the same time. Initially the CSA policy would be to provide, at the point of delivery, corporate training "free of charge", and the budget for this purpose would be further re-allocated to Article 3, paragraph 2 Bodies so that the system could move to a repayment based system. This would improve responsiveness to the needs of individual bodies and will increase motivation for receiving a relevant quality training. As part of this financial aspect of the CSA's role will be the role to negotiate formulae for initial levels of training funding, with the Ministry of Finance.*

5.10 The roles and responsibilities of Article 3, paragraph 2 Bodies in the training and professional development of Macedonian civil servants will be the following:

- to be responsible for the establishment, design and delivery of body-specific trainings, from induction through to high level specific skills.
- to perform internal training needs analysis and, where appropriate, in partnership with the CSA.
- to develop capability to draw up costed annual training plans containing the financial impact, as well as to organise and deliver technical and body-specific training, for their own bodies, including engaging their own human resources.
- to develop capacities for assessing training effectiveness
- to provide specialist trainers for generic training programmes and occasionally, provide such programmes for special areas (for example finance)
- to develop accurate and comprehensive training records
- to co-operate in the provision of information and data analysis to the CSA

5.11. These roles will be achieved through the work of the staff dealing with HR management processes within Article 3, paragraph 2 Bodies, who with CSA's support, will need to develop skills for performing the key responsibilities and introduce best practice mechanisms in these areas.

5.12. In parallel to the CSA's own vision of creating a continuous learning culture, Ministries and other Article 3, paragraph 2 Bodies will have an important task of creating a training culture, internally, for line managers and the rest of the staff. This will mean spreading the understanding of what skills training is and why such training is a key vehicle through which change, progress and increased efficiency and effectiveness can occur. This will mean moving away from traditional views that academic qualifications or knowledge alone train people to do jobs, as well as emphasising the need that all should identify and use each situations and opportunity to learn.

## **5.2 Coordination Mechanisms**

5.13 The coordination mechanisms actually mean establishing necessary institutional structure in order to realise the coordination of the training and professional development policy for civil servants and they serve as basis on which the system will operate. The experience so far has demonstrated that although the CSA has the legal responsibility to coordinate the training and professional development activities, its responsibility cannot be undertaken without the appropriate institutional mechanisms.

5.14. It is particularly important for all the Article 3, paragraph 2 bodies to be included and represented in the institutional structure, but it is just as important to ensure that such structure will be organised in such a way as to be capable to function efficiently.

5.15. Therefore, the state administration, which covers the civil servants in all the three-tiered bodies of central government, as well as the municipal civil servants, is divided into four larger groups, so that the institutional structure for training coordination could be established.

5.16. The first group will cover the civil servants from the executive authority, i.e. the Government and the state administration bodies (the ministries with their subordinate bodies, the independent state administration bodies and the administrative organisations). The second group will involve the Parliament of the RM and the independent bodies of the state, except the State Judicial Council and the Public Prosecutor's Office. The third group will involve the civil servants of the courts, the ones of the Public Prosecutor's Office and the State Judicial

Council, while the fourth group would cover those civil servants of the municipal administration.

5.17. A working body (committee) will be established for each of these groups, and will be composed as shown in the chart overleaf.

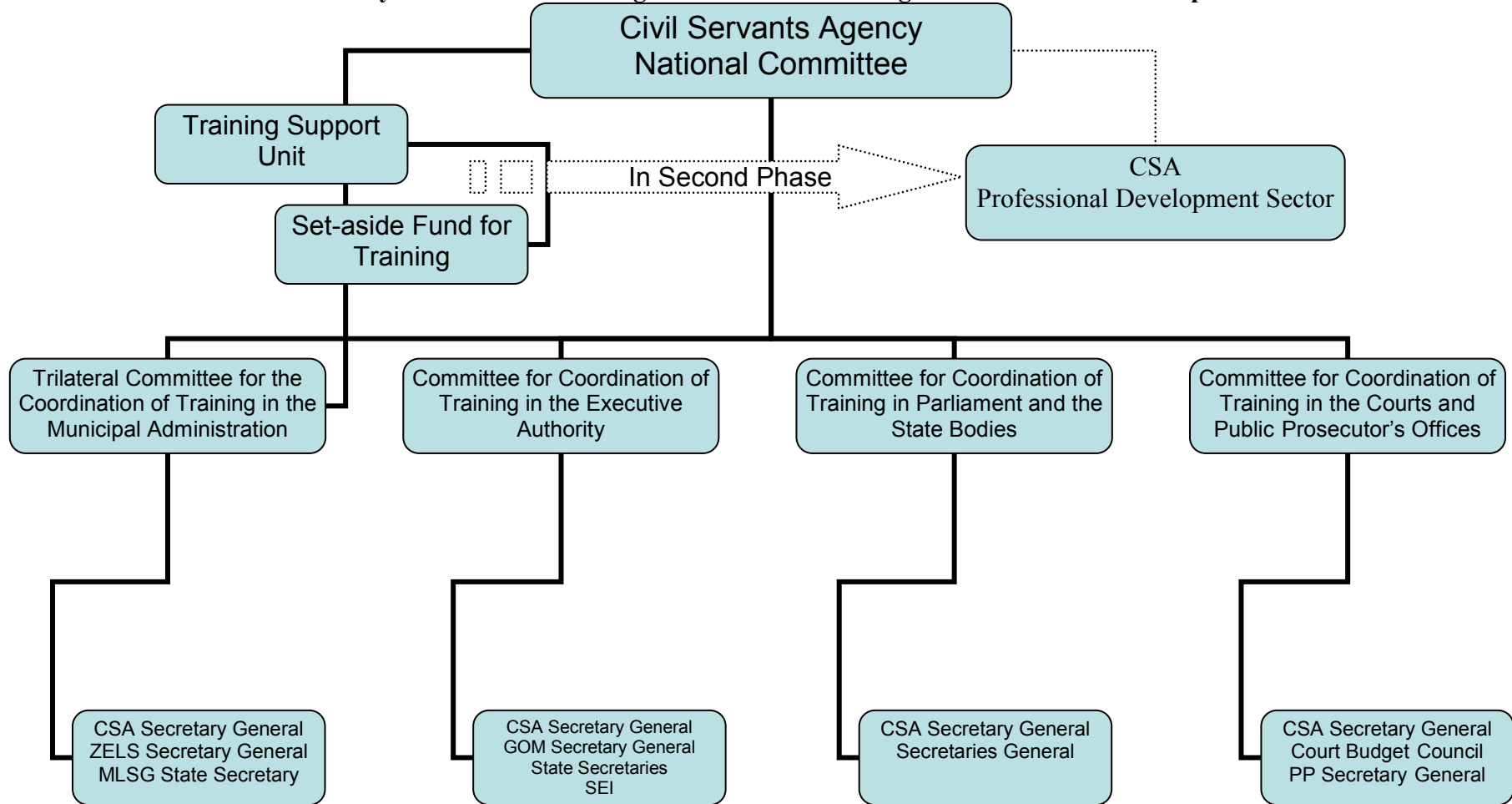
5.18. Practically, this system is already in place in the municipal administration. As mentioned before, a trilateral Committee for Coordination of Municipal Administration Training has been established for this purpose, consisting of the Secretary General of the CSA, the State Secretary of the MoLSG and President of the Union of Local Self Government Units (ZELS). The system will be complete when, as suggested, the remaining bodies are established.

5.19. All bodies (committees) will have chair persons who, together with the CSA, would comprise a National Committee for Coordination of Training and Professional Development of Civil Servants. The task of this committee will be to:

- harmonise stances among the four bodies in order to define the strategic course of civil servants training;
- define the annual programme for priority needs for training and professional development, along with a draft budget.

5.20 The Committee will convene as necessary and at least once a year, during the beginning of the budget process for the forthcoming year.

## National System for Coordinating Civil Servant Training and Professional Development





### **V.3 Managing Training Supply**

5.21. In the short term, the main providers of training, that is, the supply side, are likely to continue to be donors. This is, of course, a non-sustainable position. There is therefore a need to develop private/NGO sector training providers as well as from the administration, through the development of full and part-time trainers in the CSA and Article 3, paragraph 2 Bodies. This will take a long time and the transition to a healthier and more versatile supply side will need careful management.

5.22. Therefore establishment of a state training institution is not suggested, particularly not in the short and medium terms. There are manifold reasons for this. Namely, experiences from developed Western European countries show that in countries where institutions have not been privatised yet, i.e. which have not moved to a free market economy and payment for services, vast financial resources are required in order to operate such a state institution. In circumstances when the RM exercises a strict budgetary policy and rationalises its administration in order to encourage and quicken economic development, the establishment of such an institution and funding it from the state budget would hardly qualify as a priority, at least not as a medium term one. On the other hand, funding is not the only issue that needs addressing when considering this option. More importantly, neither the administration nor the private and NGO sectors have enough qualified professional staff that could work in an institution such as this. On several occasions this document highlights local training capacities which are yet to be developed, particularly such for training in the public sector. Therefore, there is no justification for insisting on establishing such an institution when this would only be a sheer furnishing of premises without the appropriate staff, and it would be only hypocritical to call such premises a training institution, given the examples from several East European countries. Such countries established so-called training institutions, but those institutions have either played a merely coordinative role – a role this document suggests that the CSA should play – or assumed a lesser role of handling operational-level of managing donor funds for training. Finally, the Macedonian experience, based on the current level of development and on how our administration currently operates, leads to a conclusion that, under the wings of a well planned and well managed policy for promoting the private and NGO training market, motivated and skilled professionals will develop much sooner and particularly in these two sectors, rather than in the public sector. The time the Republic of Macedonia has to make real and efficient progress, in this area, does not leave room for experiments unlikely to succeed.

5.23. Hence, it is suggested that training should be purchased from the private and the NGO sector, while at the same time developing the training provision capacities within the civil service, particularly in specific areas where expertise is mainly concentrated in the public sector.

5.24. In order to facilitate success of this model, considerable investment needs to be made in developing the necessary training management and training delivery expertise in terms of knowledge, skills, attitudes and experience in both the CSA and Article 3, paragraph 2 Bodies, as well as in the NGO and private sectors. The key areas of training expertise required initially are:-

- strategic and operational training management
- detailed and specific training needs identification and analysis
- training design based on participative methodology and specified learning objectives
- training delivery skills (in Article 3, paragraph 2 Bodies, the NGO/private sectors and a small internal capacity in the CSA itself.)

- assessment of the effectiveness of training at individual, team and organisational levels
- use of appropriate data to manage the training process, at both strategic and operational levels.

5.25. Attracting donor assistance for the implementation of this programme should be a priority and the existence of a clear strategy for the training and development of Macedonian civil servants, to which all are committed, is essential to securing funding.

5.26 It will, of course, take time to put such a programme into place. In the interim, progress can be made in the following manner:

- the CSA will put into place a training programme for its own staff to start building its own capacity in all areas listed above
- the CSA is already investing time and effort, through the Middle Management Programme, in developing the local private/NGO sector training market. It will continue to seek further opportunities. The CSA will seek co-operation with Article 3, paragraph 2 Bodies in identifying private/NGO sector providers and building a database of training provider areas of expertise and effectiveness, on which all can draw.
- Article 3, paragraph 2 Bodies could begin building into their own donor training arrangements, a request that any future training programme must include a training of trainers component.
- Article 3, paragraph 2 Bodies could, once there is an agreed strategy, begin to identify those of their staff who wish to develop expertise in this area – and are prepared to make a long-term commitment

#### ***V.4 Funding the Training***

5.27 The majority of completed and ongoing training, over the recent years, has been financed by donors, which, by their nature, are finite, non-sustainable and difficult to negotiate and manage in order to achieve optimum effect. An agreement on GOM-provided funding formula is therefore essential.

5.28 There needs to be a set-aside, increasing annual budget for training and professional development of civil servants, which will provide gradual move from a shared financing between the CSA and Article 3, paragraph 2 Bodies, to a full allocation of funds to the latter and a shift towards a repayment system for generic training.

5.29 In the initial stages, when the CSA will receive a proportion of the allocation for training, such training will be provided to Article 3, paragraph 2 Bodies, without charge. Each of the bodies would use their portion of the allocated funds for categories of training for which they are responsible.

5.30. When budgets are allocated entirely to Article 3, paragraph 2 Bodies, they will than ‘purchase’ categories of training they do not provide internally, from the CSA and other providers. Such a transition will take several years to achieve and will depend on the speed of development of training skills and training capacity in the private sector.

5.31. The proposed basis for the allocation of funds from the budget for training and professional development should be based on a target percentage equal to the annual expenditure on civil servants salaries. The CSA has submitted a request asking 0.3% of the

total expenditure on civil servants salaries be allocated to horizontal trainings. However, the CSA believes that this percentage, along with the funds from the budgets of the individual Article 3, paragraph 2 bodies should be increased to 1% in 2006 and 1.5% in 2007.

5.32. Also, the balance of payment between the CSA and Article 3, paragraph 2 Bodies will have to be reviewed, once the size of target groups for the CSA-provided training categories is established in relation to the size of internal training target groups in each of the bodies.

## **V.5. Overview**

5.33. The basic model outlined above is the model typically applied in the EU and OECD countries. It:

- recognises the need of having a common training philosophy among the various arms of public administration of the Republic of Macedonia
- provides elements of generic training when it is likely that it adds value to the training
- provides autonomy to Article 3, paragraph 2 Bodies in areas specific to them
- provides an Advisory and Expertise Centre on which all can draw; and
- provides data on which to judge the volume of activities and their effectiveness.

5.34. Alternatives to the above are, to either carry on with the current work, with all the deficiencies and waste of human potential outlined earlier in this document, or to define highly centralised training arrangements, which, inevitably, will be diminished to their lowest common denominator and will be of use to no-one.

5.35. The success or the failure of this approach essentially depends on building a relationship between the CSA and the other employers of civil servants, based on mutual interest, dialogue and co-operation.

5.36. In committing to the future system, it is also necessary for all parties to have realistic expectations about what is achievable in the short term. As is clear from the above analysis, not only does the Macedonian Public Administration has to foster a new culture and new ways of work in this, as in other areas, it also has to build the capacity and expertise, in the CSA and elsewhere, in order to manage training effectively – and foster development of individuals and organisations able to supply training. This is a serious and long term endeavour requiring a real commitment to making it work.

## RISKS TO THE IMPLEMENTATION OF THE TRAINING STRATEGY

6.1. Based on the foregoing chapters, several key issues, having a forceful impact on the successful development and effectiveness of the civil servants training system in the Republic of Macedonia, can be identified. These are:

- lack of sufficient expertise and experience in the CSA, with regard to managing the supply and demand of training and professional development for Macedonian civil servants
- the minor development of the HR units in Article 3, paragraph 2 bodies, and absence of experience and expertise in performing training functions.
- the temporary nature of the vast majority of current training provision implemented by the donor community
- the paucity of Macedonian public or private sector training provision
- the need for a realistic budget allocation for necessary training in a period of strict budget limitations.

6.2 If these issues are not addressed immediately, consistently and with creativity and commitment, by all stakeholders, the training of Macedonian Civil Servants will continue to be fragmented, ineffective and insufficient in meeting the needs sought by the strategic priorities of the RM.

6.3. The task the CSA and Article 3, paragraph 2 bodies are facing is enormous and its achievement must be mapped in gradual steps. The timeframe for implementation of this training strategy for Macedonian Civil Servants, will be one measured in years rather than months.

6.4 The key areas that need addressing immediately are:

a) Agreeing the medium and long term civil servant training priorities on a national level by means of a strategic document;

b) In cooperation with the Article 3, paragraph 2 bodies, establish coordination mechanisms, i.e. the processes for bilateral and multilateral communication, management, information gathering and analysis, which will be the means for undertaking coordination, cooperation, discussion, consideration and transfer of all questions, reactions and information regarding training, particularly in relation to donor training activities ;

c) Develop training and support programmes to ensure building capacities and expertise necessary for the CSA to perform its roles and responsibilities;

4. Developing training and support programmes to ensure those responsible for HRM processes in Article 3, paragraph 2 bodies have the knowledge and skills to perform the agreed roles and responsibilities;

5. Agree with the Ministry of Finance the levels of funding for the three forthcoming years.

## **VI. Annex 1**

### Law on Civil Servants

**(“Official Gazette of the RM” No. 59/2000, 112/2000, 34/2001, 103/2001, 43/2002, 98/2002, 17/2003, 40/2003, 85/2003 and 17/2004, 69/2004 and 81/2005)**

#### ***Article 3***

(1) Civil servant is a person who performs professional, normative-legal, executive, administrative-supervisory activities and decides upon administrative matters in accordance with the Constitution and law.

(2) Civil servant as defined in paragraph (1) of this Article is a person employed in the state administration bodies, in the municipal administration and in the administration of the City of Skopje and in the expert services of: the Parliament of the Republic of Macedonia, the President of the Republic of Macedonia, the Government of the Republic of Macedonia, the Constitutional Court of the Republic of Macedonia, the Supreme Court of the Republic of Macedonia, the courts, the Republic’s Judiciary Council, the Ombudsman, the Public Prosecution, the State Electoral Commission, the State Commission for Prevention of Corruption, the Directorate for Protection of Personal Data, the Commission for Protection of Competition, the Civil Servants Agency and the State Audit Office.

(3) The provisions of this Law shall apply to persons employed in institutions entrusted with public authority and in institutions performing activities of public interest, if it so prescribed by law.

(4) A person employed in the body referred to in paragraph (2) of this Article, who performs administrative-technical or support tasks shall not have the status of a civil servant and the general labour regulations shall apply to him/her.

(5) The provisions of this Law shall not apply to military or civilian personnel serving in the Army of the Republic of Macedonia, to uniformed personnel in the Ministry of Internal Affairs, to staff in penal-correctional or juvenile detention institutions, the forestry police, the judiciary police, financial police or to staff in the Customs Administration, or to persons with special duties and authority employed in the Ministry of Defence, the Ministry of Internal

Affairs, the Intelligence Agency, the Public Revenue Office and the Customs Administration, or to the authorised state auditors or persons with special duties and tasks of state audit employed in the State Audit Office, or to staff in the Directorate for Civil Aviation performing activities and tasks of aviation and expert personnel that are of interest to air traffic safety, unless it is otherwise prescribed in another law.