



EUROPEAN CENTRE
FOR MINORITY
ISSUES KOSOVO

**Improving the Delivery of Education for Roma, Ashkali and
Egyptian Communities: Good Practices and Recommendations**
Manual for Municipal Officials





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Financed by:



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FOREWORD

This Manual has been produced by ECMI Kosovo as part of the project *Improving the Delivery of Roma, Ashkali and Egyptian Education in the Municipality of Fushë Kosovë/Kosovo Polje*, conducted in cooperation with, and supported by, UNICEF, between August 2011 and October 2012. The project aimed to improve the education of Roma, Ashkali and Egyptian communities by strengthening the capacities of municipal officials in Fushë Kosovë/Kosovo Polje to deal with Roma, Ashkali and Egyptian education and to implement the education component of the Municipal Action Plan as part of the Strategy for the Integration of Roma, Ashkali and Egyptian Communities in Kosovo 2009-2015.

ABOUT US

ECMI Kosovo

The European Centre for Minority Issues Kosovo (ECMI Kosovo) advances majority-minority relations through the protection and promotion of minority communities and their interests, with the overarching aim to develop inclusive, representative, and community-sensitive institutions that support a stable multi-ethnic Kosovo. ECMI Kosovo has been active in Kosovo since 2000 and is a leading Non-Governmental Organisation (NGO) in the area of minority rights, contributing to developing, strengthening and implementing relevant legislation and best practices in governance. ECMI Kosovo has established strong relations with all Kosovo communities and enhances the capacity of community representatives from civil society, political parties and the government to engage with one another in a constructive and sustainable way.

UNICEF

The United Nations Children's Fund (UNICEF) was created to work with others to overcome the obstacles that poverty, violence, disease and discrimination presented to a child. UNICEF advocates for measures to give children the best start in life, driven by its commitment to the principle that proper care at the youngest age forms the strongest foundation for a person's future. UNICEF has played a major role in promoting the rights for children and youth in Kosovo experiencing a major social crisis. It focuses on four major programmatic areas – education, health, adolescence and child protection.

ACKNOWLEDGEMENTS

ECMI Kosovo would like to thank UNICEF for its financial support in producing this Manual.

ECMI Kosovo would also like to express its gratitude to the municipal officials of the Fushë Kosovë/Kosovo Polje Municipality, in particular MED Director Islam Shabani, Elmie Graiçevci-Zymberi (MED) and Halil Qerimi (MOCR) for their efforts and cooperation in working towards the improvement of education of Roma, Ashkali and Egyptian communities. Much gratitude also goes to the school directors and teachers who actively participated in the project.

Last but not least, ECMI Kosovo also thanks the civil society organisations active in the municipality of Fushë Kosovë/Kosovo Polje: Balkan Sunflowers, Health for All, Terre des Hommes, The Ideas Partnership and Multiethnic Culture of Kosovo for their active engagement, support and cooperation.

Pristina, October 2012

Adrian Zeqiri, Executive Director

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LIST OF ACRONYMS AND ABBREVIATIONS

Action Plan	The Republic of Kosovo Action Plan on the Implementation of the Strategy for the Integration of Roma, Ashkali and Egyptian Communities, 2009-2015
APTWG	Action Plan Technical Working Group for the Implementation of the Strategy for the Integration of Roma, Ashkali and Egyptian Communities
AOGG	Advisory Office on Good Governance, Human Rights, Equal Opportunities and Gender Issues
BSF	Balkan Sunflowers
CCC	Consultative Council for Communities
CFO	Chief Financial Officer
CRIC	Committee for the Rights and Interests of Communities
CSO	Civil society organisation
ECMI Kosovo	European Centre For Minority Issues Kosovo
HFA	Health for All
IISC	Inter-Institutional Steering Committee for the Implementation of the Action Plan
MA	Municipal Assembly
MAP	Municipal Action Plan
MCR	Ministry for Communities and Returns
MDE	Municipal Director of Education
MED	Municipal Education Directorate
MEST	Ministry of Education, Science and Technology
MF	Ministry of Finance
MOCR	Municipal Office for Communities and Returns
MTEF	Medium Term Expenditure Framework
NGO	non-governmental organization
OPM	Office of the Prime Minister
OSCE	Organization for Security and Cooperation in Europe
Strategy	Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo, 2009-2015
TDH	Terre des Hommes
TF	Task Force
TIP	The Ideas Partnership
UNICEF	United Nations Children's Fund

1. INTRODUCTION

Background

Under Kosovo legislation, and in line with international standards, all individuals in Kosovo have the right to equal access to education. Special laws, policies and strategies have been adopted to ensure that members from non-majority communities can fully enjoy their rights, including their right to education. However, despite the broad legislative, policy and institutional framework that is in place, children from non-majority communities continue to face significant additional challenges in the area of education. The situation of children from the Roma, Ashkali and Egyptian communities throughout Kosovo is particularly alarming. It is characterised, *inter alia*, by low attendance in compulsory education, high drop-out rates, and low participation in higher education and university, especially among girls. Children are often subject to discrimination, and there is a lack of teachers and staff from these communities, as well as a lack of quality mother-tongue materials and education.¹

The particular challenges faced by these communities have been acknowledged by the Government of Kosovo, as reflected by the adoption of the *Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2009-2015* (the Strategy)² and the Action Plan on its implementation.³ Both instruments include an education component, which aims at bringing about significant improvements for these communities.⁴ Nonetheless, despite some efforts and initiatives, the implementation of the Action Plan at both central and local levels remains largely unsatisfactory. Much remains to be done.

Central level institutions, including the Office of the Prime Minister (OPM) and line ministries, are meant to play a key role in the coordination, implementation and monitoring of the measures devised by the Action Plan. At a local level, municipalities are the main institutions in this regard. Municipal officials are thus the key actors responsible for implementing the education component of the Action Plan, as well as other relevant existing laws, policies and strategies aimed to ensure that children from non-majority communities, including from the Roma, Ashkali and Egyptian communities, can effectively exercise their right to education and other related rights and freedoms.

Fushë Kosovë/Kosovo Polje was the first municipality in Kosovo to endorse a Municipal Action Plan (MAP) as part of the Strategy and its Action Plan. In order to strengthen its capacity to effectively implement the actions defined in the MAP and contribute to improving the delivery of education for the Roma, Ashkali and Egyptian communities, the European Centre for Minority Issues Kosovo (ECMI Kosovo), with support of the United Nations Children's Fund (UNICEF), conducted the project *Improving the Delivery of Roma, Ashkali and Egyptian Education in the Municipality of Fushë Kosovë/Kosovo Polje*

¹ For more information, see Chapter 2: Background.

² Available at: http://www.kryeministri-ks.net/zck/repository/docs/Strategy_for_the_Integration_of_Roma,_Ashkali_and_Egyptian_communities_2009-2015.pdf.

³ Available at: http://www.kryeministri-ks.net/zck/repository/docs/Action_Plan_on_the_Implementation_of_the_Strategy_for_the_Integration_of_Roma,_Ashkali_and_Egyptian_Communities_2009-2015.pdf

⁴ See pp. 20-25 of the Strategy and pp. 17-44 of the Action Plan.

between August 2011 and October 2012. This Manual builds on the experiences and lessons learned from the implementation of the project, with a view to ensuring the transfer of knowledge and allowing for replication of good practices in other municipalities across Kosovo.

Aim and scope

This Manual is a tool for municipal officials to improve the delivery of education for the Roma, Ashkali and Egyptian communities within their municipalities. Specifically, it offers practical, concrete and step-by-step guidance and information on how to develop, operationalise and implement the education component of a Municipal Action Plan (MAP), covering key aspects related to planning, budgeting, implementation, monitoring, evaluation and reporting. It should be highlighted that municipal officials from municipalities which have not adopted a MAP can also benefit from this Manual, as it can help to tackle problems and plan activities related to education in a more systematic and effective manner.

In addition to serving as a reference material for municipal officials in their daily work, this Manual can be employed as a capacity-building tool by relevant actors, including the municipalities themselves and other organisations supporting the improvement of the delivery of education for children from the Roma, Ashkali and Egyptian communities.

Target audience

The present Manual is primarily designed to be used as reference material by municipal officials working in institutions dealing, directly or indirectly, with the delivery of education for minority communities. These include, but are not limited to, the Municipal Education Directorate (MED), the Municipal Office for Communities and Return (MOCR), the Municipal Assembly (MA), the Communities Committee (CC), and the Municipal Directorate of Finance, Economy and Development. Being directly responsible for the provision of education, school directors, school boards and teachers can also benefit from the information provided in this tool, as well as other stakeholders advocating for and supporting the improvement of the delivery of education for the Roma, Ashkali and Egyptian communities, including parents and civil society organisations.

Methodology

This publication draws on the valuable experience gained, good practices identified and lessons learned throughout the implementation of the project *Improving the Delivery of Roma, Ashkali and Egyptian Education in the Municipality of Fushë Kosovë/Kosovo Polje* between August 2011 and October 2012. It is thus largely based upon the outcomes of direct interaction with municipal officials, discussions, workshops and other activities carried out in Fushë Kosovë/Kosovo Polje. Additionally, it builds on previous manuals developed by ECMI Kosovo with support from UNICEF, notably the *Manual on Operationalisation of Municipal Action Plans: A Step-by-Step Guide for Municipal Officials*, and *Protecting and Promoting Education for Minority Communities: A Manual for Municipal Officials*.⁵

⁵ These Manuals are available on ECMI Kosovo's website: <http://www.ecmikosovo.org/index.php/publications/publications>.

Relevant local and international laws, policies and standards have also substantially informed this publication.

The present Manual provides step-by-step information and recommendations, providing concrete examples and highlighting good practices from Fushë Kosovë/Kosovo Polje. Whenever possible, graphs, charts and other visual tools are provided to illustrate the information and recommendations presented. A series of useful templates and tools developed to support municipal officials in their work to improve the delivery of minority education are included as Annexes.

Structure

This Manual is divided into eight chapters. Subsequent to this introduction, *Chapter 2* presents an overview of the general situation of Roma, Ashkali and Egyptian children in education; it is crucial that municipal officials are aware and have a clear understanding of the existing challenges in order to address them in an effective, targeted and informed manner. *Chapter 3* outlines the legal and policy framework relevant to minority education, focusing on the resulting legal obligations and responsibilities of municipal officials. Next, the key central and local level institutions dealing with the delivery of minority education, as well as other relevant stakeholders, are presented in *Chapter 4*. As discussed in the following chapters, communication and coordination among all these actors is vital.

Chapter 5 outlines the five steps for the development and/or operationalisation of the education component of a Municipal Action Plan (MAP) or other policies in general, providing concrete examples for each of them: defining indicators; budgeting planned activities in the MAP; specifying responsibilities; defining and adapting timelines; and designing a monitoring and evaluation plan. In *Chapter 6*, the basic budget procedures applicable to municipalities are delineated, highlighting their importance to ensure that resources for the implementation of activities can be effectively deployed. *Chapter 7*, which addresses the implementation of activities, covers the areas of needs assessment/identification, data collection, outreach, and co-ordination and co-operation. Guidance concerning monitoring, evaluation and reporting are provided in *Chapter 8*. Finally, the *Annexes* include a series of useful templates and tools to support municipal officials in their work to improve the delivery of education for children from the Roma, Ashkali and Egyptian communities.

2. BACKGROUND: THE SITUATION OF ROMA, ASHKALI AND EGYPTIAN CHILDREN IN EDUCATION

Despite the broad legislative, policy and institutional framework for the promotion and protection of the rights of communities and their members, minority communities in Kosovo continue to face significant additional challenges in the field of education. Although there is a general need for municipalities in Kosovo to collect more comprehensive and disaggregated data, trends clearly show that the situation of children from the Roma, Ashkali and Egyptian communities is particularly severe. The need to undertake special efforts is reflected in the comprehensive education component of the *Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo, 2009-2015*, and its Action Plan.

In order to be able to effectively implement remedial activities, municipal officials need to have a clear and thorough understanding of the challenges facing these communities in education throughout Kosovo. This Chapter presents a general overview of some of these challenges, illustrated by examples from research conducted by ECMI Kosovo in Fushë Kosovë/Kosovo Polje in late 2011.

It should be noted that the Roma, Ashkali and Egyptian communities consider themselves as distinct and separate communities, and are recognised as such. However, they face many similar socio-economic issues, including in the area of education. One key difference is that most Ashkali and Egyptian community members in Kosovo are Albanian speakers and attend the Kosovo education system. On the other hand, Roma pupils often speak Serbian and thus make use of the education system run by the Republic of Serbia, while in Albanian-majority areas they frequently speak Albanian and attend the Kosovo education system.

Low attendance and high drop-out rates

Trends clearly indicate that low and irregular attendance in compulsory education among children from Roma, Ashkali and Egyptian communities is a major challenge that needs to be addressed. This is to a large extent the result of their social-economic situation, characterised by exclusion, marginalisation and poverty. Parents are often unable to finance costs related to education, such as books, school materials, fees for excursions, transport, appropriate clothing and food, and many children are forced to work to support their families, often on the streets. Other factors that prevent children from going to school include harassment and discrimination in schools, as well as language-related issues, as discussed below.

Low and irregular attendance in compulsory education affect children's performance, often leading to drop-out from school and low participation in higher education. Trends show that drop-out is especially high throughout primary education (5th/6th grades) and only a lower number of children from these communities continue into secondary school. At the same time, drop-out rates are especially high among girls, as a result of early marriages and deeply-entrenched perceptions of gender roles. In this context, the participation of members of these communities in tertiary education (university) is expectedly very low.

As of late 2011, around 627 pupils from the Roma, Ashkali and Egyptian communities attended primary schools in Fushë Kosovë/Kosovo Polje. In secondary education (upper secondary school), the number of pupils from these communities is already proportionally lower: 51 students. The drop-out rates start to increase from the 6th grade onwards, with only 8 students finishing lower secondary school (grade 6-9) in 2011. Only 16 students were enrolled in tertiary education. As can be seen, the proportion of members from these communities in secondary and tertiary education is strikingly lower than that in primary education.

Late enrolment and segregation in classrooms

Many children from the Roma, Ashkali and Egyptian communities are not enrolled in school at the age required by law, which is initially six years. In some cases, this leads to difficulties when parents try to enrol children in school. *For example, in Fushë Kosovë/Kosovo Polje, cases have been identified where parents have encountered difficulties when trying to enrol children who passed the age limit for starting primary school: they were told that they could not be accepted because their children were not registered in the first two years (before they turned 9). To address the situation of children who were not enrolled or who dropped out, in 2011 the NGO The Ideas Partnership (TIP) organised catch-up classes and 52 children were registered into regular school. In the summer of 2012, Selman Riza School organised catch-up classes for approximately 30 out-of-school children, who were then integrated into regular school.*

Late enrolment can be attributed to many factors: parents' lack of awareness of enrolment procedures; missing official documentation required for registration, namely birth certificates;⁶ parents' lack of understanding of the importance and value of formal education due to their own low educational level and lack of perspectives for improved living conditions; socio-economic reasons; and perceptions or fears by parents of discrimination and harassment in schools.

In addition, parents sometimes do not enrol children in advance of the beginning of the school year, which means that they miss out the first months. In both cases, late enrolment makes it difficult for children to catch-up with their peers and they generally struggle to succeed. A further consequence is that children from Roma, Ashkali and Egyptian communities are often placed in separate classes composed by pupils only belonging to minority communities and remain in these classes throughout their education. Studies have shown that segregation has many negative effects: it lowers the chances of socio-economic success of the affected children, by lowering their school performance and affinity with mainstream society, and it hinders integration and reinforces stereotypes.

Although municipal officials are often unwilling to acknowledge such facts, cases of segregation have been repeatedly identified, pointing to a chronic, and not incidental, phenomenon. For example, in 2010 and 2011, ECMI Kosovo has identified cases of segregated classes in Gjakovë/Đakovica, Pejë/Peć, and Ferizaj/Uroševac. Through discussions with education professionals and parents from children from the communities, ECMI Kosovo determined that, on both sides, there was a lack of understanding of what

⁶ To register children at school, their birth certificates are usually required. However, the Kosovo Roma, Ashkali and Egyptian communities often do not register the births of their children due to a lack of knowledge about the advantages of registration and about related procedures, and missing documentation (UNICEF, *Birth Registration in Kosovo*. March 2009, p. 9).

discrimination means and of the negative effects of segregation. In Fushë Kosovë/Kosovo Polje, as of late 2011, no primary school classes were purely mono-ethnic and pupils from Roma, Ashkali and Egyptian communities attended classes with the rest of pupils.

Poor performance and reduction in standards

Due to the other challenges identified in this Chapter, many Roma, Ashkali and Egyptian children often perform poorly at school. This is often worsened by a poor home study environment and a lack of parental support for homework. In addition, language frequently poses an additional barrier for Roma, Ashkali and Egyptian children: for Roma children, the first language is neither Albanian nor Serbian (the common languages of instruction in Kosovo), but Romani (Roma), or, in the case of children repatriated or forcibly returned from Western Europe, the language spoken in their former host country (e.g. German).

Efforts to remedy the situation are generally lacking or inadequate. Among others, additional support, such as tutoring, catch-up or language classes, is rare. The poor academic performance of students from these communities is also often tolerated, allowing them to continue their education without meeting the standards applied to the majority. The lowering of standards can be detrimental to children, as it encourages segregation, popularises the perception that students from minority communities are unable to perform as well as their peers, and damages their self-confidence. It can also lead to drop-outs, as children are allowed to continue studying but eventually are not able to keep up.

Lack of education and materials in the Romani language

Members from the Roma community in Kosovo are generally Romani and/or Serbian speakers, while a smaller proportion speaks Albanian.⁷ Consequently, most Roma children usually attend Serbian-language or Albanian-language schools. As suggested above, when children cannot access primary education in their mother tongue, they are in a disadvantaged position, which often has an impact on their academic performance and can eventually lead to drop-outs. Although a curriculum on Romani language, history and culture for grades 2-9 of the primary schools has been developed, so far it has only been implemented as part of a pilot phase in four schools in Prizren, and textbooks and trained teachers are still lacking.

Lack of adequate community representation in school staff

The diversity of many schools, attended by children from different communities, is mostly not reflected in their staff. Very few schools have teachers, assistants, or support staff from the Roma, Ashkali and Egyptian communities. This affects children's perceptions of their belonging in schools, limiting their inclusion and integration. *For example, according to data collected in late 2011, there were no teachers or assistants from the Roma, Ashkali or Egyptian communities in Fushë Kosovë/Kosovo Polje schools.*

⁷ In some predominantly Albanian municipalities Roma speak Albanian, as for example Kaçanik/Kaçanik, Malishevë/Mališevo, Prizren, Pejë/Peć, Ferizaj/Uroševac and Gjakovë/Đakovica.

3. LEGAL AND POLICY FRAMEWORK: OBLIGATIONS AND RESPONSIBILITIES OF MUNICIPAL OFFICIALS

The delivery of education for the Roma, Ashkali and Egyptian communities, as well as other majority and non-majority communities, starts at the central level with the development and adoption of legislation, policies and strategies. It is municipal institutions that then take these standards and bring them into the education system. Municipalities have full competencies for the provision of pre-school, primary and secondary education, including the administration of schools and training of education instructors and administrators. As a result, they also have obligations and responsibilities to ensure the protection and promotion of the rights of communities and their members throughout the education system.

It is thus crucial that all municipal officials involved directly and indirectly in education are aware of relevant national legislation, policies and strategies, and their own corresponding legal obligations and responsibilities. However, challenges remain in this regard. For instance, a capacity- needs- assessment conducted by ECMI Kosovo in Fushë Kosovë/Kosovo Polje showed that, while awareness of the *Strategy for the Integration of Roma, Ashkali and Egyptian Communities* was at a relatively satisfactory level, some municipal officials lacked adequate knowledge and clear understanding of their own specific responsibilities arising from the document. Such gaps partly result from a lack of communication and coordination with, and instruction from, central level institutions.

In order to contribute to overcoming this situation, this Chapter first provides a clear overview of the main laws impacting the delivery of education for communities, highlighting the main legal obligations of municipal officials. Second, it focuses on the responsibilities of and actions required from municipal officials as a result of the *Strategy for the Integration of Roma, Ashkali and Egyptian Communities in Kosovo* and its Action Plan. While central level institutions also have a wide range of obligations and responsibilities with regard to minority education, this Chapter only focuses on municipal officials, the target group of this Manual.

3.1. Relevant Laws and Corresponding Obligations

Although municipal officials may work in cooperation with civil society organisations and other stakeholders, it is first and foremost their responsibility to improve the delivery of education for children, including from the Roma, Ashkali and Egyptian communities. The following table provides a schematic and clear overview on the main laws relevant to the delivery of education for minorities, including Roma, Ashkali and Egyptian communities, outlining the resulting legal obligations for municipal officials.

Applicable laws relevant to education	Articles referring to legal obligations of municipal officials	Actions required to fulfil legal obligations
Constitution of the Republic of Kosovo	Art. 124.6 [Municipalities bound to respect the Constitution and laws]	Be aware of the obligations prescribed by the Constitution and relevant judicial application.
	Art. 5 [Official languages]	Be aware that the official languages of the Republic of Kosovo are Albanian and Serbian. Be aware that Turkish, Bosnian and Romani languages may have the status of official languages at the municipal level or may be in official use at all levels as provided by law.
	Art. 47 [Right to education]	Ensure that every child in your municipality receives free basic education. Ensure that every child in your municipality enjoys equal opportunities in accordance with their specific abilities and needs.
	Arts. 59.2-59.4 [Specific education rights for minorities]	Ensure that every child in your municipality receives education in one of the official languages of his/her choice. Ensure that every child in your municipality receives pre-school, primary and secondary public education, in their own language to the extent prescribed by law.
Law on Anti-Discrimination <i>Law No.2004/3</i>	Arts. 2-4 [Equality and prohibition of discrimination]	Natural and legal persons at the municipal level are prohibited to discriminate against any person based on their status, including their gender, language, disability, ethnic or social origin. Be aware that positive action can be undertaken to prevent or compensate for disadvantages, with a view to ensuring full equality in practice. Ensure that members of all communities enjoy equal access to education, and fair representation in public bodies and public affairs.
Law on Gender Equality <i>Law No.2004/2</i>	Arts. 14.1-14.2 [Equal right to education]	Provide equal right to education for females and males at all levels of education provided. Implement policies to ensure gender equality in access to education, and equal participation of females and males in all leisure and sport school activities.

Law on the Use of Languages <i>Law No. 02/L-37</i>	Arts. 19-24 [Use of languages in education]	Ensure appropriate teaching in the person's chosen official language. Where a person's chosen official language is not used by any school as the language of instruction, make efforts to ensure appropriate teaching in their chosen official language.
Law on Local Self-Government <i>Law No. 03/L-040</i>	Art. 17h [Municipalities' own competencies in education]	Exercise full and exclusive powers in the provision of public pre-school, primary and secondary education, including registration and licensing of educational institutions, recruitment, payment of salaries and training of education instructors and administrators.
	Art. 4 [Responsibilities of the municipalities]	Implement policies and practices to create appropriate conditions enabling all communities to express, preserve, and develop their national, ethnic, cultural, religious, and linguistic identities.
Law on the Protection and Promotion of the Rights of Communities and their Members in Republic of Kosovo <i>Law No. 03/L-047 (amended by Law No. 04/L-020)</i>	Art. 8 [Communities' rights in education]	Provide pre-school, primary and secondary public education in one of the official languages chosen by communities or in their own language, even if not official language. Ensure that curricula and textbooks cover the history, culture and other attributes of communities.
Law on Pre-School Education <i>Law No. 02/L-52</i>	Art. 5 [Language]	In places of mixed population, provide pre-school education in minorities' languages, in accordance with the law.
Law on Pre-University Education in the Republic of Kosovo <i>Law No.04/L –032</i>	Art. 40 [Inclusive education]	Schools and other training institutions must respect the principle of inclusive education by accommodating all children regardless of their physical, intellectual, social, linguistic or other conditions; and promoting integration and contact between children.
	Art. 3.5 [Functions and responsibilities of the Ministry, municipalities and educational/training Institutions]	Foster knowledge of the culture, history, and language of all communities.

Law on Education in the Municipalities of the Republic of Kosovo <i>Law No.03/L-068</i>	Art. 4 [Responsibilities and competencies of the municipalities in education]	Provide public pre-school, primary and secondary education, including registration and licensing of educational institutions, recruitment, payment of salaries and training of education instructors and administrators. Ensure good cooperation with other municipalities and institutions in the field of education.
	Art. 6 [Administrative responsibilities of the municipalities]	Conduct monitoring of and reporting on educational management and operations.

3.2. The Strategy for the Integration of Roma, Ashkali and Egyptian Communities

In addition to the specific legal obligations outlined above, municipal officials have responsibilities arising from policies and strategies dealing with minority education. In this context, the most relevant is the *Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2009-2015* (the Strategy),⁸ a comprehensive document that aims to “contribute to the creation of a Kosovo society in which Roma, Ashkali and Egyptians are respected as equal citizens, enjoying all rights and fundamental freedoms and are not subject to any form of discrimination.”⁹ Both the Strategy and its Action Plan¹⁰ contain substantial education components.

In co-operation with, and with support from, central level institutions, the municipalities are the key institutions responsible for the implementation of the measures devised by these documents at the local level. Municipal officials should thus be aware of their role and responsibilities. Among others, they are required and encouraged to take the following steps:

- **Awareness and knowledge:** Be aware of the responsibilities deriving from the Strategy and its Action Plan and proactively follow on-going developments at the central level.
- **Development and/or operationalisation of a Municipal Action Plan (MAP):** Develop and/or operationalise a MAP, in cooperation with relevant stakeholders. The MAP should identify local priorities (for practical and step-by-step recommendations to guide such process, see *Chapter 5*).
- **Cooperation and coordination:** Enable and promote cooperation and coordination among all relevant stakeholders, including government institutions and civil society, at both central and local levels (for further information on cooperation and coordination, see *Chapter 7.4*).

⁸ Available at: http://www.kryeministri-ks.net/zck/repository/docs/Strategy_for_the_Integration_of_Roma,_Ashkali_and_Egyptian_communities_2009-2015.pdf.

⁹ *Ibid.*, p. 12.

¹⁰ Available at: http://www.kryeministri-ks.net/zck/repository/docs/Action_Plan_on_the_Implementation_of_the_Strategy_for_the_Integration_of_Roma,_Ashkali_and_Egyptian_Communities_2009-2015.pdf.

- **Participatory approach:** Promote and facilitate active participation of parents, representatives and civil society from the Roma, Ashkali and Egyptian communities in the drafting and decision-making processes concerning relevant education policies and activities. Ensure that teachers of these communities are trained and represented in education.
- **Discrimination prevention and tolerance:** Ensure that school and pedagogic personnel receive training aimed to fight discrimination and promote inter-ethnic and inter-cultural tolerance. Promote the inclusion of Romani, Ashkali and Egyptian tradition, culture and history in education and extra-curricular activities.
- **Outreach, awareness-raising and anti-discrimination:** Organise awareness-raising campaigns on relevant issues, such as the importance of education, prevention of drop-outs and reduction of non-attendance, school registration and inclusion of children with special needs. Promote visits of educators and teachers to families and neighbourhoods in order to discuss with parents the school performance of their children as well as to build trust and cooperation (for further information on outreach, see *Chapter 7.3*).
- **Extra-curricular activities and additional support:** Organise and support activities and initiatives to prevent and reduce illiteracy, non-attendance and drop-outs. Organise catch-up and supplementary classes, home-work support, counseling and other forms of support for children with learning difficulties, returnees, children with special needs and other relevant groups.
- **Data collection:** Collect and maintain comprehensive and unified data on issues related to the education of the Roma, Ashkali and Egyptian communities, and on the implementation and impact of related activities. Cooperate and share information with the relevant stakeholders at both local and central levels (for further information on Data Collection, see *Chapter 7.1*).

Municipal officials may additionally aim to build communication and cooperation with neighbouring municipalities and their counterpart departments to learn from shared experiences and find new and innovative approaches to the implementation of the Strategy. This Manual builds on the experiences and lessons learned from activities conducted in the municipality of Fushë Kosovë/Kosovo Polje, with a view to ensuring the transfer of knowledge and allowing for replication of good practices in other municipalities across Kosovo.

4. INSTITUTIONAL FRAMEWORK AND RELEVANT ACTORS

This Chapter provides an overview of key central and local level institutions, mechanisms and actors that are involved directly and indirectly in the design, delivery and monitoring education, including those dealing specifically with the Strategy and its Action Plan. Municipal officials do not only need to be aware of their own roles, obligations and responsibilities within the institutional system, but also of those of other relevant institutions and actors: as discussed in *Chapter 7.4*, coordination and communication among all stakeholders is of paramount importance to work effectively towards the implementation of the Strategy and the realisation of the rights of members from all communities, including Roma, Ashkali and Egyptians.

4.1. Central Level

At the central level, the following institutions are responsible for adopting and implementing national standards for education through legislation, policies and strategies, as well as through the allocation of funding to the municipal level.

4.1.1. Central Level Institutions

Ministry of Education, Science and Technology (MEST)

The Ministry of Education, Science and Technology (MEST) is the primary authority in the education sector in Kosovo. Its mission is the development of an efficient education system that will contribute to increasing the wellbeing of Kosovo society by offering high quality education and research, with equal opportunities for all. According to Art. 5 of the *Law on Pre-University Education* (2011), MEST is responsible for designing and implementing legislation and policies for the development of education. This includes national curricula, teaching standards, professional qualifications and examination systems. MEST must also promote a non-discriminatory education system which ensures equal access to quality education for all and protects vulnerable groups.

Further duties of MEST include designing effective and impartial forms of education administration and school management, and improving the quality and efficiency of education at all levels. In addition, MEST allocates budgets to municipalities for carrying out their functions for pre-university education (Art. 28). Finally, MEST is the key institution responsible for the implementation of measures under the education component of the *Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2009-2015*.

Ministry of Communities and Returns (MCR)

The Ministry of Communities and Returns (MCR) is the key ministry charged with the protection and promotion of the rights of communities and their members. Among others, it is mandated to develop and promote policies and implement laws to achieve equal integration of all communities; to ensure sustainable returns of displaced persons and refugees; and to ensure that policies at the central and municipal level contain provisions for the protection of community rights, human rights, and the

interests of returnees, including in the field of education, municipal public services and use of languages (*Regulation no. 02/2011*).

Advisory Office on Good Governance, Human Rights, Equal Opportunities and Gender Issues (AOGG)

The Advisory Office on Good Governance, Human Rights, Equal Opportunities and Gender Issues (AOGG) operates within the Office of the Prime Minister (OPM). It is responsible for reviewing legislation, policies and procedures for compliance with applicable human rights standards and practices of good governance, and to make recommendations to the Prime Minister and relevant Ministries accordingly. Although AOGG is not dedicated specifically to the interests of communities, it must involve and engage with communities in the context of its obligations to protect and address good governance, human rights, equal opportunities and gender issues. AOGG has been assigned the key monitoring and coordinating role for the implementation of the *Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2009-2015*.

Office for Community Affairs (OCA)

The Office for Community Affairs, established within the Office of the Prime Minister, is responsible for ensuring the implementation of legislation and policies concerning communities through monitoring and coordination, and for evaluating their effectiveness. It contributes to minority education through the review of draft legislation, by monitoring and coordinating the implementation of minority education and by supporting programmes aimed to improve the minority education, including scholarship programmes.

Consultative Council for Communities (CCC)

The Consultative Council for Communities (CCC), a constitutionally-mandated body operating under the Office of the President, comprises representatives of the different communities in Kosovo. Its purpose is to represent the rights and interests of community members at the central level of government. From 2010 to 2012, two relevant working groups functioned under the CCC: a Working Group on Education, which dealt with difficulties facing communities in this area, and a Working Group on Roma, Ashkali and Egyptian communities.

Committee on Rights and Interests of Communities (CRIC)

The Committee on Rights and Interests of Communities (CRIC) is a permanent committee of the Kosovo Assembly which acts as a safeguard for community interests in the legislative process. It is composed of Assembly members holding seats reserved or guaranteed for the Serb community, other non-majority communities, and the majority community. It reviews legislations and makes recommendations based on the rights and interests of communities, and it can further propose laws to address the concerns of communities (*Constitution of the Republic of Kosovo*, Arts. 64, 78).

Kosovo Parents' Committee

The Kosovo Parents' Committee for education, which shall be established by MEST, is the main mechanism to encourage and enhance the role of parents as key stakeholders in promoting a quality education system, to convey to MEST parents' opinions on any aspect of pre-university education, and to be the main channel of communication and consultation between MEST, the educational and/or training institutions and parents (*Law on Pre-University Education*, Art. 16).

4.1.2. Coordination, Monitoring and Evaluation Mechanisms for the Implementation of the Strategy and its Action Plan

At the central level, two mechanisms have been set up specifically for the co-ordination and monitoring of the implementation of the Strategy and its Action Plan, with distinct roles laid out in the Action Plan:

Action Plan Technical Working Group for the Implementation of the Strategy for the Integration of Roma, Ashkali and Egyptian Communities (APTWG)

The APTWG is a technical body composed primarily of executive institutions, including AOGG (Chair), OCA (Deputy Chair), line ministries (MCR, MEST, etc.) and donor organisations. It is mainly responsible for monitoring and coordination: it is required to monitor the implementation of the Action Plan, draft reports documenting progress and recommend adjustments, as well as to coordinate the work and investments from the government and donors in this area.

Inter-Institutional Steering Committee for the Implementation of the Action Plan (IISC)

The IISC is a political body chaired by the Deputy Prime Minister which, in addition to executive institutions, comprises state institutions, the Ombudsperson Institution and the CCC, as well as representatives from the Roma, Ashkali and Egyptian civil society. The IISC is the main body in charge of formulating and prioritising policies; it takes decisions upon recommendation by the APTWG. Among others, it is required to ensure that government public policy documents (e.g. programmes, strategies and action plans) take into account and are coordinated with the activities outlined in the Action Plan; and ensure that these latter activities are financially covered by the Kosovo budget.

4.2. Local Level

4.2.1. Municipal Bodies

While the central government is responsible for the national development of education standards, it is the municipal government that is ultimately responsible for their implementation. As outlined in Chapter 3, municipalities have full and exclusive powers for the provision of public pre-school, primary and secondary education, which includes the registration and licensing of schools, recruitment, payment and training of instructors and school administrators (*Law on Local Self-Government*, Art. 17; *Law on Education in the Municipalities*, Art. 4). The following are the main municipal bodies and mechanisms dealing, directly and indirectly, with the delivery of minority education:

Municipal Education Directorate (MED)

All municipalities must establish a Municipal Education Directorate (MED) with sufficient professional and support staff to perform the educational duties of the municipality. Each MED will be managed by an appointed Municipal Director of Education (MDE). Under the leadership of the Director, the MED is responsible for the provision of public pre-university education, the construction and maintenance of the education infrastructure, as well as the management and training of education staff.

Municipal Office for Communities and Returns (MOCR)

All municipalities are required to establish a Municipal Office for Communities and Returns (MOCR), which is responsible for enhancing the promotion and the protection of the rights of communities, ensuring equal access to education, health and other public services for communities at the municipal level, and creating conditions for the sustainable return of refugees, displaced and repatriated persons.

Communities Committee (CC)

The Communities Committee (CC), a permanent Committee of the Municipal Assembly (MA), comprises members of the MA and representatives from all communities residing in the municipality. The CC is responsible for reviewing all municipal policies, practices and activities to ensure that the rights and interests of communities are fully respected. It shall also recommend measures to the Municipal Assembly to ensure the implementation of provisions related to the rights and needs of communities (*Law on Local Self-Government*, Art. 53).

Municipal Directorate of Finance, Economy and Development

The Municipal Directorate of Finance, Economy and Development is responsible, *inter alia*, for controlling the budget for education in the municipality, allocated as a specific grant from the central Kosovo budget. It is also in charge of distributing grants among the different educational institutions.

4.2.2. Other Local Level Mechanisms

In some municipalities, including Fushë Kosovë/Kosovo Polje, different mechanisms have been established to deal with the implementation of the Strategy at the local level or specific issues related to education:

Municipal Focal Points for the Implementation of Action Plan

As of 2012, the AOGG required every municipality to appoint a municipal official to function as municipal focal point to report to AOGG on the implementation of the Action Plan at the local level.

Working Groups for Monitoring the Implementation of the Municipal Action Plan

In a number of municipalities in Kosovo, Working Groups (WG) have been established, often on initiative of NGOs, to monitor the implementation of the respective Municipal Action Plans, to gather information from the relevant directorates, to provide advice, and to draft reports. For example, in Fushë Kosovë/Kosovo Polje, the WG consists of nine members, of which five are from municipal directorates

(MED; MOCR; Directorate for Culture, Youth and Sport; Municipal Health Directorate, Directorate for Public Services) and four from civil society organisations (Balkan Sunflowers, Health for All, Multiethnic Culture of Kosova, and a student).

Prevention and Response Team towards Abandonment and Non-Registration (PRTAN)

The aim of the Prevention and Response Teams towards Abandonment and Non-Registration (PRTAN) is to prevent and reduce abandonment from pre-university education and non-registration in compulsory school. These teams shall be established at school and municipal level (MEST Administrative Instruction No. 19/2012). Among others, PRTAN are tasked to develop a school strategy and work plan against abandonment and non-registration; to promote communication and coordination among school, teachers, students, parents and external stakeholders; and to manage concrete cases of school drop-outs.

School level PRTAN: It is established by the School Council and comprises five permanent members: a Case Manager, the school principal, a student representative, a parent representative, and a teacher representative. It reports to the municipal level PRTAN and MED every month.

Municipal level PRTAN: It is established by MED and comprises nine members, including parent, teacher and school representatives, members from the school level PRTAN and experts working with children and youth. PRTAN meets and reports to the Municipal Director of Education every three months.

Task Force on Preventing Abuse and Protecting Children from Exploitation

Since January 2010, such Task Forces have been operating in six municipalities (Prishtinë/Priština, Mitrovicë/Mitrovica, Ferizaj/Uroševac, Fushë Kosovë/Kosovo Polje, Gjakovë/Đakovica and Pejë/Peć). They serve as a coordinating body aimed at preventing abuse and protecting children from exploitation, and are usually composed of social workers, school psychologists, and representatives from MED, the Directorate for Health and Social Welfare and Kosovo Police. Identified cases of children subjected to abuse and forced labour, including begging, are referred to the respective Task Forces with the purpose of providing protection services and facilitating their re-integration into society, as well as to minimise offences. Depending on the complexity of the cases, they are then further referred to different authorities. Given their particularly vulnerable position, cases often concern children from the Roma, Ashkali and Egyptian communities who are out-of-school or working on the streets.

4.2.3. School Level Actors and Mechanisms

While under the oversight of the municipal government, schools have significant autonomy in the delivery of education within their area of enrolment. Each school has a percentage of 'school-based' curricula which they may determine, as well as the setting of syllabuses for the national curriculum. They promote and facilitate registration and enrolment, attendance and academic performance. Crucially, schools are the environment where children interact with educators, as well as with other children. As such, schools create the learning environment for every child and must promote non-discrimination and the full and equal inclusion of communities in every aspect of education. The following are the main actors and mechanisms at the school level:

School Director: The School Director is the day-to-day manager of the school, inter alia, responsible for leading the school and providing high quality education and equal opportunity for all pupils, especially girls and members of minority communities, creating a positive and supportive learning environment and overseeing school financial management. The School Director is in charge of managing teachers and ensuring their professional development, promoting the active involvement of parents in the education of their children and ensuring that pupils enjoy the right to education.

School Board: School Boards bring together various local partners in education to oversee the management and running of schools, comprising primarily parents, teachers and, at the secondary level, pupils. The Board is involved in the drafting of the school development plan, appointment of the school director and allocation of funding from outside the municipal budget. It has the responsibility to ensure equality for everyone involved with the school, regardless of sex or community. The School Director participates but does not have voting powers.

Pupils' Council: School Boards are required to establish a Pupils' Council in all secondary schools, with at least one representative of each class. It aims to contribute to improving the school learning environment and represents the interests of the pupils to the School Director and School Board.

Teachers: Teachers are responsible to contribute to the educational and social development of all pupils and maintain high standards of learning. They are required to undertake appropriate professional training and development. Teachers must prepare teaching plans and lessons, direct and monitor the learning and behaviour of each pupil, and promote pupils' interest to be independent learners. They must care for all pupils regardless of their sex, community or ability and are expected to liaise with parents on their children's progress.

Parents: Parents are legally responsible to enrol their children in school and ensure that they attend regularly. Parents can further support the education of their children by emphasising the importance of education, helping with homework and monitoring their children's progress with teachers.

4.3. *Civil Society*

Civil society organisations, operating at the local and central levels, have an important role in providing oversight of government institutions and filling the gaps in services that government cannot or will not manage. In considering education, civil society organisations are responsible to advocate for the rights and interests of their community in the education system, deliver services to fill gaps in the delivery of education in the municipality, build the capacity of their community to engage with the education system and other stakeholders to engage with their community on matters of education.

5. DEVELOPMENT AND OPERATIONALISATION OF A MUNICIPAL ACTION PLAN

In recent years, many ambitious strategic documents have been adopted at the central level, including the comprehensive *Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2009-2015* and its Action Plan. Fushë Kosovë/Kosovo Polje was the first municipality in Kosovo to adopt a Municipal Action Plan (MAP) for its implementation at the local level, while other municipalities, such as Ferizaj/Uroševac and Mitrovicë/Mitrovica, have followed. However, many municipalities still have not developed such documents, and their engagement has remained marginal.

A further problem is that even where MAPs have been adopted, implementation is frequently unsatisfactory or deficient. As illustrated by the case of Fushë Kosovë/Kosovo Polje, this is often due to their insufficient operationalisation, absence of budget allocation and/or monitoring and evaluation. Therefore, for a MAP to become a meaningful guiding tool that can contribute to ensuring proper implementation and achieving concrete results, it is crucial that it is linked to the central level documents and duly operationalised: activities must be detailed and adequately budgeted, and responsible actors defined, as well as realistic timelines and indicators for the purpose of monitoring and evaluating implementation.

This Chapter¹¹ offers municipal officials practical step-by-step information and recommendations on the steps required to develop a fully functional Municipal Action Plan or to operationalise an already existing plan, which would then serve municipal officials as guidance in their work. After a short overview of the key steps of this process, each of them is discussed in-depth. The concrete experience of operationalising the education component of the Municipal Action Plan (MAP) uses Fushë Kosovë/Kosovo Polje as example. Specifically, the following action from the MAP will be employed throughout this Chapter as an illustration for the process of operationalisation:

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities			
Activity 3: Motivating increased participation in education			
Action	Time	Responsibility	Budget
Organising awareness-raising campaigns targeting parents for timely registration of children into school	Q2 – 2010 Q3 – 2011 Q2 – 2012	MOCR, MED, NGOs	Kosovo Budget

¹¹ This Chapter is based on a publication developed by ECMI Kosovo: *Manual on Operationalisation of Municipal Action Plans: A Step-by-Step Guide for Municipal Officials*. April 2012. Available at: <http://www.ecmikosovo.org/images/pdf/Reports/Manual%20on%20Operationalisation%20-%20English.pdf>.

This action will be developed after each step of operationalisation throughout this Chapter. At the end, it will serve as an example of an activity that is fully operationalised. The last section will focus mainly on the importance of monitoring and evaluation planning for operationalised action plans, an area which will be covered in more depth in *Chapter 8*.

5.1. The Six Steps: An Overview

The process of preparing a fully operationalised action plan demands the following steps:

STEP 1: Defining specific objectives and activities

The first step is to define the specific objectives and activities of the MAP. These must be detailed and feasible, linked with central level documents, and based on local priorities.

STEP 2: Specifying measurable indicators

Indicators are tools to monitor progress against actions. Therefore, it is important to identify indicators for each activity.

STEP 3: Budgeting activities

Operationalising an action plan requires that activities and their implementation are made concrete. In order to achieve this, budgeting of activities in terms of resources to be deployed needs to be performed.

STEP 4: Specifying responsibilities for each action

For implementation and monitoring and evaluation purposes, responsibilities need to be specified for each of the identified activities. Each activity of the action plan shall be assigned a municipal department to act as owner of the process.

STEP 5: Defining and adapting timelines

A good action plan contains concrete and feasible timelines for the implementation of activities.

STEP 6: Designing a monitoring and evaluation plan

In order to identify the progress against actions and the progress against results, monitoring and evaluation need to be established. Identified indicators are the key

5.2. Developing and Operationalising the Education Component of a MAP: The Example of Fushë Kosovë/Kosovo Polje

This section provides step-by-step recommendations on the process of development and/or operationalisation of a MAP, with a focus on the education component. Each of the five steps of the

process are presented and explained with the example of Fushë Kosovë/Kosovo Polje. A concrete activity within its MAP, presented above, was chosen to illustrate each of the phases of the process.

STEP 1: Defining Specific Objectives and Activities

While this step has already been taken by municipalities which have adopted a MAP, those who wish to develop such document must start by:

- (1) defining objectives (a realistic number that can be achieved within the time-frame foreseen),
- (2) and identifying activities and sub-activities to reach those objectives.

In doing so, municipal officials are advised to take the following issues into account:

- ✓ **Link and compatibility with the Strategy and its Action Plan:** These two central level documents provide an analysis of the challenges facing the Roma, Ashkali and Egyptian communities, as well as a series of specific measures to address such challenges. When developing a MAP and identifying its objectives and activities, the Strategy and its Action Plan should be used as a basis. Compatibility between the MAP and these two documents should be ensured.
- ✓ **Focus on local priorities and needs:** In view of the broad range of challenges to be tackled and the limited human and financial resources that are usually available, the MAP should be based on local priorities and needs. If there is a lack of comprehensive information or clear understanding of the actual situation, conducting research and needs assessments (see *Chapter 7.2.*) and collecting data (see *Chapter 7.1.*) can be included as specific activities within the MAP, as illustrated in the box below.
- ✓ **Consultation and participatory approach:** Municipalities are encouraged to consult and involve representatives, parents, pupils and civil society from the Roma, Ashkali and Egyptian communities, as well as other relevant actors, in the drafting and decision-making processes.
- ✓ **Detailed, broken down and realistic:** Finally, when including activities in the MAP, it is important to be as detailed as possible: activities seeking to achieve a specific goal should be broken down into more specific, sub-activities or actions. It is also crucial to be realistic in terms of the human and financial resources that could realistically be expected to be made available within the time-frame covered by the MAP.

As way of example, some activities and sub-activities outlined in the MAP of Fushë Kosovë/Kosovo Polje include:

- 1) *Conducting research on the needs in the area of pre-school and primary education*
- 2) *Identifying students who dropped out of school or do not attend school regularly*
- 3) *Organising an awareness-raising campaign for parents on timely school registration*
- 4) *Coordination work with MEST for the inclusion of children with special needs*

As can be seen, specific activities and sub-activities identified may consist of conducting research and data collection on main challenges identified (examples 1 and 2), such as drop-outs; organizing awareness-raising campaigns (example 3); or ensuring coordination and cooperation among relevant actors (example 4).

STEP 2: Specifying Measurable Indicators

Indicators are defined as variables used to measure the progress or impact of a given process. They are an essential element of a monitoring and evaluation system because they define what needs to be measured and/or monitored. Therefore, it is vital to decide early on what the indicators are going to be so that you can begin collecting the information immediately. *For instance, you cannot use the number of television aerials in a community as a sign of improved standard of living, if you don't know how many there were at the beginning of the process.* This is why indicators should be identified that can provide enough information to measure how the situation was *before* action was taken and how it is *after* the action.

An adequate indicator must be sufficiently valid, measurable, with an acceptable degree of accuracy, sensitive enough to changes, simple and as efficient as possible regarding cost. There are three main types of indicators:

- (1) **Input indicators** help you identify which resources need to be invested in order to ensure that a particular action can be implemented. These resources can be both human and financial (who would be involved, what financial resources would be needed, etc.).
- (2) **Result indicators** would assess your output in terms of products and services for the target group. They often concern goods, services and infrastructure realized with the participation of the target group.
- (3) **Impact indicators** are linked to the objectives. These indicators measure to what extent the objective has been achieved.

The following are examples of input, result and impact indicators for the selected action:

- (1) **Input indicators:** Salaries, goods and services, subventions, transfers, capital
- (2) **Result indicators:** Number of campaigns organised in cooperation with communities
- (3) **Impact indicators:** Increased awareness of parents, demonstrated through increased number of registrations

For the purpose of the operationalisation of the Fushë Kosovë/Kosovo Polje MAP, it was decided to use result indicators, as it was deemed that those would be the most suitable to measure progress in implementation. One of the advantages of result indicators is that they are easy to measure and monitor, which is particularly relevant in view of the limited financial and human resources observed across municipalities in Kosovo.

Specification of Indicators for the Selected Action

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities	
Activity 3: Motivating increased participation in education	
Action	Indicator
Organising awareness-raising campaigns targeting parents for timely registration of children in school	Number of campaigns organised in cooperation with communities

STEP 3: Budgeting Activities

An operational action plan requires that activities and their implementation are made concrete. In order to achieve this, two processes concerning resources need to be performed: 1) budgeting of activities: the resources required for the implementation of the activities needs to be identified; and 2) following municipal budget procedures: this is necessary to ensure that planned activities can be fit into the municipal budget so that the resources needed for their implementation can be effectively deployed. This section will address the former; the latter will be discussed in *Chapter 6*.

The process for budgeting activities includes an analysis of each activity in order to identify the concrete steps required for their implementation. After specifying concrete steps, a cost estimate needs to be developed for each of them, which will then provide the budget for the respective activity.

When budgeting for activities, it is important to know how municipal budgets are structured. They are prepared according to five economic categories:

- (1) wages and salaries,
- (2) goods and services,
- (3) utilities,
- (4) subventions and transfers, and
- (5) capital expenditure.

During the process of budgeting the activities of the education component of Fushë Kosovë/Kosovo Polje's MAP, the responsible officials from MED and MOCR worked together and identified the concrete steps required for the implementation of each activity. Subsequently, a realistic cost estimate was calculated for each step, taking into account previous experience and current market prices. This included the identification of steps which would not require any budgetary means.

Following the exercise of budgeting activities of the education component by MED and MOCR officials, the municipal finance officer reviewed the process on its correctness and compliance with municipal budgeting practice. The concrete input provided by the finance officer was in terms of dividing developed budget into the five corresponding economic categories listed above. The budget prepared for the concrete action of the MAP has been identified as follows:

Budgeting Activities

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities				
Activity 3: Motivating increased participation to the education				
Action 3.1: Organising awareness-raising campaigns targeting parents for timely registration of children into school				
	(€) Goods and services	(€) Subventions and transfers	(€) Wages and salaries	(€) Utilities
Printing posters for campaign - 10 posters	90			
Meetings of school directors and municipal officials	-			
Renting the room for campaign meetings	50			
Information/notification in the media (RTK in Romani language)	-			
Printing brochures for campaigns – 250 copies	200			

As the table shows, five necessary steps have been identified to implement this activity. In terms of economic categories, all budgeted items are listed under goods and services, as none of them correspond to wages and salaries, subventions or utilities. For example, it was assessed that 10 posters would be needed for key locations where communities live. The calculation of 10 posters at a price of 9 Euros resulted in a total budget line of 90 Euros.

As can be seen, not all items have budgetary means assigned. This is because *meetings with school directors* and *information/notification in the media* were identified as part of official duties and information for the general public, respectively, therefore not requiring a budget. To ensure that no mistakes are made in costs and economic categories that budget lines correspond to, it is strongly recommended that you cooperate actively with officials from the Municipal Directorate of Finance.

Once the budget for the MAP has been prepared, it would be preferable that the Head/Director of your department advocates for its approval and inclusion into the municipal budget. As discussed in *Chapter 6*, it is crucial to be aware of the applicable procedures and deadlines so as to plan how and when to work on the inclusion of the MAP into the municipal budget. Another important aspect of budgeting activities is the resulting knowledge about the cost requirements of each activity, which is relevant when approaching external partners/donors who might be interested in supporting some of the activities.

STEP 4: Specifying Responsibilities for Each Action

Identifying responsible departments or individuals and supporting partners (other departments, state institutions, NGOs, international agencies, etc.) is important for several reasons. First, if actions do not

indicate a clear responsibility, there is a risk of lack of ownership, which may affect the commitment to implement the actions. Second, clarity about responsibilities is also necessary for reporting, monitoring and evaluation.

In our case, the responsible municipal officials of Fushë Kosovë/Kosovo Polje went through each activity of the MAP to assess whether the identified responsible persons in the initially approved plan were still valid. The approach in this exercise was to divide responsibilities into primary responsible persons and assisting responsible persons. It was aimed to assign clear responsibilities so as to ensure full implementation and more accurate reporting and monitoring.

As for our concrete activity, the MAP initially identified responsibilities to MOCR, MED and NGOs. After the exercise, the MOCR was identified as being the primarily responsible party for this activity, while the

Example of identifying responsible individuals and departments

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities			
Activity 3: Motivating increased participation to the education			
Action	Initial plan	Primary responsible	Assisting party
Organising awareness-raising campaigns targeting parents for timely registration of children into school	MOCR MED NGOs	MOCR	MED, NGOs

MED and NGOs were defined as assisting parties.

STEP 5: Defining and Adapting Timelines

An essential component of any activity is the timeline. Defining timelines is important to ensure the timely implementation of activities. It is also important to ensure that budgetary spending and reporting are in compliance with procedural requirements. You should consider that timelines need to be adapted periodically, depending on the implementation of the MAP and possible rise of actions that require urgent implementation.

In the example of Fushë Kosovë/Kosovo Polje's MAP, even though the initial plan provided concrete timelines, due to delays in the implementation it was necessary to review and adapt the timelines to ensure they corresponded to the actual situation. Timelines were also bound to the availability of the budget. If budget is not available, the implementation of an activity may need to be postponed; while if budget becomes available, the activity can be implemented. It was foreseen to regularly discuss the timelines in order to identify the most suitable times to implement specific activities.

Adapting Timelines

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities		
Activity 3: Motivating increased participation in education		
Action	Initial Plan	Planned Timeline
Organizing awareness raising campaigns targeting parents for timely registration of children into school	Q2 – 2010	Q2 – 2012
	Q3 – 2011	Q3 – 2012
	Q2 – 2012	

As can be seen from the example above, the review exercise brought an adaptation of the timeline to account for the delay in the implementation of the MAP.

STEP 6: Designing a Monitoring and Evaluation Plan

Monitoring and evaluation should be part of the planning process. Setting up monitoring and evaluation systems has to be done in advance. Information about performance and in relation to targets must be collected from the very beginning.

Monitoring and evaluation are sometimes confused with each other, but there are important differences between them:

- (1) **Monitoring** is the process of continuously *gathering information* concerning a programme's or activity's current use of resources and what is currently being achieved through the use of those resources. As such, its main goal is to gather information that can help managers, staff, and decision-makers to learn about the programme or activity and inform day-to-day management. Monitoring is performed on the basis of budget execution information, and information that comes from the organisational units directly implementing the programme.
- (2) **Evaluation**, on the other hand, is generally a more complex, deeper and active process than monitoring, as it consists in *analysing the budget and programme information* that is gathered through monitoring (as well as information from other sources that may be relevant) and subsequently making some kind of judgment on the basis of that information. As such, evaluation considers the programme's purposes and goals and compares the results of activities to the attainment of those goals, with the goal of drawing technical conclusions and supporting policy decisions on current and future directions of the programme. It frequently has a longer time horizon and can usually be done six-monthly or annually.

Designing a Monitoring System

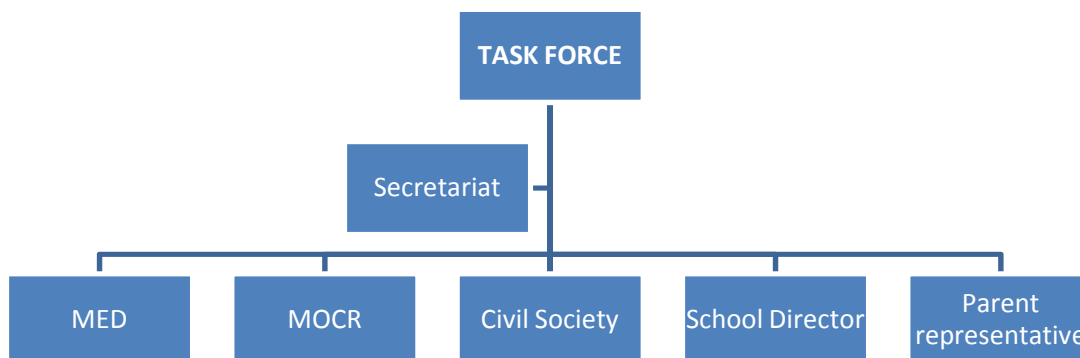
When designing a monitoring system, first of all, it is important to define the flow of information for monitoring purposes. The information flow starts from the collection of data, and continues up until the

monitoring report has been written and shared. As regards data collection, it is important to know your indicators so that you can adequately collect data and information and then monitor your progress. The questions that need to be answered when defining the information flow are:

- (1) What data have to be collected?
- (2) Where will be the data collected?
- (3) With what method and by whom?
- (4) How will you be informed?
- (5) When will you be informed?

In the case of Fushë Kosovë/Kosovo Polje, it was decided to establish a Task Force (TF) that would work on prioritising, coordinating the activities, and monitoring progress in MAP implementation.¹² Members of the Task Force were defined as follows: Director and another staff member of MED, one school director, one MOCR staff member, and one representative from civil society. Additionally, MED appointed one parent representative to the Task Force.

The organigramme below shows the structure of the Task Force:



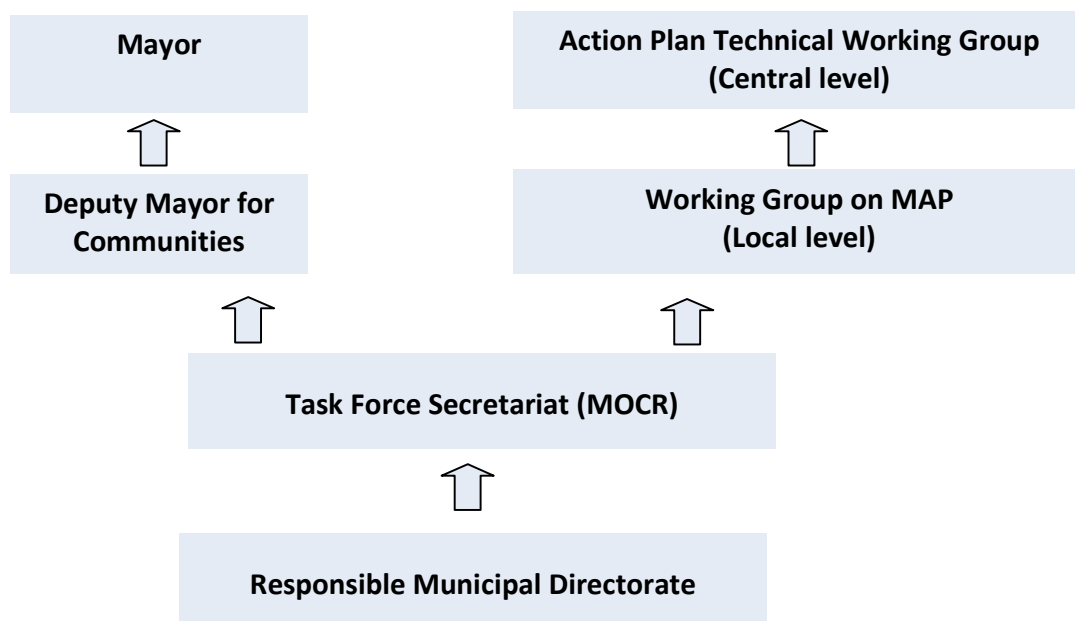
MOCR plays a dual role: it is a full member of the Task Force, while it also functions as its Secretariat. As such, MOCR is responsible for convening and organising meetings, collecting information on the implementation of activities, and reporting to the Task Force. The Task Force would then agree on the steps to be taken and would report regularly to the relevant actors, as described below. In order to

¹² The Terms of Reference of the Fushë Kosovë/Kosovo Polje Task Force are included as an Annex 1.

ensure the availability of consistent information gathering, a simple form with basic information is developed for regular reporting of information for monitoring purposes (see *Annex 2*).

The diagram below depicts the defined flow of information:

Reporting Flow



Municipal officials from the Directorates responsible for a concrete activity are required to prepare reports on its implementation. Such reports are subsequently presented and discussed during the Task Force meeting. The Task Force Secretariat (MOCR) collects and keeps all reports and, ideally, should also report on the implementation of the education component to the local level Working Group for Monitoring the Implementation of the Municipal Action Plan (WG). Subsequently, the WG should report on local level implementation to the central level Action Plan Technical Working Group for the Implementation of the Strategy for the Integration of Roma, Ashkali and Egyptian Communities (APTWG) (see *Chapter 4*). In parallel, the Task Force Secretariat reports on the implementation of activities under the education component of the MAP to the Deputy Mayor for Communities, who in turn is responsible for informing the Mayor of the municipality.

Designing an Evaluation System

An evaluation can be considered a (small) project on its own. It has its own objectives to be achieved, activities to be done and organizational aspects to be arranged. The evaluation process consists of various steps. Below are some basic steps for guidance during the evaluation process:

- (1) Decision to Evaluate:** First, the decision to conduct an evaluation has to be made. By whom this decision is made, depends on whether it is an internal or an external evaluation. The reasons to have an evaluation need to be clear. Common reasons for deciding that an evaluation (or review) should take place are i) to justify a decision e.g. project extension, ii) to solve problems with implementation, iii) to address political questions, e.g. impact of a development programme or policy.
- (2) Select Evaluation Team:** The evaluator or evaluation team has to be selected. In the case of the municipality of Fushë Kosovë, this evaluation could be performed by the established Task Force.
- (3) Planning and Preparatory Work:** Next, the evaluation team has to prepare a time table and finalize the work plan in terms of methodology and division of tasks among the team members.
- (4) Implement the Evaluation:** In the implementation phase of the evaluation, all relevant data are collected and a start is made with data analysis. In the process of data collection, the evaluation team can draw on the existing data gathered previously through monitoring; it will also need to arrange interviews, to identify respondents for questionnaires, to organize site visits or meetings in order to gather additional necessary information.
- (5) Prepare the Report:** After all data have been collected and analyzed, the evaluation team prepares a draft version of the report. The report should compare the programme's or project's purposes and goals with the results of activities and provide conclusions and recommendations.
- (6) Final Phase:** The draft report is distributed among the relevant parties such as the donor, the team, other departments, and representatives of the beneficiaries to give an opportunity for comments and to discuss the findings. Finally, the Evaluation Team prepares the final version of the report and distributes it. Subsequently, together with the relevant decision-making municipal body, it should follow-up the recommendations made.

According to its *Terms of Reference*, the members of the Task Force are responsible for conducting evaluation of the implementation of the education component of the MAP on a yearly basis.

5.3. Concluding Remarks

As a result of the operationalisation process, a fully functional and operationalised education component of the MAP was developed, which can now serve as guidance for municipal officials in their work delivering services to its citizens. The following are: the initial table for our example activity and the resulting table based on the steps that were explained in this Chapter.



BEFORE

This table is an extract from the original Fushë Kosovë/Kosovo Polje MAP for the action used throughout this Manual

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities			
Activity 3: Motivating increased participation in education			
Action	Time	Responsibility	Budget
Organising awareness-raising campaigns targeting parents for timely registration of children into school	Q2 – 2010 Q3 – 2011 Q2 – 2012	MOCR, MED, NGOs	Kosovo Budget



AFTER

The action after the exercise of operationalisation

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities					
Activity 3: Motivating increased participation in education					
Action	Indicators	Budget (€)	Responsible	Assisting Party	Timeline
Organising awareness-raising campaigns targeting parents for timely registration of children into school	Number of campaigns organized in cooperation with community, schools and municipality.	340	MOCR	MED, NGOs	Q2 – 2012 Q3 – 2012

6. THE MUNICIPAL BUDGET DEVELOPMENT PROCESS: KEY STEPS AND TIMELINES

As discussed in *Chapter 5*, an operational Municipal Action Plan (MAP) for the implementation of the Strategy and its Action Plan, as any other policy, requires that concrete planned activities are budgeted, that is, that the resources required for their realisation are identified and estimated. This is nonetheless only the first step: in order to ensure that the resources required can be effectively allocated and deployed, the planned activities must be included in the municipal budget and approved.

In previous years, however, municipalities in Kosovo have failed to allocate specific funds for the implementation of activities arising from the Strategy and its Action Plan. The lack of resources has been a major obstacle to achieve real progress. Therefore, the importance of being aware of budget procedures and ensuring that sufficient resources are allocated for planned activities in priority areas cannot be stressed enough.

Against this backdrop, this Chapter provides clear and concise information on the budgeting process, both at the central and local levels. The first section outlines the overall budget development process in Kosovo, while the second section and the following table focus on key steps and timelines that must be followed by municipal officials throughout the municipal budget development process, as well as on mechanisms to participate and exert influence throughout the process.¹³

This information is not only relevant for municipal finance officers: other municipal officials, including those working in MED and MOCR, must also be aware of the applicable procedures so that they can advocate for and ensure the timely inclusion of activities to improve the situation of Roma, Ashkali and Egyptian communities, including in the key area of education, into the municipal budget. Civil society and other interested actors can also support the integration of their priorities and needs in the municipal budget, for instance by participating in public hearings of the Municipal Assembly.

6.1. The Budget Development Process in Kosovo: An Overview

The overall budget process in Kosovo consists of four main stages, which in practice overlap: 1) budget formulation, 2) budget enactment, 3) budget execution, and 4) budgetary oversight and auditing. During the budget formulation stage, the focus of this section, the government – specifically, the Ministry of Finance (MF) – develops the budget plan for each year, which specifies allocations for various budget organisations, including municipalities. Furthermore, a Medium Term Expenditure Framework (MTEF) is developed by the MF. The MTEF is a medium term planning tool whose aim is to improve the sustainability and predictability of the budget; in addition to the coming fiscal year, it includes estimates for the two following fiscal years.¹⁴

When preparing the budget, the MF issues budget circulars. These documents stipulate the timelines and procedures to be followed by municipalities and other receiving institutions, which are required to submit their proposed budgets and requests by 30 September. These must be developed in accordance

¹³ Municipal officials are advised to check dates for possible changes.

¹⁴ OSCE, *Reference Book for Civil Society Organizations: Participation in the Legislative, Oversight, and Budget Processes of the Assembly of Kosovo*. November 2011, pp. 37-40.

to the provisions of the applicable budget circulars and laws. Subsequently, on the basis of the budget proposals received, the MF develops the Proposed Kosovo Consolidated Budget and Proposed Appropriations Law, which contains detailed provisions on the budget and its appropriation to receiving institutions. It is consecutively submitted to the government for final approval by 29 October and submitted to the Kosovo Assembly by 31 October for its consideration and final approval until the date specified in the *Law on Public Finance Management and Accountability*.

The following are the key steps and timelines in the overall budget development process in Kosovo that are of most relevance to municipal officials:

- ✓ **By 25 April:** The Government must submit the MTEF to the Kosovo Assembly.
- ✓ **By 7 May:** The MF must issue the first Budget Circular, specifying the timelines and procedures to be followed by municipalities and other receiving institutions.
- ✓ **By 18 June:** The Municipal Assembly (MA) must have reviewed, modified if necessary, and approved the municipal Medium Term Budget Framework. The document must be published for public access and a copy must be submitted to the MF.
- ✓ **By 1 September:** The municipal draft budget proposal must be submitted to the MA by the Mayor, covering appropriations requests for the following fiscal year and early estimates of appropriations for the following two fiscal years.
- ✓ **By 30 September:** The MA must have reviewed, modified if necessary, approved, and submitted to the Ministry of Finance the proposed municipal budget.
- ✓ **By 31 October:** The Kosovo Assembly must have considered the Proposed Kosovo Consolidated Budget and Proposed Appropriations Law.

6.2. Municipal Budget Development

As a result of the decentralisation process, municipalities in Kosovo have been transferred a wide range of competencies, including fiscal competencies. According to the *Law on Local Self Government*, municipalities, the basic units of self-government, enjoy fiscal autonomy, meaning that they have their own budgets and finances, which are regulated by the *Law on Local Government Finances*. Municipalities' financial resources derive from their own source revenue collection and central-level grants and transfers.

As outlined above, municipalities are required to develop two key documents: the municipal Medium Term Budget Framework (MTBF) and the annual municipal budget for the following fiscal year. They must be approved by the Municipal Assembly and submitted to the Ministry of Finance by 30 June and 30 September, respectively. The process leading to the approval of these documents, which involves both executive and legislative municipal bodies, is complex and extensive. Strict deadlines and

procedures must be followed, which are set centrally by the Kosovo Assembly and the government through laws, regulations, and instructions, as well as by the budget circulars issued by the MF.¹⁵

Being aware of the key steps and deadlines that must be followed in the municipal budget development process is important for municipal officials and other stakeholders to be able to advocate with the relevant municipal bodies for the timely inclusion of planned activities, including the implementation of the Strategy and its Action Plan, into the municipal budget. At the same time, it is crucial that the planned activities have been budgeted well in advance, as this will provide a concrete basis for advocating for a specific budget line.

Since municipal budgets determine the allocation of scarce municipal financial resources in Kosovo, it is particularly important to ensure that they reflect local needs and priorities. However, despite the widely acknowledged pressing need to address the situation of Roma, Ashkali and Egyptian communities, no municipality in Kosovo, except the Pejë/Peć municipality,¹⁶ has allocated specific funds in their municipal budgets for the implementation of activities arising from the Strategy and its Action Plan during 2011 and 2012.¹⁷

This was even the case in the few municipalities which adopted a MAP: for example, in Fushë Kosovë/Kosovo Polje. Although the MOCR had reminded all municipal departments of the need to include budgeted activities when planning, no budget was allocated for the implementation of the MAP during 2012.¹⁸ For the year 2013, the Mayor pledged that municipal directorates would use part of their budgets for the implementation of MAP activities.

The outcome of not allocating specific funding is clear: the margin of action to conduct activities aimed at improving the delivery of education for children from the Roma, Ashkali and Egyptian communities, as well as to tackle other key areas, is limited. Although some activities have been undertaken by municipalities with funds from the general budget or other sources, this is usually done in an *ad hoc* manner, not sufficient to make real progress. For instance, in Fushë Kosovë/Kosovo Polje, the implementation of a number of foreseen activities was hindered due to the lack of resources allocated to the MAP.

In general terms, such situation is often largely the result of a lack of adequate instruction from the central level and a lack of awareness of the Strategy and its Action Plan at the municipal level, but also

¹⁵ Municipal officials are advised to check applicable dates.

¹⁶ During the mid-year budget review, Pejë/Peć municipality allocated funds for the relevant communities within the budget of the office of the mayor. OSCE, *2012 Communities Rights Assessment Report: Third Edition*. July 2012.

¹⁷ *Ibid.*

¹⁸ See e.g. OSCE, op. cit., July 2012, p. 9; OSCE (Organization for Security and Co-operation in Europe), *Implementation of the Action Plan on the Strategy for the Integration of the Roma, Ashkali and Egyptian Communities in Kosovo*. May 2011, p. 7.

an indication of an absence of real political will to fulfil the far-ranging commitments needed to improve the situation of the Roma, Ashkali and Egyptian communities.¹⁹

It has also been observed that municipal officials often lack an adequate and clear knowledge of budget procedures applicable to municipalities,²⁰ a gap which this Chapter seeks to contribute in overcoming. Along these lines, a training session on municipal budgeting procedures was organised by ECMI Kosovo and delivered by the Chief of Office of Budget and Treasury in Fushë Kosovë/Kosovo Polje in order to increase municipal staff's knowledge and skills, particularly of officials from MED and MOCR.

The following table presents a schematic and clear overview of the key budget preparation steps and timelines internal to municipalities, focusing on the most relevant information for municipal officials engaged in preparing and/or advocating for the inclusion of planned activities into the municipal budget.

Recommendation: *If gaps are identified, other municipalities should consider following Fushë Kosovë/Kosovo Polje's example and provide training sessions on municipal budgeting procedures for municipal officials, involving staff members from relevant bodies, including the Directorate of Finance, Economy and Development, MED and MOCR. It is recommended that the training focuses on practical and relevant skills. For instance, where a MAP is in place or being developed, it can be used as a basis for training. Such training can also include the issue of budgeting activities, discussed in Chapter 5 of this Manual.*

It can also be useful for civil society and other interested actors, as it highlights possible ways of participating in and influencing the municipal budget development, including the setting of priorities.

The table is based on Municipal Budget Circular No. 2013/01²¹ issued by MF (applicable to budget preparations for years 2013-2015); municipal officials are advised to check possible changes in applicable dates for future years.

¹⁹ Ibid.

²⁰ This was shown, for example, by the findings of a capacity-needs assessment conducted in Fushë Kosovë/Kosovo Polje in late 2011.

²¹ The circular is available at: <http://mf.rks-gov.net/en-us/ministriaefinancave/raportedhepublikime/qarkoretbuxhetore.aspx>.

STEP 1: Establishing Municipal Medium Term Budget Framework

Timeframe & Key Deadlines: N/A.

Description/Main activities

The first step in preparing the municipal budget is to develop the Municipal Medium Term Budget Framework (MTBF). The MTBF is a document that represents municipal decisions on overall revenue and expenditure targets, as well as how the allocation will be made between economic categories. It sets the elements needed for the municipal budget, reflecting municipal priorities and strategies.

Relevant actors

- Chief Financial Officer (CFO)
- Mayor
- Municipal Assembly (MA)
- Directorates
- Community
- Etc.

Possible ways of participation and intervention

As Directors of Directorates will be required to make early estimates of their needed budgets, the MTBF development process provides an early opportunity to advocate and negotiate with them for the inclusion of activities of the MAP.

This step also foresees consultations, including public meetings to discuss municipal priorities and strategies, as well as deliberation and approval by the MA. Therefore, it provides other municipal officials, the public, civil society and other interested actors with an opportunity to raise their needs and concerns either directly and/or through their elected representatives.

STEP 2: Municipal Programmes Priority Review

Timeframe & Key Deadlines: The instructions and timetables for the completion of the programme priority review will be defined by an Internal Municipal Budget Circular No. 1 to be issued by the CFO.

Main Activities/Processes

During this step, the Mayor, CFO and Directors conduct a review of policy issues and priorities in their area of responsibility. Each programme should provide a summary of high policy priorities to be proposed. Directors of Directorates are required to prepare their budget proposals and review of priorities of directorates/programmes to the CFO for assessment. CFO holds consultation meetings

Relevant Actors

- Mayor
- CFO
- Directors

Possible ways of participation and influence

The priority review allows Directors to compete in the priority setting process at an early stage of budget development and before decisions are made. It provides an opportunity for other actors to interact and advocate with the Directors for the prioritization and inclusion of activities aimed at implementing the Strategy and its Action Plan.

with each Director of municipal programmes.

STEP 3: Initial Programme Specific Ceilings

Timeframe & Key Deadlines: Initial budget ceilings are recommended to be determined before 1 July; procedures and timetables are to be regulated in the Internal Municipal Budget Circular No. 2.

Main Activities/Processes

Based on the results of the Programme Priority Review, the CFO will issue Internal Circular No. 2 providing information and instructions on expenditure ceilings for the next three fiscal years. The circular will also define the procedures and timetables to be followed by programmes while preparing their proposed budgets and appropriation requests.

Relevant Actors

- Mayor
- CFO
- Directors
- Officials involved in defining expenditures

Possible ways of participation and intervention

Knowing the expenditure ceilings can help to identify which office/department/directorate would be more appropriate to advocate for the inclusion of activities into the budget. This step presents an opportunity for planning the resource division more adequately and to make necessary requests to respective Directorates.

STEP 4: Municipal Budget Proposal Submission by Program

Timeframe & Key Deadlines: Budget Submissions are to be made to the CFO by the date specified in the Internal Municipal Budget Circular No. 2.

Main Activities/Processes

During this step, Directors compile and present their Budget Submissions, the documents outlining budget estimates and detailed new policy proposals. These must comply with the medium term fiscal strategy.

Relevant Actors

- Directors
- Officials of respective Directorates

Possible ways of participation and intervention

Knowing the timeframe and procedures from Internal Municipal Budget Circular No. 2 will help to identify the adequate time for intervention with respective Directorates in order to ensure inclusion of activities into the budget.

STEP 5: Budget Hearings

Timeframe & Key Deadlines: The timetable and requirements for Budget Hearings will be defined by Internal Municipal Budget Circular No. 3, to be issued by the CFO.

Main Activities/Processes

The CFO, in consultation with the Mayor, will review the proposed budgets received from each programme (directorate) and conduct budget hearings with the goal to resolve any relevant issues regarding such proposed budgets.

Relevant Actors

- CFO
- Mayor
- Public (individuals, civil society, community representatives, other interest groups, etc.)

Possible ways of participation and intervention

Budget Hearings are one of the main mechanisms to address issues that were not considered in the proposed budgets. They are to be conducted as public hearings; as such, their organisation is the municipality's obligation. Individuals, civil society, community representatives and other interest groups have the right to attend the Budget Hearings and propose issues and/or activities to be considered in the budget.

STEP 6: Preparation of Budget Documentation

Timeframe & Key Deadlines: Instructions on required documentation and deadlines will be provided through a Budget Circular issued by the Ministry of Finance.

Main Activities/Processes

After the budget hearings, the CFO will prepare and deliver to the Mayor and Directors a proposed municipal budget.

Relevant Actors

- Mayor
- CFO
- Directors

Possible ways of participation and intervention

This step precedes the review and approval by the Municipal Assembly, providing interested parties with an opportunity to analyse the proposed budget and identify if suggestions were incorporated. If not, Municipal Assembly members and other representatives in the administration are instances to intervene to negotiate for a budget.

STEP 7: Review of Proposed Municipal Budget by the Municipal Assembly

Timeframe & Key Deadlines: The 2013 municipal budget and supporting information had be submitted to the Municipal Assembly by no later than 1 September 2012. For dates for subsequent years, check corresponding budget circulars.

Main Activities/Processes	Relevant Actors	Possible ways of participation and intervention
The Mayor submits the Budget Proposal and all relevant documents to the Municipal Assembly for review, discussion and approval. Budget documents shall also be made available to the public. The MA is recommended to organise a properly announced special meeting to review these documents and possibly incorporate public inputs.	• Mayor • Municipal Assembly • Public (individuals, civil society, community representatives, other interest groups, etc.)	<i>In the period between Mayor's submission of documents and their approval by the Municipal Assembly, the public has the opportunity to analyse the Budget Proposal and convey any potential inputs to the Municipal Assembly and/or respective Committees either directly or through their elected representatives.</i>

STEP 8: Municipal Budget Approval by the Municipal Assembly and Transmission to the Ministry of Finance

Timeframe & Key Deadlines: The 2013 Municipal Budget proposal had to be completed and approved by the Municipal Assembly by no later than 30 September 2012. For dates for subsequent years, check corresponding budget circulars.

Main Activities/Processes	Relevant Actors	Possible ways of participation and intervention
After the budget hearings are held, the Municipal Assembly shall review, modify if necessary, approve and submit to the Mayor the proposed municipal budget for 2013 and projections for three years (2013-2015). Approved municipal budgets and supporting documentation must be submitted to the MF.	• Municipal Assembly • Mayor	<i>This is the step where the Municipal Assembly will conduct the final review and approval of the municipal budget proposal. Participation may be possible through elected representatives to the MA and/or respective Committees. Once the budget has been approved, it should be made available for the public on the municipality's website.</i>

7. IMPLEMENTATION

Municipal officials are the key actors responsible for ensuring that all children, including children from Roma, Ashkali and Egyptian communities, have equal opportunities in access to education in accordance with their specific abilities and needs. The Strategy and its Action plan, adopted by the Government, provide guidance on how to address challenges faced by these three communities in a systematic manner. A number of municipalities have adopted Municipal Action Plans (MAP) reflecting local priorities to serve as a guiding tool to facilitate implementation at the local level.

However, even where MAPs have been adopted, the implementation of the activities defined in the action plans has frequently been unsatisfactory or deficient. Besides lacking budget allocation and/or effective monitoring mechanisms, many municipal officials lack the capacities to address the challenges faced by the three communities in a systematic manner. For example, the capacity- needs- assessment conducted by ECMI Kosovo with the municipal officials of the Fushë Kosovë/Kosovo Polje municipality revealed that most of the tasks are conducted on an ad-hoc basis.

This Chapter thus offers practical information and recommendations on the processes required to implement activities aimed at enhancing the delivery to Roma, Ashkali and Egyptian communities in a more systematic and effective manner, based on the experience of working with the Municipality of Fushë Kosovë/Kosovo Polje. First, *data collection* and *analysis* will be discussed, as reliable data is needed for effective implementation and monitoring of education policies for minority communities. Second, in order to gain a thorough understanding of a particular existing problem, it is required to conduct *research* activities. Third, increased *outreach* action may be needed regarding the Roma, Ashkali and Egyptian communities to raise the parents' awareness about the importance of education, demonstrate the equal opportunities provided to the children and build their trust in the school environment. Last, the municipal officials should regularly *coordinate* and *communicate* between their respective departments, as well as with community civil society organisations and other relevant actors working on education issues.

Each of the sections will start by providing information on the importance of taking action to improve provision of Roma, Ashkali and Egyptian education and an outline of the relevant legal or institutional framework. Following this, the problems and challenges that municipal officials might encounter in each of the areas discussed will be presented; after which, suggestions and recommendations will be provided on how to improve the education of these communities.

7.1. Data Collection

Why is it important to collect 'ethnic' data?

Ethnic data has an obvious potential for stigmatisation, however, it can also be used to highlight instances of discrimination and thereby help members of vulnerable groups to obtain their rights. In light of the longstanding disadvantages that the Roma, Ashkali and Egyptians face in the field of education, it is of utmost importance to systematically collect data on pupils from these communities.

Collection of data is necessary for several purposes. First, information is an integral part of the **development and implementation of public education policies** for minority communities. It is thus a precondition of any active educational policy aiming to promote equality.

Example: *Reserved University places for members of minority communities*

In the school year 2011/2012, MEST in cooperation with the Universities of Prishtinë/Priština and Prizren reserved 239 places for registration of students from the Bosniak, Turkish, Roma, Ashkali and Egyptian communities. Ethnic data was necessary both at the moment of the development of the policy ('How many places should be reserved for each of the communities?'), as well as for the implementation ('What is the ethnicity of the students who apply?') and monitoring of the policy ('How many students of each ethnicity applied for the reserved places?').

Secondly, data is necessary for the systematic **monitoring of situations and trends**. Collection of data disaggregated by ethnicity allows you to generate indicators for the purpose of evaluation of the delivery of education to minority communities and evaluate trends in this regard.

Third, data is needed for evidence-based **evaluation of the impact of initiatives** on minority communities. For example, data will be needed to evaluate the impact of the activities undertaken as part of the Strategy and its Action Plan. Concretely, data allows you to verify whether the initiatives undertaken to improve the education of Roma, Ashkali and Egyptian communities contributed to achieving the desired results, or, if not, a revision of strategies and actions needs to take place.

Challenges

The current situation regarding data collection is characterized by a lack of reliable and consistent data on minority community pupils. Research conducted in a number of municipalities showed that it is extremely difficult to gather accurate statistic data on the levels of enrolment and retention. The capacity needs assessment conducted in the municipality of Fushë Kosovë/Kosovo Polje identified the following shortfalls, characteristic of the situation in many Kosovo municipalities:

- Insufficiently disaggregated data according to ethnicity and gender regarding enrolment, performance and progression. For example, in some cases, data was not disaggregated by ethnicity, and in other cases, pupils' ethnicity was just recorded under one column as 'RAE'.
- There appears to be no tracking of attendance: it is unclear when a student is deemed to have dropped out of school. No systems are in place for continuous monitoring on children who dropped out or who are at risk of dropping out. The EMIS/SMIA system currently does not allow for follow up of individual cases of school dropouts. Thus retention figures are extremely unreliable.
- Inconsistency of data from different stakeholders, notably between the municipality and civil society. There appears to be no system of verifying or sharing information between schools,

community representatives (including NGOs) and municipal government. In municipalities where there are multiple minority communities, there is no cooperation or sharing of information between communities.

- Lack of information on out-of-school children and children working in the streets. The MED rarely reaches out to children that are outside of the regular school system. NGOs working with out-of-school children have their own databases of out-of-school children identified through their work.
- Lack of information on total number of children at school age from the Roma, Ashkali and Egyptian communities. The absence of this data makes it difficult to obtain indicators necessary for monitoring trends in the delivery of education, such as enrolment ratios. However, the results of the 2011 Census in Kosovo are expected to provide this data.
- No accurate data on the number of returnees and repatriated children, notably as concerns their needs regarding education, such as level of knowledge of the official languages.
- Absence of data collection that would allow for monitoring and evaluation of the implementation of the Municipal Action Plan.

International standards and domestic legal framework regarding data collection

In Europe, the collection of ethnic data has been influenced by recent history, ethnic clashes and intolerance. As a response, clear guidelines have been developed at both the European and international levels to create safeguards against the improper use of personal information. Data on ethnic, racial or national origin, religion, nationality are considered as “sensitive”, and special regulations have been put in place regarding processing of these data. However, these *sensitive* or personal data have to be distinguished from *statistical* or impersonal data which do not allow the identification of an individual person. Once the data have been made anonymous and cannot be linked to individuals anymore, their processing and dissemination require no more special supervision.

The main principles regarding the collection and processing of ethnic data as regulated by international and domestic instruments are as follows:

- **Free self-identification:** According to the principle of free self-identification, set forth in the Art. 3 of the Framework Convention for the Protection of National Minorities and directly applicable in Kosovo, members of communities have the right to freely choose whether they want to declare themselves as members of a national minority community or not. Ethnic data are private and subjective. In practice, this means that ethnic affiliation should be collected based on the self-identification of persons belonging to minority communities and that their right to decide whether they want to be treated as a member of a specific community or not should be respected. This principle was also reflected in the last census conducted in 2011 in Kosovo, which asked members of communities to freely declare their ethnicity, with questions about ethnic and religious identity not being mandatory.

- **Legitimate aim:** Sensitive personal data should not be collected unless there is a legitimate aim, such as the protection of public order, and the exception may be authorized only within the limits prescribed by relevant instruments in the field of protection of human rights and prevention of discrimination.
- **Requirement for consent:** Most of the data protection laws also insist on receiving the consent for the collection of sensitive data.

Kosovo law

These principles are reflected in Kosovo's legislative framework regarding data protection, which is primarily regulated by the **Law on the Protection of Personal Data Law 03/L-172**. The Law defines information on racial or ethnic origin as sensitive personal data (Article 2). It stipulates that sensitive personal data may only be processed if the person has given his or her consent and if they are processed in accordance with relevant law for reasons of substantial public interest (Article 6).

In the field of education, the **Law on Pre-University Education 2011/04-L-032** states that personal data related to ethnicity may be recorded for statistical monitoring purposes, helping to promote equal opportunities and may not be used for any other purpose (Article 5). The data collection in pre-university education institutions is further regulated by the **Administrative Instruction No. 9/2011 for Collection and reporting of data from schools and pre-school institutions in pre-university education using the education management information system (EMIS)**. This instruction sets procedures for collection and reporting of statistical data from schools and pre-school institutions in pre-university education required from MEST with help of SMIA system.

How to improve data collection?

In the following, 4 steps will be presented on how municipal officials can improve their collection of data:

1. Analysis of current information flow

The first step in enhancing the data collection processes is to analyze the current practices regarding data collection at the municipal level so as to identify the gaps or shortcomings. The questions to be asked are:

- What data is collected?

It is necessary to identify what type of data is being collected by the different actors at the municipal level, starting from the school teachers, school directors, to the municipal department of education. A stock-take of current collected data will help you identify what relevant information you already collect and what data collection activities you might need to modify.

- How is the data collected?

It is essential to identify how data is being collected. Data can be collected through child's certificates (birth, health and residence), interviews with the child and the child's parents, or

through specific forms. Information can also be collected through outreach visits to the target groups or through cooperation with local civil society organisations.

- How often is the data collected?

It is necessary to understand when and how often data is collected. For example, while data on a pupil's ethnicity will be collected at the moment of the registration, collection of data on drop-outs should be a regular exercise.

- What is the information flow?

It is important to analyse the flow of data from the teachers, schools to the municipal level. What is the reporting cycle? Is there consistency between the data collected at the different levels? Is there any information loss?

Once an analysis of the data collection processes has been done, it will be possible to identify the shortcomings that need to be addressed. It may be necessary to collect additional data, improve the collection methods, adapt the frequency of data collection or enhance the information flow between the different levels.

For example, the analysis of the data collection on pupils' ethnicity in Fushë Kosovë/Kosovo Polje found that schools collect data at the beginning of the year, during children's registration in school. Data are collected through interviews with children, in parents' presence. School uses no questionnaires to collect ethnicity on pupils. Sometimes, information on pupil's ethnicity gets lost during school transfers. It could be thus worthy to consider the option of collection data on ethnicity through written questionnaire.

Case Study on collection of ethnic data in UK

The United Kingdom has one of the most sophisticated systems of ethnic data collection out of all European countries. The British approach is that the collection of data on race or ethnic origin is not discriminatory, and that it serves to implement and verify equality policies.

The Department for Education requests all schools to collect information about ethnic background of pupils through a questionnaire, which is supposed to be filled out on request by child's parents (see Annex 3). The questionnaire contains a list of ethnic groups. The parents are supposed to classify the pupil under one of the stated ethnic groups (it is possible to choose the category "other"). The parents can also choose not to declare the ethnic background of their child. If the parents fear the abuse of the data when handing it to the teacher, they can send it or submit it to one of the registration centres. The data obtained in this way is then stored and accompany the child throughout the time of his or her education. If the parents or the child do not want to change it, they do not have to fill in the questionnaire again.

2. Define method of data collection

Once you identified the shortfalls, you need to determine which methods you will use to collect the data. Data can be collected either through data collection forms, through specifically designed questionnaires, or through interviews with community members or civil society organizations. For some data, such as out-of-school children or school drop outs, it might be necessary to introduce systems at the municipal level that would allow for systematic data collection. It might be necessary to improve cooperation and sharing of information with local civil society organisations through regular formal or informal meetings. For this purpose, the municipal officials should identify the relevant stakeholders in the field who can provide data.

Introducing a system for collection of data on drop-outs.

To address the lack of precise data on school dropouts, the municipality of Fushë Kosovë/Kosovo Polje was assisted in developing a form for collecting data on children with irregular attendance or children who dropped out. The aim was to have data on drop-outs at the municipal level compiled in one document. The form was based on the requirements for data collection set by the Administrative Instruction 9/2011 and the EMIS data collection system. The form was presented to the relevant stakeholders, including MEST, school directors and civil society representatives, in order to receive comments/suggestions. The form can be found in Annex 3.

3. Collect data

When data is collected, it is important that the counterparts understand the purpose of the data collected and the connected benefits. Sometimes Roma, Ashkali and Egyptians avoid declaring themselves as representatives of these communities due to the stigmata attached. It is thus necessary to explain to members of these communities how they can benefit from data collection. Also, school directors and teachers need to understand the importance of gathering precise and correct data, so as to avoid prettification of data. Following the collection of data from the various sources, it is necessary to consolidate the data received from the various sources. It is recommended to have one person in charge of regularly updating data. In Fushë Kosovë/Kosovo Polje, the municipal official responsible for data collection cross-checked the names of pupils in the list of drop-outs with irregular attendances, to avoid any duplication.

4. Use the data for taking action

Once the precise data has been collected, it should be used for taking measures or monitoring. It is important to keep in mind that data should be regularly updated. When sharing the data with other stakeholders, it is important to ensure the protection of data. Individual data should be protected, while disaggregated data should be made available to all stakeholders.

Using the data form on drop-outs for taking action

Following the completion of the form of school drop-outs at municipal level, the document should be shared with the members of the Prevention and Response Teams towards Abandonment and Non-Registration (PRTANs), who are responsible for case management of drop outs, who will be able to use the form the guide their actions for preventing drop-outs. On the other hand, the municipality will have dispose of a tool that will enable it to monitor the situation regarding the drop outs.

Recommendations

- It is important to keep in mind the special rules for the collection and processing of sensitive ethnic data and to respect the principle of free self-identification.
- It is essential to see the exercise of data collection as a continuous task. For the data to serve as basis for development, implementation and evaluation of education policies, it needs to be consistently updated and verified. This is especially true for data collection on school drop-outs.
- Besides gathering official data, municipalities should engage in substantial data collection on the situation of Roma, Ashkali and Egyptian communities through outreach to communities and strengthened cooperation and information sharing with local civil society organisations.

7.2. Needs Assessment/Research

Why is it important to conduct needs assessment or research?

In light of the educational challenges faced by the Roma, Ashkali and Egyptian communities, it is necessary to improve the collection of data and information so as to have a clear picture of their educational situation and the challenges they face. It is thus necessary to conduct regular needs assessment or research in order to identify the needs of a target group within a specific area, and, based on findings, develop appropriate measures to respond to their specific needs. Information gained through needs assessment or research will help you to design targeted actions aimed to improve the education of the three communities in your municipality.

Challenges

The capacity needs assessment conducted in Fushë Kosovë/Kosovo Polje municipality showed that municipal officials had little experience in conducting needs assessments or research in terms of selecting appropriate research methods, designing data collection, planning research, collecting data, undertaking data analysis and writing research reports. If conducted, needs assessments are usually not conducted systematically and are not based on quantitative data, which does not allow for evidence-based decision making. The concerns addressed with regards to data collection and data analysis (see *Chapter 7.1*) are also valid for the conduct of needs assessment and research.

Legal and Policy Framework

The Strategy foresees that both central level and municipal level institutions undertake regular needs assessments in close cooperation with community representatives in order to collect data and information for designing targeted education policy measures. The Action Plan for example requires from MEST, MED, schools and preschool institutions to conduct research on the needs for preprimary and pre-school education.²² In addition to this, the Fushë Kosovë/Kosovo Polje MAP also foresees the conduct of assessments on the needs of children who are not attending school regularly or children with special needs.

How to conduct needs assessments or research – The experience of Fushë Kosovë/Kosovo Polje

Following a meeting of the Task Force on Roma, Ashkali and Egyptian Education, it was agreed to carry out the activity 1.1 of the Municipal Action Plan: *Identifying preschool and preprimary education needs*. This activity was conducted in a form of a small-scale research, led by the MED and MOCR, with the external help of civil society. Knowing that there were no children from Roma, Ashkali and Egyptian communities included in the public pre-school and preprimary education in the municipality, the aim of the research was to identify the needs of these children in order to define measures for increasing their inclusion.

The research was conducted in the following steps:

1. Planning the conduct of the research;
 - Identification of the problem
 - Definition of the methodology
2. Identifying tasks, meetings, data collection methods;
 - Collection of data and information from previous reports
 - Preparing the questionnaires
 - Identifying the target group for interviews
3. Delivering responsibilities, actual data collection;
 - Decision on responsibilities with regard to collecting data
 - Conduct of interviews
 - Collection of data
4. Data analyzing and report preparation
 - Analysing the data and information collect
 - Drafting and publication of the research report

²² See p. 18 of the Action Plan

Based on these steps, this is how the research was conducted in Fushë Kosovë / Kosovo Polje

- **1st step: Planning the conduct of the research:** It was decided to use a combination of research methods: information would be collected through questionnaires (quantitative data) and through interviews with relevant actors (qualitative data).
- **2nd step: Identifying tasks, meetings, data collection methods:** During the second stage, meetings were held with CSOs active in the field and with education institutions, so as to obtain preliminary information on existing situation and data available from previous periods or reports. Following that, a questionnaire was drafted and shared with stakeholders for comments (see Annex 5). It was decided to interview around 50 families with children of pre-school or preprimary age. In addition, interviews would be conducted with CSOs and educational institutions to gain further qualitative information on the needs of the communities.
- **3rd step: Delivering responsibilities, actual data collection:** It was decided that officials from MED and MOCR would be responsible for interviewing the families. The CSOs active in the field (Balkan Sunflowers, Health for All, The Ideas Partnership and Terre des Hommes) helped with the identification of target families. Altogether 51 families were interviewed. For data verification purposes and qualitative information, further interviews were conducted with CSO representatives and institutions.
- **4th step: Data analyzing and report preparation:** As a last step, the data collected through questionnaires was inserted into a table for analysis purposes. For example, the data showed that economic difficulties posed a major obstacle to pre-school and preprimary education: out of 51 families interviewed, only 3 family members were working. Once the data was analysed, relevant findings were used to prepare a report for this small-scale research and come-up with relevant recommendations.

As a result of the research conducted, the municipality now disposes of concrete data and information on the needs of Roma, Ashkali and Egyptian communities with regard to pre-school and preprimary education, which can be used for developing targeted and specific measures to address the situation.

Recommendations

In order to base their decisions for improving the delivery of education for Roma, Ashkali and Egyptian communities and make sure that the measures target the specific needs of the communities, municipalities should engage more frequently in conducting needs assessments and research. The needs assessment/research exercise in Fushë Kosovë/Kosovo Polje municipality showed that further training, as well as support from the central level and donors are needed. Cooperation with CSOs working directly with the communities is very important, as they have direct access to information and can facilitate contacts with communities.

7.3. Outreach

Importance of outreach

International and national policies on education regularly underline the importance of motivating children to participate to education and raising the awareness on the importance of education. Outreach activities become vital as they serve as a tool for two-way communication with the child and the child's parents, offering the opportunity to directly provide information to children and their parents, such as on their rights and responsibilities, while at the same time listen to their concerns and needs. Outreach activities to members of vulnerable and marginalized communities such as the Roma, Ashkali and Egyptians help in building understanding and trust and provide a means for tackling specific issues in their education such as school drop-outs.

Challenges

The lack of awareness of parents and children from vulnerable communities regarding the importance of education is believed to be one of the main factors leading to school drop outs. However, currently there are no communication strategies that would regulate the obligation to reach out to communities. Institutions engage in the organisation of public information campaigns and outreach activities on an ad-hoc basis, often leaving outreach with vulnerable groups to civil society organisations.

Legal and Policy Framework

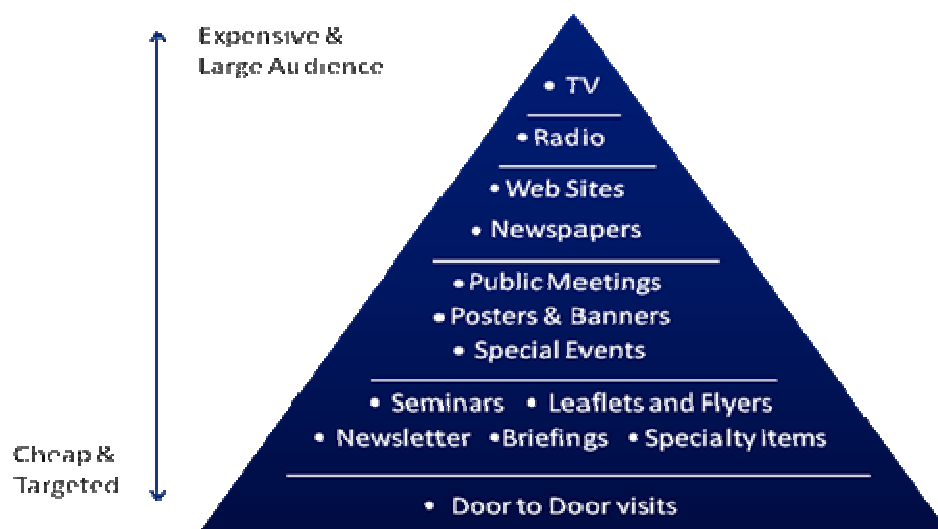
Public information and outreach activities are also regulated with Kosovo primary legislation and strategic documents. The Strategy, approved by Government, envisages a participatory approach and organizing outreach activities. It foresees that local education institution, schools and NGOs shall engage in common activities aiming at improving school attendance. Municipal education officials are required to organise awareness-raising campaigns on relevant issues, such as the importance of education, prevention of drop-outs and reduction of non-attendance, school registration and inclusion of children with special needs. The Strategy also foresees that educators and teachers regularly visit families and neighbourhoods in order to build trust and discuss the performance of their children.

How to organise outreach activities

Ideally, planning and organisation of an outreach activity should be conducted in six steps:

- Setting the objective, indicators, target groups;
- Identification of the method of outreach;
- Deciding on the appropriate time and duration;
- Planning of the finances/budget;
- Division of responsibilities;
- Evaluate the success of the outreach

There are a variety of available means to reach out to target groups, and it is important to assess both the funding required and the target group (if they are easily accessible etc.). For ease of reference, below is an overview of possible information means and their rank in terms of costs.



Experience of Fushë Kosovë/Kosovo Polje

The Fushë Kosovë/Kosovo Polje Municipal Action Plan requires that both the MED and MOCR perform public information tasks on a regular basis. In order to strengthen the institutional approach in addressing concrete challenges in delivery of education to Roma, Ashkali and Egyptian children, ECMI Kosovo assisted the Municipality of Fushë Kosovë/Kosovo Polje, and particularly the Selman Riza School, in organizing and conducting an outreach activity. The aim was to encourage increased participation in informal education/catch-up classes organised during July and August 2012 through informing families about the ongoing informal education/catch-up classes, encouraging them to send their children to attend, and informing them that children attending more than 50% of these classes would be integrated into corresponding grades in the regular school at the beginning of the school year.

Based on six steps, this is how the outreach has been organized in Fushë Kosovë / Kosovo Polje:

- The objective was to ensure attendance of children to classes and build their trust to school environment. Indicators were defined as the number of children who would continue attending the classes, while the target group were out-of-school children from Roma, Ashkali and Egyptian communities (from the respective neighborhoods) and their parents.
- As for the method, outreach was organised by using cheaper and targeted means due to urgency of the matter in question. Two teachers delivering classes, school director, representatives of CSOs active on Roma, Ashkali and Egyptian education issues would directly visit families, deliver messages, and obtain feedback.
- The time of visits selected was to be the time after the first preliminary assessment of attendance was conducted, during which children with irregular attendance were identified. This was nearly one month after classes started.
- Since this particular activity did not have high costs except travel reimbursements, the activity was performed easily without the need for identifying other partners or funds.
- Due to high number of pre-identified families/children, participants were divided into two groups. For consistency purposes, each team had copies of questions to be asked and messages to be delivered to targeted families/children. Primary role was given to teachers and the school director, as it was assessed that this would increase the trust and understanding between the school and the families/children. The CSOs supported the school staff and demonstrating that education can be successful with the participation of all.
- The last step was to evaluate the success of the outreach activity, by analyzing feedback/responses obtained from families and data on school attendance obtained from schools. Based on the data, it was evaluated that out of 27 children who never attended the catch-up classes, 3 boys started to attend the classes as a result of the visits.

Recommendations

The success of the outreach activity, as in this example, revealed that concerted efforts of all stakeholders are imperative. Teachers delivering the message in the presence of children had a significant impact on their belief in the teachers, as opposed to if the message were to be delivered by others. Also, institutions are primarily responsible for organizing outreach activities and delivering the messages as well as getting feedback from target groups. However, in order to ensure the sustainability of such activities, a longer term plan such as a communication strategy envisioning systematic and regular outreach activities should be prepared, alongside a budget for execution of these activities would need to be secured.

7.4. Coordination and cooperation

Importance of coordination and cooperation

While the improvement in the lives of members of the Roma, Ashkali and Egyptian communities depends on the active implementation of measures, the importance of coordination and cooperation between relevant stakeholders should not be underestimated. For municipal officials, coordination and cooperation are relevant in three respects. First, the Strategy and its Action Plan addresses measures in 9 fields – coordination is thus necessary between all the involved municipal directorates. Second, municipalities need to coordinate the implementation of their Municipal Action Plan with the relevant central level institutions and coordination mechanisms. Third, achieving substantive progress for Roma, Ashkali and Egyptians requires a series of complementary measures relating to various spheres of life, and implemented concurrently by a diversity of actors, both governmental and non-governmental. Coordination guarantees that resources are not wasted in unnecessary duplication of activities.

The following chapter will thus address coordination and cooperation issues from three viewpoints: coordination between municipal departments, coordination between the municipal and the central level and coordination and cooperation with civil society organizations.

Relevant legal and institutional framework

The need to coordinate and cooperate between different stakeholders is explicitly recognized in the Strategy and its Action Plan. Efficient cooperation and coordination among relevant institutions and organisations towards the education of members of Roma, Ashkali and Egyptian communities is a specific objective of the Action Plan's education component.²³ Municipal officials are thus required to enable and promote cooperation and coordination among all relevant stakeholders, including government institutions and civil society, at both central and local levels. The Strategy also promotes active participation of parents, representatives and civil society from the Roma, Ashkali and Egyptian communities in the drafting and decision-making processes concerning relevant education policies and activities.

Two institutional mechanisms have been set up at a central level to coordinate the implementation of the Strategy and its Action Plan, the Action Plan Technical Working Group for the Implementation of the Strategy for the Integration of Roma, Ashkali and Egyptian Communities (APTWG) and the Inter-Institutional Steering Committee for the Implementation of the Action Plan (IISC). At a local level, a number of municipalities have established mechanisms responsible for coordinating the implementation of the Municipal Action Plans.²⁴

Challenges

The situation in many municipalities in Kosovo points to a lack of coordination and cooperation between the central and local level, as well as between institutions and stakeholders involved at the municipal

²³ See p. 35 of the Action Plan

²⁴ See Chapter 4 for further information on mechanisms for coordination of the Strategy implementation

level. The findings of the capacity needs assessment conducted in Fushë Kosovë/Kosovo Polje indicated there was no system in place to coordinate the implementation of the Municipal Action Plan either within the municipality or with other stakeholders. As regards, coordination with external stakeholders and the central level, no regular coordination meetings were held and coordination was conducted mostly on an ad-hoc basis whenever there was a need.

How to improve coordination and cooperation?

Effective coordination and cooperation require capacity to create partnerships, networks and collaborative mechanisms with relevant stakeholders, as well as the ability to set priorities. Below, the three most important means of coordination relevant for municipalities will be discussed.

Information sharing/ Reporting

The first step towards effective coordination relates to the sharing information. This can be done through a regular exchange of progress reports and studies on the implementation of activities targeting Roma, Ashkali and Egyptian education, publication of reports on the municipalities' website, or through informative meetings. A significant aspect of information sharing is reporting, which refers to the exercise of documenting the results of monitoring and evaluation and their presentation to the relevant stakeholders. This is particularly important with regard to monitoring implementation of both the Municipal Action Plan and the central level Action Plan.

Conduct of regular meetings

The second way to improve coordination is by conducting regular meetings. The municipal directorates involved in the implementation of the Municipal Action Plan should hold regular meetings to update each other on the status of implementation for activities, on the challenges encountered, and coordinate their joint efforts. Ideally, the meetings should be held at least quarterly. Regular coordination meetings should also be held with donors and civil society organizations active in the municipality, so as to prevent duplication of programmes and projects addressing the three communities. The municipality should invite all stakeholders to share information on their activities, including donors' programmes and civil society organisations' contributing to the implementation of the Action Plan, as well as to provide information on upcoming events. Ideally, the Municipality should take the lead in coordinating the efforts of the civil society organisations active in the field and the donors supporting projects in the municipality so as to avoid any overlaps or duplication of activities.

Establishment of systematic coordination mechanisms

The most advanced means of coordination is the establishment of coordination mechanisms with a mandate to systematically coordinate implementation of the Municipal Action Plan. These could be task forces focusing on specific fields (i.e. a Task Force on Roma, Ashkali and Egyptian Education), or working groups that coordinate implementation of the Municipal Action Plan as a whole. These mechanisms can be used to regularly coordinate the efforts of the different municipal directorates and external actors, and to report on implementation to the central level. Again, it is important that the municipality takes the lead in deciding on the priorities of the Municipal Action Plan.

Experience from Fushë Kosovë/Kosovo Polje

In November 2011, ECMI Kosovo assisted the municipal officials in organising a coordination meeting with stakeholders active in the field of education in the municipality. During the meeting, the participants presented their current activities in the field of improving Roma, Ashkali and Egyptian education and discussed future plans. This aimed to find synergies and avoid overlaps between the different projects. The meeting resulted in establishing and strengthening relations between the municipality, civil society representatives and donors active in Fushë Kosovë/Kosovo Polje.

Following its establishment, the Task Force on Roma, Ashkali and Egyptian education proved to be a useful mechanism for the systematic coordination of activities between all stakeholders active in the field of education. The main functions of the Task Force in relation to coordination and cooperation were defined as follows:²⁵

- Serve as a focal point, identifying problems faced by Roma, Ashkali and Egyptian communities, in the field of education;
- Ensure that municipal official are kept up-to-date on identified problems;
- Perform consultations with relevant stakeholders and institutions/organizations;
- Work closely with civil society in exchanging relevant information on activities, concerns, needs as well as inform them on municipal policies and actions;
- Coordinate the activities of municipal departments related to Roma, Ashkali and Egyptian education;
- Prioritize activities and decide on ways to implement them in consultation with relevant stakeholders.

At the time of writing, six Task Force meetings had taken place. While the original idea was for civil society to be represented by only two members of civil society organisations (1 member and 1 observer), in practice many organisations/institutions were interested in being present as observers at meetings. As a result, the Task Force now includes representatives of all organisations active in the municipality, either as members or as observers to the Task Force.

The municipality uses the meetings to share information, knowledge and information among municipal officials and with civil society organisations, to consult on the priority actions to be implemented and to coordinate efforts between all the stakeholders. For example, one meeting of the Task Force was used to coordinate the dates for school registration campaigns, avoiding a situation where two organisations would conduct simultaneously conduct a campaign in the same neighbourhood. As a result of the regular Task Force meetings, the coordination between actors working in the field of improving education of Roma, Ashkali and Egyptian communities was significantly enhanced and contacts were

²⁵ For the Task Force's Terms of References, see Annex 1.

increased between the municipal officials, the schools and the civil society for the purpose of implementing agreed activities.

Recommendations

In order to enhance coordination at the municipal level, the municipalities should:

- Organise regular meetings between the municipal representatives to share information and coordinate the implementation of the MAP at the municipal level;
- Introduce systematic coordination with representatives of civil society organisations and donors active in the municipality, in form of regular coordination meetings or through participation in monitoring and coordination mechanisms such as task forces or working groups;
- Involve all school directors and all civil society organisations within the municipality in coordination mechanism meetings, either as members or observers;
- Take active role in coordination efforts of stakeholders active in the municipality and prioritisation of MAP activities;
- Reinforce the communication and coordination with the central-level institutions relevant for implementation and monitoring of the Strategy and its Action Plan.

8. MONITORING, EVALUATION AND REPORTING

Although a number of municipalities in Kosovo have developed and adopted Municipal Action Plans (MAP) for the Integration of Roma, Ashkali and Egyptian communities at the local level, their implementation is often largely unsatisfactory or deficient. This is partly attributable to the absence of mechanisms or systems for monitoring, evaluation and reporting. As outlined in *Chapter 5*, for a MAP to become a meaningful guiding tool that can contribute to ensuring proper implementation and achieving concrete results, it is essential to regularly conduct monitoring, evaluation and reporting.

While monitoring ensures that each responsible institution or department fulfils its actions within the assigned deadlines, periodical evaluation guarantees that the action plan will be amended if the effects are not those intended. To put it simply, monitoring and evaluation enable you to review progress, identify problems in planning and/or implementation and make adjustments so that your actions are more likely to make a difference. Reporting refers to the exercise of documenting the results of monitoring and evaluation and their presentation to the relevant stakeholders.

The following chapter will provide municipal officials with information on the processes of monitoring, evaluation and reporting in relation to Municipal Action Plans, as well as on reporting to the central level on the implementation of the national Strategy and Action plan, drawing on the experience of Fushë Kosovë/Kosovo Polje Municipality.

8.1. *Monitoring, Reporting and Evaluation of the Municipal Action Plan*

As discussed in *Chapter 5*, **monitoring** refers to the process of collecting information regarding a programme's use of resources, and on what is being accomplished through the use of these resources. As such, its main goal is to gather information that can help managers, staff, and decision-makers to learn about the programme. The monitoring of an action plan is primarily achieved through the gathering of information from responsible departments or institutions on the actions implemented, the budget spent, and the indicators. The subsequent analysis of this data and the use of information obtained to inform decision-making.

Monitoring can be summarized in the 5 following steps:

- **Step 1:** Establishing indicators (input, result and/or impact indicators);
- **Step 2:** Setting up systems to collect information relating to these indicators;
- **Step 3:** Collecting and recording information;
- **Step 4:** Assessing information;
- **Step 5:** Using information to inform day-to-day management

In the following, the exercise of monitoring will be illustrated using the concrete experience of Fushë Kosovë/Kosovo Polje Municipality.

Municipal Task Force on Roma, Ashkali and Egyptian Education, Fushë Kosovë/Kosovo Polje

In order to improve the delivery of education to Roma, Ashkali and Egyptian communities, the municipality of Fushë Kosovë/Kosovo Polje established a Task Force (TF) that would function as a mechanism for monitoring and evaluating the progress of the MAP implementation.²⁶ Prior to its establishment, municipal officials worked on determining result indicators for each activity of the MAP education component which would allow for measuring the output in terms of products and services for the target group ***(Step 1 - Establishing indicators)***.²⁷

Subsequently, Terms of References were drafted outlining the Task Force's functions and operating procedures, including the definition of the reporting flow, which were approved by the municipality. Concretely, the Task Force would be responsible for monitoring the actions/activities of the Municipal Action Plan based on concrete indicators. In addition, the Task Force would also be in charge of conducting evaluation on an annual basis, which will assess the results of activities undertaken and their impact on the overall objectives. The Task Force would be chaired by the Municipal Director of Education (MDE) and consist of 5 other members: another MED representative, one representative from the MOCR, one school director, one civil society representative and one parent representative. The Task Force Secretariat, located within the MOCR, would provide technical support for the organisation of meetings. The first meeting of the Task Force was held in December 2011 ***(Step 2 - Setting up systems to collect information relating to these indicators)***.²⁸

Ahead of each meeting, the MOCR, in its capacity of the Task Force Secretariat, sends out an invitation together with the agenda of the meeting (see *Annex 6*). The municipal officials responsible for implementing previously agreed priority activities collect information and prepare reports on the activities to be presented during the Task Force meeting ***(Step 3 - Collecting and recording information)***. For this purpose, a reporting form has been designed (see *Annex 2*). The first part of the reporting form presents the information from the operationalised MAP, while the second part requires the reporting municipal official to fill in information on the actual implementation of the activity (indicator, budget spent, municipal department leading the activity and supporting parties, and actual implementation timeframe). The reporting form is complemented with additional information on activities that have not been implemented, obstacles to implementation and recommendations with regard to the activity. Following each meeting, the MOCR, with the assistance of ECMI Kosovo, compiled a report which was sent to all Task Force members and observers (see *Annex 7* for a report template). The MOCR also started to keep a folder with reports on activities implemented under the MAP education component.

Concretely, the following report was prepared by the responsible municipal official on the implementation of the MAP Activity 2.1 ("Identify pupils who dropped out and who do not attend school regularly"):

²⁶ The Terms of Reference of the Fushë Kosovë/Kosovo Polje Task Force are included as an Annex 1

²⁷ See *Chapter 5* for detailed information.

²⁸ See *Chapter 5* for detailed information.

FUSHË KOSOVË / KOSOVO POLJE MUNICIPALITY

REPORT ON IMPLEMENTING THE ACTIVITIES OF MUNICIPAL ACTION PLAN FOR THE INTEGRATION OF ROMA, ASHKALI AND EGYPTIAN COMMUNITIES

Reporting date: 23.03.2012	Reporting person:	Elmie Grajçevci-Zymberi			
PLANNED					
Municipal Action Plan Activity	Indicators	Budgeted	Responsible Directorates	Other Partners	Time / Quarter
Identify drop-outs and those who don't attend school regularly (Activity 2.1)	Report with number of drop-outs published	450 EUR	MED	MOCR, schools, NGOs: BSF, HFA, TIP, TDH, MCK	I. Quarter 2012
REALIZED					
Completed concrete activity (as per planning)	Indicators – Result	Spent	Realizing Directorate	Support offered by	Implemented Time / Quarter
- Collection of numbers and names of children drop-outs	Report with number of drop-outs (attached)	0 EUR	MED	MOCR, schools, NGOs: BSF, HFA, TIP, TDH, MCK	I.-II. Quarter 2012 – to be continued
OTHER COMMENTS					
Non-realised activities:	Visits to families with cases of school drop-outs				
Obstacles for achieving objectives:	Because of weather school has been closed for some time, lack of contact with school				
Comments / Recommendations:	School should have exact data on drop-out cases				

The relevant list of drop-out cases collected from schools was then attached to the reporting form. During the Task Force meeting, the municipal official in charge of specific activities would present the report to other Task Force members, after which the information provided would be discussed. As a result of the discussion during the Task Force meeting on this particular activity, the Task Force members agreed that the issue of data collection on drop-outs required further attention. Notably, it would be necessary to address the lack of precise data, as well as the absence of a consolidated list containing data on school drop-outs for the whole municipality (**Step 4 – Assessing information**).

The Task Force thus agreed to extend the timeframe of the activity so as to allow for the development of a form or template that could be used for consolidating data on school drop-outs in one document²⁹. Additionally, it was decided that all civil society organisations working with the communities in the municipality of Fushë Kosovë/Kosovo Polje would be requested to share data and information on school drop-outs (**Step 5 - Using information to inform day-to-day management**).

As mentioned in *Chapter 5*, the process of **evaluation** consists of analysing the budget and programme information that is gathered through monitoring (as well as information from other sources that may be relevant) and subsequently comparing the results of activities with the attainment of the programme's purposes or goals, so as to support policy decisions on current and future directions of the programme.³⁰

To put it simply, evaluation involves addressing the following questions:

1. Looking at what the project or organisation intended to achieve – what difference did it want to make? What impact did it want to make?
2. Assessing its progress towards what it wanted to achieve, its impact targets.
3. Looking at how it worked – was there an efficient use of resources? How sustainable is the way in which the project or organisation works? What are the implications for the various stakeholders in the way the organisation works?

In the case of Fushë Kosovë/Kosovo Polje, the Task Force was assigned the task of conducting yearly evaluations of the implementation of the MAP education component and reporting on its implementation to the Mayor of the Municipality and the central level. The evaluation should be conducted by the end of 2012.

On the other hand, data has been collected by ECMI Kosovo to compare the results of the baseline study conducted in 2011 with the situation at the beginning of the school year 2012/2013 to evaluate trends in the delivery of education to Roma, Ashkali and Egyptian communities. The data collected can be used in the process of evaluation to assess the impact of activities undertaken by the municipality in achieving the intended results.

²⁹ For further information, see *Chapter 7.1: Data Collection*.

³⁰ For further information on evaluation, see *Chapter 5*.

8.2. *Reporting to the Central Level for Evaluation and Monitoring of the National Action Plan*

Besides monitoring and evaluating the implementation of the Municipal Action Plan, it is important that municipalities report on activities implemented and results achieved to the central level so that they can be included in the monitoring and evaluation of the implementation of the Strategy and its Action Plan at the national level.

As discussed in *Chapter 4*, the main mechanism responsible for monitoring the implementation of the Strategy and its Action Plan is the Action Plan Technical Working Group for the Implementation of the Strategy for the Integration of Roma, Ashkali and Egyptian Communities (APTWG) chaired by the Advisory Office on Good Governance, Human Rights, Equal Opportunities and Gender Issues (AOGG). The Action Plan stipulates that the APTWG shall produce six-month progress reports and annual reports, which shall be made available to the public. It is therefore essential that municipalities regularly communicate and report to the AOGG on the MAP implementation.

Previously, communication between the AOGG and municipalities was conducted through the Ministry of Local Government Administration (MLGA). However, it became apparent that this form of co-operation was not very efficient, and the AOGG decided to foster more direct contact with the municipalities, for example through Municipal Focal Points (see *Chapter 4*). Besides municipal officials acting as focal points, monitoring mechanisms operating at the municipal level, such as the Task Force on Roma, Ashkali and Egyptian Education or Working Groups for monitoring the implementation of the MAP as a whole should be used for regular reporting of the municipality's achievements to the central level.

A further challenge encountered in the monitoring of the Action Plan implementation at the central level is the collection of data that would allow for measuring the progress in implementation. The data received by the municipalities, who bear a major responsibility in the implementation of the Action Plan, is often either inconsistent or incomplete, especially as concerns indicators. This makes it difficult to incorporate the results achieved at the municipal level into the implementation of the Action Plan on the national level. This shows, on one hand, the importance of ensuring the compatibility of the MAP with the national level Action Plan, notably as regards the indicators; and on the other hand, how essential it is to collect precise data.

ANNEX I – RULES OF PROCEDURES: MUNICIPAL TASK FORCE ON ROMA, ASHKALI AND EGYPTIAN EDUCATION MUNICIPALITY OF FUSHË KOSOVË/KOSOVO POLJE

Rules of Procedures

Municipal Task Force on Roma, Ashkali and Egyptian Education

Municipality of Fushë Kosovë/Kosovo Polje

October 2011

Introduction

Fushë Kosovë/Kosovo Polje was the first municipality in Kosovo to endorse a Municipal Action Plan (MAP) for the Integration of Roma, Ashkali and Egyptian communities, as a result of the engagement of local civil society. The aim of the MAP is to operationalise the “Strategy for the Integration of Roma, Ashkali and Egyptian Communities in Kosovo 2009-2015” as well as to implement the Action Plan arising thereof. In order to increase the delivery of education to these communities, a Task Force dedicated to Roma, Ashkali and Egyptian education elements of the MAP Fushë Kosovë/Kosovo Polje Municipality is established.

The experience from this component can then be transferred to other sectors within the municipality, with a view of promoting more consistent approach towards full implementation of MAP for the integration of Roma, Ashkali and Egyptian communities.

This „Rules of Procedures” is integral part of the municipal Task Force establishment act and outlines the mission, role, functions, membership, and operating procedures of the Task Force.

Mission

Improve the delivery of Roma, Ashkali and Egyptian education in the municipality of Fushë Kosovë/Kosovo Polje through monitoring and coordinating the implementation of the Municipal Action Plan as part of the Strategy for the Integration of Roma, Ashkali and Egyptian Communities in Kosovo 2009-2015.

Role

The Task Force shall have following roles:

- Monitoring and Reporting,
- Coordination,
- Advisory role.

Monitoring and Reporting:

Monitoring: Task Force, in general is responsible for the monitoring of the implementation of MAP education component. The monitoring shall be for progress against the actions/activities, which are based on the reviewed and operationalised MAP containing concrete indicators. The task force shall also be responsible for conducting regular evaluations on a yearly basis, where it will assess the results of the activities undertaken and their impact on the overall objectives.

Reporting: Reporting shall be a two-way process: to the Task Force and by the Task Force. Task Force shall receive regular monthly reports from relevant municipal departments, civil society or other institution/organizations active in the field of Roma, Ashkali and Egyptian education in Fushë Kosovë/Kosovo Polje. MOCR shall ensure that the reports are sent to the Task Force in due time and that the accuracy of the information contained are verified. Upon reviewing the reports, Task Force shall, provide reports on quarterly basis on the implementation of the education component of the MAP through Deputy Mayor for Communities to the Mayor, as well as to the municipal Working Group coordinating the implementation of the MAP as a whole. These reports shall be used for reporting to the central level, namely the Action Plan Technical Working Group – see The Republic of Kosovo Action Plan on the Implementation of the Strategy for the Integration of Roma, Ashkali and Egyptian Communities, 2009-2015.

Coordinating:

Upon reviewing the reports and monitoring progress against activities, Task Force shall put efforts to coordinate the activities of municipal departments, and other actors in the Municipality involved in Roma, Ashkali and Egyptian education.

Advisory:

Task Force shall have an advisory role towards municipal leadership and departments as well as to external partners in order to coordinate activities. The advisory role may be performed on the basis of specific cases or in the form of recommendations when reporting about the progress.

Functions

Task Force, when performing its functions provided below, shall not serve as a forum for detailed discussion during the meetings. Rather, it shall be focused on monitoring, reporting, and coordinating future activities. Main functions of the Task Force are:

- Monitor the implementation of the education component of the Municipal Action Plan
- Conduct yearly evaluations of the MAP education component evaluation
- Provide reports on the implementation of the education component of the MAP to the Mayor and Deputy Mayor for Communities
- Prepare reports for the central level on the implementation of the education component of the Strategy for the Integration of Roma, Ashkali and Egyptian Communities, 2009-2015
- Ensure monitoring and reporting flows are respected;
- Serve as focal point, in identifying problems faced by Roma, Ashkali and Egyptian communities, in the field of education

- Coordinate the activities of municipal departments related to Roma, Ashkali and Egyptian education;
- In consultation with relevant stakeholders, prioritize activities and decide on ways to implement them;
- Work closely with civil society in exchanging relevant information on activities, concerns, needs as well as inform them on municipal policies and actions;
- Ensure that municipal officials are kept up-to-date on identified problems; perform consultations with relevant stakeholders and institutions/organizations;
- Pursue the role of an advisory body, providing municipal senior management with recommendations and advice regarding issues that fall under Municipal Action Plan and education sector in general;
- Perform other functions as they may relate to roles of the Task Force.

Membership

Task Force shall essentially be consisted of municipal officials. However, in order to ensure activities are coordinated, other partners and stakeholders given below are either in full membership with voting rights or in observing/advisory role without voting right.

Members

1. Education Directorate – one representative who also would be in charge of the operationalisation of MAP and the Head of Directorate who shall chair the meetings of the Task Force;
2. Municipal Office for Communities and Returns – one active representative and one to serve as a secretariat to the Task Force (representative acting as secretariat shall be a non-member);
3. School Director – one director from a school to which Roma, Ashkali and Egyptian children attend; he or she should represent the views of school directors with Roma, Ashkali and Egyptian pupils
4. Local civil society – one representative from or representing Roma, Ashkali and Egyptian communities; representing views of local civil society organisations

Representatives listed under items 1, 2 and 3 shall be identified jointly with MED & MOCR and need to have the consent of the Mayor as well as Deputy Mayor for Communities. Representatives listed under item 4 shall be identified by the Deputy Mayor for Communities, upon consulting respective parties.

Non-members (observing/advisory role only)

Non-members, namely representatives of other organizations such as ECMI Kosovo, UNICEF, OSCE as well as other representatives of interested institutions, offices and civil society may participate to the work of Task Force only as observer and/or with advisory status only. Those interested to become non-members of the Task Force shall coordinate their alternating participation among themselves and send one representatives representing others. Considering its role in assisting municipal officials to establish sustainable Task Force, ECMI Kosovo shall have the priority in acting as the representative for non-members, however it remains for interested parties to internally coordinate their presence and inform the Secretariat.

However, this rule shall not apply if Task Force would discuss concrete activities or requests

explanation/input from a given party. In this case, this person (any relevant municipal official or external partner directly having activities in the field) shall be given a prior notice in order to prepare the input for the Task Force meeting.

*** Please refer to attached Organogram (Annex A) for the description of membership and hierarchy.

Operating procedures

The Task Force shall normally meet on a monthly basis. The meetings shall be chaired by the Municipal Director of Education, while the Deputy Mayor for Communities shall chair two meetings a year.

Voting

For more consistent implementation of education activities, efforts shall be made for reaching decisions with consensus. If consensus cannot be reached, then the decisions shall be made by majority of votes.

Secretariat

Task Force shall be assisted by municipal departments/offices/units in ensuring the performance of its functions. To this end, MOCR shall play the role of a Secretariat and will be providing technical assistance in organizing the meetings of the Task Force. Preparation shall include preparing meeting agenda, sending out invitations, preparing summary of discussions and decisions taken. It shall also be responsible for ensuring that recommendations, advises and decisions are received by respective recipients.

Secretariat shall also be responsible for keeping regular records (meetings, discussion notes, reports, activities etc) of the work of the Task Force and be able to present chronological and thematic inputs, whenever needed.

ANNEX II – ACTIVITY REPORTING FORM

MUICIPALITY OF FUSHË KOSOVË/KOSOVO POLJE
REPORT ON IMPLEMENTATION OF ACTIVITIES OF MUNICIPAL ACTION PLAN FOR INTEGRATION OF ROMA, ASHKALI AND EGYPTIAN COMMUNITIES

Reporting time:	Reporting person	
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PLANNED					
Activity of MAP	Indicators	Budgeted	Responsible directorates	Other collaborators	Time/Quarter

IMPLEMENTED					
Concrete activities completed (as planned)	Result-Indicators	Spent	Implementing directorate	Collaboration offered by	Implementation Time/Quarter

Other remarks	
Unrealised activities:	
Obstacles to achieve objectives:	
Comments/Recomandations:	

ANNEX III – UK FORM FOR DATA COLLECTION



Ethnic background information form:

School: Pupil's
name: _____

Class/Form: _____

Our ethnic background describes how we think of ourselves. This may be based on many things, including, for example, our skin colour, language, culture, ancestry or family history. **Ethnic background is not the same as nationality or country of birth.**

The Information Commissioner (formerly the Data Protection Registrar) recommends that young people aged 11 or older have the opportunity to decide their own ethnic identity. Parents, or those with parental responsibility, are asked to support or advise those children aged 11-15 in making this decision, wherever necessary. Pupils aged 16 or over can make this decision for themselves.

These are the only categories available for this collection. Please study the list and **tick one box overleaf** to indicate the most appropriate ethnic background of the pupil and **tick one box below** to indicate the source of the information. Please ensure the form is signed before returning it to the school.

The information on this form was provided by

☐ a parent or carer

☐ the pupil

Signed: _____
Pupil (if of secondary age)

Signed: _____
(Parent/Carer (if pupil of primary age))

Please return the form to the school by the date shown on the covering letter.

Thank you in anticipation of your assistance.

Any information you provide will be used solely to compile statistics on the school careers and experiences of pupils from different ethnic backgrounds, to help ensure that all pupils have the opportunity to fulfil their potential.

These statistics will not allow individual pupils to be identified. From time to time the information will be passed on to the Local Authority and the Department for Education (DfE) to contribute to local and national statistics.

The information will also be passed on to future schools, to save you having to be asked for it again.

White

- ☐ British
☐ Irish
☐ Traveller
☐ Gypsy
☐ Roma
☐ Albanian (excluding Kosovan)
☐ Italian
☐ Kosovan
☐ Greek/Greek Cypriot
☐ Turkish/Turkish Cypriot
☐ White Eastern European
 (including Bulgarian, Czech, Latvian, Lithuanian, Polish, Romanian, Russian, Slovak, Ukrainian,)
☐ White Western European
 (including French, German, Spanish, Portuguese, Scandinavian)
☐ White other
 (Other children of White background not represented in the categories above)

Black or Black British

- ☐ Caribbean
 (including Antigua & Barbuda, Bahamas, Barbados, Dominica, Grenada, Guyana, Jamaica, St Kitts & Nevis, St Lucia, St Vincent & Grenadines, Trinidad & Tobago)
☐ Angolan
☐ Congolese
☐ Ghanaian
☐ Nigerian
☐ Sierra Leonian
☐ Somali
☐ Sudanese
☐ Other Black African
 (including Black South African, Ethiopian, Rwandan, Ugandan, Zimbabwean)
☐ Any other Black background
 (Other children of Black background not represented in the categories above, including Black Canadian, Black European, Black North American)

*Any other ethnic group

(children of ethnic backgrounds not represented in the categories above including, Palestinian, Kuwaiti, Jordanian, Saudi Arabian, Egyptian, Iranian, Iraqi, Japanese, Korean, Kurdish (from Iraq, Iran, Turkey), Central American, South American, Cuban, Belize, Lebanese, Malaysian (other than Malaysian Chinese), Moroccan, Polynesian, Fijian, Tongan, Samoan, Tahitian, Yemeni)

☐ I DO NOT WISH AN ETHNIC BACKGROUND CATEGORY TO BE RECORDED

PLEASE TICK ONE BOX ONLY -

Mixed/dual background

- ☐ White and Black Caribbean
☐ White and Black African
☐ White and Asian
 (including White and Bangladeshi, White and Pakistani, White and any other Asian background)
☐ White and any other ethnic group
☐ Other mixed background
 (Other mixed race children not represented in the categories above, including Asian and Black, Asian and Chinese, Asian and other ethnic group, Black and Chinese, Black and other ethnic group, Chinese and other ethnic group)

Asian or Asian British

- ☐ Indian
☐ Pakistani
 (including Mirpuri Pakistani, Kashmiri Pakistani and other Pakistani)
☐ Bangladeshi
☐ Nepali
☐ African Asian
 (including East and South African Asians)
☐ Other Asian
 (Other Asian children not represented in the categories above, including Kashmiri Other, Sinhalese, Sri Lankan Tamil)

Chinese

- ☐ Hong Kong Chinese
☐ Other Chinese
 (Other Chinese children not represented in the category above including Malaysian Chinese, Singaporean Chinese, Taiwanese)

Any other ethnic background

- ☐ Afghanistani
☐ Filipino
☐ Thai
☐ Vietnamese
☐ Any other ethnic group* (see below)

ANNEX IV – FORM FOR DATA COLLECTION ON SCHOOL DROP-OUTS

			Student Parameters									Socio-economic situation		
No	Name	Surname	Ethnicity	Gender	Date of Birth	Place of Birth	Residence Address	Family status (returnee, IDP etc)	Parents (one or two)	Name of parent(s)	Distance from school	Parents Employed (Yes/No)	Category of social assistance scheme (if applicable)	Health condition
1														
2														
3														
4														
5														
6														
7														
8														
9														
10														
11														
12														
13														

ANNEX V – QUESTIONNAIRE FOR NEEDS IDENTIFICATION

Research on Needs of Pre-primary and Preschool Education

Questionnaire for families from Roma, Ashkali and Egyptian communities in Fushë Kosovë/Kosovo Polje municipality

1. How many members are in your family? (number of children, age, gender, children with special needs)
1.
2.
3.
4.
5.
6.
7.
8.
9.
2. Family members employed?

3. Are your children enrolled in preschool, preprimary education?

4. If yes, age, gender of child/children

5. Where is preschool organized (kindergarden, community based center, school etc?)

6. Problems for registering in these programs?

7. How many hours do they spend on these programs?

8. What do they do during the day? (games, food, sleep, methods of learning, topics...?)

9. Do you learn and play in groups?

10. What do you learn for history and culture of Roma, Ashkali and ?Egyptian communities?

11. Do you face difficulties for communicating in Albanian language?

12. Do you want to register your children?

13. How important is the attendance of children in these programs?

14. How involved are you in activities (parents)?

15. What would you like to improve?

16. Difficulties

ANNEX VI – TEMPLATE FOR TASK FORCE AGENDA



TO	Members of Task Force on Roma, Ashkali and Egyptian Education, Municipality of Fushë Kosovë/Kosovo Polje	DATE	DD / MM / YYYY
FROM	Municipal Office for Communities and Returns Municipality of Fushë Kosovë/Kosovo Polje		
SUBJECT	XX Meeting of the Task Force on Roma, Ashkali and Egyptian Education, Municipality of Fushë Kosovë/Kosovo Polje		

Task Force meeting will be held:

On DAY, DD / MM / YYYY, at XX:XX o'clock in the Municipal Assembly Hall

All Task Force members are invited

Proposed Agenda is presented below

A G E N D A

1. Presenting the work undertaken for implementation of agreed priority activities

[Activity, Reporting person]

For example:

- *final list of drop-outs with data from schools and NGOs, MOCR official*
- *update on supplementary classes for children with learning difficulties, School director*
- *informal education/catch-up classes – update on results and achievements, School director*
- *new school year – registrations, problems, MED director*

2. Other relevant issues of importance to Roma, Ashkali and Egyptian education

[Activity, Reporting person]

For example:

Request to Municipal Assembly for the extension of Action Plan validity beyond 2012

- *steps taken by the municipality; current situation, MED director*

3. Priority activities for the next period

[Activity, Responsible person]

For example:

- *continuation of previously agreed activities*
- *Activity no. X from the MAP to be implemented by MED official*

4. Agreement on date of next meeting

ANNEX VII – TEMPLATE FOR TASK FORCE MEETING NOTES



Notes from the Meeting of the Task Force on Roma, Ashkali and Egyptian Education, Municipality of Fushë Kosovë/Kosovo Polje

Meeting no: XX

Date: DD / MM / YYYY

Time: XX.XX hrs

Participants:

Members: [Name, Function/Organisation]

Observers: [Name, Organization]

Agenda Items

1. Presenting the work undertaken for implementation of agreed priority activities
2. Other issues of relevance to Roma, Ashkali and Egyptian education
3. Priorities for the next period
4. Next meeting

Item 1

For example:

- **Final list of drop-outs with data from schools and NGOs:** The municipality has obtained the list of dropped-out children and out-of-school children from NGOs [name individuals, organizations], which needs to be incorporated into the consolidated table (Activity 2.1 of the MAP).
- **Update on supplementary classes for children with learning difficulties:** Supplementary classes were held during June for children with learning difficulties. Children have showed maximum interest and attended the courses. Considering that courses were useful, continuation was suggested.
- **Informal education/catch-up classes – update on results and achievements:** The catch-up classes took place in July and August. There were 30 children who attended the courses regularly. 29 of the children have been integrated into regular school. Stakeholders expressed their appreciation to teachers for their approach and help offered to children.
- **New school year – registrations, problems:** The MED Director confirmed that the work of Task Force and the efforts of the local civil society organisations have all contributed to the reported increase in first grade registrations. Regarding this, NGOs reiterated that despite these positive developments, parents, teachers, municipality and NGOs need to be more careful in order to prevent drop-outs. Another concern was the placement of children into respective classes, particularly those that are older.

Item 2

For example:

- **Request to Municipal Assembly for the extension of Action Plan validity beyond 2012:** NGOs are all in favour of extending the MAP validity period beyond 2012. MOCR shall coordinate these efforts and coordinate the request, which needs to be forwarded to the Mayor and Assembly Chairperson.

Item 3

It has been agreed to implement the following priority activities in the upcoming period:

For example:

- Finalize drop-out and irregular attendance lists as soon as possible (Activity 2.1 of the MAP), MOCR official;
- Municipality to contact MEST on schooling / registration of children at higher age, MED director;
- Municipality to follow-up on Municipal Assembly's review of the MAP timeline, MED and MOCR officials;

Item 4

Next meeting scheduled for DD / MM / YYYY.