

Evaluation of the Education Sector of
Austria's Development Cooperation
and Cooperation with South-East Europe
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Annex 6:
Country Report Serbia and Montenegro

ÖSB Consulting GmbH / L&R Sozialforschung OEG,
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ÖSB Consulting GmbH
Meldemannstrasse 12-14
A-1200 Wien
www.oesb.at
Phone: +43 1 33 168-0
Fax: +43 1 33168-102
Lizzi.feiler@oesb.at



Lechner, Reiter und Riesenfelder
Sozialforschung OEG
Liniengasse 2A
A-1060 Wien
www.lrsocialresearch.at
Phone: +43 1 595 4040-0
Fax: +43 1 595 4040-9
reiter@lrsocialresearch.at

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Austrian
 **Development Cooperation**

Country report Serbia and Montenegro

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List of Acronyms used

ADA	Austrian Development Agency
AEC	Austria's Educational Cooperation
BMaA	Federal Austrian Ministry for Foreign Affairs; since 2007 Austrian Federal Ministry for European and International Affairs (BMeiA)
bm:bwk	Austrian Federal Ministry for Education, Science and Culture; since 2007 split into two parts: Federal Ministry for Education, Arts and Culture and Federal Ministry of Science and Research
CO	Coordination office, ADA
ECO NET	Project of KulturKontakt Austria
ETF	European Training Foundation (EU Agency in Turin)
GTZ	Gesellschaft für Technische Zusammenarbeit, Germany
MoESp	Ministry for Education and Sports, Serbia
MoESc	Ministry for Education and Science, Montenegro
SAA	Stabilisation and Association Agreement
SAP	Stabilisation and Association Process
SEE	South-East Europe
TOUR REG	Project of KulturKontakt Austria
VET	Vocational Education and Training
WUS	Word University Service (Austria)

1. Executive Summary

The country report for Serbia and Montenegro is one of four country reports of the evaluation of Austria's educational sector policy. Since June 2006, Serbia and Montenegro are two independent states; two ADA coordination offices already exist.

Background:

The EU's Stabilisation and Association Process (SAP) for the West Balkans plays an important role for the integration of Serbia and Montenegro. Both countries are carrying out comprehensive education sector reforms which are in line with the relevant European processes.

Project portfolios

The projects are carried out by two Austrian NGOs: by the World University Centre Austria (WUS) for the higher education level, and by KulturKontakt Austria for the secondary vocational education level. The project portfolio consists of the 'higher education support programme' for six universities in Serbia and in Montenegro, and of ECO NET- and TOUR REG projects with practice-oriented curricula and teacher training for secondary vocational schools. The projects are subsidised with ADA grants and monitored by the Austrian Centre for Social Innovation (ZSI).

The projects design was directly transferred from other countries in the region. Although the projects are not based on an independent needs assessment, the projects are generally well accepted by policy decision makers and partners for implementation.

Programming

A country program for Montenegro (2004-2005) exists¹ but needs updating and would benefit from clearer specific objectives and goals. The country program for Serbia did not exist at the time of the country mission of the evaluation team in Serbia. In the meantime the new "Serbia Country Programme 2006-2008" was published.²

The high importance of policy **coherence between the education sector and labour market development** has been recognised at project level and is a shared issue of strategic relevance for the coordinators and the SEE desk of the BMaA. In the meantime this policy orientation is embedded in the new country programme as main programme goal.

¹ BMaA.5c/ADA (2004): Landesprogramm der Österreichischen Ostzusammenarbeit, Montenegro 2004-2005.

² BMaA/ADA (2006): Serbia Country Programme 2006-2008. BMaA / Austrian Development Cooperation and ADA, Vienna, June 2006.

Relevance

The guidelines of educational cooperation in SEE and the Three-Year Programme have low **relevance** for the practical work of the coordinators. The guidelines 'expired' and need to be renewed.

The guidelines for Austria's educational cooperation in South-East Europe (SEE) for 2002-2005 commend focusing the activities on higher education and vocational education. The project portfolio in Serbia and Montenegro is fully in line with these priorities.

The projects meet a need and fit into the ongoing education reform processes in Serbia and Montenegro. The projects in the VET sector are relevant for poverty reduction, by facilitating transition from school to work and preventing youth unemployment. A direct contribution of the 'higher education support program for Universities' to poverty reduction can not be assessed. Non of the projects address other cross-cutting issues systematically (equal opportunities for ethnic minorities, the socially disadvantaged, children with specific educational needs; gender-sensitive approach).

What do the projects leave behind?

The credits of Austria in Serbia and Montenegro are high and the projects are well accepted by the local partners. The prospects for sustainable results are positive. To support the mainstreaming of the VET projects, a continuous dialogue with the national decision-makers at the ministries for education should be maintained.

Resources and communication

The division of tasks, communication structure and interfaces between the project implementing organisations, the monitoring organisation (ZSI) and the coordination offices should be further clarified and optimised.

There is a need for stronger support from ADA head office to the coordination offices, specifically in the field of knowledge management. From this point of view the respective ADA department should be more supportive on the level of design and realisation of projects and programmes.

2. Introduction

This country report is the result of a desk study and a field mission to Serbia and Montenegro, carried out from 26 June to 3 July 2006³.

Lizzi Feiler and Walter Reiter, together with Biljana Kondic as local expert, carried out the mission in Serbia and Montenegro. This report was prepared by Lizzi Feiler and Walter Reiter, with contributions from Biljana Kondic.

A referendum on the independence of Montenegro from Serbia and Montenegro held on 21st May 2006 showed 55.5 percent voted in favour. Shortly before the mission, on 31st May 2006, Montenegro acquired the status of an independent country. Hence, this country report will refer to two countries. However, separate institutional structures already existed before Montenegro's independency, with one ADA coordination office in Belgrade, and one coordination office in Podgorica.

The evaluation team wishes to thank the heads of the ADA coordination offices, Hans-Jörg Hummer in Belgrade, and Florian Raunig in Podgorica for their support in organising the field missions, and for the information and insight they provided. We are also grateful to the persons interviewed: the local representatives of KulturKontakt Austria and WUS Austria, the official representatives of the Serbian and Montenegrin Ministries, the representatives of the Universities, schools and NGOs, and other stakeholders.

3. Mandate

This country report is one of four country reports which will, together with the reports for Bosnia/Herzegovina, Ethiopia and Uganda is part of the evaluation of Austria's Education Sector Policy.

The leading questions for this country report were:

- | | |
|-----------|--|
| Relevance | - How is the sector policy guiding the country programming, monitoring and evaluation process? |
| | - How is the country program and project portfolio aligned with country needs? |
| | - How is the country program and project portfolio coordinated with other donors? |

³ Projects in Kosovo have not been included for this report.

- | | |
|---------------|--|
| Effectiveness | <ul style="list-style-type: none"> - Does the project portfolio effectively translate the defined goals into action? - What do the projects leave behind? - How are the cross-cutting issues (poverty reduction, gender equality, inclusion of ethnic minorities) met? - Are the resources of the coordination office and the support structures sufficient? |
|---------------|--|

Conclusions, which go beyond the country level and might rather refer to the meta-level of 'cooperation with the region of South-East-Europe' are not included in this report but will become part of the final report. This includes the issue of 'validity', e.g. how the specific international context in South-East Europe is reflected in the educational sector policy.

4. Background

4.1 Country brief

After the period of war and the raising of the international economic sanction, Serbia and Montenegro⁴ became part of the regional integration process with the EU in 2000.

Since 2000, the economic and democratic developments of Serbia and Montenegro, as part of the Western Balkan area, have been supported by the Stabilisation and Association Process (SAP) of the EU. The SAP is the EU's policy framework for the Western Balkan countries. The objectives of the SAP are the "fullest possible integration of the countries of the Western Balkans region into the political and economic mainstream of Europe (...). All the countries concerned are potential candidates for EU membership"⁵. The SAP is a progressive partnership, in which contractual relationships in the form of Stabilisation and Association Agreements (SAA) can be established.⁶ Negotiations for a SAA with Serbia and Montenegro are opened, but to date, no agreement has been yet signed. Both countries benefit from CARDS assistance, and are eligible to participate in several European Commission research programs⁷. **Serbia**, with a population of almost 8 mio, is struggling with low employment, and a high unemployment rate of 15.2%⁸.

⁴ In 2002, the former 'Federal Republic of Yugoslavia' was renamed 'State Union of Serbia and Montenegro'. Since 31.5.2006 there are 2 separate states: the Republic of Serbia and the Republic of Montenegro.

⁵ European Commission (2005): Serbia and Montenegro 2005 Progress Report. p.3

⁶ http://europa.eu.int/comm/enlargement/western_balkans_policy/index_en.htm , accessed on 04-05-2006

⁷ Tempus (higher education), Erasmus Mundus (scholarships for students), Youth, 6th Research Framework Programme (FP6), and Joint Research Centre (JRC) activities. The EU plans to continue actions in favour of the Western Balkans research community under the 7th Framework Programme (2007-2013). European Commission (2006): The Western Balkans on the road to the EU: consolidating stability and raising prosperity. COM(2006) 27 final.

⁸ European Commission (2005): Serbia and Montenegro 2005 Progress Report. Other sources indicate a markedly higher unemployment rate.

70% of the unemployed are long-term unemployed. The privatisation process is far from being completed, and job creation by endogenous entrepreneurial activities or foreign direct investment is limited. **Montenegro**, with a small population of approx. 620.000 inhabitants is facing similar structural challenges, with an even higher unemployment rate of 23.0%.

Serbia and Montenegro – like all transformation economies – are undergoing radical economic and institutional restructuring processes, which imply a need for education reform. Such education reforms must be closely linked with the changing needs of the economy and the labour market.

One of the main challenges for both countries is the institutional reform, and specifically the reform of the education sector. In an industrial restructuring context, there is an urgent need for adapting the workforce to a changing labour market, and vocational education and training are key issues. Whereas education for all is basically achieved with a large network of primary and secondary schools, problems exist with early school leaving and transition from school to work. The need for improving orientation and introducing quality assurance in the education system has been expressed i.a. by the Serbian government.⁹

In both countries, the reform of the education sector is to a large extent linked with the European processes. The Bologna Process is highly relevant for the reforms in higher education, and the Copenhagen Process for the reform of the vocational education and training (VET) system.

The **Bologna Process** started with a joint declaration of the EU Ministers of Education in 1999 and aims at establishing the European area of higher education, with comparable degrees and increased mobility for students. This is enhanced by a common framework of qualifications, as well as by coherent quality assurance and accreditation/certification mechanisms¹⁰.

The **Copenhagen Process**, launched in 2002 with the Copenhagen Declaration adopted by the education ministers of 31 countries and the European Commission aims at establishing a European Qualification Framework and a Credit Transfer System for VET¹¹. Education reforms in South East European countries are aligned with the criteria set forward in the Copenhagen Process.

⁹ Government of the Republic of Serbia / Ministry of Education and Sports (2004): Quality education for all. Challenges to the education reform in Serbia. Belgrade.

¹⁰ The Bologna Process - Next Stop Bergen 2005. http://europa.eu/education/policies/educ/bologna/bologna_en.htm accessed on 05/06/2006.

¹¹ http://ec.europa.eu/education/copenhagen/index_en.html, accessed on 04/05/2006

Education reform in Serbia

Since the beginning of the decade, Serbia has been carrying out a comprehensive educational sector reform¹².

The objective of the Serbian **Higher Education Reform** is to establish a modern higher education system in accordance with the Bologna process. In general, the Universities in Serbia (and also in Montenegro) are deemed to be 'autonomous', implementing their own decisions within the strictly prescribed legal framework. If the commitment of all relevant stakeholders signals a strong support to the reform process, the long-lasting phenomenon of brain-drain threatens it greatly. The three reform pillars are: a) higher education system reform, b) curricula development, and c) basic needs (e.g. equipment). Equipment is mainly dependent on donations: "The reform process is strongly dependent on basic needs in terms of working conditions, equipment and salaries. There is no doubt that those cannot be improved without the help of different donations"¹³.

The reform of **Secondary Vocational Education** is another key challenge. In Serbia, there are 550 secondary schools. 327 of them provide vocational training, with two, three or four year courses, offering as much as 534 profiles (qualifications)¹⁴. In the government's Strategy and Action Plan, this system is assessed as inefficient, mainly because of the narrow specialisations, large delivery quality gaps (especially between urban and rural areas), poor infrastructure, and most importantly, outdated didactic methods and a lack of demand-orientation.

Consequently, the strategic aims of the VET reform include:

- Developing responsive connections between the education vocational training schools and the labour market;
- Developing the curricula, i.e. modernising the trainings contents and organisation;
- Developing sustainable life long learning programmes for teachers.

Education reform in Montenegro

The Country Strategy Paper for Montenegro¹⁵ identifies education, training and labour market reforms as among the priorities to be supported. Large-scale downsizing is expected to have an adverse effect on employment. Also the Poverty Reduction Strategy for the country gives specific emphasis to employment creation, education and entrepreneurship¹⁶.

¹² Government of the Republic of Serbia / Ministry of Education and Sports (2004): Quality education for all. Challenges to the education reform in Serbia. Belgrade.

Strategy and Action Plan. Quality Education for all, a Way Toward a Developed Society, Education Reform in the Republic of Serbia, Ministry of Education and Sports. www.min.edu.yu/index_e.htm Website access on 12.7.2006.

¹³ Strategy and Action Plan, op cit., p.3.

¹⁴ Strategy and Action Plan, op cit., p.5.

¹⁵ European Agency for Reconstruction (2001): Country Strategy Paper 2002-2006 for Serbia and Montenegro. Cards Assistance Programme. <http://www.ear.eu.int/yugo/main/fry-a1-a2.htm>, access on 20/07/2006.

¹⁶ PRSP Montenegro. The Worldbank, 2003 (www.worldbank.org.yu).

The education reform process has started in 1999 and encompasses all levels of education. The reform is being implemented on the principle of decentralisation of the system and equal rights to education for all. The reform of vocational education should closer correspond to the demands of the labour market. "A substantial program of evaluation of vocational education will be implemented by monitoring the employment of recent graduates."¹⁷

4.2 Representation of Austrian Development Cooperation (ADC) and implementing agencies in the country

Austria's support to the democratisation and normalisation processes in the Western Balkans started early in the post-war period in 1999. This involvement and support have been welcome by the partner countries and contributed to good bilateral relations between Austria and both countries. The State Union of Serbia and Montenegro has been defined as priority country for Austria's Development Cooperation.

Parallel agencies already operated in each country in the former Serbian-Montenegrin state union:

- ADA coordination offices operated independently in Belgrade (Serbia) and in Podgorica (Montenegro) even though the coordination office in Podgorica was established fairly recently, in September 2005. Accordingly, there are two separate budget lines for Serbia and Montenegro.
- The coordination office in Belgrade is also responsible for Kosovo, where a local office was opened in April 2006¹⁸.
- The implementing organisations for Austria's educational projects, KulturKontakt Austria (with the k-education offices) and WUS Austria maintain liaison offices in both countries. It is part of bilateral agreements that office space is provided by the local partners. There are K-education offices with 'Austrian Educational Coordinators'¹⁹ in Belgrade and Podgorica, and WUS offices in Belgrade and Podgorica. In the case of WUS, the office in Belgrade is responsible for the overall coordination of both countries (there is only one University in Montenegro).
- The Austrian 'Centre for Social Innovation' (ZSI) was contracted by the ADA to carry out monitoring services of all higher education and VET projects in Serbia and Montenegro.

¹⁷ PRSP Montenegro, op.cit. p. 53. sic.

¹⁸ Austria plays an important role in higher education reform in Kosovo, where it is involved in the policy dialogue. The Bm:bwk is engaged in a twinning project (e.g. institutional support provided by an EU-partner country).

¹⁹ Educational Coordinators are provided by the Austrian Federal Ministry of Education, Science and Culture. The k-education offices act on behalf of the Ministry and KulturKontakt Austria.

5. Portfolio of Austria's educational projects in Serbia and Montenegro

Austria's bilateral activities with Serbia and Montenegro started early in 1998, before the economic sanctions were raised (2000). Partners for these projects were Universities and local NGOs. Before 2002, education projects were financed in the frame of the EU stability pact for Serbia and Montenegro. These projects were so called 'quick start' projects, implemented either by KulturKontakt or by local NGOs. According to the CO in Serbia, these projects did not achieve the expected results, but the positive effect of these early stage interventions was that the Serbian stakeholders got an impression of the Austrian willingness to support the Serbian integration process within Europe. To date, the AEC in Serbia is focusing on two fields of intervention: **higher education** and **vocational secondary education** (the VET sector). This is in line with the priorities defined in the education sector guidelines for South-East Europe²⁰.

The Austrian projects are implemented by two NGOs: higher education projects by the **World University Service Austria (WUS)**, and vocational education projects by **KulturKontakt Austria**.

WUS started its activities in South East Europe as early as 1994 (1994 in Bosnia, 1998 in Montenegro, and 2001 in Serbia²¹). Today, WUS maintains offices in Belgrade, Podgorica, Prishtina (Kosovo) and Sarajevo (Bosnia). ADA contributes 80% of the overall budget of WUS Austria²². The contract between WUS and ADA, called 'Higher Education Support Program', clusters four different activities (see 4.1.).

KulturKontakt offers a bundle of support activities in South East Europe, of which the ECO NET and the TOUR REG projects are financed with Austrian Development Cooperation funds. ECO NET started in 2001 in Albania, Bulgaria and Romania. The projects were implemented by the KulturKontakt's 'k education' offices²³. Today, ECO NET is also implemented in Bosnia-Herzegovina, Croatia, Montenegro and Serbia. The implementation in Montenegro started in 2004, in Serbia in 2005. TOUR REG started in Bulgaria (2004-2007), followed by Montenegro; a further implementation in Serbia is planned.

Both project lines – of WUS and of KulturKontakt – are monitored by the ZSI. ADA contracted the **Centre for Social Innovation, Austria (ZSI)** to provide monitoring services. In addition, ZSI has been contracted to carry out a mid-term evaluation of WUS activities in SEE²⁴.

All these projects of WUS and KulturKontakt have been previously implemented in other South-East European countries, and were then 'transferred' to Serbia and Montenegro.

²⁰ BmaA (2002): Bildungszusammenarbeit in Osteuropa. Leitfaden der Ostzusammenarbeit des BmaA 2002-2005.

²¹ www.wus-austria.org/history.htm, visited at 20/07/2006.

²² <http://www.wus-austria.org/budget.htm> accessed 20/07/2006.

²³ www.econet-see.com/en/history.html, website visited 04/05/2006.

²⁴ ZSI (2005): Zwischenevaluierung. Unterstützung der Universitäten in Serbien und Montenegro 2004/2005.

Project portfolio in Serbia and Montenegro in the educational sector:

	<i>Higher education</i>	<i>VET (secondary vocational education)</i>
Serbia	Higher Education Support Program* , WUS Austria, since 1998 (universities of Belgrade, ART-Belgrade, Novi Sad, Niš, Kragujevac)	ECO NET ; KulturKontakt Austria, since 2005 (5 pilot schools) TOUR REG , KulturKontakt Austria: is planned to be implemented in the framework of a CARDS project (VET II), where vocational training in tourism will be included
Montenegro	Higher Education Support Program* , WUS Austria, since 1998 (university of Montenegro)	TOUR REG , KulturKontakt Austria, since 2005 (Schools in Bar, Kolasin and Plav) ECO NET ; KulturKontakt Austria, since 2004 (schools in Niksic, Berane, Bijelo; Bolje, Herceg Novi and Podgorica are planned)

*) for details of the Higher Education Support Program see 5.1.

It should be mentioned, that the projects of KulturKontakt are not financed out of the Serbian and Montenegrin country budgets, but out of the regional budget line for the Western Balkans. Only WUS projects are financed by the country budgets (with the exception of the Balkan Case Challenge project).

The overall budget for the education sector projects in Serbia for the years 2005-2007 is EUR 1,328,151 (this is EUR 664,076 per year), thereof 62% go to the higher education level, and 38% to the VET level.

5.1 Austria's support for the higher education sector

In the framework of AEC as part of ODA, the Austrian support to the higher education level consists in the **'Higher Education Support Program'** of WUS Austria. This program implements several sub-projects for Universities. These sub-projects are offered in various Balkan countries, including Serbia and Montenegro.

<i>Acronym</i>	<i>Title</i>	<i>Short description</i>
CDP+	Curricula Development Program plus	Supports curricula development and new courses with a grant scheme, aims at facilitating adaptation towards European standards and alignment with the Bologna process.
BGP	Brain Gain Program	Invites emigrated academics for short-term lecturing sessions.
e-learning	e-learning, distant learning	Facilitates the implementation of e-learning with linked distant learning throughout the region.
BCC	Balkan Case Challenge	A yearly Case Study Challenge event is organised for students from South-East Europe (4-day event).

In terms of its budget share, the most important project is the 'Curriculum Development Program plus' (CDP+, with 62% of the budget for the 'Higher Education Support Program' for Serbia and Montenegro in the period 2005-2007). This project is open to all university professors of all faculties. Two calls for proposals are launched per year. By September 2006, 31 grants in Serbia and 10 in Montenegro will be allocated. Montenegro receives 20% of the Programme budget allocated to Serbia and Montenegro. The Programme aims at supporting the modernisation of the existing courses and developing new innovative curricula. The eligible costs within this project include honoraria, purchase of academic literature, travelling expenses and investment in equipment (e.g. laboratory equipment).

5.2 Austria's' support for the VET sector

The projects of the Austrian support in the field of Vocational Education are ECO NET in Serbia and Montenegro, and TOUR REG in Montenegro.

The ECO NET project aims at implementing and disseminating the didactic methodology of the 'training firm' (Übungsfirma) in vocational schools. It is a practice-oriented learning method. Selected teachers in pilot schools are trained to apply this method and further disseminate this approach. Service centres with office equipment are established at school level, and networks of virtual companies from various schools throughout the region should later develop.

ECO NET in Serbia

In Serbia, the ECO NET project is implemented within the wider scope of a GTZ program in the VET sector. This GTZ project started in 2002, 4 Mio EUR have been invested so far. The project will be prolonged for a third phase until end of 2008. The partner institutions in this GTZ project in Serbia are economic schools (secondary vocational schools), involving 32 pilot schools, with 1,100 teachers and 6,000 students. New curricula have been introduced for 3 courses: business administration (3 years), financial administration and bank clerk (4 years). The new curricula in teacher training are: action oriented training and simulation of business processes. The latter is where ECO NET comes into action. 18 pilot schools are being equipped by GTZ with learning offices; out of these, ECO NET is in charge of the implementation of training firms in 5 pilot schools (3 with Austrian funds, 2 more with funds of GTZ). ECO NET is also implementing the international training component on networking. The 1st phase of ECO NET activities will be closed by the end of 2007. GTZ, together with local partners and KulturKontakt Austria, plans to carry out a review by mid 2007. This review will be a milestone for the next stages: the integration of the rest of the schools to the network, for starting with new courses in wholesale and export, insurances, and business administration for medium and large firms. The future role of ECO NET will have to be clarified in the course of this review.

ECO NET in Montenegro

Montenegro counts 7 economic schools. **ECO NET** works with 2 of them, 4 additional schools being planned to join the Programme. The project is coordinated by the Ministry of Education and Science and the Centre for Vocational Education and Training (an institution resulting from a former CARDS project). In contrast to Serbia, GTZ is not involved in the VET reform in Montenegro.

TOUR REG in Montenegro

The **TOUR REG** projects aim at supporting the development of practice-relevant vocational education in tourism, according to international quality standards for tourist services.

The TOUR REG approach includes three main activities:

- Teachers training (more practice-orientation);

- Supporting the school management for better integration with the local environment (communities, business sector);
- Investing in equipment.

The TOUR REG project in Montenegro is implemented in three schools. A new element has been introduced in the curriculum: tourism agency management. It is intended to create synergies by cooperating with the Austrian ODA financed project 'Touristic and Ecological Development in the Bjelasica and Komovi Region'. The TOUR REG project is viewed as highly relevant for the development of the Montenegrin tourism sector.

A TOUR REG project is also planned for Serbia, where the project shall be integrated in the larger CARDS VET II project.

6. Assessment of Austria's' educational cooperation with Serbia and Montenegro

6.1 Relevance of the education sector policy for programming

The policy papers relevant for programming in Serbia and Montenegro are:

1. Three Year-programme on Austrian Development Policy (2004-2006)
2. Bildungszusammenarbeit in Südosteuropa. Leitfaden der Ostzusammenarbeit des BMAA 2002-2005 (in the following: 'guidelines for educational cooperation in SEE').

The guidelines for educational cooperation in SEE expired and have not yet been renewed. Despite the fact that beneficiaries in the partner countries are addressed as readers and users of these guidelines, there is no English or local language translation.

In short, the overall objectives²⁵ defined in the 'guidelines for educational cooperation in SEE' are:

- 'To support the integration of SEE education systems into the European Education Area
- To support quality development and assurance in the education sector
- To enhance reform processes of the education sector
- To combat the brain drain
- To improve equal access to education.'

Focus on specific **educational levels**: The guidelines suggest further concentrating actions on vocational education and higher education. Activities in pre-school and basic education, university research and adult education are explicitly excluded from the possibilities of ODA funding²⁶.

²⁵ Own translation from: BMAA (2002): Bildungszusammenarbeit in Südosteuropa. Leitfaden der Ostzusammenarbeit des BMAA, 2002-2005, p. 15.

The **cross cutting principles** addressed in the guidelines are: equal opportunities (for ethnic minorities, the socially disadvantaged, children with specific educational needs), gender-sensitive approaches, political and environmental education, life-long learning (e.g. informal education for the youth).²⁷

The **methodological guidelines** commend using 'niches' and synergies, joint actions of Austrian actors, local ownership, sustainability through capacity development, linkage with Austrian partners, regional programs.

Country program Serbia

A country program is defined by the OECD as "management instrument for the planning and implementation of Austrian bilateral aid run by the Ministry for Foreign Affairs/ADA in a priority country. It defines the framework for cooperation with respect to the time scale, geographical and sectoral priorities, mid-term operationalisation, and financial and organisational arrangement. The programme cycle usually covers three years".²⁸

Country programs have to be developed in the context of several 'layers' of policy strategies²⁹. For each sector, the country program (or country strategy) should translate the overall sector strategy into a sector strategy at country level. Hence here, the country programs should provide an education sector strategy for Serbia and Montenegro.

The country programme for Serbia did not exist at the time of the country mission of the evaluation team in Serbia. In the meantime the new "Serbia Country Programme 2006 – 2008" was published. According to the coordinator in Belgrade, the country program was prepared by the coordinator, in close cooperation with the ADA country desk and the BMaA.

The new country program focuses on the fields of economic development and employment: "In order to increase overall employment, ADC seeks to stimulate and support economic activity expected to have measurable impact on the labour market. ADC equally aims at improving the employability of persons aspiring to be or being part of the labour market, i.e. to develop their capacities to enable them to obtain and maintain productive, fulfilling and rewarding employments."³⁰

The Country Programme Serbia refers to the "Poverty Reduction Strategy Paper" and the "National Employment Strategy 2005-2010" of Serbia. One of the main strategic directions of the PRSP is the establishment of the conditions for dynamic and equitable economic growth with an emphasis on job creation within the private sector. For the National Employment Strategy full employment also is one of the main goals.

The overarching programme objective of ADC in Serbia "is to increase employment and to promote European standards and values." Therefore the main goal of the programme is "Fostering employment and

²⁶ BMaA (2002), op.cit., p.16.

²⁷ BMaA (2002), op.cit., p.18.

²⁸ OECD (2004): DAC Peer Review Austria. p.60.

²⁹ OECD (2004): DAC Peer Review Austria. p.60. In this paper, 'country programme' and 'country strategy' are used as synonyms.

³⁰ Country Programme Serbia, op.cit., p.2.

improving employability.”³¹ With reference to the PRSP of Serbia all activities of the Austrian Development Cooperation have to be directed towards employment and employability. Education is not mentioned as sector but as activity which has – amongst others – to support the employment goals (“Education for employability”).

The new country program for Serbia does not contain operational objectives and performance criteria which would allow monitoring the progress and the results of the activities. The expected results mentioned in the Logical Framework are too general to fulfil this requirement (e.g. “people will have obtained a higher level of qualification”. How many people? Which target groups? Which qualifications?).

In this respect the country programme for Serbia stays too general but the evaluators share the view that nevertheless it is a valuable step forward because it directs all activities towards the most important needs of the country.

According to the country desk and the coordinator the country programme was developed in close cooperation between the BMAA, the ADA central office and the coordination offices. The “Three-Year-Programme 2005-2007” is mentioned as general programme framework but not the “Education Sector Guidelines for SEE”. Therefore it can be presumed that educational cooperation in Serbia in future will not primarily be covered by the education sector policy.

Country program Montenegro

The country program Montenegro for 2004-2005³² lists the priority sectors water/sewage, education, and SME support. It foresees to enhance the higher education projects linkage with the labour market.

Whereas the relevance and practical usability of one single education sector policy supposedly relevant for the East cooperation as well as for the (South) development cooperation was highly questioned by the coordinators, a joint regional strategy for the Western Balkan area is regarded as useful. As the author of the above mentioned SEE education sector guidelines, one coordinator is of the view that those guidelines are still necessary, but need to be updated.

The project portfolios for Serbia and Montenegro are fully in line with the overall objectives and the defined priority educational levels, and to a large extent in line with the methodological guidelines; but they do not seem to take the cross cutting principles into account.

Both country programs lack operationalised objectives and targets. This makes monitoring of the progress and results difficult. Monitoring is only carried out at project level.

³¹ Country Programme Serbia, op.cit., p.12.

³² BmaA.5c / Austrian Development Agency (no date): Landesprogramm der Österreichischen Ostzusammenarbeit Montenegro 2004-2005.

6.2 Compliance with international processes and donor coordination

6.2.1 Poverty Reduction

The European Strategy for the Reduction of Poverty and Social Exclusion (Lisbon, 2000) is compatible with the measures and activities envisaged by the PRSP for Serbia and for Montenegro.³³

As required by the Millennium Development Goals and the UN initiative “Education for All”, the Austrian development cooperation should focus on poverty reduction and on primary education.

However, both Serbia and Montenegro have a relatively sound primary school system, with an enrolment rate close to 100%, according to the PRSP³⁴. In this PRSP for Serbia, the areas of concern pointed out are an actual dropout rate of 15%, the education provided to children with special needs and the integration of Roma children (the illiteracy rate reaching 32% within the Roma population)³⁵.

Austrian education support in the VET system are directly connected to poverty reduction

The PRSP for Serbia mentions in its chapter ‘Education as the Function of Poverty Reduction’, that “causes of high unemployment in Serbia can partly be found in the existing educational structure, and in particular in the fact that secondary vocational schools are not in keeping with contemporary market demands. The curricula are too general, without enough vocational subjects, lacking a minimal or non-existent focus on IT literacy and only basic entrepreneurship knowledge”.³⁶

Also, the Serbia Strategy and Action plan for the educational reform³⁷ focuses on the improvement of employment opportunities and the reduction of unemployment. The situation is particularly acute for young people (18 to 25 years of age): the unemployment rate in this group reaches 75% in some rural regions, with a national average of 25%³⁸. It does then appear to be justified to focus on improving the vocational secondary school system, to teach them skills that are in demand on the labour market and therefore enable the graduates to find a job promptly after leaving school. By tackling the youth unemployment rate, the Austrian projects can contribute directly to poverty reduction.

Although there is no systematic research on the placement rates of the graduates from schools where the ECO NET project is implemented, there are first observations in this respect. According to GTZ, a high percentage of regular job placements as a result of internships had been observed. It also appears that the feed back from employers who hired graduates from the pilot schools is quite positive. These observations indicate good job chances for the students of the pilot schools in which the Austrian ECO NET project is involved, even though no systematic assessment has been yet carried out. It seems safe to draw

³³ PRSP for Serbia and PRSP for Montenegro.

³⁴ PRSP for Serbia, op.cit.

³⁵ PRSP for Serbia, op cit., p. xxviii.

³⁶ PRSP for Serbia, op cit., p. xxviii, sic.

³⁷ Strategy and Action plan, Ministry of Education and Sports, op.cit.

³⁸ OECD (2001): Support to OECD Thematic Reviews o Educational Policy in SEE. Statistical data for background purposes of OECD review. Country: Serbia.

from those observations that when these pilot activities will be mainstreamed in the next years, they could positively contribute to young people's employment opportunities and therefore lead to stable employment.

Indirect contribution to poverty reduction in Higher Education Support

To make a valid empirical statement on the contribution of the Austrian Higher Education support to poverty reduction a more systematic research would be necessary, which goes beyond the terms of reference of the present assignment. Most of the interview partners are convinced – and the evaluators share this opinion – that Higher Education is only indirectly relevant for poverty reduction.

The economies of Serbia and Montenegro are in a process of recovery and restructuring and need the supply of skilled labour. This seems to be particularly valid for technical professions, where an urgent change in technical education is needed. Until now, the curricula used to be very narrowly defined, resulting in graduates being competent in very restricted fields of activities. In the context of the present economic restructuring, a more broadly qualified workforce is crucial. This is also the case in many academic disciplines, e.g. in natural sciences.

6.2.2 Donor coordination

The European Commission and the World Bank have played a leading role in ensuring mobilisation and co-ordination of donors via the organisation of international Donor's Conferences³⁹. Coordination also takes place at the European Agency of Reconstruction's (EAR) regular co-ordination meetings with the development agencies present on the ground (in Serbia, Kosovo and Montenegro). The EU CARDS assistance programme invested 402.6 Mio EUR in Serbia and 67.4 Mio EUR in Montenegro (1998-2001), with 1.9%, respectively 7.6% thereof allocated to education. Austria's total donor contribution to Serbia and Montenegro (by then the Federal Republic of Yugoslavia, without Kosovo) in 2001 accounted for as much as 5.57% of the total assistance from the EU member states and the European Commission.⁴⁰

Donor coordination in the educational sector

In **Serbia**, the Ministry of Education and Sports (MoESp) is steering the overall process of education reforms. The European Commission Aid program CARDS I and II have played an important role in these education reform processes. According to the persons interviewed, there is no evidence of an overlapping of donor activities; each of the main donor institutions is active in its special field. This might be due to the fact that in the past, the Education Reform Coordination Unit ERCU, a project managed by *Swisscontact*, was in charge of donor coordination. This formalised donor coordination does not exist any more and is now limited to informal and project-specific coordination.

In the case of **Montenegro**, a much smaller country, donor coordination very much depends on interpersonal communication. Few international donors are active in the field where Austria is engaged. Finland is engaged in a program on 'Inclusive education', integrating children with special needs.

³⁹ European Agency for Reconstruction (2001): Country Strategy Paper 2002-2006 for Serbia and Montenegro. Cards Assistance Programme. <http://www.ear.eu.int/yugo/main/fry-a1-a2.htm>, access on 20/07/2006.

⁴⁰ European Agency for Reconstruction (2001), op.cit.

In the case of curricula reform for Universities, the TEMPUS program of the European Commission is an alternative option also used by University teachers. However, in the opinion of the interview partners from the universities, the procedures of the TEMPUS program take more time and require the building of large multi-country networks. This does not always meet the needs of the faculties that participate. The advantage of the WUS CDP+ scheme is that it can be based on strong bilateral partnerships and that equipment can be purchased. This fills a basic need of the higher education reform and avoids laborious bureaucracy.

Visibility issues of the Austrian interventions

The positive results of the Austrian projects in the education sector are mainly attributed to the providing agencies WUS and Kulturkontakt. They are identified with the Austrian education support in Serbia and also in Montenegro. Compared to the attention given to these two agencies, the coordination offices activities are barely recognised. The interviewed institutional actors do not seem to have a clear perception of the role of the coordination offices. This could hinder the recognition that the Austrian support is financed by the Austrian Development Agency with funds of Austria's development cooperation budget. The website of the University of Novi Sad could be used as an example for this low visibility. The list of donors on this website shows the Canadian development agency but not the ADA, only WUS is mentioned⁴¹.

6.3 Alignment with country needs

6.3.1 Acceptance of the Austrian higher education support

It should be remarked, that although there is a clear positive response to the Austrian higher education projects on part of the Universities⁴², the Serbian Ministry of Education and Sports appears to be dissociated from this activities. Indicators for this are that the required co-financing for the WUS CDP+ project is not provided by the MoESp but instead by the Ministry of Science and Environmental Protection, and that the MoESp does not delegate a member to the selection committee of the CDP+ programme.⁴³ A similar conclusion is drawn in the mid-term evaluation report of the ZSI⁴⁴.

Broad acceptance of CDP+

The WUS CDP+ is highly accepted by all interviewed stakeholders. It is regarded as needed support, fitting tightly the curricula modernisation process. Because of this strong commitment expressed by University representatives interviewed (Universities of Belgrade, Novi Sad and Montenegro), the project duration has been extended from 1.5 year to 2 years. But not only the University representatives themselves,

⁴¹ See the website of the University of Novi Sad: www.ns.ac.yu/stara/eng/prezentacija.html.

⁴² Belgrad and Novi Sad in Serbia, University of Montenegro.

⁴³ The meeting agreed with the division for higher education at the MoESp did not take place.

⁴⁴ ZSI (2005), op.cit. p. 42: „Außerdem muss festgehalten werden, dass das serbische Bildungsministerium eine distanzierte – wenn gleich grundsätzliche gewährende – Rolle gegenüber den WUS-Aktivitäten einnimmt.“

also academics from an independent NGO⁴⁵ are convinced that CDP+ is highly relevant as a support of the Higher Education reform in Serbia and Montenegro.

The relevance of the project for the academic community can be shown on different levels:

- Firstly, in Serbia the demand for contributions under the CDP+ project exceeds the available budget by 300%. This indicates that the academic community is regarding the project as a valuable and accessible support in its effort to modernise the university courses.
- Secondly, the demand for funds derives to a high degree from the fact that CDP+ also finances the renewal of equipment. In the opinion of the evaluators this makes sense, because the modernisation of curricula in technical disciplines and in natural sciences has to be closely linked to the modernisation of the equipment.
- Thirdly, the requests for funding are selected on the basis of a 'peer review' of the proposals by University professors from EU countries who teach the same topic. This selection method is intended to guarantee that the intended development of new and the improvement of existing curricula meet the international state of the art.

This selection process takes several months. The final decision is reached by a selection committee including members of the Coordination Office of ADA, the Centre of Social Innovation (ZSI) and several ministries.

Each grant is submitted to a midterm evaluation, which specifically requires that the receiving professors present an abstract of a textbook of their new or improved courses. This textbook is evaluated by the peer professors later on and its approval is a prerequisite to the final payment of the grant.

During the implementation process the appointed professors participate in a 3-day seminar on the requirements of the Bologna process and the development of curricula. According to the regional manager of WUS for Serbia and Montenegro the feedback of the beneficiaries is extremely positive.

Acceptance of the E-learning program

Also the E-learning program of WUS is regarded as corresponding to the needs of the Higher Education reform in Serbia and Montenegro. Despite the fact that there are basic needs for equipment and infrastructure, e-learning can be implemented to alleviate some shortcomings.

The benefit of an e-learning program is twofold: students who live in distance to the universities can get better access to university studies, and lectures from teachers abroad can be integrated. In the case of Montenegro, where the university premises are spread over various distant locations, *e-teaching* helps to avoid time-consuming travels of the academic staff.

⁴⁵ Interview with representatives of the AAEN, Belgrade.

Mixed acceptance of the Brain Gain Programme

In contrast to the above-mentioned programs the Brain Gain Programme (BGP) does not appear of equal relevance for the needs of Higher Education reform in Serbia nor in Montenegro. This is shown by the mixed acceptance of the interviewed stakeholders. Some of them stated that this programme has no priority in the restructuring of the Higher Education system. Interview partners from a Serbian university mentioned the possibility of dead weight effects, because some of the invited experts also would come to the country without being paid by the programme.

In Montenegro the acceptance of the Brain Gain Programme seems to be higher than in Serbia.

6.3.2 Acceptance of the Austrian VET support

Serbia: ECO NET is aligned with VET reform

As expressed by the representatives of the MoESp in Serbia, the Austrian activities do not only show good results at project level, but also contribute to the implementation of the country's VET reform. ECO NET was also recognised as very successful by the decision makers of the secondary vocational schools. It is an indicator for success that other secondary vocational schools – not only business schools – also want to join the project.

The impact of the Serbian ECO NET project on the VET system in Serbia is linked to the performance of the larger GTZ project.

Montenegro: potential impact of the Austrian VET projects

Montenegro is trying to align with the Copenhagen process and modernising its vocational education system. The Ministry of Education and Science (MoESc) has defined four priorities areas for VET reform: tourism, wood processing, construction and agriculture⁴⁶.

In the field of VET, Austria can play an important role, since it is one of the few international donors in the country. According to the deputy Minister of the MoESc, GTZ is not active. Only the Chamber of Crafts of Koblenz (Germany) supported the VET sector with activities in the dual (apprenticeship-) system of vocational education. Donors in the field of general education are Norway (subsidising text books) and Finland, with a project for 'inclusive education'.

On a general policy level, the 'National Qualification Framework⁴⁷' for Montenegro is being developed under the coordination of the ETF, with experts from Austria and Slovenia. Montenegro has specifically requested the participation of Austria and Slovenia in this mission.

⁴⁶ Information given by Mr Fetahovic, Deputy Minister for Education, Ministry of Education and Science, Montenegro.

⁴⁷ National qualification frameworks offer sets of references for the recognition of prior learning, facilitating links between the labour market and vocational education. The Copenhagen Process also strives to increase the portability of qualifications across countries, and promotes the introduction of qualification frameworks. The ETF helps partner countries to become acquainted with the European and wider international discussions and experiences with qualification frameworks. More information can be obtained from the website of the ETF (www.etf.europa.eu).

The recommendation given by the Deputy Minister of the MoESc of Montenegro was to continue with ECO NET and TOUR REG because of the high relevance for the VET sector. Additional needs for modernising the vocational education have been identified in agriculture and construction.

Although it is a common feature of all projects implemented by WUS and KulturKontakt that they apply a standardised concept, a 'product' which was already tested and applied in other countries of the Western Balkans, these projects fit well into the framework of VET reforms and higher education reforms in Serbia and Montenegro.

If this approach of transferring projects, which have been previously tested in other countries has its merits (experience, efficiency), it also presents shortcomings. The possibility for tailor-made, innovative approaches which are jointly developed with the partners in the countries is not used. Hence, this results in a supply-driven approach. Stripped of the involvement from the beneficiary countries in the development and design of the projects, those projects therefore appear to have a limited added value in terms of ownership.

6.4 What do the projects leave behind?

The Austrian activities in the VET sector can be assessed as sustainable in a midterm perspective.

- The MoESp in Serbia plans to extend the Austrian ECO NET approach with its own budget. According to this plan, the 'virtual companies' network will be enlarged by including 20 schools, thus becoming a relevant element of the Vocational Secondary school system.
- The representatives of the secondary school of economics in Sopot, Serbia, visited by the evaluators, are convinced that the Austrian approach is a practical and positive contribution to the improvement of the Vocational secondary school system, because it introduced practice oriented and activating teaching methods. They therefore actively support its implementation.
- The main concern of the VET reform in Serbia is to better respond to the needs of the quickly changing economy. This should result in an improved employability of the graduates and improved transition from school to work. The ECO NET approach includes better linkages with the local economy (local partnerships, internships for students) and is a big step in the right direction.

The above mentioned potential impact cannot be reached within a short period. In order to achieve these effects the Austrian education support in this field should be continued for at least 2 or 3 years.

The achievement of ownership in the case of the Serbian and Montenegrin projects is assessed as follows: whereas there is low involvement of the local partners in project design, they play a crucial role in project implementation. The higher education projects leave sustainable results behind; in the case of VET projects, it is too early to assess the results, but there are good prospects for sustainable results and mainstreaming of the approach.

6.5 Cross cutting issues

6.5.1 Gender aspects

As in most transition countries, gender issues are usually not regarded as priorities. This general 'lack of awareness' among men and women about gender inequality and its implications in their daily lives, as well as the lack of political will to enforce gender equality policies, if they exist at all, have been identified as a major cause of concern by gender observers. Some researchers have traced it back to the fact that gender equality was relatively endorsed in practice by the former regime, and that the market economy transition has seen a resurgence of patriarchal values⁴⁸.

Both in Serbia and Montenegro, female participation in secondary and higher education is high, and female teachers are the majority in primary and secondary schools. However, undoubtedly, the position of women on the labour market is deteriorating.

In Serbia, the labour market is still horizontally and vertically sex-segregated, with women still constituting the majority of the workforce in the public sector (health care, education, social welfare). The pay gap is estimated at around 20% between women and men. In August 2005, women accounted for 54% of the unemployed in Serbia⁴⁹.

In Montenegro, the results of a recent household survey demonstrated a gender pay gap ranging from 20% to 30%. Labour market segregation both horizontally and vertically obviously exists, with an under-representation of women in activity (63,300 female workers for 79,875 men in 2004). Women also account for a large percentage of the workers in the informal economy⁵⁰.

It can be generally assessed that gender issues are so far not explicitly and systematically addressed in the implementation phase of the Austrian projects. The projects do not put forward gender sensitivity neither in their communication nor in the operational procedures of their activities.

6.5.2 Equal opportunities for vulnerable groups

Poverty in Serbia and in Montenegro has become a rural phenomenon and affects particularly the vulnerable and economical and socially excluded groups⁵¹:

- Refugees and internally displaced persons,
- Roma⁵² (approx. 300,000 in Serbia and 20,000 in Montenegro),
- Persons with disabilities.

⁴⁸ WIDE (2001): EU Enlargement: Empowerment or Marginalisation?

⁴⁹ Network Women's Program, On the Road to the EU – Monitoring Equal Opportunities for Women and Men in South Eastern Europe - Overview, Open Society Institute, 2006.

⁵⁰ Ibid.

⁵¹ PRSP for Serbia, 2003, and PRSP for Montenegro, 2003.

⁵² RAE: Romi, Ashkealia, and Egyptians.

The ethnic composition in Serbia and Montenegro, as in the Western Balkans in general, is very diversified. In Serbia, there are more than 20 ethnic groups, in Montenegro six⁵³. However, reliable data on Roma in Serbia and Montenegro is very limited because of the internal displacement and migration of Roma after the disintegration of Yugoslavia and the wars that followed. Romani children have the least opportunity to receive education: the percentage of Roma who have not completed primary education is 62% in Serbia⁵⁴.

The PRSP for Serbia states that “[r]aising the general level of the Roma is of great importance for their employment (...). Broad inclusion of Romani children into all levels of education will be ensured through the support of Roma teaching staff, support of Roma university students at teaching faculties, integration of Roma culture into curricula (...)”.⁵⁵

The issue of ethnic minorities, and specifically of the Roma population, is in our perception not addressed in the Austrian projects.

6.6 Resources, roles and communication structure of AEC in Serbia and Montenegro

The ADA coordination office in Belgrade is managed by a head of delegation, assisted by a program officer for economy and an assistant (secretary). The coordinator in Belgrade is also responsible for the outpost in Pristina, Kosovo.

Since the foundation of the office in Podgorica (cooperation office and ‘Diplomatische Außenstelle’ - since 12 July 2006 Embassy) the coordinator is in charge of both agendas: development cooperation and diplomatic mission (since 12 July 2006 as “Chargé d’affaires and head of the coordination office).

Limited involvement of the ADA coordination offices

In both fields of the Austrian Education cooperation with Serbia the providing agencies (contractors) are liaising with the respective stakeholders of the Serbian education sector, but the coordinator is rarely involved. . In the Higher Education sector, there is a close relationship between the regional office of WUS and the universities. The Coordinator is only involved as a member of the evaluation committee for the approval of CDP+ grants.

Also in the VET sector, both in Serbia and Montenegro, the main part of the communication is directly organised between the institutional stakeholders like the MoESp and MoESc and the providing agency. In Serbia, even core strategic decisions like for example the position of ECO NET within the framework of the GTZ project are dealt with and directly coordinated between the Ministry, KulturKontakt and GTZ.

⁵³ Ethnic minorities in the Western Balkans. European Training Foundation. www.etf.europa.eu, accessed on 20/07/2006.

⁵⁴ op.cit.

⁵⁵ PSRS for Serbia, op.cit, p. 27.

This limited visible involvement has essentially been attributed to the fact that the coordination office in Serbia is understaffed. Recently, this situation has somehow improved: the staffs of the CO are enforced with a program officer for economy.

Resources of the coordination offices

The staffing of the co-ordination offices is on a minimum level and appears to be a bottleneck for the further development of the cooperation activities. The coordinators have to rely on a large extent on the external technical support for monitoring at project level. The core tasks of the coordinators are to participate in the policy dialogue with key national stakeholders, to take part in donor coordination, and to continuously liaise with national decision-makers and stakeholders in a systematic way. Apparently, these tasks cannot be carried out in an optimal way because of the workload of the coordinators.

In the opinion of the Austrian coordinator in Montenegro, a further enforced commitment of the Austrian Ministry for Foreign Affairs is welcome.

Division of roles between the CO and the ZSI

The monitoring and to a certain extent also the evaluation tasks connected with AEC in SEE was outsourced to the Centre of Social Innovation (ZSI, an organisation based in Vienna, with a long working experience in the Balkan countries).

The evaluator suggest, that the ZSI, as monitoring unit should periodically provide the coordinator with key data and information of monitoring results for liaising with government officials and decision makers in the country.

The evaluators share the impression that this division of work has to be improved and optimised in order to strengthen the position of the coordinator. The experience and expertise of the ZSI could be used for backstopping and providing trainings to the program officers.

Cooperation of the coordination offices with ADA central office

The persons interviewed would welcome an intensified dialogue and communication between the ADA central office and the coordination offices in SEE. Both coordinators expressed the feeling that more attendance should be paid to the needs and problems of development cooperation with the countries in the region. Both the coordinators and the country desk for Serbia explicitly suggested that the ADA unit "quality assurance and know how management" should provide more and sufficient support on project and programme level. More cooperation with the country desks and the coordinators should be given priority. Currently the coordination offices have to rely to a large extent on external expertise. If the quality assessment unit cannot provide these services the coordination offices would need their own experts for education activities.

This assessment is supported by the fact that the general director responsible for the Austrian development cooperation visited the CO in Serbia only once in several years. The coordination offices in Belgrade and Podgorica were not yet visited by the education desk officer of the ADA in Vienna.

7. Conclusions

The following conclusions are based on the desk and internet research and on the interviews in Serbia and Montenegro, and refer to the dimensions of relevance of the education sector policy and the efficiency of the education sector initiatives in Serbia and Montenegro.

Relevance:

Programming

- The guidelines of educational cooperation in SEE and the Three-Year Programme have low **relevance** for the practical work of the coordinators. The guidelines 'expired' and need to be renewed.
- The countries of the Western Balkan share similar framework conditions, opportunities and challenges. Horizontal cooperation between Western Balkan coordinators is not formally established, but is highly recommended. **Programming at the regional level** of the Western Balkans would be an option to be considered.
- **Program based approaches**, based on long-term planning, involving local beneficiaries in the design and steering processes, should be further developed and integrate more systematically the whole project cycle from alignment with country plans, harmonisation with other donors, shared responsibilities with local partners, capacity development, and result-orientation.
- The Austrian Federal Ministry for Education, Science and Culture (bm:bwk) is highly involved in Serbia and Montenegro and was positively mentioned by the main stakeholders met. Consequently, a closer cooperation between the ADA and the bm:bwk is suggested. Future country programs should include the activities of the bm:bwk to ensure **consistency**.
- According to the new country program the existing **coherence of AEC with economic development (restructuring) and labour market needs** should be further strengthened and developed.

Coherence of the education system with the economy and the labour market

In national and EU policy papers, high attention is attributed to the need of closer linking the education system with needs of the economy and the labour market. The need to consider the demands of a changing economy and an evolving labour market has been clearly recognised by the BMaA desk for Cooperation with the East, the ADA Coordinators and the country desks. This new approach clearly dominates the country program for Serbia and will therefore lead also the Austrian educational cooperation agenda.

The following recommendations focus on meeting this need:

- Optimise and further develop the labour market relevance of the current projects;
- Jointly explore the specific demands with the local partners and consequently design and implement tailor-made approaches for new projects and programs.

The main challenges and potential fields of action are:

- To create effective **local networks**: closer links between schools, companies and the Public Employment Agencies should support an easier transition from school to work;
- To enforce links between **universities and industries**, enhancing job placement of graduates and applied research;
- To develop and implement appropriate **systems of forecasting skills and labour market needs**.

Anticipation of educational needs aims to provide information on quantitative needs for secondary vocational education and for higher professional education, which have to be based on long-term employment forecasts, including a policy dialogue with the social partners on national, regional level, and international trends.

- To develop a training market for **adult learning** (adaptation of the workforce to the changing needs) and retraining of unemployed people.

Effectiveness

Project portfolio

- The 'credits' of Austria in Serbia and Montenegro are high. For historical reason, the position of EAC in Serbia and Montenegro is relatively strong.
- The projects are well accepted by the local partners, meet a need and fit into the ongoing education reform processes, but they are not based on independent needs assessment and have not yet been evaluated independently. The projects do not translate the cross-cutting issues as defined in the education sector guidelines for SEE.
- The division of tasks and responsibilities, communication structures and interfaces between the project implementers, the ZSI and the coordination offices should be further optimised and clarified. The coordinators should be continuously informed about key monitoring results by the ZSI. This information should be used for liaising more closely with the institutional stakeholders in the partner countries (e.g. ministries of education).

Support for the VET sector

- Austria's support projects for the **VET sector** have a clear **link to the labour market** and contribute to poverty reduction. Decision makers in Serbia and Montenegro (ministries, schools, universities) are highly satisfied with project implementation and expect continuation.
- In Serbia, the ECO NET project gains high relevance and impact due to the cooperation with the German GTZ.
- The VET projects in Montenegro (ECO NET, TOUR REG) play an important role and show a good potential for a high impact. This is due to the alignment with the needs of the vocational education system in the country, and the low involvement of other donors. Supporting the local partners in mainstreaming the new approaches should be given priority to the further implementation of more pilot projects with more teacher seminars.

Support to higher education

- Support to the higher education sector was one of the first cooperation activities of Austria in the Western Balkans. The cooperation is enforced by the positive commitment and involvement on part of the Austrian Federal Ministry for Education, Science and Culture (bm:bwk). Support to higher education has become Austria's 'niche', on which good bilateral academic cooperation has been flourishing.
- Because of this positive tradition and the existing demand in the countries, the evaluation team suggests continuing the support for the higher education sector, but integrating elements of closer cooperation between universities and the labour market and the business sector⁵⁶.
- The WUS support to universities should be further improved by introducing a closer link to the labour market. This could include a closer cooperation between University institutes (senior students) and companies in the region, presentations and visits of companies, job -fairs/ job markets, etc. This could contribute both to increasing the innovative capacity of the companies, and to improving the career prospects of graduates. This finally contributes to combating the brain drain.

Resources and communication structure

- The coordination offices in Serbia and Montenegro are not sufficiently staffed for carrying out the core tasks related with educational sector activities.
- There is a **need for stronger support from ADA head office**. This support should not only cover procedural requirements and standards, but also content-related expertise. A more systematic knowledge management, a dialogue on strategic issues and support on project level is required and needed⁵⁷.

⁵⁶ According to the country program for Montenegro, a closer link between the support programs for higher education and the business sector is already planned.

⁵⁷ See also DAC Peer review Austria, op.cit, p. 63, with a similar recommendation.

ANNEX A1

Interview schedule of the field mission

Serbia:

Monday 26 June 2006

<i>Institution</i>	<i>Name</i>	<i>Address</i>
Internal staff meeting		Hotel Sumadija ad Sumadija trg 8, Belgrade
ADA Technical Cooperation office	Hans-Joerg HUMMER Counsellor, Head of Office	Coordination Office Senjacka 33, Belgrade +381 (0)11 306 77 70
K education Austria	Elisabeth PITTERLE Educational Coordinator	Coordination Office
ERCU (Education Reform Coordination Unit), Swisscontact	Danijela SCEPANOVIC (Rudi Gerber, not present)	Nemanjina 22-26, Belgrade

Tuesday 27 June 2006

WUS Austria	Goran OSTOJIC Regional Manager for S and M.	WUS Austria Ohridska 11 11000 Belgrade +381 11 2432 084
Ministry of Science and Environmental Protection	Ivan VIDENOVIC Assistant Minister	Nemanjina 22-26, Belgrade +381 11 2688-047;
TEMPUS Office Serbia and Montenegro	Stefan DUKIANDJIEV Tempus Coordinator Sofija DUKIC, Coordinator for Serbia	Lazareviceva 9/IV/14 Belgrade
Alternative Academic Education Network	Prof. Srbijanka TURAJLIC Chair of the Board, Martina VUKASOVIC, Program Officer	Simina 19, Belgrade

Wednesday 28 June 2006

University of Belgrade	Ljubiša TOPISIROVIC Vice Rector Branka JANDA-MARKOVIC Head of the Department of International Relations Karina KOSTRICA Department of International Relations.	University in Belgrade Studentski trg 1, +381 11 635-579
Ministry of Education and Sports / VET policy	Boboljub LAZAREVIC, Deputy Minister Bojah RISTIC, Radouch ZIVKOVIC	Nemanjina 22-26, Belgrade
Ministry of Education and Sports / International cooperation and higher education	Ivana CORIC, not there Blanka BANAUH – not there, met Ms. Olivera Popovic (adviser)	Nemanjina 22-26, Belgrade

Thursday 29 June 2006

Ekonomsko Trgovinska Skola	Danka PROKIC-VLAHOVIC Director Yasmina NN (teacher)	Kneza Milosa 12, Sopot Tel.(+381 11) 8251392 Mobile (+381 63) 302 201
University of Novi Sad	Miroslav PLANCAK Vice Rector Education Vojin SENK, Head of Dept., Miloš MILUTINOVIC, international office	
GTZ, German Technical Cooperation	Gustav REIER, project manager VET	Elekse Nenadovica 31, Belgrad +381 11 2666544

Montenegro / Podgorica

Friday 30 June 2006 –

<i>JU 662 Belgrade-Podgorica</i>		
Austrian Embassy Podgorica	Florian RAUNIG head of office	Str.Kralja Nikole 104, 81 000 Podgorica T: +381(0)81 601 580; 601 450
University Montenegro	Ljubiša STANKOVIĆ - Rektor, Member of the Montenegrin Academy of Science and Art Sreten ŠKULETIĆ, Vicerektor NN..... Internationa Department	Cetinjski put bb, 81 000 Podgorica T: +381(0)81 241 777; 241 888
WUS Podgorica	Goran DRAKUL deputy head of office	Cetinjski put bb, 81 000 Podgorica
Ministry of Education and Science	Cazim FETAHOVIĆ Deputy Minister Education	Trg Vektra bb 81 000 Podgorica T: +381(0)81 405 301
KulturKontakt Austria	Gernot GRABHERR Bildungsbeauftragter	Bulevar Sv. Petra Cetinjskog 85 81 000 Podgorica T: +381(0)81 203 050
<i>Sunday JU Podgorica - Belgrade</i>		

Serbia:

Monday 3 July 2006

ADA Technical Cooperation office	Hans-Joerg HUMMER	
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An interview with the geographical desk for Serbia, Montenegro and GUS (Michael Schieder) at the ADA central office in Vienna was held on 30 January 2007.

ANNEX A2

Project Fiches

Countries: Serbia and Montenegro Within WUS Austria's current program "Support to Higher Education in Serbia and Montenegro in 2005-2007"	Sub-Project: Course Development Programme Plus - CDP +
ADA Contract No.: 8093-01/2005	Sector (DAC): 11420 Budget line:
Previous contracts? CDP+ is a further development and improvement of the previous Course Development (CDP) and the infrastructure program (CEP) of WUS Austria	Since when? (1 st project): "Support to Universities in Serbia and Montenegro 2004-2005", April 2004. - September 2005.
Contract Partner:	WUS Austria
Contact person:	Goran Ostojić Regional Manager for Serbia & Montenegro WUS Austria Belgrade Office: Ohridska 11, 11000 Belgrade Tel.: +381 11 2432 084 Fax: +381 11 2438 991 goran.ostojic@wus-austria.org belgrade@wus-austria.org
Project partner in the beneficiary country:	Universities Belgrade, Arts Belgrade, Niš, Kragujevac, Novi Sad, Podgorica
Duration of the contract (start- end)	November 2005 - October 2007
Type of contract (Service contract or grant):	Grant
Contract value (ADA):	640,708.00 EUR
Co-financing? (Institution,%)	35% Ministry of science and environmental protection, any third party on behalf of the faculty

Overall Objectives:

The CDP+ supports the course development at the universities in Serbia and Montenegro, with regard to the integration into the European Education Area, by the provision of means for the introduction of new or improvement of existing courses.

Specific goals and indicators or success:

The CDP+ program supports the improvement of faculty courses (subjects), with the objective to facilitate the transition of higher education in SEE towards European standards. This program encourages the faculties to introduce new subjects and to apply innovative approaches - in content and methodology - to already existing courses. Besides the prerequisite of innovation, the CDP+ places special emphasis on (1) the relevance of the proposed course for the practical application, and in order to facilitate the integration into the European Higher Education Area on (2) the cooperation with EU universities.

Service provided: Stipend, scientific literature, study trip, equipment, ECTS training	Results: Modification of existing or introduction of new courses according to Bologna principles, and their insertion in the curriculum.
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Country: S&MN Regional scope: Within WUS Austria's current program "Support to Higher Education in Serbia and Montenegro in 2005-2007"	Project: E-Learning
ADA Contract No.:	Sector (DAC): 11420 Budget line:
Previous contracts?	Since when? (1 st project): "Support to Universities in Serbia and Montenegro 2004-2005", April 2004. - September 2005.
Contract Partner:	WUS Austria
Contact person:	Goran Ostojić Regional Manager for Serbia & Montenegro WUS Austria Belgrade Office Ohridska 11 11000 Belgrade Tel.: +381 11 2432 084 Fax: +381 11 2438 991 belgrade@wus-austria.org
Project partner in the beneficiary country:	Universities Belgrade, Arts Belgrade, Niš, Kragujevac, Novi Sad, Podgorica
Duration of the contract (start- end)	November 2005. - October 2007.
Type of contract (Service contract or grant):	Grant
Contract value (ADA):	141,625.00 EUR
Co-financing? (Institution,%)	Not required

Overall Objectives:

The main purpose is to support ICT (information and communications technology) use with special focus on eContent.
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Specific goals and indicators or success:

Overall aim of the eLearning Program is to support various developments at the universities which will lead to better access and more cost-effective delivery of education services while using available education technology.	
Service provided: eLearning Program has four main components: 1. Support to eLearning Task Force - support to education policy development at the national level 2. Support to eLearning Centers - support to institutional development at the university level 3. Grants for eLearning Projects - grants for projects developed at the faculty/university level (for details, download the eLearning Projects instructions) Two application rounds have been fore-	Results: During 2004/05 WUS Austria has implemented First Phase of the eLearning Program for Serbia and Montenegro (eLTF - eLearning Task Force) with the overall aim to create collaborative environment between academic community and stakeholders in Serbia and Montenegro, which should result in common and standardized approach in this area. It resulted in creation of eLearning Task Force consisting of representatives of all universities, who created and adopted a set of recommendations concerning the development of eEducation. The final step consisted in forming university eLearning Centers, which should be a basis for promotion and development of eLearning at Universities in Serbia and Montenegro.

<p>seen for eLearning Projects. The first Call for applications will last from November 1st 2005 to January 31st, 2006 whereas the second Call for applications will be open from February 1st 2006 to March 31st 2006.</p> <p>4. eLearning Conferences - meetings, seminars and final conference organized by WUS Austria aiming at information sharing, dissemination of knowledge, capacity building, etc.</p>	
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Country: S&MN Regional scope: Within WUS Austria's current program "Support to Higher Education in Serbia and Montenegro in 2005-2007"	Project: The Brain Gain Programme (BGP)
ADA Contract No.:	Sector (DAC): 11420 Budget line:
Previous contracts?	Since when? (1 st project): "Support to Universities in Serbia and Montenegro 2002-2004", October 2002. - March 2004.
Contract Partner:	WUS Austria
Contact person:	Goran Ostojić Regional Manager for Serbia & Montenegro WUS Austria Belgrade Office Ohridska 11 11000 Belgrade Tel.: +381 11 2432 084 Fax: +381 11 2438 991 belgrade@wus-austria.org
Project partner in the beneficiary country:	Universities Belgrade, Arts Belgrade, Niš, Kragujevac, Novi Sad, Podgorica
Duration of the contract (start- end)	November 2005. - October 2007.
Type of contract (Service contract or grant):	Grant
Contract value (ADA):	142,392.00 EUR
Co-financing? (Institution,%)	Applying faculties - providing accommodation for guest lecturers

Overall Objectives:

The Brain Gain Program (BGP) is aimed at breaking the academic isolation of the universities, by inviting qualified academics originating from the region to lecture courses, which are not available at the SEE university faculties.

Specific goals and indicators or success:

This type of international scientific exchange and cooperation is not only considered to be important for the development of the universities in SEE, it also has a "brain gain-effect", although it is not targeted at the final return of the emigrated academics. Even though this would be desirable, it is not realistic due to the current situation in the region.

Service provided: These professors, assistant or experts in relevant fields who emigrated from former Yugoslavia are going to be invited to come back to the region to teach as guest lecturers - for several days up to 3 weeks - at faculties/departments in the region.	Results: The Brain Gain Program is foreseen as a very effective mean to link these guest lecturers to already existing networks in their home countries and make them a driving force of knowledge transfer and quality assurance in their countries of origin.
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Country: S&MN Regional scope: Within WUS Austria's current program "Support to Higher Education in Serbia and Montenegro in 2005-2007"	Project: Academic Information Centre-AIC
ADA Contract No.:	Sector (DAC): Budget line:
Previous contracts?	Since when? (1 st project): "Support to Universities in Serbia and Montenegro 2002-2004", April 2004. - September 2005.
Contract Partner:	WUS Austria
Contact person:	Goran Ostojić Regional Manager for Serbia & Montenegro WUS Austria Belgrade Office Ohridska 11 11000 Belgrade Tel.: +381 11 2432 084 Fax: +381 11 2438 991 belgrade@wus-austria.org
Project partner in the beneficiary country:	Universities Belgrade, Arts Belgrade, Niš, Kragujevac, Novi Sad, Podgorica
Duration of the contract (start- end)	November 2005. - October 2007.
Type of contract (Service contract or grant):	Grant
Contract value (ADA):	7,200.00 EUR
Co-financing? (Institution,%)	None

Overall Objectives:

Provide individual counseling services to incoming and outgoing students and fellows regarding offers, application procedures, visa regulation, travel, accommodation and other practical issues concerning academic mobility.
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Specific goals and indicators or success:

Service provided: AIC provides regular counseling related to ongoing programs of WUS Austria, as well as information related to international academic exchange, international networks, etc.	Results: - Mediating with <i>One Month Visit</i> to Austria grants – informing, assistance about how to apply, cooperation with student online services (consulting, emailing, telephone contacts, etc.) - Providing information and consulting about possibilities to continue studies in Austria - Providing information about CEEPUS student grants - Providing information to Austrian students, which plan to study at faculties in Belgrade, for a semester or two. - Cooperation with Serbian Ministry of Education and Sports based on which, the Ministry provided three two-semester scholarships for Austrian students who wish to study in Serbia as well as five summer scholarships for studying Serbian language - Regular updating of AIC section of our website with various information related to student exchange, scholarships, studying abroad, seminars, workshops, etc.
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Country: S&MN Regional scope: Within WUS Austria's current program "Support to Higher Education in Serbia and Montenegro in 2005-2007"	Project: Balkan Case Challenge
ADA Contract No.:	Sector (DAC): Budget line:
Previous contracts?	Since when? (1 st project): "Support to Universities in Serbia and Montenegro 2004-2005", April 2004. - September 2005.
Contract Partner:	WUS Austria
Contact person:	Goran Ostojić Regional Manager for Serbia & Montenegro WUS Austria Belgrade Office Ohridska 11 11000 Belgrade Tel.: +381 11 2432 084 Fax: +381 11 2438 991 belgrade@wus-austria.org
Project partner in the beneficiary country:	the University of Belgrade, University of Montenegro, University of Arts in Belgrade, University of Novi Sad, University of Nis and University of Kragujevac Note: Balkan Case Challenge for Serbia and Montenegro was held under the auspices of Mr Boris Tadić, the President of the Republic of Serbia. The President's welcome speech marked the opening ceremony
Duration of the contract (start- end)	November 2005. - October 2007.
Type of contract (Service contract or grant):	Grant
Contract value (ADA):	103,264.00 EUR
Co-financing? (Institution,%)	at least 25%, local and foreign companies, organizations, etc.

Overall Objectives:

Balkan Case Challenge is a student case study competition for graduate and postgraduate students. The primary objective of BCC, as of any of the WUS Austria projects, is to contribute to the improvement of higher education.

Specific goals and indicators or success:

WUS Austria is looking for exceptional students (from state universities and private schools) - undergraduate and postgraduate - with excellent abilities and academic performance in the fields of economics (business, management etc.), law (preferably international law), information communication techniques, political sciences and related disciplines, who are proficient in English and interested in expanding their theoretical knowledge, gaining essential practical experience and better job perspectives, presenting themselves to potential employers and meeting distinguished experts - to participate in Balkan Case Challenge (BCC) sub competition - an enjoyable and educational 3-day contest ambitiously designed to connect students, professors, companies and organizations; theory and practice; knowledge and skills, and to take a step beyond the boundaries that have burdened the academic tradition in Southeast Europe for far too many years.

The competition consists of:

1. Business Case Competition (intended for the top Business/ Economics/ Management stu-

<p>dents)</p> <ol style="list-style-type: none"> 2. Law Moot Court (a simulation of the International Court of Justice) 3. Information Communication Technologies Case (intended for students of technical faculties, primarily those specializing in the IT area) 4. Model United Nations Competition (a simulation of the UN Security Council, intended for the students of Political Sciences, but also all other students interested in international relations and diplomacy, high politics and peaceful resolutions of international conflicts) 	
<p>Service provided: Serbia and Montenegro sub- competition (semi- finals) held in March 2006. The finals held in Vienna, June 2006. Application deadline was 6 Feb 2006 .</p>	<p>Results: Balkan Case Challenge currently is the largest and most successful regional project of its kind. It has in fact become traditional. This year the BCC finals will take place in Vienna with participating students from all over Southeast Europe . The local contest for Serbia and Montenegro is not only a qualification round for the Vienna finals, but also a case study competition of its own . Regardless of the level we are talking about, regional or local, BCC aims at bringing together the best economics, law, political and technical sciences students (related disciplines are also eligible), providing them with a practice oriented learning environment and promoting the case study method.</p>

Country: Regional scope:	Project: ECO NET III Serbia
ADA Contract No.:	Sector (DAC): Department for programme and projects Budget line: 7834-01/2004
Previous contracts?	Since when? (1 st project): ECO NET Serbia started 2005
Contract Partner:	Grant beneficiary: - Ministry for education and sport Republic of Serbia Donor: - Austrian Development Agency (ADA)
Contact person:	- Elisabeth Pitterle – Austrian Educational Coordinator
Project partner in the beneficiary country:	- GTZ - Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH
Duration of the contract (start- end)	- March 2005 – end of February 2007
Type of contract (Service contract or grant):	- Grant
Contract value (ADA):	- 500.000,- euro
Co-financing? (Institution,%)	--
Partner institution	The Austrian project is implemented in the framework of a larger GTZ-project (GTZ - Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH)

Overall Objectives:

<p>ECO NET promotes training firms in South Eastern Europe and brings future business partners together. Learning and working together in a common Europe. The framework programme ECO NET offers tailor-made modular training concepts.</p> <p>The training firm concept has proved itself in projects in Bulgaria, Romania and Albania as well as in other countries as a successful approach to adapting the area of business training to the needs of developing labour markets - i.e. a high level of practicality by focusing on the acquisition of core competencies (the area of entrepreneurship) and the opportunity to simulate real business work processes in the schools.</p> <p>Experiences from previous projects in the region as well as with training programmes developed in Austria, e.g. for training firm managers, offer school models which can be used to introduce this concept in the countries of the region - on a larger scale and based on proven quality standards. In this way, the existing regional training company network (Albania, Bulgaria and Romania) could be extended to the whole region.</p> <p>As the requirements of the individual countries and the current situations there are highly diverse, the concept needs to be flexible enough to facilitate tailor-made procedures for the respective countries. At the same time, it is necessary to ensure the fulfilment of international quality standards and the inclusion of basic contents, which are required for the introduction and successful implementation of the training firm concept and the participation in international networks.</p> <p>Target groups:</p> <ul style="list-style-type: none"> - Representatives of the education ministries of the partner countries involved - In-service teacher training institutions of the partner countries - Managers of the training firm centres in the partner countries - Headteachers of the pilot scheme schools - Teachers of the pilot scheme schools - Pupils of the pilot scheme schools
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Specific goals and indicators or success:

<p>The modular structure of the training concept has three objectives:</p> <p>Firstly, teachers should be qualified with regard to content and methods so as to be able to convey to pupils the required subject contents and key qualifications in accordance with entrepreneurship education. Central to this is the training of training firm managers.</p> <p>Secondly, the general framework for the functioning of the national network of business/economics schools and the regional network should be created by organisational and structural measures. These measures are aimed towards equipment and well-functioning communications technology and setting up a training firm centre, and the required restructuring in the area of curricula and training at the school authorities' level.</p> <p>To ensure sustainability, targeted measures to create the conditions for the dissemination of the scheme should be taken at the respective national levels in close cooperation with the national education ministries.</p>	
<p>Service provided:</p> <ol style="list-style-type: none"> 1. Workshops 2. Training 3. Study visit 4. National fair of the training firms 5. Infrastructure – equipment for Service Centre 	<p>Results:</p> <ol style="list-style-type: none"> 1. A basic knowledge of business management, which is the prerequisite for the implementation of the training firms concept, and the creation of the basic preconditions for schools 2. The establishment of training firms and a national training firms centre 3. Going public and regional networking

Country: Regional scope:	Project: ECO NET III Montenegro
ADA Contract No.:	Sector (DAC): Department for programme and projects Budget line: 7834-01/2004
Previous contracts?	Since when? (1 st project): 2004
Contract Partner:	Grant beneficiary: - Ministry for education and science Republic of Montenegro Donor: - Austrian Development Agency (ADA)
Contact person:	- Gernot Grabher – Austrian Educational Co-ordinator
Project partner in the beneficiary country:	
Duration of the contract (start- end)	-
Type of contract (Service contract or grant):	- Grant
Contract value (ADA):	-
Co-financing? (Institution,%)	--
Partner institution	

Country: Regional scope:	Project: TOUR REG Montenegro
ADA Contract No.:	Sector (DAC): Department for programme and projects Budget line: 7834-01/2004
Previous contracts?	Since when? (1 st project):
Contract Partner:	Grant beneficiary: - Ministry for education and science Republic of Montenegro Donor: - Austrian Development Agency (ADA)
Contact person:	- Gernot Grabher – Austrian Educational Co-ordinator
Project partner in the beneficiary country:	
Duration of the contract (start- end)	-
Type of contract (Service contract or grant):	- Grant
Contract value (ADA):	-
Co-financing? (Institution,%)	--
Partner institution	

Annex 3

Questionnaire

Field Studies in Serbia & Montenegro

Opening:

- Institutes and Experts of the evaluation
- Evaluation context
- Time schedule

Description of the institution

- 1.1 Please describe the tasks and objectives of your institution. Give an indication of the number of staff in your institution and the number of women employed.
- 1.2 How is your institution linked to the Austrian Education Cooperation?

Political, economical and social frame conditions on the national and local level

- 2.1 From your point of view, what are the relevant frame conditions which determine the Austrian cooperation in Serbia (Montenegro): Political, economical, social? National, regional?
- 2.2 How have these frame conditions developed since the middle of the 90's?

Assessment of the Austrian Education Cooperation in Serbia and Montenegro

- 3.1 Please describe the Austrian Education Cooperation in Serb/Mont: Current priorities? Development in the last 10 years? Main strengths and difficulties and their reasons?
- 3.2 Which projects of the Austrian Education Cooperation in Serb/Mont are you familiar with?
- 3.3 Who/what is/are the main beneficiaries of these projects?
- 3.4 Do the programmes and projects of the AEC answer the needs of Serb/Mont (and what are those needs)? Do they directly address those needs or are they more strategically focused?
- 3.5 Does your institution take part in the planning of the interventions of the AEC? In which way?
- 3.6 Which benefits do these projects of the AEC have for your country? Is there empirical evidence of these benefits?
- 3.7 How do these projects contribute to the improvement of the education system in Serb/Mont?
- 3.8 In your view, do the programmes and projects of the AEC contribute to poverty alleviation? In which way, to which extent?

- 3.9 How is gender addressed in the AEC projects? How are those gender dimensions defined and by whom? What have been the outcomes so far, if any?
- 3.10 What do the projects leave behind? How would you assess their sustainability?
- 3.11 How would you assess the cooperation of the Austrian actors (Coordination Office) with your institution? Strengths and difficulties of this cooperation?
- 3.12 Are the programmes and projects of the AEC sufficiently integrated in Serb/Mont? How can this integration be demonstrated? Are they aligned with local policies? Are local agencies associated with the implementation?
- 3.13 How are the programs/projects of the AEC harmonised with other donors?

Project assessment (not for project managers)

- 4.1 TOUR REG: relevance for the education system, performance, beneficiaries, gender dimension, effectiveness and success, partner organisations (partner country and other donors), sustainability.
- 4.2 HIGHER EDUCATION SUPPORT PROGRAM: relevance for the education system, performance, beneficiaries, gender dimension, effectivity and success, partner organisations (partner country and other donors), sustainability.

Future prospects of the Austrian Education Cooperation in Serbia and Montenegro

- 5.1 In your view, which prospects do you see for the Austrian Education Cooperation in Serb/Mont in general?
- 5.2 What challenges are connected to these future perspectives? What are the options to meet those challenges?
- 5.3 What should be the priorities of the Austrian Education interventions in the future?

Specific questions: coordination office

- 6.1 Please describe the project portfolio of the AEC in Serb/Mont.
- 6.2 Does the portfolio respond to clearly identified local needs? How are those identified?
- 6.3 Does the portfolio take into account horizontal issues like poverty alleviation and/or gender?
- 6.4 What are the main tasks of the Coordination Office? Formally and de facto? How are those tasks prioritised and by whom?
- 6.5 Describe the cooperation between the ADA central office and the CO. How has it developed in the last years, especially since the establishment of ADA as an institution on its own? What are the strengths and the difficulties? Can you identify potential improvements?
- 6.6 What role has the CO within the programming of the East Cooperation policy as far as Serb/Mont is concerned?
- 6.7 Are there institutionalized planning procedures with donors and other institutions?
- 6.8 What role should the coordination office in this country play in the future?

Specific questions: project managers

Projects/Programmes: ECO NET, TOUR REG, Higher Education Support Program

- 7.1 Concept and approach: Objectives? Activities? Strength? Problems?
- 7.2 Results and Success: main criteria for the project success?
- 7.3 Has the project been modified in the course of its development? How?
- 7.4 Contribution to poverty alleviation?
- 7.5 What is the gender dimension (how is gender addressed in the project)?
- 7.6 Relevance: Does the project meet the regional or local needs? How are these needs identified?
- 7.7 Beneficiaries: Who are the main beneficiaries of the project/programme? How are they selected and by whom? How is gender address in the selection process?
- 7.8 Organisational structure of the project: Technical and personnel preconditions. Gender balance within the staff?
- 7.9 Cooperation network: Partner institutions (also on local level)? Cooperation problems?
- 7.10 Coordination on donor level: Cooperation with other donor organisations? Main positive aspects and difficulties?
- 7.11 What does the project leave behind? How sustainable will it be?

ANNEX A4

Key data on the countries

Serbia

Area (km ²)	88,901
Population	7 822 795 (census 1991)
Per capita GDP (2004 in EUR)	2,320
GDP by economic sectors in %	Agriculture: 18.99 / Industry: 37.1 / Services: 38.2
Life expectancy:	70/ 75 (male/female, 2001)
Unemployment rate	15.2% (2003)*)
Educational attainment**)	Basic education: 731 427 upper secondary and VET: 332 559 tertiary level: 219 119
Ministry responsible	Ministry of Education and Sport

Sources: CEE Economic Data. Issue 2. Bank Austria Creditanstalt.
Stabilisation and Association Report 2004. SEC(2004) 376.

*) European Commission (2005): Serbia and Montenegro 2005 Progress Report, other sources indicate a considerably higher unemployment rate.

**) Statistical data for background purposes of OECD review. Serbia, 2001.

Montenegro

Area (km ²)	13,812
Population	621,000
Per capita GDP	3100 USD
GDP by economic sectors in %	--
Life expectancy:	n.a.
Unemployment rate (%)	23 (2003)*)
Educational attainment*)	Primary or less: 163 510 secondary level: 250 465 tertiary level: 50 953
Ministry responsible	Ministry of Education and Science

Sources: Die Presse, 19.5.2006.

*) ETF (2004): Labour Market Review of Montenegro/ source LFS.

Annex A5

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