GOOD GOVERNANCE IN EDUCATION

GOOD GOVERNANCE IN EDUCATION

Skopje, October 2010

Good governance in education

Case studies: Municipalities of Kisela Voda, Kriva Palanka, Vrapchishte, Bitola, Strumica, Shtip, Kicevo and Veles

Skopje, October 2010

Authors:

Marija Risteska, PhD

Ana Mickovska – Raleva, Mphill

Mirjana Kraja - Sejdini, MSc

Researchers:

Nedzat Mehmedovic

Erlin Agic

Iga Grabowska

Mirlinda Bakiu

Tome Gushev

Nadica Ljocheva

Diogen Hadzi-Kosta Milevski

Readers Group (in alphabetic order):

Aferdita Haxhijaha-Imeri – UNDP Social Inclusion Practice Coordinator

Heather Henshaw – Executive Advisor at SEEU

Jadranka Sullivan – UNDP Social Inclusion Specialist

Loreta Georgieva – Executive Director of Macedonian Centre for Civic Education

Maja Gerovska – Miteva – Institute for Social and labour Policy

Report Production Coordination:

Shqipe Gerguri - SEEU

Layout and Print:

Arberia Design

Table of contents

Background Information

Over the past 15 years, governance has become a key concept in the debates related to international development. Governance assessments vary according to the interests, needs and culture of the researchers. Some focus mostly on public sector corruption; others take a broader approach, which can include elements of human rights and democracy examined across civil society, the private sector, the judiciary and government institutions.

Experience shows that emphasis to governance is crucial for health/education systems to fulfill their essential public health/ public education functions. Both health and education governance encompass institutions and linkages among citizens, government officials and health/education service providers. Ideally, good governance in health and education should have the traits of responsiveness and accountability, transparency, encompass engagement of citizens and the capacity of state actors (central and local government decision makers) to design and implement policies in these sectors.

For that reason, for the past 18 months (March 2009 – September 2010) SEE University has teamed up with UNDP and has agreed to develop a nationally owned Governance Assessment Methodology. (http://www.seeu.edu.mk/en/research/international-projects/undp) This methodology should provide the tools for assessing the governance in health and education sector with regard to social inclusion and poverty reduction. However, with minor adaptations, this methodology can be used as a foundation for governance assessment mapping in other sectors and provide much needed overview of governance issues and their impact on social inclusion.

This methodology is developed to serve as a critical accountability mechanism to a variety of stakeholders, especially, the citizens of the Republic of Macedonia and non-state actors as well as to the decision makers to have the necessary information of improving the governance system and as such, substantially contribute to the governance reform processes initiated in the country.

Upon completion of the draft methodology, two research institutions were engaged to conduct governance assessment based on the Methodology on Governance Assessment on social

inclusion policies in education and health sector. Findings from the research will also be used as a tool for fine tuning the methodology itself.

Once the methodology was agreed, the University embarked to pilot it in two selected sectors, in education and health. Two research institutions were selected to organize and conduct the field research and analyze the gathered data. The education report is produced by the Center for Research and Policy Making and features governance assessment of the education sector in 8 municipalities.

Both reports will be presented at a workshop and the comments and recommendations from the participants will be taken into consideration in the process of fine tuning the GA Methodology. In late January 2011, 40 stakeholders from different ministries, public institutions and Civil Society Organizations will be trained on the final GA Methodology.

The Final Assessment Methodology on governance issues and their impact on social inclusion in the education and health sectors in the Republic of Macedonia is scheduled to be launched in March, 2011.

I. Introduction

The concept of governance has received various definitions depending on authors and contexts.[1] According to the Center for Good Governance of Affiliated Network of Social Accountability - a joint venture between the World Bank and the Human Sciences Research Council - "governance refers broadly to how power is exercised through a country's economic, social, and political institutions to use the country's resources for socio-economic development. The process of governance encompasses the political, social and economic aspects of life, which have an impact on each individual, household, village, region or the nation. Governance involves (1) the State, which is responsible for creating a political, legal and economic environment conducive for building individual capabilities and encouraging private initiative; (2) the civil society, which facilitates the mobilization of public opinion and people's participation in economic, social and political activities, and (3) the market, which is expected to create opportunities for people. Governance includes therefore the sum of procedures, actions, and entities available to citizens (in order to enable them to conduct numerous operations, such as communicating their concerns, applying their rights, satisfying their duties, and arbitrating their disputes".

The concept of good governance, initially introduced and applied by the World Bank in a 1989, is "a convenient term that refers to the entire gamut of political and economic frameworks".[2] Primarily, the good governance was identified as "a structural necessity for market reform" [3] In the course of time, the term has been largely validated within political science and theories of economic prudence, albeit under a different rubric.[4] Although, "governance as a term has progressed from obscurity to widespread usage, particularly in the last decade"[5], it is still "neither a homogenous nor a one-dimensional concept. Instead, it is a concept that acts like a receptacle in maintaining a growing number of mutually supportive goals and processes." [6]

---

[1] For further study, see for example: Demmers, Jolle, Jilberto, A. E. Fernandez and Hogenboom, Barbara (eds.): *Good Governance in the Era of Global Neoliberalism: Conflict and Depolitisation in Latin America, Eastern Europe, Asia and Africa*, New York: Routledge, 2004; Gerring, J.: *A Centripetal Theory of Democratic Governance,* Cambridge, Boston University, 2008

[2] Chowdhury, N. and C.E. Skarstedt: "The Principle of Good Governance. Draft Working Paper" in, *Recent Developments in International Law Related to Sustainable Development*, 2005:11

[3] Chowdhury, N. and C.E. Skarstedt *, Op.Cit.*, 2005, p.4

[4] Chowdhury, N. and C.E. Skarstedt *, Op.Cit.*, 2005, p.11

[5] Graham, J., B. Amos and T. Plumtre: "Principles for Good Governance in the 21st Century" in, *Policy Brief,* No.15, 2003:1

[6] Chowdhury, N. and C.E. Skarstedt *, Op.Cit.*, 2005, p.13

Not surprisingly, the quality of good governance, at a country level, can be assessed using a number of indicators, which have been identified in different ways. The United Nations Development Program (UNDP "Governance and Sustainable Human Development, 1997") enunciates a set of principles that appear in much of the literature with slight variations.[7] There is strong evidence that these UNDP – based principles have a claim to universal recognition."[8]

The good governance indicators are applicable in different sectors and can be adapted to assess the governance of public services on municipal level. Therefore, for the purposes of this study, we have used these indicators as a framework for assessing good governance in education sector. Education has been one of the main priorities of the Government and in the meantime it has been subject to decentralization.

Macedonia has achieved a moderate growth of an average of 3 percent per annum during 2005-2006, which picked up to 5.9 and 4.8 per cent in 2007 and 2008 respectively, accompanied by improvement in business environment, but with lowest investment ratio than any other country in the SEE region. To spur further economic growth, the Government is keen to improve Macedonia's human capital by increasing educational attainment, learning outcomes and their correspondence with labour market needs.

Most of the adopted measures are policy related, i.e. introducing a nine year primary education; making the secondary education compulsory; aiming to provide computers for every child in primary and secondary schools and developing digital contents in education/teaching; and, allowing for private initiatives at tertiary level. Some measures were financial: cash transfers for poor families, free books for all in primary and secondary education and lowering the partipation fees at public universities.

---

[7] Good governance practices have also been implemented by intergovernmental regional entities such as the European Union (EU) and the Organisation for Security and Cooperation in Europe (OSCE). In the Bucharest Declaration, the OSCE's parliamentary assembly passed a resolution on the 25th Assembly of the Helsinki Final Act.38. The resolution addresses a host of issues which are addressed in a report entitled, Good Governance: Regional Cooperation, Strengthening Democratic Institutions, Promoting Transparency, Enforcing the Rule of Law and Combating Corruption[7]. At the outset, this implies that good governance is understood by the OSCE to include the realization of multiple objectives from regional cooperation and the promotion of transparency and combating corruption. The Commission of the European Communities has contributed to the discourse on good governance through a publication entitled, European Governance: A White Paper.

[8] Graham, J., B. Amos and T. Plumtre, *Op.Cit.*, 2003, p.3

A significant reform in education governance was introduced in 2005, when the education function was devolved to the 85 municipalities of the country. For Republic of Macedonia, decentralization is a relatively novel trend and local government institutions are still trying to adjust to the new conditions and responsibilities. In a decentralized environment, the Ministry of Education and Science sets the education policy at a central level, but the education services are delivered locally by the municipalities in cooperation with the local communities (associations) of parents, teachers, students that are represented in the School board - a management body through which the school based management is introduced. The new governance model is directed to increase the democratic development of the country by allowing for more active involvement of the private sector and the structures of civil society in decision-making, policy making and implementation processes.

This paper analyzes the present condition of Macedonian education system, concentrating on the system coherence with good governance standards. For the purposes of this study, we will use as a point of reference the UNDP Principles of Good Governance, which are as follows:

Box 1 : Five Principles of Good Governance

Box 1 : Five Principles of Good Governance	
The Five Good Governance Principles	**The UNDP Principles and related UNDP text on which they are based**
1. Legitimacy and Voice	**Participation** – all men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their intention. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively.
2. Direction	**Strategic vision** – leaders and the public have a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded.
3. Performance	**Responsiveness** – institutions and processes try to serve all stakeholders. **Effectiveness and efficiency** – processes and institutions produce results that meet needs while making the best use of resources.

4. Accountability	**Accountability** – decision-makers in government, the private sector and civil society organizations are accountable to the public, as well as to institutional stakeholders. This accountability differs depending on the organizations and whether the decision is internal or external.
5. Transperency	**Transparency** – transparency is built on the free flow of information. Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them.
6. Fairness	**Equity** – all men and women have opportunities to improve or maintain their well being. **Rule of Law** – legal frameworks should be fair and enforced impartially, particularly, the laws on human rights.

1.1. The research problem, research objectives, research questions

At this stage, a comprehensive analysis of governance policies and their implication on social inclusion in the education sector are missing. Exclusion from services in education can result not only in exclusion from other social services such as health, housing, transportation, information and communication technology, but it can also trigger economic exclusion (labor market status and insecurity), political exclusion (not sufficient access to political participation, access to justice), and, last but not least, it can lead to cultural exclusion (lack of tolerance, language and identity, cultural discrimination).

Therefore, the research institution embarked on the task of producing the first education sector governance assessment that will provide answers to the following research questions:

a) what are the current governance structures (policy wise and instituional wise) in educations sector

b) what are the current governance practices in the education sector

c) is Macedonian education system coherent with the good governance standards

d) how is governance affecting social inclusion in the education sector

e) how can the changes in governance improve social inclusion in the education sector

A working hypothesis was set – governance impacts social inclusion in the education sector. Facing a shortage of secondary source data pertinent to this research, the research team decided to gather primary data following a list of research questions included in the assessment methodology on governance issues and their impact on social inclusion in education.

1.2. Research method, research method limitations

In accordance with the general Governance Assessment Methodology, it was decided for primary data to be gathered through focus groups. Twelve focus groups were conducted in 8 (eight) different municipalities in Macedonia (Kisela Voda, Kriva Palanka, Vrapchishte, Bitola, Strumica, Shtip, Veles and Kicevo). Each municipality is representing one of the eight statistical regions. The case studies were selected based on demographics, size of the municipality, ethnicity, and level of development criteria.

A research of this kind inevitably faces a number of limitations that need to be taken into consideration when drawing relevant conclusions and drafting recommendations. Apart from the obvious time limit and the delicate subject matter, there are issues that arise from the methodological choices applied to the research. The use of focus groups, for example, poses a number of problems: choice of participants (i.e. representativeness of the sample), choice of regions, reliability of information, factual knowledge of the participants regarding broader policy implications and others.

We sought to minimize the negative aspects of this method through the application of available statistical data, and interviews with policy makers when making the choice of regions and focus groups participants. The research process included a number of interviews with all relevant stakeholders. Unfortunately, the timid culture of our respondents in focus groups resulted with their statements and views on the sector's state of affairs not to be reported in this study, but they are kept in confidentiality by the research team.

1.3. Research sample

The municipalities representing each of the eight statistical regions have been selected based on the previous knowledge and experience of the research team:

Box 2: Statistical Regions:

Statistical Region	Pilot Municipality
Pelagonia statistical region:	Bitola
Skopje statistical region:	Kisela Voda
North-eastern statistical region:	Kriva Palanka
South-east statistical region:	Strumica
Eastern statistical region:	Shtip
Vardar statistical region:	Veles
Polog statistical region:	Vrapchiste
South-western statistical region:	Kichevo

Besides the geographic representativeness of the country's territory , in the selection of the pilot municipalities the urban/rural principle was also observed, as well as availability of schools (primary and secondary).

Within the selected municipalities, the invited participants for the focus groups were on average 15 per municipality. The invitees were representatives of the school management (directors, representatives of the school board, the parents council, students association and teachers); municipal education officials (education advisors, municipal education inspectors, finance officers); and, reprsentatives of disadvanteged groups (people with disability, single parents, female students, Roma and etc.) in each case study municipality

Graph 1: Focus groups participants by gender

Gender of the participants in the focus groups
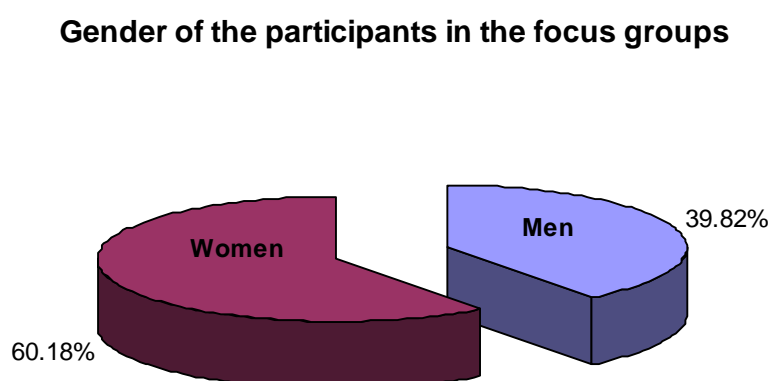
The sample encompassed more female than male interviewees (as in **graph 1**), which corresponds to the reality in Macedonia where women are primary care givers of children and other family members.

II. The Macedonian education system and social inclusion

Macedonia has achieved a moderate growth of an average of 3 percent per annum during 2005-2006, which picked up to 5.9 and 4.8 per cent in 2007 and 2008 respectively, accompanied by improvement in business environment, but with the lowest investment ratio in the SEE region. To spur further economic growth, the Government is keen to improve Macedonia's human capital by increasing educational attainment, learning outcomes and their correspondence with labour market needs.

Meanwhile, the country is striving to achieve cohesion with and apply european principles of social inclusion by working on a National Strategy for tackling (combating) poverty and social exclusion. It is foreseen that this document will lay out the outline for sectorial policies to increase the inclusion of a variety of segments in our society. National strategy on social inclusion will cover areas of labor, employment, poverty, education, health care, long-term care, transport and housing, social security (social insurance for the unemployed, retired and disabled). This strategy was adopted by the Government in October 2010[9].

1.1. Education in Macedonia

Education is one of the four strategic priorities stated in the National Programme for the Work of the Government, 2008-2012, where priorities are given to:
- Extending the duration of compulsory primary education;
- Introducing compulsory secondary education;
- Revising primary and secondary education curricula;
- Introducing a life skills programme in all primary education grades (1-9);
- Introducing English language in grade one and a second foreign language from grade six;
- Increasing the number of physical education classes per week from two to three;
- Introducing ICT instruction in grades six to nine;
- Implementing "computer for every child" project;

---

[9]Available at http://mtsp.gov.mk/WBStorage/Files/SocialExclusion%20Starategy%20MK%20final%20word.doc
last visited on 25/10/2010

- Constructing new schools and physically rehabilitating old schools;
- Introducing final (Matura) exams at the end of secondary education

Most of these measures that are being implemented are policy related, whereas some measures are financial: cash transfers for poor families, free books for all in primary and secondary education and lowering the partipation fees at public universities.

Based on the reforms, here is a snapshot of the Macedonian education to date.

Primary education, which lasts for nine years, is universal, compulsory and free, accounting for almost 60% of the education budget. The gross enrollment rate in primary education is 61.9%, the net enrollment rate in primary education is 90.7 percent[10], while the annual drop-out rate in primary education is 1.71 percent. The system of own-language teaching is most developed in the primary school sector: out of the 993 regular schools in 2007/08, 737 included teaching in Macedonian, 289 teaching in Albanian, 60 in Turkish, and 8 in Serbian. Secondary education lasts for 3 or 4 years and is also free of charge. The gross enrollment rate is 42.4%, while net enrollment rate is 67.3%. The dropout rate (at a level of one generation) is about 10%. However, the transition from last grade of primary school to the first year of secondary has improved after making the secondary school compulsory in 2008.

Concerning learning achievements, Macedonia has participated in three international studies measuring learning achievements: the Progress in International Reading Literacy Study (PIRLS)[11] conducted in 2001, concerned primarily with literacy rates; the Third International Mathematics and Science Study (TIMSS)[12], conducted in 1999 and 2003; and, Programme for International Student Assessment (PISA)[13], conducted in 2000. Results of all three studies indicate performances below the international average.

A significant reform in education governance was introduced in 2005, when the education function was devolved to the 85 municipalities of the country. For Macedonia, decentralization is a relatively novel trend and local government institutions are still trying to adjust to the new conditions and responsibilities. In a decentralized environment, the Ministry sets the policy at a central level, but the service delivery is managed locally by the

---

[10] Data are based on the latest available data from the SSO and refer to 2007/07
[11] http://www.bro.gov.mk/podracje/ispiti/megunarodni/PIRLS-izvestaj%202001-makedonski.pdf
[12] http://www.bro.gov.mk/podracje/ispiti/megunarodni/00-komplet-66.pdf
[13] http://www.bro.gov.mk/podracje/ispiti/megunarodni/PISA-Izvestaj-makedonski.pdf

municipalities in cooperation with the local communities of parents/teachers/students (the so called school based management). The new governance model is directed to increase the democratic development of the country by allowing for more active involvement of the private sector and the structures of the civil society in decision-making, policy making and implementation processes.

1.2. Social inclusion and education

In Macedonia, inclusion in education has begun as a model of including children with special needs (children with disabilities) into the education system. However, the social inclusion is a much wider concept, which incorporates the inclusion of all children in the education process, regardless of their origin, place of living, socio-economic characteristics of the family, and their physical and mental abilities. It generally encompasses the following indicators:

- Enabling all children to enroll in the formal education institutions
- Enabling all children to regularly attend and complete the formal education
- Enabling all children to attain to the maximum of their abilities

On the basis of these indicators, the following section analyses the most vulnerable groups, whofor a variety of reasons have not been fully integrated in the education system. It is important to emphasize that the variables are usually intertwined which makes it more difficult to tackle each one separately.

1.2.1. Children from different ethnic/language groups

Abundance of research shows that children from less represented ethic communities are more at risk of being excluded from education. This is partially due to the inability of the system to provide instruction on their mother/first tongue and it affects certain ethnic groups more than other. Specifically, the official statistics indicate that Albanian children mainly follow education in their mother tongue. About 40% of Turkish children in primary school follow education in Macedonian or Albanian language. Whereas, Roma children are in the most unfavorable situation since there is no instruction offered in Roma language in the schools. They mostly study in Macedonian or Albanian.

The data on the students-teacher ratio also points to differences with regard to the availability of teachers from certain ethnic communities. The last available data from the SSO (2007/08) indicates the following ratio when it comes to the number of students and teachers within the same ethnic group:

Table. 1. *Teacher-student ratio according to ethnic background*

	Macedonian	**Albanian**	**Turkish**	**Roma**	**Serb**
Primary	1:12	1:15	1:21	1:466	1:14
Secondary	1:13	1:18	1:14	1:434	1:14

Source: SSO, Primary and Secondary schools at the end of 2007/08 year; authors' calculations

Besides the critical situation, when it comes to the availability of Roma teachers, there is a noticeable absence of new teaching staff from the Roma community. For illustration, out of the students graduated in the teaching faculties in 2008, 65.6% were Macedonian, 29.5% Albanian, 3.4% Turkish and only 0.2% Roma.[14] Bearing in mind that 53.6 % of all primary school students in 2008 were Macedonian, 34 % Albanian, 4.2 % Turkish and 4.4% Roma[15], it makes it obvious that Roma students are in the most vulnerable position when it comes to the possibility of following instruction in their mother tongue. "This, intertwined with the low expectations that teachers have from these children, acts as a strong de-motivating factor preventing them to achieve up to their potential, frequently causes them to be enrolled in special schools under the term 'deprived of proper upbringing' and often results in early termination of the formal schooling".[16]

The unequal treatment, in terms of the school achievement, among children with different ethnic background is also evident in the national and international assessments. Specifically, the PIRLS assessment that was focused on the reading abilities and conducted in 2001, indicates better results from the Macedonian instruction classes compared to the Albanian instruction classes.[17] In addition, the national assessment of the achievements in mathematics in lower primary school points towards the same trend.[18]

---

[14] Graduated students in 2008, SSO, 2009

[15] Primary, lower secondary and upper secondary schools at the end of 2007/2008, SSO, 2009

[16] *Стратегија за Ромите во Република Македонија.* Министерство за труд и социјална политика, 2005, www.mtsp.gov.mk

[17] http://www.bro.gov.mk/podracje/ispiti/megunarodni/PIRLS-izvestaj%202001-makedonski.pdf

[18] http://www.bro.gov.mk/podracje/ispiti/nacionalno/Nacionalno-izvestaj-makedonski.pdf

1.2.2. Children living in distant rural areas

When comparing dropout rates between rural and urban areas, it is evidently higher in the rural ones.[19] UNICEF's survey[20] points out that the majority of children and young people not attending school regularly come from rural areas, mainly from the Eastern region and about 73% of them belong to the Roma or Turkish ethnic community. While the problem with access to school is relatively minor when it comes to primary school (especially lower primary), it becomes more prominent when these students face transition to secondary school. One of the major reasons is the infrastructural problem - most striking in villages of the mountain areas, which can be rather isolated, especially in winter.

The problem of difficult access to high schools is commonly supplemented by economic difficulties related to transportation costs to the nearest secondary school. It doesn't pay out for schools to organize transport for 2-3 children alone, especially considering that in certain cases transport should be organized with a special vehicle adjusted to terrain conditions. Even though the problem could be solved through awarding rooms in school dormitories, in case of some cities/municipalities (such as Tetovo for instance) is not possible, because there aren't any dormitories in this city.[21]

1.2.3. Female students

Female students are a specific category, since on one hand, they are less included in education (especially in secondary education), while on the other, once enrolled they tend to dropout less than boys and have better achievement.[22]

Gender differences are especially tied to ethnic background, whereby girls of Roma, Turkish and Albanian ethnic background are in least favorable position, especially when it comes to attending secondary school, although the situation has been gradually improving over the last several years (Table 2).

---

[19] Education in FYR Macedonia: Country Profile, UNICEF; http://www.unicef.org/ceecis/FYR_Macedonia.pdf
[20] The well-being of children in difficult economic times, UNICEF, 2009
[21] How to Achieve 100% Enrollment in Secondary School, CRPM, 2009
[22] Ibid

Table 2: Percentage of girls (based on ethnic background) in secondary school out of the total number of students in secondary education

	Macedonians	**Albanians**	**Turks**	**Roma**
1999/2000	51%	41,1%	36,8%	39,8%
2000/2001	50,8%	42,1%	38%	43,3%
2001/2002	50,7%	43,8%	42,3%	37,4%
2006/2007	49,7%	42,0%	40,7%	44,4%
2007/2008	49,7%	44,3%	41,8%	46,4%

Source: State Statistical Office: elementary and secondary schools at the end of school years 2001, 2002, 2003, 2008; authors' calculations

The transition of girls to secondary school is mostly tied to the traditional norms according to which girls are expected to marry young and are not expected to socialize with boys once in puberty.[23] However, according to the annual analysis of UNDP[24] (Table 3) and the official data from the State Statistical Office (Graph 2), the situation with the enrollment of girls into secondary education is changing. While the survey conducted in 2007 indicated that girls lag by 10% after the boys (even more when the socio-economic factor is included), this gap was only 1% in 2008 and 3% in 2009. Interestingly, the latest data indicate that the total enrollment rate has remained almost unchanged from the previous year, while girls are still the most affected, especially the ones from the households characterized as non-poor. This might indicate that while the social inclusion measures undertaken lately (discussed latter in the text) may have achieved their purpose of greater inclusion of the socially deprived families, it takes additional policies to confront and change the traditional norms regarding female education, which are still dominant in certain areas throughout the country.

Table 3. Gross rate of enrollment in secondary education by gender and poverty status (2007 and 2008)

	boys	**girls**	**Total**
2007			
Non-poor	90%	82%	86%
Poor	84%	69%	76%
Total	88%	78%	83%
2008			
Non-poor	87%	88%	87%
Poor	85%	85%	85%
Total	86%	87%	87%
2009			
Non-poor	90%	82%	86%
Poor	85%	85%	85%
Total	87%	84%	86%

Source: People-centered analyses, UNDP, March 2008, March 2009 and March 2010 (data collected through field research)

---

[23] Ibid

[24] People-centered analysis, UNDP, March 2008 and People-centered analysis, UNDP, March 2009

Graph 2. Percentage of male and female students enrolled into secondary school (out of the ones that have completed primary) 2005-2010 (Note: Check 102 percentage???)
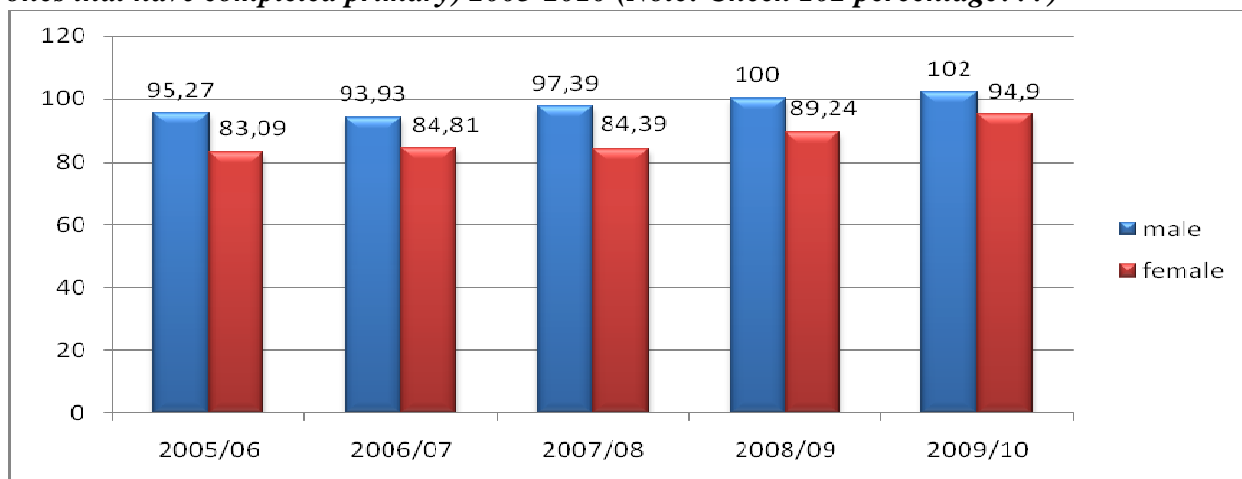
Source: State Statistical Office, Schools and students at the beginning and the end of the school year, 2005, 2006, 2007, 2008, 2009; authors' calculations

1.2.4. Children with special needs

This group includes diverse categories of children: students with sensory impairment, speech/language impaired, autistic and chronically ill; as well as children with developmental disabilities such as mental disability, physical disability, combined mental and physical disability. Due to the specifics of each condition, they will not be discussed separately.

One of the main problems related to this vulnerable group concerns the systemic deficiencies of their early detection and timely inclusion in the education system. According to the latest data from the Ministry of Labor and Social Welfare, in Macedonia, 8211 children (up to 26 years) with developmental disability have been detected, among which 4871 with mental disabilities, 2504 with physical disabilities and 836 with combined disabilities.[25] However, the official numbers of these children are believed to be an underassessment of the actual situation.

Although the law enables inclusion of the children with special needs in the regular schools[26], provided with the assessment that this would contribute to their better development, these children are still largely segregated in special schools or separate classes in regular schools, mainly because of the non-preparedness of the regular schools to provide them with the adequate spatial and learning conditions. When this is paired with the very strong stereotypes

---

[25] National Strategy on Deinstitutionalization (2008-2018), MTSP, 2007
[26] Law on Primary Education, Official Gazette of RM, 103/08 Art.6

of the community as well as that of teachers, the initiatives for greater inclusion of these children in the regular schooling system mainly remain futile. This is mainly due to that fact that there is lack of customized (tailor-made) curriculum for these children included in the regular education system, as well as lack of training of teachers to work with these children.

1.2.5. Children from socially and economically deprived households

The disadvantaged socio-economic conditions of the family represent a unifying characteristic, which often intertwines with the above-mentioned variables. Traditionally, the social and economic status of the families is considered as one of the main factors influencing the enrollment and attendance in education. Specifically, children coming from poor families are often required to get involved in the income providing activities and hence terminate the schooling process. Latest data from the 2009 Labour Force Survey speak in favor of this argument, according to which 16% of the population aged between 15 and 19 (that according to the Law on secondary education should compulsory be in regular education) is registered as economically active, of which 43% is employed, and the rest is unemployed but searching employment.

III. Good Governance in Macedonian education system

1. Legitimacy and voice

The Constitution of Republic of Macedonia regulates the freedom of association[27] and freedom of speech[28] as fundamental rights of Macedonian citizens. The laws that regulate the education sector reinforce these values by allowing various interest groups be involved actively in school level policy making through their participation in the School Board. To do this, they will however need to be associated in groups and appoint their representatives, through which they can voice each interest in the school based decision making process (fostered through the School Board). As a result, in every school a parent's council, student association and teachers collegiums exist. Their individual interest is represented through appointed representatives in the School Board and balanced by the public interest, which is represented by the municipal representatives, the school's director and the representative from the Ministry of education and science.

1.1. Citizen participation in educational policy making

Citizens' participation refers to the act of involving people, regardless of gender, to voice their interests in the decision-making process. Peoples' participation can be either direct or indirect, through using institutions that serve as channels of articulating their interests.

In Macedonia, the Laws on both primary and secondary education regulate school-based management as participatory. Namely, the school board - the management body - that makes all school based decision making in primary schools has nine members and is made of representatives of the founder (the municipality appoints 2 representatives), the parents (represented by 3 individuals), the teachers (represented by 3 individuals) and the Ministry of education and Science[29] The school board in secondary schools has twelve members and it consists   of representatives of the founder[30] (the Municipal council appoints 3

---

[27] The Constitution of Macedonia, Official Gazette of RM 52/1991, Art 20
[28] The Constitution of Macedonia, Official Gazette of RM 52/1991, Art 16
[29] Law on primary education, Official Gazette no. 103/08 Art 124
[30] In the case of the state secondary schools, the founder is the Ministry of Education and Science, which appoints the representatives by the founder

representatives), the parents (represented by 3 individuals), the teachers (represented by 4 individuals), the business community (one representative) as well as the Ministry of education and Science[31].

Citizen's perceptions about school board meetings are sporadic and inconsistently attended and/or scheduled, whereas their decisions are not widely disseminated to parents and students, which suggests that either the communication structures within the parents and students associations are not very well developed, or they do not meet often, or both. This is seconded with the data gathered from the research that was organized in the 8 pilot municipalities. In some municipalities, parents were complaining that the Parents Council is not a very functional body and teachers are not accepting their ideas, whereas in other municipalities parents did not know that there is a parent council in the school.

Another form of participatory decision making in schools is the parents- teachers meetings, which decide on issues relevant to a class of students and not the whole school. Some of these issues are related to school meals, code of conduct in school, use of materials, curriculum adaptation, student and teacher absenteeism, student performance/achievements, etc. Contrary to the school board meetings, information on when parents- teachers meetings will be held is spread through word-of-mouth or announcement on the school bulletin board. These meetings occur frequently (at least twice a year) and are well attended, with enough time allowed for relevant community and minority groups to voice their opinions and concerns. The focus groups that were organized within this project, however depicted that some parents (i.e. Roma parents) can not make the distinction between the parents - teacher meeting and the parents council. In all municipalities parents felt informed about their children's class schedule, but not so much about the teaching program and annual plan that are hardly discussed at parents-teacher meetings.

---

[31] Law on secondary education, Official Gazette no. 44/1995 Art. 88

1.2. Citizen monitoring of educational services

In Macedonia, intervention that fall under the category of citizens' monitoring involves citizens or civil society organizations in monitoring and evaluating the delivery of educational services. For our analysis purposes, we use CSOs monitoring activities, as well as the monitoring actions undertaken by individual citizens.

Citizen groups dedicated to monitoring the performance of education service providers (e.g., CSOs, media and other civic groups) do exist. Some of them are: Youth Education Forum, Macedonian Centre for Civic Education and The Open Society Institute from Skopje, and Youth Cultural Center from Bitola. However, the accessibility of the information about the existence of citizen monitoring groups and their ability to participate in this task is very poor. There are almost no information campaigns information about them is distributed ineffectively to raise citizen awareness of their education related rights and the ways how those rights can be enforced more effectively or how the institutions can be held responsible for the non delivery of school services. . Even if information does exist, it is not user-friendly or accessible to citizen groups.

The NGOs working in the area of monitoring have public web sites, but operate rarely on grass root level (they neither organize meetings with citizens nor information gathering; they neither spread brochures, nor organize often events). There is one case of Macedonian education forum (that deals with monitoring corruption in education) that has established a hotline as a mode for gathering citizens feedback (the dissemination of the information related to the hotline was provided through the Ministry of Education and Science). We have not distinguished yet another civil society actor that has overseen whether the school-based records are kept on activities such as school attendance for teachers, staff and students, student enrollment, student grades and test scores, salary records, payment records, teacher performance evaluations. The schools keep track of these. Information is gathered by the State Education Inspectorate (SEI) as a part of the integrated evaluation on schools, conducted by the SEI.School relevant statistics are kept by the State Statistical Office. Hence, none of the civil society groups active in the education sector has produced any cross section analyses related to the student grades and test scores, teachers' and student' school attendance, and teacher performance evaluations. Such analyses would reveal another dimension of the relationship between good governance and students achievements.

In the mean time, the results of citizen monitoring activities are rarely taken into consideration at the school-level decision making process[32]. The citizen monitoring at school level is not very common and therefore one cannot find an example of the monitoring results been incorporated in school based decision making.

In accordance with the methodology, an effective complaining mechanism is considered as a bottom-up methodology that instills permanent strength to demand-driven accountability. To this end, the research team conducted detailed research on the condition of citizens' redress mechanism related to school educational services. The complaint mechanism is available at school level, whereby students and parents can write complaints to the school board that decides upon them. From the focus group discussions, one can conclude that this mechanism is rarely used, though most of the discussants knew of the opportunity to complain to the school. Through the research, the team identified cases where effectiveness of the school level complaint system can be noted, whereas in other municipalities the initiative to use this mechanism is missing, mainly, because the respondents do not trust the institution and the procedure itself (it lasts too long, provokes anger from the school that is reflected on the attitude of school staff towards the kids in school, etc.). Schools, on the other hand do not have a procedure neither to report to interested citizens or municipality on the regularity and the efficiency of the procession of complaints, nor on their own actions and activities.

Moreover, students and parents personally can use the national redress mechanism at the Ombudsman office, where one of the deputy Ombudspersons is appointed to specifically address matters related to children's rights, and education. However the awareness for this mechanism is really low. The focus groups discussions distilled that the procedure is known to some minority groups (Roma in Kriva Palanka, Roma in Strumica and Shtip), whereas other groups (single mothers, parents with children with disabilities and those belonging to majority groups – Macedonians from Strumica, Kisela Voda, Shtip, Kicevo Bitola and Veles) were not aware of the complaint mechanism available at the Ombudsman office. This suggests that awareness raising has been targeted to minority rights and minority groups only, rather than the whole population.

---

[32] Interview with MOF on 05.07.2010

The reasons for this are: (i) information campaigns to inform citizens about formal procedures to file citizen complaints either do not exist or the information is distributed ineffectively[33]; (ii) where they do exist, awareness campaigns do not reach a majority of citizens[34]; and (iii) the information on formal procedures and processes is not comprehensive on how citizens can file complaints and for what[35]. As a result, only 26 citizens filed education related complaints to the Ombudsman in 2009. The office cannot provide specific information on violation of which rights the complaints were referred to[36]. The formal redress mechanism, body or agency cannot resolve complaints quickly[37]. Filing complaints impose some financial hardship on citizens, though the complaints mechanism with the Ombudsman is in principle free of charge the preparatory (for the documentation and the filing) costs are not projected. As a result citizens prefer to seek redress through unofficial redress processes, such as the media[38]. The media is a strong pressure group and in many cases when journalists make stories about parents or students complaints, the State education inspectorate follows up by sending inspectors to review the situation in the reported schools and see if the Law has been applied or violated. It must be noted that media rarely, if ever, makes follow up reports on the measures taken by the institutions after they have first reported about the complaints.

1.3. Participatory budgeting

Participatory budgeting is an approach through which an entire community, or particular elements of a community, can participate in the budget process. The level of participation can range from the consultative to the design and execution of budgets. Participatory budgeting promotes a more democratic and transparent administration of resources and can assist in

---

[33] To date only one information campaign has been organized by the Ombudsman Office supported by the OSCE and the Swedish government which resulted with brochure, a web site section on children' and students' rights and series of information meetings in the municipalities where the role of the Ombudsman and the complaints procedures were discussed

[34] This information is not spread on school meetings (parents-teacher meetings or school-board meetings)

[35] In example there is no specific reference that citizens can complain about overcrowding in classrooms, teachers absenteeism, school meals, additional meals charged if any and etc.

[36] Interview with Uranija Pirovska 13.08.2010

[37] The complaint mechanism with the Ombudsman should be resolved in 6 weeks time, but Uranija Pirovska from the Ombudsman Office testifies that this timeframe is usually breached because the public bodies from which information is requested do not respond quickly.

[38] In example in the academic year 2009-2010 the media reported complaints of parents of students in 4 schools from Skopje (1 primary and 3 secondary schools) for overcrowded classrooms. The journalists that made this stories requested comments from the teachers as well as from the State education inspectorate which following the reports sent inspectors to review the situation in this schools and see if the Law has been applied or validated. No follow up media reports were made.

avoiding corruption and the mishandling of public funds. It encourages public investment towards society's most pressing needs for the benefit of the greatest number of people.[39]

We identify that to have participatory budgeting, citizens must be aware of the budgeting process, be invited to participate in the making and be allowed through budget related information to monitor the spending of the public finances. The focus group discussions showed that in all case study municipalities the citizens do not know the school budget, nor have seen annual closing account of the budget. They have never participated in the making or execution of the budget and do not even know how to get this information. Accessing budget related information was discussed, but as none of the respondents actually inquired it in the past, the responses were speculations. In Kisela Voda the parents thought that if they have asked the teachers or the director, the budget information will be released to parents, whereas the respondents in Strumica were positive that the parents must be informed on the school budget through the Parent Council, as their representative seats in the School Management Board which adopts the budget.

One possibility to access the school budget is through the web site of the school, and/or municipality. The Law on Budgets regulates that the budget user (being the municipality) must publish its budget[40]. They publish it in the official municipal gazette and in addition on their web sites. Bitola, Kriva Palanka, Kisela Voda, and Strumica have published their budgets on the municipal web site, however the school budgets are not presented separately, but as an integral part of the education budget of the municipality and therefore the participation in the monitoring of its spending is difficult. In addition, there are cases where parents can see the budget but they can not comprehend it because it is not presented in a more user-friendly format. None of the schools that exist on the territory of the case study municipalities have published their budgets on the web. Some of the schools in these municipalities, do not have a website. Only one case has been so far identified by CRPM as good practice in the area of transparent school finance management and that is the primary school Blaze Koneski from Prilep which publishes both the budget and the financial report of its spending[41].

---

[39] *Gender and participatory budgeting*, Department for International Development, United Kingdom, 2004

[40] The municipal budgets are public and according to the Law on budgets (Art.54 p.2) should be published in the official journal of the municipality

[41] http://www.oublazekoneski.edu.mk/docs/finansiski/903.pdf last visited 05/10/2010

2. Leadership

Leadership is the ability of the individual to influence, motivate and enable others to contribute towards the effectiveness and success of the organizations of which they are members. While good governance requires mass participation in the decision making process it also aims at increasing and integrating the existence of faith/trust of others in the institutions and the country. Leadership is the thread through which ethical norms and behavioral ideals are embraced and inner commitment is grown.

Leadership capacity is very difficult to assess, but is demonstrated in the education sector through the system and practices that enforce integrity, ethical values and justice. CRPM has identified on practice that serves to this principles – the adoption of the code of conducts in the schools in the case study municipalities. Namely the laws on primary and secondary education or any other legal act do not regulate code of conduct in the schools; however in 2007 after a series of incidents of school violence (student fights and etc.) the Ministry of education, the association of teachers and the association of local self-governments recommended to all schools to adopt a code of conduct which should be prepared and adopted by the school bodies (as self regulating mechanism). Most of the schools have adopted code of conducts, which encompass the conduct of the teachers, students and parents, and published them on their web portals since 2007. This documents set values of respect for each other, impartiality and mutual support.

Another form of leadership is appointment of public officials in the education sector to follow certain criteria. In this context, all municipal representatives, except those in Shtip, claim that the deployment of public officials is done according to strict criteria and that they are selected through a public competition. While the vas majority agrees that the national origin has no impact on the selection of public officials, some admitted that the political orientation is crucial (i.e. having the same political orientation as the municipality's major).

Representatives from Shtip municipality reported an absence of mechanisms for equitable deployment of public officials, but said there is an initiative raised on a local level for cooperation with the communities; the municipality is preparing a program for this purpose and so far has two officials employed for cooperation with the communities.

3. Performance

UNDP understands performance as based on responsiveness, which indicates that institutions and processes try to serve all stakeholders; and effectiveness and efficiency which implicate that processes and institutions produce results that meet needs while making the best use of resources.

The methodology did not allow the research organization to explore and further tackle the issue of responsiveness of the municipal and school administration to the needs of the citizens. Therefore this report addresses the issue of performance through two indicators: educational results and efficiency.

The educational results has been subject to re-evaluation for several years now, since the new system of national assessments was introduced. The MATURA exam and the external testing have increased the transparency in the education governance (as all results are available on the web site of either the schools or the National Assessment Centre) and adds value to the evaluation of performance of the education institutions in Macedonia.

The challenges regarding efficiency are bigger especially for those municipalities that are still in the first phase of decentralization, because they do not have full management of all resources. Such municipalities maintain the school buildings but do not manage human resources. They all receive pre-determined grants, that from the interviews with education inspector in Vrapciste seem to be with limited flexibility as they cannot be used for other schools needs, but for the purposes they are earmarked for or wait for municipality's budget rebalance through which other resources are allocated apart from education grants.

4. Accountability

According to Mary McNeil and Takawira Mumvuma "accountability takes two forms: horizontal accountability and vertical accountability. Horizontal accountability refers to the capacity of state institutions to check on abuses by other public agencies and branches of government, whereas vertical accountability refers to the means whereby ordinary citizens,

mass media, and civil society actors seek to enforce standards of good behavior and performance by public officials and service providers.[42]

4.1. Horizontal accountability

Horizontal accountability mechanisms include public service rules and regulations, disciplinary procedures and policies, and management audits and inspectorates. These mechanisms are usually intended to ensure that the government uses financial resources and property properly to attain its objectives as efficiently as possible.

4.1.1. Education performance rules and regulations

Education is regulated by a set of laws for each respective level of schooling: The laws for primary and secondary education were both adopted in 1995 and last amended in 2009, when the legislation was changed to include the compulsory "zero year" in primary education and to adapt to the decentralization process. The law for higher education was adopted in 2000 and amended in 2005 for the last time. These laws are accompanied by multiple secondary level legislation, decisions, decrees, or rulebooks.

In 2006, two important laws were added: the Law on the Bureau for Development of Education and the Law on Vocational Education and Training, as well as changes to the Law on State Education Inspectorate were adopted. The Ministry of Education is involved in monitoring the implementation of educational policy; collecting relevant data for producing analytical and comprehensive overview of the progress of education in the country in order to identify priorities and strategies; developing plans of actions to overcome obstacles and speed up progress; designing the future development of education, allocating the necessary resources and evaluating the outcomes**.**

---

[42] For more details on the distinction between horizontal and vertical accountability and on accountability mechanisms see: Cavill, S., and M. Sahail: "Strengthening Accountability for Urban Services" in, *Environment & Urbanization* 16(1), 2004; Malena, C., R. Foster, and J. Singh: "Social Accountability: An Introduction to the Concept and Emerging Practice" in, *Social Development Papers, Participation and Civic Engagement*, World Bank, Paper No.76, 2004

The curriculum is generally designed and developed by working committees composed of distinguished practice teachers, experts from the university and Bureau for development of education advisers for particular subjects, and then it is exposed to public hearing where teachers and parents are invited to give their considerations, comments and proposals. Subsequently its proposal is signed by the Minister when it becomes an official document for use in schools. In recent years there has been a move towards developing aims and objectives-oriented curricula aimed at providing a more relevant base for improving the quality of teaching and learning and establishing a more effective system of external assessment and evaluation of educational outcomes and attainments.[43]

The Laws on primary and secondary education regulate the disciplinary procedure applicable to students and school staff. The disciplinary actions are taken in a committee that needs to document its decision and the same to be adopted by the school council (in which the teachers, the municipal representatives and the parents/also students on high-school level/ are represented) in order for it to be enforced. Citizens can use the mechanisms regulated with the law on free access to information to access records from the disciplinary procedure. However the awareness for such possibility is low as well as the practice of asking for information on disciplinary actions taken (our research shows that this information is asked from school's administration only if a litigation procedure is undertaken and specifically in a case when the teacher or the student is complaining on the decision made by the disciplinary committee).

According to the Law on internal audits every organization (public and especially a budget user) should appoint and train one internal auditor who is conducting internal audit once per year.[44] None of the schools reported to have appointed internal auditor, nor the case study municipalities have reported of internal audits to be regularly undertaken in schools. Citizen audits are conducted infrequently or not at all. As budgets are not released or are released on such an infrequent basis, citizen-based auditing is impossible. The results of citizen audits are not made available to the public (CSOs, media and individual citizens).

---

[43] Gallacher, N. (ed*.), Op.Cit.*, 2001, pp.147-148
[44] Law for internal audit for the public sector, Official Gazette of RM 69/2004 Art. 12

4.1.2. Management and inspectorates

In Macedonia the Parliament, the Government and the Ministry are responsible for setting up the educational policy and the relevant legal issues. According to OSI Report on Macedonia "the Ministry is particularly involved in the provision of educational opportunities, the organizational structure of schools, the human and material resources and facilities, the funds for the educational activities and the quality and effects of the education as a whole. It is expected to provide feedback information about the outcomes and the quality of education.
On the central level, the Ministry is also involved in "monitoring the implementation of educational policy; collecting relevant data for producing analytical and comprehensive pictures of the progress of education in the country in order to identify priorities and strategies; developing plans of actions to overcome obstacles and speed up progress; designing the future development of education, allocating the necessary resources and evaluating the outcomes."[45]

The Teacher Training Council (established recently) is responsible for improving the professional development of teachers. The role of the State Educational Inspectorate is to control whether the schools comply with the legal regulations, and with the new changes of the Law on State education inspectorate, the SEI acquires a role of quality assurance agent that operates based on the Standards for quality in education. Bureau for development of education, with its regional units, has an active and advisory role in the development and implementation of the curriculum, the use of modern methods and information technology in schools, the assessment and evaluation of students' progress and attainment and the support to schools and teachers.

According to our analysis, government monitoring of schools occurs on a somewhat regular basis, at least once a year. Government monitoring of schools are conducted by monitors who are not always accredited and adequately trained. Further, the monitors use idicators for quality assurance in schools[46] which encompasses a standard checklist and criteria for monitoring that are applied in the monitoring process. These indicators are still in draft and as not yet adopted they are followed but not consistently. The SEI is regularly conducting a integrated evaluation of schools.

---

[45] *Ibidem,* p.148
[46] Available at http://mon.gov.mk/DPI/download/Indikatori_mk.pdf last visited 25th October 2010

On the municipal level, an education inspector is appointed to monitor on the territory of the municipality. However, as our analysis show, the time when it occurs is not regulated. Their interest is focused on the implementation of the school year planning and they are expected to see whether the curricula comply with the legal requirements and regulations, and to what extent they are broad and balanced, address properly students' moral, cultural, social, mental and physical development and prepare the students for the opportunities, responsibilities and experiences of everyday and adult life. They are also involved in providing adequate information on how lessons are learned, retained and applied, whether students are acquiring the necessary skills and knowledge, what kind of measurement instruments are used, how the problems with students absences and dropouts are solved, how the conflicts are resolved, etc.

4.2. Vertical accountability

Vertical mechanisms for enforcing accountability include the legislature, the office of the auditor general, the office of the ombudsman, and the judiciary, along with public accounts committees, civil service administrative tribunals, and other specialized independent commissions. Another set of vertical accountability mechanisms includes vibrant, but responsible, professional and independent print and electronic media, pressure and lobbying groups, political parties, and civil society organizations. According to Malena, Foster, and Singh (2004), yet another form of vertical accountability is when ordinary citizens and/or civil society organizations are at the forefront of moves to directly or indirectly bring pressure to bear on public officials and service providers to account for their performance, behavior, and actions.[47]

4.2.1. The legislature

There is a law that regulates a public availability of information to the citizens'[48], whereas the laws regulate the accountability structures at local schools. So the citizens know who to hold responsible for poor service delivery. However, the law only regulates the governance structure; but no information campaigns are organized to educate citizens how and who to hold accountable. Therefore the citizens perception is that there are no structure at local

---

[47] McNeil, M., Mumvuma, T.: *Demanding good governance, A Stocktaking of Social Accountability Initiatives by Civil Society in Anglophone Africa*, Washington, D.C., World Bank Institute, 2006:5-6
[48] Law on free access to public information, Official Gazzette of RM 13/2006

schools on accountability as well as their trust of using the available accountability mechanisms is low.

While talking more specifically on financial accountability, the Budget Law regulates the budget users, municipalities and schools being one of them[49] (art.2); the allocation of funds for municipalities (schools as unit users of the municipal budget) is foreseen in Art.21. The Law on accounting Art 2 consists of the regulation on documenting the acceptance and allocation of government-funded school grants at the school-level. The Law on budgets (Art. 35) regulates that all donations should be budgeted and present integral part of the budget, and the Law on accounting (Art.3) regulates that all budget users need to account all donations and grants. The Law on accounting regulates the units of budget users (Art.1(a)) and the documents required for them to keep; account and report the resources as well as the expenditures (Art.2).

There are bylaws that define the allocation of funds that are publicly available: Ordinance on the Methodology for Establishing the Criteria for allocation of Block Grants for Primary, and Secondary Education, Official Gazette of Republic of Macedonia, October 2007. Regarding school financial statements, and school revenue and expenditure reports, the Law on accounting regulates that they should be published in an official journal or presented at a bulletin board.

The results of both government audits are made available to the public (CSOs, media and individual citizens) through easy-to-access mechanisms, usually web sites. This information is released to the public in a reasonable amount of time after the audit is completed. All audit reports are available at the government's website, and can be obtained by filing a request for free access to information. However, the efficiency of application process of consequences when discrepancies are found in government audits of school budgets is rather low. The recommendations are rarely or never applied based on the results of government audits. At the same time the audit reports are usually presented in the media and stir limited discussions; however no one reports on the actions taken based on the audit's recommendations. "However, for successful and transparent management of the school budget, besides the official bodies, the citizens need to become directly involved in the process of supervision of budgetary process."[50]

---

[49] Budget Law Official Gazzette of RM 64/2005 Art.2
[50] Risteska, M.: "Public Finance Transparency in Macedonia" in, *Policy Study*, No.15, p.25

5. Transparency

Transparency promotes openness of the democratic process through reporting and feedback, clear processes and procedures, and the conduct and actions of those holding decision-making authority. It makes information accessible and comprehensible to citizens. Hence, we evaluate the transparency of education system on basis of the accessibility of the education related information.

The transparency is achieved through accessibility of policy documents related to education: laws and bylaws, decisions, information campaigns and reports on analysis. The Ministry of education and science has a web site that provides such information and in addition citizens may access what is already not there by following the procedure for free access of public information. The Bureau for development of education in turn on its web site provides overview of all programs and teaching plans/curriculum in Macedonian and Albanian language. In addition most of the schools have their web sites where school related information is provided (class schedule, teacher staff, history of the school and school extracurricular activities).

The focus groups discussions conducted in the eight case study municipalities however depict failures in transparency in several areas: school budgets and their spending, school based decisions (i.e. school meals, excursions, and etc.), teaching program (curriculum), student achievements and etc. As school based decisions were in detail discussed in section 1.1. of chapter II, as well as the school budgets covered with section on participatory budgeting of this report; in this chapter attention will be given to transparency about school curriculum and student achievements.

Most of the respondents were knowledgeable about the schedule of classes but had limited information, if any, on school curriculum. Though available on the internet information on this matter is needed to be provided in a user friendly way to parents. In addition providing information only through internet based resources-web sites is unavailable to rural citizens, as penetration of internet in Macedonia is only 51%. Contrary, information on school curriculum is easily available to urban citizens. Despite the fact that community discussions on curriculum development are not envisioned nor practiced, the curriculum is still available on the web and penetration to internet in urban areas is high. However the lack of awareness on availability of curriculum on internet conditions the very fact that respondents in case study municipalities were not informed about it.

The transparency of education system on local level allows for some optimism. Information on the education results of the students is available on the school web sites and on the bulletin board of the school, but their contents are not user-friendly. Usually it is a table presenting results/scores rather than comprehensive assessment of achievement with advice on where improvement is expected or recommended. In municipality of Vrapciste, there is a new good practice. The new psychologist has started to meet regularly (3-4 times a year) with parents of students where she presents overall success of students seen from their study success as well as their social behavior in schools. These findings are extracted from different tests she is doing with students in primary school. Parents have the opportunity to know about their children potential and progress while comparing it with overall performance of students.

6. Fairness

Fairness is promoted through two basic principles: Equity where all men and women would have equal opportunities to improve or maintain their well being; and Rule of law where laws should be fare and enforced impartially to all.

According to UNICEF report on education system in Macedonia, "equity poses a major challenge for the government of FYR Macedonia. Despite high national averages, there are large gaps in educational access and enrolment between sub-national groups. The most notable differences are between the country's richest and poorest income quintiles, between those living in urban and rural areas and between Macedonian and Roma ethnicity groups. In preschool the biggest gap in access lies between the richest and the poorest students, where the richest students have much higher attendance rates, but ethnic and regional gaps in attendance are also large. In primary school, ethnic inequities are the most pronounced, with Macedonian children two thirds more likely to attend than Roma children. By secondary school, wealth and ethnic divides are almost equally as pronounced with regional differences in attendance rates diminishing. The gender gap is not significant at any level of schooling with regard to attendance and enrolment."[51]

---

[51] Education in FYR Macedonia, Country Profile, UNICEF:2-3

Though the right to education is offered to all, there might be some sort of partiality as far as putting these laws into action is concerned. Referring to the investment in education along the 8 case municipalities, the data in the Budget (as reported by Ministry of Finance) gives the following picture.

Table. 3: Grant allocation for primary education from central government to municipalities

No	Municipality	Year	Specified grant (MKD)	Block grant (MKD)	No. of Primary school Pupils	Grants/pupil (MKD)
1	Bitola	2009		288,102,000.00	8001	36,008
		2008		297,150,000.00	8001	37,139
2	Veles	2009		174,957,000.00	4977	35,153
		2008		180,452,000.00	4977	36,257
3	Vrapciste	2009	11,445,000.00		3192	3,586
		2008	13,717,000.00		3192	4,297
4	Kicevo	2009	13,358,000.00		2898	4,609
		2008	16,095,000.00		2898	5,554
5	Kriva Palanka	2009		77,449,000.00	1792	43,219
		2008		76,224,000.00	1792	42,536
6	Strumica	2009		195,948,000.00	5793	33,825
		2008		202,102,000.00	5793	34,887
7	Shtip	2009		140,164,000.00	4239	33,065
		2008		140,653,000.00	4239	33,181
8	Kisela Voda	2009		169,384,000.00	5086	33,304
		2008		167,521,000.00	5086	32,938
Source: Own calculations combining Budget data of Ministry of Finances and students data of SSO in RM.						

Even though, the distribution of overall budget respects the formula on Ordinance on the Methodology for Establishing the Criteria for allocation of Block Grants for Primary, and Secondary Education, yet there seems to be a great discrepancy among municipalities especially when one considers the amount of grants per pupil. This is mainly due to the fact that these municipalities are still in the first phase of decentralization, and therefore do not manage the human resources and the funds for their salaries which are significant.

Several strategic documents incorporate policies for fairness and inclusion. They will be shortly elaborated bellow:

The latest strategic document - **National Strategy for tackling (combating) poverty and social exclusion** developed by the Ministry of Labor and Social Policy elaborates the situation with social inclusion in education and offers recommendations for improving the situation, specifically related to:

- primary education (e.g. focusing on stimulating measures for enrolment and avoiding sanctions, developing special programs for children aged 11-12 which are not enrolled in primary school; providing financial means for inclusion of Roma children and other children from socially deprived families to enroll in pre-school institutions; introducing mandatory supplementary classes for all children that have problems with the school material; introducing multicultural approach in the curricula through including contents which present the Roma community in a positive light; etc.)

- secondary education (enlarging and restructuring of the secondary school network; developing mechanisms for following the transition to secondary school of children that have completed primary; introduction of Conditional Cash transfers; bigger inclusion of the NGO sector in raising awareness of traditional Muslim families on enrolling their female children in education)

- children with special needs (e.g. adjusting the schools infrastructure to the needs of children with special needs; providing additional financial and staff benefits for schools enrolling children with special needs; training teachers to work with these children etc.) .[52]

The **Concept for Nine Years Primary Education**[53], developed by the Ministry of Education is based on fourteen principles of the primary education, half of which are directly related to inclusiveness, specifically: democracy, nondiscrimination, respect of the individual differences, best interest of the student, complete development of the students' personality, understanding of others and multiculturalism and inclusion of chidren with special needs. Additionally, it inorporates principles of transparency and voice through partnership between the school, parents and the local community; as well as valuing responsibility.[54]

The Concept proposes that the school shoud take all nececsary measures in order to protect children from discrimination during their stay in school. It also emphasises that teaching and

---

[52] National Strategy for Poverty Reduction and Inclusion, Ministry of Labor and Social Policy, 2010
[53] Stojanovski, T., M. Cheslarov, V. Horvatovic, L. Samardziska Panova, S. Veteroska, N. Kenig, L. Damovska, X. Murati, Q. Isaku, R. Bakiu (2007). *Concept for Nine Years Primary Education* Bureau for Development of Education.
http://www.bro.gov.mk/devetgodisno/Koncepcija_po_javna_rasprava_so_izmeni_i_doplnuvanja.pdf
[54] Ibid. pg. 69-74

other school activities should be adjusted to the individual differences between students and their personal spead and method of learning. Regarding multicuturalism, it is proposed that the school curriula, the teaching methods and activities should promote developing of tolerance and respect of differences.

At the beginning of October 2010, the Government adopted a **Strategy on Integrated Education**[55], based on the recommendations by the OSCEs' High Commissioner on National Minorities. It includes five thematic strands aimed at incorporating inclusive governance principles which would reflect the multicultural reality of the Republic of Macedonia. These include: integration through joint curricular and extracurricular activities; increasing the knowledge of languages of other communities; adjusting the curricula and textbooks, with a focus on the history, geography and language textbooks; teachers qualification related to trainings in interethnic issues; and school management in the context of decentralization. The strategy is accompanied with an action plan of activities, predicted for the period from year 2010 to 2013.

The **Laws on Primary and Secondary education** also include provisions which promote inclusion. Specifically, the Law on Primary Education[56] emphasizes the universality of education, non-discrimination, cultural diversity, minority-language instruction, integrating pupils with special educational needs, supplementary instruction, and free transport for students living more than two km from the nearest primary school (or those with special educational needs). The Law on Secondary Education[57] also prohibits discrimination and guarantees minority-language instruction and with the 2007 Law on Modification and Amendment of the Law on Secondary Education the secondary education is made compulsory and free of charge.[58]

In addition, the Ministry of Education and Science has developed a **National Program for Development of Education**, aimed to be completed by 2015, whose first part entitled 'Education for All' incorporates the main principles of socially inclusive education.[59] It includes the principle of availability of education to 'everyone living in Republic of

---

[55] Steps toward Integrated Education, Ministry of Education and Sciencce, http://mon.gov.mk/images/stories/dokumenti/integrirano_obrazovanie/policy_paper_adopted_mk.pdf
[56] Law on Primary Education, Official Gazette of RM, 103/08
[57] Law on secondary education, Official Gazette no. 44/1995
[58] Law on Modification and Amendment of the Law on Secondary Education, Official Gazzette of RM, 49/2007
[59] National Program for Development of Education (2005-2015), Ministry of Education and Science, 2005

Macedonia, regardless of the age, gender, religious affiliation, ethnic background, health condition and social and financial condition'. One of the major strategies for achieving this is the decentralization process with a focus on balancing the differences which exist among developed and underdeveloped municipalities, urban and rural areas. The activities planned include: improving the conditions for education and the infrastructure in the rural areas, increasing the enrollment of children from the underdeveloped areas in all levels of education, enabling benefits for the teachers employed in these areas, strengthening the system of professional development of the current teaching staff and overcoming the problems with the physical approach to schools by introducing a transportation service for the students. In addition, the issue of inclusion of children with special needs is aimed to be resolved by providing infrastructural and staffing conditions in the schools, as well as additional training of the current teaching staff for working with these categories of children.[60] Implementation of the Program is now underway and some elements of inclusion foreseen in the legislation are coming on-line.

While the reviewed documents are quite ambitious and in times relatively general, they have inspired several important social inclusion policies, described bellow.

As one of the major social inclusion measures in education, beginning from academic year 2009/10, MoES had planned to launch a **Project for conditional cash transfers**, made possible by World Bank loan. This is a three-year project for supporting compulsory secondary education, which envisages that 18,000 poor families with children in secondary education shall receive MKD 12,000 a year provided they send their children to school regularly. This means that the family would have around MKD 60 a day for covering daily education costs of the child. Nevertheless, this project has been delayed for a year due to technical difficulties and has been just launched for the 2010/2011 school year. It is going to be interesting to monitor the project implementation, because according to interviews with families who during 2008/09 didn't enroll or withdrew their children from high school, conducted for the aims of a CRPM study[61], the amount of MKD 12,000 they would potentially receive is not considered enough to cover all education costs which are not covered by the Ministry (e.g. clothes, school material, school meals, etc).

---

[60] Ibid, p.22
[61] How to Achieve 100% Enrollment in Secondary School, CRPM, 2009

In addition to this policy, since **2008/09 school year**, when the secondary education became compulsory, the **school fees** were **abolished** and no formal fees for enrollment (previously ranging from 1000-2000 MKD) are charged. However, the Law stipulates high penalties for parents/legal guardians whose children fail to enroll in high school or irregularly attend it (EUR 1,000 fine). Still, it appears that high pecuniary fines for non-enrollment and early dropout of education don't bear fruit. Part of the students enroll in secondary schools only to avoid fines, but later drop out, while those who haven't enrolled in the first place are fined with very low amounts or exonerated from payment by courts, because of the low economic standing of the family/household.[62]

The same year (2008/09), the policy for **free transport** for children living at least 2 km from the nearest school was introduced. The right for free transportation to school was also provided for the children with special needs, regardless of the distance of their home from the school. According to the official data, in 2008/09 – 11904 primary school and 14000 secondary school students have received free transport to school. Still, bearing in mind that the implementation of the free transport policy has been delayed for several months after the start of the school year, some of the economically deprived families did not manage to use its advantages and were bound to withdraw their children from school.

Although children from socially deprived families were previously entitled to **free textbooks** (received by 5295 primary school children in 2007/08 and 35432 primary and 4680 secondary school children in 2008/09), the policy of free textbooks for all children was officially introduced from the 2009/2010 school year, aiming to eliminate the expenses for textbooks for all school children. However, its implementation had faced problems mainly due to untimely distribution of textbooks to certain schools and the absence of textbooks for certain vocational schools, as well as to the quality of textbooks (mainly related to the translation of books in Albanian and Turkish language, but also challenges were made in terms of content too). The students are required to return the textbooks at the end of the school year and pay in case damage has been made to them.

---

[62] 'several judges ruled out fines ranging between EUR 15 to 100, while in other cases parents only received court warning. There is only one case when parent was fined with EUR 300'; Education Inspectorate complains about judges, TV Alpha, 23.01.2009

In order to enable the enrollment of all children into secondary school, in 2008/09 **free dormitory accommodation** was introduced for children enrolled in first year of secondary school, with a plan for the MoES to cover their expenses until graduation.

Finally, as a result of the analyses that one of the reasons for the relatively low primary school enrollment for certain groups of children lies in their unpreparedness for school, since 2007/08 school year, the final year of pre-school became mandatory, free of charge and part of the **nine-year primary education**.

The policy framework that is pertinent to the functioning of the social inclusion policies is further encompassing the following documents and policies.

The **Ohrid Framework Agreement** which primarily focuses on the rights of non-majority communities is**,** whose provisions related to education call for mother tongue provision of primary and secondary education and state funding for university education in languages spoken by at least 20 % of the population. Respectively, the 2008 Law to promote and protect the rights of communities that form less than 20% of the population of the country lists primary, secondary and higher education as areas where community rights apply and guarantees members of all communities the right to education in their own language at all levels in accordance with the law.[63]

The **education of non-majority communities** is also covered by the 2004 '**Strategy for Roma in the Republic of Macedonia**'. The National Action Plan on Education for the Decade of Roma Inclusion emphasizes access to scholarships and tutoring for Roma, and also calls for the legal obligation of supplementary instruction to be delivered. In addition to this, as a positive discrimination measure, Roma children are enabled to enroll in secondary school with 10% lower GPA compared to other students. As a result of these measures, in 2008/09 - 650 secondary school Roma students received a scholarship of 2200 MKD by the Ministry of Education. However, the mentoring/tutoring activities are still in great extent donor-dependent and linked to the programs of several NGOs.

---

[63] Draft paper: Mapping policies and practices for the preparation of teachers for inclusive education in contexts of social and cultural diversity, ETF, 2010

One of the initiatives for greater inclusion of Roma children included introducing the elective subject 'Roma language and culture' as part of the primary school curriculum from the 2008/09 school year. However, a research conducted by FOSIM indicates that not all conditions for successful implementation of this subject have been met (informing the parents, providing qualified teaching staff and textbooks etc.), which resulted in only few schools actually offering the subject and hence only a small number of students actually completing it.[64]

The **education of students with special needs** is mainly covered by the 2007 **National Strategy on Deinstitutionalization of the Social Protection System**, as well as the National Strategy for Poverty Reduction and Inclusion. However, not much has been done to improve the inclusion of these children either in special schools or in regular schools, where possible. Specifically, a survey on the inclusion of children with special needs in regular schools conducted by the Ombudsman's office[65] indicates that while the majority of the surveyed schools have accommodated student/s with special learning needs[66] (typically with mild intellectual or physical disability), about one third of these children have not completed their education in the specific school, mainly as a result of initiative of their parents, but also because of lack of conditions for continuation of the education. In addition, while about half of the school administration responded that the inclusion of these children results in positive effects, about one third of them believe that their presence in the regular classroom restricts the proper education for the rest of the children.

The architectural barriers are also quite prominent for children with physical disabilities. Despite a call from the Government for schools to build access ramps, this has occurred only in several schools in Skopje. However, since the access is only to the ground level of the school, the upper floors are still unavailable which causes many children with physical disabilities to be turned down for enrollment.

---

[64] Analiza na sproveduvanjeto na izborniot predmet 'Jazik I kultura na Romite', FIOOM, 2009
[65] Information of the Ombudsman on the inclusion of children with special needs in education, 2006
[66] The maximum number of children with special learning needs in a regular classroom is two

6.1. How education governance affects social inclusion in Macedonia

6.1.1. Respect of the culture of non-majority communities

The respect of the culture and specifics of different marginalized groups by the policy makers is one of the presuppositions for their successful social integration. This aspect was asked both within the school and municipal representatives as well within the representatives of different marginalized and non-majority communities' members. The discussion indicated that while the former claim to be very respectful of the culture and the specifics of different communities and to carry decisions based on everyone's' wellbeing, the latter indicated several examples of unequal treatment as compared to the other communities. This mostly refers to the representatives of the Roma community, some of which claim to suffer constant discrimination from the education service providers, primarily from the teachers, but also occasionally from the rest of the school staff and the students.

For illustration, a Roma mother from Kicevo expressed a concern that her daughter was being bullied from her classmates because of her social status (i.e. not having pretty clothes) and ignored from her teachers by being seated in the last row and not being asked for an opinion when there is a discussion in the classroom.

Several parents of children with special needs also felt their child is being discriminated when enrolled in a regular class. Specifically, a father of an autistic child from Strumica had a problem continuing his child's education. Initially, the child was enrolled into a regular class, but as a result of his situation, it was frequently absent from school. The school expelled him from the school, without informing the parents about this. Afterwards, the child was enrolled into a special class for autistic children, where they have encountered a better understanding from the school staff. On the other hand, school representatives consider that they could contribute more with parents of children with limited capabilities if parents can accept and be opened about their childrens' situation.

However, none of the interviewed parents reported to have experienced a direct discrimination by not being allowed to enroll their child into a certain school because of their cultural origin. Instead, the forms of discrimination are more subtle and include:

- Teachers paying less attention and having lower expectations for certain students (primarily from Roma communities or from families with lower social status)
- Students picking up on these children because of their different appearance
- School administration expressing less concerns when these children are absent from classes or dropout from school.

6.2. System of native language teaching

Apart from the Board for Development and Advancement of Education of Languages of Non-majority Communities, the Sector for Primary and Secondary Education at the Ministry of Education deals with education of smaller communities, besides Macedonians and Albanians. Particularly, they are responsible for creating suitable space and environment so that smaller communities learn in their native language, including providing books/materials for children, trainings for teachers.

Legally, every non-majority community is allowed to follow education in their native language. However, in practice, this is not always the case. The languages of instruction being offered in Macedonian schools are: Macedonian, Albanian, Turkish and Serbian while Vllahs, Romas and Bosnians do not have such education in their native language. However, they are offered a possibility to study an elective subject History and Culture of their own community starting from the 3rd grade untill the end of primary education. Children learn about their history, culture and language. Even though, this is not enough, they get the basics about their own community and language which helps different ethnic groups integrate better. A possibility is offered for one community to attend classes about others' culture, although this is not promoted and hence not practiced.

As previously elaborated, while the situation with instruction in Macedonian and Albanian language is relatively satisfying, many municipalities face difficulties when it comes to providing the necessary Turkish language instruction as well as the elective classes in Roma language and culture. Specifically, the schools in the municipality of Strumica, where the

44

Turks represent the largest non-majority group offer instruction in Turkish language only for the first five years of education (grades 1-5, according to the new nine-grade primary education system), while afterwards, Turkish children have to enroll into Macedonian instruction classes. The schools also face difficulties in opening new Turkish classes. As one school administration member commented:

'We are waiting for agreement from the Ministry of Education to open new Turkish language instruction class in the school and employ new teachers, since we currently only have two classes and the over 100 Turkish children. However, we haven't received an approval yet.'

Another specific case is the municipality of Vrapciste, where although the majority of the population is Albanian, certain families communicate at home in Turkish. Since there are no Turkish speaking classes in the primary school the children face difficulties especially in their first year of study. However, there are no extra classes from the school for such cases.
Hence, the Turkish children, even though they do not speak sufficiently Macedonian or Albanian are required to enroll into Macedonian or Albanian instruction classes, which afterwards reflects into their lower attainment and frequently ends in early termination of the mandatory schooling.

Additional problem are the textbooks in Turkish. As one parent from Strumica mentioned:
'The Turkish students had not received textbooks last year. I was directly involved in translating from Macedonian into Turkish in order for the classes to be realized. So we had absolutely no benefits from the free textbooks policy.'

Regarding the textbooks which for Albanians are supposed to be free, there are some problems that usually teachers and children face. First, these texts are translated literally and sometimes not edited properly, causing confusion in learning. In addition, there is a similar problem as with Turkish children where textbooks arrive late. Another alarming issue, especially recently is the inclusion of such parts of texts that offend the culture, religion or history of Albanians in a number of books, such as Shoqeria V (Society), Muzika VI (Music), Geography. Some of the books are reviewed but some not. MoES as the main authority claim that books continue to have errors for as long as they are printed.

The situation with Roma language instruction is the most difficult, especially because of the small number of Roma teachers. Furthermore, although schools which have enrolled Roma students should organize non-mandatory Roma language classes, not many actually do this. This also causes many Roma children to be unable to adapt adequately in school and follow the material, hence resulting in low school attainment and early dropout.

The National Strategy for the Decade of Roma Inclusion, in the part on educational inclusion, has as one of its aims to increase the number of educated Roma teachers and has planned a continuous education for the existent Roma teachers for using Roma language in the instruction. Another important goal – establishing a Roma language study group at the faculties for training teachers is planned to begin from 2011.

Although so far there haven't been many significant activities for promoting native language education of smaller communities Roma), the top priorities for next year will be the textbooks on native language, teacher training in such languages and promoting interest to parents and their children to attend school in their native language.[67]

6.3. System of education of children with special needs

The vast majority of children with special needs are educated in special schools, although many children belonging to this marginalized group still remain deprived of formal education. All special education teachers are trained at the Institute for Defectology (part of the Ss. Cyril and Methodius University - Faculty of Philosophy). Annually, about 70 graduates[68] complete the studies and are considered to be prepared to get involved in as educators. However, since there are only 46 primary and 4 secondary special education schools, not all of them can be employed. The Institute of Defectology has not reflected yet on the effectiveness of these trainings.

Since recently, regular schools and preschools are legally bound to enroll children with special needs if assessed that they can successfully follow the education process. Hence, more schools tend to enroll children with easy intellectual or mental disabilities, or with physical

---

[67] Interview with Ismail Demirovic - Director of the Board for Development and Advancement of Education of Languages of Non-majority Communities
[68] Data from 2008, Graduated Students from Universities, State Statistical Office, 2009

disabilities. In addition, several primary schools have separate class/classes for autistic children. Still, few problems were emphasized as setbacks for proper education of these children in the regular classes. Almost all school representatives interviewed claim to lack professional staff (special needs teachers) to support these children, since the regular teachers lack the appropriate training for working with them. As one school representative from the municipality of Kisela Voda emphasized:

'Of course that we accept children with special needs in the school, however we face a problem, which is general for the whole country – employing special needs teachers. We have been requesting employment of special needs teachers for three years now from the Ministry of Education, but still-no result. We have suggested an option of one special needs teacher covering two schools, but we are still waiting for a response from the Ministry.'

Several interviewed teachers reported to have been involved in a project for better inclusion of the children with special needs, which mostly focused on increasing sensitivity for working with these children, and less on the specific methodologies for educating them. Hence, the majority of teachers do not feel competent to work with special needs children, and if a child is placed in their class they usually give up by paying less attention and going easy on them, thus not enabling them to realize their full potential.

A recent project implemented by the Association of Special Education Teachers[69] aims to raise the issue of the need to employ special education teachers in regular primary schools. Currently, the project is being implemented in 8 municipalities who are expected to get more involved in the problem and where possibly allocate funds for employing special education teachers where needed.

The financial constraints and the methods for budget allocation represent another serious problem. As a representative of the Strumica municipality mentioned:

'There is a formula being used at a municipal and country level according to which we allocate finances to schools. However, this year, although there is a real need for children with

---

[69] See: http://www.civicamobilitas.org.mk/index.php?option=com_content&view=article&id=50&Itemid=203

special needs, we won't receive any funds in the block dotation/transfers since in the state budget there is no category - children with special needs.

Additional serious problem are the spatial constraints in the schools (especially for students with physical disabilities) and the absence of special working aids needed for appropriate education of these children

6.4. Implementation of the social inclusion policies

As previously elaborated (in the part on Social Inclusion Indicators), during the last couple years, several social inclusion policies have been implemented in the education sector. One of them, aimed at enabling education to children from distant (primarily rural) areas, includes providing **free transportation** to and from school. The schools are required to organize the transportation according to the needs of their students. The problems encountered by schools and municipalities are mainly financial. Specifically, while the Ministry of Education is supposed to transfer additional funds each year for every new generation of secondary school students, the municipality representatives from Strumica and Kicevo emphasized that these funds are not sufficient.

Furthermore, schools have problems organizing the timeframe of the busses, because of the different number of classes of the children using the transport. And finally, some of the transporters engaged are reluctant to drive to certain distant rural areas, which are more difficult to approach.

One good example of social inclusion is when parents of rural areas in Vrapciste municipality recognized the right of having free transportation for their children by putting the pressure (protesting) to higher authorities.

Still, despite the setbacks, it was asserted that the policy has influenced the increase in the number of critical students, (mainly Albanians and Turks from rural areas) in secondary schools.

The policy of **free textbooks** for all schoolchildren is being implemented from last year, although with certain difficulties because of the absence of textbooks for certain grades and secondary school profiles. Although parents are generally satisfied with this policy since it has significantly cut their costs for sending the child to school, representatives of economically disadvantaged families reported to still have high expenses for the rest of the school material (working sheets, notebooks, coloring pens, equipment for gym class etc.). Interviews with parents in Vrapciste indicated that children usually have to pay themselves for any extra material that a teacher might bring in class (such as printed test, materials, etc). It is noted that the biggest impact of this policy on social inclusion was the fact that by beeing provided free text books the families were left with more money from their household budget to be spent on other necessities. One should further explore if this affected better turn out and less drop out in schools and whether links with educational results can be made.

The research identified cases when the policy for 'free text books' have been used, by some schools or teachers as conditionality for certain behaviour, i.e. better educational results, or payment of school meals for provision of free text books. The interviews conducted revealed that despite the positive social inclusion measures, the parents estimate the overall monthly cost for schooling one child to be from 1500-3000 MKD, sums which are impossible to be covered by families - receivers of social welfare.

The school meals are an additional expense which these parents struggle to cover. One parent from Kriva Palanka even mentioned that since they were not able to pay for the school meals, the school principal threatened that they could not receive the free textbooks if they do not cover the expense for the meals first.

Still, several positive examples of social inclusion were mentioned in some municipalities, indicating the sensitiveness of certain individuals and policy makers for the problem. For example, in Strumica, a case was mentioned where the municipality enabled free accommodation for a child and his mother who lived in a rural area and were receivers of social welfare.

Another school representative from the same city emphasized that they make efforts for greater inclusion of the Turkish children through a project for teaching Turkish children Macedonian language.

6.5. System of detection and intervention in case of critical students

Children belonging to the **marginalized groups** are detected as more prone to **dropping out of school, frequent school absenteeism and low achievement**. Therefore, the policies for their early detection and prevention of these behaviors are crucial for their successful inclusion into the schooling system.

Though schools tend to regularly follow the critical students and react in a supportive manner by first discussing the problems with the parents, their prejudices that these parents are difficult to communicate with and the discussion won't influence the problematic behavior also occur in the interviews. As one school representative from Strumica emphasized: 'Most often, children that drop out of school have parents that are difficult to establish communication with.' This attitude often results in a priori giving up on the student and his/her schooling process.

One of the mechanisms for supporting the lower achieving students is the **additional teaching** ('dopolnitelna nastava'). In law, students which have lower marks in a certain subject have the possibility to stay after the classes for additional tutoring in the subject. Though all interviewed school representatives reported to have the possibility of additional teaching, the majority reported it is never or very rarely practiced. Different setbacks were mentioned, starting from the disinterested students and parents, the packed curricula, the lack of space in the school for additional classes, problems arising because of the students which travel to school with the organized transportation and do not have the possibility to stay after classes etc. However, one of the most worrying information was one municipality's representative statement that the teachers are actually not interested in organizing additional teaching, since they do not get paid for this, while they go to students' houses for a paid tutoring.

The other methods (peer mentoring, study groups etc.) for assisting in learning are rarely practiced. School representatives usually mention the teacher mentoring support for Roma children, which is part of the project for Roma integration.

IV. Conclusions and Recommendations

With the decentralization of education the legitimacy and voice of citizens is fostered through the introduction of school based management that is imbodied in the School Board in which all relevant stakeholders are reprsented and through which they participate in school based decision making. The CRPM research however shows that information sharing within the communities/associations of parents is not practiced and therefore needs to be strengthened. This especially is related to the participation and information sharing on the school budget, one improtant policy making document that is almost unknown to parents and students. In this respect leadership initiative that will set an example of how information should flow from the school to the service users (citizens and/or students) will suffice.

Active enagegment of citizens in monitoring of the delivery of education services is also missing. Low participation in citizens monitoring is indicating that citizens do not generate enough informaion that can be further used to hold government (including the local and school based government) responsible for its actions/governance practices.

The lack of analysis of the performance of the education system creates an information gap in the system. Cross section analysis of the educational results with the financial inputs as well as the human resources used for delivery of education to a number of students can provide responses to the effectiveness and efficiency quest, but also offer valuable information in terms of social inclusion of certain groups.

The analysis is furthermore showing that transarency is ensured on national level (the Ministry of education and science, the Buraue for Development of Education and the State education inspectorate are providing acess to information on all education related policies, curriculum, and reports) and on municipal level (municipal budgets and education programs are published on the municipal web sites), but not so much on school level (the curriculum, school budgets and decisions of the school board are not regularly published on school's bulletain boards). The increase of transparency on school level will allivate the barriers on acces to information that appear on central level among some groups (poor and people from rural communities) that do not have internet access (as the transparency at central level is ensured through internet based information sources). This might affect greater social inclusion.

In terms of fairness one can conclude that policy and institutional framework exists and is somewhat applied (except for the distribution of earmarked grants per pupils), though stigmatization and social stereotypes make full integration somewhat problematic. Therefore, it can be concluded that the relevant legislation has incorporated the concept of social inclusion and there are policy initiatives developed to promote socially inclusive practices in education. However, the implementation of these policies has faced numerous setbacks and led to uneven implementation when it comes to different vulnerable groups and/or different regions. For example, despite the provisions for compulsory primary education, many children (primarily Roma) are not enrolled in school or if enrolled are not sufficiently supported to complete the schooling.

At the same time, although the secondary education had become mandatory, children from certain groups (e.g. children living in distant rural areas, children with disabilities, girls from traditional Muslim households) have not been provided the adequate books to enable them to continue their education.

There are still no systemic solutions for following dropouts and especially preventing the children at-risk from dropping out.[70] Also, apart from offering mentoring and tutoring to Roma students, other groups at risk of lower attainment are not efficiently supported. At the same time, programs for gifted and talented children which would help them attain to the maximum of their abilities are non-existent.

Finally, apart from the rare donor-related trainings, there is an absence of systemic teacher development programs aimed at sensitizing them to work with marginalized groups (Roma, special needs students etc.).

Therefore the research team suggests:

---

[70] There are, however, some provisions in the proposed amendments of the laws on primary and secondary school which could enable more systemic monitoring

To the central government

- To develop a manual or guidelines for good governance in the education sector
- To develop and deliver training on good governance in the education sector to school level managers
- Include good governance as a module in the training for school directors
- Produce or contract out a cross section analysis of the educational results with the financial inputs as well as the human resources used for delivery of education to a number of students
- Systematize effective, respectful to multicultural values, education training
- Organize public campaign on effective, respectful to multicultural values, education
- Awareness raising campaigns to be organized in order to de-stigmatize minority communities, especially Roma;
- Build capacities and provide necessary financial resources needed for provisioned instruction in Turkish language as well as the elective classes in Roma language and culture
- Provide financial resources for employment of professional staff (special needs teachers and social workers) in schools where children with special needs are integrated in mainstream education or provide appropriate training for teachers to work with them;
- Full implementation of the social inclusion measures – free transport and free books through:
- Provision of finances for the transport
- Provision of policy advise on the ways transport should be organized
- Design a specific policy measure through which the rest of the school material (working sheets, notebooks, coloring pens, equipment for gym class etc.) will be provided to representatives of economically disadvantaged families
- Provide hot meal in schools which maybe attractive to economically disadvantaged families and Roma which remain to be most excluded groups from the Macedonian system of education
- Strengthen accountability for teachers that are not interested in organizing additional teaching though required by law.
- Introduce learning assistants for students that are likely to drop-out

To the local government

- To apply good governance standards in the education sector
- Organize public campaign on effective, respectful to multicultural values, education on municipal level
- Organize awareness raising campaign to de-stigmatize minority communities, especially Roma
- Adapt the curriculum (the 30% allowed by law) to embrace multicultural and social inclusion values
- Update education related information on the municipal web site regularly
- Organize public debates on education relevant topics
- Encourage regular publication of all school based decisions (especially the budget and related execution reports) on the school bulletain board
- Stimulate best practices of social inclusion (through competitions and similar)
- Full implementation of the social inclusion measures – especially free transport

Bibliography:

Advancing educational inclusion and quality in South-East Europe. Country context report
 for the Republic of Macedonia, http://www.see-
 educoop.net/aeiq/documents/parents/lr/macedonia-lit.pdf (accessed on 02.09.2010).

Analiza na sproveduvanjeto na izborniot predmet 'Jazik I kultura na Romite', FIOOM, 2009

Bakiu, B.: *Education and labor market. Managing education quality in decentralized*
 Macedonia. Case study municipality of Saraj, Skopje, Center for Research and Policy
 Making, 2010.

Cavill, S., and M. Sahail: "Strengthening Accountability for Urban Services" in, *Environment*
 & Urbanization 16(1), 2004.

Chowdhury, N. and C.E. Skarstedt: "The Principle of Good Governance. Draft Working
 Paper" in, *Recent Developments in International Law Related to Sustainable*
 Development, 2005.

Citizen Participation in Education, p. 133 (available at:
 http://www.actionaid.org/assets/pdf/EducationRights-Section4pg131-153.pdf,
 accessed on 02.09.2010).

The Constitution of Macedonia, Official Gazette of RM 52/1991, Art 20
The Constitution of Macedonia, Official Gazette of RM 52/1991, Art 16

Demmers, Jolle, Jilberto, A. E. Fernandez and Hogenboom, Barbara (eds.): *Good*
 Governance in the Era of Global Neoliberalism: Conflict and Depolitisation in Latin
 America, Eastern Europe, Asia and Africa, New York: Routledge, 2004; Gerring, J.:
 A Centripetal Theory of Democratic Governance, Cambridge, Boston University,
 2008

Education in FYR Macedonia: Country Profile, UNICEF;
 http://www.unicef.org/ceecis/FYR_Macedonia.pdf

Electronic resources:

 http://mtsp.gov.mk/WBStorage/Files/SocialExclusion%20Starategy%20MK%20fina
 l%20word.doc last visited on 25/10/2010
 http://www.bro.gov.mk/podracje/ispiti/megunarodni/PIRLS-izvestaj%202001-
 makedonski.pdf[1] http://www.bro.gov.mk/podracje/ispiti/megunarodni/00-komplet-
 66.pdf
 http://www.bro.gov.mk/podracje/ispiti/megunarodni/PISA-Izvestaj-makedonski.pdf

http://www.bro.gov.mk/podracje/ispiti/megunarodni/PIRLS-izvestaj%202001-makedonski.pdf

[1] http://www.bro.gov.mk/podracje/ispiti/nacionalno/Nacionalno-izvestaj-makedonski.pdf

http://mon.gov.mk/DPI/download/Indikatori_mk.pdf last visited 25th October 2010

http://www.oublazekoneski.edu.mk/docs/finansiski/903.pdf last visited 05/10/2010

http://www.kanal5.com.mk/default.aspx?mId=37&eventId=23478&egId=13

http://www.oublazekoneski.edu.mk/docs/finansiski/903.pdf last visited 05/10/2010

http://www.kanal5.com.mk/default.aspx?mId=37&eventId=23478&egId=13

http://mon.gov.mk/DPI/download/Indikatori_mk.pdf last visited 25th October 2010

http://www.bro.gov.mk/devetgodisno/Koncepcija_po_javna_rasprava_so_izmeni_i_doplnuvanja.pdf

http://mon.gov.mk/images/stories/dokumenti/integrirano_obrazovanie/policy_paper_adopted_mk.pdf

http://www.civicamobilitas.org.mk/index.php?option=com_content&view=article&id=50&Itemid=203

Gallacher, N. (ed.), "Country Report on Macedonia" in *Governance for Quality of Education,* 6-9 April 2001, Budapest*.*

Gender and participatory budgeting, Department for International Development, United Kingdom, 2004

Good governance and change management: toolkits for public managers, Center for good Governance, 2005.

Graham, J., B. Amos and T. Plumtre: "Principles for Good Governance in the 21st Century" in, *Policy Brief,* No.15, 2003.

How to Achieve 100% Enrollment in Secondary School, CRPM, 2009

Interview with MOF on 05.07.2010
Interview with Uranija Pirovska 13.08.2010
Interview with Ismail Demirovic - Director of the Board for Development and Advancement of Education of Languages of Non-majority Communities

Laws:

Law on Primary Education, Official Gazette of RM, 103/08 Art.6

Law on primary education, Official Gazette no. 103/08 Art 124

Law on secondary education, Official Gazette no. 44/1995 Art. 88

Law on budgets (Art.54 p.2)

Law for internal audit for the public sector, Official Gazette of RM 69/2004 Art. 12

Law on free access to public information, Official Gazzette of RM 13/2006

Budget Law Official Gazzette of RM 64/2005 Art.2

Law on Modification and Amendment of the Law on Secondary Education, Official Gazzette of RM, 49/2007

Malena, C., R. Foster, and J. Singh: "Social Accountability: An Introduction to the Concept and Emerging Practice" in, *Social Development Papers, Participation and Civic Engagement*, World Bank, Paper No.76, 2004.

McNeil, M., Mumvuma, T.: *Demanding good governance*, *A Stocktaking of Social Accountability Initiatives by Civil Society in Anglophone Africa*, Washington, D.C., World Bank Institute, 2006.

Mapping policies and practices for the preparation of teachers for inclusive education in contexts of social and cultural diversity, ETF, 2010

National Strategy on Deinstitutionalization (2008-2018), MTSP, 2007
National Strategy for Poverty Reduction and Inclusion, Ministry of Labor and Social Policy, 2010
National Program for Development of Education (2005-2015), Ministry of Education and Science, 2005

People-centered analysis, UNDP, March 2008 and People-centered analysis, UNDP, March 2009

Petroska-Beška, V., T. Kovács-Cerović, N. Redžepi, Samet Skenderi: *Advancing education of Roma in Macedonia, Country Assessment and the Roma Education Fund's Strategic Vision, Roma Education Fund, 2007.*

Risteska, M.: "Public Finance Transparency in Macedonia" in, *Policy Study*, No. 15.

Стратегија за Ромите во Република Македонија. Министерство за труд и социјална политика, 2005, www.mtsp.gov.mk

State Statistical Office, 2009, Data from 2008, Graduated Students from Universities, Stojanovski, T., M. Cheslarov, V. Horvatovic, L. Samardziska Panova, S. Veteroska, N. Kenig, L. Damovska, X. Murati, Q. Isaku, R. Bakiu (2007). *Concept for Nine Years Primary Education* Bureau for Development of Education.

The well-being of children in difficult economic times, UNICEF, 2009