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# USAID/KOSOVO BASIC EDUCATION PROGRAM EVALUATION

FINAL REPORT

**APRIL 2017**

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# USAID/KOSOVO BASIC EDUCATION PROGRAM EVALUATION

## FINAL REPORT

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### **DISCLAIMER**

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The ET faced a number of challenges in trying to find municipal education directors (MEDs) who were in their positions at the time of BEP implementation. We especially appreciated the MEDs who took time to contact these former officials so we could interview them.

Throughout this study, the ET worked together under a unified purpose of identifying how BEP ultimately benefited the children of Kosovo in their efforts to realize their dreams. With the improvements that BEP instituted, we hope that the children are well on their way to realizing those dreams and that any subsequent project will do even more to further that process.

— MSI and the Evaluation Team

## ACRONYMS

AED	Academy for Educational Development
A-EGRA	Early Grade Reading Assessment in Albanian
AI	Administrative Instruction
BEP	Basic Education Program
COP	Chief of Party
EFA	Education for All
EGRA	Early Grade Reading Assessment
EQ	Evaluation Question
ET	Evaluation Team
EU	European Union
EUR	Euros
FHI	Family Health International
FoE	Faculty of Education (University of Pristina)
GOK	Government of Kosovo
HQ	Headquarters
IED	Institute of Educational Development (University of Pristina)
IK	Index Kosova
IMF	International Monetary Fund
KCF	Kosovo Curriculum Framework
KESP	Kosovo Education Strategic Plan
MED	Municipal Education Director
MEST	Ministry of Education, Science and Technology (Kosovo)
MDG	Millennium Development Goals
MLF	Master Learning Facilitators
MOU	Memorandum of Understanding
MSI	Management Systems International
PDC	Professional Development Center
PDCC	Professional Development Center Coordinator
PUE	Pre-University Education
SBF	School-Based Facilitator
SBPD	School-Based Professional Development
SCTL	State Council for Teacher Licensing
SD	School Director
SO	Strategic Objective
SOW	Scope of Work
TPD	Teacher Professional Development
TPI	The Pedagogical Institute
USAID	United States Agency for International Development

## EXECUTIVE SUMMARY

The Basic Education Program (BEP) contract was awarded to the Academy for Educational Development (AED) by the United States Agency for International Development (USAID)/Kosovo in August 2010, and subsequently re-awarded to Family Health International (FHI) 360. The five-year initiative was funded first solely by USAID, but the Government of Kosovo (GOK) and the Ministry of Education, Science and Technology (MEST) provided an additional EUR 5 million when the BEP budget was cut by half for U.S.-based financial reasons. The budget for five years was \$9,791,000 from USAID and \$9,800,111 from MEST, for a total of \$19,591,111.<sup>1</sup>

Kosovo has endured volatility and brutality for centuries. During all of these periods of turmoil, education continued but became a pawn in the many governments that ruled, up to the re-centralization of the educational system under UN occupation. Many schools were destroyed and school staff and students were killed. The GOK sought to reclaim this history through decentralization and greater school autonomy under the jurisdiction of municipalities.

MEST presented the first Kosovo Education Strategic Plan (KESP) 2010–2015. To assist MEST in its reform and decentralization efforts, BEP developed three components that addressed capacity-building concerns in management, devising and delivering training for municipal education directors (MED), school directors (SDs), school boards and parent and student councils; formative assessment of student learning to help teachers adopt practices of continuous assessment that fostered critical thinking; and teacher professional development (TPD) focusing on teacher improvement and certification, implementation of the new Kosovo Curriculum Framework (KCF) and the introduction of a paradigm shift that would transform the educational system from old, objective-based, teacher-centered practices to new, learning outcomes based, student-centered practices. These three areas constitute the basis for this evaluation:

1. **Enhance School Management Capacities in the Decentralized Environment:** BEP aims to improve the management skills of school directors, school boards and MEDs in the areas of planning, school management and quality assurance.
2. **Strengthen the Assessment of Learning Outcomes:** BEP aims to improve the capacity to develop and implement new school-based (internal) and potentially national (external) assessments tied to the new curricula at the local, municipal, and central levels. This will support the establishment of an effective and reliable assessment system of student learning outcomes that will increase the quality of education at the primary level.
3. **Improve In-Service Teacher Training:** BEP aims to assist MEST in providing in-service teacher training reforms, including certification requirements, supporting the new MEST Teachers' Licensing Foundation and establishing a program for teachers that will provide continuous professional development.

The unique system BEP devised to implement this capacity-building program was school-based professional development (SBPD). BEP identified MEDs and SDs as the target population for management training, as under decentralization, both would have to improve their managerial skills; all teachers for formative assessment training as the window through which to measure learning outcomes and the element through which teachers could help students develop critical thinking skills; and all teachers for teacher professional development to support their various learning needs.

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<sup>1</sup> BEP Final Report, 2016, p. 14.

SBPD called for establishing one professional development center (PDC) per municipality (two in Pristina) at schools generally near the MED office, and expected PDC coordinators (PDCC) to manage all trainings at the PDC.

Another factor that made this SBPD system unique was the selection of teachers to receive training as school-based facilitators (SBFs), with the responsibility to provide peer support to teachers who were certified in specific disciplines/courses to support their needs for follow-on seminars, mentoring, clarification of training points, review of teacher portfolios and the like.

Data were gathered through three streams: a desk study of all documents provided to the evaluation team by USAID; a set of mini-surveys carried out by Index Kosova (IK); and a set of qualitative interviews carried out by the team. The results in this report emerge from these data streams.

Outputs and results achieved for each objective follow.

#### Enhance School Management Capacities

- Management training for MEDs delivered to 75 officials in 28 municipalities,
- School management and leadership training provided to 423 school directors in 26 municipalities,
- Training in management for school boards provided to 1,169 participants in 22 municipalities;
- Training in management for parent councils provided to 1,229 participants; and
- Training in management for student councils provided to 1,358 students in 22 municipalities.

All of this training resulted in greater knowledge among all who attended. However, politics prevented them from fully implementing what they learned.

Long-term results affecting pre-university education (PUE) include:

- Increased decentralization by building managerial capacity from central to local levels
- Created a multi-level structure and built capacity for the purpose of school development
- Assisted MEST and municipal officials to develop criteria and standards for hiring school directors

#### Strengthen the Assessment of Learning Outcomes

- Trained approximately 81 percent (14,090 out of 17,410) of primary/lower secondary school teachers, with 72 percent (12,464 out of 17,410) of teachers certified;
- Established and received MEST approval of national standards on assessment and a code of ethics;
- Developed formative assessment training modules and support manuals with accreditation by MEST;
- Garnered MEST approval of administrative instruction on assessment for the new curriculum;

- Oriented Ministry Division on Standards and Assessment officials to school-based (internal) assessment; and
- Introduced a culture of formative/continuous assessment for learning throughout the country.

#### Improve In-Service Teacher Training

- Introduced a systematic and structured school-based professional development system and trained facilitators to provide seminars, workshops and other peer support to teachers;
- Established 25 professional development centers in 24 municipalities;
- Offered multiple training courses to more than 17,000 teachers, resulting in 26,000 total participants, of whom 22,627 (86 percent) were certified;
- Provided 3,341 discipline-based kits and various pieces of technology to 81 schools in 31 municipalities; and
- Introduced concepts related to the new curriculum framework in the courses offered to teachers.

According to both the qualitative and quantitative research reported on in this evaluation, BEP created a paradigm shift in the PUE system, thus beginning to bridge the gap between the way education had been administered and the way it will be in the future.

Reading comprehension results were not as encouraging as the capacity-building activities that BEP managed. The early grade reading assessment (EGRA), a critical part of all USAID education programming, was managed by the Faculty of Education (FoE) at the University of Pristina. An Albanian version was developed for delivery only at the second-grade level in Kosovo and administered every two years over a six-year period. Despite a marked decline in the number of students who performed poorly in reading comprehension in the test's second iteration, that number increased markedly the third time the test was administered. Reports do not explain these results.

While BEP's outputs and outcomes are both impressive, they are not sufficient to ensure sustainability. In implementing the program, myriad challenges arose. Among these were internal issues related to monitoring, assumptions made about the use of human resources, a shortfall in understanding the legal nexus guiding the entire reform process and the growing ambiguity surrounding the new curriculum, even though BEP training programs were said to have been fashioned around the new KCF. These issues arise throughout this report and the Lessons Learned section revisits them.

Recommendations are made in two categories: programmatic and within programs. Three program recommendations include initiating a BEP II, following the needs expressed in the new KESP 2017–2021, and/or generating relationships with high-tech firms to provide needed technology. However, in a budget-reduced environment, the evaluation team recommended a focus on the production of textbooks that can be used to fulfill the goals of the new curriculum. Several recommendations internal to any new project follow, also appearing as lessons learned.



# INTRODUCTION

The Basic Education Program (BEP) contract was awarded to the Academy for Educational Development (AED) by the United States Agency for International Development (USAID)/Kosovo in August 2010, and subsequently re-awarded to Family Health International (FHI) 360. The five-year initiative was funded first solely by USAID, but the Government of Kosovo (GOK) and the Ministry of Education, Science and Technology (MEST) provided an additional EUR 5 million when the BEP budget was cut by half for U.S.-based financial reasons. The budget for five years was \$9,791,000 from USAID and \$9,800,111 from MEST for a total of \$19,591,111.<sup>2</sup>

MEST developed and adopted the first Kosovo Education Strategic Plan (KESP) 2010–2015. At the heart of this plan were three key developments in the education sector: 1) decentralization of schools and municipalities, 2) a new Kosovo Curricular Framework (KCF) and 3) a new teacher licensing system. To assist MEST in its reform efforts, BEP developed three components that would address capacity-building concerns in three areas related to the three key developments: management training for municipal education directors (MEDs), school directors (SDs), school boards and parent and student councils; formative assessment to help teachers adopt practices of continuous assessment that fostered critical thinking; and teacher professional development focusing on improvement and certification. In all cases, BEP collaborated and cooperated with MEST and a number of international development agencies to contribute to the realization of the KESP objectives.

The purpose of this performance evaluation is to provide USAID/Kosovo with an objective external evaluation of the management, performance and sustainability of BEP activities from August 30, 2010, until the close of the project in July 2016 (a no-cost extension was granted for 10 extra months). The evaluation team (ET) was charged with examining the overall impact of the activities on the target institutions and populations, and the validation/observation of the progress made in achieving the results and objectives as specified in the BEP award. The ET was also charged with identifying and analyzing problems, delays and other issues related to project implementation and to document lessons learned. (See Annex 1 – Scope of Work and Annex 2 – Team Members.)

The evaluation team addressed the following five key questions:

**EQ1** – To what extent has the program met its three (3) stated objectives and what were the results?

**EQ2** – What is the current situation of the Kosovo Pre-University Education System and to what degree did it benefit from the implementation of BEP’s three (3) program assistance components?

**EQ3** – Based on the review of BEP’s implementation and results, what recommendations are there for possible future USAID programming and/or other donors or governments in improving Kosovo’s education system? What recommendations are there for supporting the implementation of the reform process?

**EQ4** – To what extent did BEP interventions contribute to improvements in the reading abilities of Kosovo students?

**EQ5** – To what extent are BEP’s achievements and results sustainable? How much are the counterparts taking on the responsibility to continue the work? What can be done to better ensure sustainability of project interventions?

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<sup>2</sup> BEP Final Report, 2016, p. 14.

This report documents the findings produced by three streams of research: a desk study of BEP, MEST, and other documents; a quantitative opinion mini-survey (of around 20 questions) administered on tablets to MEDs, professional development center coordinators (PDCCs), SDs and teachers in both the primary and lower-secondary grades; and a series of qualitative interviews conducted in 10 municipalities with MEDs, PDCCs, SDs, teachers and parents to determine the answers to the five evaluation questions (EQs) posed above.

The report is organized as follows:

- Part 2 discusses the background of the education sector leading up to decentralization and the development of the first educational strategic plan as well as the first USAID/Kosovo education project that targeted pre-university education (PUE).
- Part 3 presents the methodology used in each data collection stream and includes two sampling processes, one for Index Kosova (the sub-contractor engaged to administer mini-surveys developed by MSI's ET), and one for the qualitative interviews conducted by the ET. Part 3 ends with several limitations to this study.
- Part 4 constitutes the substance of this report, answering the five evaluation questions through an analysis of all streams of information organized around the three BEP components (improved management, formative assessment and teacher professional development), and a question on reading improvement. Each question subsection ends with conclusions, which brings the reader to Evaluation Question 3 – Recommendations and Evaluation Question 5 – Sustainability
- Part 5, Lessons Learned, identifies several critical points that should be taken into consideration in any future USAID education programming.

## BACKGROUND

As a crossroads region in the Balkans, the Kosovo area has experienced tremendous volatility and brutality for centuries, and was the site of key theaters of war during WWI and WWII. It was incorporated as an autonomous region in the Socialist Federal Republic of Yugoslavia, but rising nationalism during the Milosevic regime in the late 1990s resulted in the abolition of Kosovo's autonomy, a state of emergency and a campaign of ethnic cleansing by the Serbian military and paramilitary forces. The military intervention of NATO and ultimate UN occupation led to the 2008 declaration of independence. During all of these periods of turmoil, education continued but became a pawn in the many governments that ruled, culminating in the re-centralization of the educational system under UN occupation. Many schools were destroyed and school staff and students were killed. The GOK sought to reclaim this history through decentralization and greater autonomy under the jurisdiction of municipalities.

In 2011, MEST published its first education strategic plan (KESP 2011). The plan offered a range of strategies for meeting GOK educational priorities, the Millennium Development Goals (MDGs) and Education for All (EFA) targets by 2015. BEP's efforts targeted PUE teachers and administrators. The overall objective of the plan for PUE was:

“... to provide inclusive and equitable access to quality, non-discriminatory education for all students for the 13 years of compulsory education by 2016 and encourage life-long learning.”<sup>3</sup>

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<sup>3</sup> KESP 2-11-2016, p. 72

While the BEP award was made in 2010 and the first KESP launched in 2011, USAID's and BEP's close working relationship with MEST allowed for BEP to adopt three core components in accord with MEST priorities and KESP:

1. **Enhance School Management Capacities in the Decentralized Environment:** BEP aims to improve the management skills of school directors, school boards and MEDs in the areas of planning, school management and quality assurance.
2. **Strengthen the Assessment of Learning Outcomes:** BEP aims to improve the capacity to develop and implement new school-based (internal) and potentially national (external) assessments tied to the new curriculum at the local, municipal and central levels. This will support the establishment of an effective and reliable assessment system of student learning outcomes that will increase the quality of education at the primary level.
3. **Improve In-Service Teacher Training:** BEP aims to assist MEST in providing in-service teacher training reforms. These reforms include certification requirements, supporting the MEST new teachers' licensing foundation and establishing a program for teachers that will provide continuous professional development.

## BACKGROUND OF BEP

The unique system that BEP devised to implement this capacity-building program was school-based professional development (SBPD). SBPD called for establishing professional development centers (PDC) at one school per municipality, which served as a venue for the many courses BEP offered to all staff levels in the educational system. PDC coordinators (PDCC) were expected to manage all trainings held at the PDCs, which could accommodate approximately 25 participants each, and a "21st Century Classroom." At first, BEP believed there should be a dedicated PDCC position in the MED, but due to the financial restrictions imposed by the International Monetary Fund (IMF) and laid out in the revised Law No. 03/L-048 for Management of Public Funds and Responsibilities, establishing new positions was not legally possible. Instead, the responsibilities of managing the PDC were added to other positions.

Viewing the educational system as a set of component parts that fit a whole that became an integral part of curriculum reform, BEP identified MEDs and SDs as the target population for management training, as under decentralization both would have to improve their managerial skills; all teachers were targeted for formative assessment training, as that was the window to measure learning outcomes and the element enabling teachers to help students develop critical thinking skills; and all teachers were the focus for teacher professional development to support their various learning needs.

Another factor that made this SBPD system unique was the selection of teachers to receive training as school-based facilitators (SBFs) responsible for providing peer support to teachers who had become certified in specific disciplines/courses to support their needs for follow-on seminars, mentoring, clarification of training points, review of teacher portfolios and the like. SBFs were paid a small sum by BEP for offering further seminars, but were not allowed to reduce their teaching load due to financial restrictions (it would require hiring more teachers). Furthermore, new positions would require development of new secondary legislation based on the Law for Pre-University Education by MEST. With the delivery structure in place, BEP went on to develop training courses under all three components.

The collision and ambiguity within laws, especially secondary legislation, that affect education hinders the implementation of reform policies in general. However, the joint annual review 2014 of KESP 2011–2016 has noted this issue and the KESP 2017–2021 includes it. The analysis and revision of the legal

framework have been included in the roadmap for the implementation of the KESP 2017–2021. It is anticipated that ambiguities will be addressed and not a hindrance to future MEST reform activities.

BEP developed 20 courses/modules that fit the needs of intended beneficiaries; both internal and external consultants were employed for this task. To facilitate participant selection, BEP was required to sign Memoranda of Understanding (MOU) with MEDs who chose to participate in the Program. Training needs were identified by a person acting as the PDCC and then scheduled in each municipality. Learning sessions were as short as one day or as long as several weekends. BEP monitored teacher classroom implementation over a two-week period when the training was over, and their performance assessment was included in their certification portfolios which were to have been reviewed by SDs and SBFs.

Underlying course development were the needs of the new curriculum set forth by MEST in 2011. Curricula had not changed since 2001 and neither had textbooks, for the most part. MEST had at first identified 11 schools in which to pilot the new curriculum, which subsequently grew to 95. At the time when BEP began delivering its courses, other organizations had already offered several different types of training courses (including GIZ in management, and MEST itself in teacher certification).

## **BEP RESULTS AND ACHIEVEMENTS**

BEPs significant results include the following:

- Developed 20 different courses and training programs, with 15 accredited by MEST;
- Created partnerships with 24 municipalities (out of 38)<sup>4</sup>;
- Established 25 PDCs, one in each municipality that signed a memorandum of understanding (MOU) and two in Pristina;
- Provided training to staff of 600 schools in 32 municipalities;
- Certified 423 school directors and teachers (out of 985 school directors and 17,594 PUE teachers<sup>5</sup>) who attended the School Management and Leadership course;
- Offered courses to more than 26,000 teachers (many who took multiple courses), of which 22,627 (86 percent of those participating in courses) completed the certification process and 12,464 (71 percent of those trained) were primary and lower secondary teachers;
- Prepared 68 master learning facilitators and 1,641 school facilitators;
- Supported renovation of 126 classrooms in a makeover program, with 30 percent of costs paid by BEP and 70 percent covered by parents and community;
- Documented the participation of 12,000 parents and community members in different school activities;
- Developed manuals and guidebooks for all courses;
- Developed and distributed sets of grade 1 and 2 reading materials;
- Distributed 3,342 educational technology kits; and
- Affected the education of 247,495 or 95 percent of students.<sup>6</sup>

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<sup>4</sup> KESP 2017-2021, Pristina, 2016, p. 18)

<sup>5</sup> UNICEF, Public Expenditure on Primary Education for Kosovo (UNSCR 1244), Summary, Pristina, August 2015; and KESP 2017-2021, Pristina, 2016, p. 18.

<sup>6</sup> BEP Final Report, 2016, pp. 16-17

While these results are impressive, the task of this performance evaluation was to consider all factors that either contributed to or detracted from the success of the program. Of utmost consideration was the range of BEP activities that were designed to be in line with KESP objectives and the new curriculum to increase educational quality in Kosovo using an outcomes-based strategy, rather than one based on learning objectives.

## METHODOLOGY

The Mission requires this performance evaluation to provide USAID/Kosovo with an objective external evaluation of the management, performance and sustainability of BEP activities from August 30, 2010, to the present. While USAID approved the work plan developed by MSI (see Annex 3 – Work Plan), several challenges required that changes be made in the field (as noted below).

The evaluation team implemented mixed methods for data collection, including a document review and content analysis, mini-surveys and qualitative interviews. The resulting rich body of data was analyzed through parallel analysis, which examines each data source for findings and then examines across the data types for findings and conclusions.

**Document review and content analysis:** The team reviewed the FHI 360 performance reports as well as other documents to identify what results have been achieved and which factors have affected BEP's performance. The team paid particular attention to the program's underlying assumptions and how risk was managed.

**Statistical analysis of EGRA data:** USAID's Education Team noted that EGRA data were available only for second graders and several analyses had already been undertaken on these data, so further analysis was not required. However, Question 4 asked for the EGRA results to be formally included in this evaluation, and consequently the team relied on the three existing reports to discuss results achieved.

**Mini-surveys:** The mini-surveys generated primary data on respondent perceptions of BEP's achievements. Sampling for the mini-surveys was problematic for two reasons: the individuals chosen had to have knowledge or first-hand experience with BEP (through taking courses) and many senior MEDs had been replaced since BEP completed its work in July 2016, making it difficult to find MEDs who had knowledge of or experience with the program. Nevertheless, sampling for this quantitative part of the evaluation follows.

The criteria used comprised the density of municipality, ethnic proportion, rural/urban status, number of BEP interventions and size of the school. To identify 12 municipalities as the sample, a multistage cluster sampling method was employed. In the first stage, a complete list of all GOK municipalities was used as primary sampling units, excluding municipalities that were not included in the project. In the second stage, those municipalities were divided into four groups, based on the population density index. From each group (secondary sampling units), three municipalities were selected based on regional location and ethnic proportion. The municipalities selected included: Dragash (Boshnjak community), Ferizai, FusheKosove (Roma, Ashkali and Egyptian, or RAE, community), Gjakova, Istog, Kamenica, Novoberde, Obiliq, Podujeva, Pristina, Prizren (Turkish), Vushtrri, and Shtime.

To select 70 schools within BEP's partner municipalities, the list of BEP schools in the selected municipalities was used as a primary sampling unit. The schools were divided into three groups based on the number of interventions (one, two or three) per school. In the next stage, each group of schools was divided into two groups based on rural/urban status. At the last stage, each group was further divided into two groups based on the size of the school. In total, the evaluation had 11 groups (urban small schools with three interventions, rural small schools with three interventions; urban large schools

with three interventions, rural large schools with three interventions; urban small schools with two interventions, rural small schools with two interventions; urban large schools with two interventions, rural large schools with two interventions; urban small schools with one intervention; urban large schools with one intervention, rural large schools with one intervention) that were used for the selection of 70 schools. Participants in the surveys included 11 MEDs, nine PDCCs, 59 SDs and 132 teachers, for a total of 211 respondents. The list of MEDs, PDCCs, SDs and teachers chosen as the sample appears as Annex 4 – Sample Frame for Index Kosova Mini-Surveys, and the questions posed appear in Annex 5 – Questions Posed in Mini-Surveys.

The work plan originally envisioned using workshops held by IK as a bridge between the mini-survey results and the key informant interviews, but delays in implementing the mini-surveys and the reality of the implementation coverage of BEP made that impossible.

**Qualitative Interviews:** The sample for the municipality-based research was again purposely drawn to include those who had reportedly participated in various BEP training programs. Key informants were posed a series of questions designed to obtain in-depth information about their BEP experience. The final question asked respondents about the next steps to take in support of education sector reform.

For the selection of 10 schools from 10 municipalities, the following criteria were used: the three BEP intervention schools, the PDC status, MOU status, rural/urban status and size of the schools. To avoid overlapping with the quantitative study, the municipalities selected for the qualitative sample were excluded, except for Pristina, Prizren and Gjakove, which were directly chosen because of their roles in the piloting of the new curriculum. Interviewees included MEDs and PDCCs at each municipality and SDs and teachers in each school. The evaluation design included parents being interviewed at each school, but due to work responsibilities, only three could be interviewed. The qualitative study included seven MEDs, seven PDCCs, eight SDs, 20 teachers and three parents. The final list of the location of respondents visited appears as Annex 6 – Schedule of Qualitative Study Interviews. The questions posed of each set of respondents appear in Annex 7 – Questions Posed in Qualitative Interviews.

The team developed a tailored set of open-ended questions to ask each category of respondents in Pristina. These included MEST officials, former staff of FHI360 and other donor agencies, including GIZ, whose seven-module management training program was adopted by BEP initially and later revised to include just five modules. Several MEDs and SDs in the qualitative interviews reported having been trained in management by GIZ rather than BEP, so they did not see a reason to repeat it (See Annex 8 – Schedule of Interviews Held in Pristina).

## LIMITATIONS

Implementation of the evaluation work plan was affected by a number of challenges:

1. BEP implemented each of three objectives, or components, widely throughout Kosovo, which made the work plan's original intent of conducting a natural experiment impossible.
2. BEP ended in July 2016, so senior officials who had knowledge of and/or participated in the program had to be located without updated contact information, a process that took considerable time.
3. The sample selection of MEDs and schools for the qualitative interviewing and administration of IK surveys was made difficult by the lack of a single, comprehensive list of relevant personnel; the team had three separate lists of personnel that did not overlap, and turnover at multiple levels exacerbated this problem.



4. The mini-surveys had not been conducted by the time the evaluation team came together in Kosovo for field data collection because of contractual issues.
5. Obtaining information directly from students was not possible owing to the administrative difficulties in gaining permission from parents or guardians to involve students in research.
6. Documents related to student outcomes as measured by national tests and PISA were not made available to us by MEST and so we had no basis to discuss and/or compare examination results to document any improvements in learning that might have been ascribed to BEP. The only test results we could access were those reported for the three successive A-EGRA administered to second graders (see Question 4 below).

A major limitation of this study – and of BEP itself – is the lack of information emanating from classroom-based teacher observations, limiting the evaluation team’s ability to determine whether teachers actually put into practice what they learned in training. The data gathered reflected what teachers *said* they do, which is insufficient to determine how much of an impact the training had on *actual* behavior change.

This evaluation was *unable to quantitatively examine a set of variables known to affect learning*, e.g., socio-economic status, home life, instruction in other subjects, classroom conditions, teacher quality, etc. This means that the team was unable to test counterfactuals through incorporation of iterated observations of relevant causal variables.

This evaluation has a *selection bias* for the quantitative and qualitative data: the selection of municipalities and schools was not made randomly, rather it was made purposively according to pre-established criteria. This reality limited the team’s ability to make causal claims, but the use of multiple sources of qualitative data has provided a solid basis from which to point to contribution.

*Response bias* is a common problem for performance evaluations. In this evaluation, key informants were aware that evaluation recommendations may lead to changes in or even elimination of elements in the anticipated follow-on intervention that they valued for other reasons.

Finally, *recall bias* is another potential problem for qualitative data from key informants or small groups. People often have difficulty with accurate recall for events or details from further in the past. Given that BEP closed in July 2016, this was a problem for the evaluation, but the availability of multiple sources of data should have mitigated this bias.

## FINDINGS AND CONCLUSIONS

### INTRODUCTION

BEP was the first PUE project funded by USAID in Kosovo, a working partner of MEST and the first country-wide, systematically and structurally organized capacity-building project in the nation. For these reasons, BEP must be seen through the lens of the first major national effort to move Kosovo’s educational system forward as a democratic change agent that would restore autonomy and prepare all involved with 21st century management and teaching skills to benefit the children of Kosovo. With this in mind, the evaluation findings follow in the form of answers to the questions posed by USAID to drive this evaluation.

### EVALUATION QUESTION I

*To what extent has the program met its three (3) stated objectives and what were the results?*

**Overall, the evaluation team concluded that BEP had made significant progress toward meeting the three stated objectives.** BEP acted to improve management skills on all levels, but inconsistent implementation and bureaucratic obstacles at the MED and SD levels prevented the full usage of the skills acquired. BEP successfully initiated transformation of the student assessment process at the legal, policy and implementation levels, and sustainability was possible given the legal framework that was altered. BEP made a strong and foundational contribution to teacher training in establishing a school-based professional development system, legally adopted by MEST as the approach to be utilized in in-service training, initiating a new paradigm of student-centered learning and improving student skills. However, this progress is jeopardized by the limited personnel available in MEST divisions to carry on with the innovations launched.

## **I. Enhance School Management Capacities in the Decentralized Environment**

### *CAPACITY BUILDING TO SUPPORT DECENTRALIZATION*

Decentralization of the educational system was both a practical and a political decision made at the central level. The units of the system – MEST, MEDs and SDs – were not prepared to take on the new responsibilities decentralization entailed. Understanding that new skills had to be acquired at each level, BEP developed several management modules to improve capacity. While financial management was one of the modules, changes in budget policies left this area largely to MEDs.

With the introduction of the Law on Education in the Municipalities of the Republic of Kosovo,<sup>7</sup> No. 03/L-068 in May 2008, MEDs took on a significant number of new educational responsibilities, as directed by Chapter 2, Articles 4, 5, and 6 of this law. In an interview, the current deputy minister of MEST stated:

“To support this process, USAID’s BEP has worked closely with the MEST, municipalities and partner schools. At the central level, the program has supported MEST to develop standards and administrative instructions; at the municipal level it has cooperated with municipalities to establish PDCs; and at the school level it has provided management and teacher professional development courses and has involved the school community at various levels, including parent and school board participation in the creation of a more attractive environment for learning.”

He also said that BEP’s interventions are “not sustainable” because “a budget is needed for each component.”

### *BEP ACCOMPLISHMENTS IN MANAGEMENT*

BEP produced seven manuals for participants attending the School Management and Leadership courses developed in collaboration with GIZ and the EU. The modules included: Quality Education, Learning and Teaching, School Development, Communication, Relationships and Management, Cooperation and School Development, Project Management and Inclusive Education. Manuals provide solid information and consisted relevant information which is suitable for trainings.

BEP management training targeted MEDs, PDCCs, SDs, school board members and parent and student councilmembers. A problem BEP encountered in achieving the anticipated results of this training, especially at the MED and SD levels, was summarized by the MEST deputy minister: “The training did not make them better managers, as the whole system has been politicized and directors are now chosen on the basis of their political affiliation.” In other words, many of those who were trained did not have

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<sup>7</sup> See [http://www.assembly-kosova.org/common/docs/ligjet/2008\\_03-L068\\_en.pdf](http://www.assembly-kosova.org/common/docs/ligjet/2008_03-L068_en.pdf).



the full opportunity to operationalize what they had learned because those who fulfilled the different roles were chosen not on merit, but on political affiliation,

BEP training of 423 SDs and teachers in the School Management and Leadership course resulted in participant certification. BEP also supported the review of administrative instructions and provided training to 75 officials (17 female and 58 male) from 28 municipalities, including Serb-majority municipalities.<sup>8</sup> Table 2.1 presents a summary of management courses attended. (For a full presentation of all management training courses offered and attended, see Annex 9 – Management Training Courses Attended.)

**TABLE 2.1 MANAGEMENT COURSES OFFERED BY BEP AND ATTENDANCE  
(BEP FINAL REPORT, 2016)**

<b>Course/Intended Beneficiaries</b>	<b>Participants (Female / Male)</b>
MED Management	75 Officials (17F and 58M) 28 Municipalities
School Management & Leadership	423 School Directors 26 Municipalities
School Boards	1,169 School Directors/ Teachers/ Parents (307F and 862M) 22 Municipalities
Parent Councils	1,229 Parents 23 Municipalities
Student Councils	1,358 Students (765F and 593M ) 22 Municipalities

#### STRUCTURE AND PROCESS OF TRAINING

Because PDCCs were required to prepare the PDC for training events and to provide logistical assistance throughout training delivery, many PDCCs actually participated each weekend and so were exposed to the concepts and practices being delivered, but were not encouraged to go through the certification process even though many had been teachers. At the end of the program, some PDCCs returned to teaching, while others were hired by the municipality to be education directors, a position with a much broader mandate than managing PDCs. Still others became quality assurance officers in each school and were again charged with the responsibility of maintaining the PDC.

Most SDs have been in their positions for several years, and those who were not had been working as teachers. BEP helped MEST develop criteria for hiring SDs and set their professional standards. Two school directors of the eight interviewed had not participated in any BEP training, but one had taken GIZ management training. The six who had participated said it had improved their managerial skills, monitoring and assessment of teachers and helped them value teacher professional development. The IK mini-surveys found that BEP training in school management received by SDs increased their effectiveness in managing their schools; 66.1 percent of SDs stated that it has helped them to different degrees. SDs who were interviewed said they work with their school boards in making decisions. Members of six of eight school boards had received BEP training. One major challenge that SDs face is the annual turnover of board members, since the board composition changes with members' children's school status. Replacement board members did not have access to management training. SDs who were interviewed

<sup>8</sup> BEP Final Report, 2016, p. 16.

expressed a desire for continuous managerial training so that new board members are prepared to fulfill their roles.

A similar problem of replacement arose with student and parent council membership. In six schools, active student councils meet and organize extracurricular activities and have various student clubs. In one school, the student council is not functional, but student clubs organized by teachers are; another school has no council and no clubs. Information on parent involvement in schools was limited by the number of interviews the evaluation team could conduct due to parents’ employment conflicts. The three parents interviewed revealed that parents took part in fundraising and school refurbishment events, and initiated some projects that advanced student learning.

#### *PARTICIPANT OPINIONS OF BEP MANAGEMENT COURSES*

Most of the MEDs the team interviewed had not been in their positions during BEP implementation. Since MEDs are now politically appointed (proposed by the mayor and voted on by the municipal assembly), they can be removed not just after municipal elections (every four years), but also as a result of favoritism stemming from political affiliations. Only two of the interviewed seven MEDs had participated in management training (although one was not sure if it was BEP or GIZ training in which he participated).

In general MEDs were dissatisfied with the status of their office operations, but since most had not had BEP management training, they said they were at a loss about what to do. Those who had attended the management module considered the financial modules most beneficial and all MEDs interviewed indicated they would benefit from more training. In general MEDs considered that BEP has helped much in improving the MED capacity as the quality was high. MEDs said they cooperate well with SDs under their supervision and they maintain regular contact with them through periodic meetings. The main challenge to MED management capacity is the high number of schools in their respective municipalities vs. the limited number of staff at the MED office to provide services and oversee school operations. According to MEDs, SDs have their own management concerns, especially those related to budgets and limited decision-making control.

Data reported from the mini-surveys on whether MEDs had achieved greater capacity in planning varied with the respondent. More than half of MEDs, PDCCs, and SDs reported that it helped them “much” (MEDs 63.6 percent, PDCCs 55.6 percent, and SDs 54.2 percent), while teachers – those more directly affected by the competencies of their superiors – ascribed only “some” help to the process (grade 1-5 teachers 46.2 percent, grade 6-9 teachers 38.8 percent).

Based upon IK mini-survey results, respondents who may or may not have participated in management training expressed the following opinions about it:

**TABLE 2.2: PARTICIPANT OPINIONS OF BEP TRAINING IN MANAGEMENT**

To what extent has BEP school management training received by SDs increased their effectiveness in managing their schools?	MED		PDCC		School Director	
	No.	%	No.	%	No.	%
A little						
Some	5	45.5	4	44.4	4	20.4
Much	3	27.3	3	33.3	39	49.0
Very much	3	27.3	2	22.2	16	30.6
Total	11	100.0	9	100.0	59	100.0

This contrasts somewhat with teacher opinions of the effectiveness of their SDs' management training:

**TABLE 2.3: TEACHER OPINIONS OF BEP TRAINING IN MANAGEMENT**

To what extent has BEP school management training received by SDs increased their effectiveness in managing their schools?	Grade 1-5 Teachers		Grade 6-9 Teachers	
	No.	%	No.	%
A little	4	6.2	4	6.0
Some	18	27.7	19	28.4
Much	29	44.6	34	50.7
Very much	14	21.5	10	14.9
Total	65	100.0	67	100.0

Decentralization was to have extended to the SD level so that they could control any money they obtained through fund-raising activities. In some cases, MEDs insisted that all funds raised should be brought to the MED for re-allocation (a legal requirement under Law No. 03/L-048 for Management of Public Funds and Responsibilities, and Law No. 03/049 for the Finances of Local Government), but in other cases MEDs allow SDs to use any funds generated for the purpose they were raised. The inconsistencies in financial management have frustrated both MEDs and SDs as they feel MEST has not provided appropriate guidelines.

When MEDs, PDCCs and SDs were asked their opinion about the efficacy of BEP training's contribution to decentralization, the following responses were given:

**TABLE 2.4: OPINION OF BEP TRAINING IN DECENTRALIZATION**

To what degree did BEP help in the actual decentralization of education in Kosovo?	MED		PDCC		School Director	
	No.	%	No.	%	No.	%
Not at all					1	1.7
A little	2	18.2			4	6.8
Some	1	9.1	2	22.2	14	23.7
Much	6	54.5	3	33.3	29	49.2
Very much	2	18.2	4	44.4	11	18.6
Total	11	100.0	9	100.0	59	100.0

## CONCLUSION

BEP assisted in the decentralization of the PUE system by improving the management skills to different degrees of MEDs, PDCCs and SDs; it also addressed school management by providing training to school board members, parent and student councils. Criteria for choosing SDs were established, although MEDs do not follow these criteria consistently. School boards do not fully understand their roles in decision-making because they are not aware of the impact they can have on the school. Invested parents initiate school activities without having had management training. Shortcomings include BEP's legal inability to make PDCC responsibilities a permanent part of the SBPD structure and the lack of clarity on how much of what was learned at more senior levels has actually been used.

## 2. Strengthen the Assessment of Learning Outcomes

### *ESTABLISHING STANDARDS AND A CODE OF ETHICS*

With the approval and piloting of the new competence-based curriculum framework aimed at developing skills in critical thinking, the introduction of assessment for the purpose of improving quality of teaching and learning was seen as imperative by MEST and included in the KESP 2011-2016. However, in 2011 assessment was not clearly defined in the new framework. According to the former BEP Assessment Coordinator, BEP had initially supported MEST's Division of Monitoring and Assessment to produce national standards on school-based assessment and a code of ethics.

The guideline on the standards defines the basic principles of student learning/performance assessment. It is a practical resource comprised of: general and specific standards, principles of assessment, planning of assessment, selection of assessment methods and tools including both formative and summative assessment, implementation of assessment, and grading and quality assurance for the assessment outcomes. For example, standard 4.1.2 on planning of assessment states that "assessment should be a part of school development and annual planning." The former BEP Assessment Coordinator said that standards were piloted and inputs from the field were taken into account prior to approval at the national level.

The code of ethics for student assessment is an amplification of the national standards and should be read in conjunction with them. The code defines basic principles for ethical behaviors during classroom-based assessment for teachers, students and parents.<sup>9</sup> For example, article 5.2.9 states that "teachers should collaborate with their colleagues in order to improve the school-based assessment practices," or article 5.5.2.1 states that "parents should react when informed that a teacher has insulted their child when he/she did not perform well."

Both the standards guideline and code of ethics served as a basis for BEP's development of teacher assessment training modules. However, the training was designed to support only formative/continuous assessment and not summative. The former BEP Assessment Coordinator indicated that GIZ would be responsible for developing summative assessment training to complement the formative assessment training developed by BEP.

### *BEP MODULES ON FORMATIVE ASSESSMENT*

Teacher capacity building in formative assessment or assessment for learning was part of the school-based approach to training that included certifying school-based facilitators (SBF) and the training and certifying of teaching staff and SDs. The assessment training courses were accredited by MEST and are now a part of the national system, enabling participants to use the credits received for teacher career path development.

The course for SBFs consisted of two parts: the first part lasted two days and focused on assessment itself, plus one day of practical implementation of strategies; and the second part lasted three days and focused on the facilitation of learning standards. Certification consisted of the presentation of a teacher evidentiary portfolio and a 30-minute teaching demonstration.

The course for teachers lasted two days, plus one day for demonstration and development of an evidentiary portfolio. Teachers were given the course's manual, a practical resource based on the requirements of the KCF that includes practical tips on how to conduct formative assessment of student learning outcomes. The manual consists of five interlinked chapters beginning with basic information on

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<sup>9</sup> MEST, Guideline No. 490/ 01B, Standards of Assessment, 2012.

changes in the educational system, including an introduction to KCF. Succeeding chapters include: an analysis of differences between formative and summative assessment; characteristics and strategies for practical implementation of formative assessment; and how to integrate formative assessment into lesson planning. The manual, training package, and organization of the training was highly valued by teachers in both primary and lower secondary grades. A primary level teacher in Mitrovica stated that it was the best organized training compared to the training provided by the other donors.

Of the 14,090 teachers who attended formative assessment training, 90 percent completed their portfolios and were certified – i.e., 12,464 (6,893 female and 5,571 male) teachers from 550 schools in 30 municipalities.<sup>10</sup> Outcomes were verified by the SBF, SD, or PDCC. (See the distribution of the SBF and certified teachers per municipality according to gender in Annex 10 – Certified Teachers and School-Based Facilitators Attending Formative Assessment Training.)

### *PARTICIPANT OPINIONS OF ASSESSMENT TRAINING*

Based on the quantitative surveys and qualitative interviews, the training on formative assessment was highly valued and regarded by the relevant stakeholders including, MEDS, PDCCs, SDs, teachers and parents and can be described as a BEP success story. The training has served as a doorway to implementation of the KCF; it has stimulated student-centered learning and improved teacher-student relations; it has given rise to increasing self-confidence in students; and it has improved teacher collaboration.

Findings of the IK surveys show a high consensus among respondents on the relevance of BEP training to teacher ability to assess student learning: approximately 75 percent (157 out of 211) of respondents agreed that training had assisted teachers significantly in their ability to assess learning; 100 percent of teachers at all grade levels said it helped them to different degrees, with the majority of both grade 1–5 teachers (80 percent or 52) and grade 6–9 teachers (74.6 percent or 50) said the training added to their skill set significantly. The data shows no significant difference in gender of teacher. Slight differences did emerge when age and rural/urban variables were considered: over 30 percent of teachers younger than the age of 50 thought that the training had assisted them very much in their student assessment ability compared to approximately 13 percent of teachers over age 50; almost half of teachers in urban areas found that training has assisted them in their student assessment ability very much, compared to only 20 percent of teachers coming from the rural areas. Furthermore, 26 out of 131 (20 percent) of teacher respondents highlighted formative assessment training as one of the major strengths of the program. One of the teachers interviewed in the IK mini-survey stated: “As a major strength of the project I would emphasize the seminar for formative and summative assessments, which strongly affects teaching and learning improvement if they are implemented correctly.” (See Annex 11 - Perception of BEP Assistance in Providing Formative Assessment Training.)

Quantitative findings were supported by qualitative interviews. SDs regarded training on formative assessment as innovative and instrumental for the implementation of the KCF. For example an SD from a school in Gjakova stated “the BEP trainings have helped us with the implementation of the new curriculum framework, especially when it comes to the training on formative assessment.” The training was considered relevant and useful by both primary and lower secondary teachers. Teachers said the course supported the teaching and learning process by stimulating student-centered learning, improving teacher-student relations, stimulating self-confidence in students, and improving teacher collaboration. A primary level teacher from Mitrovica stated: “Formative assessment has produced a tremendous change in my way of teaching. Initially, student-teacher relations were different; now the student is in the center. We use feedback a lot to see if the students understand the lessons, such as traffic light feedback

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<sup>10</sup> BEP Final Report, 2016, p. 27

technique; and for the first time it has stimulated cooperation among teachers that did not exist until now.” A lower secondary teacher of math said: “This was an innovation. It increases children’s performance and decreases communication issues.” The positive impact of the training on assessment was noted by the head of the MEST Division of Standards and Assessment: “Before the project there was no culture of formative assessment; before there was a testing culture. The culture has now stabilized and BEP provided a good foundation.”

Feedback, mutual assessment, and self-assessment were a few of the formative strategies that were noted by teachers at both primary and lower secondary grades as useful, applicable and widely used by them even after the training and project had ended.

While teachers had very positive opinions of formative assessment training, they also had some critical comments. The lack of follow up/monitoring was one of the critiques. For example a primary level SBF for formative assessment said: “A school-based facilitator at another school did not have such a clear understanding of the content and interpreted it wrongly in sharing it with the teachers. And as a consequence, teaching and learning is going in the wrong direction. Therefore, I would like the training to have had more monitoring so we are clear and can offer quality training.” No teacher interviewed said their activities were monitored after certification. Out of 20 teachers from 10 different municipalities only one primary level teacher mentioned there was organized monitoring following the training. According to a teacher in Mitrovica, she was engaged by BEP to go with the MEST inspector to the schools in her municipality and inspect teacher portfolios for certification. BEP did not report on any training provided to inspectors because at the time inspectors had only administrative duties, not pedagogic. Inspectors were just invited to attend an orientation meeting that addressed formative assessment and their potential role in external quality assurance mechanisms, but that role has not yet been legislated.

Other weaknesses were also mentioned: a primary level teacher from Stimje stated “no one controlled our files which we had to do as part of the training,” although she stated that she was granted a certificate. Some respondents identified weaknesses in BEP assessment training itself. A director from a school in Stimje stated: “A few teachers have had training in formative assessment but new teachers come without having any understanding of this system.” A lower secondary level SBF from Rahovec stated: “It is difficult for my colleagues to implement and to plan lessons using formative assessment. This is especially true for new teachers and those doing their practicums. I have seen that there is a discrepancy between in-service and pre-service training.” BEP’s mandate did not include working with the FoE, although addressing the content of pre-service training was critical for sustainability.

BEP has also provided capacity building on formative assessment to the MEST Division on Standards and Assessment. The training focused on drafting test items to evaluate higher order math problems, science and languages. However, BEP did not support the Division on the development of national (external) exams according to the KCF. Furthermore, BEP reported that tests for the Program for International Student Assessment (PISA) were translated and 3000 manuals were distributed to 225 schools as a part of a PISA awareness campaign in 2015.<sup>11</sup> Nevertheless, PISA results were poor.

The timing for the development and delivery of the formative assessment module made for some confusion since assessment mechanisms under KCF had not yet been clearly defined. While this confusion has been cleared somewhat since feedback was given by pilot schools, it still remains somewhat obscure.

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<sup>11</sup> BEP, Annual Summary Progress Report 2014–2015, p.16.

## DEVELOPMENT OF ADMINISTRATIVE INSTRUCTION ON STUDENT ASSESSMENT

Formative/continuous assessment was made a permanent part of PUE through the development of an Administrative Instructions (AI) under the KCF. To support the implementation of the AI, BEP developed an assessment guidebook for the new competence-based curriculum and delivered 1,000 copies to MEST's Division of Assessment for distribution to schools (BEP, Quarterly Report April-June 2016, p. 12). The guidebook is a practical resource for teachers on how to apply not just formative but also summative assessment. It is intended for schools that are implementing KCF. Indeed, with the implementation of KCF, assessment training includes both summative and formative strategies as SDs said that was what was required. A school director in Gjakova stated "We would need to have training on both types of assessment – formative and summative."

### Conclusion

BEP initiated transformation in the student assessment process by introducing a completely different system from the assessment practices used in the past (including annual oral and written tests). The new system was accepted by MEST, is now included in the new curriculum, and is legally supported by the new AI. Through this by-law, National Standards and a Code of Ethics was developed and approved by MEST. The future inclusion of Inspectors to monitor and evaluate classroom practices will provide the structure for formative assessment to continue. With MEST developing the legal infrastructure and other relevant statutory and non-statutory policy instruments to support formative assessment, the process will become sustainable.

### 3. Improve In-Service Teacher Training

#### ACCOMPLISHMENTS OF THE SCHOOL-BASED PROFESSIONAL DEVELOPMENT SYSTEM

As noted in part 2 above, after independence in 2008, MEST developed a three-pronged focus for the improvement of PUE: decentralization, curriculum reform, and teacher professional development (TPD). The latter became a priority due to the then recently-generated policies to address teacher performance and promotion, which increased demand for accredited courses. In this context, BEP found a niche and developed a structured and systematic approach to training through SBPD. This system entailed a paradigm shift from old, cascaded models of training delivered in Pristina to new, local strategies teachers could access easily. The SBPD approach was piloted in 12 new curriculum-piloting schools and was coordinated by MEDs, PDCCs, and SDs. School-based coordinators were appointed and identified, planned and coordinated training activities for their schools. A total of 99 teachers from 53 schools in 26 municipalities have been certified as SBPD Coordinators (BEP Final Report, 2016, p.33).

BEP also developed facilitation standards for professional development that were approved by MEST. Thereafter, BEP trained and certified 68 Master Learning Facilitators (MLF) (46F and 22M) that were responsible for facilitating specific courses. Some MLFs were teachers who had been successful as school facilitators. BEP also trained and certified 1,641 SBFs who organized training in 600 schools in 32 municipalities (BEP Final Report, 2016, p.17). The SBF role was to offer workshops, mentoring and peer support in their respective schools as well as other schools in the municipality.

BEP designed 13 courses for teachers, 12 of which were accredited by the State Council for Teacher Licensing (SCTL). The Program developed practical guides/manuals for all courses and provided discipline-based packages of equipment to schools. Training normally took place over a weekend, was held in the PDC, and delivered by MLFs and SBFs. After one or two weekends of training, teachers were given two weeks to implement in their classrooms what they had learned in training. Another day of feedback and discussions on implementation was organized by trainers before teacher experiential portfolios were submitted and evaluated, and certification was awarded. Using this process, the total

number of participants in multiple teacher training courses was 26,000, of whom 22,627 received certification in various subjects, with some 247,495 students benefiting (BEP Final Report, 2016, p.17).

Interviews with teachers indicated a high appreciation for BEP training because it was well-organized, offered frequently, and easily accessed (teachers did not have to travel to Pristina). Findings from the mini-surveys support this: 64.1 percent of grade 6–9 teachers evaluated BEP training highly or very highly, and 69.5 percent of grade 1–5 teachers agreed. Thus, the majority of trained teachers acknowledge the value of BEP’s approach to professional development.

**TABLE 2.5. HOW TEACHERS AND SCHOOL DIRECTORS VALUE BEP TRAINING**

Rating	School Director		Teacher			
	No.	%	Grades 1-5		Grades 6-9	
			No.	%	No.	%
Low	-	-	2	3.1	2	3.0
Average	18	30.5	15	23.1	22	32.8
High	24	40.7	25	38.5	22	32.8
Very high	17	28.8	23	35.4	21	31.3
Total	59	100.0	65	100.0	67	100.0

#### IDENTIFICATION OF LEARNING NEEDS

When PDCCs and SDs talked about how they identified teacher learning needs, very few referred to the structured format of training needs identification provided by BEP. Several teachers reported that they were free to identify any needs they had, while others reported that their “needs” were pre-determined by the courses BEP offered and teachers chose among those. At times, teachers explained, they would verbally convey their needs to their SDs, but the needs were not necessarily passed along to the PDCCs or MEDs for course identification and scheduling.

#### BEP COURSES AND EQUIPMENT

As mentioned above, BEP courses were delivered to staff of 600 schools in 32 municipalities. BEP also provided educational equipment and technology for the majority of courses and delivered different software packages: Geogebra, Logo, and Alice. Altogether, 3,341 pieces of equipment/kits were delivered to 581 schools in 31 municipalities.<sup>12</sup> All the tools were of great benefit to schools as many lack the basic equipment to build 21<sup>st</sup> century skills. For example, science kits provided such durable equipment as microscopes, thermometers, light sensors, magnetic field sensors, and Texas Instrument CBL2 systems that facilitated practical application of theoretical knowledge. BEP also provided the impetus to establish more student clubs and extra-curricular activities.<sup>13</sup> For a full listing of courses, attendance and equipment/kits delivered, see Annex 12 – Teacher Training Courses Attended and Equipment/Kits Delivered.

#### MONITORING AND FEEDBACK

The most widely mentioned reason for implementation difficulties, in addition to difficulties with KCF, was monitoring. The lack of consistent monitoring made teachers consider training as “another seminar

<sup>12</sup> BEP Final Report, 2016, p. 35

<sup>13</sup> BEP Final Report, 2015, p. 17



done,” as one facilitator pointed out, rather than the acquisition of tools to enhance student-centered learning. Monitoring, teachers claim, was undertaken prior to certification with the evaluation of portfolios, but not afterwards. As one teacher stated: “I would find it more beneficial if they had given us assignments and monitor our performance with a specific timeline.” Their statements reflect a desire to be held accountable, to be observed and to receive feedback. That the law on inspectorate responsibilities charging them to address pedagogical concerns in addition to administrative ones had not even been drafted during the duration of BEP and has still not passed is indeed a loss to teachers. SD are not qualified to perform monitoring responsibilities in all subjects so can provide only limited input; the same is true for SBFs who have been certified in specific disciplines/courses.

Monitoring also entails looking at student learning results. The operative theory in BEP is that if these new inputs are acted upon, students will be more effective learners. While end-of-year exams can be the measure, these exams are not constructed on the basis of KCF learning outcomes but on the basis of lower levels of understanding and memorization. BEP worked with MEST on these exams, but reports only indicate a process, not an output.

The lack of consistent monitoring after certification notwithstanding, the mini-surveys found that 69.8 percent of SDs said that teaching and learning had improved significantly in their respective schools. However, when respondents were asked to comment on the degree to which BEP training assisted teachers in understanding and implementing (for pilot schools) the new curriculum, the answers were not quite as encouraging, perhaps because significant ambiguity still exists:

**TABLE 2.6: OPINION OF BEP TRAINING IN UNDERSTANDING AND IMPLEMENTING THE NEW CURRICULUM**

To what degree has BEP training assisted teachers in understanding and implementing the new curriculum framework?	PDCC		SD		Teachers (All Grades)	
	No.	%	No.	%	No.	%
Not at all			4	16.8	13	9.8
A little	2	11.1	8	15.3	13	9.8
Some	4	44.4	23	39.0	39	29.5
Much	4	44.4	20	33.9	47	35.6
Very much			3	5.1	30	22.7
Total	9	100.0	59	100.0	132	100.0

## CONCLUSION

Overall, when BEP was active, SBPD was considered well planned and recognized as a great contribution to development of teacher and student skills. SBPD was in line with new and existing policies and added value to training. However, with the end of BEP, continuation of what was begun is in jeopardy. Learning needs are hardly identified in a structured format, cooperation among SBFs and teachers has diminished, and many PDCs were appointed to new positions in the municipality or went back to teaching.

The SBPD system included a wide range of teachers who implement training content selectively when conditions allow or when individual motivation exists. However, BEP can at least be attributed for raising awareness of different approaches to teaching that would bring Kosovo’s educational system into the 21<sup>st</sup> Century. As training attempted to be in line with the current complex curriculum reform, implementation became a bigger challenge. However, despite the difficulties experienced by teachers in

grasping the totality of reform, a critical foundation has been laid in building the capacity of teachers to address KCF and its related student-centered learning.

## EVALUATION QUESTION 2

*What is the current situation of the Kosovo Pre-University Education System and to what degree did it benefit from the implementation of BEP's three (3) program assistance components?*

**Shortcomings in the PUE system have been problems for MEST for several years. The team concluded that BEP identified many of these problems and contributed significantly to their rectification.**

### 2.1 Current Situation of the Kosovo Pre-University Education System

#### DECENTRALIZATION

With the first KESP 2011-2016, the PUE system was to have been decentralized down to the school level. To an extent this has happened as policies and laws have supported change. However, intervention by political parties made appointing MEDs and SDs on the basis of merit very challenging. Many municipalities are bordering on chaos because they are not acting according to law but according to political whim.

#### THE NEW CURRICULUM

MEST launched the KCF in 2011 in an effort to transform the way education was conducted at the pre-university level. Designed to put an end to objective-based teaching and replaced with outcomes-based learning, MEST developed the new KCF with international and local consultants. Through the operation of several MEST divisions, teachers at the 95 pilot schools were introduced to and then trained on how the curriculum is supposed to operate. As different aspects were piloted, school feedback required revisions and a second version came out in 2016.

KCF is scheduled to be rolled out Kosovo-wide in September 2017, beginning with grades 1, 6, and 10. Training in KCF implementation at these three grade levels should begin by May 2017. Piloting the KCF was made very difficult because MEST failed to prepare schools to handle the challenging reform due to the lack of budget. As such, old textbooks were being used and teachers had to adapt what they were learning to books not oriented to the student-centered goals of the reform. Making the transition to the new paradigm of teaching was extremely challenging because teachers had used these textbooks in a certain way for many years. While piloting was being monitored by MEST divisions, teacher implementation in the classroom was not vigorously undertaken, and without feedback, teachers became more confused.

#### TEACHER TRAINING

The goal of the MEST-based system of in-service teacher professional development is certification. All teachers are supposed to have completed a bachelor's degree to teach primary grades, and a master's degree to teach lower secondary grades. To maintain certification, however, teachers at all levels must take courses for at least 100 credits over five years. The MEST Division of Teacher Professional Development is focused upon offering these courses.

However, now that curriculum reform is underway, the Division has been charged with ensuring that relevant training is provided to all those piloting and all those teaching in the selected roll-out grades. These courses are different because they focus on outcomes-based student-centered learning, and the

Division has been pressed to conform training to this new paradigm of education. The Division relied on The Pedagogical Institute to devise and implement these courses in pilot schools and will likely participate in the training to prepare teachers for the roll-out.

The Institute of Educational Development (IED) at the FoE has also been charged to work with the Division to provide these in-service courses. BEP worked closely with the Division, and when the project ended, it was intended that the Division would take over the continued delivery of BEP's accredited training modules. It is not clear whether the Division and the IED have continued with the modules or whether SBFs are continuing on their own volition.

That there are so many different agencies involved in in-service teacher training has created confusion on the part of teachers. Whereas for the new curriculum needs, they once had one provider, they now have several. And while teachers find most training helpful, many are confused about the ultimate goals of training and why certain providers are offering one type and others offering other types. The omnivorous nature of MEST in accepting funding for different training initiatives and then not harmonizing them has teachers in a muddle about how they should proceed.

### *INFRASTRUCTURE AND IMPLEMENTS*

Many schools lack basic requirements for good teaching. The absence of science labs has been a particular drawback as this lack has meant students can learn only the theoretical aspects of a science discipline, but not the practical. This also means that critical thinking remains a challenge.

Schools themselves are in need of repair. While parents, parent councils and community members on a limited scale chip in to provide paint or materials to refurbish classrooms, and then contribute in-kind labor to do the repairs, this is supposed to be covered by school budget allocations made by MEDs. The European Union (EU) has provided some funding for school refurbishment but often it is incomplete. In one school, for example, new doors were not provided – a necessity given the need for security to protect the school's assets.

Implements distributed include the technology needed to provide a 21<sup>st</sup> Century education. Most schools do not have an adequate number of computers or projectors for teachers or students to use on a regular basis. If they have been donated by outsiders, then a school staff member has to be trained on how to use and maintain them. Use of technology is impossible at certain schools as there is no Internet connection and the high cost of high-tech equipment makes purchase impossible.. Teachers may receive training on how to use different computer programs, but then cannot practice using these programs due to a shortage or lack of computers. If a school has been given computers, the issue of where to put them for regular use is of concern not only due to a shortage of space at some schools but also due to the need for security.

### *DECLINING SCHOOL POPULATION*

MEST tracks enrollment figures for each school in each municipality and has found student numbers in decline. This is due largely to three factors: 1) families move to other countries or to the cities to find employment; 2) the opportunity cost of young male labor is too high and so boys drop-out largely after completion of primary or at the end of 6<sup>th</sup> grade; and 3) what is taught at the PUE level does not prepare young people for employment so parents do not see the need for their children to continue. Although many young people express the desire to come back to school at some later date, the system cannot allow them to rejoin the school where they left off. It would be appropriate for accelerated courses to be offered to these older students, but the underlying law governing hours that must be spent in the classroom makes accelerated learning/condensed courses impossible.

The decline is more obvious in rural populations as families migrate to cities for employment. The new KESP 2017-21 calls for closing some rural schools and consolidating student populations at more regional schools, which will be a hardship to teachers and students alike as both will have to commute to their new schools. It is not clear what would occur to the old buildings. The urban school population is also declining due to family out-migration and a decline in population growth.

## **2.2 Benefits Accruing to the Kosovo Pre-University Education System from BEP's Three Program Assistance Components**

Shortcomings in the PUE system have been problems to MEST for several years. BEP identified many of these problems and sought to contribute to their rectification. The following is a discussion of some of the ways BEP benefited PUE and sought to alleviate some of its problems.

### *ENHANCE SCHOOL MANAGEMENT CAPACITIES IN THE DECENTRALIZED ENVIRONMENT:*

Decentralizing the educational system and preparing different groups to take on new management responsibilities was the purpose BEP had to design and deliver different levels of management training and to assist MEST in several ways: BEP helped MEST to develop Administrative Instructions/criteria for hiring new SDs on the basis of merit, and then helped develop professional standards for SD activities. These two points constitute the sustainable aspects of management training. While individuals reported they had benefited from these courses, many may not be able to operationalize what they had learned due to politics. It must be borne in mind, however, that the critical foundation for improvements is present owing to BEP activities.

### *STRENGTHEN THE ASSESSMENT OF LEARNING OUTCOMES:*

BEP served as a doorway for the implementation of the new KCF. KCF was piloted and capacities built on assessment: at least 80 percent of the schools with which BEP was working were introduced to the new paradigm. The new assessment system will guide change in teaching because it measures student learning outcomes that can be attributed to the new teaching and learning system. BEP's work in this area has established the benchmark for change in assessment in the PUE system and established a culture of assessment for learning.

With the development of national standards on assessment and a secondary by-law on assessment of the new KCF, BEP has laid the groundwork not just for assessment for learning, but also for summative assessment or verifying the achievement of intended learning outcomes - in other words, skills, knowledge and competencies that students are expected to acquire. It has introduced continuous assessment, final assessment at the end of the school year, and external assessment upon completion of key elements of the curriculum. Consequently, it has supported alignment of school-based assessment with national exams or external assessment. However, capacity building of all relevant stakeholders on both formative and summative assessment of learning outcomes is required for sustainability.

Overall, BEP has supported the initial establishment of a relevant and sustainable assessment system by assisting in the development of the legal infrastructure and other relevant statutory and non-statutory policy instruments that are prerequisite for the institutional arrangements and implementation of new policy.

### *IMPROVE IN-SERVICE TEACHER TRAINING:*

BEP's focus on TPD has added value to PUE. It was the first systematic approach to training and a resource structure that covered almost the whole country that had the school as its locus. BEP adapted

its training modules to conform to the needs of the KCF, thus laying the groundwork for the more specific training MEST and KPI would provide for different grades and different subjects.

The SBPD model has been recognized for its impact on MEST and PUE. Consequently, it became part of the new KESP 2017-2021. The strategy's focus on professional development, as one of the main objectives, gives attention to SBPD and states the following:

“According to the provisions of the Administrative Instruction No. 16/2013, the existing provider-led teacher professional development model should be expanded to include alternatives, such as a school-based professional development approach, without ignoring monitoring and accreditation mechanisms of professional development programmes and integration within the broad scheme of teacher licensing (at the central level). It will be necessary to develop a continuous process of needs assessment for teacher professional development, to be conducted at the central level, and at school and municipal level. Professional development should be managed under a broader central framework which connects it with on-going school curriculum reform and results obtained as per students' achievements” (KESP 2017-2021, p.24).

BEP's impact on PUE, therefore, has been the restructuring of teacher professional development to include SBFs charged with the responsibility to carry out teacher training on a local level. While this approach has been legalized, it is not in harmony with public service laws on teaching load and salaries. The added responsibility comes without remuneration now that the Program is over.

Overall, according to both the qualitative and quantitative research, BEP created a paradigm-shift in the PUE system, thus beginning to bridge the gap between the way education used to be administered and the way it will be in the future.

### EVALUATION QUESTION 3

*Based on the review of BEP's implementation and results, what recommendations are there for possible future USAID programming and/or other donors or governments in improving Kosovo's education system? What recommendations are there for supporting the implementation of the reform process?*

The research generated several “wish lists” for future USAID programming. These are presented in Annex I 3 – “Wish Lists” for Future USAID Programming.

Based on these and other data collected, the following three program recommendations are made:

**I) Develop BEP II**, with modifications, as that is what the vast majority of those interviewed in all categories want. Selected modifications might include:

- Examining each School Development Plan
- Conducting a needs analysis separate from courses offered
- Generating new courses related to the new KCF
- Offering continuous, longer & focused training
- Offering training to ALL teachers at ALL schools given by a broader range of professionals
- Adapting courses to school conditions (e.g., no science labs, insufficient number of computers)
- Refusing to certify teachers if they cannot perform
- Instituting systematic observation of and feedback to teachers after being certified
- Providing more clarity and practice on how to implement, including follow-up support
- Providing more courses for grades 6-9

- Distributing more learning tools
- Developing new textbooks to fit the new KC
- Creating linkages with the FoE to offer similar courses to ensure sustainability
- Reviewing the structure of SBPD to ensure that all parts are sustainable

**2) Follow the needs expressed in the Second KESP 2017-21**, under four Strategic Objectives (related to PUE). Pay particular attention to generating new textbooks that conform to the new curriculum and that follow the roll-out for different grades found under SO5:

- SO2: Management of the Education System
- SO3: Quality Assurance
- SO4: Teacher Development
- SO5: Teaching and Learning

Specific suggestions include:

- Supply all students with free textbooks developed to conform with the new curriculum at all levels
- Address the high drop-out rate
- Improve education system management
- Improve quality through long-term school development plans
- Assist in the development of national school leaving exams to reflect learning outcomes
- Assist MEST in integrating education project results into policies and procedures
- Assist MEST in defining new roles for inspectors

3) Develop a program that will assist MEST create partnerships with computer and other high tech equipment manufacturers to ensure that all teachers have access to and can use computers.

The following recommendations should be addressed within whatever project USAID decides to pursue:

- **Develop strategies to de-politicize the system:**
  - Work with Democracy & Governance to create a strategy to work with mayors and political parties in the interest of education and the children of Kosovo
  - Develop compliance mechanisms to ensure what was learned is implemented, i.e., establish output requirements, support mechanisms, etc.
- **Understand the Legal Framework within which a project is designed and implemented**, e.g., civil service hiring limitations, budget allocations and salary scales, other human resource policies, etc.
- **Always provide follow-up to one-off training** because participants are being introduced to new ideas and need to hear instructions more than once.

The following recommendations address project sustainability:

- **Include the Faculty of Education in any PUE education project** as any in-service courses offered through projects must be connected to pre-service training so that the capacity building outputs of the project will continue through FoE courses and with any in-service courses the IED will generate.

- **Develop a structure and process for gradually and systematically handing over project responsibilities** to the different Divisions of MEST, after participating in appropriate capacity building and mentoring to manage each part, with agreements, benchmarks and status reports/assessments for each step.

## EVALUATION QUESTION 4

*To what extent did BEP interventions contribute to improvements in the reading abilities of Kosovo students?*

**BEP’s model of teacher training as a one-off activity was sufficient to start teachers on a road that called for a complete paradigm shift on how to improve reading competencies, but without continued monitoring, progress declined resulting in less than desired A-EGRA scores at the second grade level.**

Early grade reading improvement is a core strategy of USAID’s education programs globally. In Kosovo, a working group was established by BEP with members of the FoE, MEST, and The Pedagogical Institute (TPI). The Albanian EGRA (A-EGRA) was developed as was a course on Developing Reading Skills in Early Grades targeting primary school teachers. To teachers the courses were very new as learning to read in Albanian (decoding) had not been a problem due to its simple phonetic and phonemic system. The problem arose in reading comprehension. The A-EGRA was administered only to second graders in the 24 MOU-signed municipalities, and then implemented twice more every two years thereafter in the same locations. To assist in A-EGRA implementation, BEP developed a course for teachers on how to administer the test and how to interpret the results. Primary teachers said that this training helped them understand the reading difficulties students had and this led to teachers being able to write individual work plans for each student to address their shortcomings. (See Annex 15 – Teachers and SBFs Attending the BEP Course “Developing Reading Skills in Early Grades” by Municipality.

### Course Content

The course and companion manual was intended to help primary teachers develop their understanding of reading, and how to teach it. The manual also emphasize parent roles and how they can help their children improve their reading skills.

Key components of the course/manual include developing the following competencies:

- Listening Comprehension
- Phonemic Awareness
- Phonics
- Reading Fluency
- Sight Vocabulary
- Reading Comprehension

Reading comprehension has been the most problematic competency to achieve as evidenced by the results of the A-EGRA given in 2012, 2014, and 2016 to second graders. The 2012 A-EGRA constituted the baseline against which progress was measured in the subsequent two tests. Tests included the following components and took about 15 minutes to administer to students in the second grade:

- Phonemic awareness
- Letter name/sound knowledge
- Familiar word reading
- Unfamiliar word reading

- Oral reading fluency (5a) Reading comprehension (5b)
- Listening comprehension
- Dictation

Table 4.1 below sets forth the comparative results for the administration of A-EGRA in the three assessment years. While the 2014 report asserted that improvements in reading comprehension were attributable to teachers implementing what they had learned in BEP training, the worst results reported were for 2016 when teachers trained had become more proficient in teaching reading. The report does not offer any good reasons for the decline in comprehension results (along with declines in other areas), and this is anomalous because during 2014-2015 the grades 1 and 2 supplementary readers had been produced and distributed, and student reading practices had increased.

**TABLE 4.1. COMPARATIVE ANALYSIS  
OF READING COMPREHENSION RESULTS OF THE A-EGRA**

Valid	2012		2014		2016	
	No.	%	No.	%	No.	%
0 or 1 – Deficit	322	40.30	218	27.3	340	42.6
2 or 3 – Emerging	225	28.17	371	46.6	266	33.3
4 or 5 – Established	252	31.54	207	26.0	193	24.2
Total	800	100.00	796	100.0	799	100.0

BEP was not totally in charge of A-EGRA, although the training and manuals produced addressed administration and interpretation of the test; the FoE was in charge of overall administration and interpretation of results.

#### *TEACHERS' OPINIONS OF A-EGRA*

Only comments from primary teachers are presented below:

- A-EGRA results have shown us how to identify areas where students need help, and the reading and writing course gave us the tools to help.
- Before participating in A-EGRA, I knew that students had some reading deficiencies, but I couldn't figure out what they were. Now I can identify what is wrong and can assign exercises for improvement.
- EGRA training helped me to help my students overcome their difficulties with reading.
- In my school we organized to provide additional hours to help students overcome their reading problems.
- Students are now able to do the text analysis (reading comprehension) but before they had difficulties.

Absent close monitoring and follow-up, early grade reading teachers received the greatest feedback when they learned that the scores on the second administration of A-EGRA showed a sharp decline in



the population who were having difficulty with comprehension. This positive reinforcement for reading teachers was sufficient to motivate them to carry on.

Though primary teachers reported that they were very satisfied with the training they received and were delighted with the grade 1 and 2 supplementary readers BEP had produced, they expressed a need for follow up – a need to be observed to determine if they were implementing properly what they had learned. The SBFs for early grade reading sought to keep momentum going, but they also needed feedback on what they were doing. Moreover, not all SBFs were as diligent in meeting their responsibilities. Hence, the facilitators and teachers carried on as well as they could, but when the project ended, their enthusiasm waned.

## Conclusions

BEP provided training on both early grade reading and the administration of A-EGRA to several thousand primary teachers. However, the number trained fell far short of what was needed in each municipality. As noted in Annex 15, training in early grade reading development was delivered to as few as 1 in some municipalities, while in other there were hundreds. The numbers of SBFs trained were also low and not proportional. BEP's model of training as a one-off activity was sufficient to start teachers on a road that called for a complete paradigm shift on how to improve reading competencies, but not enough to make implementation sustainable. Moreover, there was inadequate follow-up or “refresher” courses given either by the MLFs or the SBFs. The SBFs, according to teachers, were not “directed” by BEP to conduct such refreshers/mini-workshops, and even if there had been such a directive, no one came to the school to follow-up.

## EVALUATION QUESTION 5

*To what extent are BEP's achievements and results sustainable? How much are the counterparts taking on the responsibility to continue the work? What can be done to better ensure sustainability of project interventions?*

**While BEP's approach to creating sustainable structures was good, the project failed to take into account the necessity of additional bureaucratic changes necessary to make those structures sustainable.**

### BEP's Approach to Sustainability

BEP's approach to sustainability was to build a school-based structure to provide inputs that could be continued after the program was over. This approach was practical, but many issues in implementation eroded the possibility of sustainability:

- The PDC structure was dropped at the end of the project. Those who held responsibility for the PDCs were given other responsibilities, were promoted, or found jobs teaching.
- Although BEP's mandate did not include working with the FoE in developing teacher in-service and assessment courses, this put sustainability in jeopardy as new teachers were not familiar with the paradigm-shift in teaching and learning.
- While the manuals produced by BEP were extremely useful to those who had been trained using them, they cannot be used as self-teaching resources by those who had not been trained because the approach used and so many of the concepts introduced are so new.

- SBFs are no longer remunerated for the workshops they provide and any peer support given to fellow teachers at their schools or other schools in the municipality is on “volunteer” time as SBFs are not allowed a course reduction due to civil service laws.
- While all of the modules and manuals were turned over to the Division of Teacher Development in MEST, budget shortfalls are preventing the Division from continuing to offer the courses.

### Other Impediments to Sustainability

Structurally and operationally, BEP’s sustainability was made more challenging by several external events and internal policies/practices:

- Politicization of the educational system
- MEST counterparts unable to take on full responsibility for continuation of implementation
- MEDs not fully adhering to laws on appointments, planning and financial management
- Lack of a clear understanding of the need for underlying laws and policies to make changes, i.e., the civil service law and hiring new employees, regulations on number of teaching hours, inspectorate roles and responsibilities
- Inability to conduct significant follow-up for all courses, including in-classroom observations after certification, as Inspectorate only conducted administrative follow-up

Overall, BEP’s approach to creating sustainable structures was good, but BEP failed to take into account the necessity of the MEST to generate policies that would make those structures sustainable. While MEST was very anxious to see improvements in teacher and manager practices and thus improvements in student outcomes, their own policy-making process needed more time to cover these new structures.

The beginning of this report mentioned the many hardships Kosovo has endured over generations and noted that BEP was the first organized, systematic, country-wide professional development program to be implemented under the first KESP, 2011–16. The high quality of courses delivered and manuals produced attest to the vigor with which BEP was implemented. As a first time effort to bridge the gap between antiquated practices and policies and 21st century practices, however, led to the emergence of several gaps. To create the potential for future USAID-funded education projects to experience even greater success, the Lessons Learned discussed below should be taken into account.

## LESSONS LEARNED

Instead of presenting a “laundry list” of all the lessons that should have been learned through BEP implementation, this section’s focus is on four critical ones:

1. **Working Within Existing Structures and the Legal Framework:** BEP made several assumptions in developing their implementation structures that proved not to be sustainable. While BEP was likely aware of the passage of some of these laws and policies, sufficient time was not allowed for their being operationalized. In essence, any project that will introduce or change current structures and practices need to be contextualized within the current legal and policy frameworks.
2. **Depending on “Volunteer” Assistance:** PDCCs and SBFs “volunteer” their time to fulfill the functions BEP outlined for these positions. They are a part of the current structure, but not a paid

part. While it was necessary to have a PDCC to organize training and conduct training needs assessments, this work was done in addition to duties outlined in their “regular” job description. When BEP was being implemented, SBFs were paid a designated amount to offer workshops in local schools. Since the closure of BEP in July 2016, these payments have stopped. In a sense MEST subsidized the work done by PDCCs by continuing to pay salaries while releasing them for BEP work. SBFs were not subsidized by MEST because they continued to have their normal teaching course load. Addressing HR policies from the outset might have made these positions more sustainable.

3. **New Curriculum, Old Textbooks, and BEP Training:** While BEP reports insist that courses were being designed to fit the new KCF, that was not entirely possible owing to the fact that new textbooks have not yet been written to support the framework. Despite piloting in some 95 schools, the KCF was not based in new textbooks that emphasize the new outcomes approach to teaching and learning. Training will be delivered by MEST-selected teachers that have been teaching at pilot schools, but even they are confused about what they will be teaching and what materials will be used. This ambiguity is creating confusion.
4. **One-off Training, Monitoring, and Accountability:** BEP delivered more than 20 courses to various populations all over the country. Follow-up in the form of rigorous classroom monitoring of changes in teacher behavior needed to take place, as did mentoring and support. While a portion of the latter two fell to the SBFs, those who had significant experience in the practices being taught were needed to provide input and feedback. MEST officials recognized this as a shortcoming and drew up a policy to add more inspectors to undertake pedagogical – not just administrative – oversight. Had monitoring, mentoring, measurement and feedback been serious parts of BEP design and implementation, teachers would have had the support they needed. With the new law, however, how will inspectors know what to look for in teacher observations as they have not been trained themselves on BEP practices.
5. **Measuring Learning Outcomes:** Data collection and analysis needs to be comprehensive and thorough. That the team was unable to interview students, and was not given access to national examination and PISA results meant that the evaluation could not document any improvements in learning that could be attributable to BEP. Every project undertaken should keep a running record of such test data so that learning outcomes can be analyzed on an annual basis to determine the effectiveness of project interventions. The system in BEP’s case was to improve learning outcomes, but certain critical information was missing from reports – teacher observations and student outcomes. Without these data we cannot summarily declare that the project was a success.

In essence, the Lessons Learned are parts of an incomplete system that did not fully take into account the items identified above. This is a reflection on development in general, and on the BEP program in particular. Having had two organizations managing the project with two different COPs guiding the process made for hiccups in BEP’s vision and thus in implementation (despite the claims by BEP former leaders that the transition was “smooth”). That the new COP “told” MEST what to do (according to more than one MEST official) rather than worked in collaboration with MEST is a clear indication that the transition was not as smooth as was thought. Greater care in examining and planning for each part of a complex system is what is required in all development projects.

# BEP FINAL REPORT ANNEXES

## ANNEX I – SCOPE OF WORK (SOW)

The Contractor shall design and execute the evaluation to generate detailed knowledge about the performance of the BEP project, to measure accountability, project outcomes and benefits.

The Contractor shall disaggregate collected data by sex to the greatest extent possible in order to ascertain how the project impacted teachers, administrators, and students; how the activities affected the status and roles of women and men, girls and boys within the areas of intervention (for example roles in decision-making); how results of the work affected men and women differently; and what specific benefits of the program can be uniquely and specifically attributed to targeting women.

USAID/Kosovo will provide the Contractor with **key documents** and background material relevant to Kosovo’s education sector and the applicable USAID design and project documentation, as well as any available documents deemed necessary to the Contractor to be familiar with the BEP activities. Key documents include:

- BEP SOW
- Quarterly and Annual Reports, Work Plans, Activity Monitoring Plans
- Kosovo Education Strategic Plan,
- Project developed report assessment and surveys, such as initial, midterm and final reports of early grade reading assessment

All above reports will be made available to the Contractor immediately upon award. Many relevant documents can also be found at the following link <https://www.usaid.gov/kosovo/newsroom>.

Since the project has ended, USAID cannot confirm the availability of project records beyond those listed above. However, USAID will request FHI 360 to make project records and personnel available to the evaluation team.

### Evaluation Questions

The Contractor must address the following **key questions** and may include others as necessary to meet the objectives of the evaluation. In addressing all evaluation questions the Contractor will do so in a manner and order that it determines to be most effective, efficient, and encompassing of all relevant stakeholders:

- To what extent has the program met its three stated objectives and what were the results?
- What is the current situation of the Kosovo Pre-University Education System and to what degree did it benefit from the implementation of BEP’s three (3) program assistance components?
- Based on the review of BEP’s implementation and results, what recommendations are there for possible future USAID programming and/or other donors or

governments in improving Kosovo education system? What recommendations are there for supporting the implementation of the reform process?

- To what extent did BEP interventions contribute to improvements in the reading abilities of Kosovo students?
- To what extent are BEP's achievement and results sustainable? How much are the counterparts taking on the responsibility to continue the work? What can be done to better ensure sustainability of project interventions?

## Methodology

The Contractor shall design and execute an evaluation to generate detailed knowledge about the magnitude and performance of the BEP project and measure accountability and benefit. It is anticipated that the evaluation methods will include and rely on a mixture of methods, including documentation review, small surveys, and in-person or telephone interviews with key informants in the U.S. and in-person interviews in Kosovo. The Contractor will review all of the available documents made available by USAID/Kosovo prior to arrival in country. Upon review of the documentation, the Contractor will develop an evaluation framework (including a draft evaluation Work Plan) that is most appropriate and feasible to accomplish the goals outlined in the Scope of Work. In considering the evaluation design, the Contractor will incorporate diverse information gathering approaches in order to reach the widest possible sample of the main target audiences.

In preparing a data-gathering approach, questions should be tailored to reflect, as appropriate, the specific roles of the stakeholders. The data analysis plan will include how interview and/or focus group interviews will be transcribed and analyzed; what procedures will be used to analyze quantitative data from surveys and qualitative data from key informant and other stakeholder interviews; any methodological limitations; and how the evaluation will weigh and integrate qualitative data with quantitative data. All data will be disaggregated by sex, as appropriate.

### DATA COLLECTION AND ANALYSIS

USAID requests that the evaluator complete the following table as part of its detailed design and evaluation plan.<sup>14</sup>

<b>Evaluation Question</b>	<b>Data Source</b>	<b>Data Collection Method</b> <i>(including sampling methodology, where applicable)</i>	<b>Data Analysis Method</b>

<sup>14</sup> Another format may be used if the table is not preferred, but any chosen format should contain all the information specified for each question

## SCHEDULING AND PERIOD OF PERFORMANCE

The anticipated start date would be mid-January. The anticipated time for fieldwork in Kosovo is approximately three weeks. A six-day workweek is authorized while performing fieldwork in Kosovo.

### Deliverables

1. **Work Plan** – A Work Plan for the evaluation must be completed by the Contractor within 10 working days of the award of the contract and presented to the M&E Specialist and Contracting Officer's Representative (COR) for approval prior to starting any data collection. The evaluation design will include a detailed evaluation design matrix, draft questionnaires, other data collection instruments and known limitations to the evaluation design. The Work Plan must include the anticipated schedule and logistics, and delineate the roles and responsibilities of members of the evaluation team.
2. **Initial Briefings** – The Contractor will meet with USAID/Kosovo upon arrival in Kosovo to review the objectives of the evaluation. The team is expected to be in country for three weeks.
3. **Preliminary Draft** – The team will submit a preliminary draft report and a presentation for the debriefing to the Mission M&E Monitoring and Evaluation (M&E) Specialist and to the USAID/Kosovo Economic Growth Office team at least one working day before Mission debriefing.
4. **Debriefing with USAID** – The team will present the major findings of the evaluation to USAID/Kosovo after submission of the preliminary draft report and before the team's departure from country. The debriefing will include a discussion of achievements and issues as well as any recommendations the team has for possible modifications to project approaches, results, or activities. USAID will submit written comments within five working days after debriefing.
5. **Final Report** – The Final Report will be provided to the USAID/Kosovo Mission Monitoring and Evaluation Specialist in electronic form within five (5) business days following receipt of comments from USAID. The Contractor is expected to send a revised version of the final report within 5 working days after receipt of comments from USAID/COR. The report shall include an executive summary and not exceed 30 pages (excluding appendices). The executive summary should be 3-5 pages in length and will summarize the purpose, background of the project being evaluated, main evaluation questions, methods, findings, conclusions, and recommendations and lessons learned (if applicable). The report shall follow USAID branding procedures.

The annexes to the report shall include, at a minimum:

- The Evaluation Scope of Work;
- Any statements of differences regarding significant unresolved difference of opinion by funders, implementers, and/or members of the evaluation team;
- All tools used in conducting the evaluation, such as questionnaires, checklists, and discussion guides;
- Sources of information, properly identified and listed; and

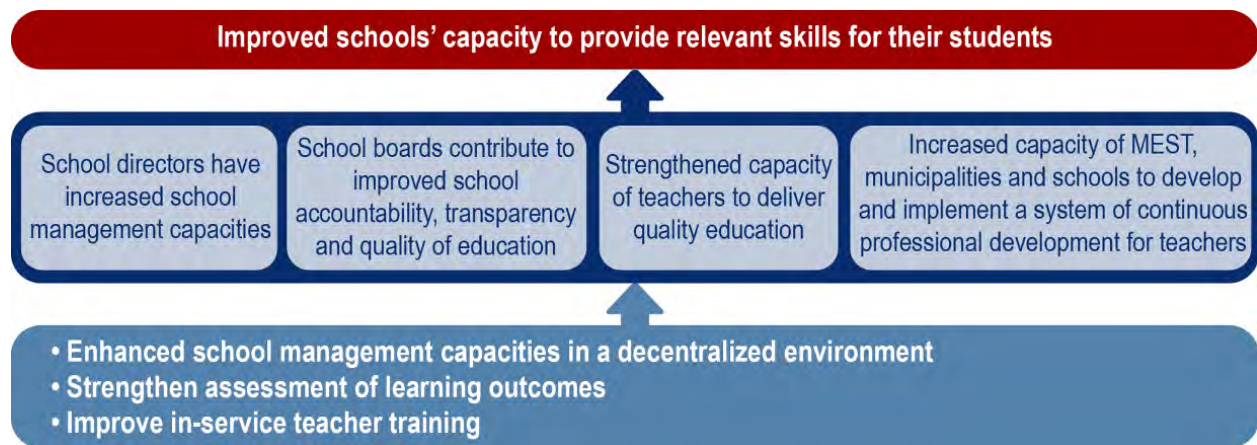
Disclosure of conflicts of interest forms for all evaluation team members, either attesting to a lack of conflict of interest or describing existing conflict of interest.

## ANNEX 3 – WORK PLAN

### Introduction

The Basic Education Program (BEP) contract was awarded to FHI 360 in August 2010 as a five-year initiative, funded jointly by USAID and the Government of Kosovo. During the BEP implementation, the Ministry of Education, Science and Technology (MEST) adopted the Kosovo Education Strategic Plan (KESP) for 2010-2015. At the heart of this plan are three key developments in the education sector. These developments are: 1) Decentralization of schools and municipalities; 2) A new Kosovo Curricular Framework (KCF); and 3) A new teacher licensing system. USAID's BEP supports these positive and forward-looking initiatives in close collaboration with the MEST, as well as other donors. With its activities, BEP directly contributes to KESP.

BEP was designed to benefit the public primary and lower secondary schools in Kosovo (serving grades 1 – 9). Over the course of implementation, the project has worked in almost 650 schools in 31 of Kosovo's current 37 municipalities. Approximately half of the schools received assistance in all three objective areas (stated below); the others received assistance in one or two of the objective areas. The logic of the BEP, implemented by FHI 360, is summarized in the graphic below:



In 2015, BEP was given an eleven-month no-additional-cost extension to allow program activities to continue through the 2015-2016 school year.

### Assessment Objectives and Key Questions

#### OBJECTIVES

The Mission requires this performance evaluation to provide USAID/Kosovo with an objective external evaluation of the management, performance and sustainability of BEP activities from August 30, 2010, to the present.

The evaluation includes the following three components aimed at supporting reforms introduced by the Ministry of Education, Science and Technology (MEST):

1. Enhance School Management Capacities in the Decentralized Environment: BEP aims to improve the management skills of school directors, school boards, and Municipal Education Departments (MEDs) in the areas of planning, school management and quality assurance.
2. Strengthen the Assessment of Learning Outcomes: BEP aims to improve the capacity to develop and implement new school-based (internal) and potentially national (external) assessments tied



to the new curricula at the local, municipal, and central levels. This will support the establishment of an effective and reliable assessment system of student learning outcomes that will increase the quality of education at the primary level.

3. Improve In-service Teacher Training: BEP assists the Ministry of Education, Science and Technology (MEST) in providing in-service teacher training reforms. These reforms include certification requirements, supporting the MEST new Teachers' Licensing foundation and establishing a program for teachers that will provide continuous professional development.

The Evaluation Team will examine the overall impact of the activities on the target institutions and validate/observe the progress made in achieving the results and objectives as specified in the award with FHI 360.

The Evaluation Team will review actual versus planned progress in attaining the anticipated results; will identify and analyze problems, delays and other issues related to project implementation; and will document lessons learned.

### *KEY QUESTIONS*

The MSI team will address the following five key questions:

**EQ1** – To what extent has the program met its three (3) stated objectives and what were the results?

**EQ2** – What is the current situation of the Kosovo Pre-University Education System and to what degree did it benefit from the implementation of BEP's three (3) program assistance components?

**EQ3** – Based on the review of BEP's implementation and results, what recommendations are there for possible future USAID programming and/or other donors or governments in improving Kosovo's education system? What recommendations are there for supporting the implementation of the reform process?

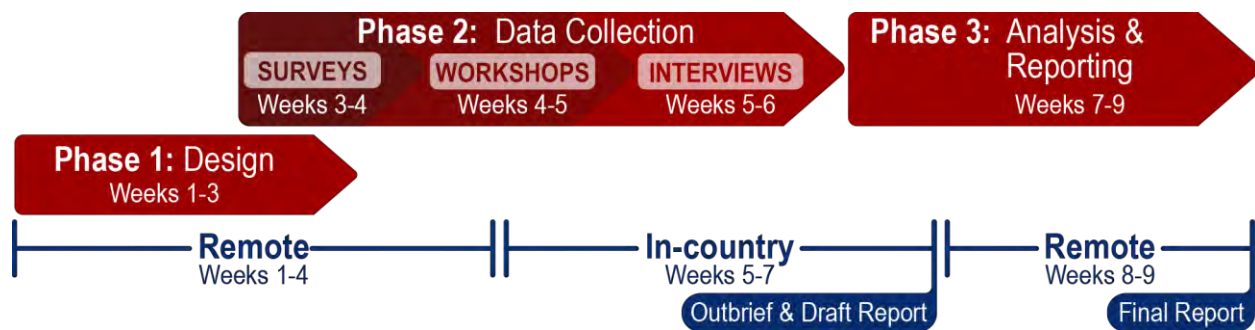
**EQ4** – To what extent did BEP interventions contribute to improvements in the reading abilities of Kosovo students?

**EQ5** – To what extent are BEP's achievements and results sustainable? How much are the counterparts taking on the responsibility to continue the work? What can be done to better ensure sustainability of project interventions?

### **Technical Approach**

MSI proposes a three stage "natural experiment" design using mixed methods. The natural experiment design will compare schools receiving different packages of activities from the three objectives to identify which combination of activities best produced results. We will use mini-surveys and a document review to identify what happened and use qualitative methods to explain why.





## OVERVIEW: THREE PHASES

**Phase 1, Design:** The team that conducted the previous evaluation noted concerns with the time constraints placed on in-country data collection. Based on this concern and the RFTOP’s requirement that surveys be included as part of the approach, we have designed our methodology to include additional time for data collection before our team arrives in Kosovo. During this time, we will work with our data collection partner Index Kosova remotely to design and administer mini-surveys to four target groups. We have worked with Index Kosova to design the tightest timeline possible for survey administration, understanding the Mission’s need to have the final report as soon as possible.

After the surveys are completed, Index Kosova will conduct workshops with representatives of the surveyed groups to gain qualitative insight on the survey findings. Local members of our evaluation team will attend the initial set of workshops. Our expatriate team members will arrive in-country just as the first set of workshops is completed and will be able to attend one or more of the final workshops to gain insight on beneficiary perspectives. As the workshops are being completed, our full team will turn their attention to conducting KIIs to gain further qualitative perspective on the evaluation questions. In total, the expatriate team members will be present in-country for three weeks.

During Phase I, the team will work remotely to develop the work plan after an initial telephone briefing with Mission officials and an online TPM. We will compile the relevant documents and early grade reading assessment (EGRA) datasets from USAID, and each of the four evaluation team members will help to review them. We will conduct a review of documents such as IP reports, success stories, MEST publications, etc., which will contribute to a synthesis report. In parallel, we will analyze trends in the EGRA scores to assess the extent to which students’ performance changed as BEP was implemented.

We will also work with Index Kosova during Phase I to design and pre-test the four mini-surveys, compile respondent lists and finalize the sampling strategy. The mini-surveys will be designed to collect data from four respondent groups: school directors, school board members who are teachers, school board members who are parents and municipal education officials. The surveys will include mostly closed-ended questions, with a small number of open-ended questions as well. We will also spend time during this phase designing the workshop approach and KII guides.

**Phase 2, Data Collection:** The team will move into active data collection and administration of the survey, while continuing the analysis of the EGRA data and documents gathered during Phase I. We will oversee Index Kosova’s administration of the four mini-surveys and review the data as it is received. As we review the data, we will code the responses to the open-ended questions by theme.

Once the surveys are complete, Index Kosova will hold workshops with representatives of the surveyed groups to help interpret the findings. We will hold six workshops, three in Albanian majority municipalities and three in K-Serb municipalities. In each area there will be one workshop for school

directors, one for parents who are school board members and another for teachers who are school board members.

At the end of Phase 2, we will conduct a series of interviews with key stakeholders to seek additional information and solicit recommendations regarding future activities to support education sector reform.

**Phase 3, Analysis & Reporting:** Data analysis will begin almost immediately after we receive the first data and will proceed simultaneously throughout Phase 2 so we are able to produce a preliminary draft and out briefing before the team leaves the field.

#### *A MIXED-METHODS ASSESSMENT APPROACH*

Our planned data collection methods for this performance evaluation include a document review and content analysis, statistical analysis of EGRA data, mini-surveys, workshops and KIs.

**Document review and content analysis:** We will review the FHI 360 performance reports as well as other documents to identify what results have been achieved and which factors have affected BEP's performance. We will pay particular attention to the program's underlying assumptions and how risk was managed. Our analysis will identify key factors and processes, which may have helped or hindered BEP's performance.

**Statistical analysis of EGRA data:** We will use the available EGRA data to assess whether there is a statistically significant difference between the measurements that would represent progress. If we only have access to the baseline and mid-term data, we will perform a standard t-test. If there are data from all three time periods available, we will be able to perform an even more sophisticated test known as a two-tailed ANOVA, or an analysis of variance. Regardless of which tests we use, we will perform a statistical analysis of BEP's differential impact on boys and girls.

**Mini-surveys:** The mini-surveys will generate primary data on respondent perceptions of BEP's achievements. We plan to re-use as much as possible the instruments that were used in the 2013-2014 mid-term performance evaluation to be able to analyze any changes in opinions over time (see Annex B).

For the survey sample, our unit of analysis will be schools. We will work with MEST and USAID staff to purposively select up to 12 municipalities that are representative of three characteristics: status of the MoE in the municipalities, ethnic mix, and level of economic development. From those municipalities, we will purposively select up to 70 schools stratified along three dimensions: school size, rural/urban setting, and number of BEP interventions. Finally, in each of the sampled schools Index Kosova will separately survey the school directors (n=70) as well as two randomly selected parents (n=140) and two randomly selected teachers (n=140) who are members of the school boards. In addition, given the important role of Municipal Departments of Education in implementing BEP, we will survey the full set of 24 Municipal Education Department officials responsible for the BEP's implementation.

Once the schools in the sample are selected, Index Kosova will develop the list of possible respondents. Working through USAID, our team will solicit a letter from MEST to all respondents requesting their cooperation. Index Kosova will then telephone respondents to set up appointments to conduct the survey interviews in person. We anticipate that the MEST letter will help to significantly increase response rates and speed the administration of the survey. During the interview, the questionnaires will be administered using electronic devices providing the Global Positioning System (GPS) coordinates of the enumerator, the rate of questionnaire fulfillment, data-entry skip and filter validation and enumerator comments on the interview.

Index Kosova employs experienced local, mostly female, Kosovar enumerators who speak Albanian and Serb. K-Serbs will conduct interviews in K-Serb areas. We will work with Index Kosova to ensure they adapt their standard set of enumerator training materials to meet the needs of each respondent type. Index Kosova supervisors will do back-checking on a daily basis to ensure the highest possible quality of data and will cover a minimum of 15 percent of the interviews. MSI will receive the first 10 percent of questionnaires for verification and quality assurance purposes.

During our analysis, we will perform statistical tests to verify that any differences we find between men and women, categories and localities of respondents, and past and present data are statistically significant. Because the sample sizes of directors, teachers and parents will be small, we will perform more robust tests, such as the Fisher t-test to strengthen the analysis before formulating our conclusions.

**Workshops:** During the workshops, we will discuss the findings from the mini-surveys and our analysis of EGRA data with representatives of the surveyed groups. We will ask each sub-population to first interpret and contextualize their sub-groups' survey results. Then, we will ask them to do the same for the results of the other sub-populations. This will create an opportunity for checks and balances in interpreting the data. We will ask them additional questions to generate more qualitative insight into BEP's performance and results. Then we will ask participants about the next steps that should be taken to support education sector reform. Three to four prepared questions will be used to spur discussion.




To identify participants for the workshops, we will draw on the lists developed for the surveys to pull together survey participants from individual municipalities, drawing across all surveyed schools in that municipality. We will draw the sample of workshop participants purposively to ensure ethnic, gender, school size and geographic representation to the fullest extent possible.

Index Kosova will record the workshop proceedings and provide transcripts to MSI translated into English. We will analyze the workshop data by coding it thematically. Where possible, qualitative data will be quantified and the number of respondents providing response categories will be provided. We will use MaxQDA software to help facilitate the coding and analysis.

**KIIs:** After the workshops, we will divide our team into two sub-teams to conduct KIIs (see Annex C), with each team comprising of one expatriate and one local. The sub-teams will use a tailored set of open-ended questions to guide the interviews. These will pertain to the interpretation of quantitative and qualitative findings as well as opinions on BEP's performance and the options for additional reforms. We will conduct KIIs with a purposively drawn sample of some of the key municipal officials where decentralization has been successful and less so, as well as with FHI staff (if available) and MEST representatives. Our team will analyze the notes from these meetings using the same thematic coding process described above.

For both quantitative and qualitative data, we will disaggregate our analysis by gender. This will allow us to assess BEP's differential gender impact. We will give special attention to gender analyses to ascertain how the project impacted teachers, administrators and students (through their parents) of both genders. The analysis will also examine how the activities and results affected the status and roles of women and men within the areas of intervention (for example, roles in decision making), and what specific benefits of the program can be uniquely and specifically attributed to targeting women.

Key components of Phases I, II, and III are outlined below:

<b>Phase I: Design</b> February-March	<b>Phase II: Data Collection</b> March	<b>Phase III: Analysis and Reporting</b> March-April
<ul style="list-style-type: none"> <li>• Hold a Team Planning Meeting and initial phone briefing with USAID.</li> <li>• Work Plan revisions</li> <li>• Hold initial discussion with MEST and USAID with regards to sampling and pre-survey letter to go out from MEST.</li> <li>• Document and EGRA dataset compilation</li> <li>• Document and EGRA data review and synthesis</li> <li>• Data collection instrument development (KIs, workshops, and mini-survey), create enumerator training, finalize sampling with Index Kosova.</li> <li>• Perform initial statistical testing of EGRA data.</li> <li>• Conduct enumerator training, complete document review, complete EGRA analysis</li> <li>• Complete identification of KIs and being scheduling</li> </ul> <div style="text-align: center; margin: 10px 0;">  </div> <ul style="list-style-type: none"> <li>• Work Plan (draft, revised)</li> <li>• Evaluation Design</li> <li>• Data collection instruments</li> </ul>	<ul style="list-style-type: none"> <li>• Field mini-survey</li> <li>• Conduct first two of six workshops</li> <li>• In-brief at Mission</li> <li>• Conduct remaining four of six workshops</li> <li>• Key informant interviews</li> <li>• Initial statistical analysis of mini-survey data, content analysis of workshop transcripts, and analysis of KII notes.</li> </ul> <div style="text-align: center; margin: 10px 0;">  </div> <ul style="list-style-type: none"> <li>• In-brief presentation</li> </ul>	<ul style="list-style-type: none"> <li>• Continued analysis of multiple data streams</li> <li>• Out brief at Mission</li> </ul> <div style="text-align: center; margin: 10px 0;">  </div> <ul style="list-style-type: none"> <li>• Presentation of preliminary findings to USAID</li> <li>• Draft Evaluation Report</li> <li>• Final Evaluation Report</li> </ul>

### ANALYSIS PLAN OVERVIEW

The following analysis plan matrix summarizes the evaluation questions and approaches to collecting and analyzing data for this performance evaluation.

Data Source	Data Collection Method	Data Analysis Method
<b>1) To what extent has the program met its three stated objectives and what was their impact?</b>		
<b>FHI performance monitoring reports (PMRs); school directors, school board parents and teachers, MEST and municipal officials</b>	FHI document review, mini-surveys, workshops and Klls	Content analysis of PMRs, Klls and workshops; and descriptive and inferential statistical analysis (Fisher t-test and Odds Ratio / Odds Difference)
<b>2) What is the current situation of the Kosovo Pre-University Education System and to what degree did it benefit from the implementation of the BEP's three components?</b>		
<b>FHI, USAID, other donors, MEST and municipal officials</b>	Document review and Klls	Content analysis of documents and interview notes
<b>3) Based on the review of BEP's implementation and results, what recommendations are there for possible future USAID programming and/or other donors or governments in improving Kosovo education system? What recommendations are there for supporting the implementation of the reform process?</b>		
<b>USAID, other donors, MEST and municipal officials, school directors and school board parent and teacher members</b>	Mini-surveys, workshops and Klls	Content analysis of PMRs, Klls and workshops; and descriptive and inferential statistical analysis (Fisher t-test and Odds Ratio / Odds Difference)
<b>4) To what extent have the reading abilities of students improved as a result of BEP interventions?</b>		
<b>Students' reading tests' results</b>	Compilation of available EGRA data	ANOVA between pre- and post-project reading scores and t-tests for gender differences
<b>5) To what extent are BEP's achievement and results sustainable? How much are the counterparts taking on the responsibility to continue the work? What can be done to better ensure sustainability of project interventions?</b>		
<b>FHI, USAID, other donors, MEST and municipal officials, school directors and school board parent and teacher members</b>	Document review, mini-surveys (including open-ended questions), workshops and Klls	Content analysis of PMRs, Klls and workshops; and descriptive and inferential statistical analysis (Fisher t-test)

Instruments needed to implement these methodologies will be developed during Phase I, in parallel with review of existing materials and EGRA datasets. Annex B contains the preliminary mini-survey instruments, which as mentioned above will be the basis for more focused data collection via workshops and key informant interviews. The draft survey instruments are in turn based on the instruments from the mid-term evaluation, but revised minimally to allow for continuity where possible.

There are a number of known limitations and biases in the data the team will collect. Most importantly, this evaluation will be *unable to quantitatively examine a set of variables known to affect learning*, e.g., socio-economic status, home life, instruction in other subjects, classroom conditions, teacher quality, etc. This means that although the team's rigorous analysis of EGRA data will be able to point to statistically significant changes over time, they will be unable to test counterfactuals through incorporation of iterated observations of relevant causal variables.

This evaluation will have a *selection bias* for the qualitative data: the selection of municipalities and schools will not be made randomly, rather it will be made purposively according to pre-established criteria. This reality limits the team’s ability to make causal claims, but the use of multiple sources of qualitative data should provide a solid basis from which to point to contribution. In addition, selection of key informants will be done purposively without “soft stratification” via qualitative selection criteria. Again, multiple sources of data should mitigate this bias.

*Response bias* is a common problem for performance evaluations, as key informants are aware that evaluation recommendations may lead to changes or even cancellation of interventions that they value for other reasons. The small group setting of the team’s workshops pose a further problem of group dynamics that may bias the resulting responses. Well-qualified facilitators and multiple sources of data should allow the team to carefully consider this bias in their analysis. Finally, *recall bias* is another potential problem for qualitative data from key informants or small groups. People often have difficulty with accurate recall for events or details from further in the past. As with other biases, multiple sources of data provide multiple opportunities to identify and correct for potential discrepancies during the analysis.

### **Team Composition and Responsibilities**

To conduct this performance evaluation, the MSI team includes strong international and local education experts, supported by a home office team for technical review and management.

The **Evaluation Team Leader** will exercise senior technical leadership over all aspects of this performance evaluation, including deliverables. The Team Leader will collaborate with other team members to:

- Phase 1: Compile relevant documents and EGRA datasets, review implementer and secondary documents, analyze and synthesize documents and data, and develop data collection instruments
- Phase 2: Participate in and oversee data collection, oversee Index Kosova’s administration of mini-surveys, review mini-survey data for quality, oversee or conduct workshops, conduct key informant interviews, conduct an in-brief and out-brief per Mission guidance, and maintain regular communication with Mission and MSI points of contact.
- Phase 3: Participate in analysis of multiple sources of data, produce a preliminary analysis for Mission out-brief, and write and oversee writing of the evaluation report.

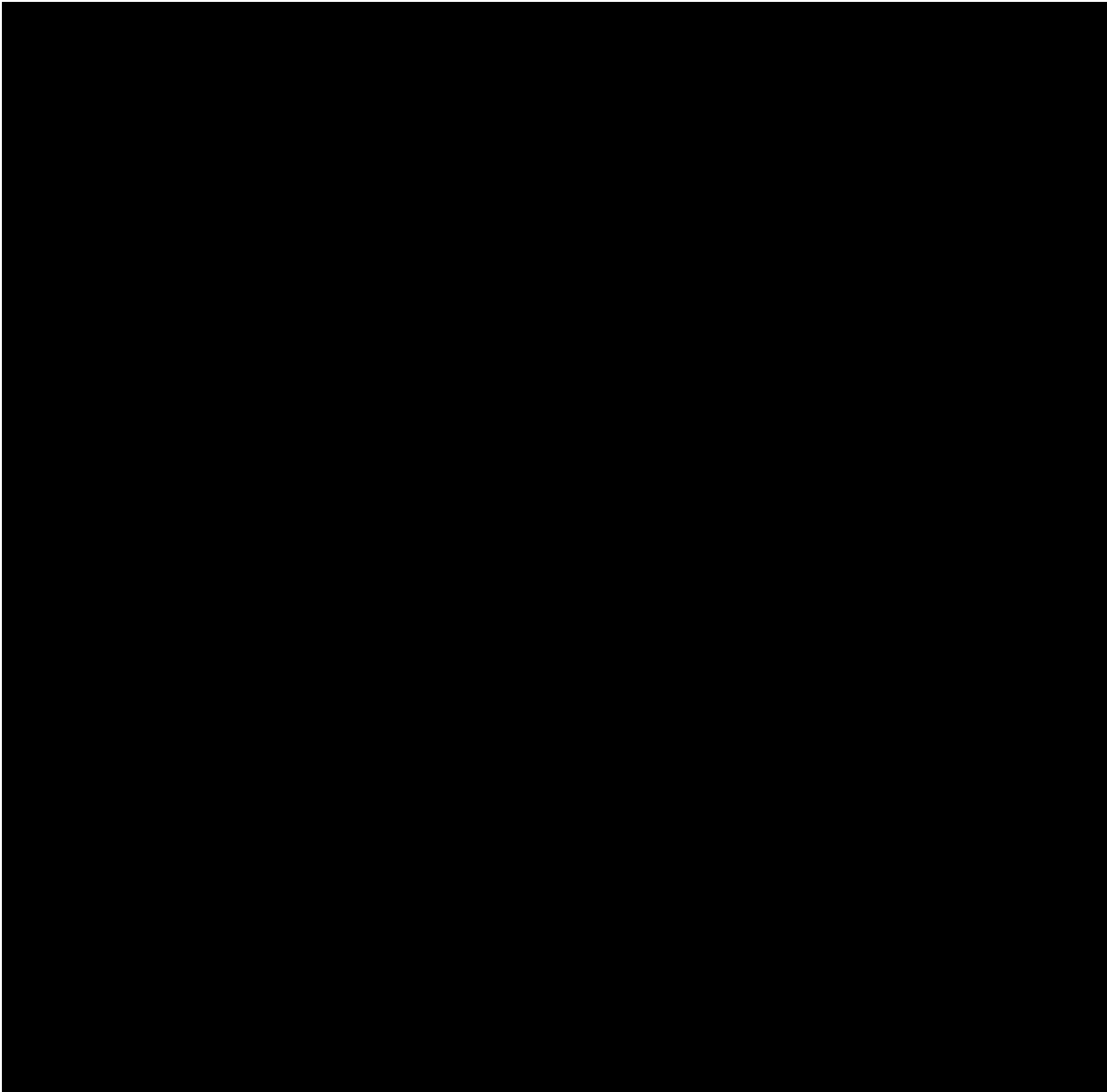
The **Senior Basic Education Analyst** and **Basic Education Analysts** [REDACTED] and [REDACTED] will work under the technical leadership of the Evaluation Team Leader and collaborate to:

- Phase 1: Compile relevant documents and EGRA datasets, review implementer and secondary documents, analyze and synthesize documents and data, and develop data collection instruments. Ms. Kastrati will take the lead role in developing the min-survey instrument for fielding by Index Kosova.
- Phase 2: Participate in data collection, oversee Index Kosova’s administration of mini-surveys, review mini-survey data for quality, oversee or conduct workshops, conduct key informant interviews, participate in an in-brief and out-brief, and maintain regular communication with the Team Leader. [REDACTED] will take the lead role in overseeing and/or conducting workshops.

Phase 3: Collaborate in analysis of multiple sources of data, produce a preliminary analysis for Mission out-brief, and write sections of the evaluation report per the guidance of the Team Leader.

**Technical Director** [REDACTED] will oversee the team's work on this evaluation, including checking in frequently with the Mission and the team, and maintaining quality of all deliverables per USAID and MSI's high standards.

## ANNEX 4 – SAMPLE FRAME FOR INDEX KOSOVO MINI-SURVEYS





## SCHOOLS

#	Municipality	U/R	Place	School	# of students	# of comp.
1	Gjakovë	R	Shqiponje	Deshmoret e Kombit	124	3
2	Podujevë	R	Murgull	Sami Frashëri	36	3
3	Obiliq	R	Hade	Fazli Graiçevci	43	3
4	Vushtrri	R	Duboc	Azem Bejta	52	3
5	Ferizaj	R	Jezerc	Skënderbeu	55	3
6	Prishtinë	R	Glogovice	Azemi e Salihu	44	3
7	Dragash	R	Krusevo	Svetlost	65	3
8	Prizren	R	Jabllanice	Sharr	82	3
9	Kamenicë	R	Busavate	Hasan Prishtina	109	3
10	Istog	R	Shushice	Mehemt Akifi	127	3
11	Dragash	R	Kosave	Ulina	136	3
12	Vushtrri	R	Nadakoc	Nadakoc	164	3
13	Obiliq	R	Sibofc	Migjeni	166	3
14	Kamenicë	R	Topanice	Rexhep Mala	167	3
15	Istog	R	Llukafc i Begut	Fan S Noli	188	3
16	Gjakovë	R	Doblibare	Dëshmorët Lleshi	194	3
17	Prizren	R	Pllanje	Pllanje	201	3
18	Podujevë	R	Llaushe	Kadri Kadriu	209	3
19	Prizren	R	Lubinje e larte	Izvor	240	3
20	Ferizaj	R	Softaj	Abetarja	259	3
21	Malishevë	R	Snik	Gjergj Fishta	267	3
22	Podujevë	R	Dobratine	Esad Mekuli	277	3
23	Malishevë	U	Malishevë	Ibrahim Mazreku	807	1
24	Prishtinë	U	Prishtinë	Shkolla Model	765	3
25	Obiliq	R	Millosheve	Hasan Prishtina	48	1
26	Prishtinë	R	Slivove	Filip Shiroka	109	3
27	Fushë Kosovë	R	Grabovc	Laura Scotti	143	2
28	Malishevë	R	Banje	17 Shkurti	210	2
29	Vushtrri	R	Dobërllukë	Dobërllukë	260	1
30	Prizren	R	Gerncare	Gerncare	281	3
31	Ferizaj	R	Dardani	Ditura	361	3
32	Prishtinë	R	Barileve	Ali Kelmendi	332	2,3
33	Podujevë	R	Lluga	Ilir Konushevi	350	2,3
34	Malishevë	R	Llozice	Gjergj Kastrioti	518	1,2
35	Fushë Kosovë	U	Fushë Kosovë	Selman Riza	1347	2,3
36	Kamenicë	R	Tugjec	Nuhi Berisha	28	2,3

#	Municipality	U/R	Place	School	# of students	# of comp.
37	Podujevë	R	Bervenik	Jahe Hasani	48	1,3
38	Vushtrri	R	Zhilivodë	SHFMU Zhilivodë	61	1,3
39	Fushë Kosovë	R	Sllatine e Madhe	Bajram Curri	126	2,3
40	Malishevë	R	Busavate	Hasan Prishtina	159	1,2
41	Ferizaj	R	Prelez i Muahaxherve	Liman Rekaj	168	1,2
42	Vushtrri	R	Akrashticë	SHFMU-Akrashticë	227	1,3
43	Kamenicë	R	Hogosht	Skënderbeu	235	2,3
44	Prishtinë	R	Llukare	Ganimete Terbeshi	254	2,3
45	Kamenicë	U	Kamenicë	Dëshmorët e kombit	488	2,3
46	Malishevë	R	Dragobil	Emin Duraku	310	3
47	Ferizaj	R	Nikadin	Konstadin Kristoforithi	312	3
48	Istog	R	Rakosh	Ndre Mjeda	322	3
49	Prishtinë	R	Prishtinë	Nëna Tereza	323	3
50	Vushtrri	R	Smerkonicë	Enver Hadri	418	3
51	Podujevë	R	Lluzhan	Afrimi e Fahriu	453	3
52	Dragash	R	Restelica	Restelica	504	3
53	Gjakovë	R	Rogove	Haxhi Hoti	616	3
54	Vushtrri	R	Hertice	Rilindja	636	3
55	Prishtinë	U	Prishtinë	Shkolla e Gjelbërt	650	3
56	Dragash	U	Dragash	Fetah sylejmani	450	3
57	Gjakovë	U	Gjakovë	Fehmi Agani	620	3
58	Ferizaj	U	Ferizaj	Astrit Bytyci	569	3
59	Obiliq	U	Obiliq	Pandeli Sotiri	263	3
60	Kamenicë	U	Kamenicë	Desanka Maksimoviç	271	3
61	Podujevë	U	Podujevë	Xheladin Rekaliu	534	3
62	Vushtrri	U	Vushtrri	SHMU - 1	743	3
63	Prizren	U	Prizren	Fadil Hisari	848	3
64	Vushtrri	U	Vushtrri	SHMU - 2	1044	3
65	Istog	U	Istog	Bajram Curri	1397	3
66	Prishtinë	U	Prishtinë	Elena Gjika	1729	3
67	Gjakovë	U	Gjakovë	Yll Morina	796	3
68	Prizren	U	Prizren	Leke Dugagjini	1593	3
69	Ferizaj	U	Ferizaj	Gjon Serreçi	2367	3
70	Obiliq	U	Obiliq	17 Shkkurti	308	1

## ANNEX 5 – QUESTIONS POSED IN MINI-SURVEYS

### Municipal Officials (MEDs) Questionnaire

This questionnaire is anonymous and confidential. Thus, your name will not be solicited or revealed. We are attempting to objectively measure the quality, merit and worth of the BEP.

Please leave blank or unanswered those questions about which you have no information

1. To what degree did the BEP program help in the actual decentralization of education in Kosovo?  
Not at all      a little      some      much      very much
2. In your opinion, what is the quality of technical assistance provided by the BEP program?  
Very low      low      average high      very high
3. How do school directors and teachers value the Professional Development Centers (PDCs)?  
Not at all      a little      some      much      very much
4. To what extent has the BEP training in school management received by school directors increased their effectiveness in managing their schools?  
Not at all      a little      some      much      very much
5. As a result of BEP training, to what extent has the capacity of municipalities improved in educational planning?  
Not at all      a little      some      much      very much
6. To what degree is there sharing of information and practices among municipalities about the BEP program?  
Not at all      a little      some      much      very much
7. To what degree has in-service teacher development improved as a result of the training you received from BEP?  
Not at all      a little      some      much      very much
8. To what degree has BEP training assisted teachers in their ability to assess student learning?  
Not at all      a little      some      much      very much
9. In your opinion, has school-based teacher development been more successful than cascaded training provided practices utilized in the past?  
Not at all      a little      some      much      very much
10. To what degree have the “lead schools” been successful in serving as models for other schools?  
Not at all      a little      some      much      very much
11. To what degree could the teacher’s union (SBASHK) be more positively involved in the BEP program?  
Not at all      a little      some      much      very much
12. To what extent has BEP mobilized parents and community members to be involved in school management/boards membership?  
Not at all      a little      some      much      very much

13. To what extent have opportunities for women and girls improved due to the activities of BEP?

Not at all          a little          some          much          very much

14. To what extent have schools been able to use the 21<sup>st</sup> century technologies to which they were introduced in BEP training?

Not at all          a little          some          much          very much

15. To what extent has BEP enhanced/improved relationships between municipalities and the MEST?

Not at all          a little          some          much          very much

16. To what extent have school hiring and placement practices changed since BEP management training?

Not at all          a little          some          much          very much

17. What is your overall opinion of the Basic Education Program?

Very low          low          average high          very high

18. What is your overall view of the Basic Education Project compared to other educational projects?

Very low          low          average high          very high

19. What, in your opinion, are the major strengths and weaknesses of the BEP program?

20. If you were the director of the BEP project, what would you do differently?

## Professional Development Center Coordinator (PDCC) Questionnaire

This questionnaire is anonymous and confidential. Thus, your name will not be solicited or revealed. We are attempting to objectively measure the quality, merit and worth of the BEP.

Please leave blank or unanswered those questions about which you have no information

1. To what degree did the BEP program help in the actual decentralization of education in Kosovo?  
Not at all          a little          some          much          very much
2. In your opinion, what is the quality of technical assistance provided by the BEP program?  
Very low          low          average high          very high
3. How do school directors and teachers value the Professional Development Centers (PDCs)?  
Not at all          a little          some          much          very much
4. In your opinion, how effective is the MED in coordinating and planning for the professional development needs of schools ?  
Not at all          a little          some          much          very much
5. As a result of BEP training, to what extent has the capacity of municipalities improved in planning?  
Not at all          a little          some          much          very much
6. In your opinion, how effective is the MED in supervising and monitoring training provided at the PDC?  
Not at all          a little          some          much          very much
7. In your opinion, how has educational decentralization improved the working relationship between MEDs and the MEST?  
Not at all          a little          some          much          very much
8. To what degree has BEP training assisted teachers in their ability to assess student learning?  
Not at all          a little          some          much          very much
9. After having received BEP training on how to manage PDCs, what is your opinion of your own management practices?  
Very low          low          average high          very high
10. In your opinion, to what degree is in-service teacher development improving as a result of the BEP training provided at the PDC?  
Not at all          a little          some          much          very much
11. In your opinion, to what extent has the BEP training for school directors increased their effectiveness in school management and planning?  
Not at all          a little          some          much          very much
12. In your opinion, to what degree has the BEP training provided to teachers improved teaching and learning?  
Not at all          a little          some          much          very much
13. In your opinion, to what extent has the PDC training assisted teachers in understanding and

implementing the new curriculum?

Not at all      a little      some      much      very much

14. In your opinion, what is the quality of the workshops/training provided by the master learning facilitators employed by the BEP?

Very low      low      average high      very high

15. In your opinion, what is the quality of the workshops/training provided by the school facilitators?

Very low      low      average high      very high

16. In your opinion, to what degree do you share information and practices among other PDCCs about professional development?

Not at all      a little      some      much      very much

17. In your opinion, has school-based teacher development been more successful than cascaded training practices utilized in the past?

Not at all      a little      some      much      very much

18. In your opinion, to what degree have the “lead schools” been successful in serving as models for other schools?

Not at all      a little      some      much      very much

19. To what extent have opportunities for women and girls improved due to the activities of BEP?

Not at all      a little      some      much      very much

20. To what extent have schools been able to use the 21<sup>st</sup> century technologies/classroom to which they were introduced in BEP training?

Not at all      a little      some      much      very muc

21. What is your overall opinion of the Basic Education Program?

Very low      low      average high      very high

22. In your opinion, what are the major strengths and weaknesses of the BEP program?

23. If you were the director of the BEP project, what would you do differently?

## School Director Questionnaire

This questionnaire is anonymous and confidential. Thus, your name will not be solicited or revealed. We are attempting to objectively measure the quality, merit and worth of the BEP.

Please leave blank or unanswered those questions about which you have no information.

1. What is the degree to which the BEP program is helping in the decentralization of education in Kosovo?

Not at all          a little      some          much          very much

2. To what extent is the Professional Development Center (PDC) contributing to your school's staff professional development?

Not at all          a little      some          much          very much

3. In your opinion, will the PDCs continue to provide professional development in the future?

Not at all a little      some      much      very much

4. In your opinion, what is the quality of training for School Directors under the BEP program?

Very poor      poor      average      good      very good

5. To what extent has BEP training assisted you in school planning and management?

Not at all          a little      some          much          very much

6. As a result of BEP training, to what extent has the capacity of municipalities improved in educational planning?

Not at all          a little      some          much          very much

7. To what degree has BEP training assisted teachers in understanding and implementing the new curriculum framework?

Not at all          a little      some          much          very much

8. To what degree has the training provided to teachers improved teaching and learning in your school?

Not at all          a little      some          much          very much

9. To what extent has teacher training in A-EGRA improved student reading outcomes?

Not at all a little      some      much      very much

10. To what degree has BEP training improved teacher ability to assess student learning?

Not at all          a little      some      much      very much

11. To what degree have student reading skills improved as a result of BEP training?

Not at all            a little    some    much    very much

12. To what degree has BEP training of parents and community members led to their involvement in student learning?

Not at all            a little    some    much    very much

13. To what degree has BEP training of parents and community members increased their skills in school management/ board membership?

Not at all            a little    some            much            very much

14. To what degree has BEP training increased the capacities of school boards?

Not at all            a little    some            much            very much

15. To what extent have opportunities for women and girls improved due to the activities of BEP?

Not at all            a little            some            much            very much

16. To what degree do school directors within the BEP program share information and practices?

Not at all            a little    some            much            very much

17. To what extent could the teachers' union (SBASHK) be more positively involved in the BEP program?

Not at all            a little    some            much            very much

18. How has your school benefited from training on the use of 21<sup>st</sup> Century Technologies in teaching and learning?

Not at all            a little            some            much            very much

19. To what degree has having school-based facilitators in your school improved the quality and frequency of the training your teachers receive?

Not at all            a little            some            much            very much

20. To what degree has school management and other BEP training fostered the growth of student councils and student clubs at your school?

Not at all            a little            some            much            very much

21. Overall, what is your opinion of the Basic Education Program?

Very poor            poor            average            good            very good

22. What in your opinion are the major strengths and weaknesses of the BEP program?



## Teacher Questionnaire

This questionnaire is anonymous and confidential. Thus, your name will not be solicited or revealed. We are attempting to objectively measure the quality, merit and worth of the BEP.

Please leave blank or unanswered those questions about which you have no information

1. How much have you benefited from the work of the Professional Development Center (PDCs)?  
Not at all            a little            some            much            very much
2. In your opinion, what is the quality of technical assistance provided by the overall BEP program?  
Very low            low            average            high            very high
3. To what degree is there sharing of information among schools, PDCs, and municipalities about what has been learned in BEP training?  
Not at all            a little            some            much            very much
4. To what extent do teachers share teaching practices and methods among themselves?  
Not at all            a little            some            much            very much
5. To what extent has the BEP training received by your school director increased his/her effectiveness in managing the school?  
Not at all            a little            some            much            very much
6. As a result of BEP training, to what extent has the capacity of the municipalities improved in educational planning?  
Not at all            a little            some            much            very much
7. To what degree has your ability to assess student learning improved as a result of BEP training?  
Not at all            a little            some            much            very much
8. To what degree have student reading skills improved as a result of BEP training?  
Not at all            a little            some            much            very much
9. To what degree has BEP training assisted you in understanding and implementing the new curriculum framework?  
Not at all            a little            some            much            very much
10. To what degree has BEP training assisted you in planning and managing your classroom?  
Not at all            a little            some            much            very much
11. To what degree has having school-based facilitators in your school improved the quality and frequency of the training you have received.  
Not at all            a little            some            much            very much
12. To what extent could the teachers' union (SBASHK) be more positively involved in the BEP program?  
Not at all            a little            some            much            very much

13. To what degree has school management and other BEP training fostered the growth of student councils and student clubs at your school?  
 Not at all            a little            some            much            very much
14. To what degree has the BEP program gotten parents and community members involved in student learning, especially reading?  
 Not at all            a little            some            much            very much
15. To what extent has BEP mobilized parents and community members to be involved in school management/board membership?  
 Not at all            a little            some            much            very much
16. To what degree have you been able to use the 21<sup>st</sup> century teaching and learning technologies you were introduced to in BEP training?  
 Not at all            a little            some            much            very much
17. To what extent have opportunities for women and girls improved due to the activities of BEP?  
 Not at all            a little            some            much            very much
18. To what extent has BEP training in A-EGRA improved student reading?  
 Not at all            a little            some            much            very much
19. Overall, what is your opinion of the quality of teacher training and professional development under the BEP program?  
 Very poor            poor            average            good            very good
20. What is your overall opinion of the Basic Education Project?  
 Very poor            poor            average            good            very good
21. What in your opinion are the major strengths and weaknesses of the BEP program?
22. If you were the director of the BEP project, what would you do differently?

## **ANNEX 7 – QUESTIONS POSED IN QUALITATIVE INTERVIEWS**

Groups of related questions are set forth under each number. Some questions were asked directly while, based on responses, some were dropped

### **INTERVIEW SCHEDULE – MUNICIPAL EDUCATION DEPARTMENT OFFICIALS (MEDs)**

1. Please tell me about your job in the municipality: How long have you been in this position? Were you in this position during BEP implementation? What types of qualifications did you need to be hired for this job? What are your responsibilities? What type of guidelines does the municipality have on how you should do your work? How practical are these guidelines?
2. What type of support do you have to fulfill your responsibilities? What is the role of the MED? To whom do you report? With what other municipal departments do you generally collaborate?
3. How is educational decentralization being managed in your municipality? Overall, who is in charge of this decentralization? What type of challenges have you faced in the decentralization process?
4. How do you work with Professional Development Center Coordinators? How do you plan, coordinate and monitor their work to ensure quality implementation of professional development? Are PDCs located in all schools in this municipality? What types of professional development have PDCCs undertaken to do their jobs? How often do you interact with PDCCs? What is the substance of that interaction? What types of challenges do you face in working with PDCCs? How are professional development needs identified? Are PDCCs active in offering professional development? Since BEP ended, how has your work with PDCCs changed?
5. How do you work with schools? How many schools are under your jurisdiction? With whom, in particular, do you work at schools? What are the expectations schools have of you/someone in your position? How are you able to fulfill these expectations? What types of challenges do you face in working with schools? What kind of managerial oversight do you provide to schools? How often do you visit schools in your jurisdiction? What feedback do you provide after you visit schools?
6. What do you see as the greatest challenges school directors face in school management and planning? How did the BEP training address these challenges? What type of reporting do you require of your school directors? How often? What challenges do you face in assisting with school planning?
7. What do you see as the greatest challenges teachers face in performing their responsibilities? How did the BEP training address these challenges? What do you see as the greatest challenges for teachers in implementing the new curriculum in schools? What other areas still need addressing through training? How do you find out what these needs are? Are you in a position to provide teachers support? If so, how do you do this?
8. In planning for professional development training, how do you determine what the needs are among school directors, teachers and parents? What specific actions are taken to involve parents in schools?
9. What type of training offered by BEP have you had that addressed your responsibilities? How long was each type of training? How did the training help you in your work? What other training do you feel you need to improve your ability to do your work?
10. How much interaction do you have with other MEDs? How useful is this interaction in terms of sharing ideas and learning how other MEDs conduct their work?

11. Overall, what type of successes have you experienced in doing your work? What type of challenges do you face in doing your work?

12. If you could redesign the BEP project, what would you do differently?

## **INTERVIEW SCHEDULE – PROFESSIONAL DEVELOPMENT CENTER COORDINATORS (PDCCs)**

1. Please tell me about your job as a PDCC: How long have you been in this position? What qualifications did you need to be hired for this job? What are your responsibilities? To whom do you report? What type of plan do you have to fulfill your responsibilities? What type of guidelines do you have on how you should do your work? How practical are these guidelines?
2. What type of support do you have to fulfill your responsibilities? How do you work with MEDs? How is the planning, coordinating and monitoring organized between the two of you?
3. Of what do PDCs consist? What is done in the PDCs? With whom, in particular, do you work at schools? How do you meet the expectations of those expressing needs for professional development at the school?
4. What types of professional development are needed at schools? By school directors? By teachers? By parents? How do you identify professional development needs? How does the PDC fulfill those needs? Once you have identified needs, what are the steps you take to fulfill them? E.g., how is training organized? Who delivers it? For how long? In providing training, how do you work with the Master Learning Facilitators? With the school-based facilitators?
5. Were you in your position when BEP was being implemented?\_What type of training offered by BEP have you had that addressed your responsibilities? How did the training help you in your work? What other training do you feel you need to improve your ability to do your work?
6. How much interaction do you have with other PDCCs? How useful is this interaction in terms of sharing ideas and learning how other PDCCs conduct their work? Has this interaction continued since the end of the project? What else has changed for you and the PDC since the end of the project?
7. Overall, what type of successes have you experienced in doing your work? What type of challenges do you face in doing your work?
8. If you could redesign the BEP project, what would you do differently?

## INTERVIEW SCHEDULE – SCHOOL DIRECTORS (SDs)

1. Please tell me about your job as a school director: How long have you been in this position? Were you in this position during the implementation of BEP? What qualifications did you need to be hired for this job? What are your responsibilities? To whom do you report?
2. Please tell me about this school: How many students are in each grade? How many teachers are there for each grade? What is the average teacher/student ratio for each class? In which language(s) is instruction provided in this school? Do you have sufficient textbooks in all subjects in these languages? If not, what are the deficiencies? Do you have sufficient practical and didactical tools for teaching and learning? Have you been a piloting school in addressing the new curriculum framework? What are the challenges? How has BEP training reduced these challenges?
3. What type of support do you have to fulfill your responsibilities? How do you work with MEDs? How do you work with PDCCs? How do you work with school-based facilitators? Since the end of BEP, how has your work changed?
4. Tell me about the PDC in your school: What types of training are offered at this PDC? How many of your teachers have attended training there? In what subjects? What are your expectations of your PDC?
5. In your school, what types of professional development are needed, especially by teachers? How does the PDC fulfill those needs? Once you have identified needs, what are the steps you take to fulfill them? Has there been additional training initiated in your school beyond that offered by BEP? How were they initiated and organized? What type of follow-up/monitoring is undertaken (by whom) to determine if what has been learned has been implemented in the classroom?
6. What type of training offered by BEP have you had that addressed your responsibilities? Addressed educational decentralization? How did the training help you in your work? What other training do you feel you need to improve your ability to do your work?
7. What is the function of the school management team? What are their major concerns? What is the composition of the team (gender, teachers, parents/community)? What are the team's responsibilities? How do they fulfill them? What kind of training has BEP provided them on school management? To what extent are standards for school management applied? To what extent has there been any "classroom makeovers" in your school? What has been the result in terms of parent involvement? What challenges do you face in working with the school management team?
8. What types of technology do you have available for teaching and learning at your school? Were you and your teachers taught how to use this technology by BEP? How adequate was the training? Is the technology used regularly? Teachers in which grades use it more? What other technology would you like to see in your school? How often is the 21<sup>st</sup> Century Classroom used by teachers?
9. What types of student council, clubs and organizations do you have at your school? Please explain membership in terms of gender, grade level, and activities. How do they function in your school? How have teachers integrated club projects in their classes? What other clubs and organizations would you like to have established to be useful for the future of your students?
10. What is your opinion of school-based teacher training? How many school-based facilitators in which subjects and at which grade level do you have at your school? How are these trainers linked to the PDC and master facilitators? How often is training offered? In which subject and which grade level? Have these trainings been accredited by MEST? Are you satisfied with the training offered? If not, what should be changed?

11. At your school, how much are parents/community members involved? What do they do? Is there a parent/teacher association? What do you think are the reasons why parents may not be involved?

12. How much interaction do you have with other School Directors? How useful is this interaction in terms of sharing ideas and learning how other School Directors conduct their work? How has BEP been helpful in this regard?

13. Overall, what type of successes have you experienced in doing your work? What type of challenges do you face in doing your work?

14. If you could redesign the BEP project, what would you do differently?

## INTERVIEW SCHEDULE – TEACHERS

1. Tell me about the position you have at this school: What subject do you teach? What grade level(s) do you teach? What type of certification do you have? How long did you study to be a teacher? How long have you been teaching? What qualifications did you need to get your job? To whom do you report? How many hours in a day do you teach? Were you a teacher either at this school or another during the implementation of BEP?
2. What type of support do you have to teach: Do you have sufficient textbooks so that each student has his/her own book? What types of teachers' guide to you have for your textbooks? What type of learning aids do you use in teaching your classes? Do you use any technology in teaching? What type of training did you receive on the use of this technology? What other technology would you like to have for teaching and learning? Do you use the 21<sup>st</sup> Century Classroom?
3. What BEP-generated courses have you attended that was facilitated by the master facilitators? How satisfied were you with these trainings? Tell me the elements of training you were able to implement in the classroom? Which elements do you feel made you a better teacher? What other courses would you like to see offered at the PDC? How do you let the PDCC and/or your school director know that you need these courses? How much of what you learned have you been able to use in your classes?
4. What types of training have you attended that was facilitated by school-based facilitators? What subjects/grade levels? How does school-based training differ from that offered by the master facilitators? How do you let facilitators know that you need to learn more about a particular topic? How useful are the training materials? What type of follow-up/monitoring is provided by whom to provide you any additional help in implementing what you have learned?
5. Tell me about your students: How many students are in your classes? How many girls? How many boys? What do you think is the ceiling number of students a teacher should have in a class? What is the language of instruction? What do you think are the reasons why parents don't send their children to this school? Do students regularly use the library? In general, how aware are parents about the need for their children to be able to read? In your classes, what is the general level of reading of your students? In general, do boys perform better than girls in your classes, or vice-versa?
6. In managing your classes, what are your biggest challenges? (Give examples if teacher needs prompting - Attendance? Being on time? Continuous assessment of student progress? Lack of materials? Classroom Size?) What assessment techniques were you taught in BEP training? Have you been able to use these tools to assess your students on a continual basis? How do you record progress? How and how often do you report progress back to your students and their parents? How many of your students have to repeat your classes? At what grade level does this generally occur?
7. How and how often do you interact with parents? On what basis? What is your opinion of parents having a say in the management of schools? What would prevent a parent from interacting with you/coming to the school?
8. How did the results of the A-EGRA help you to identify students with reading deficiencies? How do you address these deficiencies? In BEP training on EGRA, how were you taught to analyze these results? What training did you have in addressing deficiencies? How useful were these trainings?
9. Please describe your relationship with the school director: how committed is s/he to the goals of BEP? How supportive is s/he of professional development in all aspects of teaching? If you could advise her/him, what would you say could be improved?



10. Please describe your relationship with the PDCC: how committed is s/he to the goals of BEP? How does s/he determine what your professional development needs are? How does she go about meeting these needs? How has this changed since the end of the BEP?

11. Overall, what type of successes have you experienced in doing your work? What type of challenges do you face in doing your work?

12. If you could redesign the BEP project, what would you do differently?

## INTERVIEW SCHEDULE – PARENTS

1. Please tell me a little bit about yourself. What you do for a living? How many children you have in school? Anything you would like to say.
2. In a month, about how many times do you come to the school? For what reason?
3. Are any of you on the school management team, the parents' council or on the school board? If so, what are your responsibilities?
4. What kind of training did you receive to understand how parents can be more involved in their children's schools? Was this BEP training? What did you learn in this training? How were you able to use the training?
5. How do you work with the school director in taking care of the school? Please give me an example of some of your activities at the school. Please tell us about classroom makeovers in your school. Have there been any classroom makeovers in your school? How were you involved?
6. Are you satisfied with the education your children are receiving? Why/why not? Is there anything you can do about this to improve the education?
7. Are you satisfied with your children's teachers? Why.why not? In your view, what are the characteristics of a good teacher? Have you noticed anything different about the way the teachers teach over the last few years? What is different? Do your children seem to be happier with school than they were a few years ago? What explains the difference?
8. Are you satisfied with the level of reading your children have achieved? Why/why not? Is there anything you can do to help your children read better? What materials have you received from BEP to help your children read better? Have any of you received training from BEP on how to help your children read better? What is your opinion of that training? Were you able to do what you were trained to do? Why/why not?
9. What are some improvements you would like to see the school make? How can you help in making those changes? What do you think a parent's responsibility is to improve the school? How do you work with the school director in making school improvements? How do you work with teachers?
10. What are your dreams for your children? How is the school helping your family realize these dreams?

## ANNEX 9 – MANAGEMENT TRAINING COURSES ATTENDED

Municipality	School Management and Leadership			School Governing			Parent Councils			Student Council		
	M	F	T	M	F	T	M	F	T	M	F	T
Decan	19	3	22	45	8	53	33	24	57	32	36	68
Dragash	11	0	11	17	0	17	19	0	19	12	8	20
Ferizaj	5	7	12	57	32	89	21	55	76	30	61	91
Gjakova	33	14	47	86	39	125	46	66	112	39	52	91
Gllgovc/Drenas	28	5	33	58	9	67	49	41	90	37	42	79
Hani i Elezit	8	0	8	12	0	12	8	7	15	0	0	0
Istog	20	6	26	22	9	31	19	10	29	19	20	39
Junik	0	0	0	0	0	0	27	17	44	0	0	0
Kllokot	0	0	0	2	1	3	0	0	0	3	2	5
Malishevë	22	6	28	58	11	69	18	27	45	44	44	88
Mitrovica	2	9	11	69	35	104	27	29	56	24	48	72
Novo Bërdë	4	5	9	12	2	14	9	3	12	6	9	15
Obiliç	10	9	19	15	7	22	7	25	32	6	10	16
Peja	2	3	5	63	20	83	31	23	54	32	43	75
Podujevë	16	4	20	35	35	70	21	56	77	47	48	95
Prishtina	8	10	18	53	34	87	25	64	89	35	74	109
Prizren	4	3	7	44	18	62	8	42	50	42	58	100
Rahovec	26	7	33	52	7	59	131	13	144	41	52	93
Shtrepce	2	1	3	6	2	8	8	0	8	4	6	10
Shtimje	9	5	14	25	10	35	8	1	9	8	13	21
Skenderaj	0	2	2	24	3	27	28	8	36	23	27	50
Suharekë	17	5	22	56	16	72	25	32	57	42	47	89
Vushtrri	30	14	44	51	9	60	46	72	118	57	60	117

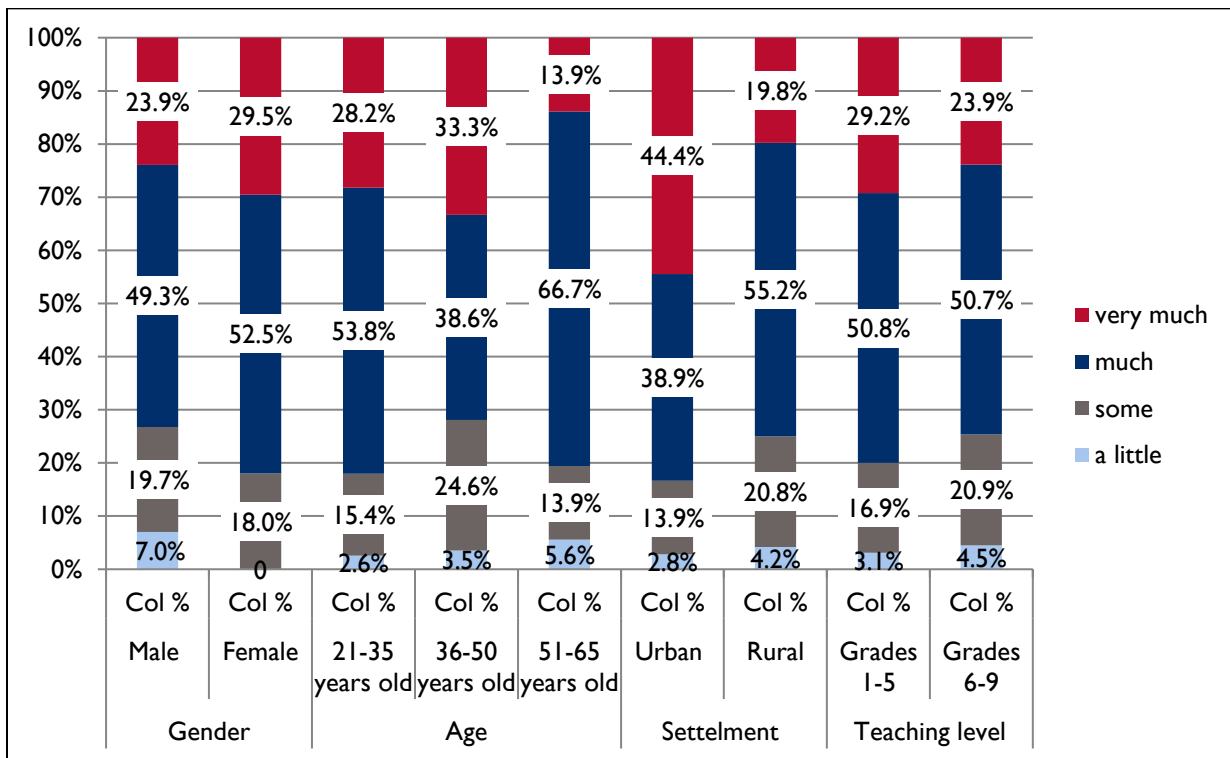
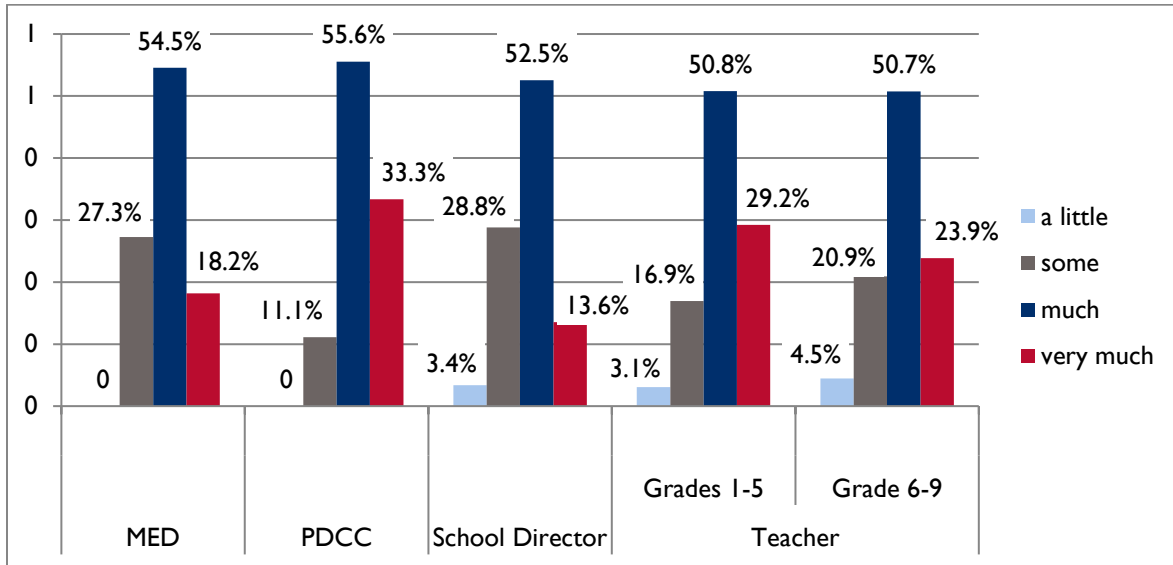
Municipality	School Management and Leadership			School Governing			Parent Councils			Student Council		
	M	F	T	M	F	T	M	F	T	M	F	T
Fushë Kosovë	0	1	1	0	0	0	0	0	0	0	0	0
Gjilan	4	1	5	0	0	0	0	0	0	0	0	0
Kaçanik	1	1	2	0	0	0	0	0	0	0	0	0
Kamenicë	5	1	6	0	0	0	0	0	0	0	0	0
Lipjan	11	4	15	0	0	0	0	0	0	0	0	0

Note: Mamushë, Klinë and Viti municipalities had other trainings but not management training

## ANNEX 10 – CERTIFIED TEACHERS AND SCHOOL-BASED FACILITATORS ATTENDING FORMATIVE ASSESSMENT TRAINING

Municipality	Facilitators			Certified Teachers		
	F	M	Total	F	M	Total
Decan	11	11	22	155	140	295
Prizren	37	26	63	474	410	884
Stimje	7	6	13	78	81	159
Skenderaj	5	34	39	145	259	404
Viti	11	10	21	171	179	350
Gjakova	26	19	45	355	180	535
Hani i Elezit	3	0	3	37	41	78
Mitrovica	28	7	35	391	195	586
Pristina	41	18	59	1097	311	1408
Rahovec	10	13	23	231	293	524
Dragash	2	18	20	24	150	174
Ferizaj	17	9	26	450	271	721
Glogovc	21	29	50	225	325	550
Istog	6	14	20	133	107	240
Junik	4	2	6	22	8	30
Malisheve	12	28	40	157	340	497
Novo Brdo	0	0	0	11	8	19
Obilic	7	4	11	139	65	203
Peja	17	8	25	372	200	572
Podujevo	20	26	46	423	409	832
Shterpce	6	2	8	29	23	52
Suhareka	26	21	47	213	233	446
Vushtrri	24	19	43	321	282	603
Fushe Kosove	8	3	11	126	59	185
Gjilan	15	8	23	551	306	857
Kacanik	9	12	21	116	169	285
Kamenic	6	17	23	135	176	311
Klina	13	16	29	122	149	271
Ljipjan	11	17	28	191	202	393
Viti	11	10	21	171	179	350

## ANNEX II – PERCEPTIONS OF BEP ASSISTANCE IN PROVIDING FORMATIVE ASSESSMENT TRAINING



## ANNEX 12 – TEACHER TRAINING COURSES ATTENDED AND EQUIPMENT/ KITS DELIVERED

Course	Grade Level	Participants	Equipment/ Kits	No.
Project-Based Learning in Sciences	6-9	464	Science	141
Design Challenge in Teaching and Learning Technology	6-9	169	Control Boxes	130
Environmental-Related Learning	6-9	607	Flip Cameras	176
Practical Applications of IT in Teaching and Learning English	6-9	225	Lego Robots	137
Technician Clubs	6-9	91	Robotic Arms	133
Developing 21st Century Skills in Mathematics	1-9	2,457	Technology	167
Developing Reading Skills in Early Grades	1-5	4,604	Bottle Crushers	156
Action Research	1-9	177	Bottle Cages	23
Learning Standards Facilitation Course	1-9	# of facilitators: 1,641	Test Tubes	25
Computer Programming	1-9	140	Mathematics	399
Coordination of School-Based Professional Development	1-9	50	Learner-centered classroom	86
Learner-Centered Classroom	1-5	124		

## ANNEX 14 – MUNICIPAL EDUCATION DIRECTORS, PROFESSIONAL DEVELOPMENT CENTER COORDINATORS, SCHOOL DIRECTORS, TEACHERS & PARENTS (QUALITATIVE INTERVIEWS)

Population Interviewed	Responses
MEDs (n=7)	<ul style="list-style-type: none"> <li>• Extend the program to higher middle school</li> <li>• Develop teacher exchanges to other countries so they can see how education works in other countries</li> <li>• More training on reducing school violence</li> <li>• Equip school science labs</li> <li>• How teachers can create individual learning plans with their students</li> <li>• Add training in inclusion and pedagogical services</li> <li>• Develop didactic centers in all schools</li> <li>• Harmonize policies between MEST and the project</li> <li>• Train inspectors to monitor teachers</li> <li>• Ensure that PDCCs have a pedagogical background</li> <li>• Extend training to all those who want/need it</li> <li>• Provide more instruction on digital teaching</li> <li>• Include courses in pre-service FoE offerings</li> <li>• Include courses in MEST teacher professional development offerings</li> </ul>
PDCCs (n=7)	<ul style="list-style-type: none"> <li>• Monitoring</li> <li>• Continue with training (3)</li> <li>• Stronger partnership with MED rather than MEST</li> <li>• Make the position permanent at the MED and school levels (3)</li> <li>• Build libraries instead of PDCs</li> <li>• Provide more support materials and guidelines</li> <li>• Provide courses for all disciplines as well as to pedagogues and school psychologists</li> <li>• Emphasize the importance of the coordinator role to school directors</li> <li>• Ensure that all teachers take ITC training</li> </ul>
School Directors (n=8)	<ul style="list-style-type: none"> <li>• Fulfill the need for technology (and provide related training) to all schools, not just those with PDCs – “there is only so much you can do with a piece of chalk” (3)</li> <li>• Monitoring and accountability (4)</li> <li>• Reduce the intensity of training</li> <li>• More training and more diverse training (covering all disciplines at all levels) on methodology (4)</li> <li>• Pay more attention to rural schools</li> <li>• Impose sanctions on teachers who do not implement what they have learned</li> <li>• Provide a course on how to conduct performance assessments</li> <li>• Develop SD exchanges to observe how education is managed in other countries</li> <li>• New, relevant textbooks</li> </ul>
Teachers (n=21)	<ul style="list-style-type: none"> <li>• More training (5)</li> <li>• Inclusion of training for all subject areas (music, art, sports, science)(2)</li> <li>• Monitoring of teachers (by MEST or BEP)(6)</li> <li>• Performance assessment of teachers</li> <li>• More ITC courses (4)</li> <li>• Technical support for student clubs</li> <li>• Continue with Formative Assessment and EGRA</li> </ul>



Population Interviewed	Responses
	<ul style="list-style-type: none"> <li>• MLAs and SBF should provide demonstration lessons in front of students so teacher can see how to do things the way they are taught</li> <li>• Greater support for the PDC so that it is open for all schools</li> <li>• How to administer the classroom diary</li> <li>• Teaching methodologies for pre-school</li> <li>• A math lab and training in math at all levels</li> <li>• PE training for small children</li> <li>• How to work with children with special needs</li> <li>• Greater clarity in teaching Formative Assessment</li> <li>• How to mentor</li> <li>• Training and equipment for all areas of language learning</li> <li>• Provide information on training to teachers directly as SDs do not always share the information they have</li> <li>• Don't choose teachers for training on political grounds</li> </ul>
Parents (n=3)	<ul style="list-style-type: none"> <li>• Equip the library</li> <li>• More activities with other schools</li> <li>• More ideas on school-community activities</li> <li>• Textbooks to harmonize with the new curriculum (2)</li> <li>• Provide practical and didactical tools for each subject</li> <li>• Infrastructural improvement to provide more space for school activities</li> <li>• More focus on outcomes than on lecturing</li> <li>• Identify students with special talents and have teachers improve upon them</li> <li>• Have a balanced blend of theoretical and practical (hands-on)</li> </ul>

## ANNEX 15 – TEACHERS & SBFs ATTENDING BEP COURSE 'DEVELOPING READING SKILLS IN EARLY GRADES,' BY MUNICIPALITY

Municipality	# of Certified Teachers**			# of School-Based Facilitators**		
	Female	Male	Total	Female	Male	Total
Decan	23	2	25	7	2	9
Dragash	22	63	85	1	6	7
Ferizai	228	68	296	32	5	37
Gjakova	218	54	272	17	4	21
Glogovac	123	80	203	13	2	15
Han I Elezit	11	14	25	3	-	3
Istog	94	33	127	12	2	14
Junik	10	1	11	1	1	2
Malisheve	81	84	165	8	5	13
Mitrovica	194	36	230	22	2	24
Novo Brdo	10	5	15	3	-	3
Obilic	44	22	66	7	1	8
Peja	183	49	232	18	2	20
Podujevo	224	92	316	15	5	20
Pristina	431	87	518	44	4	48
Prizren	285	137	422	28	5	33
Rahovec	114	79	293	10	6	16
Shterpce	10	4	14	2	-	2
Stimlje	41	33	74	4	3	7
Skenderaj	112	78	190	9	4	13
Suva Reka	121	62	183	12	7	19
Vushtrri	187	53	240	11	4	15
<b>TOTAL MOU MUNIS.</b>	<b>2,767</b>	<b>1,053</b>	<b>3,820</b>	<b>279</b>	<b>70</b>	<b>349</b>
<b>Municipalities w/o MOU</b>						
Fushe Kosove	42	7	49	3	-	3
Gjilan	184	68	252	17	9	26
Kacanik	19	2	21	1	-	1
Kamenica	59	51	110	4	4	8
Klina	-	1	1	-	1	1
Lipjan	6	7	13	3	1	4
Viti	113	55	168	15	5	20
<b>TOTAL NON-MOU MUNIS.</b>	<b>423</b>	<b>191</b>	<b>614</b>	<b>43</b>	<b>20</b>	<b>63</b>
<b>GRAND TOTAL KOSOVO</b>	<b>3,190</b>	<b>1,244</b>	<b>4,434</b>	<b>322</b>	<b>90</b>	<b>412</b>

Source: Extrapolated from BEP Final Report, USAID, 2016, pp. 114-237.

\*\* It is likely that the higher number of female certified teachers and school-based facilitators taking this course is due to more females teaching early primary grades than males

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