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Project ALLED “Aligning Education with Labour Market Needs”

Student’s enrolment in HEIs in Kosovo *Brief mapping of the higher education provision and policy recommendations*

November, 2016

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Executive Summary

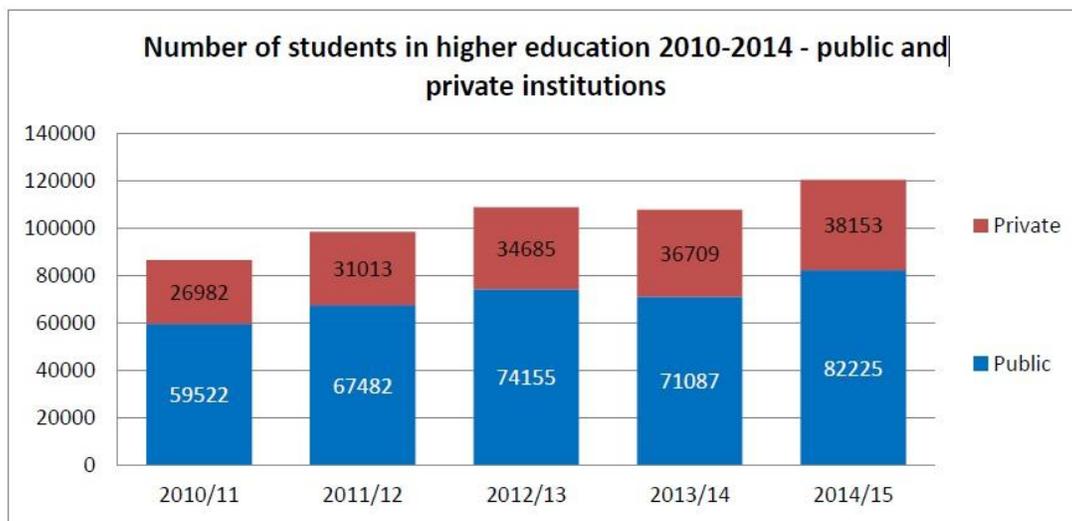
During the last decade, higher education in Kosovo has undergone a tremendous massification as compared to capacities and possibilities it provides. Despite the importance it holds as an education policy for the increased participation in higher education, this massification has nevertheless contributed to an even more dramatic decline of higher education quality. The number of students registered to study at HEIs has increased, where the most frequent field of study is Business, Administration and Law. On one hand, there is a large surplus of graduates as compared to labour market needs from the study programmes in Business, Administration & Law and Arts & Humanities, whereas, on the other hand there is an emerging shortage of graduates from Science, Technology, Engineering and Mathematics study fields especially in Engineering and ICT. Each year, fewer students successfully complete than begin studies.

This report analyses higher education provision in Kosovo by looking at several inter-related issues: the provision of higher education in Kosovo, legal and policy framework for students' enrolment in Kosovo, a comparative overview of admission policy in the region and provides a set of related recommendations.

1. Kosovo's higher education in figures and facts

Kosovo's population of 1.8 million is one of the youngest in Europe, with 45% of them under 25 years of age, and more than a quarter not yet 15. According to 2011 Census Data, 6,72% of Kosovo's population holds a tertiary qualification, which is comparably lower than in other Western Balkan countries where this share ranges from 8 to 14% (7.9% in Macedonia, 9.4% in Albania, 13.8% in Montenegro, etc).

In the last decade, the inclusion of students in higher education has increased significantly. While in 2004, Kosovo had about 40,000 students in higher education institutions; in 2015 this number has tripled, reaching the figure of 120,378 students enrolled, of whom 82,225 in the public sector (including the University of North Mitrovica), and 38,153 in the private sector¹.



The number of students per 100,000 inhabitants is the indicator used by UNESCO to express the degree of participation in higher education. This indicator also marked a constant increase during the period of 2011-2015. Kosovo leads in Europe with 6,669 students for 100 thousand inhabitants, which is higher than the EU average of 3,987 students for 100 thousand inhabitants².

¹ Data from higher education institutions and Kosovo Accreditation Agency.

² Calculations have been made based on data from EUROSTAT and MEST.

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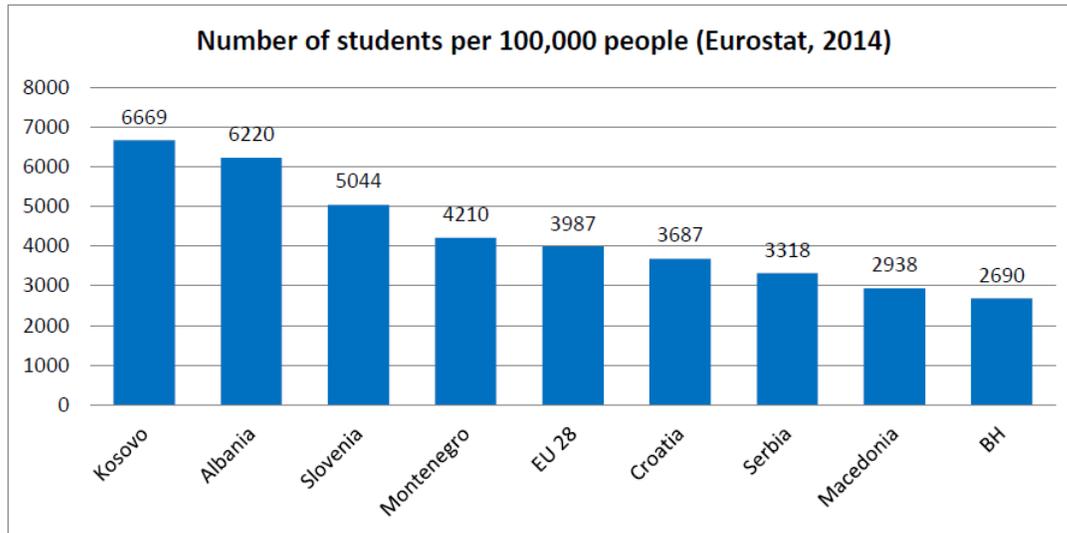


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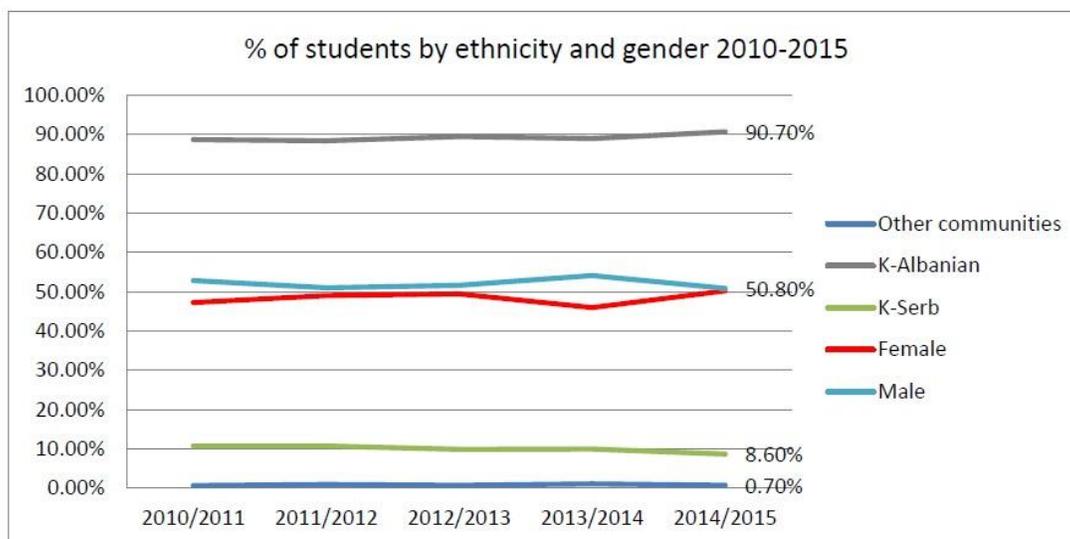


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Women participation in higher education has increased, both in the public and in private sector. During the academic year 2010/11 women participation was 47.2%, whereas, in five years it reached 50.2%, given that 49.7% of Kosovo's population are women. Women participation in the public sector is higher - 53.3% as compared to the private sector, where women remain under-represented - 41.2%.

For several years Kosovo has offered and continues to offer preferential treatment for enrolment in higher education for candidates coming from non-Albanian ethnic communities. However, despite these measures, the reserved positions in public institutions for these candidates are not met, either due to the lack of interest expressed or due to the inability to meet minimum admission requirements. By comparing the data on enrolment in higher education of candidates coming from non-Albanian ethnic communities with those of census, it is estimated that the participation of communities in public higher education is 10.7% in relation to the group age of 20-24. However, this proportion among the Albanian population is 47.2%.



There is very little information about the participation of people with disabilities and marginalized social categories in higher education in Kosovo. Municipalities in Kosovo give scholarships to students with special needs. Meanwhile, in 2014 the government has halved the fees in public higher education institutions by exempting them from paying certain categories of students in need.

While the number of students over the past five years has increased, the challenge remains the insufficient number of academic staff in the institutions of higher education. According to data from Kosovo Accreditation Agency (KAA)³, higher education institutions in Kosovo have 3222 academic staff members (out of which 2556 are full time staff and 666 part time staff). The public higher education institutions have 1232 full time staff members while private higher education institutions have 1324 full time staff members. According to the applicable legislation on higher education, academic staff can have a full time employment and two other part time commitments, which means that a clear cut distinction between full time and part time staff in public and private higher education institutions cannot be made since one staff member can be counted as part time staff in more than one institution.

According to the data from KAA⁴, higher education institutions have 135 staff members with a Bachelor degree, 1651 with a Master degree, and 1430 with a PhD degree.

³ Data from KAA, April 2016.

⁴ Data from KAA, April 2016.



Number of academic staff in HEIs according to type of employment and academic degrees

	Bachelor	Master	PhD	N/A	Total
Total declared in KAA	135	1651	1430	6	3222
Full time	90	1168	1295	3	2556
Full Time Public HEI	4	535	693	0	1232
Full Time Private HEI	86	633	602	3	1324
Employment in other institutions	13	153	76	1	243
Part-time	32	330	59	2	423

Source: Kosovo Accreditation Agency, April 2016

Number of academic staff in HEIs according to gender

	Bachelor	Master	PhD	N/A	Total
Women	63	597	291	2	953
Male	72	1054	1139	4	2269

Source: Kosovo Accreditation Agency, April 2016

The professor/student ratio has deteriorated significantly, which also represents a quantitative indicator of quality in higher education in Kosovo. During the recent years, the number of academic staff at public higher education institutions has been very low as compared to the growing number of students enrolling in these institutions.

In public higher education institutions there are on average 66 students for one professor with a regular working contract. This ratio varies from one institution to the other, and it appears that the situation is better in the University of Prishtina. Whereas in private higher education institutions, there are on average 29 students for one professor with a regular working contract. Therefore, the overall ratio, taking into account both public and private HEIs is 1:47.

While in 1999, Kosovo had only one public institution and one private institution of higher education, 16 years later it has 9 accredited public institutions and 30 private institutions, excluding the University of Northern Mitrovica. In addition to the University of Prishtina, the Government has established an additional of six other public universities in Prizren, Peja, Gjakova, Gjilan, Mitrovica and Ferizaj. Furthermore, around 30 % percent of the overall number of students study in one of the 30 private colleges of higher education. This increase of student enrolment in both public and private higher

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education has made Kosovo as one of the most densely-student populated places in Europe.

The number of study programmes has increased significantly in higher education institutions in Kosovo. The data from KAA⁵ indicate that there are 267 study programs accredited in the public institutions of higher education (134 Bachelor programs, 106 Master programs, and 27 PhD programs), whereas the private higher education institutions have 203 accredited study programs (4 level 5 programs, 123 Bachelor programs and 76 Master programs).

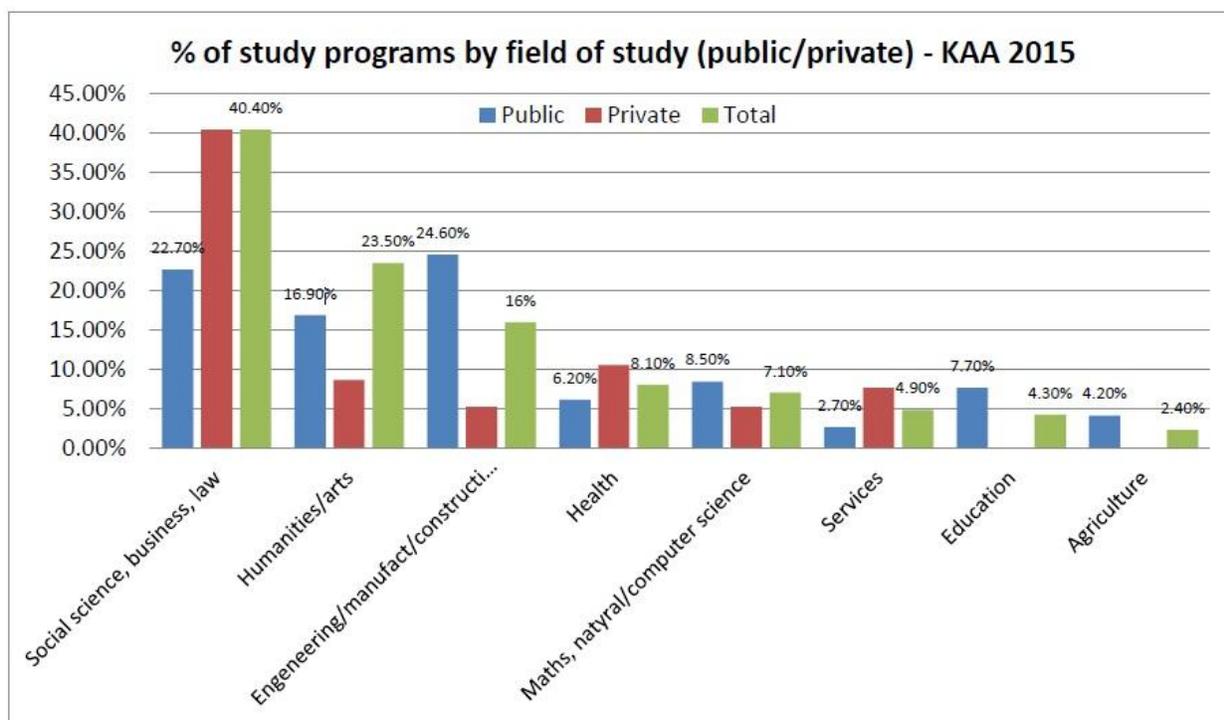
Accredited higher education programs marked an increase

Academic year	Bachelor	Master	PhD	Total
2010/11	196	113	1	310
2011/12	212	129	12	353
2012/13	240	154	25	419
2013/14	270	181	26	477
2014/15	262	180	26	468
2015/16	257	182	26	465

Source: Kosovo Accreditation Agency

However, the program offer is mainly dominated by social and human sciences programs (64%). The program offer in public institutions is dominated by social sciences: business, law (23%), engineering, manufacturing, construction (25%), human sciences: arts (17%), health and welfare (6%), natural sciences: mathematics and computer sciences (8%) and education (8%). Offers of private institutions are largely dominated by social sciences, business and law (40%), health and welfare (11%) human sciences and arts (9%).

⁵ Data from KAA, march 2016.



The percentage of students by field of study in both public and private sectors shows that 69.4% of students in Kosovo study education, human sciences and arts, and social sciences, whereas, the interest is lower for some other fields of natural science, which provide better employment opportunities including, Information Technology and engineering sciences.

Proportion of students enrolled in 2014-15 in different fields of study by ownership of HEI and level of degree

Field of study	Private		Public		Total
	Bachelor	Master	Bachelor	Master	
Education	0.2%	0.0%	9.5%	4.4%	5.0%
Arts and humanities	9.3%	7.3%	11.5%	13.9%	10.6%
Social sciences, journalism and information	17.5%	12.4%	7.9%	12.6%	12.0%
Business, administration and law	43.7%	63.5%	35.4%	48.2%	41.8%
Natural sciences, mathematics and statistics	0.0%	0.0%	4.9%	3.8%	2.7%

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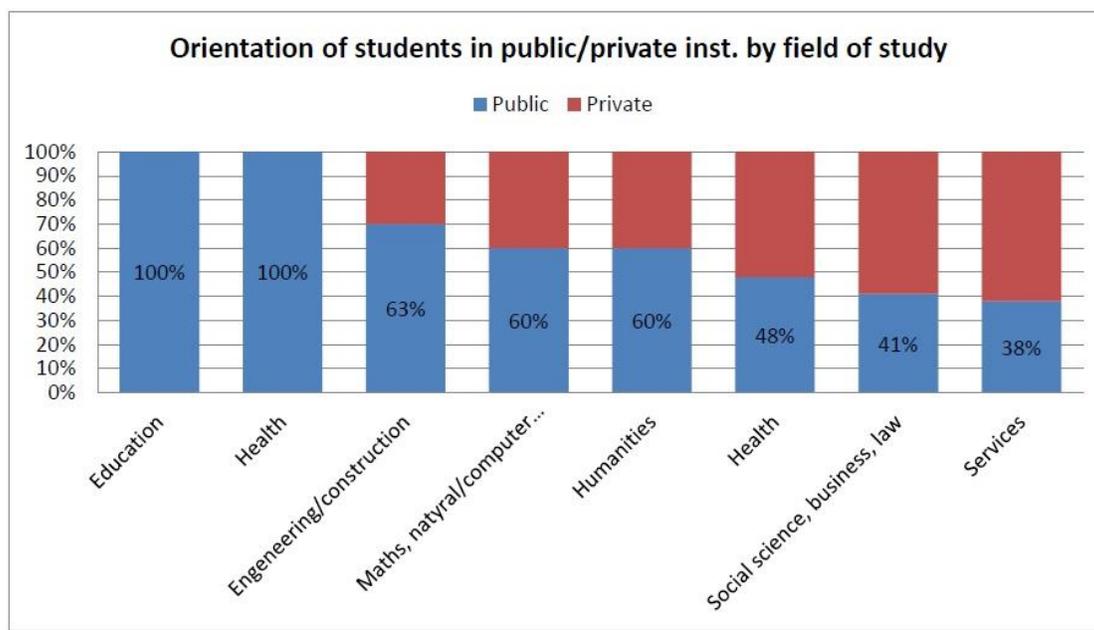


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Information and Communication Technologies (ICTs)	9.9%	5.0%	3.8%	3.9%	5.9%
Engineering, manufacturing and construction	5.4%	3.0%	16.2%	7.9%	10.5%
Agriculture, forestry, fisheries and veterinary	0.0%	0.0%	3.2%	1.5%	1.7%
Health and welfare	9.1%	5.6%	3.8%	0.9%	5.9%
Services	4.9%	3.2%	3.8%	2.9%	4.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Data from higher education institutions

Student orientation and programs also reveal indications of differentiation and specialization between the public and private institutions. According to data from HEIs, students choose the public sector for studying education, agriculture, engineering, manufacturing, construction, human sciences and arts. Student orientation in the field of social sciences, business and law, health and welfare services seems to be more oriented in the private sector. This data shows that the public sector specializes in strong skills while the private sector in soft skills.



The number of newly enrolled students has increased over time. Eventhough, the number of new enrolments at Bachelor level has hardly changed, the number of

students enrolled at Master courses increased by 23% from the 2011-12 academic year to the 2013-14 academic year. This may reflect an increase in demand for Master level graduates or it may be as a result of the high unemployment rate, providing an incentive for young people to continue their education with a hope that a master degree will provide them with an employment opportunity. Public HEIs have enrolled about three-fifth of students over this period. While public HEIs lead in numbers of enrolled students in BA studies, the intake in MA studies is almost the same in public and private HEIs.

Students enrolling and completing studies for the period 2012 – 2015

	Enrolment			Completion		
	2012-13	2013-14	2014-15	2012-13	2013-14	2014-15
Total number of students	38,765	39,162	40,984	7,616	9,453	12,732
Bachelor	31,643	31,618	32,385	6,012	7,639	10,673
Master	5,760	6,039	7,139	929	1,173	1,387
Doctoral	146	283	196	20	3	13
Not reported	1,216	1,222	1,264	655	638	659
Proportion of students in public and private HEIs						
% Public HEIs	59.2%	63.8%	59.8%	74.6%	62.3%	63.9%
% Private HEIs	40.8%	36.2%	40.2%	25.4%	37.7%	36.1%

Source: Kosovo Accreditation Agency and data from higher education institutions

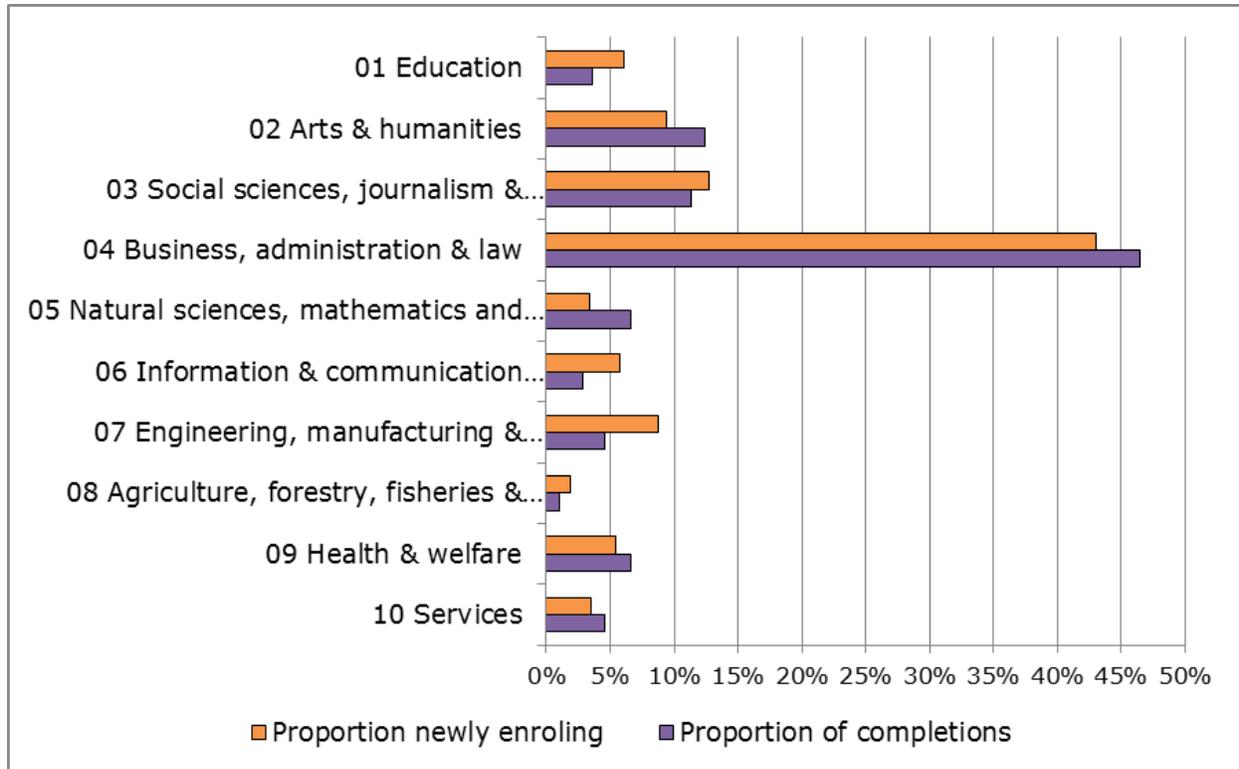
Completion of studies is an important element of a successful higher education system. If many students drop out of higher education before completing their studies results in a waste of resources and indicates dissatisfaction with the offered courses. Each year, fewer students successfully complete than begin studies at HEIs. During the 2013-14 academic year, 39,162 students enrolled at HEIs, but only 12,732 completed their studies, which leads to a ratio of completions to enrolments of 32.5%. The situation is worse in private HEIs where the completion ratio was just 26% as compared to 33% in public HEIs. Therefore, these extremely low completion ratios imply a high level of internal inefficiency in the HE system.

Overall, the completion rates in Kosovo are extremely low. They are far below the lowest completion rates in the European Higher Education Area (EHEA), which are in



Hungary at 48% (Eurydice, 2015), while the average completion rate in the OECD countries was 68% in 2013.⁶ They are also the lowest in the Western Balkan region.

Proportion of newly enrolling students and graduates by field of study (2013-14) (%)



Source: Kosovo Accreditation Agency and data from higher education institutions

Figures above show the proportion of students who enrolled in and completed studies by broad field of study in the academic year 2013-14. These broad groups of study field's show that during the academic year 2013/14, 63% of students enrolled and 67% completed their studies in HSS study fields (ISCED 02+03+04). At the same time, only 17% of students enrolled and 13% completed their studies in STEM subjects (ISCED 05+06+07). These data can be compared to the situation in the EU-28, where 25% of all graduates hold STEM qualifications (Cedefop, 2015). These analysis show that Kosovo is therefore highly deficient in the proportion of students who graduate in STEM subjects. It is notable that only 7% of students completed studies in Natural Science, Mathematics & Statistics and only 3% in Information & Communication Technologies. In contrast, 47% of students completed studies in Business, Administration & Law. This

⁶ See OECD (2013) Education at a Glance, and the data appendix available at: <http://dx.doi.org/10.1787/888932848495>

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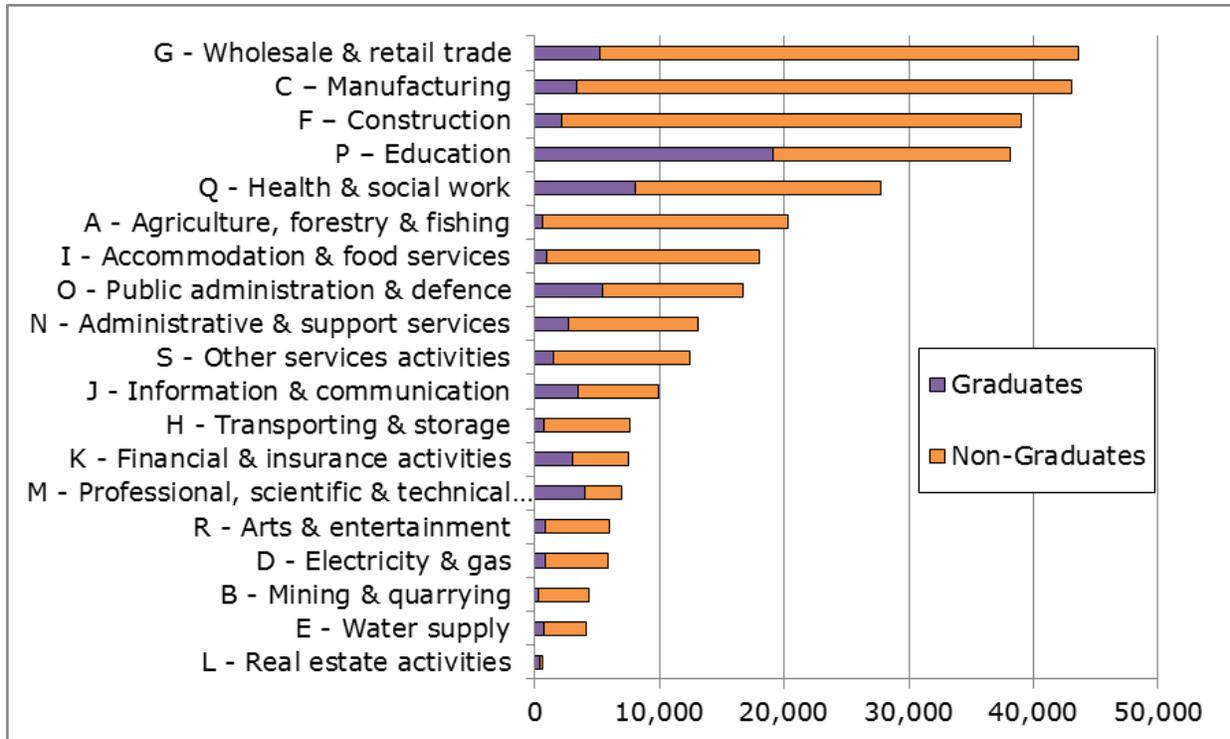
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extraordinary high proportion of students graduating in Business, Administration & Law suggests that there is a chronic oversupply of students with qualifications in these subjects. This is borne out by the analysis below, which shows that there is little demand for graduates with these qualifications on the labour market.

The opportunity for graduates to find a job differs across sectors. Most graduates are employed in relatively few sectors. It is striking that while more than 50% of all employees are employed in Wholesale & Retail Trade (13%), Manufacturing (13%), Construction (12%) and Education (12%), more than 50% of higher education graduates are employed in Education (30%), Health & Social Work (13%) and Public Administration & Defense (9%). Consequently, the distribution of graduates across sectors differs from the distribution of all employees across sectors.

Sectors also differ in the share of graduates they employ, e.g. in 2013 the share of graduate employees was relatively high in Professional, Scientific & Technical Activities (57%) and Education (50%). Furthermore, there is a significant imbalance between the proportion of graduate employees in the public and private sectors. More than half (58%) of all employees in the public sector, and 47% of employees in state-owned companies have a higher education qualification as compared to just 17% of employees in private companies (KAS, 2016). The low proportion of graduate employees in the private sector is probably due to the fact that most employers in the private sector are small companies that do not require high level of qualification.

Graduate and non-graduate employment by sector of activity, 2013



Source: Kosovo Labour Force Survey

Furthermore, when analyzing students' orientation in the fields of study by gender, it is shown that there exist large gender differences regarding study preferences. On one hand, women are more oriented in the study of education, health, welfare, human sciences and arts, whereas male students on the other hand seem to be more likeable/interested to study in the fields of services including: agriculture, engineering, manufacturing, construction and natural sciences and informatics. However, a more balanced orientation is observed in the fields of social science research, business and law. Therefore, conclusively with the exception of social sciences, business and law where gender orientation is balanced, female students are more oriented towards non-exact sciences where market demand is low, while men students are oriented towards exact sciences, for which market demand is higher.

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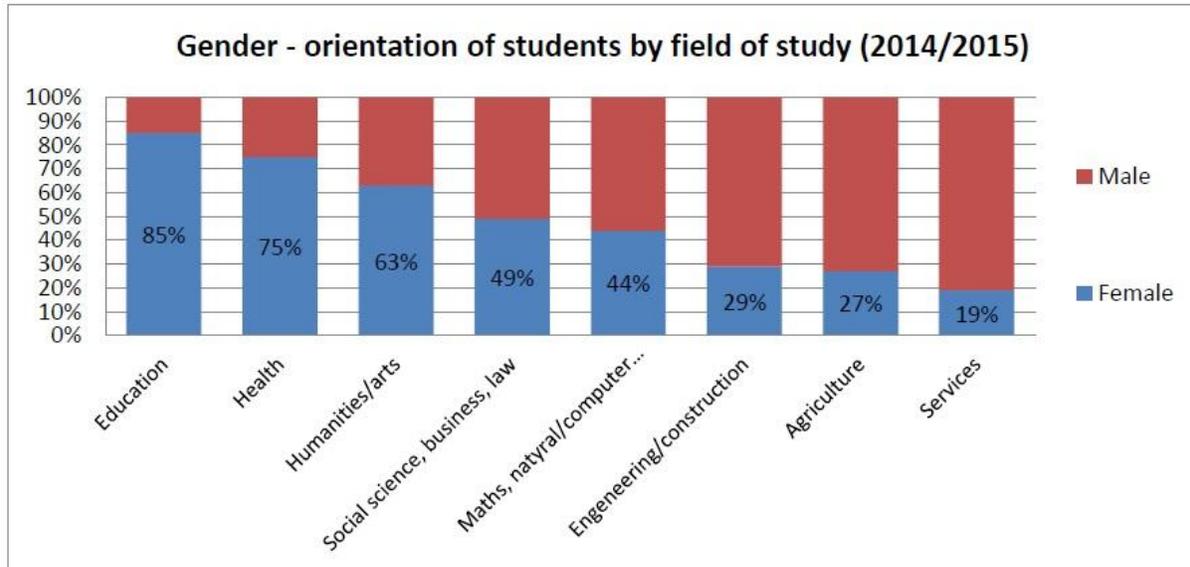


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Soruce: Data on the number of students enrolled in higher education profiles (KAA, 2015)

Major donor-funded projects in the field of higher education

There have been numerous donor-funded projects supporting the development of various parts of the higher education system in Kosovo.

The Kosovo Education Systems Improvement Project (ESIP) is financed by a World Bank credit, equivalent to US\$11 million, and is implemented by the Ministry of Education, Science and Technology. At university level, one of the project's objectives is to support the financial autonomy of public universities by strengthening governance and management structures and trainings at the institutional level. The Project has a narrow focus on supporting public universities to operate efficiently and effectively with full financial autonomy as provided under the Law on Higher Education. This specifically involves three activities: (i) developing criteria and programs for full financial autonomy at the institutional level; (ii) defining accountability norms and standards through bylaws developed within the context provided by the new law on higher education (not yet adopted, currently pending with the Parliament); and (iii) developing procedures for assessing performance of university leaders and management, including but not limited to budget planning and execution.

A project "Aligning Education with Labour Market Needs", funded by ADA and the EU, deals with higher education as an important component.

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The United Nations Development Programme (UNDP) in Kosovo is contributing to developing a Higher Education Management Information System for the Ministry of Education, Science and Technology.

Increasing the Financial Autonomy and accountability at public Higher education institutions in Kosova (FAITH) is another EU – funded program under Tempus program, which aims to strengthen financial autonomy and accountability of public HEIs in Kosova via modernisation of financial management practices and legal framework.

HERAS, project financed by Austrian Development Cooperation and co-financed by MEST aims to facilitate policy development/implementation and effectiveness of the public education and research system; enhance the quality of higher education and employability of graduates and improv capacities and increase internationalisation of research in Kosovo.

Transformational Leadership Scholarships and Partnerships Program, project funded by U.S. Agency for International Development (USAID) and implemented by World Learning aims 'to help train a new generation of Kosovar leaders to drive significant change in priority economic, political and social areas' by providing scholarships for Kosovars to pursue 185 master's degrees and 160 'professional certificates' at US universities.

Development of quality assurance in Kosovo higher education - systemic and institutional approaches, a project of the Helvetas Swiss Intercooperation, through the "Enhancing Youth Employment" project aims to identify the characteristics of a national quality assurance system that contributes to the enhancement of education quality, while responding to the needs of the higher education institutions.



Legal and policy framework for the students enrolment in Kosovo

The Kosovo Higher Education System is regulated by the Higher Education Law of 2011 and a set of bylaws deriving from it. The body responsible for HE policy implementation and for licensing all HE institutions is the Ministry of Education, Science and Technology (MEST). The other main regulatory bodies are the Kosovo Accreditation Agency (KAA) and the National Qualifications Authority (NQA). The KAA is an independent public agency responsible for accreditation of all public universities and private HE institutions (HEIs), offering academic degrees, whereas, the NQA is a cross-ministry body, charged with developing the National Qualifications Framework, to comply with the needs of society and the economy at all levels.

The main document guiding medium-term development of education in the country is the Kosovo Education Strategic Plan 2017-2021 (KESP). This document applies a comprehensive sector-wide planning approach in the education sector. As such, it works as a framework plan that incorporates and supersedes all sub-sector strategic plans, including the previous KESP 2011-2016 and Kosovo Higher Education Strategy 2005-2015. KESP 2017 – 2021 set measures for improvement of quality of higher education in Kosovo, where key priorities are: adapting study programmes to labour market needs, the promotion of scientific research, the facilitation of artistic work and innovation in higher education institutions, the quality of teaching and the need to increase academic mobility of academic staff and students, as well as participation in international programmes of higher education and scientific research.

Enrolment to higher education is partly regulated by Law no. 05/L-18 on the Matura exam⁷, which requires all higher education institutions to recognize the results achieved in high school (internal assessment) and the results from state Matura exam (external evaluation). According to this law, higher education institutions are not allowed to enrol students without the state graduation exam, whereas students' enrolment is done based on the results achieved: 30% from the upper secondary education; 30% from state Matura exam; 40% from the internal evaluation by academic units. The passing threshold for state Matura exam is forty percent (40%).

All public universities organize entrance exams that are usually organized in two periods of time, in June and in September (the latter applies only to academic units of universities which have not reached the quota of foreseen students). Quotas of students

⁷Official Gazette of the Republic of Kosovo / No. 2 / January 8, 2016, Prishtina.

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are proposed by universities and are approved by MEST. Ranking of students is based on the Matura exam as well as university entrance exams.

The number of students to be admitted in public institutions of higher education in all study programs is determined with the proposal of the institutions (Senate), in accordance with academic and infrastructure standards and after consultation of the relevant academic bodies. Minister of Education, Science and Technology issues the decision for the number of students to be admitted in public institutions of higher education, taking into account the admission quotas proposed by all public higher education institutions and based on funds for teaching allocated by the Government. Criteria and procedures for the acceptance and enrolment of students is determined by the public universities, in accordance with the Law and internal acts of the institution.

In only few private institutions of higher education entrance exams are organized. Usually the students are admitted to Bachelor studies only after successful completion of Matura exam. The quotas are determined by the HEIs themselves in majority of cases, unless the number of students is restricted by the Kosovo Accreditation Agency in certain fields like Architecture or Medicine.

Law Nr. 04/L-047 on Higher Education in the Republic of Kosovo defines that higher education is carried out by licensed providers of higher education in Kosovo and shall be accessible to all persons in and outside the territory of Kosovo, without direct or indirect discrimination on any actual or presumed ground such as sex, race, sexual orientation, physical, mental or other disability, marital status, colour, language, religion, political or religious belief, national, ethnic or social origin, association with a national community, property, birth or any other status. In addition, it stipulates that there shall be no age limit on enrolling or to earn higher education qualification in Kosovo (article 5).

Law no. 03 / L-047 on the protection and promotion of the rights of communities and their members in the Republic of Kosovo⁸, provisions of Article 8, paragraph 8.11, stipulates the obligation of the Government of the Republic of Kosovo to establish specific measures to ensure admission of candidates from community schools to higher education institutions.

⁸Official Gazette of the Republic of Kosovo / Prishtina: Year III / No. 28/4 June 2008.

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On June 2016, MEST has issued an Administrative Instruction⁹ (AI) for application of affirmative measures and quotas for enrolment of candidates from the non-majority communities in the public institutions of higher education. The purpose of this AI is to determine the affirmative measures for enrolment of candidates from the non-majority communities in the Public Institutions of Higher Education in the Republic of Kosovo as well as other mitigating measures on the higher education level. The application of affirmative measures for enrolment of candidates from non-majority communities applies in all public higher education institutions, at all levels of higher education studies. The quotas and affirmative measures for enrolment of candidates from non-majority communities in public higher education institutions include 12% of the total number of students for enrolment in each academic unit. Quota of 12% for enrolment should be allocated based on enrolled candidates of non-majority communities, until the fulfillment of the quota.

The Draft Law No. 05-L-74 on Higher Education in the Republic of Kosovo is a review of the Law No. 04/L-037 on Higher Education in the Republic of Kosovo, and was approved by the Government on October 2015. The underlying purpose of this draft law is to lay down principles, main objectives, and organization of higher education, including rules on establishment, organization, functioning, accreditation and licensing of higher education institutions, aiming to ensure transparency, quality and development of higher education in the Republic of Kosovo in compliance with European standards. The draft law on higher education is redesigned into chapters based on higher education key areas of development and management, where a significant number of provisions have been added in certain areas of higher education.

Provisions of Article 6 (Access to higher education) of the draft-law on higher education, paragraph 2, stipulates that admission in higher education may be limited in accordance with the capacity of each program and institution, but it is prohibited to apply any restriction based on age, or on any other grounds stipulated by the Law on the protection from discrimination, for the admission to and completion of a qualification of higher education in Kosova. In addition, provisions of article 14, paragraph 12, stipulates that the decision for accreditation of study program by Kosovo Accreditation Agency, must determine the maximum number of student's that can be admitted to the program, in accordance with KAA's criteria and standards.

⁹ MEST, Administrative Instruction No. 09/2016 for application of affirmative measures and quotas for enrolment of candidates from the non-majority communities in the public institutions of higher education.

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According to this draft law on higher education, only public universities can offer study programs that lead to qualifications for pre-university teachers and there are provisions that set minimal requirements for enrolment in these study programs. Studies for teacher of preschool education and primary education last at least four (4) years and only candidates who have completed the gymnasium and achieved a grade point average of 4.0 or more in upper secondary education and that achieved at least 60% score of the Matura Exam shall qualify for enrolment in these programs of study. While, studies for subject teacher for the lower secondary school and upper secondary school last at least five (5) years, including Bachelor and Master studies, and only candidates that have completed a Bachelor degree in the respective field with an average grade of at least 8.0 can be admitted to these Master programs (article 8).

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2. International practices

The Bologna process initiated in June 1999 established the grounds of the European Higher Education Area but in no moment aimed the unification of systems of higher education and even less the legislation in the field of higher education. Therefore, there is no European legislation in the field of higher education, whereas the practices of legislative regulation of the sector are different. For this reason, four countries are selected to compare some of the aspects of enrolment policies applied in the higher education field. Three countries are neighbours – Albania, Macedonia and Montenegro. As candidates for membership in European Union, Albania, Macedonia and Montenegro adopted the new legislation in the field of higher education for 2015, 2014 and 2013. The fourth country is Croatia, already a member of the European Union with whom Kosovo shares a common historical period of higher education development.

Below is presented a comparative overview of admission policy in these four referent countries, focusing on four areas of interest to Kosovo's context, which also corresponds to the enrolment in higher education.

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	Albania	Macedonia	Montenegro	Croatia
The admission process	<p>Autonomy of the higher education institutions to set tuition fees and to establish the criteria for admission of students in study programs in accordance with the law (article 3);</p> <p>Admissions of students in higher education institutions in all study programs made by decision of the higher education institutions, in accordance with state standards, the academic and infrastructural capacities. These standards are verified and certified by the ministry responsible for education, before declaring enrolment quota by all higher</p>	<p>All admission criteria, except the necessary academic qualifications are determined by the University with the consent of the Ministry (article 108).</p> <p>University can determine student participation costs. For some specific categories, the participation shall be paid by the Government (article 87).</p> <p>Academic freedom includes: Determination of conditions and criteria of all study cycles (article 12).</p> <p>Decision regarding the number of students to be enrolled in public higher education institutions which is financed from the state budget is taken with the proposal of public university, and prior consultation with the Council,</p>	<p>For registration in Bachelor studies, the Matura exam is evaluated with at least 15% of the points. Other criteria are defined by HEIs (article 84).</p> <p>Tuition fees defined by the Steering Council of the higher education institutions, with the consent of the Ministry. Students with disabilities are exempt from paying tuition fee. (Article 100).</p> <p>As the supreme academic body, the Senate proposes the number of students to be enrolled in the academic year, as well as defining the general criteria and procedures for enrolment, in accordance with the Law on Higher Education. Each HEI draws up its own Rulebook on the conditions, criteria and procedures for</p>	<p>All admission criteria, except the necessary academic qualifications are defined by the University. It allows the possibility of enrolment in studies of people with special talents, even if they do not have the necessary academic qualifications (article 77).</p> <p>Tuition costs for regular students are partially or entirely subsidized by the budget, which is determined by the Status of HEI. Whereas, part-time students cover their own tuition costs. (Article 86).</p> <p>The Ministry decides on the level of tuition fees.</p> <p>The 2003 Act on Higher Education delegated establishment of admission</p>

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	<p>education institutions (article 69);</p>	<p>by the Government (article 110).</p> <p>Decision on the number of students to be enrolled in public higher education institutions, from other sources is taken by the university, under certain defined conditions and with the prior consent of the Government. The total number of students who can enroll in higher education institutions is determined according to the capacity set in the accreditation decision of the higher education institution (article 110).</p> <p>Decision on the number of students enrolled in private institution of higher education, is taken by their internal bodies. Number of students to be enrolled cannot be greater than the number assigned on</p>	<p>enrolment in the first academic year. Student enrolment is based on the open public competition of the University for all study programmes (article 65).</p> <p>The Government determines the number of students to be financed from the national budget, with regard to a particular study programme, in line with the number prescribed by license of a public institution. The decision of Government shall be passed upon the proposal of the governing body of a public institution, within the procedure of giving consent to competition for admission to study programmes (article 65).</p>	<p>quotas as well as determination of tuition fee levels and schemes to the universities and introduced lump sum financing which allows higher education institutions to allocate received funds independently.</p> <p>Higher education institutions individually decide how they will recognise prior learning as a part of the admissions procedure. They are also responsible for determining the admission quotas. Admission procedures for enrolment at higher education institutions in Croatia are centralized and managed by the Central Application Office which is a part of the Agency for Science and</p>

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		<p>the basis of capacity by the decision for accreditation of the higher education institution (article 110).</p> <p>The Government of the Republic of Macedonia decides for additional quota for registration of students that are members of non-majority communities (article 110).</p> <p>The Government with decision determines the quota for students enrolled in study programs and the number of students to be exempted from payment of tuition fees, within the state quota (article 110a).</p>		Higher Education.

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3. Policy recommendations

Several key policy measures are suggested to improve the students' enrollment in higher education and prospects for graduates when they enter the labour market. These policy measures are presented in this section without any order of priority.

- Steps should be taken to improve the quality of educational provision at both public and private HEIs. HEIs should give more attention to providing students with interactive skills, which are the area with the largest current and future skill gaps. This can be done through modernising teaching methods, by giving more responsibility to students in the learning process, by introducing small student-focused classes alongside large lecture groups, by giving students more practical assignments, and by encouraging student group approaches to study tasks. HEIs should be encouraged to increase the proportion of staff that hold a PhD and have been educated abroad.
- Measures should be implemented to improve completion rates for all students at all HEIs in order to reduce the cost of completing studies over a long period of time on the one hand and reducing the drop-out rates which is a waste of human potential and financial resources on the other. Imposing stricter criteria for enrolment, stricter progression conditions and additional support from teaching staff may contribute to better completion rates.
- In order to ensure that the higher education system meets labour market needs, the Government should promote professional higher education degrees according to the National Qualifications Framework (NQF), and introduce study programmes with a professional orientation.
- The Government should develop schemes to guide students who enter higher education courses. The proportion of students who enrol in STEM subjects should be increased. Scholarships would be one mechanism to induce students to enrol in STEM subjects. The same policy should be applied to increase the number of students in ICT and Engineering, Manufacturing and Construction, as there is a higher demand for graduates from these fields of study. The number of students following study programmes in Business, Administration and Law, and Arts and humanities should be decreased, as there is an excess supply of graduates from these fields of study.
- As Kosovo reached a satisfactory participation in higher education, Kosovo does not need to undertake special measures to stimulate participation in higher

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education, with exception to the marginalized groups. Instead, the focus should be on quality, where the increase of academic staff with regular contracts should be the first step. The government must be also focused on affordable students' quotas, so it won't create a surplus of skilled workforce, particularly in those study areas covered by many higher education institutions.

- There are no evidences that higher education institutions follow the logic of market-based program and a mechanism that monitors this process in a systematic manner. As part of the new plan, it should be considered the possibility of balancing the number of students and programs by applying quotations or reducing funding for students in public institutions and by strictly following the criteria for programs' compliance with the labour market (the accreditation process).
- To ensure quality, higher education institutions must develop policies (mechanisms) for planning student admission, which take into account their staffing capacity, and enforce the English language mastery as a criterion for admission to doctoral studies, which should be measured through internationally standardized language tests. These mechanisms should take into account the need to ensure the equal participation of all communities in education and the implementation of related legal framework.
- Government should ensure that the study programs offered by higher education institutions are in line with the labour market demands. In order to align study programs with labour market needs there is a need for establishment of a system for the labor market analysis at national, regional and local level. The system must collect process and provide data for labor market analysis, to forecast skill needs in the economic sectors through the development of a coherent approach. Based on surveys of employers and employees, the main focus should be to ensure the establishment of mechanisms for sectorial skills forecast, to meet the current demand for higher education institutions, for those who graduate and for participants in the labor market seeking qualifications. This involves administrative capacity building to carry and use sectorial forecast analysis and to develop effective policies to reduce skills gap. Furthermore, labor market information collected should include mechanisms to assess women and men access, participation and representation in the labor market, and potential measures that could be taken to mitigate any discrepancies.

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- Higher Education Institutions should ensure that their admissions policies and procedures are fair, transparent and ethical, and that admission requirements should focus on merit and fostering academic success. Higher Education Institutions should consider the re-organization of their structures, and establishment of the Admissions centre, as the administrative support unit tasked with supporting prospective students to be admitted. Admission centres should ensure that promotional materials and activities are accurate, relevant, inclusive, current, accessible and provide information that will enable applicants to make informed decisions about their options. Moreover, they should also ensure that when applicants have accepted a place, the arrangements for the enrolment, registration, induction and orientation of new students are explained to them, and to ensure that these arrangements promote their efficient and effective integration as students. They should further ensure that students are aware of what is expected from them as students. HEIs should provide a clear feedback to unsuccessful applicants on request.
- KAA should set standards to better check the relevance of curricula with the labour market (for e.g. including indicators/matrix/more detailed questions for labour market relevance).
- Ministry of Education, Science and Technology should support each public higher education institution to establish the Office for Planning and Analysis, with an official responsible in every academic unit, with the main task on supporting the implementation of activities related to planning student enrolment. Initially, these offices should develop a five-year plan for admission of students, which should be updated according to the labour market trends.
- Career guidance services should be improved to provide information about available jobs and support the employment of graduates. It should be provided to currently registered students and to recent graduates up to three years after their graduation. Furthermore, educational and career guidance should also be provided to students who enrol on higher education courses to provide better information about likely labour market prospects before embarking on a particular study programme.
- Kosovo has not yet developed a methodology for funding of higher education institutions that promotes efficiency and accountability, although the higher education legal framework envisages the development of effective mechanisms for performance-based funding. Ministry of Education, Science and Technology

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should start the implementation of performance-based higher education funding formula and development of framework for monitoring and assessment of performance agreements, while HEI's should develop their institutional strategic five years plans.

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