Standard Summary Project Fiche – IPA centralised programmes

Project number 20: Systemic Development of Elementary, Practice Based Adult Education in Serbia (second chance)

1 BASIC INFORMATION

1.1 CRIS Number: 2008/020-406

1.2 Title: Systemic Development of Elementary,

Practice Based Adult Education in

Serbia (second chance)

1.3 ELARG statistical code: 02.26

1.4 Location: Republic of Serbia

Implementing arrangements:

1.5 Contracting Authority: EC Delegation to the Republic of Serbia

1.6 Implementing Agency: EC Delegation to the Republic of Serbia

1.7 Beneficiary (including details of project manager):

 Ministry of Education of the Republic of Serbia, Nemanjina 22-24, 11000 Belgrade, Serbia.

- State Secretary of the Ministry will be the Project Manager.
- To organise the Steering Committee meetings and to establish the PIU, the Ministry of Education will (MoE)use the experience, principles and methods from previous projects (the CARDS Vocational Education Reform Programme and the Programme for Functional Education of Adult Roma). The experience the staff has gained from these programmes will be an asset to implementation of the proposed project.
- The Steering Committee will have regular meetings every six months, or as needed.
- Since the key partner of this project which will be responsible for certain activities is the Ministry of Economy and Regional Development (MERD) and the National Employment Service (NES) and it will be responsible for certain activities, this ministry will sign a Memorandum of Understanding with the MoE to define the roles and tasks of each partner regarding project implementation.
- A project management group will be established at the operational level and it will assess specific project activities to ensure that they are proceeding according to the work plans. Meetings should be weekly consisting of the TA Team Leader, the PIU and other relevant stakeholders.
- Various Working Groups will be established to coordinate the main activities. Membership of the different Working Groups should be proposed in consultation with the MoE. Participation from actors at the local and central levels should be ensured. Each Working Group should be supported by one or more of the experts.

Financing:

1.8 Overall cost: 7,500,000 EUR

1.9 EU contribution: 4,500,000 EUR

1.10 Final date for contracting: 3 years after the signature of the

Financing Agreement

1.11 Final date for execution of contracts: 5 years after the signature of the

Financing Agreement

1.12 Final date for disbursements: 6 years after the signature of the

Financing Agreement

2 OVERALL OBJECTIVE AND PROJECT PURPOSE

2.1 Overall Objective:

To institutionalise a modern, functional, adult education system which will help to increase employment opportunities and contribute more efficiently to poverty reduction, social cohesion and national economic recovery.

2.2 Project purpose:

To establish a system of functional elementary adult education in Serbia which is accessible and adaptable to the needs of adult learners, focused on life skills and competencies and based upon lifelong learning.

2.3 Link with AP/NPAA / EP/ SAA

The proposed project of adult education system development, "Second Chance", will facilitate improvement and further reform of the Serbian educational system in the area of adult education and its link with the economic context.

The project directly relates to the **EC Serbia 2007 Progress Report,** (Paragraph 4.1.9., Education and research; and 4.1.8., Employment and social policies, pages 31-32) which reports that little progress has been made concerning education and employment and further reforms in the education system are necessary, as well as an improvement of its links to the labour market and to economic needs. The project represents implementation of State policies in the area of adult education and VET and it will strengthen coordination between adult education and the labour market, as advised in the same document (p. 31).

By addressing reform of education system and by developing a system for functional education of adults, the project directly contributes to demands in the area of Education and Research, stated in the **European Partnership**, **2007**: Continue efforts to improve the education system; establish better links between vocational and higher education and the labour market and economic needs; strengthen administrative capacity and improve coordination among relevant bodies (EP 2007, p. 12).

As an answer to the long-term unemployment of unqualified persons and other unemployed categories, the project will create a system for functional teaching of literacy and acquisition of professional qualifications by adult, difficult-to-employ categories of the population to enable their inclusion in labour market. In that way, the project will contribute to actualisation of the short-term priorities within the Economic Criteria of the EP: Continue efforts to promote employment, including by means of vocational training and labour market reforms, improve public employment services and implement the strategy on employment of people with disabilities (p. 10) and to one of the medium term priorities under Economic Criteria, "Improve the education system with the aim of increasing skills which foster employment opportunities and long-term economic growth" (p. 16).

Aimed at reduction of poverty, increase of employability and social inclusion of the marginalised, the project will contribute to the accomplishment of demands under Employment and Social Policies (European Standards): Further develop social inclusion and

social protection policies. The project will also promote social partnership, i.e. will be implemented with active participation of all relevant partners (emphasised in EP 2007, p. 17).

In alignment with the SAA, the project will improve access to the education system and will open the possibility for further training and a return to education especially for vulnerable groups. The adult education system will be inclusive - free of discrimination on the grounds of gender, colour, ethnic origin or religion (Article 102, Education and Training, SAA).

2.4 Link with MIPD¹

The MIPD for the Republic of Serbia 2007-2009 identifies priorities to which the project links, in particular concerning "Promoting and implementing the Reform of Education" (p. 18).

The project of adult education system development "Second Chance" is part of the education system reforms aimed at reduction of poverty, increase of employability and enhancement of social inclusion. The project represents a support to economic development and an achievement of goals defined by the Lisbon Declaration (MIPD, Section 2.2.2).

In the long term, the proposed project will raise the level of professional skills of the least employable categories of the population and the quality of the labour force in general. It will contribute to actualisation of results related to the increase of access to employment and participation in the formal labour market (Section 2.2.2.1), and especially for sensitive groups such as: the young, women, elderly and other vulnerable groups (long-term unemployed, redundant workers, persons with disabilities, Roma, refuges and displaced persons.)

The project will also promote social partnership (emphasised in Section 2.2.2.1), i.e. will be implemented with active participation of all relevant partners: educational institutions, enterprises and businesses, the labour market and NGOs. By cooperation with social partners, synchronisation between supply and demand in the labour market will be assured. The project will contribute to establishing better links between the education system and job market needs; it will develop key skills among vulnerable groups in accordance with the demands of the modern economy.

By breaking the chain of trans-generational poverty, the level of social inclusion will be significantly increased (Section 2.2.2.1), as well as the general situation of equality within the country, especially as it relates to vulnerable groups.

The project is likely to contribute directly to the eventual creation of a strategy for adult education and lifelong learning, expressed as one of the Main Priorities and Objectives within the Socio-Economic Requirements (p. 19): "Developing adult education and a lifelong learning strategy."

2.5 Link with National Development Plan (where applicable) n/a

2.6 Link with national / sectoral plans

The project is in accordance with the strategic orientation of the Republic of Serbia and it contributes to accomplishment of goals set by numerous inter-sectoral and sectoral development strategies.

The Serbian Government adopted an *Adult Education Strategy* in December 2006. The goals of the Strategy are to:

- Establish efficient modes for participation of social partners in adult education
- Distribute responsibility for adult education among relevant ministries
- Develop various programme options and improvements in the accessibility of adult education
- Improve capacities and the quality of education and training for adults

The proposed project links to the achievement of following tasks:

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¹ Multi-Annual Indicative Planning Document

- Develop programmes of functional elementary education of adults that combine elementary education with training for a given job.
- Develop programmes for acquiring key competence (job pursuing skills, ICT skills, interpersonal skills, active citizenship, etc.).

The project represents direct implementation of the *Poverty Reduction Strategy* (*PRS*), adopted by the Government in 2003. It will influence broader inclusion and participation of marginalised groups in the system of education, which will contribute to their improved positioning in the labour market. The project is directed toward the following recommendations from the PRS:

- Acquisition of basic skills for first occupation or professional training
- Defining separate programmes adjusted to specific possibilities for adults in the process of education
- Raising work qualifications of the unemployed

The project will directly influence the realisation of four (out of eight) medium-term priorities defined in the Second Report on Implementation of the PRS, adopted by the Government in August 2007. The project will:

- Influence a decrease in the number of the young, aged 15 to 24, with no occupation
- Functionally optimise the network of elementary and secondary schools by expanding schools' functions so that they become capable also to provide educational services for adults and for young people who have left the formal education system
- Carry out activities foreseen by the Strategy and by the Adult Education Action Plan
- Support the education of adult Roma as one of the most vulnerable groups in the labour market.

The project also links to achievement of the second Millennium Development Goal (MDG), "By the year 2015, all boys and girls should complete their elementary education". Within this goal, the Republic of Serbia (National MDGs, December 2006) has defined specific goals, and the second one states, "Acquiring occupation, promotion of the concept of lifelong learning and availability of higher education."

The project will contribute to fulfilment of goals in the *National Strategy for Economic Development (2006-2012)*. One of the medium-term priorities in the section Strengthening of the Knowledge Factor for Economic Development, is establishing a lifelong learning system with elements of training and knowledge innovation in accordance with technological development and opening up of the formal education system for training and education of adults. The project contributes to realisation of tasks set by the *National Strategy for Employment* (adopted in 2005) and the *National Action Plan for Employment* 2006-2008, which refer to economic conditions (Section 3.2) as one of the Strategy's goals. Since employment of the long-time unemployed categories of the population represents a special challenge, the project will create conditions for a systematic increase in the education level among categories of the population that are difficult to employ, which will in effect shorten the unemployment period that is characteristically long for these categories.

The project will also contribute to the realisation of the **National Strategy for Regional Development** of the Republic of Serbia for the period 2007 to 2012 (adopted in 2007), defined within the employment policy goals that refer to an increase of employability in underdeveloped areas in Serbia.

The *National Strategy of Republic of Serbia for Accession of Serbia and Montenegro to the EU* positions adult education based on the concept of lifelong learning as a "basis for the social and economic transformation of Serbia" and it underlines that "Serbia must restructure its human resources, provide it with new knowledge, skills and a new system of values, attitudes and conducts in order to carry out the necessary social and economic change" (p. 86).

By dealing with the reforms in the education system through a system for functional education of adults, the project directly contributes to realisation of the medium-term priority "To commence with efforts toward improvement of the education system, including elementary

education, creating a modern vocational education and training system" as it is outlined under economic conditions².

Project implementation will also contribute to achievement of both short-term and medium-term priorities (3.1.22) in the field of human and minority rights, which refer to integration of the Roma population and repatriates, also highlighted in the same Action Plan. The target group of this project will predominantly be the Roma population, a majority of which is unqualified, and the project additionally addresses recommendations in the *Roma Education* and *Employment Action Plans* adopted by the Government of the Republic of Serbia and carried out since 2005.

3 DESCRIPTION OF PROJECT

3.1 Background and justification:

Even though elementary education has been compulsory in Serbia since 1958 (General Law on Education), the last Census from 2002 showed that 21.9% of the population over 15 years of age had still not completed elementary school, and 23.9% of the total population over 15 years of age had completed only elementary school. Most drop-outs from the education system are Roma, children and young people with disabilities, as well as children and young people from villages. The most recent data on poverty in Serbia (preliminary results of the Living Standard Measurement Survey from 2007) indicates that 71.3% of the poor in Serbia are those who have not completed elementary education, or have completed only elementary education. Faced with a total of 350,000 illiterate persons and 1,500,000 persons with elementary education only, Serbia still has no adult education model which would adequately address this problem.

The existing system of adult education is aimed at those over 15 years of age, where they complete two grades in the course of one school year. The educational programme offered to adults is inadequate and represents a programme aimed at children and reduced by 50%. The programme's quality is additionally degraded by insufficient preparation of teachers for work with adults and extremely limited resources with which it is being carried out, particularly with regards to the use of inadequate textbooks and learning materials. The schools for adult have an outdated equipment, educational materials are not adequate and the textbooks for adults are not available. Some schools for adults do not have resolved legal status as they have been working as a part of other institutions (workers or community universities) which are not under the jurisdiction of the Ministry of Education. According to the current Law on Elementary Education, which sets the basis for functioning of these schools, the students should not be younger than 15. The data, however, shows that these schools enrol students below this age limit.

Low quality of teaching has led to a decreased interest in education among adult population, which subsequently led to closures of adult education schools despite the enormous need for this kind of education. During the 1970's in Serbia there were several dozen adult education elementary schools. Today there are only 14 and their students are not adults, but mostly over-aged elementary school pupils, adolescents with learning disabilities and Roma children who have dropped out of regular schools.

Before 1992, professional education of adults had been carried out in secondary vocational schools, which are primarily meant for young people. Since then, adult education has been organised occasionally, as requested by the National Employment Service (NES) and by companies. In most cases secondary schools are not prepared to organise adult educational work, as they have no flexible organisational work forms, appropriate programmes or

² Action Plan for Implementation of EP Priorities, adopted by the Serbian Government in November 2007, page 157.

qualified teachers. Previously some programmes were organised in late afternoon hours when it was convenient for adults, but today not even one school offers this option. The curricula in those schools are not harmonized with adult living and work environments.

On the other hand, in the last several years there is a noticeable decrease in children's enrolment in secondary schools, which shows that there is capacity in these schools to work with adults in implementation of the project of functional elementary education of adults (FEEA). Since 2004, with funding from the EU through the CARDS Programme of Reform of Secondary Vocational Education (2003-2005), capacity building for work with adults was supported in a number of secondary vocational schools, especially in five regional training centres (Bor, Beograd, Kragujevac, Nis and Zrenjanin). The fact that there is no adequately defined mode for acquiring secondary vocational education and training for adults is a problem. According to the current legal framework, if someone who is older than 17 wants to attend secondary school, he or she has to wait until the start of the school year and pass an entry exam, after which he or she can attend one of the schools available to them on the basis of test results and academic record. Even though the Constitution states that secondary education is free in our country, adult starters have to pay for it. Curriculum is the same as for children and there is no regular organisation of lessons but only consultations. Adults have to pass an exam for each year without taking into consideration their previous experience, which is a prerequisite for starting the subsequent year.

Currently, in Serbia, there are no appropriate means for encouraging adults to return to the education system, i.e., the adult education schools do not offer motivating curricula adjusted for this age group. The system also lacks a developed mechanism sensitive enough to recognise educational needs of different groups of adults. In the last 15 years many literacy and adult training programmes were developed. Their implementation is not systematic. Programmes were mostly implemented outside the system, which has become "the black market of education". Results of these unofficial programmes were not available and it is not possible to make conclusions with regards to their quality, as this kind of diplomas and certificates were not recognised on the market. Even though certain progress has been achieved, due to the scope of illiteracy and the lack of education, we do not see more efficient possibilities other than those aimed at enabling the adult education system to engage in a long-term process of resolving issues of illiteracy, low educational attainment, raising professional competences and improved quality of education.

The right of adults to a relevant education, well suited to their needs and possibilities, represents a basic human right, guaranteed by all significant international and national documents, and it does not become obsolete. The Strategy for the Development of Adult Education was adopted in December 2006 and it includes the reform of elementary education for adults as one of its key priorities. The suggested model recommends formulating curricula that are adjusted to the needs of society and to the educational needs and interests of adults.

FEEA represents a second chance for acquiring elementary education and is accessible to all above 15 years of age who have not acquired a complete elementary education and professional skills. It is the first step in developing a system of adult education which targets the most vulnerable and difficult to employ and offers them a unique chance to complete elementary education and thus become eligible to progress further with their education or to gain access to better jobs by gathering essential life skills and initial professional competence. Since the completion of elementary education is a prerequisite for entering into any form of vocational education, the FEEA will help to bridge the gap in learning and professional qualification for this target group. The purpose of FEEA is to improve social integration, employability and quality of life for adults.

Functional elementary education is organised in three annual cycles. The first cycle (grades 1 to 4) is functional literacy, or the acquiring of basic language and mathematical literacy; the second cycle (grades 5 to 6) covers general elementary education and a set of key competences that will enable greater social integration, further education and a transition

towards the labour market; and the third cycle (grades 7 to 8 and professional enabling) stresses the development of core knowledge and key professional skills that will increase employability and enable entrance into the labour market, as well as further professional enhancement.

All those who successfully complete the functional elementary education programmes receive a diploma on completed elementary education and a certificate on vocational competence. The diploma of elementary education is recognised for progressing further with formal education, and the certificate of vocational competence will be recognised on the labour market and will provide access to additional professional development.

The project is based on the examples of good practice and positive experiences gained primarily in the programme of reform of vocational education (CARDS I and CARDS II) and the Functional Elementary Education of Adult Roma (FEEAR) project, financed by the Roma Education Fund (REF), as well as a number of individual programmes realised with the assistance of various international organisations.

Results of researches show that the educational deficit is most prominent in the Roma population: 61.9% without completed elementary education, unemployment rate over 60%, representation in unqualified occupations at over 90%, participation of over 50% within the total number of beneficiaries of social assistance. To build a system for functional education of adults, the needs of this target group, one of the most vulnerable categories of population in the labour market, should be taken into account as a starting point.

Through the FEEAR project, a specific methodology of flexible elementary education for Roma has been developed. Adult Roma have been completing elementary education while at the same time being trained for one of the deficient occupations defined by the NES. A network of State elementary and secondary schools were used, as were the five Regional Training Centres (RTCs) that were created through the CARDS Programme for VET Reform.

The basic purpose of RTCs is to identify the needs of the labour market and quickly respond to them. However, access to trainings in training centres is limited to those who have completed elementary education, and therefore these centres were unable to satisfy the needs of the least employable categories of population – those who had not completed their elementary education. By offering these categories a chance to return to elementary education, the proposed project will broaden the target group which will be able to use the RTCs where they can gain additional professional qualifications or continue their education to more advanced levels. Some 1,500 participants have been through the RTC programmes, and they have completed various trainings, acquiring skills that are needed in the labour market. A positive outcome from the RTC in Nis shows that of the 337 persons that participated in one of the seven trainings that were conducted for the unemployed, 282 of them found a job afterwards.

The proposed project will develop a programme of functional elementary education and vocational training which would satisfy the needs for knowledge and skills among the following categories of the population: illiterate and persons with incomplete elementary education, persons without vocation or qualification, the unemployed, ethnic minorities, (especially Roma) women, the rural population, redundant workers, and the underemployed, especially those at risk of job loss. A portion of the employed is at great risk of loosing their jobs because they have not completed elementary school and do not have the skills needed for the present and future labour market. The project will be implemented within the existing network of State-owned elementary and secondary schools: 75 secondary schools and 80 elementary schools in the territory of 15 regional school administrations in Serbia. The selection of schools and regions will depend on the jointly defined criteria set by the project partners. The basis for the partnership and for defining the criteria for selection of schools and regions will be a situation analysis of regions and regional school administrations.

Implementation of the project will lean upon the legislative framework defined through the Law on the Basis of the System of Education, the Law on Elementary School and the Law on Secondary School. This legislation permits conducting experimental work aimed at testing the quality of existing solutions, suggesting alterations and verifying the effect of new solutions. On the basis of the pilot phase results, a legislative framework geared toward making the introduction of FEEA in the education system possible, will be proposed.

In accordance with Article 93 of the Law on the Basis of the System of Education, the REF programme has continued implementation, demonstrating that sustainability is possible even within the present legal framework. Similarly, following the proposed project's pilot phase which will be carried out in 80 elementary schools and 75 VET schools, the project intends to offer the National Educational Council a new, tested and evaluated curriculum for functional elementary education of adults, which specifically addresses adults' needs and is structured in a way that simultaneously enables the completion of elementary education and the acquisition of skills for certain jobs that are available on the job market. This curriculum could then be applied by all schools in areas where the need for elementary education for adults emerges. The diploma which will be issued on the basis of the experimental curriculum is a public document. At project completion, a wide network of adult education institutions will be established, that will:

- Expand upon the realistic possibilities for the continuation of quality education and learning aimed at adults; and
- Improve access to labour market-oriented trainings for less employable categories in the population and influence the reduction of unemployment among them.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)

The result of this project will be the reform of adult elementary education, establishing a system sensitive to the specific needs of various target groups, adjusted in accordance with the needs and possibilities of adults, and in line with social needs. The project will develop mechanisms that are designed to enable the institutionalisation of the new model of FEEA as the means for providing a long-term and comprehensive solution for adults' needs in regard to functional elementary education.

The institutionalisation of the new adult elementary education model implies changes of the Law on Elementary School, which would enable adults to gain, by completing their elementary education, certain competencies needed in the labour market. This standard of elementary education should be recognised by the future National Qualifications Framework. The return of adults to the education system, or continuation of uncompleted elementary education will represent a "second educational chance" for adults. Allowing regular elementary schools which work with children to carry out the FEEA programme (once they satisfy the necessary preconditions for this activity) will make the network of elementary schools more useful in meeting the needs of adult elementary education. The legislative framework should be created in the near future, since the capacities of schools planned in the pilot phase will be insufficient to meet the existing and growing needs for functional education of adults. Moreover, establishment of the accreditation and certification system for the short trainings programme, planned as part of the IPA 2007 VET project, will also be necessary. Otherwise, regular updating of the training programmes will have to be assured by a prolongation of the pilot phase until this system is in place.

Further impact will be achieved in the following ways:

The project will propose to the National Educational Council for adoption the tested and evaluated curricula of FEEA. This will open up the possibility for implementation of the FEEA programme in all schools and local communities where the need for adult elementary education exists. Thus a catalytic effect will potentially be achieved across Serbia.

- The project will develop and accredit programmes to build up the capacity of teachers to implement the FEEA model in the Institute for Advancement of Education and publish these in the Catalogue. These programmes will thus become included in the selection of available options for the professional development of teachers, further adding to a catalytic effect.
- The established network of trainers trained (50 of them) for further dissemination of the accredited programmes for training of teachers and local teams for FEEA implementation in new environments, will secure the sustainability, as well as the catalytic effect, of this programme upon project completion.
- Elementary education is a guaranteed right by the Constitution and is under State jurisdiction. The inclusion of vocational qualification and training may be financed by the Budget of the Republic of Serbia Government, by means of the MoE or the NES, or through those employers who participate in financing because of their own needs.
- The majority of participants in the FEEA in this pilot phase will be adults with uncompleted elementary education who are registered by the NES as unemployed. Since the NES, within the scope of its activities, works to improve the employability target group through active employment measures, it is in the NES's interest to establish an advanced system of elementary education of adults, where these needs will be met. The vocational training programmes, within the proposed FEEA model, are part of the third education cycle while the first and second cycle help participants to become eligible for the final cycle. The NES will thus play a vital role in defining the professional training needs, designing training programmes and advising participants in the third education cycle. The NES is thus likely to be a key partner in the future financing of this educational model.
- The project plans to establish a partnership network at the local, regional and national level, which will define the mechanisms for cooperation between partners, develop the financing model and the proposal for legislative solutions aimed at creating the systematic conditions for incorporation of the FEEA model in the educational system.
- In the long term, this project will raise the level of professional competence of the least employable categories of the population and the general quality of labour force in the labour market. Cooperation with social partners will assure synchronisation between supply and demand in the labour market. By interrupting the chain of trans-generational poverty, social inclusion among the target groups will be enhanced, leading to greater social cohesion and a higher potential for general equality in Serbia.

3.3 Results and measurable indicators

3.3.1 Result 1: The concept of a flexible and functional system of elementary education of adults that corresponds to the needs of the labour market and the participant is developed.

Measurable indicators for reviewing progress include:

- Quantitative and qualitative situation analysis and needs assessment for functional elementary education of adults, resources, schools capacities and labour market needs in 15 regions, as a starting point for production of the concept and in defining of the network for project implementation, completed by April 2010.
- A policy document about the flexible and functional system for elementary education of adults, adjusted to the possibilities of adults and to the needs of the labour market directed toward the development of personal, professional and civic competences, as a basis for development of the FEEA curricula is drafted by May 2010.
- Pilot two-year implementation of the concept of a flexible and functional system for elementary education of adults, based on the mentioned policy document, is completed (in 40 elementary schools) by September 2012
- Measures for revision of the Policy Document are suggested based on monitoring results achieved by the first pilot by September 2012.

Visibility efforts about the FEEA programme lead to an increase in public awareness by September 2012.

3.3.2 Result 2: Curriculum for FEEA developed and implemented (Implementation of curriculum will be carried out from the national resources)

Measurable indicators for reviewing progress include:

- 1st Cycle Curricula for FEEA developed by August 2010.
- 2nd Cycle Curricula for FEEA developed by August 2010.
- 3rd Cycle Curricula for FEEA developed by August 2010.
- 30 programmes of professional training (as part of the 3rd cycle) developed by February 2011
- FEEA handbooks for teachers developed and published by September 2010.
- Methodology and instruments for monitoring and evaluation of FEEA curricula is developed by October 2010
- 80 assistants are selected to be involved in implementation of the FEEA programme
- 4,000 participants enrolled in FEEA by December 2012.
- 80 elementary schools equipped with technical, didactic and learning materials and means by October 2010.

3.3.3 Result 3: Human resources capacity strengthened to implement the FEEA

Measurable indicators for reviewing progress include:

- 80 elementary and 75 secondary schools selected for FEEA implementation by May 2010
- 50 trainers trained for training of FEEA school teams by May 2010.
- 80 FEEA school teams formed and trained (one team has 15 representatives of teaching staff, pedagogue, psychologist or andragogist and school principal) in 80 elementary schools for realisation of the FEEA programme by May 2010 (40) and May 2011 (40).
- 75 FEEA school teams formed and trained (one team has 5 representatives of teaching staff, pedagogue, psychologist or andragogist and school principal) in 75 secondary schools for realisation of the FEEA programme by December 2010 (40) and December 2011 (35).
- Training programme for implementation of the FEEA programme designed by June 2010.
- Representatives of the local stakeholder organisations within 15 regions trained to provide support to the implementation of the FEEA programme (regional school administrations, inspectorates, centres for social work, local governance, employers' representatives, NGOs) by September 2010 (50%) and by September 2011 (50%).

3.4 Activities:

3.4.1 Result 1:

Activity 1: Situation analysis of the status of adult education in 15 regions of the Republic of Serbia – labour market needs, elementary and secondary schools and other institutions, target groups

Activity 2: Development of the concept (policy document) for FEEA in Serbia

Activity 3: Preparation of the proposal of legislative procedures and normative enactments for inclusion in the development of curricula and capacity building for implementation of the

FEEA programme (cooperation agreements, establishment of a national team, creation of local teams by defined key partners)

Activity 4: Programme visibility plan developed and implemented.

3.4.2 Result 2:

Activity 1: Curriculum development:

- Curriculum development for the 1st learning cycle functional literacy, grades 1 to 4
- Curriculum development for the 2nd and 3rd learning cycles functional literacy functional elementary education, grades 5 to 8
- Curriculum development for 30 vocational trainings acquiring professional competence

Activity 2: Curriculum implementation:

- Implementation of FEEA programme by sufficient number of associates engaged (financed by national resources).
- Preparation and implementation of FEEA in 80 schools, in three classes per school.
- Implementation of vocational trainings (in 75 secondary vocational schools in 15 regions)
- Production of an accompanying handbook for implementation of FEEA programme and for development of didactic materials
- Production of a methodology and instruments for monitoring and evaluation of the FEEA programme
- Provision of technical equipment and didactic materials for implementation of the FEEA programme in 80 elementary schools

3.4.3 Result 3

Activity 1: Defining procedures and criteria for the selection of elementary and secondary schools, and local partners for participation in the FEEA programme

Activity 2: Defining procedures and criteria for selection of school teams (teachers, auxiliary teachers, directors and professional associates) in elementary and secondary schools for realisation of the FEEA programme

Activity 3: Development of training programmes for school teams trainers, training programmes for school teams and partners at the local, regional and national level for implementation of the FEEA programme

Activity 4: Training of trainers for training of school teams and partners delivered

Activity 5: Training of school teams (teachers, subject-matter specialised teachers, auxiliary teachers, directors, professional associates, secondary vocational schools teachers) delivered

Activity 6: Training of teams of partners (regional school administrations, inspectorates, local employment agencies, local governance, employers' representatives, NGOs) delivered

Contracting Arrangement:

A Service Contract for Technical Assistance.

A Supplies contract for the procurement of technical equipment.

3.5 Conditionality and sequencing:

Conditionality

- Active participation of social partners in the design and implementation of the curricula. Participation of local self-governance, the NES and the NGO sector at the local level. Prior to project implementation it will be important to sign an Agreement on Cooperation between key partners for the FEEA programme implementation.
- IPA 2007 VET project results related to establishing the NQF and the short trainings accreditation certification system, will contribute to ensuring the quality of this project's implementation, especially in terms of gaining labour market recognition of the certificates acquired within the FEEA programme.
- The Ministry of Education will be expected to regulate the status of teachers participating within the FEEA programme pilot phase.
- The network of elementary schools is large, which assures easier access for adults to the FEEA, but the unmotivated teaching staff represents a potential risk in this activity. FEEA programme implementation implies a different organisation of schools, a new role for the school within the local community, a different communication between partners and a new way of working with adult students. Every effort will be made to include teachers and other stakeholders that are committed to the principles of this programme.
- The present legal regulation poses no barrier to the project realisation since it allows the project to be implemented through experimental classes, thus forming the foundation for systemic changes. Adoption of new by-laws is not a pre-condition for this project to start.

Sequencing

Procurement of equipment is necessary for this project's realisation. It is expected that the majority of schools are insufficiently equipped with the computers and modern didactic equipment which will be necessary for implementation of the FEEA programme in schools. The data on these needs will be obtainable upon selection of schools and in accordance with their inventory assessments. Equipment procurement activities could be performed simultaneously with the curriculum design and with the preparation of schools for curriculum implementation. Since the experts engaged under the Service Contract will be expected to design the technical specifications for the Supplies Contract, the Service Contract tender will need to be completed out first. The Supplies Contract can be tendered in the Quarter following the signing of the Service Contract.

The Service Contract for TA should be signed by the end of 2009.

The Supplies contract for the procurement of technical equipment should be signed before the end of 2010.

3.6 Linked activities

3.6.1 Links to other IPA programmes

IPA 2007: "Modernisation of the Vocational Education and Training System in Serbia"

- Support to the development of lifelong learning
- Producing a draft strategy for lifelong learning for all
- Strategy for NQF
- Accreditation and certification of providers and courses
- Law on Education of Adults
- Founding of the Agency for Vocational Education and Education of Adults

All of those results will contribute to the feasibility and sustainability of the "Second Chance" project.

IPA 2007 results in the component "Adult education" will be directly used in defining criteria for the selection of schools and local communities in the proposed the project.

3.6.2 Links with CARDS programmes (ongoing and foreseen)

CARDS 2003 VET Reform Programme; CARDS 2005 Phase II VET Reform Programme and CARDS 2006 VET Equipment Supply Programme

- Producing a policy and strategy for the development of vocational education and adult education
- Modernisation of curricula, which is modular and based on outcomes
- Training of teachers in the use of modern teaching methods and implementation of new curricula, and for work with adults
- Work with adults through the establishment of RTCs for continuous vocational education and procurement of equipment for RTCs. Training for local networking of partners. The proposed programme will build upon the results that have been achieved to date.

3.6.3 Links to others

REF – The Functional Elementary Education of Roma Adults project (FEERA) 2005-2007

- Developed a concept for elementary education of adults and adjusted it in accordance with the needs and possibilities of adults, to respond to social needs and to align with international experience and the recommendations of international organizations.
- Implemented a programme of 15 modularly structured trainings based on the needs of the labour market and curricula that were developed for 7th and 8th grade which is functional, appropriate for the target group and meets MoE standards and community needs. The concept, curricula and trainings were developed in cooperation with social partners and project partners. The trainings were developed and accredited for teachers, auxiliary teachers and professional associates. A total of 165 teachers and associates were trained from 11 elementary schools (which were also equipped). A network of social partners was built and cooperation mechanisms were defined to enable social, work and civic integration of Roma through society's institutions.

3.7 Lessons learned

There are a great number of lessons learned through projects previously implemented by the Ministry of Education with different partners, which represent a solid basis for the further design, development and sustainability of results in the field of functional adult education.

The MoE implemented two projects on VET reform funded by the EU within the CARDS Programme. Five VET schools were supported to function as RTCs for VET. These RTCs for continual education provide a good basis for key support to schools in the the surrounding area and other institutions and organisations which cooperate in researching labour market needs, building modules for short trainings focused on labour market needs and following-up with and evaluating training participants. The RTCs are also places where the interests of different social partners meet (companies, the NES, Chambers of Commerce, the local community, NGOs, etc.).

The methodology used in producing short training modules for adults and conducting outcome oriented education evaluations will be adapted and utilised for this project.

The methodology used for researching labour market needs forms a basis for the design of the VET modules programme in this project.

Results of the REF-funded FAEER 2005-2007 project have emphasised:

- 1. The necessity of introducing an auxiliary teacher (in the case of the FEEAR project, a Roma assistant) in the preparation and implementation of FEEA curricula
- 2. A need to operationalise the FEEAR project on several levels
 - introduction of VET modules in the FEEAR model as a powerful motivational tool for returning adults to the education system and the possibility of their better positioning in the labour market

- introduction of new contents into adult elementary education (life skills and key competences) through new subjects – e.g. responsible living, entrepreneurship, IT literacy
- making curricula functional in relation to the target group and inclusion of key partners in the process of designing the curricula (NES, NGO sector, MoE, MERD, etc.)
- developed methodology of functional, flexible elementary adult education of Roma population which allows for modifications in accordance with changing labour market trends, but also in answer to participants' specific needs, i.e. intervention/adaptation of curricula, education of teachers and creation of a specific approach to every target group. The approach to the target group, which was one of the greatest challenges in the project, has been constructed through cooperation and partnerships between local self-governance, Roma NGOs, the NES, school administrations and employers, and represents an effective model and an example of good practice to be used in this project.
- 3. Cooperation among social partners is necessary at both the local and national level in order to achieve results and for those results to be sustainable.
- 4. Mechanisms for inclusion of different target groups in education have been developed.
- 5. The project has pointed out the need for curriculum development that is relevant to the needs of adults. Competences gained by the project are recognisable in the job market and the organisation and dynamics of the teaching process is more flexible and corresponds with the needs of the target group.
- 6. Teachers have to possess the skill and motivation to work with special target groups, with adults and have to be trained for implementation of the FEEA model.

4. INDICATIVE BUDGET (AMOUNTS IN €)

				SOURCES OF FUNDING								
тс			TOTAL EXP.RE	IPA COMMU CONTRIBU		N	NATIONAL CONTRIBUTION				PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	%(2)	Total EUR (c)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional / Local EUR (y)	IFIS EUR (z)	EUR (d)	% (2)
Activity 1												
contract 1.1	Х		4.200.000	4.200.000	100							_
Activity 2												
contract 2.1		Х	300.000	300.000	100							_
Activity 3												
contract 3.1	X		3.000.000			3.000.000	100	3.000.000				_
TOTAL IB		7.200.000	4.200.000	58	3.000.000	42						
TOTAL INV		300.000	300.000	100								
TOTAL	PROJECT		7.500.000	4.500.000	60	3.000.000	40	3.000.000				

NOTE: DO NOT MIX IB AND INV IN THE SAME ACTIVITY ROW. USE SEPARATE ROW

Amounts net of VAT

- (1) In the Activity row use "X" to identify whether IB or INV
- (2) Expressed in % of the **Total** Expenditure (column (a))

5. INDICATIVE IMPLEMENTATION SCHEDULE

Contracts	Start of Tendering	Signature of contract	Project Completion	
Service Contract 1.1	T + 1Q	T + 4Q	T + 16Q	
Supplies Contract 1.2	T + 5Q	T + 7Q	T + 16Q	

All projects should in principle be ready for tendering immediately after signature of the FA

6. CROSS-CUTTING ISSUES

Cross-cutting issues will be addressed in the project so as to comply with the best EU standards and practices in that area of functional adult education. The beneficiary will make sure its objectives, policies and interventions have a positive impact on and are in line with the main principles of gender equality, minorities' inclusion and environmental sustainability.

Equal Opportunity

Provision of new skills that respond to the requirements of a changing economy will achieve increased employability of women and other difficult to employ categories of the population. No discrimination will be made on the basis of gender and activities such as training will be designed in such a way so that they are accessible to both men and women. The project targets those people who have not completed their elementary education, which in many cases means women, particularly from rural areas and from marginalised groups. The project will provide a chance for them to continue their education while also gaining professional competence which will improve their access to better jobs. This will thus contribute to supporting the greater inclusion of women in the labour market.

Environment

The project has no negative effect on the environment. Introducing environmental issues into the curricula, school design and facilities can improve educational outcomes and have wider livelihood and health benefits. The project also will support the implementation of environmentally-friendly practices such as using recycled paper.

Minorities

The overall objective of the project is to contribute to poverty reduction and greater social cohesion by offering persons who have not completed elementary school an opportunity to continue their education and gain professional competence. This, in turn, will improve their ability to gain employment and become more self-sufficient. Targeting groups that are amongst the most difficult to employ, the project focuses particularly on marginalised populations and ethnic minorities, particularly the Roma. By encouraging these groups to complete their elementary education, the project will enable them to pursue higher levels of education and to have access to vocational education programmes through which they will acquire the skills that are necessary to secure employment. In sum, the project aims to promote equal opportunities for all citizens to complete their education, enter into the active labour market and become socially included members of society.

ANNEX I: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX	FOR Project Fiche	Systemic Development of Element Based Adult Education in Section chance)		
		Contracting period expires 3 years after th Financing Agreement	Disbursement period expires 6 years after the signature of the Financing Agreement	
		Total budget	IPA budget:	
			€7,500,000	€4,500,000
Overall objective	Objectively verifiable indicators	Sources of Verification		
To institutionalise a modern, functional, adult education system which will help to increase employment opportunities and contribute more efficiently to poverty reduction, social cohesion and national economic recovery.	- Increased availability of functional elementary education for adults and contribution to realisation of the Millennium goal — reduction of the number of illiterate and of those with uncompleted elementary education, by 50% by the year 2015.	 Official statistical data of Ministry of and of Regional School Administration (F Official data and documentation Employment Service (NES) 		
Project purpose	Objectively verifiable indicators	Sources of Verification		Assumptions
To establish a system of functional elementary adult education in Serbia which is accessible and adaptable to the needs of adult learners, focused on life skills and competencies and based upon lifelong learning. - Introduced program of functional elementary education of adults in 80 elementary and 75 secondary schools in 15 regions in Serbia by the end of 2012. - 70% of participants, of the total of those enrolled in the FEEA program in the school years 2010/2011 and 2011/2012 successfully complete functional adult elementary education by the end		 Adopted concept and program of functional education of adults Prepared proposals of legislative and sub-legislative enactments Certificates on completed elementary education and on professional competence 		Consensus and cooperation of key partners Articulated social awareness and political will for introduction of system of functional elementary education of adults.

Results Objectively verifiable indicators Sources of Verification Assumptions - Quantitative and qualitative Applying of state of education and of labor modular. - Despense and generation		of 2012.		
■ Quantitative and qualitative Applyaic of state of advantion and of labor market. ■ Response and economistion		01 2012.		
■ Quantitative and qualitative Applyois of state of education and of labor market. ■ Response, and geoperation	Results	Objectively verifiable indicators	Sources of Verification	Assumptions
of elementary education of adults that corresponds to the needs of the labour market and the participant is developed. Situation analysis and needs assessment for functional elementary education of adults, resources, schools capacities and labour market needs in 15 regions, as a starting point for production of the concept and in defining of the network for project implementation, completed by April 2010. Situation analysis and needs assessment for functional elementary education of adults, resources, schools capacities and labour market needs in 15 regions. Response and motivation of participa ts, teachers, schools and partners at local, regional and national levels; Contracts and agreements with partners in the project	The concept of a flexible and functional system of elementary education of adults that corresponds to the needs of the labour market	 Quantitative and qualitative situation analysis and needs assessment for functional elementary education of adults, resources, schools capacities and labour market needs in 15 regions, as a starting point for production of the concept and in defining of the network for project implementation, completed by April 2010. A policy document about the flexible and functional system for elementary education of adults, adjusted to the possibilities of adults and to the needs of the labour market directed toward the development of personal, professional and civic competences, as a basis for development of the FEEA curricula is drafted by May 2010. Pilot two-year implementation of the concept of a flexible and functional system for elementary education of adults, based on the mentioned policy document, is completed (in 40 elementary schools) by September 2012 Measures for revision of the Policy Document are suggested based 	Analysis of state of education and of labor market needs in 15 regions. Concept of functional elementary education Contracts and agreements with partners in the project (schools, national employment service, local community, employers union) and other relevant legal enactments; Proposal of curriculum of functional elementary education of adults; Proposal of changes and amendments to the Law on Elementary Education Visits to schools, reports from monitoring visits Evaluation report with proposal for advancement of the functional elementary education system	Response and cooperation from partners Response and motivation of participa ts, teachers, schools and partners at local, regional and national levels; Active participation of

2. Curriculum for FEEA developed and implemented	 the first pilot by September 2012. Visibility efforts about the FEEA programme lead to an increase in public awareness by Septembe 2012. 1st Cycle Curricula for FEEA developed by August 2010. 2nd Cycle Curricula for FEEA developed by August 2010. 3rd Cycle Curricula for FEEA developed by August 2010. 30 programmes of professional training (as part of the 3rd cycle) developed by February 2011 FEEA handbooks for teachers developed and published by September 2010. Methodology and instruments for monitoring and evaluation of FEEA curricula is developed by October 2010 80 assistants are selected to be involved in implementation of the FEEA programme 4,000 participants enrolled in FEEA by December 2012. 80 elementary schools equipped with technical, didactic and learning materials and means by October 2010. 80 elementary and 75 secondary schools selected for FEEA implementation by May 2010 	Curricula for the 1 st learning cycle Curricula for the 2 nd learning cycle, for: - existing subject matters - new subject-matters to be introduced on the basis of concept of functional elementary education of adults Curricula for the 3 rd learning cycle, for: - existing subject matters - new subject-matters to be introduced on the basis of concept of functional elementary education of adults Curricula for 30 professional trainings Handbooks for FEEA Monitoring and evaluation methodology and instruments List of assistants School documentation	
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3. Human resources capacity strengthened	
to implement the FEEA	

- 50 trainers trained for training of FEEA school teams by May 2010.
- 80 FEEA school teams formed and trained (one team has 15 representatives of teaching staff, pedagogue, psychologist or angragogist and school principal) in 80 elementary schools for programme by May 2010 (40) school administrations and May 2011 (40).
- 75 FEEA school teams formed and trained (one team has 5 representatives of teaching staff, pedagogue, psychologist angragogist and school principal) in 75 secondary schools for realisation of the FEEA programme by December 2010 (40) and December 2011 (35).
- Training programme for implementation of the FEEA 2010.
- Representatives of the local stakeholder organisations within Agreement on cooperation between partners 15 regions trained to provide support to the implementation of the FEEA programme (regional administrations. school inspectorates, centres for social work, local governance, employers' representatives. NGOs) by September 2010 (50%) and by September 2011 (50%).

and teachers

List of trained trainers, evaluation questionnaires on the training

Director's decision on selection of school teams

School documentation

realisation of the FEEA Ministry of Education documentation – reports by regional

School documentation

Training program for school teams

Contracts with partners (local employment services, local self-governance, NGOs)

- -NES documentation.
- -Local development plans
- programme designed by June -Auxiliary teachers work NGO representatives

Activities	Means	Costs	Assumptions

Result 1:		Service contract: 4,200,000 mil euros			
1.1: Situation analysis of the status of adult	Domestic experts and researchers	Supply contract: 300,000 euros			
education in 15 regions of the Republic of Serbia – labour market needs, elementary and secondary schools and other institutions, target	(three months at the program's start –	IPA CONTRIBUTION : 4,500,000 EURO	Response and cooperation of partners		
groups	Concept development – expert time	NATIONAL CO-FINANCING: 3,000,000 EURO			
1.2: Development of the concept of FEEA in Serbia			- Response and motivation of participants, teachers,		
1.3: Preparation of the proposal of legislative	Engaging 1 expert for legal procedures	GRAND TOTAL: 7,500,000 EURO	schools and partners at local,		
procedures and normative enactments for inclusion in the development of curricula and capacity building for implementation of the FEEA	Staff experts		regional and national level;		
programme (cooperation agreements, establishment of a national team, creation of local teams by defined key partners)	Engagement of one expert for visibility		Active participation of Ministry of Education		
1.4: Programme visibility plan developed and	Organization of conference(s)				
implemented.	Promotional materials				
Result 2:	Selected TA experts + various teaching experts				
Activity 2.1: Curriculum development: • Curriculum development for the 1st learning	teaching expents				
cycle – functional literacy, grades 1 to 4					
 Curriculum development for the 2nd and 3rd learning cycles—functional literacy—functional elementary education, grades 5 to 8 					
 Curriculum development for 30 vocational trainings—acquiring professional competence 					
1.					
Activity 2.2: Curriculum implementation:					
80 schools, in three classes per school	80 auxiliary associates engaged in 80 schools				
 Implementation of vocational trainings (in 75 secondary vocational schools in 15 regions) 	960 associates in 80 elementary schools implementing FEEA program				
	150 associates in 75 secondary				

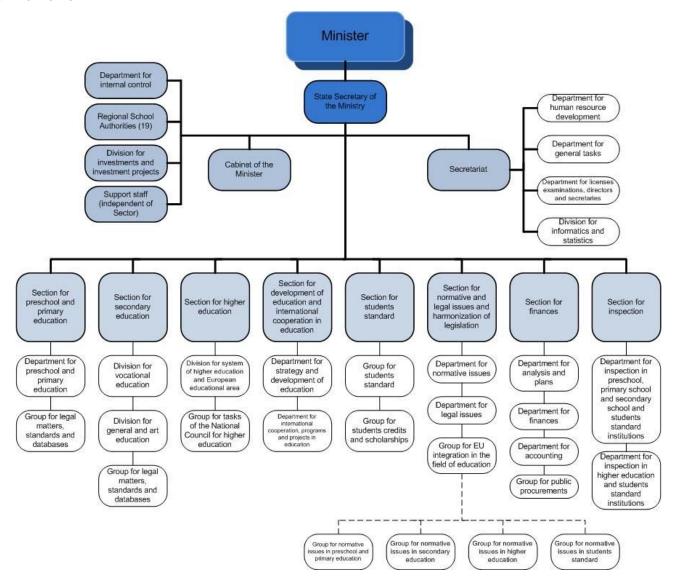
Production of an accompanying handbook for implementation of FEEA programme and for development of didactic materials Production of a methodology instruments for monitoring and evaluation of the FEEA programme Provision of technical equipment and didactic materials for implementation of the FEEA programme in 80 elementary schools Result 3 • 3.1: Defining procedures and criteria for the selection of elementary and secondary schools, and local partners for participation in the FEEA programme • 3.2: Defining procedures and criteria for selection of school teams (teachers, auxiliary teachers, directors and professional associates) in elementary and secondary schools for realisation of the FEEA programme • 3.3: Development of training programmes for school teams trainers, training programmes for school teams and partners at the local, regional and national level implementation of the FEEA programme • 3.4: Training of trainers for training of school teams and partners delivered • 3.5: Training of school teams (teachers, subject-matter specialised teachers, auxiliary teachers, directors, professional associates, secondary vocational schools teachers) delivered • 3.6: Training of teams of partners (regional school administrations, inspectorates, local

employment agencies, local governance, employers' representatives. NGOs) delivered

ANNEX II: Amounts (in €) Contracted and Disbursed per Quarter – IPA contribution only

Contracted	Q4	Q6	Q7	Q8	Q10	Q11	Q12	Q14	Q16	Total
Contract 1.1	4,200,000									4,200,000
Contract 1.2			300,000							300,000
Cumulated	4,200,000		4,500,000							4,500,000
Disbursed										
Contract 1.1	420,000	630,000		630,000	630,000		630,000	630,000	630,000	4,200,000
Contract 1.2			135,000			135,000			30,000	300,000
Cumulated	420,000	1,050,000	1,185,000	1,815,000	2,445,000	2,580,000	3,210,000	3,840,000	4,500,000	4,500,000

ANNEX III: Institutional Framework



ANNEX IV: Reference to laws, regulations and strategic documents

- 1. Law on the Basis of the System of Education (2003)
- 2. Law on Secondary School (1992)
- The Decision 2008/213/EC on the principles, priorities and conditions contained in the European Partnership with Serbia including Kosovo as defined by United Nations Security Council Resolution 1244 of 10 June 1999 and repealing Decision 2006/56/EC (2008)
- 4. National Strategy of Republic of Serbia for SCG's EU Accession (2005)
- 5. Stabilisation and Association Agreement (2007)
- 6. Poverty Reduction Strategy Paper (2003)
- 7. Strategy for the Development of Adult Education in the Republic of Serbia (2006)
- 8. Strategy for the Development of Vocational Dducation in the Republic of Serbia (2006)
- 9. National Strategy for Economic Development of the Republic of Serbia for 2006-2012
- 10. National Strategy for Employment for 2005-2010
- 11. Strategy of the Ministry of Education (and Sports) for 2005-2010
- 12. Strategy for the Development of Social Welfare
- 13. National Strategy for the Elderly
- 14. Action Plan for Employment
- 15. Common Action Plan for the Advancement of Roma Education in Serbia
- 16. Instrument for Pre-accession Assistance, Multi-annual Indicative Planning Document for the Republic of Serbia for 2007-2009

ANNEX V: Details per EU funded contract

Service Contract

The tasks that the Technical Assistance experts will be expected to carry out include the following:

- Conduct a situation analysis of the status of adult education in 15 regions in Serbia
- Develop the concept of the FEEA
- Analyse the gaps and prepare the proposal for legislative procedures and normative enactments for the FEEA
- Develop and implement a visibility plan
- Design the curriculum for the various types of trainings
- Deliver the training of trainers programme
- Produce a plan for the delivery of training activities in school
- Develop a monitoring and evaluation plan for the training activities
- Define procedures and criteria for the selection of elementary and secondary schools, and local partners for participation in the FEEA programme
- Define procedures and criteria for the selection of school teams (teachers, auxiliary teachers, directors and professional associates) in elementary and secondary schools for realisation of the FEEA programme
- Produce the technical specifications of the equipment to be procured for the schools that are participating in the FEEA programme

Supplies Contract

The procurement of equipment for participating schools will be completed under the Service Contract. The actual list of supplies will be formulated based upon an assessment of needs, and keeping in mind the educational materials that will be needed to implement the FEEA in elementary and secondary schools. This is expected to include computers, textbooks and other tools for learning. The complete technical specifications will be made by the TA team in consultation with the Ministry of Education.