

THE ROLES AND CHALLENGES OF MUNICIPAL EDUCATION DIRECTORATES (MED) IN A CONTEXT OF SCHOOL DECENTRALIZATION IN KOSOVO

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Since the end of the war in Kosovo in 1999, education has gone through many reforms. Initially, the former Education Department led by UNMIK has attracted many powers, creating new regulations on education that have significantly changed legislative context which regulates education in Kosovo. Education system became centralized. With the establishment of the first Government of Kosovo, in March of 2002, the Ministry of Education, Science and Technology (hereinafter "MEST") took authority over the education, based on the Constitutional Framework of Kosovo. Today, more than twelve years after the war, the educational system has undergone many reforms.

However, it cannot be said that decentralization of education has made concrete progress. Decentralization of education in Kosovo has become a process of delegation of powers from central to local level but not to schools. In a decentralized system, schools were required to take major responsibility in planning, managing and improving quality of services they provide. Currently, Kosovo municipalities and schools are facing limited capacity to turn it into reality. The aim of this paper is to present an overview on the reforms that are implemented in the educational system in Kosovo, in particular towards the decentralization of education and creation of legal basis for regulating this process. In this paper, except the so far achievements in the process of decentralization of education, there are also presented and analyzed the existing laws on pre- university education and the roles and responsibilities of each party involved in the process of decentralization. Another purpose of this paper is to investigate the difficulties that Municipal Education Directorates (hereinafter "MED") are facing in transferring the powers over the budget and staff management to the school level. Individual interviews have been conducted face to face with seven Municipal Directors of Education (hereinafter "MDE") in seven municipalities in Kosovo. The results of this paper show that there is a lack of legal basis for decentralization of education and inconsistency between laws and administrative instructions. The common difficulties that MEDs are facing are lack of budget, lack of capacities and lack of legislation for implementing the decentralization of education.

Keywords: decentralization, education system, Municipal Education Directorates, Kosovo.

The Kosovar system of education came out of the decade long isolation period and from the war in 1999 that has almost completely destroyed both regarding its physical infrastructure, human resources and capacities. After the war in Kosovo (1999) many powers concentrated in school were drawn out the former Department of Education, led by UNMIK. The period from the end of the war until 2002 is characterized by the hard process of reactivation of the educational system, namely by rehabilitation of war consequences, construction and improvement of school infrastructure, accommodation of all students in school buildings, as well as preparations for the start of radical reforms on education. The Ministry of Education, Science and Technology was established in 2002, that followed the opening of Regional Education Offices in the seven biggest regions in Kosovo (Prishtina, Prizren, Peja, Gjakova, Ferizaj, Gjilan, and Mitrovica). The establishment of the MEST Department of Inspection marked the beginning of the transformation of the Regional Education Offices into MEST regional inspection offices. In 2007, Regional Education Offices were incorporated within the MEST Department of Inspection still operating in seven regions with the same staffing.

Since then, the MEDs and Regional Education Offices have confusions about their inspection function. Capacity building of central administration, lack of independent providers of training services, low community awareness on their role in institutional leadership, lack of relevant information and analysis on education and training needs, as well as the overt centralization of the system were found as aspects of governance which had caused relative politicization of education, restriction of school autonomy, traditional leadership educational institutions and the insufficient inclusion of community in the school issues, which had in return caused difficulties in leadership and management of education institutions. (MEST, SDPE 2007-2017)

The return of powers to schools is having many difficulties. The Government of Kosovo has embarked on a decentralization program through the Ministry of Education, Technology and Science and Institutional Development for Education Project (IDEP) financed by the World Bank.

Background of the study

Decentralization is at the top of the reform agenda in many countries. In most countries this process is interpreted in three complementary ways: asking elected local authorities to take charge of education in their area, strengthening the role of regional and district education offices and increasing school autonomy in resource management. (UNESCO, 2004)

In Kosovo, a major change, particularly for the work of the MEDs is the process of decentralization of education. The process of decentralization has shown how challenging it is to introduce changes in the Kosovo education system. Devolution of responsibility from central level to the municipality's means that only standards, curriculum and student assessments are decided centrally. Current levels of staff members in the municipalities are low and they likely do not have the needed skills to perform their newly acquired responsibilities according to the new Law on Education in Municipalities. (MEST, KESP, 2011-2016)

In 2008, the World Bank started a multiyear pilot project in Gjilan, Kaçanik and Istog municipalities on a new funding formula which transfers

funding from the MEST to the municipality, and further more from the municipality to schools. In 2011, MEST issued the Administrative Instruction on implementation of municipal formula in determining school budgets in municipalities that are being implemented at school level funding. To date, 13 municipalities have already implemented separate sub-account policy for schools. All municipalities are required to determine the budget amount under the funding formula.

This new formula for financing education in municipalities is at the heart of the new devolved responsibilities. This calls for focusing more efforts and resources at the municipal level, including for the development of human and institutional capacities at these levels (MEST, KESP, 2011-2016).

Until now, 13 municipalities have already implemented this separate sub-account policy for schools even though they do not have financial autonomy yet. According to Kosovo Education Strategic Plan 2011-2016, until 2012 all Kosovo municipalities will have applied and implemented the municipality-to-school financing formula and all Kosovo school will have a Treasury sub-account and manage their budget for salaries, goods and services and if allocated capital sums. Also, by 2014 full responsibilities for management of finances will be devolved from the central to municipality level and further from municipality to school level.

But, all schools funds still remain under the management of municipalities, as their own revenues as well as donations. Schools are still addressing their needs at the local level.

Legislation on pre-university education in Kosovo

Pre-university education in Kosovo is regulated by the Law on Pre-University Education (2011) (which replaced the 2002 Law on Primary and Secondary Education) and the Law on Education in Municipalities (2008). The Law on Education in Municipalities of the Republic of Kosovo (Law No. 03/L-068) was adopted in May 2008 and regulates the organization of public education institutions and the provision of public education at all levels and lays out the responsibilities and competencies of MEST and municipalities in education. According to this law, municipalities shall provide educational administration services sufficient for the functions of pre-primary, primary, lower secondary, upper secondary and higher education in accordance with the law;... schools shall have their own budget separated from the Municipality. Law on Pre- University Education (2011) obliges municipalities to delegate responsibility for budget and finance to educational and training institutions according to municipal formula specified in a legal act;

Until 2008, the MEST was responsible for teachers' professional development, but with the approval of the Law on Education in the Municipalities this responsibility has been transferred to municipalities.

The MEST Administrative Instruction (AI) on Determining the School Budget (No. 2/2010) and the law on pre-university education determine practices that influence the work of the MEDs. The thirty-six municipalities now have a significant role in managing education and the principles of municipal funding and budgeting have been structured pursuant to the Law on Local Government Funding (LGF).

Many Administrative Instructions aren't in harmony with the Law on Pre-University Education approved. This causes difficulty in clearly defining the role of each party that should be involved in the process of decentralization of education. Until 2016, MEST plans to fully harmonize

and finalize the legislation for the entire sub-sector of pre-university education. Legal infrastructure in Kosovo is still sector-based, and there is little relationship among laws regulating different sectors. (MEST, KESP 2011-2016)

The administrative authorities in education at each level are as follow: Three levels can be identified within the system of primary and secondary education: central government level (macro level), local government level (intermediate level) and school level (micro level). Each level has its own rights and responsibilities. At the central level, the MEST is responsible for setting education policy and to inspect their implementation. In 2008, after giving the approval to the Law on Local Government Funding (LGF) and the Law on Local Self Government, MEST has transferred to municipalities the power for provision of public pre-primary, primary and secondary education, including registration and licensing of educational institutions, recruitment, payment of salaries and training of education instructors and administrators.

Municipalities receive operating Grants under the Kosovo Consolidated Budget (KCB) which are: General Grant, a Specific Grant for Education and a Specific Grant for Health. The Specific Grant for education is defined and allocated to municipalities according to the allocation formula. MEST has the responsibility to supervise and propose changes in the funding formula, and the inspection that implementation is successful. Inspection of educational and training institutions is a function of the Inspectorate Department of the Ministry. Directors of educational and training institutions and Municipal Education Authorities are just co-operators with authorized inspectors. There exist uncertainty about responsibilities that MEDs have in inspection and monitoring of education. There is no requirement for MEDs to do inspections, and where they are doing this they are duplicating work that is being, or should be done by others.

At the local level, municipalities operate their education responsibilities under a school directorate in each municipality. Stakeholders at the intermediate level are: The Municipal Council, The Mayor, The Municipal Education Directorates and the authorized Municipal educational inspectors. Municipalities Education Directorates are responsible for pre-school, pre-primary, primary and secondary education, the latter including vocational schools and gymnasiums. The new responsibilities granted by the Law on Education in the Municipalities of the Republic of Kosovo, No. 03/L068 enacted in May 2008 are: recruitment/employment and payment of salaries of school principals and teaching and administrative staff in schools, construction of educational facilities, training of teaching and administrative staff in schools and registration and licensing of educational institutions.

Stakeholders at the micro level are: School Board, Principal, Teachers' council, Parents' council and pupils. At this level, principals are responsible for implementing the education policy in their school, managing their school, supervising their teachers and have other pedagogical, administrative and social duties. School principals that have their own school budget are responsible for its management, but still addressing request to the municipalities for withdrawal of certain amount of their budget. School principals take part in the selection of teachers. The School Board has no power to select the principal and the school teaching staff. Legislation in force does not anticipate the transfer of powers for school staff selection from the local to school level, so it still remains to the local authority.

Research methodology

Purpose of the Study

This study aims to shed light on the progress of implementation of the education decentralization policy in Kosovo and to analyze the reforms that are implemented in the education system in Kosovo, in particular towards the decentralization of education and creation of legal basis for regulating this process. The main objective of the research is to identify the major challenges faced by MEDs within transferring responsibilities for resource management at the school level and analyze the impact of these challenges on their functions.

This paper aim to contribute to a better understanding whether the laws clearly defines roles and responsibilities of the MED related to decentralization of education, whether there exist conditions for implementation of their functions and which roles and responsibilities are not clearly defined. Another purpose of this study is to identify which responsibilities are transferred from the central to local level in terms of decentralization of education and what has been achieved so far for providing schools autonomy.

Case study

Case studies seem to be the preferred strategy when "how" or "why" questions are being posed, when the investigator has little control over events, and when the focus is on a contemporary phenomenon within some real-life context (Yin, 1981:59). According MacMillan and Schumacher, (2006:317), case study is a type of descriptive research in which data is gathered directly from individuals or community groups in the natural environment in order to study interactions, attitudes and characteristics of the individual community. Therefore case study is appropriate research method for this study because it aims to understand the challenges and difficulties faced by municipalities' education offices during the decentralization process.

Sample of Research

The survey was conducted on a sample of seven directors of Municipality Education Directorates. The study covered seven municipalities (Prishtinë, Pejë, Prizren, Podujevë, Kaçanik, Klinë, Malishevë). In the Municipality of Kaçanik was set up a pilot project on school financial autonomy in 2009, while in other municipalities even it was planned that schools will gain this financial autonomy in 2010/2011, it didn't happened.

Data collection instruments

Qualitative methods usually are used to get information that you cannot obtain well with quantitative methods. As in this process are involved various actors, therefore it is best to do studies on challenges of local authorities for decentralization of education by choosing two different data collection methods: individual in-depth interviews, guided by a semi-structured questionnaire, and document analysis. According to McMillan and Schumacher (2006: 415), the utilization of different techniques of data collection is justified on the basis of their suitability and relevance to the nature and purpose of the research.

Interviews

The study used semi-structured questionnaires for the interviews to get an insight into challenges faced by MEDs within a policy of decentralization and in order to learn from their field experience. Individual interviews were conducted with seven directors of Municipality Education Directorates to whom are posed ten questions. It was used this technique of research because it allows flexibility in the questioning process and allows the interviewer to clarify terms that are unclear. If a respondent has misunderstood a question, the interviewer can clarify, thereby obtaining relevant responses (Babbie, 1992).

Document analysis

Document analysis involves the reviewing and analysis of official documents that were useful in terms of the information and themes the research was investigating. The documents include policy documents, laws, administrative instructions and reports.

Data Analysis

McMillan and Schumacher (2006:417) argue that the data to be analyzed has to pass through inductive analysis which involves data coding, data categorizing and interpretation before providing an explanation that makes sense. The interview transcript were arranged and there are selected some main issues relating to the study. Data are reviewed and then analyzed to form some sort of finding or conclusion regarding specific themes.

Results of Research

Ten questions are posed to respondents. Answers for each question are analyzed bellow. The content of this part of paper includes narrative details and direct quotations from those involved in interview (see Appendix A).

The clear prescription by law of the duties and responsibilities of MEDs for decentralization of education

In order to develop successfully the process of decentralization in education, the stakeholders involved in this process should have clear duties and responsibilities assigned during the stages of this process. Knowing that decentralization is a very difficult process, the central level is being required to work very hard and dedicate itself to clarify the role that each stakeholder would have. Therefore, the respondents were asked to indicate whether their role and responsibilities in the decentralization process are clearly defined by law. Three of the seven respondents answered that the duties and responsibilities of MEDs are clearly defined by law; two respondents answered that they are not, while two others respond that they are somewhat clear since there are no conditions to implement their obligations that are set by law.

"Responsibilities are clearly defined by law, but the possibilities to implement them are limited" (MDE III). Municipalities that are involved in a school financial autonomy pilot project, initially signed Memorandum of Understanding (MOU) with MEST and the Ministry of Finance. "Besides being regulated by law, MEDs responsibilities are also regulated by the Memorandum of Understanding signed with the Ministry of Education, Ministry of Finance and municipal mayors" (MDE I).

According to MEDs, the existence of two laws which regulate pre-university education (Law on Pre-University Education, and the Law on Education in Municipalities) represents the uncertainty or responsibilities that belong to the central and local level.

"We need an advisor for monitoring and inspection of school work, as it existed before at the municipal level. MEDs capabilities should be strengthened, especially for monitoring and inspection of school work and not to create a new centralization within the local level, as is happening now. We don't have the budget, none the mechanisms to implement the powers which are transferred to us" (MDE II).

(No) conditions for implementation of functions and responsibilities of the MEDs

Five of the seven respondents answered that there are no conditions for implementing their functions and responsibilities. *"There are no good conditions for the implementation of MEDs responsibilities as a range of competencies are left to the Ministry of Education such as capital investments" (MDE VI).*

Another problem is the lack of legal infrastructure that would enable Municipal Education Directorates to accomplish more easily their responsibilities to transfer the authority to school level. *"Although our municipality is among the municipalities that are involved in the decentralization of authority from the local government to the school level, still we couldn't fully implement it because this requires the legislation that would enable it" (MDE VI).*

Municipalities are faced with the lack of finance officials, which directly disable the fulfillment of school needs. Also, even though presumed that each school should hire an accountant on financial matters it is impossible due to lack of funds. *"Because of the small school budget, the employment of accountants is impossible" (MDE VII).*

Roles and responsibilities of MEDs that are not clearly defined

The impact of politics on education has become a habit. Respondents who belong to opposite political parties complain that the central government give more financial supports for municipalities which are governed by political parties in government. The inspection of schools remains one of the tasks which are not well explained by the law. Although, municipalities have some responsibilities for school inspection, they say that there is a lack of mechanisms.

"School principals have no authority to make decisions. They are responsible only for organizing well learning/teaching process. The fact that even for the exclusion of the students, schools should be asked MEDs for final decision, shows how centralized is education system in Kosovo. Many MEDs responsibilities should be transferred to school." (MDE IV).

Many competences are transferred from the central to local levels without additional budget. Thus, new competencies of MEDs as those for the selection of school staff are accompanied by problems since they who temporary do replacement of staff on maternity leave is very difficult getting paid, because there doesn't exist a specific budget for this purpose. *"The responsibilities of the Municipal Directors of Education remain unclear. For example, the Municipal mayor selects the school principal, so the school principal does not respond to Municipal Director of Education" (MDE V).*

Transfer of responsibilities from the central to municipal level

According to respondents, some of the powers that are transferred from the central to municipal level are the allocation of budgets to schools (under the funding formula based on the number of school students) and the selection of school principals.

"Central government transferred some powers as supervising the school work but there's no mechanism to do that and this power is limited by law (MDE II)."

Municipal Directors of Education complain that the education budget is too small and fail to cover the schools requirements. *"The budget is determined centrally, that hardly corresponds to school needs. Education budget allocations are made under the funding formula based on the number of students, but there aren't taken into account other factors such as school distance, the large number of students in classes, etc."(MDE V).*

MEDs achievements to date in providing financial autonomy for schools

Six of seven respondents say that partial progress has been made in the provision of financial autonomy for schools. *"Schools now have access to their budget and to each school are allocated a budget by these categories: wages and salaries, goods and services, municipal expenditures. Besides doing the budget planning, the school is more cautious in spending as far as all categories in concerned; not as in the past when they just send utility bills in Municipal Directorate for Education, not being interested to save money. (MDE I)*

According to the interviewed directors of education, schools have its own separate budget but within the MEDs budget, not on specific bank account. For this reason, the school principal is forced to address the request to MED to use the school budget. Schools do not have an accountant, while procurement office functions within the municipality. *"School principals are not prepared for the devolution of finance. We still need to support them."(MDE VII)*

Therefore, in each municipality are developed trainings for school staff regarding financial management. These trainings are organized by MEST and foreign partners. *"We made partial achievements, due to lack of budget.*

We have prepared professional and management staff to take financial and procurement management responsibilities, while we also provided additional trainings for teachers." (MDE VI)

Challenges facing by MEDs in the process of transferring the responsibilities to schools for managing the budget

Although, according to the data of the MEST, a significant number of school staff is trained on the implementation of school financial autonomy, municipal directors of education complain that the lack of financial officers make the procurement process difficult and slows the process of meeting the school needs.

"Procurement Procedures still are made by the Procurement Office that works within the municipality. This issue should be resolved. If this task would be done by MEDs, than there were no need every procurement procedure for the MEDs and schools to pass through Procurement Office in municipalities" (MDE I).

Municipalities are required to determine the schools budget under the Administrative Instruction nr.02/2010 on implementation of municipal formula in determining school budgets in municipalities that are being implemented at school level funding. However, all MED's have remarks for this funding formula.

"The funding formula is not properly prepared. Nothing is done regarding opening the school bank accounts. Funding formula should be based on classes, and not based on the number of students. There weren't considered other factors. Some schools are wood-heated while some are oil-heated. This funding formula is harmful to education. Decentralization of education requires investment." (MDE II).

A problem that is raised by the respondents was discrimination that this funding formula creates. According this funding formula, the school budget should be allocated as follows: 23 euro per student of the majority community, while 25 euros per student of the minority community. Municipal Directors of Education think that this way of determining the school budget is absurd.

Among the mentioned challenges is also the lack of school professional officers who will provide support and guidance to schools on financial management, the limited number of education workers, limited budget for creation of human and technical capacities, lack of support in the process of capacity building and transferring responsibilities to schools for financial management, etc.

"The legal infrastructure needs to be changed entirely. Legal basis should be based on circumstances of our life and models should not be taken from outside, not mentioning the problems that students and our teachers have" (MDE V).

Challenges that decentralization of education presents for MEDs

The creation of capacities for decentralization of education is one of the biggest challenges since the budget for education in the municipalities is limited. Often during the meetings between education workers, the most frequent complaints are about needs that are not being met.

"I think that the main challenges have been overcome since MEDs and school workers were trained for exercising the responsibility for financial management, but the main challenge remains insufficient budget to meet the school requirements" (MDE I).

"Until now, trainings are offered for 2-3 school employees- to principal, to one school administrator and for one school teacher who has ambitions to become the principal. Remains to be seen will they be capable to do the job" (MDE IV).

The main challenges mentioned included: digitization in the schools (many schools do not have internet access), teachers' trainings, political interference in education, the large number of students, lack of budget for cabinets, modern laboratories and for establishment of libraries in each school, limited budget for hiring new employees, etc.

"I must highlight the problem regarding the replacement of principals who leave after being trained for financial management, leaving a gap until a new principal is being trained" (MDE I).

Some changes that may facilitate the transfer of responsibilities for school budget management from municipal level to schools

MEST don't have any strategy of educational decentralization. A number of strategic documents have addressed the issue of decentralization of education system in general, but the initiative for drafting the various documents which will explain the steps of the process of educational decentralization are more significant and necessary in this context.

Many educational reforms in Kosovo have been developed without specific strategy, so this may represent a risk for progress in these reform processes.

Respondents indicated many changes that must happen for successful development of financial decentralization of education. *"The Procurement Office should be separate for schools, therefore separate from other services, due to efficiency of procedures" (MDE I)*

Among other things, respondents required *"strengthening of the legal infrastructure, clarifying the powers, de-politicization of education system" (MDE II), "to be allowed a employment of accountant in schools" (MDE III), full implementation of the funding formula (MDE IV), taking into account some specific schools conditions and circumstances and not to be followed only one criteria for determining the funding formula as it is the number of students" (MDE V), "employment of a number of financial officers in schools (MDE VI), "creation of legislation for greater school autonomy and their accountability" (MDE VII).*

The challenges of transferring responsibility for hiring and dismissing teachers and other staff from municipal to school level (school council)

School autonomy also includes autonomy in matters of school staffing. This implies that schools have the right to take part in the selection of its staff. But in Kosovo, schools have no autonomy in personnel management. The school principals are elected by the MEST and municipalities, while teachers and other school staff from municipalities and school principal. The school principal represents the school in staff selection commission, but, too often, this commission abuses its function by employing people who do not meet the criteria set by law. In May 2008, with the approval of the Law on Education in Municipalities, the responsibilities to announce job vacancy for principals and teachers were transferred to the MED.

Of the seven respondents, four stated that the powers for selection of school staff should be transferred to the school council while three other respondents answered that now isn't the right time to transfer these powers.

"The transfer of powers for recruitment and selection of school staff from municipal to school level would affect the setting of quality in education. School council is supervisory body which better see the work of school management and teaching staff" (MDE I).

"I think that staff recruitment and selection should be a responsibility of school council, but initially in staff selection commission should be at least one representative of MED in the role of supervisor" (MDE IV).

Some respondents think that the conditions for transferring this responsibility to schools aren't yet developed because some responsibilities can be transferred to school council but how competent are they to execute those responsibilities remains an open issue.

"The first step is to depoliticize education system and to establish school management capacities. Also, it's necessary to develop the cooperation between school principals, school councils, parents and the community" (MDE VI).

"At lower levels, manipulations and nepotism can be made more easily. Now isn't the right time to transfer these powers to school" (MDE VII).

The administrative instructions aren't in accordance with the laws in Kosovo. According to new Law on Pre- University Education, the school council or other school authorities will not have decision- making role in selecting the school staff. They may participate only as observer in staff selection commission.

Degree of school autonomy in the municipalities according to MDEs

The last question of the interview is concerned with assessing the degree of school autonomy in Kosovo. Three of the seven respondents stated that the degree of school autonomy is somewhat high; three others think is average, one respondent answered that it is insufficient.

Discussions

In Kosovo, except the *Report on Capacity Building Needs Assessment of the Municipal Education Directorates* which is realized in 2010 by European Commission Liaison Office to Kosovo there are no other researchers conducted regarding roles and challenges of MEDs. Challenges they face must be raised as problems and must be resolved, because that may postpone the transfer of powers to the school level.

A key principle of any effective decentralization policy is that the responsibilities transferred from the central to the local level should be accompanied by the financial and material resources needed to exercise them. (IIEP, UNESCO, 2010). According to McGinn and Welsh (1999), effective decentralization of education needs strengthened capacities and leadership, which provides support through professional development. Success or failure of decentralized system is dependent on the lower level assuming its authority and functions, which depends on its resources, capacity and leadership (Elmore, 1993). The effective and successful decentralization emphasizes the need to have competent and knowledgeable human resources in local level.

Conclusions

The process of decentralization in Kosovo entails the establishment of a transparent mechanism for financing the municipalities based on objective criteria and measurements. The Municipal Education Directorates in Kosovo play a key role in the implementation of decentralization policies. It's clear that currently municipalities do not possess the necessary mechanisms or human and material resources to cope with the additional responsibilities. Its tasks and responsibilities have increased in a context of decentralization of education. Until now, little is being done to strengthen its competencies or capacities and to clarify the accountability framework within which it works. It's necessary to provide it with more resources, more training on strategic planning, training programs that includes module on financial accounting practices and law and more information on their new responsibilities.

The MEST is seen as assuming a major role in the performance of educational policymaking. But still MEST don't have any strategic framework for decentralization in education. An effective decentralization strategy is necessary in order to clarify the role, duties and responsibilities of the MEDs. MEST should create legal instruments that support the delegation of authority at every level and must articulate its vision for decentralization in education to all stakeholders.

According to Law on Education in the Municipalities, municipalities are responsible for teachers' professional development. From MEST is required to transfer the budget for professional development to MEDs because with the transfer of responsibility for professional development must come the transfer of the budget to enable MEDs to carry out this responsibility effectively. It's necessary to clarify the responsibilities of MEDs for inspection of school work and to build their capacities for assessing educational needs, monitoring progress and supervising.

If decentralization is to succeed, then it must be planned at all levels, funded at all levels and its stakeholders trained at all levels (UNESCO, 2007).

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Appendix A

- MDE I, (Municipality of Kaçanik)
- MDE II, (Municipality of Prishtina)
- MDE III, (Municipality of Malisheva)
- MDE IV, (Municipality of Peja)
- MDE V, (Municipality of Prizren)
- MDE VI, (Municipality of Podujevo)
- MDE VII, (Municipality of Klina)