

# **COUNTRY POLICY REVIEW AND ANALYSIS**

**Serbia**



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## Section 1: Country priorities for education

The text below presents the main country priorities in the field of education, with special attention to the development of inclusive education.

### Country priorities

#### 1. [Strategy for Education Development in Serbia 2020](#)

The most comprehensive strategic goal in education is full inclusion of all children and young people in quality pre-primary, primary and secondary education. The system supports inclusive education as a key to:

- developing human capital in society;
- increasing inclusion in pre-primary education;
- ensuring continuity of education at all levels;
- recognising differences among learners;
- achieving each learner's maximum potential;
- preserving and promoting the Roma identity.

Measures include identifying and catering to the educational needs of each learner, overseeing and supporting their development, but also working with their parents.

Measures for pre-primary education include systemic support for early inclusion, enrolment of children from marginalised groups, specific programmes, and training of personnel.

The objectives in primary education are ensuring effective dropout prevention and ensuring each learner is provided with more opportunities through additional support until they complete their education. Measures to boost access to primary school include non-discriminatory enrolment (in cases where documentation is incomplete) and identification of individual needs for additional support.

#### 2. [Action Plan for Implementation of the Strategy for Development of Education in Serbia by 2020](#)

Inclusive education is recognised as one of the elements of the Action Plan for Implementation of the Strategy for Development of Education in the Republic of Serbia by 2020. Development of inclusive education is one of the actions, while the implementing instruments are the establishment of an inclusion unit, and development plan and monitoring of inclusive education for all categories of learners.

Planned outcomes are: adopted and implemented by-laws to raise the quality of inclusive education and quality education for all learners (p. 52 of the Action Plan).

#### 3. **Progress Report on the Action Plan for the Implementation of the Strategy for Education Development in Serbia by 2020**

Priorities for development of inclusive education:

- Adoption and implementation of the Action Plan for Inclusive Education for



## Country priorities

2018–2020.

- Work on by-laws advancing the area of inclusive education (the Rulebook on Requirements for Determining the Right to an Individual Education Plan, its Implementation and Evaluation; the Rulebook on Additional Education, Health and Social Support to Learners; the Rulebook on the Criteria and Standards for Providing Additional Support in the Education of Children, Learners and Adults with Developmental Difficulties or Disabilities in Pre-School Groups or Other Schools and Family; the Rulebook on Requirements for Obtaining Status of Resource Centre, Organising Work and Revocation of the Status).
- Establishing a system of early identification of learners at risk of leaving education or at high risk of not being included in education. Development of the system of prevention, intervention and compensation in case of early dropout.
- Improvement of the system of additional support in the education of children and adults from vulnerable groups through the development of resource centres for additional support to learners, teachers and parents (Article 54, Law on the Foundations of the Education System. Official Gazette of the Republic of Serbia Nos. 88/2017, 27/2018 and 10/2019). Provision of adapted textbooks and other teaching aids, increased number and efficiency of education assistants and development of integrated services in the local community.
- Establishment of a monitoring system for the inclusive education process at national, local and institutional levels.
- Further development of inclusive education competencies of employees in educational institutions through various training programmes.

#### 4. Strategy for the Social Inclusion of Roma 2016–2025

Inclusive education must be flexible so as to adapt to social changes and the needs of groups and individuals. It must especially adapt to the needs of learners from different social and cultural backgrounds. Lower quality education, segregation in education and irregular attendance of pre-school programmes for a large number of Roma children represent forms of violation of the right to education, and of discrimination against Roma children with respect to the rest of the population.

The education system in Serbia should ensure the full involvement of Roma children and young people in quality pre-primary, primary and secondary education and greater inclusion of Roma in the learner population. It should also ensure support for the education of young people and adults who have not been educated or who left school, through the introduction of effective and efficient anti-discrimination mechanisms and the fulfilment of conditions for the exercise of all minority rights for Roma in the education system.

- Increase the coverage of Roma children of pre-school age, with a special focus on compulsory pre-primary preparatory programmes. The enrolment rate of Roma children aged 3–6 years in pre-primary institutions is 17%.



## Country priorities

- Optimise the work of pedagogical assistants through an adequate non-statutory act and network extension.
- Develop models for monitoring the effects of affirmative action measures in pre-university education, through changes and amendments to the Law on the Foundations of the Education System. The graduation rate for Roma in higher education is 1%.
- Continue the implementation of affirmative measures through the amendment of the Rules on Students and Student Standards, in order to improve competitions for granting student loans and scholarships.
- Prevent discrimination against Roma children in the education system through the implementation of the Rulebook on institutional response in the event of suspicion or discriminatory behaviour, as well as the preparation of the Manual and the implementation of training for educators, learners and parents.
- Improve the possibilities for learning the Romani language with elements of national culture and develop publishing in the Romani language and in bilingual form, with the elimination of discriminatory content.
- Adopt new procedures for adult education that will contribute to a further increase in the coverage of adult Roma, through optimising the network of primary and secondary schools, improving the professional capacities of teaching staff, and supporting schools in organising activities adapted for women, especially young mothers.

### 5. [Monitoring Framework for Inclusive Education in Serbia](#)

Since mid-2012, a new procedure for school evaluation has been used, based on standards and indicators, developed by the Institute for Education Quality and Evaluation. It was adopted by the National Education Council in 2011 (thereby establishing the national school performance quality framework) and prescribed by a separate rulebook. A significant number of standards and indicators in all areas of quality enable the monitoring of inclusive education. External evaluation is conducted by educational advisors and experts from the Institute for Education Quality and Evaluation, who have completed the training programme for this type of evaluation (p. 22).

### 6. **Instrument for Pre-accession Assistance – IPA II (2014–2020)**

[Serbia Sector Reform Contract: Education Reform in Serbia – strengthening links with employment and social inclusion](#)

The overall objective of this Sector Reform Contract is to provide support to the Government of the Republic of Serbia in implementing the reform of the education system, based on the National Strategy for Education Development in Serbia by 2020. This Sector Reform Contract assists the Government of Serbia in implementing the reform of the education and training system by improving the quality, equity and relevance of education and training, including specific issues related to the education of national minorities and Roma, in order to better respond to needs and gradually



## Country priorities

achieve compliance with standards, policies and practices in the European Union (EU) (p. 1).

The most important steps that are planned to be achieved under this Sector Reform Contract include the following:

- improve the professional capacities of teachers in pre-university education for realisation of curriculum based on learning outcomes, in order to improve learners' knowledge and competence;
- increase the availability of textbooks in the languages of national minorities and improve training for teachers who teach in the languages of national minorities;
- improve conditions for the participation of Roma pupils (boys and girls) in pre-university education (including reduction of dropout rates);
- ensure that the social partnership that connects the education and training system and the labour market functions, and the legislative and institutional framework for the implementation of the National Qualifications Framework is fully functional (p. 4).

This Contract envisages that functional networks of pedagogical assistants (employment and engagement, quality of work standards, continuous upgrading of their competences, financing) will be established (p. 14).

### **7. Republic of Serbia Negotiation Group for Chapter 23: [Action Plan for Chapter 23](#) (under the accession negotiation process for Serbia with the EU)**

3.8.2.14 Further expand the teaching assistants' network on the basis of an analytical survey carried out by the relevant government bodies (p. 333).

3.8.2.16 Develop and adopt a Rulebook on Detecting Discrimination in Education, focused on preventing discrimination and the segregation of national minorities in the education system and setting the framework for creating desegregation measures in both classes and schools (p. 334).

3.8.2.17 Adopt a Rulebook on the Enrolment of Roma Learners in Secondary Schools through affirmative action, defining the means of monitoring the effects of affirmative action on Roma education (p. 334).

3.8.2.19 Formulate systemic support measures at school level and local government level on the basis of findings and recommendations of the analysis, subsequent piloting and mainstreaming systemic measures to support the education of Roma learners at local and school levels (p. 335).

### **8. [Report 2/2018 on Implementation of the Action Plan for Chapter 23](#)**

3.8.2.16. Develop and adopt a Rulebook on Detecting Discrimination in Education, focused on preventing discrimination and the segregation of national minorities in the education system and setting the framework for creating desegregation measures in both classes and schools. Monitor implementation through the development of the



## Country priorities

Protocol on Response to Discrimination (for development and adoption of Rulebook: Quarter I, 2016; for framework for creating desegregation measures: Quarter IV, 2016). This activity is being implemented successfully. Having in mind the importance of preventing and combating discrimination in society, the Ministry of Education, Science and Technological Development has prepared and adopted the 'Rulebook on Detailed Criteria on Identifying Forms of Discrimination by Employees, Children, Students or Third Parties in Educational Institutions' (Official Gazette of the Republic of Serbia No. 22/2016, February 2016) (p. 1010).

3.8.2.19 Formulation of systemic support measures at school and local government levels on the basis of findings and recommendations of the analysis, subsequent piloting and promotion of systemic measures to support the education of Roma children at the local and school levels (Quarter IV, 2016–Quarter IV, 2017) (p. 1018).

3.8.2.20 Further strengthen early education of children aged 3–5 under a support system targeting the child, rather than the institution, and developed through:

- support for early childhood development programmes;
- the introduction of integrative specialised and additional programmes in pre-primary education;
- enabling active inclusion of more Roma children and parents in early development programmes (continuously, until 2017) (p. 1021).

### 9. Priorities in the area of education of members of national minorities

Securing conditions for improving the competencies of teachers (4,400) who teach in national minority languages:

- Drafting of training programmes in 2018 to be realised in 2019 in co-operation with the Institute for Advancement of Education, Educational Institute of Vojvodina and University Colleges (as a measure within the framework of the Sector Budget Support).
- Preparation of bilateral memorandums of co-operation with the ministries in charge of education in ethnic homelands, containing activities related to providing support for training of teachers in Serbia.
- In accordance with the new Law on Textbooks, the Ministry of Education, Science and Technological Development continues to co-ordinate and monitor publication and printing of missing textbooks for national minorities whose education is entirely in a minority language (104 textbooks printed out of 184). Special emphasis is put on textbooks in the Albanian language, as well as textbooks used for teaching the course 'Mother tongue with elements of national culture' (p. 73).
- Improving the availability of education for Roma learners and reducing attrition by means of expanding the network of educational assistants and improving their competencies.



### Country priorities

- Continuation of support in realisation of elective course 'Roma language with elements of national culture' (pp. 72–73).

Priorities in the education of migrants:

- Increase compulsory education coverage by including children from collective centres and transit centres in a compulsory pre-primary preparatory programme.
- Expand the scope of inclusion of young migrants in the system of secondary education in school year 2018/2019, in accordance with possibilities of institutions.

[Progress Report on the Action Plan for the Implementation of the Strategy for Education Development in Serbia by 2020](#)



## Section 2: Analysis grid

### Measure 1: To improve inclusive education and to ensure that good quality education is accessible for all

Agency recommendation	Findings
<p>1.1 There is a clearly stated policy for the promotion of quality in inclusive education.</p> <p><i>(Policy aims to widen access to education and to promote full participation and opportunities for all learners vulnerable to exclusion to realise their potential. Policy outlines how education policy-makers need to take responsibility for all learners.)</i></p>	<p>1.1.1 Political commitment in Serbia aims to protect human rights and educational opportunities for all. According to Article 71 of the Constitution of the Republic of Serbia, ‘Everyone shall have the right to education’ (National Overview, 2018).</p> <p>1.1.2 According to the Law on Primary Education, the key principles of Serbia’s education system include: equal access without discrimination; adaptation to individual educational needs; human and child rights; dignity of each person (Law on the Foundations of the Education System, Article 7, Official Gazette No. 88/2017) (National Overview, 2018).</p> <p>1.1.3 One of the general principles of education stated in the Law on the Foundations of the Education System is:</p> <p><i>(4) High quality of education and care for all; quality and balanced education based on the achievements of modern science, the application of the achievements of scientific disciplines important for the process of education and care and adapted to the age and educational needs of each child, pupil and adult.</i></p> <p>1.1.4 Special attention in the realisation of the principle of the quality of the education is given to:</p> <p><i>(8) Co-operation with pupils, in order to successfully achieve the set goals of education and care, as well as the realisation of appropriate activities, programmes and projects in order to improve the quality of education (Law on the Foundations of the Education System, Article 7).</i></p>



Agency recommendation	Findings
	<p>1.1.5 Article 3 of the Law on the Foundations of the Education System states: <i>Every person has the right to education.</i> <i>Citizens of the Republic of Serbia are equal in exercising their right to education.</i> <i>A person with impairments and disabilities has the right to education and upbringing that respects their special educational needs in the educational system, with individual or group additional support in teaching and learning or in a special educational group or school, in accordance with this and a special law.</i> <i>A foreign citizen, a stateless person and a person claiming citizenship shall have the right to education and upbringing under the same conditions and in the manner prescribed for citizens of the Republic of Serbia.</i></p> <p>1.1.6 According to Article 4 of the Law on Primary Education, ‘Right to primary education’ (Official Gazette of the Republic of Serbia Nos. 55/2013 and 101/2017), every person has the right to free and good quality primary education in a public school.</p> <p>1.1.7 According to Article 10 of the Law on Primary Education, ‘Education of students with special needs and disabilities’ (Official Gazette of the Republic of Serbia Nos. 55/2013 and 101/2017), a learner with special needs and disability, within the meaning of this Law, is a child with intellectual, sensory or motor disability. As a rule, a learner with special needs and disability shall acquire primary education together with other learners, and if it is in the learner’s best interest, in a school for children with special needs, in accordance with the Law. A learner with special needs and disability has the right to an individual education plan, in accordance with the Law.</p> <p>1.1.8 According to Article 12 of the Law on Secondary Education, ‘Additional support in education’ (Official Gazette of the Republic of Serbia Nos. 55/2013 and 101/2017):</p> <ul style="list-style-type: none"><li>• The school will eliminate physical and communication obstacles and, depending on</li></ul>



Agency recommendation	Findings
	<p>needs, will adopt an individual education plan, in accordance with the Law, for learners with physical or intellectual disabilities, specific difficulties in learning, social deprivation or other factors, who need additional support in education.</p> <ul style="list-style-type: none"><li>• The goal of additional support in education is to achieve optimal inclusion of learners in mainstream education, independence in peer collective, progress in education and preparation for the world of employment.</li><li>• For implementation of additional support in education, directors, teachers, professional associates, tutors, pedagogical assistants (assistants who provide support to Roma learners and families), andragogical assistants (assistants who provide support to learners who are over compulsory school age, i.e. over 16 years old) and parents or guardians may obtain special professional assistance with respect to implementing inclusive education.</li><li>• For the purpose of achievement of additional support in education, the school shall implement co-operation with local self-government bodies, as well as other organisations and institutions at local level and beyond.</li><li>• Special professional assistance from paragraph 4 of this Article may be provided by people competent in the field of inclusive education and the schools that, through their activities, have become examples of good practice in implementing inclusive education (Official Gazette of the Republic of Serbia, Nos. 55/13 and 101/17).</li></ul> <p>1.1.9 Goals and principles of higher education:</p> <ul style="list-style-type: none"><li>• ensuring equal conditions for acquiring higher education and lifelong education;</li><li>• respecting the humanistic and democratic values of national and European traditions and values of cultural heritage;</li></ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"> <li>respecting human rights and civil liberties, including the prohibition of all forms of discrimination (Law on Higher Education, Official Gazette of the Republic of Serbia, Nos. 88/2017 and 27/2018, Articles 3 and 4).</li> </ul>
<p>1.2 Legislation and policy are consistent with the principles of the UNCRC and the UNCRPD.</p> <p><i>(Legislation and policy upholds the right of all learners to full participation in school with their own local peer group.)</i></p>	<p>1.2.1 Serbia ratified the United Nations (UN) Convention on the Rights of Persons with Disabilities and the Optional Protocol in 2009 (<a href="#">UN, 2017</a>). It has been a member of the United Nations Educational, Scientific and Cultural Organization (UNESCO) since 2000 (National Overview, 2018).</p> <p>1.2.2 Serbia ratified the UN Convention on the Rights of the Child in 1989.</p> <p>1.2.3 The <a href="#">Committee on the Rights of the Child</a> welcomes the progress achieved by the State party in various areas, including the adoption of the National Strategy for Prevention and Protection against Discrimination 2013–2018 and other institutional and policy measures related to children’s rights since its last review.</p> <p>1.2.4 The Law on the Foundations of the Education System ensures that all people with disabilities have access to inclusive and quality primary, secondary and tertiary education and that reasonable accommodation, in accordance with established individual education plans, is provided in mainstream education. Teachers and other education professionals receive training on inclusive education.</p> <p>Serbia also integrated indicators for accessibility of educational institutes for monitoring and improving architectural and informational accessibility, according to the recommendations of the <a href="#">Committee on the Rights of Persons with Disabilities</a> related to Article 24.</p>



Agency recommendation	Findings
	<p>1.2.5 The Republic of Serbia also created a Policy Framework for Implementation of the UN Sustainable Development Goals beyond 2015. This includes inter-sectoral co-operation in the realisation of six strategies:</p> <ul style="list-style-type: none"> <li>• Strategy for the Development of Education in the Republic of Serbia</li> <li>• Strategy for the development of vocational education in the Republic of Serbia</li> <li>• Strategy for the Development of Adult Education in the Republic of Serbia</li> <li>• National Strategy for Gender Equality 2009–2015</li> <li>• Strategy for improving the status of persons with disabilities in the Republic of Serbia</li> <li>• National Youth Strategy for the period from 2015 to 2025.</li> </ul>
<p>1.3 The concept of inclusion is clarified in education policy as an agenda that increases quality and equity for all learners.</p> <p><i>(Policy aims to address underachievement of all vulnerable groups including children with disabilities.)</i></p>	<p>1.3.1 In April 2015, the Ministry of Education, Science and Technological Development established a Group for Social Inclusion (currently integrated into the Group for the Education of Minorities, Social Inclusion and Protection against Violence and Discrimination). The Group is based on the premise that inclusive education is not just a question of accessibility or process, but a change in basic values and beliefs. There are significant human, economic and social reasons for inclusive education as a means of building relationships among individuals, groups and within society as a whole (Ministry of Education, Science and Technological Development, 2018).</p> <p>The Group aims to ensure continuous improvement in the quality of education through the development of an inclusive culture, policies and practices at all levels of education. The United Nations Children’s Fund (UNICEF) and the Swiss Agency for Development and Cooperation provide technical and financial support.</p> <p>The Ministry of Education, Science and Technological Development aims to improve co-operation with other ministries, independent bodies, professional associations and civil</p>



Agency recommendation	Findings
	<p>society organisations to achieve the following specific objectives in inclusive education:</p> <ul style="list-style-type: none"><li>• improving legislation in the field of inclusive education and social inclusion;</li><li>• developing a system of support for children and young people by establishing effective inter-institutional co-operation;</li><li>• improving the competences of educational institutions for quality (inclusive) education;</li><li>• creating an inclusive environment for learning and development;</li><li>• developing and implementing mechanisms for monitoring and evaluating inclusive education (Ministry of Education, Science and Technological Development, 2018).</li></ul> <p>1.3.2 The Strategy for the Development of Education in Serbia states:</p> <p><i>(3) Education of Pupils with Disabilities and Special Needs: Persons with learning difficulties and persons from underprivileged backgrounds, persons with disabilities and special needs, persons with learning difficulties have the right to high-quality education and to respecting their specificities (OECD classification). The main strategic orientation in the education of these persons is an inclusive approach to education that ensures their rights and ensures their social inclusion.</i></p>



Agency recommendation	Findings
	<p>1.3.3 In 2009, the Law on the Foundations of the Education System was adopted, confirming the Republic of Serbia’s commitment to the comprehensive implementation of inclusion in education. The Law has been amended several times since, and Parliament adopted a new version of the Law on the Foundations of the Education System in 2017. Key principles of Serbia’s education system in this regard include equal access without discrimination, adaptation to individual educational needs, human and child rights and dignity for each person (Official Gazette of the Republic of Serbia, No. 88/2017, Article 7; National Overview, 2018).</p>
<p>1.4 Legislation and policy for inclusive education is cross-sectoral.</p> <p><i>(Policy outlines procedures to ensure the efficient co-ordination of services, as well as clearly defining roles and responsibilities.)</i></p>	<p>1.4.1 Several national strategies aimed to ensure diversity in education from the early 2000s, such as the:</p> <ul style="list-style-type: none"> <li>• Strategy for Improving the Position of Persons with Disabilities in the Republic of Serbia (2006)</li> <li>• Strategy of Education Development in Serbia 2020</li> <li>• Strategy for the Development of Vocational Education in the Republic of Serbia</li> <li>• Strategy for the Development of Adult Education in the Republic of Serbia</li> <li>• National Strategy for Gender Equality 2009–2015</li> <li>• National Youth Strategy (National Overview, 2018).</li> </ul> <p>They all recognised the need for cross-sectoral interaction.</p> <p>1.4.2 Multiple inter-sectoral policies have influenced the preparation and implementation of inclusive education in Serbia:</p> <ul style="list-style-type: none"> <li>• Common Action Plan for Improvement of Roma Education in Serbia, prepared as part of Serbia’s activities in the Decade of Roma Inclusion (2004)</li> </ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"> <li>• Millennium Development Goals (2005)</li> <li>• National Action Plan for Children (2004)</li> <li>• National Report prepared for UNESCO (2008)</li> <li>• Serbia’s own Educational Development Concept: Equity, Quality, Efficiency (2008) (National Overview, 2018).</li> </ul>
<p>1.5 There is a long-term multi-level policy framework for implementing quality inclusive education at national, regional and / or organisational levels.</p>	<p>1.5.1 The Work Programme of the Government of the Republic of Serbia, published in 2017, notes that it is important for young people to gain strength and the ability to make informed decisions through education, bearing in mind that not all of them have the same starting position and that fairness must be reflected in the broad availability of all levels of education.</p> <p>1.5.2 The Strategy for Education Development in Serbia by 2020 was adopted at the session of the Government of the Republic of Serbia on 25 October 2012 and published in the Official Gazette of the Republic of Serbia, No. 107/2012 of 9 November 2012. The main objectives set forth by the Strategy with respect to education development are:</p> <ul style="list-style-type: none"> <li>• increasing the quality of the process and outcomes of education to the maximum attainable level, based on scientific knowledge on education and recognised educational practices;</li> <li>• increasing coverage of all educational levels, from pre-primary education to lifelong learning in the population of the Republic of Serbia;</li> <li>• achieving and maintaining the relevance of education, particularly education that is fully or partially funded by public sources, by aligning the structure of the education system with the immediate and developmental needs of individuals and economic, social, cultural, media, research, educational, public, administrative and other systems;</li> </ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"> <li>increasing the efficiency of the use of all educational resources, i.e. completion rate within the stipulated period, with minimum extended duration and reduced dropout rates.</li> </ul>
<p>1.6 Policy outlines how education policy-makers need to take responsibility for all learners.</p>	<p>1.6.1 Primary education is mandatory and free; secondary education is free. All citizens shall have access under equal conditions to higher education. The Republic of Serbia shall provide for free tertiary education to successful and talented learners of lower socio-economic status in accordance with the law. Establishment of schools and universities shall be regulated by the law (National Overview, 2018).</p> <p>1.6.2 Primary education is compulsory and lasts eight years. It enrolls learners aged between 6.5 and 7.5 in the first grade. A nine-month pre-primary preparatory programme is also part of compulsory education. It enrolls children aged between 5.5 and 6.5. Access to higher education is available to all citizens (<a href="#">Eurydice, 2017</a>; National Overview, 2018).</p> <p>1.6.3 Mainstream classes in mainstream schools, special classes in mainstream schools and special schools are available for learners with special educational needs. According to the Law on the Foundations of the Education System of 2017, as a rule, learners with disabilities attend mainstream groups and classes. They attend special education only when it is in their best interests, subject to the inter-sectoral committee's opinion and their parents' approval. In 2007, all schools became legally obliged to accept learners with special educational needs. Teachers and buildings had to improve their accessibility (<a href="#">OECD, 2007</a>; National Overview, 2018).</p>
<p>1.7 Policy has the goal of supporting all teachers to have positive attitudes towards all learners.</p>	<p>1.7.1 According to Article 137 of the Law on the Foundations of the Education System:</p> <p><i>The task of teachers is to ensure that their competences achieve the goals of education and care and standards of achievement, taking into account the principles of education, interests and the specific potential of students and adults.</i></p>



Agency recommendation	Findings
	<p data-bbox="929 311 2038 422"><i>The task of pre-school teachers is to ensure that their competences respect the principles of education, to achieve the goals of education and to promote educational work with children.</i></p> <p data-bbox="739 438 2016 670">1.7.2 The task of the teacher defectologist (special education teacher working in a special education group within a mainstream pre-school) in a development group in a pre-primary institution and in schools for the education of pupils with developmental impairments and disabilities is to ensure the achievement of the goals of education and standards of achievement, in accordance with the individual education plan and the educational programme.</p> <p data-bbox="840 694 1960 726">Teachers and educators perform tasks based on established standards of competence.</p> <p data-bbox="739 750 2027 821">1.7.3 Teacher competences are determined in relation to the goals and outcomes of learning and should provide professional standards on what kind of teaching is considered successful.</p> <p data-bbox="840 845 1265 877">They relate to competencies for:</p> <ul data-bbox="884 901 2049 1189" style="list-style-type: none"><li>• module, subject and teacher training;</li><li>• teaching and learning;</li><li>• supporting the personal development of learners;</li><li>• communication and co-operation (Rulebook on the Standards of Competencies for the Profession of Teachers and their Professional Development: Official Gazette of the Republic of Serbia, Educational Gazette, No. 5/2011).</li></ul>



Agency recommendation	Findings
<p>1.8 Policy requires learning material to be accessible.</p>	<p>1.8.1 The 2015 Law on Textbooks introduced innovations to improve the transparency of the process of approving and selecting textbooks and to reduce the risk of corruption in the process of selecting the textbooks. This ensured the availability of missing textbooks for all categories of learners and protected the family budget.</p> <p>1.8.2 In April 2018, a new Law on Textbooks was adopted. One of the main innovations was the possibility of creating and issuing digital textbooks. The effectiveness of the new law is yet to be monitored.</p>
<p>1.9 Policy describes an effective framework of support for schools to implement inclusive education.</p> <p><i>(Support structures focus on different forms of educational resource centres that are locally organised to offer support to individual or clusters of schools.)</i></p>	<p>1.9.1 Serbia has both direct and indirect legislative support for inclusive education. The direct legislative support concerns the inter-sectoral committees, the individual education plans and teams for additional learner support, the school inclusive education teams and the pedagogical assistants. The indirect legislative support concerns, for instance, career counselling, affirmative action for learners from vulnerable groups, early school leaving, and prioritising inclusive education in in-service teacher training (Friedman, E., Pavlović Babić, D. and Simić, N., 2015. <i>Inclusive Education in Serbia: policies, practice and recommendations</i>. Unpublished report, p. 16), free pre-primary and primary school education, adapting exams, etc. (National Overview, 2018).</p> <p>1.9.2 The current framework for inclusive education in Serbia includes a multi-layered system for learners with special educational needs and inclusive education: inter-sectoral committees, individual education plans and teams for additional learner support, school inclusive education teams and pedagogical and personal assistants (National Overview, 2018).</p> <p>1.9.3 School inclusive education teams are expected to play an important role in identifying learners from vulnerable social groups, developing measures for implementing inclusive education, etc. School inclusive education teams support and supervise the teams for additional learner support. Their aim is to implement inclusive policies at the school level and</p>



Agency recommendation	Findings
	<p>to be responsible for the quality of inclusive education in schools and pre-primary institutions (National Overview, 2018).</p> <p>1.9.4 Pedagogical assistants help to improve learners' performance, the school climate and communication with parents. They can support teachers, pre-primary teachers and psychologists/pedagogues when working with learners with special educational needs. The Ministry of Education, Science and Technological Development finances the work of the pedagogical assistants on the same terms as all teachers. Roma learners have their own dedicated assistants, also called pedagogical assistants. In 2015, 174 pedagogical assistants were working in Serbian schools (Friedman, Pavlović Babić and Simić, 2015; National Overview, 2018).</p> <p>1.9.5 Schools are supported by school administrations. Their duties are to perform professional-pedagogical supervision and external evaluations of the work of institutions, to provide support to development planning and to improve the quality of work of institutions, together with other duties established by law. The Ministry establishes organisational units for performing these duties outside the seat of the Ministry – school administrations – in accordance with the law.</p>
<p>1.10 Policies outline a continuum of support for children and young people in schools, to meet the full diversity of learners' needs.</p>	<p>1.10.1 One of the goals of the Ministry of Education, Science and Technological Development is to develop a system of support for children and young people by establishing effective inter-institutional co-operation (<a href="#">Ministry of Education, Science and Technological Development, 2018</a>).</p> <p>1.10.2 The Law on the Foundations of the Education System envisages the implementation of a unique educational identification (ID) number (Article 176) that will accompany a person through all levels of formal education, necessary because of the register of children, pupils and adults.</p>



Agency recommendation	Findings
	<p>It is a ‘unique and unrecognisable 16-character tag’, assigned when a learner first enrolls in an educational establishment. Basic data is entered – first and last name, the name of one parent, unique ID number, etc.</p> <p>In addition to basic data, data on the existence of functional impairments in the domain of vision, hearing, movement, intellectual impairments, behavioural difficulties, etc., is also entered. The unique ID number enables the monitoring of each learner’s progress, as well as the additional support provided to them.</p> <p>1.10.3 Every municipality in the Republic of Serbia has an inter-sectoral committee to evaluate a child’s need for additional support. Additional support, according to the Rulebook on Additional Educational, Health and Social Support to Children and Pupils (Official Gazette of the Republic of Serbia, No. 63/2010), relates to the rights and services provided to the child to overcome physical and social barriers in performing everyday activities important for inclusion in the educational process, community life and development.</p> <p>The right to additional support is held by every child experiencing social deprivation, disability, learning impairments or through other reasons. Additional support is provided without discrimination on any basis. Each member of the inter-sectoral committee monitors the effects of the proposed support measures for a child from the field they represent. The committee submits mandatory regular reports on its municipal work on the proposed and provided support, at least twice per year.</p>
<p>1.11 Policy outlines strategies for awareness-raising with all stakeholders in inclusive education.</p>	<p>1.11.1 An Action Plan for Inclusive Education has been drafted that includes these strategies.</p> <p>Suggested activities include:</p> <ul style="list-style-type: none"> <li>• an information line for parents of children with disabilities, aiming to provide all necessary information about inclusive education;</li> </ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li>• promotion of the concept, values and importance of inclusive education and social inclusion through campaigns, training for media representatives, affirmation of individuals or organisations for contributions to inclusive education, etc.</li></ul>
<p>1.12 Policy outlines the development of the role of special schools as a resource to increase the capability of mainstream schools and improve support for all learners.</p> <p><i>(The specialist knowledge and skills of special school / resource centre are maintained and further developed so as to enhance support for learners, such as those with low-incidence disabilities.)</i></p>	<p>1.12.1 A new working group for the transformation of special education has been established.</p> <p>A by-law has been adopted on criteria and standards for providing additional support in the education of learners with impairments in the educational group, other school or family: Rulebook on the Criteria and Standards for Providing Additional Support in the Education of Children, Learners and Adults with Developmental Difficulties or Disabilities in Pre-School Groups or Other Schools and Family (Official Gazette of the Republic of Serbia, No. 70/18).</p>

#### Measure 1 evaluative comments

<p>The Ministry of Education, Science and Technological Development has drafted three highly important policies:</p> <ul style="list-style-type: none"><li>• New Fundamentals of the Pre-Primary Education and Care Programme, envisaging the elimination of development groups in mainstream pre-primary education</li><li>• Action Plan for Inclusive Education</li><li>• Action Plan for Upgrading the Work of Special Schools.</li></ul>
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## Measure 2: To support improved co-operation, including greater involvement of parents and local community

Agency recommendation	Findings
<p>2.1 The full involvement of families in all educational processes is outlined in legislation and policy.</p>	<p>2.1.1 The new Law on the Foundations of the Education System clearly emphasises the role of parents in the quality of education, the right to education, responsibilities for enrolment of children in education, the prevention of discrimination and violence, and their active role in parents' bodies like the Council of Parents and Municipal Council of Parents.</p> <p>2.1.2 In particular, the Law on the Foundations of the Education System recognises the role of parents in the following areas:</p> <ul style="list-style-type: none"><li>II. Achieving Education<ul style="list-style-type: none"><li>○ Enrolment of children in pre-school institutions: Article 17</li><li>○ Enrolment in a group for children with special educational needs in a pre-school institution and a school for the education of learners with disabilities: Article 20</li><li>○ Responsibility for enrolment and regular attendance: Article 22.</li></ul></li><li>III. Development, Observation and Improvement of Quality of Education<ul style="list-style-type: none"><li>4. Checking and Improving Quality:<ul style="list-style-type: none"><li>○ Ensuring the quality of the work of the institution (self-evaluation and external evaluation): Article 49.</li></ul></li></ul></li><li>IV. Education and Education Programmes and Final Examinations<ul style="list-style-type: none"><li>1. Education and Education Programmes:<ul style="list-style-type: none"><li>○ Adoption of the programmes of education of institutions: Article 68</li><li>○ Teaching in nature, excursions and study tours: Article 70.</li></ul></li></ul></li></ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li>2. Monitoring and Study of Learners:<ul style="list-style-type: none"><li>○ Evaluation and promotion of learners: Article 73</li><li>○ Individual education plan: Article 76.</li></ul></li><li>V. Rights of Children and Pupils, Obligations and Responsibility of Learners<ul style="list-style-type: none"><li>○ Rights of children and pupils: Article 79</li><li>○ Learners' obligations: Article 80</li><li>○ Report to the Ministry for the protection of the rights of children and pupils: Article 81</li><li>○ Objection to assessment, grade and exam: Article 82</li><li>○ Responsibility of learners: Article 83</li><li>○ Parental responsibility: Article 84</li><li>○ Educational disciplinary procedure: Article 85</li><li>○ Educational and Educational Disciplinary Measures and Legal Protection of Students: Article 86</li><li>○ Rules of Conduct in the Institution: Article 109</li><li>○ Prohibition of discrimination: Article 110</li><li>○ Prohibition of violence, abuse and neglect: Article 111</li><li>○ Prohibition of conduct that offends reputation, honour or dignity: Article 112.</li></ul></li><li>3. Public Institutions<ul style="list-style-type: none"><li>○ Composition and appointment of management bodies: Article 116</li></ul></li></ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"> <li>○ Council of Parents: Article 120</li> <li>○ Municipal Council of Parents: Article 121.</li> </ul>
2.2 Policy for inclusive education places learners and their families at the centre of all actions.	2.2.1 Parents can choose between sending their children to mainstream or special schools, based on the inter-sectoral committee’s opinion and with the consent of the learner’s parent or other legal representative (Law on the Foundations of the Education System, Article 20). Learners with disabilities are nonetheless encouraged to participate in mainstream schools when possible (Eurydice, 2015, National Overview, 2018).
2.3 Sharing information among professionals and families is a policy priority.	2.3.1 The Law on the Foundations of the Education System recognises the importance of parents’ involvement in the education system in the self-evaluation of the quality of education. Parents’ bodies (Council of Parents and Municipal Council of Parents): every school in Serbia has a website with a page with information for parents. Parents’ organisations are involved in some of the working groups for policy-making.
2.4 Policy has the goal of supporting parental interaction and communication with professionals.	2.4.1 In the process of adopting an individual education plan (IEP) for a child, parents are obliged to consent to the plan, to participate in meetings of the inclusive education team at the school, and be present at the meeting of the inter-sectoral committee when assessing the necessary support or revision of the IEP. Parents’ role in this process is regulated by the Law on the Foundations of the Education System (Article 76) and the Rulebook on Additional Educational, Health and Social Support to Children and Pupils (Official Gazette of the Republic of Serbia, No. 80, 24 October 2018).



Agency recommendation	Findings
<p>2.5 Schools are expected and supported to involve a wider range of partners and foster formal and informal networks that support their practice.</p>	<p>2.5.1 The Ministry of Education, Science and Technological Development supported the establishment of the National Association of Parents and Teachers in Serbia. This national body has developed regulations for parents' bodies at the local level, in order to achieve full participation in the education of their children.</p> <p>Furthermore, the Ministry recognised parent-teacher clubs as essential partners at the local level and provides support for their work.</p> <p>2.5.2 The Ministry of Education, Science and Technological Development had an initiative to involve more parents in the education system and to increase collaboration with teachers. Article 121 of the Law on the Foundations of the Education System envisages the establishment of Municipal Councils of Parents. The aim is to create conditions to increase the activity level and quality of participation of parents in decision-making in educational institutions and municipalities, for the benefit of all children.</p> <p>2.5.3 Every school in Serbia has the obligation to develop a school programme, annual school working plan and school development programme. These documents include the following:</p> <ul style="list-style-type: none"><li>• Health care programme</li><li>• Social protection programme</li><li>• Environmental protection programme</li><li>• Programme of co-operation with the local self-government</li><li>• Programme of family co-operation</li><li>• Programme of field trips, excursions and classes in nature</li><li>• School library work programme.</li></ul>



Agency recommendation	Findings
	These programmes envisage co-operation with different partners.

*Measure 2 evaluative comments*

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**Measure 3: To develop monitoring strategies, establishing a comprehensive accountability and evaluation framework for inclusive education**

Agency recommendation	Findings
3.1 Policy describes clear mechanisms to evaluate effectiveness and quality in inclusive education.	<p>3.1.1 Article 43 of the Law on the Foundations of the Education System describes the role of the Institute for the Assessment of the Quality of Education. The Institute contains a Centre for Quality Assurance of the Work of Institutions. Its main duties are to:</p> <ul style="list-style-type: none"><li>• develop educational standards;</li><li>• develop standards of quality for the work of institutions;</li><li>• participate in the external evaluation of the work of institutions;</li><li>• develop a methodology and instruments for self-evaluation and external evaluation of the work of institutions;</li><li>• develop and implement training programmes in the field of self-evaluation;</li><li>• develop and implement training programmes for assessing the pedagogical added value of the school as an indicator of the quality of the work of the institution;</li></ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li>• develop and implement training programmes in the field of monitoring learners' progress and assessing the preparation and publishing of publications in the field of quality assurance of institutions (Article 44);</li><li>• prepare publications in the field of external evaluation of the system, self-evaluation of institutions and promotion of the quality of institutions.</li></ul> <p>3.1.2 The Social Inclusion and Poverty Reduction Unit prepares a <a href="#">National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia</a> every four years. This document provides an overview of the situation in the areas of work, employment, social and health insurance and education. It is adopted by the Government and contains recommendations for improving policies and measures at the national level in the area of social inclusion and poverty reduction.</p> <p>3.1.3 Evaluation of the work of schools is based on quality standards. Standards and indicators showing quality practices include a quality framework that covers all aspects of life and work in schools.</p> <p>The quality of evaluation of the work of educational institutions in the Republic of Serbia includes 30 standards and 158 indicators (Rulebook on Standards of the Quality of Work of Educational Institutions, Official Gazette of the Republic of Serbia, No. 7/11) distributed in seven key areas of school work: school programme and annual work plan; teaching and learning; learner achievements; learner support; organisation of work; management; and resources.</p> <p>The results obtained by the evaluation process are primarily used to improve working institutions, but are also used to report on the work of institutions in education and other citizens.</p>



Agency recommendation	Findings
	<p>3.1.4 Reports on the results of final exams at the national level contain relevant data that can be used in analysing the work of schools.</p> <p>3.1.5 After an external evaluation of the work of educational institutions, the External Evaluation Team drafts a report and meets the head teacher of the institution. They discuss areas of high-quality work and areas where the performance level of the institution is low, and the activity needed to improve the quality of work of the institution (Rulebook on the Evaluation of the Quality of Work of Educational Institutions, Official Gazette of the Republic of Serbia, Nos. 72/09 and 52/11).</p>
<p>3.2 Monitoring procedures ensure that inequalities in access to educational resources at regional or organisational levels are addressed.</p>	<p>3.2.1 The Republic of Serbia has developed a Monitoring Framework for Inclusive Education in Serbia, as a result of the joint initiative of the Ministry of Education, Science and Technological Development, the Social Inclusion and Poverty Reduction Unit, UNICEF, the Open Society Foundations and the Institute for Psychology.</p> <p>The document includes the Monitoring Framework for Inclusive Education in Serbia, broken down into three levels (national, municipal and school level), defined indicators and, wherever possible, present and/or expected values of indicators. It also includes guidelines for the development of instruments, with examples of several instruments available for registration of a series of indicators.</p> <p>The framework takes into account the need for it to:</p> <ul style="list-style-type: none"> <li>• be multi-functional and enable the production of information annually or multi-annually at a national level, reporting on the state of affairs in inclusive education and based on selected input, process and output indicators;</li> <li>• allow municipal-level reporting on the state of affairs in inclusive education;</li> <li>• complement external school evaluation with new indicators;</li> </ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li>• support the development of school self-evaluation;</li><li>• enable various research purposes and the meta-analysis of a larger number of studies.</li></ul> <p>This framework is still in the process of implementation.</p> <p>3.2.2 The Social Inclusion and Poverty Reduction Unit of the Government of the Republic of Serbia, in co-operation with UNICEF Serbia and with support from the Statistical Office of the Republic of Serbia, revised the social inclusion and poverty reduction indicators and published <a href="#"><i>Monitoring Social Inclusion in Republic of Serbia – Third Revised Edition</i></a>. The first steps towards defining social inclusion and poverty reduction indicators were made in 2009, and the practice of reporting on the defined indicators was launched in 2012 and continued in 2013. These activities ultimately aim to raise social awareness of the scale of exclusion and design adequate measures and policies for a more inclusive society.</p>
<p>3.3 Accountability measures that impact upon educational professionals’ work reflect the importance of wider learner achievements.</p>	<p>3.3.1 The external evaluation process is an assessment by ‘external, independent observers’. It is based on a large amount of information, collected by observation or through direct communication with stakeholders, regarding life and work in schools, in accordance with evaluation criteria and established standards.</p> <p>External evaluation of institutions provides feedback on strengths, weaknesses and opportunities. It helps them to reassess their functioning and direct them towards fields of action.</p> <p>External evaluation is provided by educational advisors from the Ministry of Education, Science and Technological Development and, if necessary, representatives of the Institute for Evaluating the Quality of Education, organised into teams (Rulebook on Evaluation of the Quality of Work of Establishments, Official Gazette of the Republic of Serbia, No. 7/11).</p>



Agency recommendation	Findings
	<p>3.3.2 The process of self-evaluation is the most important tool for ensuring quality at institutional level. It implies autonomy of the school, the application of the prescribed standards for the quality of school work, responsibility, but also the mutual trust of employees in the institution (Rulebook on Evaluation of the Quality of Work of Establishments, Official Gazette of the Republic of Serbia, No. 7/11).</p> <p>3.3.3 The school educational chart represents a structured list of data that contains indicators of school life and work in several areas, produced by schools. A school educational chart:</p> <ul style="list-style-type: none"><li>• monitors learners' achievements in schools in accordance with previously defined national standards;</li><li>• informs the public about the characteristics of the school and its progress in selected areas of development;</li><li>• provides information to enable decision-makers to improve the performance of individual schools, as well as the educational policy as a whole (Law on the Foundations of the Education System, Article 174: Data on children, students and adults kept by the institution).</li></ul> <p>3.3.4 The school educational chart allows comparisons between schools within the same administrative unit, as well as comparisons between different administrative units, thus providing schools with relevant information on their position and progress in development.</p> <p>The educational chart provides for the promotion of a culture of measurement, emphasising progress and development and focusing on the results of the educational process. It increases the responsibility of all participants in the educational process and involves the public (i.e. informing parents, pupils, the local community, the line ministry and the broader professional public of the conditions of work at the given school and its achievements).</p>



Agency recommendation	Findings
3.4 Policy outlines common standards for service and provision evaluation for use across health, education and social services.	–
3.5 Policy outlines how to involve families in the process of evaluating quality of services.	3.5.1 The Law on the Foundations of the Education System recognises parents in the internal and external evaluation process (Article 49).
3.6 Policy describes mechanisms to evaluate demand for services.	3.6.1 According to the Law on Social Protection (Official Gazette of the Republic of Serbia, No. 24/2011), all services provided by the Centre for Social Work at a local level must go through the licensing system and meet certain standards.
3.7 Policy supports opportunities for school teams to evaluate their practice through involvement in research and development activities.	3.7.1 Self-evaluation is a process that leads to the strengthening of institutions and encourages quality improvement by giving teachers a very active role. It is a process that evaluates a teacher's or school's own practice by defining objectives, priorities and monitoring the achievement of these objectives using appropriate instruments. Self-evaluation and the development plan provide information about institutions and their work and the achievement of goals (Rulebook on the Evaluation of the Quality of Work of Educational Institutions, Official Gazette of the Republic of Serbia, Nos. 72/09 and 52/11).



### Measure 3 evaluative comments

The next steps in monitoring social inclusion and poverty reduction will include the development of annual assessments of social status changes in the country and activities to introduce periodic reporting. These steps will be designed on the basis of a selected set of data from administrative and other sources available at the national and local levels ([Monitoring Framework for Inclusive Education](#)).

To achieve greater efficiency and effectiveness of the public administration in order to increase confidence in institutions and reduce inequalities and enhance social justice, the Government's Social Inclusion and Poverty Reduction Unit is preparing the Third National Report on Social Inclusion and Poverty Reduction in Serbia for 2014–2017. The [Second National Report](#) covered the years 2011–2014.

The publication [Monitoring Social Inclusion in the Republic of Serbia](#) represents an improved framework for monitoring social inclusion and poverty reduction in the Republic of Serbia. The publication is organised so as to adhere to the nine domains of social inclusion (Chapters V–XIV):

- [Social protection and welfare](#)
- [Poverty, inequality](#) and [material deprivation](#)
- [Employment](#)
- [Education](#)
- [Healthcare](#)
- [Long-term care](#)
- [Pension system](#)
- [Social and child protection](#)
- [Quality of life](#).

The first steps towards defining social inclusion and poverty reduction indicators were taken in 2009 (with the publication of *Monitoring Social Inclusion*), while the practice of reporting according to defined indicators [started in 2010](#) and [continued in 2012](#). The ultimate goal of these activities is to increase social awareness on the scope of exclusion and create adequate measures and policies aimed towards a more inclusive society.



**Measure 4: To improve the cost-effectiveness of the education system, combining efficiency, effectiveness, equity and inclusion**

Agency recommendation	Findings
<p>4.1 National level inclusive education strategies are linked to long-term financial support.</p>	<p>4.1.1 Article 187 of the Law on the Foundations of the Education System regulates the activities that are financed by the Republic of Serbia budget.</p> <p><i>The budget of the Republic of Serbia provides funds for the acquisition of education and care of children, learners and adults in institutions established by the Republic of Serbia, the autonomous province or the local self-government unit.</i></p> <p><i>The budget of the Republic of Serbia provides funds for:</i></p> <ul style="list-style-type: none"><li><i>the preparation of a pre-primary programme for the year before enrolment in a school, for a period of four hours, at the seat and outside the seat of the institution;</i></li><li><i>the implementation of a pre-primary programme for working with children with disabilities and impairments;</i></li><li><i>the implementation of a pre-primary programme for working with children undergoing hospital treatment.</i></li></ul> <p>4.1.2 Article 77 refers to the inter-sectoral committee (IRC):</p> <p><i>An inter-sectoral committee shall be formed by a body of a local self-government unit responsible for social affairs on the basis of co-operation agreements between educational institutions, the state administration and local self-government, social protection and healthcare services. The local self-government unit determines the headquarters, secures and pays fees for the work of its members, provides technical and other support for its work, and provides funds for financing the support recommended by the inter-ministerial commission for children and students.</i></p>



Agency recommendation	Findings
<p>4.2 Funding policies and structures provide flexible resourcing systems that promote inclusion.</p>	<p>4.2.1 There are no explicit inclusive education strategies at the national level. There is a Strategy for the Social Inclusion of Roma in the Republic of Serbia 2016–2025, harmonised with the Action Plan for Negotiation Chapter 23, regarding judiciary and fundamental rights, under the accession negotiation process for Serbia with the EU. Financial support is partly from the national budget, and partly from donor funds (international funds, Instrument for Pre-accession Assistance).</p> <p>4.2.2 <i>An inter-sectoral committee shall be formed by a body of a local self-government unit responsible for social affairs on the basis of co-operation agreements between educational institutions, the state administration and local self-government, social protection and healthcare services. The local self-government unit determines the headquarters, secures and pays fees for the work of its members, provides technical and other support for its work, and provides funds for financing the support recommended by the inter-ministerial commission (Law on the Foundations of the Education System, Article 77, IRC).</i></p> <p>4.2.3 <i>The budget of the Republic of Serbia provides funds for the acquisition of education and care of children, learners and adults in institutions established by the Republic of Serbia, the autonomous province or the local self-government unit.</i></p> <p><i>The budget of the Republic of Serbia provides funds for:</i></p> <ul style="list-style-type: none"><li><i>• the preparation of a pre-primary programme for the year before enrolment in a school, for a period of four hours;</i></li><li><i>• the implementation of a pre-primary programme for working with children with disabilities and impairments;</i></li></ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"> <li>• <i>the implementation of a pre-primary programme for working with children undergoing hospital treatment (Article 187, Funds from the budget of the Republic of Serbia).</i></li> </ul>
4.3 There are long-term funding commitments to support collaborative initiatives between various school-based, resource centre and research teams.	–
4.4 Policy outlines mechanisms for systematic data collection on expenditure and implementation that informs cost-effectiveness issues.	<p>4.4.1 The Rulebook on Criteria and Financing Standards for Institutions that have the Activity of Basic Education and Care (Official Gazette of the Republic of Serbia, Nos. 72/09, 52/11, 55/13, 35/15 (authentic interpretation), 68/15 and 62/16) states:</p> <ul style="list-style-type: none"> <li>• Article 2</li> </ul> <p>Schools are provided with funds based on the established price of services, under the conditions and in accordance with the provisions of this Regulation for realisation of the school programme and the annual work plan of the school.</p> <p>The price of services includes salaries, employee benefits and social contributions at the expense of the employer, which are provided from the Republic of Serbia budget, as well as other current expenditures (material costs), for which funds are provided from the local self-government unit budget, in accordance with the law.</p> <p>The price of services is determined and calculated at the beginning of each school year. The price of the service can be changed during the school year, when there is a change in one of the elements on the basis of which the price of the service was determined, in accordance with the law and this Rulebook.</p>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li data-bbox="891 316 2040 555">• Article 3 The determination of the price of services is based on the number of hours worked, i.e. the number of employees for the realisation of the annual school work plan, school programme, size and equipment of the school, number of classes and groups and the number of learners, the total number of employees, the level of their education and material costs.  No later than 15 September of the current school year (5 October for a school that provides a basic adult education programme), the school submits a copy of the annual work plan of the school to the Ministry and to the competent advisor in charge of the financial affairs, with the elements necessary for determining the price of the service.</li><li data-bbox="891 794 2040 1018">• Article 4 The price per element is expressed by department, group, educational group of pre-primary preparatory programmes at the school, verified for realisation of this programme or per learner, as an annual or monthly amount.  Items are divided into groups as shown in the curriculum.</li><li data-bbox="891 1042 2040 1337">• School size: Article 5 Schools have at least sixteen classes from the first to the eighth grade. Adult education schools have at least eight classes.  Exceptionally, a school can be organised with less than sixteen classes, or less than eight departments for an adult education school, with the consent of the ministries, or in the border and mountainous areas, when there is a small number of pupils and the absence of a road network and a long distance between settlements makes it</li></ul>



Agency recommendation	Findings
	<p>impossible, rationally and economically, to organise a school with at least sixteen or eight classes.</p> <p>II. Criteria in respect of establishing the number of employees</p> <ul style="list-style-type: none"><li>• Article 6</li></ul> <p>The number of employees in the classroom, for the implementation of the school annual work plan, is based on:</p> <ul style="list-style-type: none"><li>○ the total teaching hours provided by the curriculum and programme and other forms of educational work within the 40<sup>th</sup> time working week;</li><li>○ the number of classes or groups determined by the annual work plan;</li><li>○ the number of teaching weeks;</li><li>○ the rulebook regulating the norm of hours of direct work of teachers, professional associates and educators in primary school.</li></ul> <p>The number of teachers in the classroom is determined by the total annual fund of classes or groups at school, divided by the weekly curriculum norm (mainstream lesson) and number of teaching hours.</p> <ul style="list-style-type: none"><li>• Article 7</li></ul> <p>Educational groups for pre-primary preparatory programmes carried out at school are formed for 26 children, in accordance with a special law.</p> <p>In the educational groups for pre-primary preparatory programmes, up to two children with disabilities can be included. The number of children in the educational group of pre-primary curriculum is reduced by three children per child with disabilities.</p>



Agency recommendation	Findings
	<p>The class may have up to 30 learners. The number of classes at each level depends on the total number of learners in each level, where the departments are formed as follows:</p> <ul style="list-style-type: none"> <li>○ one class for up to 30 pupils;</li> <li>○ two classes, if there are 31 to 60 pupils;</li> <li>○ three classes, if there are 61 to 90 pupils;</li> <li>○ four classes, if there are 91 to 120 pupils;</li> <li>○ five classes, if there are 121 to 150 pupils.</li> </ul> <p>In one department there may be up to two pupils with disabilities.</p> <p>All of this data is gathered in the Ministry of Education, Science and Technological Development's <a href="#">eCENUS and OpenData</a> and <a href="#">eGovernment</a>.</p>

*Measure 4 evaluative comments*

An Action Plan for Inclusive Education has also been drafted with a budget for all activities. Some of the policy-making activities in this plan are covered by the republican budget and some are project-funded.

**Measure 5: To increase participation in good quality inclusive early childhood education and care and enrolment rates in pre-school education**

Agency recommendation	Findings
5.1 Policy clearly respects the rights and the needs of children and their families.	<p>5.1.1 The principles of pre-primary education in the Republic of Serbia are:</p> <ul style="list-style-type: none"> <li>● accessibility: equal right and access to all forms of pre-primary education, without discrimination or segregation based on sex, social, cultural, ethnic, religious or other</li> </ul>



Agency recommendation	Findings
	<p>affiliation, place of residence, or residence, material or health status, difficulties and disabilities, as well as on other grounds, in accordance with the law;</p> <ul style="list-style-type: none"> <li>• democracy: respecting the needs and rights of children and the family, including the right to opinions, active participation, decision-making and taking responsibility;</li> <li>• openness: building relationships with family, other parts of the education system (school), community (culture, health and social protection institutions), local self-government and the broader social community;</li> <li>• authenticity: comprehensive approach to the child, respecting the developmental specifics of pre-school age, diversity and particularities, promoting play as an authentic way of expressing and learning for a pre-school child; reliance on cultural specificities;</li> <li>• development: development of different forms and programmes within pre-school activities in accordance with the needs of children and families and opportunities of the local community, continuous improvement through evaluation and self-evaluation, openness to pedagogical innovations.</li> </ul> <p>(Law on Pre-Primary Education, Article 4, Official Gazette of the Republic of Serbia, Nos. 18/2010 and 101/2017).</p>
<p>5.2 Support is available for families to recognise and understand the needs of their child.</p> <p><i>(Support focuses upon and what is in the child's best interests.)</i></p>	<p>5.2.1 Inter-sectoral committees (IRCs) are obliged to inform parents about different rights and support at the national or local level.</p>



Agency recommendation	Findings
<p>5.3 Policy outlines how ECI services should be provided for children and families as early as possible and as quickly as possible, following identification of need.</p>	<p>5.3.1 According to the Law on Pre-Primary Education (Official Gazette of the Republic of Serbia, Nos. 18/2010 and 101/2017), a nine-month pre-primary preparatory programme is part of compulsory education. It enrolls children from 5.5 to 6.5 years of age (National Overview, 2018).</p> <p>5.3.2 In addition, pre-primary education is free for all children, including children in hospitals, without parental care or with disabilities. Access to higher education is available for all citizens (<a href="#">Eurydice, 2017</a>; National Overview, 2018).</p> <p>5.3.3 Assessments of the needs of a child, learner or adult for additional support in health care, social protection and education are performed by IRCs in the Republic of Serbia. The Law on the Foundations of the Education System (ZOSOV) introduced inter-sectoral co-operation in education, social protection and health systems through the establishment of IRCs, whose work is based on the Rulebook on Additional Educational, Health and Social Support to Children and Pupils. The Ministry of Education, Science and Technological Development is currently working on amendments to ZOSOV, through the work of the Joint Body for Support and Co-ordination of Supervision of Inter-Sectoral Committee for the Assessment of Needs to Provide Additional Education, Health and Social Support to the Child and the Student.</p> <ul style="list-style-type: none"><li>• IRCs are obliged to inform parents about different rights and support at the national or local level.</li><li>• During the assessment process, the privacy of the child and the family is respected.</li><li>• Parents/guardians are involved in the evaluation process and, at the proposal of the parent, a ‘person of trust’ (a person close to the child, who understands their abilities and strengths) can also be included in the evaluation process.</li><li>• The assessment procedure is done in the language that the child and parents/guardians best understand.</li></ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"> <li>• The assessment procedure is postponed if the child is anxious or ill.</li> <li>• The procedure and results of the assessment process are aimed at overcoming obstacles to development.</li> <li>• The outcome of the assessment process is an individual child support plan (Rulebook on Additional Educational, Health and Social Support to Children and Pupils, Official Gazette of the Republic of Serbia, No. 63/2010).</li> </ul>
5.4 Policy states that in risk situations, the child’s rights should come first.	–
5.5 Policy measures and guidelines clearly define quality standards for early childhood services and provision.	<p>5.5.1 There is a Rulebook on Standards of the Quality of Work of Educational Institutions (<a href="#">Official Gazette of the Republic of Serbia, Educational Gazette No. 14/18</a>).</p> <p>Quality standards of education institutions – examples related to the topic:</p> <p>Area 2: Teaching and learning</p> <p>2.3. The teacher shall adjust the educational work to the learners’ educational needs.</p> <p>2.3.1. The teacher shall adjust requirements to the learners’ abilities.</p> <p>2.3.2. The teacher shall adjust the pace of work to the needs of different learners.</p> <p>2.3.3. The teacher shall adjust the teaching material to individual learner characteristics.</p> <p>2.3.4. The teacher shall devote time to learners in accordance with their educational needs.</p> <p>2.3.5. The teacher shall apply specific tasks, activities and materials based on the IEP for learners who need additional education support.</p>



Agency recommendation	Findings
	<p>Area 3: Educational achievements of learners</p> <p>3.1. Learners' success shows that educational standards have been achieved</p> <p>3.1.4. Learners who need additional support in education realise their achievements in accordance with individual learning objectives/customised education standards.</p> <p>3.2. The school continuously contributes to higher learner performance.</p> <p>3.2.1. The school applies procedures to monitor the performance of learners.</p> <p>3.2.2. The number of learners who have left school is the same or less than the previous school year.</p> <p>3.2.3. Learners attending supplementary classes show progress in learning.</p> <p>3.2.4. Learners with an IEP are making progress in accordance with the goals set in the plan.</p> <p>3.2.5. Learners involved in additional work make progress in accordance with the set goals.</p> <p>Area 4: Support to learners</p> <p>4.1. The school has a system of learner support.</p> <p>4.1.1. Learners are informed about the types of learning support provided by the school.</p> <p>4.1.2. Learner support measures are undertaken based on the success analysis.</p> <p>4.1.3. Schools provide communication with the family in supporting learners.</p> <p>4.1.4. Support teams for learners adapting to school life are active in the school.</p>



Agency recommendation	Findings
	<p>4.1.5. The school co-operates with relevant institutions in providing support to learners.</p> <p>4.3. A school system of support for learners from vulnerable groups is operational.</p> <p>4.3.1. The school undertakes activities for the enrolment of learners from vulnerable groups.</p> <p>4.3.2. The school undertakes measures for regular attendance of learners from vulnerable groups.</p> <p>4.3.3. An individualised approach/individual education plans are applied for all learners from vulnerable groups in the school.</p> <p>4.3.4. The school organises compensatory programmes/activities to support learning for learners from vulnerable groups.</p> <p>4.3.5. The school co-operates with relevant institutions and individuals in providing support for vulnerable groups.</p> <p>Area 5: Ethos</p> <p>5.1. Interpersonal relations in school are regulated.</p> <p>5.1.1. The school has a consistent respect for norms that regulate the behaviour and responsibility of all.</p> <p>5.1.2. Everybody's personal remarks show mutual respect.</p> <p>5.1.3. Measures and sanctions are in place for discriminatory behaviour in school.</p> <p>5.1.4. The school applies methods developed for adaptation to the new school environment for newly arrived learners and teachers.</p>



Agency recommendation	Findings
	<p>5.4. The school environment is pleasant for everyone.</p> <p>5.4.1. The entrance area of the school is organised to be welcoming.</p> <p>5.4.2. The school space is adapted to the needs of learners with disabilities.</p>
<p>5.6 Early childhood guidance is developed jointly by departments of health, education and social services.</p>	<p>–</p>
<p>5.7 Policy for early childhood services supports cross sectoral, multi-disciplinary working at regional and local levels.</p>	<p>–</p>
<p>5.8 Policy ensures there are pre-school places offered to children coming from ECI services/provision.</p>	<p>5.8.1 The Law on Pre-Primary Education (Official Gazette of the Republic of Serbia, No. 18/2010 of 26 March 2010), Article 3: Realisation of other activities in the pre-primary institution, states that a pre-primary institution shall also perform activities that provide nutrition, care, preventive healthcare and social protection for children of pre-primary age, in accordance with the Law.</p> <p>Further conditions for achieving nutritional care and preventive healthcare shall be agreed by the Minister in charge of health affairs and the Minister in charge of education affairs. Further conditions and the manner of implementing social protection shall be prescribed through an agreement by the Minister responsible for social affairs and Minister in charge of education affairs. In the implementation of activities of pre-primary education and care and other activities, pre-primary institutions are prohibited from all kinds of violence, abuse and neglect, and all activities that endanger, discriminate or exclude children or groups of children, on any grounds, in accordance with the Law.</p>



Agency recommendation	Findings
	<p>5.8.2 A pre-primary institution, in accordance with its capacities and expressed needs of families for various pre-primary education and care programmes, and at the request of parents, and/or guardians, enrolls children of pre-primary age, according to the following criteria for establishing enrolment priorities:</p> <ol style="list-style-type: none"><li>1. Children from socially vulnerable groups:<ul style="list-style-type: none"><li>• Child victims of domestic violence</li><li>• Children from families making use of some form of social protection and children without parental care</li><li>• Children of single parents</li><li>• Children from socially non-stimulating environments</li><li>• Children with impairments to their psycho-physical development</li><li>• Children from a family with a severely ill child or child with impairments to its psycho-physical development</li><li>• Children of severely ill parents</li><li>• Children whose parents are disabled war veterans or have the status of displaced or exiled person</li><li>• Children proposed by the social work centre</li><li>• Children from environments where their health, safety and development are endangered due to family or other circumstances</li></ul></li><li>2. Children of employed parents and regular students</li><li>3. Children with the status of third or subsequent children in the primary family</li></ol>



Agency recommendation	Findings
	<p>4. Children whose brothers or sisters are enrolled in the same pre-school institution</p> <p>5. Other children.</p> <p>Furthermore, the Law on Financial Support involves additional support to parents:</p> <p>Article 11: Right to Financial Support for a Family with Children</p> <p>Rights to financial support to a family with children, under the scope of this law, are:</p> <ol style="list-style-type: none"><li>1. reimbursement of earnings, i.e. reimbursement of the salary during parental leave, childcare leave or special childcare leave;</li><li>2. other reimbursements based on the birth and care for the child and special care for the child;</li><li>3. parental allowance;</li><li>4. child allowance;</li><li>5. reimbursement of the costs of attending a pre-primary institution for children without parental care;</li><li>6. reimbursement of the costs of attending a pre-primary institution for children with development impairments and children with disabilities;</li><li>7. reimbursement of the costs of attending a pre-primary institution for children of beneficiaries of financial social assistance;</li><li>8. recourse for the costs of attending a pre-primary institution for children for financially vulnerable families.</li></ol> <p>The rights as per paragraph 1, items 1–7 of this Article are rights of general interests and their provision is under the competence of the Republic of Serbia.</p>



Agency recommendation	Findings
	<p>There is also the <a href="#">Law on the Foundations of the Education System</a>:</p> <p>Support to children from vulnerable social groups in pre-primary education (children from 0.5–6 years of age): For a child who, due to social deprivation, developmental impairments or other reasons, requires additional support in education, the pre-primary institution shall provide for the elimination of physical and communication barriers, i.e. implement adaptation and, if required, ensure the drafting, adoption and implementation of an individual education plan (IEP1), in accordance with the law.</p> <p>A pre-primary institution enrolling a child from a vulnerable social group may establish the need for providing additional educational, healthcare or social support for the child. The initiative for starting the procedure of evaluating the needs of the child for additional support, performed by the inter-sectoral committee, can be initiated by the parent, and/or other legal representative of the child, and/or the pre-primary institution with the approval of the parent, and/or other legal representative (Article 76).</p> <p>Children with developmental impairments or disabilities exercise the right to additional support in pre-primary education in the educational group, with a plan of individualisation or individual education plan, and within the developmental group, based on the individual education plan.</p> <p>A single educational group may have up to two children with developmental impairments or disabilities. The number of children in the educational group, as established by this law, shall be reduced by three per child as per paragraph 3 of this article, exercising the right to additional support in the educational group, with a plan of individualisation or individual education plan.</p> <p>Children shall only be enrolled in a developmental group with the opinion of the inter-sectoral committee and with the approval of the parent, and/or other legal representative. Daily interaction and inclusion in the activities of other educational groups shall be planned</p>



Agency recommendation	Findings
	<p>and implemented for a child enrolled in a developmental group. During attendance at the pre-primary programme, the child's development shall be monitored and, based on the proposal of the inclusive education team, a child with developmental impairments or disabilities may move from a developmental to an educational group, in accordance with the law.</p> <p>During the transition of a child as per paragraph 1 of this article into another pre-primary institution or primary school, in partnership with the parent, and/or other legal representative of the child, co-operation shall be established with the institution the child is transitioning to, planning joint activities between the institutions that should contribute to the successful transition and achievement of continuity of education and childcare (Article 22).</p>
5.9 Policy outlines how cost-free services/provision are made available for families.	<p>5.9.1 Both primary and secondary education are free. In addition, pre-primary education is free for all children, including children in hospitals, without parental care or with disabilities (<a href="#">Eurydice, 2017</a>; National Overview, 2018).</p> <p>5.9.2 In 2017, a new project on Inclusive Early Childhood Education and Care (ECEC), approved by the World Bank Board of Directors (<a href="#">World Bank, 2017</a>), brought in EUR 47 million to create about 17,000 pre-primary education spaces for children. It supports an increase in pre-primary facilities, training for improved professional capacity of pre-primary teachers and a more learner-centred curriculum and teaching approaches. Measures to enhance access among vulnerable groups through a targeted grant scheme for participating municipalities are also planned (<a href="#">Ministry of Education, Science and Technological Development, 2018</a>; National Overview, 2018).</p>



Agency recommendation	Findings
5.10 Policy ensures the same quality of service irrespective of differences in geographical location. <i>(Such as isolated or rural areas).</i>	5.10.1 For all pre-primary institutions and all schools in Serbia, the same law on education applies regardless of their geographical location or the size of the institution, as well as the standards and outcomes of education, the external evaluation of the work of the school and the standards of employees' competencies.

*Measure 5 evaluative comments*

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**Measure 6: To improve student-focused measures such as mentoring, personalised learning approaches and improved guidance**

Agency recommendation	Findings
6.1 High expectations for all learners' achievements underpin policy for inclusive education.	6.1.1 Special attention in the realisation of the principle of quality of education is given to: <ul style="list-style-type: none"><li data-bbox="860 893 2016 1005">• identifying, monitoring and encouraging learners and adults with exceptional abilities (talented and gifted), while ensuring that, regardless of their own material conditions, they have access to appropriate levels of education and educational institutions;</li><li data-bbox="860 1029 2016 1220">• the possibility that children, learners and adults with impairments, disabilities and vulnerable groups, regardless of their own material conditions, access all levels of education and training in institutions, and people placed in social welfare institutions, children, learners and adults with health problems have the right to education during their stay in the institution and during hospital and home care;</li><li data-bbox="860 1244 2016 1340">• reducing the rate of dropout from education systems, especially people from socially vulnerable categories of the population and underdeveloped areas, people with impairments and disabilities and other people with specific learning disabilities and</li></ul>



Agency recommendation	Findings
	<p>support for their reintegration into the system, in accordance with the principles of inclusive and intercultural education and upbringing;</p> <ul style="list-style-type: none"> <li>ensuring the right to education and inclusion in the education system at different ages and levels, without jeopardising other rights of the child and other human rights (Law on the Foundations of the Education System, Article 7).</li> </ul>
<p>6.2 Policy outlines that learners' voices should be listened to in decision-making that affects them.</p>	<p>6.2.1 The goals of the education system in Serbia based on the Law on the Foundations of the Education System envisages learners' active involvement in Article 8:</p> <ol style="list-style-type: none"> <li>Developing self-awareness, creative abilities, critical thinking, learning motivation, teamwork ability, self-evaluation skills, self-initiative and expression of their opinions;</li> <li>Training for making valid decisions on the choice of further education and occupation, their own development and future life;</li> <li>Developing positive human values;</li> <li>Developing feelings of solidarity, understanding and constructive co-operation with others and cultivating friendship;</li> <li>Developing competencies for understanding and respecting the rights of the child, human rights, civic freedoms and the ability to live in a democratically regulated and just society;</li> <li>Development and respect for racial, national, cultural, linguistic, religious, gender, gender and age equality, tolerance and respect for diversity.</li> </ol> <p>The Republic of Serbia has developed a <a href="#">Framework of Standards of Career Guidance and Counselling Services</a>, which are based, among other things, on an approach that encourages</p>



Agency recommendation	Findings
	<p>and empowers an individual to take responsibility for their own career development. This involves:</p> <ul style="list-style-type: none"> <li>• studying oneself in the context of personal and professional development;</li> <li>• forming an image of oneself in relation to educational and career opportunities;</li> <li>• selecting relevant sources of information about education and career opportunities;</li> <li>• active and continuous learning about educational and career opportunities;</li> <li>• using relevant information to adopt a decision;</li> <li>• career development planning;</li> <li>• monitoring and evaluating career development;</li> <li>• career management development under a period of transitional conditions and unexpected changes.</li> </ul>
<p>6.3 Teaching, support and guidance has the goal of empowering all learners.</p>	<p>6.3.1 The Teaching and Learning section of the Rulebook on <a href="#">Standards of the Quality of Work of Educational Institutions</a> contains a set of indicators for achieving the standards of teachers' competence in adapting work to the educational needs of learners. It also includes the standards for effective management of the learning process, evaluation procedures for further learning and creating a stimulating environment for timely work.</p>
<p>6.4 Appropriate educational support is available as necessary and is fit for purpose in meeting personal learning needs.</p>	<p>6.4.1 Article 76 of the Law on the Foundations of the Education System states:</p> <p>For children, pupils and adults affected by social deprivation, developmental disabilities, disability, learning difficulties, early school leaving risks and who for other reasons need additional support in education, the institution shall ensure the removal of physical and</p>



Agency recommendation	Findings
	<p>communication barriers, adaptation of the methods of achieving the school curriculum and the creation, adoption and realisation of an individual education plan.</p> <p>For learners who achieve results that exceed the expected level of educational achievement, the institution shall provide adaptation of the methods of achieving the school curriculum and the development, adoption and realisation of an individual education plan.</p> <p>An individual education plan is a special act aimed at the optimal development of learners and the achievement of the outcomes of education, in accordance with the prescribed goals and principles, i.e. satisfying the education and educational needs of the learners.</p>
<p>6.5 The learning process is based on flexible curricula based on learner centred approaches and the development and implementation of individual learning plans as necessary.</p>	<p>6.5.1 According to the By-law on the Individual Education Plan Implementation and Evaluation, support measures are determined and realised through the implementation of the individual education plan (IEP). Both pedagogues and psychologists co-ordinate the development of a child's pedagogical profile that serves for further IEP development. The IEP is revised over a specified period and adjusted as appropriate.</p> <p>6.5.2 In 2015, a new curriculum policy was introduced, which includes IEPs and teams for additional learner support. IEPs are highly appreciated by the diverse stakeholders (National Overview, 2018; Rulebook on Requirements for Determining the Right to an Individual Education Plan, its Implementation and Evaluation: Official Gazette of the Republic of Serbia, No. 76/10, 22 October 2010).</p> <p>6.5.3 The team for additional learner support is responsible for preparing an IEP and for monitoring progress. Monitoring improvements in development and learning helps this team to establish the IEP for each learner. The team includes parents or caregivers, school and pre-primary teachers, school expert staff (psychologist, pedagogue, special pedagogue) and additional members, such as social workers or physicians (<a href="#">Eurydice, 2016a</a>; National Overview, 2018).</p>



Agency recommendation	Findings
	<p>6.5.4 In special education schools, teaching is often individualised (<a href="#">Eurydice, 2016b</a>; National Overview, 2018).</p> <p>6.5.5 Three types of IEPs can be established:</p> <ul style="list-style-type: none"><li>• IEP1 includes ‘adjustments in teaching methodology, characteristics and organisation of additional assistance, and compensatory activities’;</li><li>• IEP2 includes ‘the provisions of IEP1 and also arrangements for decreased learning outcomes and their specification (modified programme)’;</li><li>• IEP3 is used to enrich the education programme for gifted learners (Friedman et al., 2015, p. 15; National Overview, 2018; Law on the Foundations of the Education System, Article 76).</li></ul> <p>6.5.6 Up to two learners with special educational needs can attend a single class in a mainstream school. The curriculum can be partially adjusted or changed entirely for these learners (National Overview, 2018).</p>

*Measure 6 evaluative comments*

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**Measure 7: To improve the school ethos (such as the creation of supportive learning environments, adapting learning environments to specific learning needs)**

Agency recommendation	Findings
<p>7.1 Policy supports school leaders to value diversity among staff as well as learners, encourage collegiality and support innovation.</p>	<p>7.1.1 Improving the Quality of the Education System of the Republic of Serbia through Improving the Effectiveness of the External Evaluation System of Schools and the Development of Horizontal Learning between Schools (SHARE) is a project devoted to improving the system of external evaluation of school work and the development of horizontal learning between schools. Co-operation between schools is aimed at raising the competences of teachers, directors and professional associates in evaluating the quality of teaching and learning, effective communication and reflective practices.</p>
<p>7.2 Policy outlines the responsibility of school leaders to effectively communicate their vision for inclusive education to the school teaching team and wider school community.</p>	<p>7.2.1 According to the Rulebook on Standards of Competencies of Principals of the Education Establishments (Official Gazette of the Republic of Serbia, No. 38/2013), 1.1: Handling the Process of Education and Learning 1:</p> <p><b>1.1.4 Providing an inclusive approach in the educational process</b>, description of the standard:</p> <p>The head teacher creates conditions and encourages the process of quality upbringing and education for every child.</p> <p>Indicators:</p> <ul style="list-style-type: none"> <li>• The head teacher knows the principles of child development and creates conditions for respecting diversity.</li> <li>• The head teacher creates a climate and conditions for accepting and appreciating the specificity and diversity of children and promoting tolerance.</li> </ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li>• The head teacher understands the needs of children (talented and gifted, children with disabilities and those from vulnerable social groups) and provides the best conditions for each child’s development.</li><li>• The head teacher ensures that the child recognises the needs on the basis of which the individual education plans will be created.</li><li>• The head teacher applies education and education programmes that will be adapted to the child’s previous experiences and that respect the diversity of the environment from which the child comes.</li></ul> <p><b>1.1.5 Providing and monitoring the well-being and development of a child</b>, description of the standard:</p> <p>The head teacher establishes a working environment in which the head teacher encourages and monitors child development and promotion.</p> <p>Indicators:</p> <ul style="list-style-type: none"><li>• The head teacher provides the right to enrol in and attend the pre-primary institution, in accordance with the prescribed requirements criteria.</li><li>• The head teacher creates an optimal incentive environment for child development and advancement by securing the necessary resources (human, material, financial).</li><li>• The head teacher encourages educators to use different methods of evaluation and self-evaluation that are in function of child development.</li><li>• The head teacher ensures that the available data is used to monitor the child’s achievement and progress.</li></ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li>• The head teacher creates a database and portfolio for each child.</li><li>• The head teacher promotes the results of children’s creativity, encouraging their self-esteem.</li><li>• The head teacher improves the development of the institution and puts the needs and progress of the child to the forefront.</li></ul> <p>7.2.2 According to the Rulebook on Standards of the Quality of Work of Educational Institutions (Official Gazette of the Republic of Serbia: Educational Gazette, No. 14/2018 dated 2 August 2018):</p> <ul style="list-style-type: none"><li>• The principal is responsible for achieving standards and indicators of the quality of the work of institutions, in accordance with the Law on the Foundations of the Education System.</li><li>• Standards and indicators of the quality of school and pre-school work are set up to promote inclusive politics, culture and practice.</li><li>• In all six areas of quality in school and in all four areas of quality in pre-primary institutions, within the framework of all quality standards (explicitly or implicitly), requests that are set before the institution regarding the development of inclusiveness can be recognised. In this sense, the principal is responsible for achieving the standards and in that way contributes to the development of the institution’s sensitivity.</li><li>• The quality of the support to learners includes standards and, within them, indicators related to the functioning of the institution’s support system and the planning and implementation of measures, for which the principal of the institution is responsible, and makes decisions regarding the development of the system and measures.</li></ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li>• In the area of the Organisation of Labour Institutions, human and material resources management, the role of the director is to monitor the work of school teams, including the ETIE team (an expert team for inclusive education) and IEP (individual education plan) teams.</li></ul> <p>According to the Rulebook on Standards of Competencies of Principals of the Education Establishments (Official Gazette of the Republic of Serbia, No. 38/2013), standards for head teachers are formulated in six areas of work. The area entitled ‘The management of the process of upbringing and learning of a child in a pre-school institution’, that is, managing the educational process in the school, contains the standard ‘Ensuring an inclusive approach in the educational process’.</p> <p>Indicators within this standard include that the head teacher:</p> <ul style="list-style-type: none"><li>• knows the principles of child development and creates conditions for respecting diversity;</li><li>• creates a climate and conditions for accepting and appreciating the specificity and diversity of children and promoting tolerance;</li><li>• understands the needs of children (gifted and talented, children with disabilities and those from vulnerable social groups) and provides the best conditions for each child’s development;</li><li>• ensures that the child’s needs are recognised, on the basis of which individual education plans will be developed;</li><li>• applies education programmes that will be adapted to the child’s previous experiences and respect the diversity of the environment from which the child comes.</li></ul>



Agency recommendation	Findings
	<p>In other standards, the head teacher’s competences may be recognised through the requirements regarding the development of the inclusiveness of the institution.</p> <p>The Rulebook on the Training Programme and the Examination for the Licence for the Principal of the Institution of Education (Official Gazette of the Republic of Serbia, No. 63/2018) states that the training programme aims to train candidates to gain the competencies of directors in accordance with the standards of competence appointed by the Rules.</p> <p>By mastering the training programme, the candidate prepares to take an exam for obtaining a licence for the head teacher of the educational institution.</p> <p>Note: Below are the selection of topics within certain standards, and the topics that are directly related to the institution’s inclusive policy.</p> <p>Within the framework of the training programme, for the implementation of Standard 1, ‘Managing the process of upbringing and learning of the child in the pre-school, or managing the educational process at school’, the following thematic units are envisaged:</p> <ul style="list-style-type: none"><li>• Development and assurance of the quality of the teaching and educational process</li><li>• Providing a quality context for learning</li><li>• Monitoring achievement and encouraging learner development</li><li>• Development of an inclusive policy, culture and practice in the institution.</li></ul> <p>Within Standard 2, ‘Planning, organising and controlling the work of the institution’, the following thematic units are envisaged:</p> <ul style="list-style-type: none"><li>• Planning the work of the institution</li></ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li>• Organisation of the institution</li><li>• Control of work in the institution</li><li>• Management of the information system of the institution</li><li>• Management of the quality assurance system in the institution.</li></ul> <p>Within the framework of Standard 4, 'Development of co-operation with parents/guardians, management authority, representative trade union and wider community', the following thematic units are envisaged:</p> <ul style="list-style-type: none"><li>• Co-operation with parents/guardians</li><li>• Co-operation with the managing authority and representative union in the institution</li><li>• Co-operation with the state administration and local self-government</li><li>• Co-operation with professional institutions.</li></ul> <p>Within the framework of Standard 6, 'Ensuring the legality of the work of the institution', the following thematic units are envisaged:</p> <ul style="list-style-type: none"><li>• Knowledge, understanding and monitoring of relevant regulations</li><li>• Development of general acts and documentation of the institution</li><li>• Application of general acts and documentation of the institution.</li></ul>



Agency recommendation	Findings
7.3 Policy aims to ensure the recruitment of teaching staff from diverse backgrounds, including those with disabilities.	–
7.4 Policy supports schools to ensure teaching staff are able to meet diverse learning needs. <i>(Teaching staff have competence and expertise to develop individual plans, implement learner-centred approaches and support learners in personalised learning.)</i>	7.4.1 The Law on the Foundations of the Education System obliges schools to prepare an Annual School Work Plan every year, where teachers, based on development planning and internal and external evaluation, propose areas for vocational training for the entire school and for their individual plans.
7.5 The school ethos and culture is guided by school strategic plans that have high expectations for the academic and social achievements of all learners.	<p>7.5.1 Every school in Serbia is obliged to create a development plan, according to the Law on the Foundations of the Education System.</p> <p>7.5.2 The development plan is a strategic plan for the development of an institution and contains priorities in achieving educational work, a plan and activities stakeholders, criteria for evaluating the planned activities and other issues of importance for the development of the institution.</p> <p>7.5.3 The development plan of the institution is based on the self-evaluation report and the external evaluation report.</p> <p>7.5.4 The development plan is adopted by the managing authority, on the proposal of a school team for professional development, for a period of three to five years.</p>



Agency recommendation	Findings
	<p>In the process of evaluating the quality of the work of the institution, the institution's development plan is also evaluated.</p> <p>The Law on Primary Education and the Law on Secondary Education stipulate what the development plan contains.</p> <p>Schools plan development activities within the field of quality of work of the institution (school programme and annual work plan, teaching and learning, educational achievements of pupils, support to pupils, ethos, organisation of school work and management, resources).</p>
<p>7.6 School strategic plans describe how universal design for learning approaches are used to provide individualised learning tools and opportunities.</p>	<p>7.6.1 There is no mention of universal design in school strategic plans, but the umbrella law contains a clear statement that the institution ensures the elimination of physical and communication barriers, adapting methods for achieving the curriculum and development, adoption and realisation of the individual education plan. The Law on Higher Education (Organisation of Studies, Article 96) contains the obligations of the higher education institution regarding the manner of providing conditions for learners with disabilities in accordance with their capabilities.</p>
<p>7.7 School strategic plans stipulate that all learners are entitled to be active participants in the life of the school and community.</p>	<p>7.7.1 A compulsory part of the school curriculum is the development of programmes and activities that develop the learners' ability to solve problems, communication, team work, self-initiative and encouraging entrepreneurial spirit (technical instructions on how to develop school documentation, 2015).</p>
<p>7.8 School strategic plans have clear statements on the value of diversity.</p>	<p>7.8.1 The school programme must contain the school curriculum, among other things, based on the Law on Primary Education (Article 27) and Secondary Education (Article 11). The goals of the school curriculum state, among other issues:</p> <p><i>5) respect for individual differences among students in regard to learning methods and speed of progress, as well as possibilities of personal choice in free activities;</i></p>



Agency recommendation	Findings
	<i>6) based on participatory, co-operative, active and experiential methods of teaching and learning.</i>
7.9 School strategic plans describe mechanisms for shared leadership, teamwork and collaborative problem solving.	–

*Measure 7 evaluative comments*

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**Measure 8: To reduce the negative effects of early tracking (the early streaming of pupils by ability into different types of provision or schools) and to reduce the extensive use of grade retention<sup>1</sup>**

Agency recommendation	Findings
8.1 Legislation across relevant public sectors has the goal of ensuring educational services enhance developments and processes working towards equity in inclusive education.	8.1.1 The Ministry of Education, Science and Technological Development adopted the ‘By-law on the criteria and procedure for the enrolment of students who have completed a programme of primary adult education in secondary schools under more favourable conditions aimed at obtaining full equity’. The By-law specifies the measures for better informing adult learners and their parents or guardians about the opportunities for secondary school admission,

<sup>1</sup> Early tracking means the early streaming of pupils by abilities into different types of provision or school; this includes placing children into separate schools.

The extensive use of grade retention means holding students back to repeat school years, instead of providing flexible individual support.



Agency recommendation	Findings
	required documentation and working conditions in certain occupations. New scoring procedures have also been introduced to ensure easier transition to secondary education.
<p>8.2 Policy outlines how support structures that impact upon inclusive education are diverse and easily available.</p> <p><i>(Support structures prevent early tracking and streaming of pupils at an early age).</i></p>	–
<p>8.3 Assessment mechanisms are in place to identify the support needs of learners at an early stage.</p>	<p>8.3.1 The By-law on Additional Educational, Health and Social Support to Children and Pupils (2010) establishes the conditions for assessing the needs for additional educational, health or social support for learners, especially in cases of social deprivation, developmental and other disabilities, learning difficulties, etc. (National Overview, 2018).</p> <p>8.3.2 Inter-sectoral committees are established to assess additional education, health and social support needs of learners at municipal level. The committees include representatives from the learner’s school, the centre for social work and the healthcare institution responsible for the learner. They propose various measures to support the learners, including assistive technologies, which are expected to be funded by the municipal budget (National Overview, 2018; Law on the Foundations of the Education System, 2017).</p>
<p>8.4 Data is available relating to learners’ rights to age appropriate education.</p>	<p>8.4.1 If a child is not included in the education system in time or is included for the first time but without documentation, a commission is formed, according to the Law on the Foundations of the Education System (Article 99). The commission assesses proficiency in the child’s mother tongue and, in accordance with these assessments, enrolls the child in the appropriate class.</p>



### Measure 8 evaluative comments

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### Measure 9: To support improvement in schools with lower educational outcomes

Agency recommendation	Findings
9.1 Clear mechanisms exist to identify schools with lower educational outcomes. <sup>2</sup>	9.1.1 There are two national tests in the education system in Serbia. One comes after the first cycle of education in the lower grades, and the second after completion of primary education.  Based on data from the final exam and the success of children in school, a school performance assessment is carried out along with external evaluation data.
9.2 Policy outlines how methods of assessment, inspections and other accountability measures contribute to school improvement processes.  <i>(Accountability measures support inclusive practice and inform further improvement of provision for all learners.)</i>	9.2.1 The methods of assessment in the education system in Serbia are regulated by: <ul style="list-style-type: none"> <li>• the Law on the Educational Inspection (Official Gazette of the Republic of Serbia, No. 27 of 6 April 2018);</li> <li>• the Rulebook on Professional-Pedagogical Supervision (Official Gazette of the Republic of Serbia, No. 34/2012);</li> <li>• the Rulebook on the Evaluation of the Quality of Work of Establishments (Official Gazette of the Republic of Serbia, No. 9/2012);</li> <li>• the Rulebook on Standards of the Quality of Work of Educational Institutions (Official Gazette of the Republic of Serbia, Nos. 7/2011 and 68/2012).</li> </ul>

<sup>2</sup> This recommendation does not directly come from the Agency work covered in the CPRA activities. A number of project recommendations have implicitly, but not explicitly referred to this issue. However, the piloting work and detailed discussions with PG countries showed it is necessary to have this explicit recommendation linked to this measure.



Agency recommendation	Findings
<p>9.3 Policy aims to increase the capacity of all schools to meet a greater diversity of needs and support learners within their local communities.</p> <p><i>(Schools are supported to use innovative teaching methods, practical learning approaches and individual plans, focusing on learners' capabilities.)</i></p>	<p>9.3.1 The participation in mainstream education of learners with special educational needs was improved when Serbia defined its framework for inclusive education. It includes:</p> <ul style="list-style-type: none"> <li>• the provision of additional support with changes in policies on enrolment;</li> <li>• curriculum and assessment;</li> <li>• human resources;</li> <li>• support structures and funding arrangements (National Overview, 2018).</li> </ul>
<p>9.4 Policy outlines clear incentives for schools to take all learners from their local community.</p>	<p>9.4.1 Pre-primary institutions, and/or primary schools implementing a pre-primary programme, founded by the Republic of Serbia, the autonomous province or the local self-government unit, are obliged to enrol every child in a pre-primary preparatory programme, regardless of the residence of the parents or other legal representatives.</p> <p>The local self-government unit shall keep records and inform the pre-primary institution and/or the primary school implementing a pre-primary preparatory programme about children who have attended the pre-primary preparatory programme, in accordance with a special law.</p>
<p>9.5 Policy requires school strategic plans to outline preventive educational action against dropouts.</p> <p><i>(Including necessary measures so that learners who become disengaged find new educational alternatives.)</i></p>	<p>9.5.1 The solutions in the Law on the Foundations of the Education System directly and indirectly affect the prevention of dropouts of learners from the system, especially under the articles of the law related to rights, obligations and responsibilities of teachers, learners and their parents, availability and quality of education, the individual education plan and others (<i>Malo o projektu</i>).</p>



Measure 9 evaluative comments

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**Measure 10: To improve the quality of school staff, focusing on the quality of teachers, quality in continuing professional development, developing teacher competences and reinforcing school leadership**

Agency recommendation	Findings
<p>10.1 Policy outlines how all school staff develops the skills to meet the diverse needs of all learners.</p> <p><i>(Appropriate training and professional development is provided to all school staff including teachers, support and administrative staff, counsellors, etc.).</i></p>	<p>10.1.1 The Rulebook on Continuing Professional Education and Career Progression of Teachers and Professional Counsellors (Official Gazette of the Republic of Serbia, No. 81/2017) clearly states that the professional development of teachers, educators and professional associates of institutions is planned in accordance with the needs and priorities of education and care of learners. These are priority areas that shall be determined by the minister in charge of education affairs and on the basis of perceiving the level of development of all competencies for the profession of teachers, educators and professional associates in the institution (Article 3).</p> <p>10.1.2 The needs and priorities of professional development of institutions are also planned based on:</p> <ul style="list-style-type: none"> <li>• the presented personal plans for the professional development of teachers, educators and professional associates;</li> <li>• the results of self-evaluation and evaluation of the quality of the work of the institution;</li> <li>• reports on the achievement of standards and other indicators of the quality of educational work.</li> </ul>



Agency recommendation	Findings
	<p>10.1.3 The personal plan for the professional development of teachers, educators and professional associates is based on the self-assessment of the level of development of all competencies for the profession.</p> <p>10.1.4 Furthermore, after external evaluation, a school is obliged to organise further professional development for teachers in accordance with their opinion. Teachers, educators and professional associates use data from expert pedagogical supervision and external evaluations in the creation of personal development plans for professional development.</p>
<p>10.2 Policy supports the development of high quality and appropriately trained teacher educators.</p> <p><i>(With improvements in recruitment, induction and continuing professional development.)</i></p>	<p>10.2.1 Under Article 6 of the Law on the Foundations of the Education System, Quality of Education, the competences and professional development of teachers, educators and professional associates, principals and secretaries are a key part of the quality of the education system.</p> <p>10.2.2 Article 151 of the Law on the Foundations of the Education System clearly states the obligations of teachers regarding professional development:</p> <p style="padding-left: 40px;"><i>A teacher, educator and professional associate, with a licence and without a licence, is obliged to continually improve in order to successfully realise and improve educational work and to acquire or improve the competencies necessary for work, in accordance with the general principles, and to achieve the goals of education, care and standards of achievement.</i></p> <p>10.2.3 The Ministry of Education, Science and Technological Development adopted a Rulebook on Continuing Professional Education and Career Progression of Teachers and Professional Counsellors (Official Gazette of the Republic of Serbia, No. 81/2017).</p> <p>Article 2 states that professional development is a complex process that involves constantly developing the competencies of teachers, educators and professional associates in order to improve their work and improve the development of learners, in respect to their level of achievement.</p>



Agency recommendation	Findings
	<p>The comprehensive and compulsory part of professional education is professional development, which involves obtaining new and improving existing competencies important for the improvement of educational work, professional work, and care of children.</p> <p>10.2.4 Article 16 (Monitoring the Exercise of Teacher Training and Professional Co-operation) of the Rulebook states:</p> <ul style="list-style-type: none"><li>• Teachers, educators and expert associates shall apply the standards of competence in the process of self-evaluation and planning of their professional development.</li><li>• Teachers, educators and associates shall systematically monitor, analyse and evaluate their educational work, development of competences, advancement and professional development, and preserve, in a prescribed form, the most important examples of their practice, examples of the application of items learned during their professional development, personal plan of professional development (portfolio).</li><li>• Teachers, educators and associates shall also use data from professional pedagogical supervision and external evaluation in creating their personal development plan.</li></ul> <p>10.2.5 The National Education Council adopted the Standards of Competencies for the Profession of Teachers and their Professional Development in April 2011. According to the stipulated standards of competence, teachers plan their professional development, self-evaluate and choose vocational training programmes. The fulfilment of conditions for promotion in the profession depends on the possession of a certain degree of competence.</p>
10.3 Policy supports flexible training opportunities in initial and continuing professional development, for all teachers.	10.3.1 Since 2015, there have been significant reforms concerning initial teacher education provided in higher education institutions. Links between schools and universities are reinforced, as teachers from schools take part in implementing initial teacher education. The larger universities also provide lifelong learning courses ( <a href="#">European Commission, 2016</a> ; National Overview, 2018).



Agency recommendation	Findings
<p><i>(Schools and teacher education institutions will work together to ensure good models in practice schools and appropriate placements for teaching practice.)</i></p>	<p>10.3.2 In-service training of pre-primary, primary and secondary teachers is continuous and included in the Ministry of Education, Science and Technological Development’s annual plans of activities (National Overview, 2018).</p> <p>10.3.3 Forms of professional training are Regulated by Article 6 of the Rulebook on Continuing Professional Education and Promotion within the Profession of Teachers and Associates. They include:</p> <ul style="list-style-type: none"><li>• Professional training programme realised through training</li><li>• Expert meetings, as follows:<ul style="list-style-type: none"><li>○ Congress</li><li>○ Meetings, days</li><li>○ Conferences</li><li>○ Counselling</li><li>○ Symposium</li><li>○ Round table</li><li>○ Stands</li><li>○ Webinars</li></ul></li><li>• Summer and winter school</li><li>• Professional and study trip and mobility project</li><li>• Mentoring within student practice that has the status of a training facility.</li></ul>



Agency recommendation	Findings
	Forms of professional development referred to in paragraph 1 of this Article may be organised both domestically and internationally.
<p>10.4 All teaching staff are supported and develop a clear understanding of effective learning strategies.</p> <p><i>(Such as learning to learn and active learning approaches.)</i></p>	<p>10.4.1 One of the priorities for teacher training for the years 2018–2019 and 2020–2021 is improving the competencies of teachers in the field of planning and realisation of teaching-orientated outcomes (raising the level of methodical knowledge relevant to the objectives and outcomes of the subject/area) (Catalogue of vocational training programmes for school in the school years 2018–2019, 2019–2020 and 2020–2021).</p>
<p>10.5 Policy supports schools to develop strategic plans of staff training in inclusive education.</p>	–
<p>10.6 Policy outlines the specialised training pathways for specialists who support school communities to implement inclusive education.</p>	–
<p>10.7 Policy supports research into the effectiveness of different routes into teaching.</p> <p><i>(Including course organisation, content and pedagogy to best develop the competence of teachers to meet the diverse needs of all learners.)</i></p>	<p>10.7.1 Article 22 of the Rulebook states that teachers, educators and associates have the right and duty to participate in various forms of professional training in the institution during each school year, as follows:</p> <ol style="list-style-type: none"> <li>1. Present the professional development that they attended, related to the work of teachers, educators and associates. Demonstrate the use of new knowledge learned within professional development, the results of the applied knowledge and an analysis of the impact of professional development on the development of learners. Present a</li> </ol>



Agency recommendation	Findings
	<p>professional book, manual, expert article, didactic material, or the results of the conducted research, the study visit, the expert visit.</p> <ol style="list-style-type: none"><li>2. Hold a recognised event, i.e. a teaching time or activity, and lead a workshop.</li><li>3. Attend the activities referred to in items 1 and 2 of this Article and participate in their analysis.</li><li>4. Participate in:<ul style="list-style-type: none"><li>• research;</li><li>• projects, programmes of national importance in the institution, programmes of the model centre;</li><li>• planning and implementing forms of professional development within the institutions, in accordance with the needs of employees.</li></ul></li></ol>

*Measure 10 evaluative comments*

In 2010, the Ministry of Education, Science and Technological Development, in co-operation with the World Bank and UNICEF, established a Network for Support of Inclusive Education. It aimed to provide inclusive education models and capacity-building for inclusive education in pre-primary and primary education. Model inclusive schools were established in 14 locations ([UNESCO Institute for Statistics and UNICEF, 2015](#), p. 84).



**Measure 11: To improve transition from education to work by increasing the coherence between employment incentives, education and VET; improving the quality and accessibility of apprenticeships; promoting cross-sector co-operation; simplifying the systems of qualifications**

Agency recommendation	Findings
11.1 Policy ensures that VET programmes should address labour market skill requirements.	<p>11.1.1 The European Union is assisting the Serbian Government in a major reform of vocational education and training (VET) to respond to the future needs of the economy and to the immediate needs of individuals for employment and enterprises for skills.</p> <p>The intention is to help with:</p> <ul style="list-style-type: none"><li>• new approaches to learning and teaching in vocational education and training;</li><li>• assistance in identifying and responding to individual, community and enterprise needs for skills and competences.</li></ul> <p>11.1.2 The Government has adopted the <a href="#">Strategy for the Development of Vocational Education and Training in the Republic of Serbia</a> and a National Action Plan for the implementation of the strategy (Official Gazette of the Republic of Serbia, No. 1/07). The proposed text is consistent with and based on EU documents – the Copenhagen Declaration on Vocational Education (2002) and the Bruges Communiqué on Enhanced European Co-operation in Vocational Education and Training (2010).</p> <p>Furthermore, a <a href="#">Methodology of Curriculum Development in Vocational Education and Training and Adult Education</a> has been developed.</p> <p>The strategic objectives of vocational education, according to the Copenhagen Declaration and Bruges Communiqué, are:</p> <ul style="list-style-type: none"><li>• improving the quality and effectiveness of VET and strengthening its attractiveness and relevance;</li></ul>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li>• strengthening creativity, innovation and entrepreneurship, as well as the use of information technology;</li><li>• developing an effective system of lifelong learning and mobility as a reality in vocational education;</li><li>• promoting the principles of equality, social cohesion and active citizenship – allowing inclusion in VET;</li><li>• strengthening the participation of social partners in vocational education.</li></ul> <p>11.1.3 The German Society for International Co-operation (GIZ), on behalf of the German Federal Ministry for Economic Co-operation and Development (BMZ) and in co-operation with the Serbian Ministry of Education, Science and Technological Development, is implementing a project: ‘Reform of vocational education in Serbia’. It aims to provide the prerequisites for co-operative education in vocational-technical profiles, in accordance with market needs. The project envisages the modification and complementation of three selected educational profiles of vocational-technical professions: industrial mechanic, locksmith-welder and electrician.</p> <p>During the 2016–2017 school year, a committee of the Ministry of Education, Science and Technological Development selected 17 vocational secondary schools after reviewing the applications and documents they submitted. These schools will introduce the model of co-operative education for three selected study profiles. They will contain elements of dual education and will offer more and better quality practical work to learners.</p> <p>11.1.4 A forward-looking National Employment Strategy 2011–2020 (Official Gazette of the Republic of Serbia, No. 37/11) was adopted in 2011, within the framework of the Europe 2020 Strategy and the strategic commitment of Serbia to further advance economic progress. The employment policy aims to achieve effective and sustainable employment growth and to</p>



Agency recommendation	Findings
	<p>fully align the employment policy and labour market institutions with the EU acquis by the end of 2020. Further aligning Serbia’s labour market with that of the EU is one of the priorities of this strategy.</p> <p><a href="#">Modernisation of the VET system in Serbia</a></p> <p><a href="#">Dual Vocational Education and Training in Serbia: Feasibility Study</a></p>
<p>11.2 Policy aims at matching labour market skill requirements and learners’ skills, wishes and expectations.</p>	<p>11.2.1 Education and skills reform in the Economic Reform Programme: Qualifications orientated towards the labour market requirements. The reform aims to introduce the National Qualifications Framework and to implement the dual education system (theoretical and practical part) in order to:</p> <ul style="list-style-type: none"> <li>• increase transparency and streamline it;</li> <li>• implement lifelong learning mechanisms;</li> <li>• bridge the gap between education and the labour market.</li> </ul>
<p>11.3 Policy outlines the development of partnerships and networking structures.</p> <p><i>(Partnerships with a pool of local employers to ensure close co-operation with regard to learners’ supervised practical training and finding employment after graduation.)</i></p>	<p>11.3.1 In November 2017, the National Assembly of the Republic of Serbia adopted the Law on Dual Education, which introduces the dual education model into the vocational secondary education system. The objectives of dual education are to provide conditions for acquiring, improving and developing competencies in line with labour market needs, contributing to strengthening the competitiveness of the Serbian economy, and enabling employment after completion of education. The Law regulates the content and implementation of dual education, mutual rights and obligations of pupils, parents, schools and employers and provision of material and financial resources for pupils. Special attention is given to career guidance and counselling.</p> <p>The system of stakeholders is also regulated, with the common aim of providing young people with quality knowledge gained in two places: theoretical knowledge in schools and</p>



Agency recommendation	Findings
	<p>practical knowledge acquired in a real working environment in companies. The Serbian Chamber of Commerce verifies whether the employer has fulfilled the conditions for the provision of dual education.</p>
<p>11.4 Policy outlines how transition from education to employment is supported by adequate provision.</p>	<p>–</p>
<p>11.5 Policy supports the availability of meaningful VET options for learners to choose from.</p>	<p>–</p>
<p>11.6 Policy supports the availability of supervised practical training.</p>	<p>11.6.1 Another dual education focuses on the practice that takes place in business subjects. The Law on Dual Education regulates the system among stakeholders, with the unique goal of providing young people with the quality of knowledge acquired in two places: theoretical knowledge in schools and practical knowledge in a real working environment in companies that monitor their technical and technological development. In this way, learners acquire knowledge management skills.</p>
<p>11.7 Policy outlines how sustainable employment opportunities are supported through the availability of appropriate, on-going support.</p>	<p>–</p>
<p>11.8 Policy outlines how VET programmes are reviewed periodically.</p>	<p>11.8.1 Every school year, the Minister makes a new decision on the formation of a network of secondary schools. This decision determines the number, structure and spatial distribution of</p>



Agency recommendation	Findings
<i>(Both internally and/or externally in order to adapt to current and future skill needs.)</i>	secondary schools in the Republic of Serbia that will implement the plan and programme for vocational training, two-year, three-year, four-year and specialist education.

*Measure 11 evaluative comments*

The Ministry of Education, Science and Technological Development is in the process of preparing the National Qualifications Framework. The Serbian Government has also been working on creating non-formal education provision recognised by the labour market ([European Commission, 2016](#)).

**Measure 12: To improve educational and career guidance across all phases of inclusive education**

Agency recommendation	Findings
<p>12.1 Policy outlines the mechanisms for ensuring effective transition across educational sectors and phases.</p> <p><i>(There are well-organised transition processes among services to ensure continuity in the support required when learners move from one form of provision to another.)</i></p>	<p>12.1.1 There are no policies in this area. However, special attention in the realisation of the principle of the quality of the education is given to:</p> <ul style="list-style-type: none"> <li>• supporting the learner’s transition to the next level of education, and the achievement of continuity in education;</li> <li>• the democratic nature of the participation of all participants in the education system in the creation and implementation of educational policies, respecting the needs and rights with the obligation and responsibility;</li> <li>• career guidance and counselling of employees, pupils and adults, directed towards the individual’s personal development and educational and professional advancement (Law on the Foundations of the Education System, Article 7).</li> </ul>



Agency recommendation	Findings
<p>12.2 Policy outlines how career counsellors/officers support learners and employers regarding employment possibilities.</p> <p><i>(Support is provided with job applications, inform and support employers and facilitate contact between both parties.)</i></p>	<p>12.2.1 The Strategy of Career Guidance and Counselling in the Republic of Serbia, adopted in 2010 based on a Ministry of Youth and Sports proposal, defines career guidance and counselling as:</p> <p><i>a series of activities that train individuals of any age, at any time of their lives, to identify their own abilities, competences and interests, to make decisions regarding their education, training and profession, and to manage the flows of their lives in the field of learning, work and other areas in which they can acquire and apply skills and competences.</i></p> <p>The Action Plan for the Implementation of the Career Guidance Strategy and consultations in the Republic of Serbia, adopted for the period 2010–2014, envisaged specific goals and activities related to all levels of education, including secondary education:</p> <ul style="list-style-type: none"><li>• Development and implementation of the National Career Guidance and Counselling Programme</li><li>• Professional training and training of teachers, pedagogues and psychologists from secondary schools for career guidance and counselling</li><li>• Training secondary school learners to actively and effectively manage their careers.</li></ul> <p>The career guidance and counselling strategy also set the framework of the programme’s standards for career guidance and counselling for learners aged 15 to 18. They relate to:</p> <ol style="list-style-type: none"><li>1. Personal development of an individual:<ul style="list-style-type: none"><li>• understanding personal development, achievements and ability in relation to potential educational and professional choices and opportunities;</li><li>• establishing and analysing personal goals and plans in the field of careers;</li></ul></li></ol>



Agency recommendation	Findings
	<ul style="list-style-type: none"><li>• understanding educational and professional choices and making decisions accordingly.</li></ul> <ol style="list-style-type: none"><li>2. Research opportunities for learning and employment: identifying, selecting and using numerous sources of information about professions, careers, further learning and education and objectively differentiating and forming attitudes about these issues.</li><li>3. Planning and managing careers:<ul style="list-style-type: none"><li>• training for the use of adequate techniques for decision-making on further learning and professional careers;</li><li>• understanding and training for application procedures, applying for work and further education;</li><li>• understanding employers' demands in terms of knowledge, skills and abilities of employees.</li></ul></li></ol>

*Measure 12 evaluative comments*

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