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Quality of education in (post-)conflict situations: A case study about the policies and practices of UNICEF and Save the Children in Kosovo



Master Thesis Education, socialization & youth policy

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“Education is an act of love, and thus an act of courage. It cannot fear the analysis of reality or, under pain of revealing itself as a farce, avoid creative discussion.”

(Paolo Freire, 1972).



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Abstract

This study investigates the different approaches of quality of education in (post-)conflict situations. The model of Adams approaches quality of education as reputation, input, process, content, output and as value-added. During the last fifty years there is a trend in focus on quality, shifting from quality as input and output to quality as process and content. The constructivist and socio-cultural ideas about how to stimulate learning and the ideas about international development are used to give meaning to quality as process and quality as content. According to these ideas, more attention should be given to collaboration, innovation and critical thinking and to ownership and participation.

The study shows that in improving the educational quality in situations of (post-)conflict, social and affective aspects of learning and active participation should be emphasized. Therefore, quality as process and quality as content are even more important to reach quality of education in situations of (post-)conflict. The case-study about the policies and practices of UNICEF and Save the Children in Kosovo analyzes how both organizations address quality of education. Both organizations have a rights-based perspective on development and both organizations especially address quality as process and quality as content to improve education in Kosovo. UNICEF pays most attention to quality as process and Save the Children emphasizes quality as content. It can be concluded that these approaches are the right way to improve the educational sector in Kosovo. However, more emphasis should be given to social and affective aspects of learning to reach better quality of education.

Preface

This thesis is written for the Master 'Education, socialization & youth policy' at Utrecht University. The study is performed in cooperation with the Dutch Ministry of Foreign Affairs in the course of an internship at the Social Development Department-Education and Research Division. The terms of reference were to investigate the concept of quality education and how different international organizations address quality of education. Furthermore, it was questioned how to approach quality of education in (post-)conflict situations.

During this internship, the Ministry of Foreign Affairs provided the resources that were needed for this study. Moreover, the Ministry of Foreign Affairs made it possible to travel to Kosovo to collect in-depth information about the implemented policies and practices of UNICEF and Save the Children. In Kosovo, UNICEF and Save the Children arranged meetings, as well as visits to schools where the organizations are active. Furthermore, the Dutch consulate in Pristine and several other (international) actors in Kosovo provided information about Kosovo and the Kosovar educational sector. I would like to thank Corien Sips and Chris de Nie from the Ministry of Foreign Affairs, for spending so much of their time to provide input for this study. Also, special thanks goes to Mariëtte de Haan from Utrecht University for her guidance during the process of the thesis.

The study is divided into two parts. The first part provides an extensive overview of what constitutes quality of education. This is done by analyzing the scientific literature about how to stimulate learning and how development comes about. Furthermore, it is described how quality of education is approached in the international development cooperation.

The second part of the study focuses on quality of education in (post-)conflict situations. This part starts with a theoretical framework on quality of education in (post-)conflict. Then, a case study is presented about the educational situation in Kosovo and how this is addressed by two international organizations. The case study provides a situational analysis of education in Kosovo and analyzes the educational policies and practices of the organizations. Moreover, a link is made with the usages of quality as described in the scientific literature. This part ends with an overall conclusion and discussion.

Part One: Quality of Education

1. Introduction

Since the Universal Declaration of Human Rights, proclaimed in 1948 (United Nations, 1948), and the Convention on the Rights of the Child (CRC) in 1989 (UNESCO, 1989), global education policies proclaim that all children have the right to an education. One of the Millennium Development Goals (MDG), adopted in 2000, states that all children should be able to complete a full course of primary schooling by 2015 (UNESCO, 2007). The Education for All/ Fast Track Initiative (EFA/FTI) is the clearest example of an attempt to reach this global goal. This initiative is an international partnership between donor and developing countries to ensure accelerated progress towards the Millennium Development Goal of universal primary education by 2015 (Education for All-Fast Track Initiative, 2008).

A challenge in achieving universal education is reaching all children, even those in marginalized groups. In 2006, UNESCO found that approximately 75 million children were out of school (UNESCO, 2008). Some groups of children are difficult to reach for many different reasons, but the most important one is conflict. Save the Children (2009) estimates that more than half of the 75 million children out of school, nearly 40 million, are living in conflict-affected states. Especially in these areas, education is important for children. Apart from other goals, education can serve as a tool for psychosocial healing, as a tool for protection or as a tool to strengthen communities in exile. Furthermore, it can help to address development needs of children and can support peace building and reconciliation (Altinyelken, 2005; INEE, 2009; Pigozzi, 2000).

Achieving universal education however, depends for a large part on the quality of education available (UNESCO, 2004). Quality may imply simply the attaining of specified targets and objectives (Fuller, 1987; Fuller and Clarke, 1994; Heyneman, 1997; Adams, 1998; Lockheed and Verspoor, 1991; Wang et al., 1993; Chapman & Adams, 1998). A more extensive definition of quality is given by Adams (1998). He defines quality as based on a school's or program's reputation, the extent to which schooling has changed the student's knowledge, attitudes, values and behavior or as a complete theory or ideology of acquisition and application of learning.

In recent years, the focus in reaching education for all has been on access to education (Ross, Pavoit & Jurgens-Genevois, 2006) which led to a worldwide growth in children attending school (World Bank Independent Evaluation Group, 2006). Some studies reveal that this worldwide growth led to a decline in quality of schooling, mostly because the educational infrastructure is not capable of dealing with this rapid growth (Clemens, 2004; Chimombo, 2005; Khaniya & Williams, 2004, Hanushek & Wößmann, 2007). The international development cooperation is concerned about this and is slowly shifting its focus towards quality of education (Courtney, 2008).

Quality of education is important for many reasons. First, research implicates that education has a positive relationship with human capital and an increase in human capital leads to economic

growth (Wolf, 2004; Harmon, Oosterbeek & Walker, 2003; Psacharopoulos & Patrinos, 2004; Heckman, Lochner & Todd, 2006). Research shows that quality education leads to even higher individual income, more equal distribution of income and to an increase in GDP¹ with 1% a year. (Hanushek & Wößmann, 2007, Wolf, 2004). Education quality also seems to have profound consequences for attitudes and behavior, for example acquiring skills to reduce risky sexual behavior (UNESCO, 2004; Hanushek & Wößmann, 2007).

To realize better quality of education worldwide is not an easy task. The difficulty of assessing quality is that there is no universal agreement on how to define educational quality and how it should be measured (Chapman & Adams, 2002). Much scientific research has been done to define and to improve quality of education, but researchers disagree on what view to take (Pigozzi, 2008). In this framework of increasing attention to quality of education and children in (post-)conflict situations, multilateral agencies and international non-governmental organizations (NGO's) play an important role. In many (post-)conflict areas they are the main providers of education and they are increasingly trying to bring quality education to children affected. Despite of the increasing attention to quality of education and education in (post-)conflict as major topics to reach the Millennium Development Goals for Education, little research has been done on the combination of both. This study will address this gap in the scientific literature. It aims to answer the following question: *What approaches of quality are being used in the international development cooperation to address quality of primary education in (post-)conflict areas?* In order to answer this question, this research will answer the following sub questions: How does the scientific literature defines quality? How is quality understood in international development organizations? What are the specific circumstances in (post-)conflict areas that have an impact on quality of education and how can it be reached? Furthermore, this study will try to identify the implementation of the policies and practices of the international development cooperation in (post-)conflict areas. Therefore, a case-study is completed on the quality of education in Kosovo through the policies and practices of UNICEF and Save the Children who are active in providing and supporting education in Kosovo. The aim of the case-study is to analyze how UNICEF and Save the Children approach and implement strategies that address quality of education in a specific post-conflict area. This study may provide new insights into the international field of education which can be useful for other scientists, policy makers and program developers concerned with quality education in (post-)conflict situations.

¹ Gross Domestic Product

2. Quality of Education: different approaches

This chapter describes what constitutes quality and how quality of education can be approached from an international development perspective. It is described how learning can be stimulated and how development comes about. The scientific literature about quality of education is analyzed and an extensive overview of what constitutes quality of education is provided.

2.1 Learning sciences: How individual development in educational settings can be stimulated

The term quality of education can have many different meanings. One of the ways to look at quality is from a learning perspective. From this perspective it is important to know how people learn. For many years, the scientific literature is trying to find out how learning comes about and how to stimulate learning. The ideas of how people learn best are changing over time, as does the world in which learning occurs.

The traditional vision on how people learn is known as instructionism and prepared students for the industrialized economy of the twentieth century (Sawyer, 2006a). Instructionism focuses on teachers. To improve education, teachers must be improved (Papert, 1980). Instructionists over value content and see the learner as a target of instruction by providing him with a collection of facts about the world and standardized procedures for how to solve problems (Cannings & Stager, 2003). Freire (1990) calls this way of teaching the banking model. "In the banking model of education, knowledge is a gift bestowed by those who consider themselves knowledgeable upon those whom they consider to know nothing... a characteristic of the ideology of oppression, negates education and knowledge as a process of inquiry." More criticism on instructionism is given by Dewey who declines the transmission of mere facts as the goal of education, because it prevents students from thinking for themselves (Stager, 2007).

Since the 1970s a new science of learning arose which focuses on learning instead of teaching. The world had become more complex and competitive and shifted from an industrialized economy to a knowledge economy (Drucker, 1993; Bell, 1973) The instructionist way of schooling increasingly failed in educating students to fit in this society (Sawyer, 2006a). In this new innovative world other ways of dealing with knowledge and new skills are required to participate adequately. These new skills are focused on collaboration, creativity and innovation (Sawyer, 2006b). People need to be able to function in this knowledge economy and participate in a democratic society. The new science, called the learning science, therefore emphasizes the importance of deeper conceptual understanding of knowledge to prepare students for this new world. This finding was based on the constructivist ideas of Piaget and the cognitive science supported by the work of Kuhn. Piaget proved that children have significant different knowledge structures than adults (Bliss, 1995). This means that when they learn, they learn in a different way than adults. Learning is generally developed by creating knowledge from experience (Murphy, 1997). This assumption led to the recognition of a good understanding of a learner's prior knowledge and misconceptions before he enters the classroom. The cognitive science

adds to this the importance of the process of thinking (Kuhn, 1990). This is conceptualized in the thinking skills reflection and problem-solving (Van 't Rood, 1996). To reach deeper conceptual understanding of knowledge, it is necessary for a student to express this developing knowledge in everyday activities and reflect on this to analyze his state of knowledge. Murphy (1997) summarizes the main elements of the constructivist approach of the learning sciences. She operationalized constructivist concepts and developed a constructivist checklist for educational settings.

A second aspect that the learning science accentuates is the importance of creating a stimulating learning environment (Sawyer, 2006a). This idea comes from the socio-cultural studies (Salomon, 1993). The socio-cultural studies show that almost all learning occurs in a complex social environment and is not merely isolated in the head of the learner, nor in the environment of the school (De Haan, 1999). The learning environment has an influence on the learner as does the social and cultural environment of daily life (Erickson, 2002; Lee, Spencer & Harpalani, 2003; Rogoff, 2003). When designing a learning environment, it is therefore important to link knowledge students have from daily practices to academic learning in learning environments (Sawyer, 2006a). This makes academic schooling more relevant and better to understand for all students. It also disputes the dominant ways of scientific education that privilege some ways of displaying understandings over others (Sawyer, 2006a). The socio-cultural studies also acknowledge that cognitive processes are intertwined with social-affective processes. This needs to be addressed in schools, because it addresses basic needs in belonging and identification. This is especially meaningful for youths from non-dominant groups. They face extreme challenges in their society regarding belonging and identity for which they need knowledge and skills to deal with this (Spiro, et al., 1999).

2.2 Approaches of educational quality

Internationally, there is no common understanding of the term quality of education (Chapman & Adams, 1998). Quality of education is elusive and likely to depend on the perspective of the person attending the definition (Stephens, 2003). Nevertheless, it is a frequently used term and it is clearly seen as 'something good'. Many international organizations, policy makers and researchers tried to define quality, but most of this work focuses on finding indicators of quality. Little research is done about reviewing the concept of quality in terms of approaches and definitions.

Educational researcher Don Adams (1993; 1998) is the only researcher who looked at the concept of quality education from a multi-dimensional and integrated perspective. To overcome the conceptual confusion over the term quality of education, he identified six common usages of the term; quality as reputation, quality as input, quality as process, quality as content, quality as output and outcome and quality as value-added. These usages will be further explained.

The first, quality as reputation, refers to a general consensus about high or low quality schools. This consensus is not based on (empirical) research, but often includes information or assumptions

about the quality of a school. This information and these assumptions are difficult to quantify and can be very unreliable. Therefore quality as reputation is less useful for researchers and policy makers.

The second usage, quality as input, is a commonly used approach to quality of education, because data about input is relatively easy to obtain. Quality of education is high when there are high levels of resources such as buildings, textbooks and other materials. Also background characteristics of students, teachers and administrators and their number and level of education and training are seen as input and can be quantified.

The third usage of quality is quality as process. This usage of quality examines the use of inputs. Measures to quantify quality here include interactions between teachers and students and the teaching and learning processes (O'Sullivan, 2006). The collection of data is difficult, because the measures are difficult to conceptualize and can be subjective. Many teachers though, consider this approach of quality of education as the most valuable one, because it directly relates to what happens in the classroom. This approach of quality provides the most opportunity to integrate the ideas from the learning sciences that were mentioned in the previous paragraph. Constructivist ideas can be used here to give meaning to quality as process.

Quality as content is the fourth usage of quality and refers to the knowledge, skills and attitudes that should be transmitted through the school curriculum. A trend can be found toward common education content in the international school curricula in primary education. Quality here can be established in means of deviation of the school curricula from the international educational content in which a higher degree of deviation implicates a lower level of quality. This usage of quality is easy to quantify when it concerns explicit knowledge and values, but difficult when it regards to implicit knowledge and values.

One of the most widely recognized usage of the term quality of education is quality as output or outcome. This approach has his origins in the science of economy and focuses on the effectiveness of education (Psacharopoulos, 1990). Output refers to the short-term results of schooling like students' cognitive achievement and completion rates. Outcomes refer to the long-term results of schooling, for example employment, health and civic engagement. Some of these outputs and outcomes are easy to conceptualize because they are usually quantitative, while others are more difficult to conceptualize.

The sixth and last usage of the term quality is as value-added. This refers to the impacts, influence and effects on the student's life or on the system (Motala, 2001). The value-added approach considers the degree of change, rather than the final state or the way in which the change came about. Measuring change is difficult because a baseline is needed, which is usually not available or difficult to require.

These different usages together describe one model of approaching quality, but how does this model relates to what is mentioned earlier about the learning sciences? The answer can be found in the different levels in which quality is approached and fulfilled. Where the model of Adams approaches quality from a general and multi-dimensional perspective, the learning sciences gives more direction

about the fulfillment of some of these usages. Because of the special interest of the learning sciences in how learning comes about, the learning sciences can be especially useful for giving meaning to the processes of teaching and learning. Also, the learning sciences can help in fulfill the usage of quality as content. For example with ideas from the socio-cultural studies that emphasize the link between daily practice and learning in a school setting.

2.3 Developmental perspectives: the relation between education and development

In the international development cooperation much research has been done and much has been written about education. International organizations and policy makers in the development cooperation are influenced by globally used development perspectives. These perspectives have an effect on how education is embedded in the development aid and how education is used to reach development. The scientific literature reveals four main perspectives to approach education as development aid. The perspective that an organization has on education, has an influence on their approach of quality. Therefore, the developmental perspectives described in this chapter are connected to the different usages of quality as defined by Adams in the previous paragraph (1993; 1998).

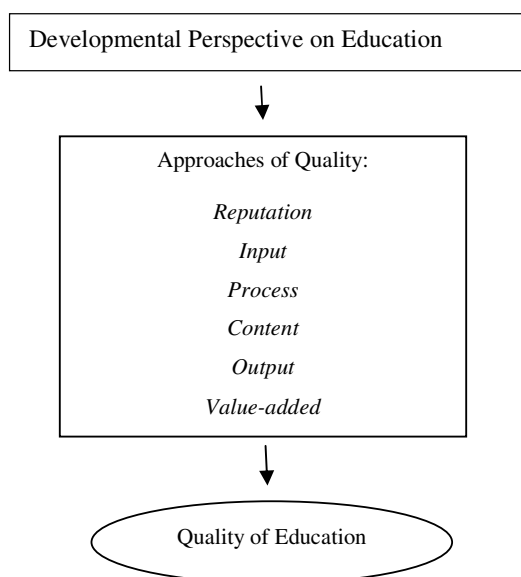


Figure 1: Developmental perspective on quality of education

The first perspective is the human capital approach. In this approach economic growth is considered as the magic bullet to bring welfare to poor countries. The underlying assumption was that capitalist conditions that brought economic growth to the West would work everywhere (Ansell, 2005). Hence, American Economist Rostow (1960) argued that investment in the productive sectors of the economy and in the modernization of attitudes could bring development to the Third World. He believed that

educating people was required to make an economy grow. Education is used here as an instrument to reach this goal (Ansell, 2005). Therefore, the human capital perspective mainly approaches quality in terms of input.

In response to the human capital approach, critical perspectives arise. Dore (1997) spoke of 'the diploma disease' to show that educational aid through human capital approaches creates diplomas, but not development itself. Rogoff (2003) adds that schooling is used by the West as a colonial tool. This means that by expanding the Western educational system throughout the world, also the Western culture and way of thinking is exported. Marx (1967) stressed the idea that schools in developing countries provided by Western governments only serve capitalism and support existing (unequal) power structures. He states that the development that derives from this form of Western education in developing countries would only benefit the owners of capital and not the lower classes (Ansell, 2005). These ideas resemble the criticism by Freire and Dewey on the instructionist way of teaching and learning. Illich (1971) even proclaims that these schools not only maintain these power structures, but they also increase these inequalities, because people are schooled into a sense of inferiority towards the less schooled and discouraged from taking control over their own learning (Ansell, 2005). Freire (1972) wrote the 'pedagogy of the oppressed' to criticise the expanding Western education system. He rejects this conventional way of schooling, because students in this educational system are not taught to think for themselves. He emphasises a critical pedagogy which means that students become conscience of the reality they live in and are taught to handle this situation themselves. A dialogic method is needed in schools, in which students and teachers are equal and challenge each other in their ideas (Freire, 1985). According to Freire (1972) this is especially true for the poor living in developing countries, because of the major inequalities between them and the capitalist owners. The critical perspectives criticize the way schools are organized and the content that is taught. Therefore, the critical perspectives show most overlap with quality as process and quality as content. These approaches of quality emphasize the processes of teaching and learning and the content of the curricula of schools.

Another response to the human capital approach is given by the needs-based approach. This approach resembles the critical ideas of Marx and Illich about unequal power structures, but it emphasizes the role of the West as caretakers for the Third World. Despite the visible economic growth in some countries subjected by the human capital approach, there were large groups of people, particularly women and children, who did not benefit from this growth (Scheper-Hughes & Sargent, 1998). Especially NGO's, who were growing in number between the 1970s en 1980s, became aware of these negative impacts (Ansell, 2005). They began to emphasize a needs-based approach to development aid and tried to meet the welfare needs of disadvantaged groups. They regarded education as an important need for disadvantaged people and they saw themselves as the primary source to bring this development to these groups of people. Despite of the criticism of the needs based approach on the human capital approach, the needs based approach also emphasizes quality as input.

Much attention is paid to providing resources. Furthermore, the needs based approach also pays attention to quality as value added, because of the importance of positively influencing the situation for all people.

The fourth perspective on development aid regarding education, the rights-based approach, arose from the ideas of the needs based approach. This perspective states that people not only have a need for education, but that they have the right to an education. The rights-based approach is underwritten by the Declaration of Human Rights (United Nations, 1948) and the Convention on the Rights of the Child (UNESCO, 1989) which are signed by most countries in the world. These declarations state that education is a fundamental human right and everybody has the right to follow primary education. Vice versa education became a worldwide tool to make people aware of their rights (Ramirez, Suarez & Meyer, 2007). Unlike the needs-based approach, the rights-based approach emphasizes that disadvantaged people are not only passive receivers of aid, but that they are key actors in this process (Ansell, 2005). This means that they become empowered to participate in developing their own educational programs. Here, the rights-based approach becomes reconciled with the critical approach of Freire, because they both emphasize the importance of empowerment of the poor to participate and create their own educational system. Because of this emphasis on active participation and empowerment, the rights-based approach shows most overlap with quality as process and quality as content.

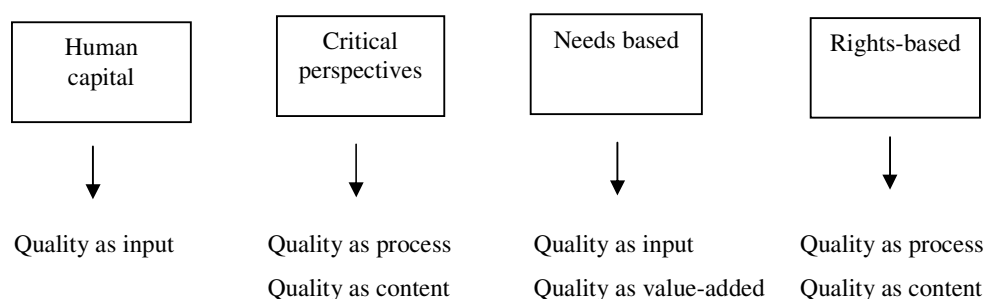


Figure 2: Developmental perspective linked to approaches of quality.

2.4 Historical review of approaches of educational quality in the international development cooperation

In the international development debate the concept quality of education is continually evolving (Pigozzi, 2008). This paragraph will discuss the prevalence and development of the approaches of quality of education in the scientific literature on international development during the last fifty years. There is a trend in focus on quality shifting from input to output and from output to process. Besides this trend, the scientific literature on quality education pays more attention to social and affective dimensions in approaching quality education. Currently the quality debate focuses more on quality as content and ownership. The result is that a new holistic approach of quality is arising.

Since the 1960s the policy mechanics approach emerged in the educational literature. This approach puts emphasis on universal determinants of school quality and tries to identify particular school inputs which can raise the quality of education, like materials, amount of teachers and school facilities. (Lockheed & Verspoor 1991). This approach became very popular in the international development debate about quality (Fuller & Clarke, 1994; Muskin, 1999). The importance of inputs in reaching quality education in developing countries is also studied by Urwick & Junaidu (1991). They discuss the 'technical efficiency' orientation, which focuses on the provision of basic school inputs. Their findings show that a certain level of input is needed to reach a basic form of quality education. They state that, even in the poorest countries, it would be inefficient to attempt to organize primary schools without a systematic provision of classrooms, furniture and textbooks. Also toilets and water supply are recognized to be important basic school inputs.

Since the 1970s the economic sciences had a big influence on defining quality in the educational science (Hanushek, 1986; Lockheed & Komenan, 1989; Windham, 1986). In the economic approach quality is described in terms of efficiency, which resulted in the school efficiency movement. Efficiency is the extent to which the desired output is reached (Scheerens, 1989). Scheerens (1992) states that the primary goal of education is high learning achievement. Therefore learning achievements must be the central focus in defining quality education. Measuring outputs through previously established indicators, is still a commonly used way in assessing the quality of education. There are many examples of development studies which try to examine the quality of education by measuring outputs of the schooling process (Courtney, 2008; Chapman & Snyder, 2000). Some researchers even proclaim that measuring the output is the only significant way to examine quality of education. They hold a 'client-view' and only value what they believe is important for the client. In their opinion; input is not important for a client, only the output matters (Pirsig, 1974). Because of the necessity for donors to prove that their projects have an impact, it seems that many donors favor quantitative output approaches in reaching quality, because of the easy way to measure effects (Harley, 2005). This way of approaching quality shows resemblance with instructionalism, which also focuses on the input and output of education.

Criticism on the input and output approaches of quality has been given by many researchers in the last two decades, including Creemers (1996). He pretends that both approaches focus too much on quantitative, cognitive aspects of schooling and ignore the social and affective aspects of education. Other studies contribute to this statement by claiming that education should reflect upon its relevance to the modern world (Pigozzi, 2008). They show that today, more than in the past, there is a need for addressing the social and affective dimensions of learning (Cohen, 2006; Zins, et al., 2004; Payton, et al., 2000). Education nowadays is expected to make a contribution to sustainable human development, peace and security, universal values, informed decision-making and the quality of life at individual, family, societal and global levels (Pigozzi, 2008; Porter, 1999). This is in line with the constructivist

ideas of the learning sciences, that gives great emphasis on teaching and learning that tries to adapt to the new modern world.

Another comment on the input and output approaches of quality was the idea that only focusing on the input or output of quality is not enough to reach high quality education (Lezotte, 1989). Since the 1980s, the school improvement movement has tried to understand quality education through reviewing the processes of teaching and learning within the school context (Motala, 2001). This movement, also known as the 'pedagogic orientation' mentions the importance of child-centered classroom activities to reach high quality education (Stephens, 1989). The focus in this orientation lies on the relationship between children and teachers, classroom decision-making by teachers and the development of critical thinking skills. Some studies indicate that the quality of the teaching process is more important to reach an overall quality of education than all kinds of quantitative factors, like class size or pupil grade repetition (Fuller & Heyneman, 1989; Hanushek & Wößmann, 2007). The shift of emphasis on the quality of inputs and outputs to the quality of the process can be seen in many countries and studies throughout the world (Courtney, 2008; Tatto, 2002; Muskin, 1999). Also the learning sciences endorses the importance of processes of teaching and learning. As mentioned in the previous paragraph, the learning sciences can be used to give meaning to the processes of quality.

Besides defining quality of education in terms of input, processes and output, another perspective on quality education is rising. One of the current debates in the international development cooperation is the merit of decentralized decision-making and ownership (Bray, 1998; Israel, 2000; Chapman, 2000, Reijngoud, 2009). This debate has a great influence on the educational agenda and on defining quality. One of the central aspects of ownership is the assumption that communities know best how to fulfill their educational needs to reach quality, because they have the best understanding of the local conditions (Chapman et al., 2002, Lieu, 2005). The concept of ownership is endorsed in the international development cooperation by the Declaration of Paris in 2005². This way of addressing quality is somewhat comparable to the use of quality as content, described by Adams (1993;1998), only it is the opposite way of looking at it. Adams describes educational quality to be high when local curricula matches international curricula. However, recent studies show that high quality of education is grounded in cultural traditions, social relations and economic and political life. Thus, quality education needs to be defined and measured within the context where it takes place and not only at an international level (O'Sullivan, 2006). Often, donors pay little attention to the contextual viewpoint (Maskell, 1998) and they barely debate with the community on what constitutes quality in the context (Latif, 2004). Also, donors need to prove that their money is well spent and they are often limited by time and bureaucratic rules. This means that they can influence a partner country to spend their

² The Paris Declaration, endorsed on 2 March 2005, is an international agreement to which over one hundred Ministers, Heads of Agencies and other Senior Officials adhered and committed their countries and organizations to continue to increase efforts in harmonisation, alignment and managing aid for results with a set of monitorable actions and indicators.

donations on activities with clear and measurable results. This is not always the most wanted or best option for the country receiving the amount of money (Harley, 2005). In contrary to studies that proof community participation to be successful to reach better quality (Sullivan-Owomoyela & Brannely, 2009; Fuller & Clarke, 1997; Van der Werf et al., 2000; Tal, 2004), some studies show that educational programs based on community participation are not improving quality. Mostly this is caused by a poor design and implementation of the programs (Mansuri & Rao, 2004).

Though there is a visible shift from focus on quantity to focus on quality in the scientific literature (Courtney, 2008; Tatto, 2002; Muskin, 1999), it is interesting to see that the different approaches of quality are not only used separately. Besides combining two approaches of quality to improve the educational situation, for example quality as input and quality as output (Lee & Barro, 2000), total integration of the different approaches is more common as well. For example, the Indonesian government has developed a multilevel design to improve and monitor quality of education. The design integrates schools input, processes, output and contextual factors to define and measure school quality (Van der Werf, et al., 2000). Another example of integration of approaches is the new holistic school curriculum in parts of China. Although this reform is entangled by insufficient resources and conservative resistance, the view of quality education referring to the whole person instead of only focusing on examination-oriented education, is new in the general educational field (Dello-lacovo, 2009). Also in the Dutch educational sector quality is defined as more than just learning achievements. Input, output, processes and content are equally important. Schools have to prove that they are not only active on cognitive aspects of schooling, but they also have to pay increasing attention to social and affective aspects of life (Inspectie van het Onderwijs, 2009).

This shift in thinking about quality of education makes it clear that the model of Adams (1993; 1998) about usages of quality cannot only be seen as mutually exclusive, but reveals a more practical and holistic way of using the model. Different usages of quality can be used at the same time and addressing of one usage does not always exclude addressing another. It is interesting that the learning sciences reveal great resemblance with the shift of thinking towards quality as process and quality as content. The learning sciences also pays great attention to how learning needs to be shaped and what the content of learning should be.

2.5 The international development cooperation

In previous paragraphs, the scientific literature is analyzed to find out what constitutes quality of education in the international development cooperation. This chapter will analyze the most influential partners in the development cooperation on education, to see how they approach quality education. The development perspective and the distinctive approach to educational quality of these organizations are described briefly.

The World Bank is a multilateral organisation with a typical human capital approach. The World Bank's mission is to fight poverty and to achieve sustainable development through economic

growth. Education is seen as an important tool for building development, but the emphasis lies on economic growth. In approaching educational quality, the World Bank is widely accused for being too focused on cognitive outputs of education and for stimulating too much competition in the educational sectors throughout the World (Aquilar & Retamal, 2009; Education International, 2010; Lauglo, 1996). The World Bank is taking this critique seriously and is slowly showing some changes. In some of their published studies, social and affective aspects and for example community participation are already addressed (Mansuri, 2004). It could be said that the World Bank mainly has an input-output approach of quality. Currently, this approach is slowly shifting towards more attention for quality as content, because of the increasing attention for community participation in education.

The OECD-DAC³ is a network where donor governments and multilateral organisations come together to help partner countries reduce poverty and achieve the Millennium Development Goals. The OECD-DAC also has a human capital approach and is promoting the Programme for International Student Assessment (PISA). PISA internationally assesses how far students have acquired mathematical and literal skills (OECD, 2010). These assessments are very useful and needed for research and policy making. The danger of PISA though, is that it is too much focused on cognitive schooling output and that it gives too much direction to national curriculum content. Mainly quality as output and quality as content are approached by the OECD-DAC. The difference in approaching quality as content with the World Bank, is that the OECD-DAC pays more attention to an international curriculum instead of to ownership and community participation. The OECD-DAC has the same view of quality as content as does Adams (1993:1998).

Another organization that is internationally involved in education is the Fast Track Initiative (FTI). FTI is a global partnership between donor and developing countries to accelerate progress in the educational sector (Education for All-Fast Track Initiative, 2008). FTI mainly has a rights-based approach, mixed with a human capital perspective. The goal of FTI is to reach education for all, but this is done by providing the necessary inputs for countries to perform their educational plans. Therefore their focus lies on quality as input.

A rights-based approach to education and educational quality is more common in the development cooperation when organizations are focusing on education. For example, multilateral organizations UNICEF and UNESCO⁴ have a rights-based view on education. The policies of UNICEF are discussed later in this study. UNESCO is a specialized agency of the United Nations (UN), focusing on peace building, alleviation of poverty, sustainable development and intercultural dialogue through education. UNESCO has developed his own framework for quality (Pigozzi, 2004) as has the International Global Campaign for Education⁵ (GCE, 2002). Both organisations pay attention to learners, environments, content and processes when addressing quality. They make a

³ Organization for Economic and Co-operation and Development-Development Assistance Committee

⁴ United Nations Educational Scientific and Cultural Organization

⁵ GCE is a collaboration between different development organizations worldwide to keep the EFA goals on the international and national agenda.

distinction between quality at the level of the learner and quality at system level. For the system level, implementation of good policies, supportive legislative framework, recourses, means to measure outcomes and managerial and administrative systems are central. This approach of quality is holistic and constitutes attention to quality as input, quality as process, quality as content, quality as output and quality as value-added.

The Southern and Eastern Africa Consortium for Monitoring Educational Quality (SAQMEC), who receives technical support from UNESCO, consists of 15 Ministries of Education in Southern and Eastern Africa. It is not clear what their perspective on education is. They work together to share experiences and expertise of education planners to apply scientific methods to monitor and evaluate the conditions of schooling and the quality of education (Ross & Makuwa, 2009). The indicators SAQMEC uses to measure educational quality are only quantitative. Less attention has been given to methods for measuring social and affective aspects of learning or deeper understanding of knowledge. Therefore SACMEQ focuses on quality as output. Nevertheless SAQMEC is recently giving more attention to aspects of the context in measuring educational quality (SAQMEC, 2010).

The Education for All Global Monitoring Team (GMT) who wrote a report on quality education in 2005 (UNESCO, 2004) constitutes a quality framework quite similar to the UNESCO and GCE framework. They also work from a rights-based perspective. In this holistic approach of quality learner characteristics, processes of teaching and learning, outcomes and context are the main targets to address quality education. The framework includes the findings of the scientific literature as described in this chapter, with attention to the context and social and affective aspects of learning. Less attention has been given to the deeper understanding of knowledge. Instructionalist ways of teaching and learning are still addressed. Also evaluation and measurement methods are mainly quantitative and focused on cognitive aspects of learning (Baxter & Bethke, 2009).

The educational policies of the Dutch Ministry of Foreign Affairs has a clear rights-based approach, but is also influenced by the human capital approach. Education is seen as a basic right, but also as a tool for reducing poverty, stimulating economic and social development and promoting the sustainable use of resources. In their policy, educational quality is considered as various components that create a cohesive whole. Emphasize is put on social as well as cognitive development and teaching and learning processes. Indicators for quality of education are well-trained teachers, pre-school development and language of instruction (Ministry of Foreign Affairs, 2000). In the policies the focus lies on quality as process. In practice, moreover quality as output is emphasized. This is mainly because of the donor role of the Ministry of Foreign Affairs. For all the donor money that is spend, accounts must be rendered

Even though many international organizations and networks support a rights-based and holistic approach of education, it should not be forgotten that it is written policy. In this study the practices of these organizations are not being studied and therefore it can not be established whether

these policies are also executed like prescribed. A critical view is necessary when examining the policies and practices of the international development cooperation.

2.6 Conclusion

In defining quality of education, many different approaches of quality education have been termed and analyzed. It is obvious that looking from different perspectives leads to different fulfillments of the concept of quality. These different ways of defining quality education can be problematic, because they can lead to misconceptions and make it difficult to compare policies and studies. However, they can also complement each other.

In this study quality is approached from a learning science perspective and from an international development perspective. The scientific literature shows that it can be very useful to compare and connect these different ways of approaching quality. The different ways of approaching quality could replenish each other. Especially for the fulfillment of quality as process and quality as content, the learning sciences can be used. The learning sciences with its constructivist ideas shows how to give shape to the processes of teaching and learning. The socio-cultural theory can help constitute the content of the curriculum in education to make it more relevant to the context of the learner.

Besides the differences in defining quality, there are also many similarities in how quality of education is approached. The learning sciences stress the importance of deeper understanding of knowledge. Because the world has changed, the instructional way of teaching does not fulfill anymore. The learning sciences therefore emphasize the importance of creating a stimulating learning environment with a link between daily practices and academic learning and more focus on social and affective aspects. The international development cooperation has also acknowledged that the world is changing and has shifted its focus to processes of teaching and learning and social-affective aspects of learning. Especially the ideas of the critical perspectives and the ideas of the rights-based approach seem to match with this increased attention to the process of teaching and learning. As mentioned above, both perspectives give attention to educational processes and moreover to the active involvement of learners in the learning process. Both the learning sciences and the international development cooperation consider collaboration, innovation and critical thinking as important indicators to address student's needs in the modern world.

This leads to a second similarity between the learning sciences and the development cooperation in the educational field. As mentioned above, the learning sciences consider the link between daily-practices and academic learning to be important to reach quality of education. The international development cooperation is putting more emphasis on the context in which learning takes place and underlines more ownership and participation of the community. Though this is not exactly the same, both ways can replenish each other in making education better adjusted to the learner's environment. More attention to the context and more use of community participation can lead to the

better connection between daily practices and academic learning. The perspective of the rights-based approach tend to be more likely to stress the importance of context and ownership in reaching educational quality, because it considers empowerment to be an important instrument for the poor to reach equal rights and prosperity.

It is remarkable, that Adams (1993; 1998) describes exactly the opposite when he explains quality as content. He states quality to be high when local curricula match with international curricula. This view is in line with some globalizing processes in the educational sector towards a common curriculum (Fernanda Astiz, Wiseman & Baker, 2002). Nevertheless, it can be concluded that quality as content as used by Adams does not match with the current scientific literature about quality of education anymore. Besides a trend in globalization, there is also a visible shift towards decentralization, ownership and community participation (Fernanda Astiz, Wiseman & Baker, 2002). Therefore, the fulfillment of quality as content should be adapted to the new situation of emerging ownership, decentralization and community participation. This comprehends that quality as content should not only describe quality of education as local curricula matching international curricula, but moreover as curricula matching the local context. Ownership, decentralization and community participation can be regarded as tools to reach a curriculum that is adapted to the local situation. The learning sciences, and especially the socio-cultural theory, could be used to further analyze and fulfill the usage of quality as content.

The development cooperation often defines quality in terms of input and output and moreover quantitative input and output. International quantitative ways to approach quality of education are relatively easier to set and to measure and therefore popular in the development cooperation. Especially the human capital approach matches this way of input and output thinking. This approach often analyzes quality in terms of quantitative and cognitive input and output, because of its emphasis on economic growth and the importance of donor's accountability. Measurements on quantitative and cognitive output are useful and required to set a baseline, but it can also undermine the quality of education in the receiving country. Especially when these measurement methods do not pay attention to social and affective aspects of education or do not take into account the context in which learning takes place. Furthermore some quantitative cognitive measures that do not conceptualize the deeper understanding of knowledge in their evaluations can also give a limited picture of what students learn or know.

When comparing the approaches of the scientific research with the approaches of the development cooperation, there seem to be many similarities. Nevertheless, it is important that the international development cooperation adapts their policies and practices continuously to the scientific knowledge to improve the field of education. Therefore, it would be useful to do more research about quality of education internationally to reach a more global agreement on the constitution of the concept of quality. This knowledge can be very useful for researchers and policy makers in the development cooperation to address the gap between scientific knowledge and the field of education.

Part Two: Quality of education in (post-)conflict: a case study in Kosovo

Part one of this study focused on quality of education. It provided a framework of looking at quality of education in general. This part of the study concentrates on quality of education in (post-)conflict situations. Central is the research question: *What policies and practices are being used by UNICEF and Save the Children to address quality of primary education in Kosovo?* The chapter starts with a theoretical framework on quality of education in (post-)conflict. Then a case study is presented about the educational situation in Kosovo and how this is addressed by two international organizations. The case study provides a situational analysis of education in Kosovo and analyzes the educational policies and practices of the organizations. Moreover a link is made with the usages of quality as described in the scientific literature. This part ends with an overall conclusion and discussion.

3. The special situation of education in (post-)conflict

3.1 Education and (post-)conflict

The number of scientific studies performed on the topic of education in (post-)conflict is low. Many of the completed studies on education in (post-)conflict were done by order of international development organizations and networks. Because of the great contribution these studies made to the field of education in (post-)conflict, some of these applied studies are used in this research.

There are many ways in which conflicts can influence education. The World Bank (2003) even defines conflict as ‘development in reverse’. First, conflict has a devastating effect on the educational infrastructure. Damaged buildings, loss of materials, matters of safety and insufficient (well-educated) teachers make it difficult to continue schooling in times of conflict (UNDP, 2005). War also diverts necessary resources away from social sectors such as education, as much of the government money goes to military spending (Novelli & Lopes Cardozo, 2008). Second, conflict has an unmistakable effect on the psychosocial wellbeing of teachers and students (UNESCO, 2010). This results in traumatized students and teachers and hardening attitudes towards the enemy, the out-group (Davies, 2005; Buckland, 2005). Third, Schools are often targeted by groups hostile to the government, because of the association of schools with state authority (Novelli & Lopes Cardozo, 2008). In some of the conflict situations there is no active government to organize formal schooling. In these situations it occurs that there is no schooling at all. In many situations informal schooling tries to fill this gap. These ways of schooling are often supported and encouraged by NGO’s (Sinclair, 2002).

Vice versa, there are many ways in which education can influence and even contribute to conflict (Bush & Saltarelli, 2000; Smith & Vaux, 2003; Tawil & Harley, 2004). Davies (2005; 2004) describes three areas in which education can have a contributing effect to conflict. The first area involves economic or class relations. Davies argues that education can lift a country out of poverty, but can also exaggerate social divisions and therefore contribute to inequality as a consequence. “The increased accent on standards, credentials and competitiveness between schools and countries,” she

proclaims, “means winners and losers. Inequalities are becoming more polarised.” Porter (1999) adds to this that polarisation of achievement is directly linked to the breakdown of social cohesion. The second area in which education can influence conflict is gender relations. Studies of how education contributes to gender relations and gender-based violence show that in many educational settings sexual abuse and homophobia are very common (Leach, et al., 2002). Both sexual abuse and homophobia can contribute to feelings of anxiety, frustration, exclusion and anger and therefore can be underlying conflict.

The third antecedent to conflict involves ethnicity, religion, tribalism and nationalism. Each of these concepts has an influence on the forming of social identities. Schools can undermine the secure forming of social identities in many ways. A frequently exposed example of how education can contribute to these kinds of discrimination and conflict is through the manipulation of curricula and textbooks (Nicolai, 2009; Novelli & Lopes Cardozo, 2008; Sinclair, 2002). Another common way in which schools can contribute to conflict is by segregation. Segregated schools can promote violence by omission and racism and can contribute to feelings of frustrations and exclusion (Salmi, 1999). Even the distribution of multicultural education has the risk of promoting prejudices. Instead of emphasizing differences between people and cultures, it is important to recognize hybrid identities, which emphasises the uniqueness of every individual (Babha, 1994). Bush and Saltarelli (2000) agree with Davies that education can have a contributing effect on conflict. They state that “education can be used as a weapon for cultural repression, manipulation of history for political purposes, manipulation of textbooks to convey messages which assert the superiority of the dominant culture and segregation of education to ensure inequality and”. It is important not to overlook these contributing factors in building new educational structures, because of the great impact they have on human lives and to prevent sources of conflict in the future.

Besides these negative effects, many studies show that the positive effects of education in (post-)conflict situations outweigh the negative side-effects (Bush & Saltarelli, 2000; Sinclair, 2002; Buckland, 2005) Therefore, education is increasingly considered a component of humanitarian aid in emergency situations, besides security, nutrition and food aid, health services and shelter and site management (Aguilar & Retamal, 2009; INEE, 2009). Education in (post-)conflict can help to heal the pain of bad experiences, serve as a protection tool, address development needs and support reconciliation and peace building (Altenyelkin, 2005). These benefits of education are widely supported by scientific studies (Pigozzi, 2000; Nicolai, 2009; Novelli & Lopes Cardozo, 2008; Nicolai & Triplehorn, 2003; Bush & Saltarelli, 2000; Sinclair, 2002). Also, post-conflict situations can offer an opportunity for change in the educational sector. For example, curricula and textbooks which may have come out of date and which may have contributed to the conflict through biased content and the glorification of war, can be updated and rewritten (Bush & Saltarelli, 2000). In this situation of transition, the willingness among decision-makers, citizens and donors to accept changes in the curriculum is usually bigger than in non-transition situations (Nicolai, 2009).

3.2 Quality education in (post-)conflict

As mentioned above few studies are performed on education in (post-)conflict situations. This implicates that even less studies have focused on quality of education in (post-)conflict. The low number of studies found on this topic defines quality of education in (post-)conflict situations different from education in non-conflict situations. More emphasis is put on the social and affective aspects of education and less attention is given to cognitive skills. According to Davies (2005) “quality education that in the standard situation will only focus on the cognitive aspects of school environment, will not be an adequate parameter for measuring quality education in crisis”.

Aquilar en Retamal (2009) describe that quality of education in (post-)conflict situations can only be reached when two conditions are met. First, schools need to become protective environments. Research has shown that when children are traumatized they are not able to learn (Macksoud, 2000; Grotberg, 1995). The learning environment needs to be a protected healing space where students and teachers are given the opportunity for building resilience, reconciliation, healing and self-expression (Akhundov, 1999). Social and affective processes like play, expression and other forms of recreation are considered extremely relevant in creating such an environment (Aquilar & Retamal, 2009). The integration of recreational and educational activities offers the opportunity for children to expand their knowledge of the world and to better communicate their new knowledge (Gallas, 1992). This protective learning space with emphasis on both learning and recreation is not only a mechanism for healing, but also a mechanism for learning to adapt to the new and extreme circumstances of flight, displacement or social conflict (Rogers, 1993). Bloom (1997) adds that breaking the cycle of abuse of children that have been victims of war and trauma constitutes quality education. He continues that education should be able to improve not only cognitive skills, but has to prevent the cycle of anger and human destructiveness at social and generational level by addressing these social and affective needs.

The second condition to be met is the logistics of the humanitarian curriculum and concerns quality as input. Aquilar and Retamal (2009) believe that supply and logistic support are essential for planning quality education in crisis. They also believe that services to meet protective educational environments should be part of the initial phase of humanitarian aid and should not be regarded as second phase priority. To make education an instrumental program for peace, reconciliation and work, they think it is necessary to reach a minimum standard of education as soon as possible.

Both conditions are in line with the findings of the Inter-Agency Network for Education in Emergencies (INEE, 2009), that composed a handbook with minimum standards for education in emergencies, chronic crises and early reconstruction. INEE designed this handbook as a global tool to define a minimum level of quality, access and accountability (Nicolai, 2009). Besides the need for a protective learning environment and adequate input to reach this, the handbook also emphasises the importance of community participation, analysis of the situation, teaching and learning processes, well-trained teachers and staff, educational policy and cooperation and evaluation and monitoring (INEE, 2009).

INEE (2009) stresses the importance of a learner-centred pedagogy to reach quality education in (post-)conflict situations. Aquilar and Retamal (2009) also emphasize a child-centred approach for teachers. They consider this as crucial, because of the need to address the social and affective aspects in learning. To address these social and affective needs teachers need an adequate training. Many studies proclaim that teachers are the most critical resource in education reconstruction (Buckland, 2005; Lopes Cardozo, 2009). Therefore, Nicolai (2009) adds that the issue of teacher terms and conditions to keep teachers motivated must be carefully considered.

Buckland's study (2005) on (post-)conflict education joins the INEE ideas about community participation and reveals that educational quality in (post-)conflict situations must be seen as a process and requires ongoing commitment. Moreover to reach high quality education, all community members, policy makers, teachers, parents and students must be concerned with this process (Brown, 2001; Lange, 1998; Sommers, 1999, Fawcett, 2005). In the INEE Minimum Standards (2009), community participation should be maximised, because it ensures the appropriateness, effectiveness and quality of the response. Buckland (2005) shows that discussions about educational quality with all members of the community are critical in (post-)conflict situations, because they have strong returns in recognizing quality improvement as a process. Sinclair (2002) even adds that there is a psychosocial benefit for community members when they participate in educational practices. Aquilar and Retamal (2009) also proclaim that a community-based approach is needed, even in situations where pre-packed school materials are provided.

Besides community participation, evaluating and monitoring systems are considered important for keeping quality of education on the agenda (Buckland, 2005). To achieve quality education, it is important to define and evaluate educational goals (Aquilar & Retamal, 2009; Buckland, 2005; INEE, 2009). The fact that the scientific research on (post-)conflict stresses social and affective aspects of education, makes it important not to only redefine the concept of quality, but also revise the way in which quality is measured and evaluated (Zins, et al., 2004; Davies, 2005). With an emphasis on social and affective skills, it is important that the measurement of achievement is not only focused on cognitive outcomes for example like PISA, but also on instruments that measure these social and affective skills.

3.3 Conclusion

This chapter defines how quality of education is approached for situations of (post-)conflict. Conflict can have devastating effects on education, but it is important not to overlook the contributing effects of education to the conflict. In rebuilding educational systems, it is necessary to revise the role of education in the conflict to prevent sources of conflict in the future. Researchers and policy makers need to consider this. To help rebuild an educational system, they ought to be well informed about the history of the conflict and the role of education in it.

The scientific literature shows that in addressing quality of education in a (post-)conflict situation, most attention should be paid to social and affective aspects of education. It is considered extremely important that children, and especially children from non-dominant groups, are being taught in a protective environment where they can express themselves and work on healing and reconciliation. This means that in a situation of (post-)conflict most emphasis is put on quality as process.

Though, in creating a protective learning environment in times of (post-)conflict, the scientific literature also describes the need of supply and logistic support. This concerns quality as input. Without a focus on quality as input, basic educational needs will not be met and there will be no adequate and protective learning environment which is necessary in situations of (post-)conflict.

The scientific literature reveals another usage of quality that should be considered in addressing quality of education in (post-)conflict situations. That is quality as content. Even more than in non-conflict situations, it is important that the community participates in the school. Making communities participate in schooling in situations of (post-)conflict, increases the chance, that the interventions are relevant, qualitative or effective.

The last aspect in addressing quality of education in situations of (post-)conflict is the measurement of the output. According to the scientific literature about quality of education in (post-)conflict situations, it is important that also social and affective aspects are measured when evaluating and monitoring educational programmes and not only cognitive aspects. There is not a big focus on quality as output, as long as this aspect is considered.

Summarized, the most important usages of quality that needs to be addressed in situations of (post-)conflict are quality as process and quality as content. This is because of the relevance of social and affective aspects of education and the importance of active community participation. However, a holistic view is needed to fully address the educational situation. Also quality as input and the right measurements that define quality as output and as value-added are also necessary in addressing the quality of education in (post-)conflict.

4. Methodology

In this chapter the methodology that is used to analyze the policies and practices of the international organizations will be explained. The chapter starts with an introduction of the research questions and ends with a justification of the analysis instrument that is used for analyzing the policy documents of the international organizations. Furthermore, it describes how the interviews were taken and how the data was statistically analyzed.

4.1 Research Design

The literature discussed in previous chapters described the interdependency of several elements and high quality education. These elements are the developmental perspective on education and the approaches of quality; reputation, input, process, content, output and value-added. Now a conceptual

model can be created in which the found relationships between the main concepts are displayed graphically. According to the literature, the developmental perspective that an organization has on education has an influence on their approach of quality. Moreover, the approach of quality has an influence on the fulfilment of quality education. The resulting conceptual model, on which this research is based, is depicted below.

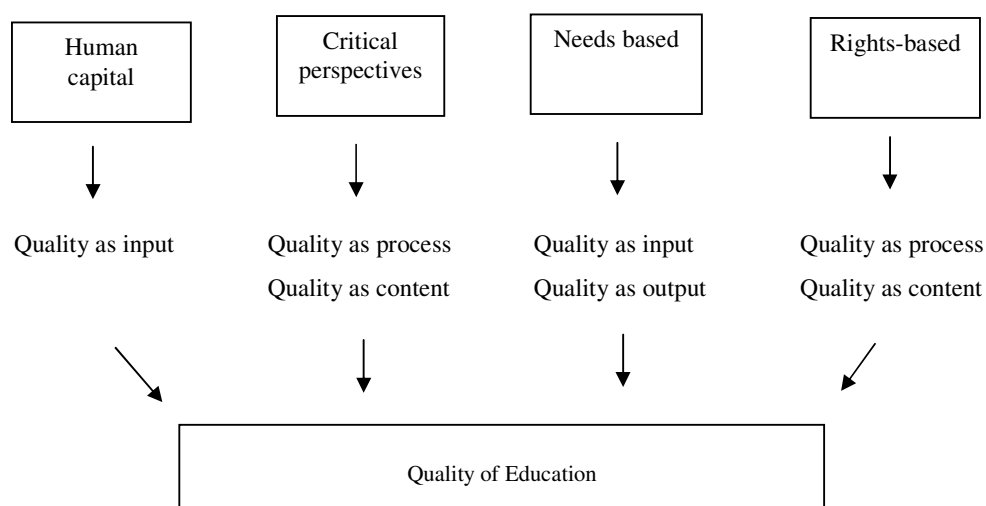


Figure 3: Conceptual model

To examine whether and how international development organizations make use of these approaches to reach high quality of education, the central question of this research is as follows:

What policies and practices are being used by UNICEF and Save the Children to address quality of primary education in Kosovo?

To find an answer to the central question, several sub questions are formulated:

- *What is the (educational) situation in Kosovo and what are the difficulties in reaching quality of education?*
- *What approaches of education are present in the general policy documents of UNICEF and Save the Children?*
- *What strategies are used to implement these approaches of quality of education in Kosovo?*
- *How are these strategies being transformed into the (post-)conflict situation of Kosovo?*
- *What usages of quality are addressed in the situation of Kosovo?*

It is hypothesized that the approach of quality that the development organizations have are in line with their developmental perspective as described in figure 3.

A specific location of analysis is chosen to obtain more in-depth information about the implementation of policies of international development organizations concerning quality education. The selected location is Kosovo. Kosovo is recently coming out of a war and still struggling with the

aftermath of this conflict. Moreover, many international development organizations are active in Kosovo, also on the field of education.

The main units of analysis are two international development organizations, UNICEF and Save the Children. Both organizations are selected because of their leading role in developing and providing education in (post-)conflict situations. They are both members of the Inter-Agency Network for Education in Emergencies (INEE). This global network is well respected for working upon education in emergencies. Both UNICEF and Save the Children are active on the field of education in Kosovo and both organizations emphasize their work on quality education in this area.

The research design is descriptive and qualitative. The sub questions were answered by using two types of methods. This has the advantage that the different methods can complement each other and enhance the reliability of the research (Baarda, De Goede & Teunissen, 2006). The first research method is a qualitative analysis of the policy documents of UNICEF and Save the Children. The use of policy documents as data has several advantages. The documents are permanent, data are not influenced by the presence of the researcher and they are unobtrusive. Furthermore, this form of research is low in costs, allows re-analysis, reliability checks and replication studies (Robson, 2004). To study the policy documents, an analysis-instrument was constructed out of the scientific research on quality education.

The second method that is used, are in-depth interviews with three representatives of UNICEF and three representatives of Save the Children. Also, three people working in the schools with the implemented programmes were questioned during the visits. The aim of the interviews was mostly to gather missing information to answer the questions from the analysis-instrument and to get a better picture about the (educational) situation in Kosovo. The interviews gave more insight in how the strategies are being transformed into the situation of Kosovo. Furthermore, they provided more in-depth information about why the organizations make specific choices and what difficulties they face in practice. The interviews with UNICEF and Save the Children were taken by visiting them for a whole day and talking to several representatives of the organization. Also three primary schools where UNICEF and Save the Children strategies are being implemented, were visited. During these visits as much information as possible was gathered by asking questions from the semi-structured interview design.⁶

Other interviews are held with the purpose of getting more insight in the Kosovo educational sector in general. People from other organizations concerned with quality education in Kosovo were questioned. Respondents were representatives from the Kosovo Education Centre (KEC), The Ministry of Education Science and Technology in Kosovo (MEST), the Organization for Security and Co-operation in Europe (OSCE) from the United Nations (UN), the International Civilian Office (ICO) from the European Union (EU), and people from the teachers Union in Kosovo, SBASHK. For

⁶ The questionnaires can be found in Appendix 2.

all the interviews semi-structured questionnaires were used. This means that the interviews were structured by asking the same open questions to everyone, but there was room for additional questions or answers coming up during the interview. These interviews were also done in Kosovo, usually on the worksite of the respondent and lasted approximately one hour.

All the interviews were recorded with a digital voice recorder and fully transcribed in Microsoft Word. When recording was not possible, the extended notes from the interview were transcribed shortly after the interview took place. The names of the respondents are not included in this research to safeguard their anonymity. In order to find an answer to the formulated research question and sub questions, it has to be operationalized how the different policies and practices of the international development organisations are measured.

4.2 Operationalization of concepts and data-analysis

This section discusses how the analysis-instrument was developed and which questions were used to disclose information on the topic and its different elements. The scientific study provides a basis for the construction of the analysis-instrument.⁷

To find out what approaches of quality of education UNICEF and Save the Children use, the analysis-instrument starts with collecting information about general policy characteristics. The topics addressed here, are the definition for education quality, the goals set to reach high quality and the position of quality-strategies in the organization. Because the developmental educational perspective of an organization has an influence on how education, and therefore quality of education, is viewed, the developmental perspective on education is added to the instrument as a topic for addressing educational quality in general.

In the second part of the analysis-instrument several aspects concerning strategies and interventions are addressed. The analysis-instrument tries to map what strategies the organization uses to address quality and what interventions are linked to these strategies. The level of intervention, the targeted population, the location of the intervention and the time-period addressed are important topics for analyzing strategies and interventions.

The scientific literature distinguishes different uses of quality, borrowed from Adams (1993; 1998), which have an impact on how quality of education is addressed. To study the content of the strategies and its interventions, the model of Adams is used. The usages of Adams; quality as reputation, as input, as process, as content, as output and as value-added were used as categories. The strategies and its interventions were carefully analyzed and the content that addressed one of the usages was placed under the category of the specific usage. It was expected that quality as reputation is not used by the organizations.

⁷ The analysis-instrument can be found in Appendix 3.

The last part of the instrument deals with the specific situation of (post-)conflict and is derived from the literature and from the interviews with people concerned with education in Kosovo. It addresses the most found specific difficulties in Kosovo in the educational sector. Central here are the choices the international organizations make in addressing specific issues in Kosovo.

The policy documents were analyzed and interviews were transcribed as soon as possible after the interview had taken place. This provided a large amount of detailed and complex data, that needed to be analyzed. Miles and Huberman (1984) and Bijlsma-Frankema and Fortuijn (1997) describe how to do this systematically with their use of the qualitative data matrix. In this matrix the columns represent the units of observation and the rows the themes or variables. The various cells of the matrix do not contain numbers, as in quantitative research, but verbal annotations. This way the researcher gets a good overview of the data without any data getting lost. The information gathered from the policy documents and the responses of the respondents were arranged by theme and then systematically compared.

5. Situational analysis of the educational sector in Kosovo

This chapter describes the (post-)conflict situation in Kosovo and the state of the Kosovar educational sector. The first paragraph provides context information about Kosovo, based on the scientific literature and official documents from the Kosovar and Dutch government. The second paragraph discusses the results from the interviews with experts on the field of education in Kosovo. It is described what difficulties there are in Kosovo to reach quality of education. Then it is analyzed what usage of quality is needed to address these difficulties. The chapter ends with a conclusion about how the specific situation in Kosovo should be addressed to reach better quality of education.

5.1 Context information about Kosovo

In 1945 the Socialistic Federative Republic Yugoslavia (SFRY) was founded, to which Serbia belonged (Ministerie van Buitenlandse Zaken, 2009). In 1974 Kosovo received the status of autonomous province under Serbia and many ethnic Albanians dominated the social life in Kosovo. In 1990 Serbia introduced a new constitution which basically abolished the autonomy of Kosovo. Many ethnic Albanians were fired from public functions and replaced by ethnic Serbs. Every kind of protest was cracked down brutally by the Serbian government. As a consequence, the ethnic Albanians developed a 'parallel society' with own political and social functions (Nicolai, 2009).

In the beginning of the nineties the SFRY fell apart and the Federal Republic Yugoslavia (FRY) was formed out of Serbia and Montenegro. In the second half of the nineties more ethnic Albanians were dissatisfied. They started groups like the Kosovo Liberation Army (KLA) who wanted to reach independency in a violent way (Ministerie van Buitenlandse Zaken, 2009). Between 1998 and 1999 many violent incidents took place between ethnic Serbs and ethnic Albanians in Kosovo. Both sides heavily violated the human rights.

On the 24th of March of 1999, the North Atlantic Treaty Organization (NATO) filed air attacks throughout the FRY and in Kosovo to bomb strategic Serbian goals. Serbia stroke back and started major acts of violence against ethnic Albanians in Kosovo. Many hundred thousands of ethnic Albanians took flight to neighbour countries or became homeless in Kosovo.

Thanks to diplomatic efforts, Serbian forces retreated from Kosovo in June 1999. The first weeks after this retreat there were many acts of violence against ethnic Serbs, Roma and other minorities by ethnic Albanians. In the following years, Kosovo, on the ground of Resolution 1244, was led by an interim civil government, the Provisional Institutions of Self-Government (PISG). This institution was led by the United Nations mission: United Nations Interim Administration Mission in Kosovo (UNMIK). Another international security unit, the Kosovo Force (KFOR), led by the NATO, was present to protect ethnic groups and prevent further violence (Sommers & Buckland, 2004). Many ethnic Serbs fled the country, resulting in a current population of which approximately 90 percent has an Albanian background. The other 10% of the population consists mostly of Serbs, but also of Roma's, Ashkali's, Egyptians, Gorani's, Turks and Croats (Ministerie van Buitenlandse Zaken, 2009).

In February 2008, Kosovo declared itself independent. Currently, sixty countries recognize Kosovo as an independent state, including the United States, the Netherlands and most of the other EU member states (Ministerie van Buitenlandse Zaken, 2009). In 2010 Kosovo is still struggling with the aftermath of the war. Besides discrimination, inequality and displacement, also the poor economic situation is a major issue Kosovo is still facing today (UNDP Kosovo, 2007; UNICEF, 2004).

5.2 The educational sector in Kosovo

The recent history of Kosovo is strongly reflected in the educational sector (Sommers & Buckland, 2004). As mentioned in chapter 3, education can contribute to a conflict as well as help prevent it. In Kosovo, the educational system lies at the heart of the conflict. In the nineties, during the parallel system, ethnic Albanians and ethnic Serbs both had their own educational systems, with their own teachers and curricula. Schooling was sometimes used as a place to foster and spread nationalistic ideas on both sides (Davies, 2004). The results from the interviews show that there are still a lot of problems in the educational sector in Kosovo that make it difficult to reach quality of education.

All of the respondents agree that in the period after the conflict, the isolation in schooling between the Serb and the Albanian community continued. The KEC respondent explains: "The total Serb education in Kosovo is provided by Belgrade and Serb schools and teachers still reject any interference from the Kosovar government. Attempts to bring the communities closer together in education have not been very successful yet." Besides language and curriculum differences, a large part of the problems in education lies in the political arena. However, some respondents state that the ethnical differences also need to be addressed on diplomatic level, to enable collaboration in the educational sector. As one of the respondents from OSCE said; "Kosovo is in a frozen conflict, so everything will be perceived as about recognizing or not recognizing Kosovo".

The parallel system of the nineties also had a strong influence on the educational quality. All respondents agree that the quality of education in Kosovo is very low. Because there were no innovations in schooling during the nineties, outmoded curricula and antiquated teaching methods have discouraged critical thinking, creativity and openness to cultural differences in education. Some respondents also name corruption in the government as a problem for the educational sector in Kosovo, because a lot of educational money disappears. Because of the bad educational situation, some respondents point out that many young intellectuals go abroad to study and have difficulties when coming back to find a suitable and well-paying job. Therefore, many young capacity emigrates permanently and their capacity is lost.

According to four out of five respondents, the poor economic situation has a negative correlation with the educational quality in Kosovo as well. Teachers are badly motivated, because of low salaries and school buildings and materials are scarce. In most schools in Kosovo there are shifts, which mean that children either have classes in the morning or in the afternoon. This results in less schooling hours.

Moreover, three out of five respondents admit there is a great lack of experience and capacity in the entire educational sector. This is also found in official documents of the MEST in Kosovo (SIPU & Kosovo MEST, 2008). Teachers are not well educated and educational officers are not trained about education and policies. Implementation of the plans is one of the big issues deriving from a lack of capacity and experience. As two of the respondents mention: "Implementation in Kosovo is always a problem".

Another problem in Kosovo that is named by three out of five respondents are the many other minority groups who are not treated equally and therefore become marginalized. Examples of these groups are Roma's Ashkali's and Egyptians (RAE), but also Turks, Gorani's and Bosnians. This is very visible in the educational sector where language differences make it difficult for ethnic minorities to attend school. Discrimination can affect the forming of a secure identity in a negative way. Especially NGO's try to fill this gap by paying a lot of attention in their programmes on integrating these groups into the educational sector. One of the respondents working for OSCE said that the Kosovar government also has to work on inclusion of ethnic minorities, in order to keep receiving donor money: "The international community told Kosovo all the time to work on something for the other communities, and so occasionally they do that, but it is not a priority for the government".

During the post-conflict period, a lot of international donors and agencies were present in Kosovo. They brought a lot of money, but also reconstruction, reforms and international trends in education. This, and the efforts of the Kosovar community led to a range of positive developments in education, like the high enrolment of children (MEST Kosovo, 2008). However, it became clear from the interviews that the international donors also led to a range of new problems. The present international donors do not always work well together. Moreover, they have a lot of rules and restrictions on how the money must be spend. Even though the Declaration of Paris is signed by most

donor countries, respondents tell that the Kosovar government is often searching in how to develop their own policies and practises and, on the other hand, keep the donors satisfied.

Only one respondent brings up the psychosocial problems that many people in Kosovo have because of the war: “Research shows that hundred thousand, and maybe more, people have traumatic stress disorders”. The closed family culture in Kosovo does not make it easy for people to admit their problems and seek professional help. According to the respondent from ICO “this subject is a taboo in Kosovo”. For many teachers, but also for children, this can undermine the process of teaching and learning.

The Kosovar government has acknowledged some of these issues and tries to address them (Kasai, 2004; MEST Kosovo, 2007). The Ministry of Education, Science and Technology (MEST) is working on a new national curriculum with a modern way of approaching teaching and learning, which is planned to be implemented soon (UNICEF, 2004). There is a lot of resistance against the quick implementation of this curriculum, also among the respondents. Some respondents expect that teachers are not equipped to work with this new way of teaching already. To accommodate Serbs’ interests, the Kosovar government also introduced a major decentralization throughout the entire education sector. Instead of national control, now the municipalities are responsible for the educational policies and practices. The problem addressed by different respondents is that many municipalities lack the capacity and experience to perform these tasks. At last, the Kosovar government developed plans to include more minority children in education. Also here, according to a respondent that wants to keep this statement anonymous, plans are made, but they are not being implemented seriously: “In Kosovo when we plan, we don’t mean it. We only plan to put something on paper for others”.

5.3 Difficulties in the Kosovo educational sector and the usages of quality

The previous paragraph mentions many factors that are related to the low quality of education and the (post-)conflict situation in Kosovo. But how can these factors be addressed in a way that constitutes better quality of education?

Quality as input can be used to address the poor economic situation. School buildings, teaching materials, and money to pay salaries are needed to create better quality of education. It is important that all sources of input are coordinated well, otherwise it becomes even more difficult for the Kosovar government to work on quality of education.

Addressing quality of process is important to solve the social and emotional problems that derive from the conflict. In Kosovo, different ethnical groups have difficulties living together. This is obvious for the political situation with the Serbs. However, also other minority groups are being excluded. The scientific literature about education in (post-)conflict shows how important it is that, especially in these situations, social and affective aspects of education are addressed. In this case healing, recreation and reconciliation could contribute to a better situation between the different ethnical groups. Of course, a major part of this complex problem can not be solved by education only.

Politics and diplomatic lobby is also needed to improve the relations between different parties. Still, the educational sector can contribute to a better understanding between the communities by addressing quality as process.

Another issue in the Kosovar educational sector for which quality as process should be applied, are the outmoded curricula and antiquated teaching methods. According to the scientific literature, the learning sciences could give meaning to a process approach that makes curricula child-centred, interactive and adapted to the child and to the context. Especially in (post-)conflict situations it is important that children are being well educated, so they have a chance in the future.

Furthermore, Kosovo is dealing with a total lack of capacity in the entire educational sector. Addressing these problems is difficult, because it requires a multi-level approach. To improve the educational sector, not only local staff should be included here, but also municipality officials and national politicians. Improving local and national capacity is a combination of quality as process and quality as content. Local capacity needs to be used, but moreover these educators should be trained to improve the educational sector. However, another approach is also needed in the educational sector to reach better quality. A quality as output approach could help creating an external assessment system in which records can be kept to analyze the situation statistically.

5.4 Conclusion

It is difficult to address all the problems in the educational sector in Kosovo. It is clear is that some problems require different approaches of quality than others. However, it is not possible to consider the usages as mutually exclusive and exhaustive, especially when it involves complex issues like mentioned above. This implicates that in addressing all quality issues in Kosovo a holistic approach of quality is needed. This holistic approach includes quality as input and quality as process to address the poor economy and problems with different minority groups. However, also quality as content and quality as output need to be addressed in order to encourage local capacity and participation and to build qualitative evaluation and monitoring systems.

It can be concluded though, that in addressing the specific issues in Kosovo, especially quality as process can contribute to a better educational situation in Kosovo. This approach addresses the lack of capacity in the educational sector, the outmoded curricula and teacher methods, the problems between the Serbs and Albanians, but also the exclusion of other minority groups. This is in line with the scientific literature that states that especially social and affective aspects of education need to be addressed in situations of (post-)conflict. However, the scientific literature also revealed that quality as input, quality as content and quality as output are also required for addressing the total quality of education.

6. Results

In this chapter it is analysed how UNICEF and Save the Children address quality of education in Kosovo. First, an analysis of the general policy documents of UNICEF and Save the Children describes how both organizations address quality of education. Then, it is described what strategies are used to address quality of education in Kosovo. In order to analyze overlap of the strategies with the scientific literature about quality education in (post-)conflict, these strategies are also compared to the usages of quality of education.⁸ Furthermore, this chapter defines how the strategies are transformed into the local context of Kosovo to address the difficulties in reaching quality education and how both organizations differ in doing this. A link is made with the approaches of quality as described by Adams.

6.1 Perspective on education by UNICEF and Save the Children

The scientific literature reveals four perspectives to approach education as development aid: human capital approach, critical approach, needs-based approach and rights-based approach. It is also possible that two or more approaches are combined. Both UNICEF and Save the Children have a distinct rights-based approach. This is explicitly mentioned in their policy documents. The organizations consider education as a fundamental human right and both refer to the Convention on the Rights of the Child (CRC) in which education as a right for children is allocated. UNICEF even uses the principles of the CRC as a guideline for developing educational policies and strategies. In disseminating the rights-based approach, both organizations believe that schools should not only welcome everyone, but also that schools must actively seek for children who are not participating. This implicates that both organizations consider inclusiveness in education as an important part of the rights-based approach.

As for the goals that the organizations try to reach, both UNICEF and Save the Children aim to contribute to the Millennium Development Goal for universal basic education, as well as to the Education for All goals. Both organizations explicitly set quality out as a separate and important goal in their policies. In their general education strategy UNICEF states that *improved quality is one of the main goals for basic education*. Save the Children writes in their general policy paper for education that *insurance of access and quality are the main goals in education worldwide*.

Establishing how the organizations define quality is more complicated. As in the scientific literature, both organizations consider quality not as something simple or unidimensional, but more as a combination of factors that together improve education. *To ensure quality*, according to Save the Children, *education must be relevant to children's needs, appropriate to their development level, participatory to engage both in child and parents in the learning process, flexible to cope with changing conditions, inclusive to ensure access for all and protective so that children are not exposed*

⁸ The extended data about this analysis can be found in Appendix 4 and Appendix 5.

to abuse, violence or conflict. UNICEF does not give a straight definition of quality and immediately refers to his educational strategy for quality education by summarizing some of the quality issues that are addressed in this strategy. These are *infrastructure, training of teachers, links between schools and communities, caring for children's basic needs, joyful learning, life skills, stimulating classrooms, schools as protective environments and democratic institutions, curriculum relevance and school effectiveness.* The issues addressed by both organizations already show that there are obvious links with the scientific literature about quality of education. This is further analyzed in the next paragraphs.

6.2 Strategies to implement the approach of educational quality in Kosovo

To address the issue of quality education at schools in Kosovo, both UNICEF and Save the Children use a strategy. UNICEF developed the Child Friendly School (CFS) model and Save the Children uses an existing scientific model, the Index for Inclusion (Index). A difference between both strategies is that the CFS is specifically developed to *help countries to deal with an ever increasing array of quality issues and help set standards for quality improvements.* The Index is developed to *reduce barriers to learning and participation for any student.* Furthermore, the CFS is a system-wide strategy that is used by UNICEF all over the world to increase quality in education. The Index is chosen by Save the Children Kosovo to address quality issues in Kosovo and is not used by other Save the Children units in other countries. The emphasis in the Index lies on inclusion of all students. This implicates that while UNICEF is clearly addressing quality of education with its CFS strategy, Save the Children is using an inclusive strategy to reach qualitative education in Kosovo. To establish whether this is a valid statement, it is important to take a detailed look in what both strategies comprehend.

6.3 Strategies and usages of quality

The model of approaching educational quality, as described by Adams, is used as a framework to analyze the strategies. It is analyzed how both strategies give meaning to the different usages of quality and where they put their emphasis. The fulfilments of the usages are compared to the scientific literature about the learning sciences. This provides an overview of which strategy contains most elements of quality education.⁹ A compilation of this overview is described in this paragraph.

In comparing both strategies, the most striking result is that every detail that was considered to contribute to quality in the scientific literature, is also addressed in the CFS manual. Every usage of Adams is mentioned explicitly and the fulfilment of these usages in the manual shows great resemblance with the ideas of the learning sciences about constructivism and socio-cultural theories. Also the shift from quality as input and output to quality as process and content is visible in the CFS

⁹ This overview can be found in Appendix 4 and Appendix 5.

strategy. However, the content of the CFS manual is very extended, which could make the manual difficult to implement.

The Index has less overlap with the scientific literature and is less extensive. The constructivist ideas of the learning sciences are not addressed in the Index,. Still, quality as content is broadly addressed. A lot of attention is paid to community participation. Because the Index manual is not so extensive, it seems more practical to use. Moreover, the Index is more a tool for addressing inclusiveness, than for addressing educational quality, because of the emphasis on including all children. It has to be nuanced that besides quality, access was also formulated as an educational goal by Save the Children. Still, UNICEF and its CFS have more similarities with the scientific literature.

When comparing the strategies with the model of Adams about approaches of quality, it is interesting to see that both organizations have an obvious preference for quality as process and quality as content. The CFS addresses quality as process extensively, by paying attention to a child-centred approach, social- and affective aspects of learning and an interactive learning environment. Furthermore, the CFS emphasizes the role of the teacher as a facilitator who makes use of child friendly pedagogic methods to let children explore. Also, the motivation and participation of teachers within schools is considered in the CFS. The Index does not address quality as process explicitly, but still attention is paid to collaboration, inside reflection and bullying and discrimination. The Index mainly addresses quality as content. The curriculum should be adapted to what the learner wants and participation of children, teachers, parents and other community members is considered as crucial in reaching quality of education. Quality as content is also addressed in the CFS, because of the emphasis on participation of all and developing relevant curricula for the learners.

This preference for quality as process and quality as content is in line with the shift that is made in the scientific literature about quality of education in (post-)conflict. However, UNICEF's CFS strategy could also be regarded as holistic, because it also gives attention to the other usages of quality. The Index mostly addresses quality as content and gives less attention to other usages of quality. As expected, none of the strategies regarded quality as reputation.

It is also notable that the usages show cohesion and are not mutually exclusive. For example, both strategies address the learner as actively involved in his learning process. This could be considered as quality as process, because it is a component of constructivism. However, the way to accomplish this, according to the strategies, is to let the child participate and have a say in the content of the curriculum. Then, quality as process and quality as content are not mutually exclusive, but replenish each other.

6.4 Strategies transformed into the post-conflict situation in Kosovo

UNICEF and Save the Children make different choices in trying to improve the quality of education in Kosovo. The organizations have chosen different strategies to address the issues of quality. In implementing the strategies, they take different issues into account that Kosovo as a (post-)conflict

country, and specifically the Kosovar educational sector, is dealing with. This paragraph describes the main practices UNICEF and Save the Children are executing in Kosovo and on what usage of quality they put their emphasis.

UNICEF became active in Kosovo at the end of the conflict in 1999. In the beginning, the focus was on the rehabilitation of school buildings all over Kosovo and therefore UNICEF only addressed quality as input. In 2001, UNICEF started to implement the CFS strategy. With this implementation, UNICEF wanted to improve the inclusiveness and quality of education all over Kosovo. Because of this strategy, the focus shifted from direct service support, to interventions that target comprehensive reforms in the Kosovar educational sector. This means that the current focus of the CFS interventions in Kosovo is on quality as process.

UNICEF is implementing the CFS strategy throughout many schools in Kosovo. In implementing the CFS strategies, UNICEF works together with seven local NGO's. There are 150 pilot schools currently working with the CFS strategy. An evaluation study about CFS schools in Kosovo, performed in 2004, showed little positive results. The evaluation concludes that the CFS strategy in the classes has not been effective yet. The CFS implementation is fragmented in its use, because every implementing partner and technical advisor has its own interpretation of some of the key concepts of the CFS. The evaluation also reports that not many social and affective aspects of education are addressed in practice.¹⁰

Besides the CFS activities on school level, UNICEF is also active on municipality and national level. One of the main activities for UNICEF is to address the lack of capacity in the educational sector. UNICEF therefore provides trainings for teachers and municipality officials. UNICEF is also very involved in the development of the new national curriculum. This curriculum is modern and contains many new teaching methods that are in line with the findings of the learning sciences. Hereby, UNICEF proves that their focus is on quality as process and addresses two out of the five major problems in education in Kosovo. Furthermore, UNICEF is trying to establish an external assessment for the Kosovar education sector, called EMIS¹¹, so they can track educational records. With this external assessment system, UNICEF is addressing quality as output.

Save the Children has been active in Kosovo since 1996 and is an alliance between Save the Children United Kingdom, Sweden, Norway and Italy. For thirteen years, Save the Children UK was lead donor, but since 2010 Save the Children Sweden has taken over. In the period from 1999 to 2004, Kosovo was in an emergency phase and the help was organized around child protection, education and help in the information sector. Since 2005, the emergency phase has been replaced by a phase of development. This implicates that Save the Children implements thematic programme plans based on

¹⁰ More about this evaluation study can be found in Appendix 6.

¹¹ Educational Monitoring and Information System

child rights. The inclusive education programme with the Index for Inclusion is one of these plans. The focus of this programme is on inclusion and the main approach to reach this is community participation. This could be considered as an emphasis on quality as content.

The inclusive strategy is implemented by Save the Children on school level. Save the Children also works with local partners in Kosovo that help with the implementation of the Index in schools. There are currently two schools in Kosovo working with the Index. There is no evaluation done on the implementation of the Index, but much information was collected during visits of the schools in Kosovo.¹² It was found that in the Index there is much room for community participation, but also for addressing the problems between different ethnical groups. Save the Children tries to close the gap between minority groups and the majority group and even tries to get Kosovar Serbs and Kosovar Albanians together in schools. Hereby, they work on quality as process because of the emphasis on the social and affective aspects of education. With these activities at school level, Save the Children addresses two out of the five major difficulties in the Kosovar educational sector: the exclusion of minorities in general and the issues between the Serbs and Albanians.

Furthermore, Save the Children is active on national and even more extensively on local level. More than UNICEF, Save the Children does a lot of capacity building for civil society. Planning is considered by Save the Children as central to make any form of education better and therefore they help schools and municipalities plan their educational strategies. Save the Children also addresses quality as process by providing trainings for municipality officers and civil society. However, the focus of these activities is on participation and therefore on quality as content. Save the Children is also trying to get the MEST to implement the Index in the new curriculum reform, but they do not do this as extensive as UNICEF.

	UNICEF	Save the Children
<i>Development Perspective</i>	Rights-based	Rights-based
<i>Educational Goal</i>	Quality of education	Inclusiveness and quality of education
<i>Strategy</i>	Child-Friendly School	Index for Inclusion
<i>Main Approach of Quality</i>	Quality as process	Quality as content

Figure 3: Overview of quality approach of UNICEF and Save the Children

6.5 Conclusion

In addressing the specific situation of Kosovo, UNICEF is working top-down and Save the Children is working more bottom-up. In the implementation of their strategies, UNICEF emphasizes quality as process, because of their work on the lack of capacity in the entire educational sector and the outmoded curricula and teacher methods. Also, UNICEF works on the establishment and improvement

¹² Information about the implementation of the Index can be found in Appendix 7.

of an external assessment system in Kosovo. This could be regarded as quality as output. Save the Children mainly addresses the capacity problems at regional level. The emphasis in these activities is on participation and therefore on quality as content. Still, quality as process is also addressed because of the provision of trainings. It can be concluded that both organizations know what is needed to improve the quality of education in Kosovo, but they address different issues. According to the situational analysis about Kosovo, more attention should be given to social and affective aspects of education.

The hypotheses about the developmental perspective and the approach of quality can be ratified. Both organizations have a rights-based approach and, as expected, in their strategies the emphasis is put on quality as process and quality as content. UNICEF mainly addresses quality as process and Save the Children mainly addresses quality as content. However, UNICEF also pays attention to quality as content and Save the Children also gives meaning to quality as process.

According to the scientific literature about quality of education in (post-)conflict situations, it can be concluded that addressing quality as process and quality as content are the right usages to address in situations of (post-)conflict. Attention for social and affective aspects of education and active participation by the community are considered crucial in improving quality of education in (post-)conflict situations. Even though it is concluded that UNICEF and Save the Children address the right usages of quality in Kosovo, in executing their strategies both organizations should pay more attention to social and affective aspects in addressing quality as process. Otherwise, they do not succeed in improving quality of education in a (post-)conflict area.

7. Discussion and Limitations

7.1 Discussion

In this study the model of Adams to approach quality of education is analysed and updated. The usages of quality are compared to the current scientific literature about how to stimulate learning and how to approach educational quality in the international development cooperation. The constructivist and socio-cultural ideas from the learning sciences can be used for the fulfilment of the usages. Especially for quality as process and quality as content this study shows how to give meaning to these usages to reach better quality of education. With this analysis the study contributes to the scientific knowledge about quality of education.

Moreover, the study contributes to the scientific literature about education in (post-)conflict situations. The usages of Adams are extended with an analysis about approaching quality of education in situations of (post-)conflict. It is established that to increase quality of education in (post-)conflict situations, especially quality as process and quality as content should be addressed. This study explains that especially social and affective aspects of education and active participation are necessary to reach quality of education in (post-)conflict areas. In addressing these and the other usages of quality, the study clarifies what aspects to keep in mind.

Furthermore, the study investigates in a case study how two international development organizations approach quality of education in a post-conflict situation. The updated usages of Adams are used as an analysis-instrument to study the policies and practices of both organizations. The case study shows in a detailed way where the organizations put their emphasis in addressing quality of education in a post-conflict situation and what they ought to do to improve the quality of education.

7.2 Limitations

There were also some limitations in this study. The first limitation is that the study is performed by order of the Dutch Ministry of Foreign Affairs. Besides the fact that this makes people willing to cooperate, it also has some disadvantages as researcher. The Ministry is a major donor for both UNICEF as Save the Children, so the organizations may try to make a better impression. Furthermore, the researcher is not viewed as totally neutral, which can lead to different answers on posed questions.

A second limitation is that the study of approaching educational quality is not exhaustive. Even though some approaches of quality are chosen for this study, this does not mean there are no other ways of looking at quality of education. Still, the chosen approaches are multi-dimensional and often used in the international quality debate.

Another limitation were the sometimes difficult interview conditions. For example one of the interviews was held in a car, driving through the Kosovo hills and another interview was held with seven people at the same time. Other reasons why interviews were sometime difficult were due to the limitation of time, but also because of cultural and language differences. The Kosovar culture is formal and this makes it more difficult for the researcher to talk freely and ask questions. For some interviews a translator was needed which slows down the interview and makes the questions and answers more indirect.

The fourth limitation of the study is the unfortunate fact that the study includes no Kosovar Serb views on the educational sector in Kosovo. This could make the study one-sided. Fortunately, the research included interviews with international respondents with a neutral view on the situation. They balance the one-sided view that could be given if only Kosovar Albanians were questioned.

Furthermore, it needs to be said that, despite the fact that this study investigates the implementation of the strategies, the study is not an evaluative study. The information concerning the implementation is based on policy documents, visits and interviews. For the CFS though, an additional in-depth evaluation study was found and used in this study. There was no such study done about the Index. This could make the study somewhat biased.

8. Recommendations

More research needs to be done about quality of education. Especially the topic of quality of education in (post-)conflict situations needs more independent scientific research. A global theoretical framework about quality should be established and best practices should be studied. More attention in

scientific research is needed for social and affective aspects of education and for community participation.

Also, more research needs to be done about monitoring and evaluation measurements. When qualitative goals are set to reach high quality of education, it has to be examined whether these goals are also being measured and monitored. Sometimes, this means that a long-term view is needed, instead of a short-term view which only shows quick results. Better knowledge about qualitative measurement methods is needed to address the monitoring and evaluation of social and affective aspects of education and of more constructivist ways of measuring teaching and learning.

Furthermore, donors should be more conscious about the long-term vision that is needed for reaching quality of education. They could make good agreements with organizations and institutions about interim reviews to be able to give long-term support to quality programmes. Moreover, they need to be abreast of the scientific literature on quality of education. A holistic approach is also needed for donors, with an emphasis on quality as process and quality as content. It is important that they confirm this in their policies, but also address this in their practices.

For UNICEF and Save the Children it is also important that they truly measure the intended goals in reaching quality of education. In implementing the CFS, UNICEF could give more attention to the implementation of the programme. The policies of UNICEF are very complete, but due to the amount of papers and the content, it is difficult to establish what to do in the field. The policies of Save the Children put a lot of emphasis on inclusiveness and quality as content. To focus the Index more on quality of education and not only on inclusiveness, Save the Children should pay more attention to quality as process as described by the learning sciences. Both organizations should give more attention to social and affective aspects of education, especially in a (post-)conflict context.

A last aspect that should always be considered in the international development cooperation is donor coordination. Both international NGO's and donors need to align their policies and practices in order to prevent competition and overlap in work. Furthermore, cooperation between different NGO's could create synergy because of the exchange of knowledge, experience and materials. Moreover, if NGO's cooperate, this makes it easier for the receiving country to accept and implement their strategies and ideas. A good example of networks that try to do this are the INEE and the Inter-Agency Standing Committee (IASC). INEE exchange knowledge and experience and IASC takes responsibility for donor coordination in several countries. It is important that useful knowledge about quality of education will not get lost, but is shared and examined by all involved organizations.

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Index for Inclusion.

Website Save the Children Kosovo

Website Save the Children UK

Website save the children.org

Website save the children Sweden

Appendix 1

List of Abbreviations

CFS	Child Friendly School
CITO	Centraal Instituut voor Toetsontwikkeling
CRC	Convention on the Rights of the Child
DAC	Development Assistance Committee
EFA	Education For All
EMIS	Educational Monitoring and Information system
EU	European Union
FTI	Fast Track Initiative
FRY	Federal Republic Yugoslavia
GCE	Global Campaign for Education
GDP	Gross Domestic Product
GMT	Global Monitoring Team
IASC	Inter-Agency Standing Committee
ICO	International Civilian Office
Index	Index for Inclusion
INEE	Inter-Agency Network for Education in Emergencies
KEC	Kosovo Education Centre
KFOR	Kosovo Force
KLA	Kosovo Liberation Army
MDG	Millennium Development Goal
MEST	Ministry of Education Science and Technology
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organization
OECD	Organization for Economic and Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
PISA	Programme for International Student Assessment
PISG	Provisional Institutions of Self-Government
RAE	Roma Ashkali Egyptian
SACMEQ	Southern Eastern Africa Consortium for Monitoring Educational Quality
SBASHK	Sindikata E Bashkuar E Arsimit, Shkencës Dhe Kulturës të Kosovës
SFRY	Socialistic Federative Republic Yugoslavia
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Education Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
UNMIK	United National Interim Administration Mission in Kosovo

Appendix 2

Interviews

Education section Kosovo UNICEF:

- How does UNICEF defines quality of education? (basic assumption, theory)
 - What strategies are implemented to address quality of education in Kosovo?
 - How do you make use of the prescribed UNICEF policies in practice?
 - What choices are made concerning implementing these policies? Why?
 - How are these strategies implemented?
 - Who are concerned with the implementation of the projects?
 - Where are resources and people implemented?
 - On what is the money spend?
 - How is the implementation going in practice? (difficulties?)
 - What processes of teaching and learning are addressed in the projects?
 - Learners previous knowledge constructions?
 - Academic learning and daily practices? Relevant child-centred curricula?
 - Reflection and problem solving?
 - Knowledge construction?
 - Learner-centred?
 - Collaboration?
 - Teachers?/ Teacher training?
 - How and what social and affective aspects are addressed?
 - How much of the curriculum is addressed to social and affective aspects?
 - Protective environment?
 - Resilience building?
 - Reconciliation?
 - Healing?
 - Self expression?
 - How is the community involved in the projects?
 - Who are involved?
 - What is their influence?
 - How is quality of education evaluated and monitored in the programs? By whom?
 - Qualitative? Quantitative?
- Which other parties are involved? How is the collaboration?
- How is the sustainability of the projects addressed?
- What is needed to improve quality of education? (except money)
- INEE Minimum Standards?

Program Manager Education Save the Children Kosovo:

- How does Save the Children defines quality of education? (basic assumption, theory)
 - What strategies are implemented to address quality of education in Kosovo?
 - How do you make use of the prescribed Save the Children policies in practice?
 - What choices are made concerning implementing these policies? Why?
 - How are these strategies implemented?
 - Who are concerned with the implementation of the projects?
 - Where are resources and people implemented?
 - On what is the money spend?
 - How is the implementation going in practice? (difficulties?)
 - What processes of teaching and learning are addressed in the projects?
 - Learners previous knowledge constructions?
 - Academic learning and daily practices? Relevant child-centred curricula?
 - Reflection and problem solving?
 - Knowledge construction?
 - Learner-centred?
 - Collaboration?
 - Teachers?/ Teacher training?
 - How and what social and affective aspects are addressed?
 - How much of the curriculum is addressed to social and affective aspects?
 - Protective environment?
 - Resilience building?
 - Reconciliation?
 - Healing?
 - Self expression?
 - How is the community involved in the projects?
 - Who are involved?
 - What is their influence?
 - How is quality of education evaluated and monitored in the programs? By whom?
 - Qualitative? Quantitative?
- Which other parties are involved? How is the collaboration?
- How is the sustainability of the projects addressed?
- What is needed to improve quality of education? (except money)
- NEE Minimum Standards?

(Head)Teachers at Child Friendly School UNICEF:

Location of the school:

Ethnicity:

Size (learners, staff):

- How do you work with UNICEF? What are the activities of UNICEF?
- How is the cooperation with UNICEF?
- How would you define quality education (here)?
- How is quality education addressed in this school?
 - Processes of teaching and learning? Teacher training?
 - Social and affective aspects?
 - Community participation?
 - Evaluation and Monitoring? Qualitative?
- What is needed to improve quality of education? (except money)

(Head)Teachers at Inclusive School Save the Children:

Location of the school:

Ethnicity:

Size (learners, staff):

- How do you work with Save the Children? What are the activities of Save the Children?
- How is the cooperation with Save the Children?
- How would you define quality education (here)?
- How is quality education addressed in this school?
 - Processes of teaching and learning? Teacher Training?
 - Social and affective aspects?
 - Community participation?
 - Evaluation and Monitoring? Qualitative?
- What is needed to improve quality of education? (except money)

Ministry of Education Science and Technology:

Teacher Labour Union Serbs:

International Civilian Office:

Organisation for Security and Co-operation in Europe:

Kosovo Education Centre:

Introduction

- How would the organisation define quality education?
- What are the activities of your organisation to reach quality education?
- What do you think are the difficulties for Kosovo in reaching high quality education?
- How should these difficulties be addressed?
- Is there a collaboration with UNICEF? How?
- How would you define the relationship with UNICEF?
- Is there a collaboration with Save the Children? How?
- How would you define the relationship with Save the Children?
- What is needed for better quality education in Kosovo?

Appendix 3

Analysis-instrument

General policy characteristics:

- *Developmental educational Perspective:* Human capital, Critical, Rights-based, Needs-based
- Definition of quality: implicit, explicit
- Policy goals for quality education
- Position of quality-strategies in organisation: own strategy and program or part of another strategy or program

Strategies and Interventions:

- What strategies are being used to address quality of education? Projects? Why?
- Are these strategies in line with the definition of quality in the policies?
- Level of intervention: micro, macro, meso, mega
- Population: addresses to children, teachers, parents, schools, school heads, policy makers, etc. What ethnical groups? Why?
- Where are the interventions implemented? In what area? Why there?
- What period of time is addressed in the interventions? Why this period?

Approach of educational quality:

Reputation:

- *Based on views and opinions*

Input:

- systematic provision of basic needs
- protective/safe environment

Process:

- teaching and learning
- social and affective aspects

Content:

- Curriculum adapted to the context
- Curriculum internationally influenced
- Community participation: involvement of the community, stakeholders, influence

Output:

- How is the output measured?
- qualitative aspects/quantitative aspects?
- Do organizations measure the intended goals?

Value-added:

- impact to the wider environment

Situational analysis:

- Specific situation in Kosovo addressed?
- Difficulties concerning quality education? (come from literature study and interviews with people concerned with education in Kosovo*)

Through analyzing policy documents and open-question interviews finding out how UNICEF and Save the Children approach quality of education. On what approach of quality is put more emphasis? This model is further operationalized by making a semi-structured questionnaire.

** Situational analysis for case-study Kosovo:*

- Kosovo background?
- Educational situation in Kosovo?
- Difficulties for Kosovo in reaching quality education?

Appendix 4

The Child-Friendly School strategy:

The purpose of the CFS is *to move schools and education systems towards quality standards, addressing all elements that influence the wellbeing and rights of the child as a learner and the main beneficiary of teaching, while improving other school functions in the process.* The CFS model claims to be a *comprehensive way of dealing with all factors affecting quality.*

Previously, UNICEF used a single-factor approach to reach better education. The emphasis of the programme used to be on providing input, like learning materials, advocacy for class-size and teacher training. Nowadays, UNICEF with the CFS has a packaged approach in which an ever increasing array of quality issues is addressed instead of only input related factors. Moreover the CFS is considered a *pathway rather than a rigid blueprint.* This also implicates that more attention is paid to the process than to the input. This is in line with the findings in the scientific literature where a shift is visible from quality as input to quality as process. Though, it does not mean that no attention is paid to quality as input at all. UNICEF still explicitly addresses quality in terms of input. In the CFS manual much attention is paid to the physical aspects of a learning environment. This is endorsed with an extended list of facilities and provisions that needs to be considered when designing the learning space. Also, the school as a protective environment is extensively addressed. This is done by looking at the physical and physiological conditions, like safety and health. In line with the scientific literature, the CFS states that a basic amount of teaching aids is a precondition for establishing quality education. The difference is that, unlike before, investment in constructing schools and providing teachers and materials is considered not enough to make quality education blossom. UNICEF nowadays believes that it takes more than supply side provisions to achieve such results.

It is obvious that quality in terms of processes is valued greatly in the CFS. Also in analyzing the CFS manual, much data about the process of education was found. In the previous chapters, it was emphasized that the learning sciences and its constructivism could give meaning to quality in terms of processes. It seems like this understanding was already invented by UNICEF: *the implication is that to assist development of children in a constantly changing world, schools must provide learning opportunities that help develop children's abilities to reason, build up their self-respect and respect for others, and think ahead and plan their futures.* In the manual, constructivism and instructionism are described as comprehensive concepts. Exploring and challenge opinions should go hand in hand with memorization and trust on certain facts, as long as learners master what is prescribed in the curriculum. Interesting is the note in the CFS manual about the transition to constructive and positive pedagogic methods for teachers who themselves were taught with authoritarian and didactic approaches. It is depicted that this transformation could be extremely difficult for them. Motivation and participation of teachers therefore should always be a theme in reaching quality education. In the CFS, the teacher is central to school reform and considered to be the facilitator of the learning process. Teacher education, according to the CFS, should always be a starting point. Moreover the CFS

accentuates a style of teaching and learning that is centred around what is best for the learner. Child-centred approaches are the heart of the CFS and form a basis for the many instructions for teachers about teacher methods that are described in the manual. Furthermore, attention is paid to social and affective aspects of learning. Psychosocial themes and the identity of learners is being addressed, mainly by peace education, life-skills training, non-discriminatory education and conflict-resolution. Moreover a curriculum that integrates healing activities, like dance, storytelling and music gives children the chance to play and express themselves. This is considered by UNICEF as extremely important for children in emergency situations or children with other trauma's. In making learning situations child-centred, the CFS underlines another important aspect. Education must stimulate interactive classroom processes and child participation: *interactive classroom process has the greatest influence in determining learning outcomes because education is most of all about engaging young minds*. The classroom should be a space where children can express their views and opinions. Also the link between schools and communities is recognized as good pedagogic practice, because of bridging the world of school and the world of home and community.

This overlaps with how the CFS fulfils quality as content. In the manual, it becomes clear that the CFS considers it very important that the school is linked to the wider community. From this community, the schools derives its sense of engagement with reality and confirmation to the relevance of its curriculum. The CFS must therefore respond to the dynamic environmental and cultural context of its location: *an universal, standardized approach does not respond to the unique characteristics of a place and culture and could result in detachment and alienation*. To reach a link between school and the wider community the CFS thinks it is necessary to cultivate local capacity. Establishing a dialogue gives the community a sense of school ownership. This is in line with the findings of the scientific literature in which ownership and community participation are considered to become more important in reaching high quality education. The CFS is concerned with harnessing the full involvement and support of all parties: children, parents, communities, teachers, school heads, education planners, civil society, local and national governments and their international partners. *There are many ways in which the community can be drawn into the schools, beginning with involvement in the design, building and maintenance to ongoing transparency, accountability and participation in management and decision-making*. According to the CFS, the content of the curriculum is bound to include children's rights, human rights and peace education, but moreover to the needs and relevance of it's wider community.

The analyses explains that the CFS strategy is *not so much about destination at which schools and education systems can arrive and be labelled successful, but has more to do with the pathways along which schools travel in the quest to promote quality*. Still, much attention is paid to the output of the CFS. The CFS stands for continual monitoring, evaluation, feedback and advocacy of their schools. The purpose of this is to *provide evidence for advocacy; provide evidence to major investors in education; help establish national standards, criteria and indicators for rights-based interventions; provide information for evidence-based decision making; glean information on costs and benefits;*

provide information about impact, outcomes and progress; measure the impact of CFS programmes; signal ways to improve efficiency and track and assess individual children. This implicates that quality as output does not only mean that the CFS is evaluated on his true effectiveness, but also by means of advocacy. The evaluation and monitoring measurements are also addressed in the CFS, although only on a general level. The manual describes that it would be inadequate to simply apply a set of standard monitoring and evaluation techniques to assess the model, but that the CFS principles and issues should be fully corporated into the design of evaluation. To reach this, a balance of quantitative and qualitative data is considered important. UNICEF keeps in mind that *quantitative data strengthen and enrich the overall quality of data, but it should be kept in mind that there are some risks in using quantitative data in some contexts, because of reliability and not seeing the whole context.* This is in line with the findings in the scientific literature, where evaluation and monitoring are considered an important aspect of quality education and where the importance of validated evaluations in which the actual results are compared to the prescribed goals are also understated.

Much is written about the impact of the CFS to the wider community. The CFS describes itself as a *dynamic model that can bring about change not only to schools and educational systems, but also to homes, communities and societies.* Furthermore, UNICEF tries with the CFS to support national standards, criteria and indicators to help countries track their progress in the educational sector.

It seems like nothing concerning quality education is forgotten or unexplored by the CFS. Special attention is also paid to CFS in emergency situations. Even more than in ‘normal’ situations, the CFS in emergencies accentuates the importance of protective environments and social and affective aspects. Also the role of the community as important participants in establishing and improving schools are considered to be even more essential in emergencies. Here again, the CFS perfectly matches the findings of the scientific literature about quality education in (post-)conflict.

Appendix 5

The Index for Inclusion strategy:

The main purpose of the Index is to reduce barriers to learning and participation for any student: *the Index is a way of improving schools according to inclusive values, it is not an alternative to raising achievement, but about doing this in a way that builds collaborative relationships and improvements in the learning and teaching environment.* This implicates a lot of attention for access, but less for quality of education. Nevertheless, when the Index was further analyzed, it became clear that the Index does address several aspects concerning quality of education: *the notion of barriers to learning and participation can be used to direct attention at what needs to be done to improve the education for any child.* The Index is an extensive tool that addresses many aspects of a school which sometimes have an overlap with the quality issues addressed in the scientific literature.

Quality as input receives little attention in the Index. The word *resources* is used several times, but the context of this word is faint. According to the Index, *resources must be mobilized within the school and its community and should be distributed fairly.* Unfortunately, these resources are not being further explained. Therefore, it is not clear whether these resources could be regarded as input.

Evidently more attention is paid to processes. However, not explicitly to the processes of teaching and learning. Process is regarded by the Index as the organization of a school: *how is the school organized around topics concerning inclusion?* A positive aspect of this question is that the Index forces schools to be self-reflective: *self-reflection of the school and its participants is essential, as also building on already available knowledge and daily practices.* The connection with daily practices is also an aspect of the learning sciences as the scientific literature describes in chapter 2. More similarities with the ideas of the learning sciences are found in the Index. The Index supports stimulation and encouragement of students and states that schools should be stimulating places for students as well as for staff. Concepts like self-esteem, self-worth and self-discipline, are addressed in the Index and connected to inside reflection. It is considered important that the curriculum is adapted to what the learner wants and that students are actively involved in their own learning. Also collaboration is an important part of the Index. Collaboration is stimulated for students as well as for staff. The most striking result is the great emphasis in the Index on social and affective aspects of learning, moreover the attention for diversity of people. The Index says that *inclusion starts from a recognition of the differences between students. To include any child, we have to be concerned with the whole person.* All forms of discrimination must be minimized and children have to treat each other as human beings with equal rights. Also the issue of bullying is explicitly addressed. Nothing though, is said about addressing children with psychosocial problems.

Quality as content is largely addressed by the Index. As mentioned above, the Index tries to make the lessons adapted to what the learner wants. The Index strives to *restructure the cultures, policies and practices of a school in a way that they respond to the diversity of students in the locality.* There is no prescribed content of the curriculum by the Index. A lot of attention though is paid to

participation. Participation of all students is an important feature of the Index. It tries to *increase participation of students to reduce their exclusion from the cultures, curricula and communities of their school*. Not only students, but also parents, staff, governments and community members should participate in the school. According to the Index, schools have a role in building communities. Ownership is considered as an important aspect in reaching this.

In the Index, quality is not approached in terms of output. The only remark that is made concerning quality as output, it that the Index contributes to the achievements of all students. Again the Index hereby contradicts its own goal of not *being an alternative to raising achievement*. Concerning evaluation and monitoring, the Index do believes it is *important that records of achievement reflect all the skills, knowledge and experience of students, such as additional languages, other communication systems, hobbies, interests and work experience* and that evaluations *must be based on detailed observations*.

The approach of quality as value-added is not explicitly addressed in the Index. There is one sentence in which the Index describes schools as improving to social conditions in their communities. However, this is not being further explained.

Also the special situation of education in (post-)conflict is not addressed in the Index.

Appendix 6

UNICEF and the implementation of the Child-Friendly School strategy in Kosovo:

At the end of the conflict in 1999, UNICEF became active in the educational sector in Kosovo. In the beginning, the focus was on the rehabilitation of school buildings, but in 2001 UNICEF started to implement the CFS strategy. With this implementation UNICEF wanted to improve the inclusiveness and quality of education all over Kosovo. The previous results already show that the CFS strategy is extended and complete in addressing quality of education. However, the amount of information could also make the manual difficult to use in practice. In implementing the CFS strategy in Kosovo, UNICEF works together with seven other implementing partners (NGO's) in Kosovo: *they each support a number of schools in introducing or strengthening one or two components of the entire CFS strategy*. Thus, in implementing the CFS, only one or two aspects of the CFS are addressed. A total of 150 schools in Kosovo were used as a pilot to implement the CFS strategy.

A large evaluation study about CFS in Kosovo was done in 2004 (Smulders, 2004). It was established that none of the pilot schools has introduced all CFS characteristics. This means, according to the evaluation, that the CFS strategy has not been effective (yet). The CFS activities show to be effective at school level, but in the classrooms observations reveal less positive results. Especially teachers find it difficult to apply the new techniques and methods for interactive teaching and learning. A lot of trainings and activities were provided throughout Kosovo in line with the prescriptions in the CFS manual. These trainings and activities concerned teaching and learning processes, social and affective aspects and community involvement: *the interventions include trainings of teachers and school heads, increase participation in educational planning and management and creation of multi-ethnic schools*. Unfortunately, the CFS evaluation shows that the CFS implementation is fragmented in its use, because every implementing partner and technical advisor has its own interpretation of some of the key concepts of the CFS. What is needed, according to the evaluation, is the development of a single set of operational key components and defined indicators for monitoring. The evaluation also shows that efficiency of the implementation may have suffered, because of the short time-span of support provided. A long-term commitment from all stakeholders is required. It is supposed to be *difficult to build such commitment if stakeholders are uncertain about continuation of activities due to short-term instead of long-term support*. This need for long-term approaches in reaching quality was also mentioned in the scientific literature in chapter 2. Of course, this result must be further examined to check how UNICEF wants to give shape to effective long-term approaches. This way it can be confirmed that it is not just a way of forcing donors into binding to longitudinal programmes.

The evaluation that was done by UNICEF seems also in line with what is described in the scientific literature about monitoring and evaluation. The used measurements are qualitative as well as quantitative and all stakeholders are questioned about their view. Moreover, the CFS evaluation answers the core question: Are the CFS in Kosovo effective in achieving their prescribed goals towards inclusiveness and quality? Unfortunately the answer is no. No yet.

Appendix 7

Save the Children and the implementation of the Index for Inclusion in Kosovo:

Save the Children has been active in Kosovo since 1996 and is an alliance between Save the Children United Kingdom, Sweden, Norway and Italy. For thirteen years, Save the Children UK was lead donor, but since 2010 Save the Children Sweden took over. In the period of 1999 to 2004, Kosovo was in a emergency phase and the help was organized around child protection, education and help in the information sector. Since 2005, the emergency phase has made place for a phase of development. For Save the Children this means that they implement thematic programme plans based on child rights. The inclusive education programme with the Index for Inclusion is one of these plans that Save the Children is executing in the educational sector in Kosovo. Four objectives are identified by Save the Children for this inclusive education program: equal access, quality education, good practices and policy changes and more financing for education. This implicates that Save the Children is also active on different levels. Like UNICEF, Save the Children also works on school level, as well as on municipality and national level. More than UNICEF, Save the Children does a lot of capacity building for civil society. Planning is considered central to make any form of education better and therefore Save the Children helps municipalities and schools with planning their educational strategies. Save the Children is also trying to get the MEST to implement the Index in the new curricula reform, but they don't do this as extensive as UNICEF.

The Index of Inclusion is implemented in two schools in Kosovo. Compared to the CFS, the Index manual is less extended, but because of its pragmatic design it could be that the model is easier to use in practice. Save the Children works with implementing partners in Kosovo and they help the schools with the implementation of the Index. There is no evaluation done on the implementation of the Index, but much information was collected during the visits of the schools in Kosovo.

The most striking result that became clear, is that the school itself is completely responsible for the fulfilment of the Index. They develop and evaluate their own goals. In the beginning, Save the Children and the local NGO provided a training for the teachers were six basic models were identified for implementation. The models enhanced questionnaires about inclusive topics within the school. From then, it was up to the school to lead the intervention and Save the Children and the NGO were only there for advise. Questionnaires were taken from children, parents and teachers and analyzed. Unfortunately, it seemed that the UK questionnaires were not adapted to the Kosovar environment and needed some improvements. A second round with new questionnaires was held and now results became clear. These issues mentioned were quality of the lessons, bullying and the relationship between teachers and students. An approach was developed by the school in cooperation with children and community to address the issues arising from the questionnaires. The school shows that the situation has already improved greatly because of the Index. They want to keep using the Index to make the education more inclusive and of higher education in the future.

Save the Children sees the Index as a qualitative way of evaluating, because the school and the community evaluate what they believe is important and relevant. Though, according to the policies, an external evaluation should be done every two years that is drawn on the techniques of the Global Impact Monitoring System (GIM). This system is developed by Save the Children to measure progress against five dimensions of change: *changes in the lives of children, changes in policies and practice affecting children's rights, changes in children's participation and active citizenship, changes in equity and non-discrimination and changes in civil society and community to support children's rights*. This evaluation though, is more an evaluation of the total policies of Save the Children, rather than for the Index.