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# Education in Bosnia and Herzegovina

## **Governance, Finance and Administration**

### **Report by the Council of Europe for the World Bank**

Legislative Reform Programme for Higher Education and Research  
Council of Europe

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Report prepared on behalf of the World Bank by a project team of the Council of Europe's Legislative Reform Programme in Higher Education and Research

Directorate-General IV, Education, Culture, Youth and Sport, Environment  
Council of Europe

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*The Council of Europe has been active in support of the pupils, students and teachers of Bosnia and Herzegovina since the Dayton Accords and even before. Advisory work on the reform of educational laws and policies was started in 1996 through the Legislative Reform Programme in Higher Education and Research, but success was limited for the reasons described in the report below. The World Bank, for its part, found its own efforts to shift its financing objectives in BiH from reconstruction to education development and reform similarly frustrated. Accordingly, the two organisations joined forces to generate the high-quality data on educational structures that existing administrations in the country are unable to provide, as a basis for decisions and a model, albeit imperfect, of rational policy analysis.*

*Using trust funds from the Government of Japan, the World Bank commissioned the Legislative Reform Programme to prepare a report on the governance, finance and administration of education in Bosnia and Herzegovina. The preparation involved field visits, data-gathering by questionnaire, and discussions with local decision makers, including a meeting of Entity and Canton Ministers of Education in Strasbourg.*

*The report is a collective product of the project team, which comprised:*

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## **Foreword by the Secretary General**

provisional text

Bosnia and Herzegovina, the newest independent state in Europe, has applied to become a full member of the Council of Europe. This signals its intention to exercise its sovereignty according to the principles of human rights democracy and the rule of law, accepted - after unimaginable crimes and tragedies - by its fellows in the European family of nations. Like all members of the Council, the applicant state must commit itself to comply with the essential standards developed by the Council to safeguard its values. The European Convention on Human Rights is the cornerstone of a framework of standards that is also developed in other legal instruments. The application of Bosnia and Herzegovina is, as I write, being weighed with the traditional sympathetic rigour by the organs of the Council. Sympathy, for the suffering and want that its citizens have gone through and still endure; rigour, for nothing less than full compliance could meet their hopes and exorcise their fears.

The commitment to a democratic society extends also to the education that should prepare young people to live and work together as informed citizens. True tolerance, the full acceptance of diversity, is a vital first step. The Council of Europe, in cooperation with others, has worked on the ground to eliminate poisonous material from textbooks and support democratic values in everyday classroom practice.

The report before you highlights the fact that democratic principles must also guide the whole education system as a complex public service. The distinguished authors have documented, with admirable thoroughness, the strengths and weaknesses of the education structures of Bosnia and Herzegovina. Their recommendations are ambitious, but cogent and realistic, given the good will on the part of all communities that that is presupposed by the membership application. It is striking how much the requirements of efficiency, economic relevance, and professionalism coincide with those of justice, democratic process, and the rule of law.

I greatly welcome the document as the fruit of a joint project, financed by the World Bank using funds from the government of Japan. The crises of former Yugoslavia, - in Kosovo, the former Yugoslav Republic of Macedonia, and in Bosnia and Herzegovina - have challenged the "international community" to work as one. The Council of Europe has proved its readiness to bring its specific commitment and expertise to the common tasks of reconstruction. We will continue to do so until the job is done.

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## I. INTRODUCTION

- 1 Bosnia and Herzegovina is a deeply divided country. There is however one goal on which all groups agree: that the future of their children lies in integration within Europe. Accession to full membership of the Council of Europe is the next milestone on this long road. Integration will require deep changes in many fields, of which education is one of crucial importance.
- 2 The Council of Europe and the World Bank have carried out an in-depth joint study on the governance, finance and administration of education today in Bosnia and Herzegovina. The project has involved field visits by an international team of experts, drawn from several western European countries; the collection and analysis of basic data which are otherwise simply unavailable; and consultations with local decision-makers including Entity and cantonal Ministers of education.
- 3 This report addresses the question how the current education system can be brought closer to contemporary standards of good public administration. It relies heavily on comparisons between education governance and institutions in Bosnia and Herzegovina and the experience of western Europe. The authors have tried to describe the impact on education of a very complex environment, and to make clear recommendations for improving the education system in the short to medium term.
- 4 Obviously the point of departure is exceptionally difficult, compared to other former communist countries. In addition to the transition to pluralist democracy and the market economy, Bosnia and Herzegovina faces the aftermath of a terrible war, a legacy of physical and social destruction and personal wounds that sustains a self-destructive ethnic politics and hobbles efforts at reconstruction. The state structure created by Dayton – under great international pressure – is weak by design, and while it has to be accepted as legitimate, it does not engage patriotic energies. Even without the war, Bosnia and Herzegovina missed the opportunity for the intensive reforms undergone by other transition countries. Nevertheless, there are two grounds for hope. One is the consensus for a future within the European family of nations. The other is the fact that Bosnia and Herzegovina is already a well-educated region. The priority of former Yugoslavia for education was not a sham, and was sustained by all communities throughout the war.
- 5 The authors have taken the commitment to European integration at face value. It implies that students at all levels of the education system should reach similar levels of performance to their counterparts in western Europe. Avoiding a patronising double standard, authors have compared Bosnia and Herzegovina to the *best* practice they know. This approach necessarily sheds a rather harsh

light on many aspects of the current situation, and highlights the scale of the changes that need to be made.

- 6 The concept of “European standards” in education calls for explanation. There is of course no common scheme of governance, institutions and learning goals across Europe, for the states (rather like the federal states in the US) have persistently refused to cede a general competence in education to supranational bodies. There are in fact several types and levels of European norms. A small core of binding legal obligations, especially in human rights, the treatment of minorities, and the recognition of qualifications, is surrounded by a much larger corona of policy recommendations, declarations, and networks that identify and spread good practice. Second, there are norms specific to education (on, say, the professional assessment of students and institutions), and others that are general features of democratic public administration and the rule of law (on, say, the need for copious and honest data to monitor the performance of public services). The interpretation of “European standards” is therefore partly subjective, but they are not a myth for all that.
- 7 Lastly, the authors have taken for granted that the upgrading of education is essential not only in terms of jobs and economic growth, but also for tolerance, democracy and minority rights. The reforms proposed, though often technical, are not in essence technocratic, but amount to a redefinition of the relationship between the political and the professional spheres of education. More important than the detail is the idea of a new agenda, focusing primarily on the quality of education and the creation of opportunity for all citizens, and less on issues of identity and homelands. The urgency of action is indicated by the decline in donor funds for education; these were provided quite generously for physical reconstruction of schools, but donors may reasonably expect a commitment to systematic reforms before renewing their support.
- 8 The report is addressed in the first instance to the World Bank as a major donor. More widely, it is commended as a constructive basis for action to the educational and political communities of Bosnia and Herzegovina, to the High Representative, and to the “international community”. This community, a loose coalition of international governmental institutions, national governments and non-governmental organisations, has bound itself to Bosnia and Herzegovina by the Dayton Accords and the period of reconstruction. Its continuing involvement will be no less vital in securing the future.

## II. THE POLITICAL CONTEXT

9 As the former Yugoslav member Republic that most comprehensively reflects the diversity and cultural wealth of the former Socialist Federal Republic of Yugoslavia, Bosnia and Herzegovina comprises distinct cultures, among them those of Bosniaks, Croats and Serbs. Cultural distinctness in Bosnia and Herzegovina is not as much a matter of linguistic diversity as of religious and historic orientation. For example, while the education system in the former Socialist Federal Republic recognized three official languages and nine “nationality” languages, the communities in Bosnia and Herzegovina mainly speak regional variations of only one of the three former official languages, Serbo-Croat. It is symptomatic of the current cultural and political divide that the regional variations of what is by most objective measures one language are now described in the constitutions of Bosnia and Herzegovina as three “national languages”. In the same spirit, a veil is drawn over the common history of the communities in a constituent republic of former Yugoslavia. Since many positive as well as negative features of the education system can be traced back to the postwar Yugoslav period, this report goes into the legacy in some detail.

### *The divisive forces*

10 As the politics of language have become a vehicle for promoting “national” separation, so have the politics of education more broadly. The political struggle in education manifests itself both in the context of “national subjects” – history, literature and social studies – and in the desire for political control over what is effectively three separate education systems. In practice, this translates into history textbooks which are offensive to the other two “national groups” and “parallel” education administrations at all levels of the system in the Federation of BiH. The formal divide between the Federation of BiH and the Republika Srpska (RS) can be seen as another form of parallelism in education, although, as the two formal entities within the State of BiH, the existence of parallel systems between the Federation and RS has a constitutional basis. What has ultimately become a political divide throughout BiH in education is most keenly symbolized in the Federation of BiH where Croat political authorities – viewing themselves as isolated by their smaller numbers and the attention given to Bosniak-dominated institutions in Sarajevo – are unwilling to allow cooperation with their Federation partners even on common mathematics and science curricula.

### *The high costs of separation*

11 This is the reality of Bosnia and Herzegovina today and no-one should have undue expectations of profound breakthroughs in the short term. In this political context, there are, however, opportunities for debate and action. The most constructive short term alternative is to place attention on the high social and educational costs – which many remain willing to pay – of promoting separation and maintaining parallel institutions. This high cost should, in turn,

*Decentralisation as an opportunity*

be placed in the context of the need to improve the quality of education throughout BiH in the face of an extremely limited resource base for education. In addition, focus and resources should be put on the need to build institutions and mechanisms aimed at improving cooperation and promoting coordination on a professional, as opposed to political, basis. Ultimately, the long run goal for education in BiH will almost inevitably be a decentralized education system where primary control over education inputs – curricula, books, teacher training, etc. – is taken at lower levels of the system, as is the trend in many western European countries today, and where cultural diversity is seen as an asset and not as a threat or a means of political control. Grass-roots cooperation should eventually flourish and the public debate over education should shift from local politics to a focus on the performance of schools within a broader European context.

### III. THE LEGACY OF FORMER YUGOSLAVIA

- The historic interface between education, industry and the State*
- 12 The education system in the former Republic of Yugoslavia, including Bosnia and Herzegovina provided broad access to pre-school, basic and secondary education, and substantial participation in higher education. Education was directed towards the productive and ideological goals of the socialist regime. Curricula and teaching methods reflected socialist values that stressed conformity and the acquisition of fact and political loyalty over critical thinking and analysis. Secondary and tertiary education were particularly influenced by industrial ministries that determined enrolments and designed curricula. Vocational and technical programmes were emphasized for the majority of students at the expense of more academically flexible programmes, while certain disciplines, particularly in the social sciences, were neglected, or ideologically biased. These features were typical of former socialist régimes in central Europe.
- The legacy of decentralised governance*
- 13 The current education system in Bosnia and Herzegovina is however also a product of the “self-management concept” of former Yugoslavia. This unique scheme was developed after Tito’s breach with Moscow for several purposes: avoiding the Stalinist bureaucratisation of power while maintaining communist hegemony, managing tensions between nationalities, and ultimately the pursuit of an Utopian vision of worker empowerment. It was applied, with modifications, from around 1951 in education and other social services as well as in industry.
- Self-management in education*
- 14 A brief description of the scheme as it applied in education brings out its complexity.
- The lowest tier consisted of a network of self-managing units known as Basic Organisations of Associated Labour (BOAL). These organisations provided the management platforms at the lower organisational levels of social services and of the economy (a school, a small factory, a store etc.).
  - At the next tier were associations of BOALs, in education called Self-management Communities of Interest for Education. These could be organised territorially (for primary education) or functionally (for vocational secondary education).
  - The communities of interest provided an interface between workers in education (teachers) as the service providers, and the workers in industry, as the service purchasers. They negotiated in their assemblies the volume, locations and cost of education services to be provided. To ensure that participatory decision making would reflect the views of everybody concerned, delegates did not have a broad representative capacity, but a specific mandate from the self-management unit that elected them. This resulted in drawn-out negotiation processes as delegates checked back with their mandators.

- The result of the negotiation was a comprehensive plan for education input that was submitted to the next higher tier, a political assembly competent for the level and region concerned. For primary education, for instance, this would be the assembly of a city and its incorporated towns and municipalities. The assemblies - themselves fashioned as self-management organisations – fixed a levy on the BAOLS (a percentage of salaries or profits) to be allocated to education at the local level.
- Units also had the right to enter into local contractual agreements, for example between a school and a factory or social organisation.

*Practical weaknesses of self-management*

- 15 This scheme had serious drawbacks, for education as for generally the economy. The baroque procedures and search for consensus made it difficult to take decisions, especially hard ones, and to adapt to new needs. The participatory style of management ran counter to the attitudes and processes required to respond in a timely manner to market incentives, even as Yugoslavia opened up its economy to trade and competition. Second, public funds for education were not managed efficiently and equitably. Decentralised funding meant that regional income disparities had a quite severe effect on levels of provision. In the later 1980s, funds were created to alleviate these disparities, but generally failed to have the desired impact.
- 16 These problems became increasingly visible as initially rapid economic growth was succeeded by worsening economic performance through the 1970s and 1980s, which resulted in public resource constraints at all levels and growing unemployment. In education, increasing concerns were raised about the depth of knowledge and understanding provided to students through the system, the quality of its graduates, and the mismatch with the changing demand for labour skills. The participatory process itself apparently declined. Dialogue among stakeholders at the community level commonly began to give way, in practice, to a re-centralization to a few key decision-makers in the community and at the central level.
- 17 Self-management had a further, less obvious weakness. It recognised competing interests and desires, but tried to blur and dissolve them in consultation and collective responsibility. It was only feasible under a pervasive official ideology. In a civil society under the rule of law, competing interests are held in tension by a system of checks and balances, in which individuals and organisations have defined powers and obligations. Consensus is only required on core principles, not particular decisions. In a democracy, this concept applies within the administration of its public services as well as in society generally. The participatory heritage in Bosnia and Herzegovina is therefore to some extent an obstacle to the normal democratic model of personal responsibility and defined accountability. It may even encourage nationalism, a substitute for Marxism as the glue of the desired consensus, which is now only attainable within the ethnic community.

*Achievements  
of generally  
trusted system*

18 Nevertheless, it is important to recognise that the educational system of former Yugoslavia had considerable strengths, and impressed informed outside observers. The OECD noted in its 1981 report: “the Yugoslavs are enthusiastic about their system and are convinced that it is working.” Enjoying priority, enthusiasm, and social prestige, education emerged as one of former Yugoslavia’s most remarkable achievements. By the time of Tito’s death, Yugoslav education was comparable to that of most western European countries in terms of participation and knowledge dissemination. Quantitative indicators have remained quite positive until the present: participation rates have held up well, and the share of GDP devoted to education, at around 7%, is even somewhat above the international average. It is thus not surprising that both educators and citizens are deeply disappointed by the essentially *qualitative* failings of the current situation.

*A heritage of  
centralized  
curricula*

19 In terms of education content, Bosnia and Herzegovina has had a long tradition of centralized ‘national’ curricula from the early year of its public education system – a tradition that continues today. During the conflict in Bosnia and Herzegovina, warring parties are viewed by many to have used education as an ideological tool and a means of maintaining political control. Even though schools had to develop their own coping mechanisms at the local level to respond to the crisis and the lack of regular funding, the warring parties still managed to promote their ideological and political goals through the provision of nationalistic textbooks and curricula – much of has been identified recently as containing material offensive to one group or another in BiH. The fragmentation of education systems in Bosnia and Herzegovina as a result of the Dayton Agreements occurred along already existing lines of confrontation.

#### IV. EDUCATION UNDER THE DAYTON ACCORDS

##### A. Dayton's Consequences for Education

- The Dayton Agreements* 20 By the signature of the Dayton Agreements on 14 December 1995, Bosnia and Herzegovina was proclaimed an independent State, consisting of two Entities, the Federation of Bosnia and Herzegovina and the Republika Srpska. Under the Agreements, the State government retains only those powers that enable it to act as the government of an internationally recognised State. The majority of governmental powers are vested in the two Entities, including the competence for education, science, and culture. The newly created State of Bosnia and Herzegovina became the successor to the former Yugoslav Republic of Bosnia and Herzegovina (*Dayton Agreement On Implementing The Federation Of Bosnia And Herzegovina*, Dayton 10 November 1995).
- The Federation of Bosnia and Herzegovina* 21 In the Federation of Bosnia and Herzegovina, competence for education is further devolved to its ten constituent cantons: see the Constitution of the Federation chapter III, Article 4.b. This cantonal structure was established earlier, when the Washington Agreements of 18 March 1994 created the Federation out of the Bosniak and Croat majority territories in the former Republic of Bosnia and Herzegovina. Some cantonal legislations allow the canton to devolve authority for education further to the municipal level, particularly if there are disputes over access by members of a particular national group to education in their own language.
- Republika Srpska* 22 There are no parallel sub-units of government in the Republika Srpska, where educational competence is centralized at the Entity level and exercised by a single new Ministry of Education.
- Dayton's legal legacy in the Federation*
- 23 Dayton gave legal authority for education within the Federation to the cantons, and this authority was further reiterated in the Federation Constitution. The shift of educational authority to the cantons meant each canton had the legal right to govern and manage its own educational system, including higher education even though some cantons do not have higher education establishments. Education is generally financed by the cantons through income tax and other revenues collected by the cantons. There is very little Federation-level financial support provided directly to schools or canton establishments with the exceptions of some student transfers and donor support managed by the Federal Ministry of Education. Croat-majority areas are said to contribute some of their own revenue to central functions in education, but Bosniak-majority areas do not.
- 24 By enabling each canton to set standards, devise legislation/regulations, and/or develop or choose its own curriculum and textbooks, political divisions and

tensions that emerged during the war have been reinforced and, in some cases, intensified, although these tensions have manifested themselves in different forms. Currently, nationalist policies are expressed through control of curricula, textbooks, and access to education. In the context of cantons, educational decision-making contributes to further division and fragmentation, and becomes vehicle for nationalist political groups to pursue their separatist agendas.

- 25 As Dayton established legal authority for education, it has become even harder to deal with and moderate divisions among cantons. Having legal authority as a backdrop or reference point when moving forward with very contentious policies is a powerful tool, which is difficult to counterbalance without substantial resources and partnership institutions.

*Dayton's political legacy*

*The partition of government into parallel administrations*

- 26 As a result of Dayton's legal mandate, the educational sector is dominated by politics. Major educational decisions, including curricula, textbooks, and access to education, are made almost exclusively in the context of continuing political tensions between national groups. What has emerged in most respects are two parallel systems in the Federation and a third system in the RS. The problem is particularly acute within the Federation Ministry of Education, Culture, Science and Sports (see below) and in the "mixed" cantons of Neretva and Middle Bosnia, where parallel administrative institutions have emerged to provide education for their respective constituent groups. Within the divided ministries, positions must be filled in an "ethnically-balanced" manner. As this balance carries with it the political agendas that divide the Federation system, the Minister and the Deputy Minister cater to their political constituencies each through a separate staff of their respective national origin. As noted in the *Chairmen's Conclusions* to the Federation Forum of 16 April 1998, the problem is perpetuated by both sides.

- 27 The Federation becoming an Entity, along with the Republika Srpska as the other Entity, disappointed the political aspirations in particular of the Bosnian Croat leadership. The Bosnian Croats – outnumbered three to one – have since come to view with suspicion their Entity, which they see as detrimental to their status in the State and to their relations with the Republic of Croatia. While the latter problem has been partially addressed through an agreement on special relations between the Entity and the Republic of Croatia, Bosnian Croat fears of marginalisation remain an important obstacle to progress in many spheres of civil life. They account, in particular, for the perpetuation of the former war-time parallel administrative and other institutional arrangements with little or no allegiance to the Entity or the State.

It is important to underline that separate does not necessarily mean different.

- 28 While educational establishments in the Federation of Bosnia and Herzegovina, and government educational administrations, are generally segregated along lines of national and religious orientation, this does not lead to dramatic structural or content differences. Accordingly, pupils of a minority cultural or religious orientation can still gain access to majority schools, provided they conform to the dominant cultural and religious views.

*Dayton's administrative and institutional legacy in the Federation*

*A complex mix of institutions*

- 29 After Dayton, the educational system in the Federation was immediately decentralized to the cantonal level, with little devolution to lower levels. What emerged was a complex mix of institutions, often with competing aims, roles, and functions and with limited technical and financial expertise. Given the pace of decentralization, and the imperative for cantons to adapt quickly to a new administrative and governance structure, the question of building an infrastructure to support decentralization was never addressed. The imperative to decentralize occurred despite the lack of human and institutional capacity and financial resources to ensure its success.

- 30 For example, in several Bosniak cantons, Pedagogical Institutes existed before the new cantonal ministries of education were set up. Once constituted, the ministries of education exerted authority over the Pedagogical Institutes, without adequate time, competence, or planning to restructure or divide responsibility between the two institutions. In some cases, the new ministries and pedagogical institutes carry out similar functions, such as supervision or advising of schools, that would be better handled by one institution or a department within an institution (for example, within the ministry, a department for supervision, research, curricula, or in-service professional development). Maintaining separate institutions, each with their own staffs and related overhead costs, is difficult and wasteful particularly in the current resource-constrained environment.

*Lack of coordination*

- 31 Perhaps the most damaging aspect of Dayton's administrative and institutional legacy in education is the lack of requirements for cooperation and coordination and the lack of institutions which could facilitate these goals. The Federation Ministry of Education, Culture, Science and Sports would seem to have been the best candidate to play this role, at least within the Federation, but for various reasons, it has not.

*Role of Federation Ministry of Education, Culture, Science and Sports*

*Federation competence for education*

- 32 Dayton excluded the FMOE from an active and explicit role in education. This occurred by legally transferring nearly all authority for education to cantons and by the decision to finance education through canton-level tax revenue. The FMOE has the implied authority under Dayton to execute canton education responsibilities where canton authority has not yet been implemented.

However, in practice, it attempts only to perform a co-ordination role, and has influence only in Bosniak-majority areas. Explicit canton mandates to delegate significant responsibility to the FMOE have not been forthcoming from Croat or Bosniak-majority areas. The FMOE has attempted to retain a role by referring back to the Constitution, which states that the Federation's mandate emanates from its role of safeguarding human rights, but without financial leverage or administrative authority this appears only symbolic. The idea that human rights could serve as a justification for governmental powers warrants some caution.

*Parallel structures at the Federation level*

33 Attempts by the FMOE to exercise its coordinating function by bringing the cantons together to discuss policy reform or develop common programmes and textbooks have been unsuccessful outside the Bosniak majority cantons. The Croat Ministers of Education prefer to hold their own parallel meetings. The most obvious reason for the FMOE's failure to build its coordinating role is the built-in dysfunctionality related to the "parallel" structure of the institution, mentioned above. It is a clear political stance of the Croat political authorities that this institution does not represent their interests in education, and until this position changes, the FMOE will not be allowed to play a positive role in the system.

34 The dysfunctionality of the FMOE can also be seen in terms of the legacy of the past and its own inability to adapt from a top-down, control-oriented model of educational governance to a more "facilitating" model. While the FMOE's traditional approach is a particularly acute issue for Croat educational authorities, it is even seen as counter-productive for Bosniak authorities at the canton level who control both education resources and content. The types of services and expertise the FMOE does possess duplicate those of the cantonal ministries, while a capacity for policy research, planning, monitoring or performance evaluation is completely lacking. Even its role for coordinating international aid – a daunting undertaking in the chaotic environment of post-conflict BiH – has put the FMOE in conflict with the cantons, who claim legitimate authority to assume this function. The FMOE has yet to exhibit the leadership or technical capacity to shift from a control-oriented to a service-oriented institution.

*Recommendation:*  
*Cantonal Ministries of Education should use the FMOE for voluntary coordination*

35 This being said, the constitutional existence of the FMOE could provide a much-needed instrument for meeting the coordination needs of education in Bosnia and Herzegovina. For the FMOE to be empowered to play such a role, the initiative has to come from the Canton Ministers of Education themselves. They would have to freely agree to use the FMOE as their recognised forum for a more organised discussion, exchange and coordination of their common problems, similar to the regular meetings which take place among Croat

Ministers and Deputy Ministers. This could eventually lead to FMOE

developing a useful catalytic role without infringing the prerogatives of canton Ministers of Education.

## **B. Education in the Cantons of the Federation**

36 The following is a descriptive summary of activities and initiatives made since 1995 in the 10 cantons of the Federation that have formal responsibility for education under the Dayton Accords (the Republika Srpska is covered in the next section). The ten cantons fall into these groups: the five Bosniak-majority cantons where a “Bosniak curriculum” is used, the three Croat-majority cantons where a “Croat curriculum” is used, and the two “mixed” cantons which are effectively divided between the two groups. It should be reiterated that all cantons in the Federation of BiH are mixed to some extent and that, in particular, all the five Bosniak-majority cantons include Croat-majority municipalities in which the Croat curriculum is used. Where a sufficiently large critical mass of one constituent group or another does not exist to justify its own school, children are free to attend classes in the dominant curriculum of the local community, which is a common occurrence throughout BiH, including RS. In contrast to the former segregation in the American south, rarely, if ever, is a child in Bosnia and Herzegovina turned away from any school, as long as that child and his or her parents accept schooling in the dominant curriculum, with all its nationalistic and linguistic elements.

### *The Bosniak-majority Cantons*

37 The five Bosniak-majority cantons, Una-Sana, Tuzla-Podrinje, Zenica-Doboj, Bosna-Drina Gorazde and Sarajevo, generally implement a federally developed “common core curriculum” for primary and secondary education and distribute federally approved textbooks, nearly all of which are financed by the donor community. The acceptance of this federal curriculum (see the section on *The Curriculum* for details of its development) and the donor-financed textbooks, are among the only prerogatives that these cantons have chosen – some formally and some informally – to cede to the Federation level. Each has to some extent exercised its authority under Dayton to develop its own legislation and regulations which are summarised below. While there are differences, they are greatly outweighed by the legislative and regulatory similarities.

*Una-Sana  
canton*

38 Una-Sana canton has adopted laws on pre-primary, primary and secondary education, a law on its university and on its education inspectorate. Other recent regulations include pedagogic standards for pre-primary, primary and secondary education, rules on teacher examination and professional development. The canton has formally delegated curricula and textbook competence to the Federation government. In August 1997, the canton founded Bosnia and Herzegovina’s currently youngest university on the basis

of several pre-existing faculties that were formerly part of the universities of Banja Luka and Sarajevo. The new university includes faculties for mechanical engineering, biotechnology, law, economics, pedagogy (formerly pedagogic academy) a 2-years-post-secondary medical school and an Islamic pedagogic academy. A branch campus of the Sarajevo Bosnian-Turkish college is the canton's only non-public education institution.

- Tuzla-Podrinje canton* 39 Tuzla-Podrinje canton has adopted laws on pre-primary, primary and secondary education (Official Gazette No. 4/96, 9/97, No. 14/97). The proposed law on higher education, which *inter alia* aims to reform the internal structures of the University of Tuzla continues to be blocked over resistance from autonomous faculties.
- Zenica-Doboj canton* 40 Zenica-Doboj canton has adopted laws on pre-primary, primary and secondary education (Zenica – Doboj Official Gazette no.5/97). Although the canton finances some higher education faculties on its territory, these institutions remain organisationally part of the University of Sarajevo.
- Bosnia Drina – Gorazde canton* 41 Bosnia Drina - Gorazde canton has a adopted a law on primary education (Bosnia Drina - Gorazde Canton Official Gazette no. 8/97), and a law on secondary education is under preparation. This smallest of the ten cantons (about 30,000 inhabitants) has recently formed its own pedagogic institute and maintains an inspector's office – a large overhead to support in view of the fact that its low revenue base results in the lowest level of spending per student in BiH. It implements federally approved pedagogic and technical standards for pre-primary and primary education, but applies its own pedagogic and technical standards for secondary education.
- Sarajevo canton* 42 Sarajevo canton has adopted laws on pre-primary, primary and secondary education (Sarajevo Canton Official Gazette no. 4/98, 7/98, 11/98). Efforts to develop higher education legislation have failed so far, largely over resistance from autonomous faculties. While the canton is responsible for education inspection under pre-constitutional law in force (i.e. Republic of Bosnia and Herzegovina Official Gazette no. 22/77, 16/82), the inspection function is performed by the FMOE in higher education. Higher education institutions include the University of Sarajevo and three independent institutions in the field of theology (i.e. an institute for Islamic Sciences, a Roman Catholic Diocesan Theological School, and a Roman Catholic Franciscan Theological School). Other non-public education institutions are a Catholic Schooling Centre (which includes a primary school, a gymnasium, and a medical school), a "Bosniak Gymnasium of Sarajevo", a Bosnian-Turkish college, and the Sarajevo International School. The two last-mentioned establishments are financed by external sources and through fees. The Catholic Schooling Centre and the "Bosniak Gymnasium" benefit from a "public interest" status and public financing. The non-public primary and secondary schools enjoy some curriculum autonomy, albeit subject to ministerial approval. The Catholic

Schooling Centre draws its optional curriculum content from that in use in the Republic of Croatia. The “Bosniak Gymnasium” employs the optional part for instruction in English.

### *The Croat-majority Cantons*

*Posavina  
canton*

43 The Croat-majority cantons are Posavina, Western Herzegovina, and Livno-Tomislav (commonly known together as “Herzeg-Bosna”). There are no non-public or higher education institutions in the Croat majority cantons, nor do they maintain, as in the Bosniak-majority cantons, separate pedagogic institutes. For these education support functions and higher education services, the Croat-majority cantons depend on the Institute for Education in Mostar and the University of Mostar, both located in the “mixed” Neretva Canton. Textbooks are generally imported from the Republic of Croatia and curricula are nearly identical to those in use in Croatia, although reportedly amended somewhat for local purposes by the Institute for Education. These three cantons have all adopted laws on pre-primary, primary and secondary education.

*Western  
Herzegovina  
canton*

*Livno-  
Tomislav  
canton*

*The “Croatian  
Community of  
Herzeg-  
Bosna”*

44 Financing for central functions such as the Institute for Education and the University of Mostar, and possibly for subsidizing directly the Croat-majority canton and municipality budgets for education, are reportedly supported by the “Croatian Community of Herzeg-Bosna”, an organisation set up under private law following the disbanding of the former “State of Herzeg-Bosna” in 1996. According to its registration with the Federation Ministry of Justice (No 59, I, 6.8.1997), the aims of the organisation include developing the Croat majority university in Mostar, and achieving cultural emancipation of Croats through close co-operation in education with the Republic of Croatia. Its assembly includes representatives of the Croatian political parties, the veterans’ organisations, the University of Mostar, Croat primary and secondary clergy schools, Croat cultural associations, Croat publishers, the Croat media, the bishops’ conference, as well as representatives of Croat sports associations, thus making the organisation a comprehensive network of Croat interests in all areas of civil life. The “Croatian Community of Herzeg-Bosna” is financed through member’s contributions, property revenues, foundations, and donations and is said to receive fixed transfers of tax revenues for financing educational establishments. Education funding is not, however, transparent and the extent of financing by the Community is impossible to verify.

### *The “Mixed” Cantons*

*Central Bosnia canton* 45 The two cantons usually characterised as “mixed” are Central Bosnia Canton and Herzegovina-Neretva (Mostar) Canton. Their canton administrations, including all ministries and agencies, are openly partitioned with very little if any coordination taking place. Similarly, schools as well as higher education are segregated by dominant curriculum and cultural orientation. Herzegovina-Neretva canton hosts two universities, the Bosniak-majority university “Džemal Bijedic”, founded 1977, and the Croat majority University of Mostar, founded in 1992.

*Pre-constitutional law in the “mixed” cantons* 46 There exists no canton education legislation in either canton as the canton legislatures have been paralysed since their creation. In the absence of new legislation, the most important education and related pre-constitutional law would be:

- the Law on Institutions (Republic of Bosnia and Herzegovina Official Gazette no. 6/92, 8/93, and 13/94),
- the Laws on pre-primary, primary and secondary education (Republic of Bosnia and Herzegovina Official Gazette no. 39/90),
- the Law on the University of Džemal Bijedic.

47 However, the pre-constitutional law in force has little bearing on actual practice in mixed cantons. The Croat-majority education institutions and parallel government administrations follow laws promulgated during the war by the former State of Herzeg-Bosna, which was disbanded in 1996. These laws include regulations on pre-primary, primary and secondary education, as well as on higher education (Croatian Community of Herzeg-Bosna Official Gazette no. 2/93). Since the Croat State of Herzeg-Bosna was never formally recognized, its legislative acts are considered void. Education regulation in the “mixed” cantons is, therefore, generally in want of a legal basis on both the Bosniak-majority and Croat-majority sides.

### **C. Education in the Republika Srpska**

*The outlines of education provision in Republika Srpska are broadly similar to those of the Federation cantons* 48 The Republika Srpska (RS) emerged in January 1993 and was formally recognized in 1995 as part of the Dayton Agreements. The general legal status of education provision in Republika Srpska is broadly similar to that of the Federation cantons, except that competence for education is centralised at the level of the Entity Ministry of Education. All areas of RS are served by a single pedagogical institute in Banja Luka. There are two universities, the University of Banja Luka and the University of Sarajevo-Srpska which comprises most of the former Serb faculty members of the original University of Sarajevo.

Education laws in the Republika Srpska include:

- The Law on Primary Education (RS Official Gazette No. 4/93)
- 49 • The Law on Secondary Education (RS Official Gazette No.4/93)
- The Provisions on Higher Education (RS Official Gazette No.13/94)

Education administration in RS (as well as in the cantons of the Federation) operates in a classically centralized structure in which the central ministry, together with its pedagogical institute, is responsible for deciding priorities, preparing budgets, controlling standards and teacher numbers and, through its inspectors and pedagogical advisors, ensuring the implementation of a centralized curriculum. In practice, the Ministry of Education's control and even influence over the system is somewhat problematic in view of severe budgetary short-falls and political discord with the eastern parts of RS which tend to maintain much closer ties to the Republic of Serbia in Yugoslavia. Apart from some provision of textbooks, the RS is said to receive little support from Yugoslavia, which has its own economic and political troubles.

The curricula and textbooks in use in RS closely resemble those in use in the Republic of Serbia. However, the RS Ministry of Education, and its pedagogical institute, are clearly making an effort to prepare their own curricula, books and learning materials. As a result of serious financial shortfalls, progress is inevitably slow. As with the close relationships between Croat-majority administrations in the Federation and those in the Republic of Croatia, close ties are kept between all RS educational establishment and those in the Republic of Serbia. In the context of BiH today, it would be highly unrealistic to expect otherwise.

#### **D. The Common Features in Education Practice and Legal Provisions**

##### *Legislation*

Despite all parallelism, segregation and separation within and between the Federation cantons and the Entities, new education governance, finance and administrative attributes across BiH have much more in common than they do points of divergence, reflecting the common Yugoslav heritage on all sides. However, legislative difficulties in the "mixed" Federation cantons and the relative isolation of many educational establishments in the eastern parts of RS may obscure actual variations in practice.

##### *Legislative procedures*

The stages of lawmaking generally include preparation of a draft law, some measure of public debate on the draft, introduction to the assembly, adoption and finally publication. Federation canton ministries are required to invite public debates on proposed legislation, and to the extent that the results of public debates are not followed, they must provide reasons in annotations to the drafts.

*Delegation of responsibilities*

54 Under the Federation Constitution, cantons may confer responsibilities to municipalities and to the Federation government. Cantons must confer responsibilities on municipalities wherever a municipality's majority population is different from that of the canton (Chapter V, Article 2). However, there has been little upwards delegation to the Federation, and formally none downwards to municipalities. Municipalities are responsible for pre-primary education, but this is not considered conferral or devolution due to the non-compulsory nature of education at that level. An important distinction is that Croat authorities consider education as being devolved to the municipalities in the "mixed" cantons. In the absence of adopted legislation, this has never been formalized; nor has devolution of education authority been formally granted to Croat-majority municipalities in Bosniak-majority cantons.

*Private Education*

*Regulation of non-public education*

55 Generally, all canton law subjects the establishment of private education institutions to ministerial permission. The establishment of private higher education institutions requires canton assembly approval. However, there appears to be no such requirement where pre-constitutional law remains in force, i.e. in the "mixed" cantons. Private institutions must conform to canton education policies, but may determine autonomously some contents of teaching. In Bosniak majority cantons, private establishment may apply to the canton assembly for a "public interest" classification, which qualifies the establishment for public financing. Cantons and municipalities may conclude joint ventures with private providers, subject to the public side holding a majority interest. In the Republika Srpska, the situation of private education initiatives remains to be determined.

*Structure*

*Types of establishment*

56 School education throughout Bosnia and Herzegovina is organised on the basis of eight years' compulsory education in primary schools. Although primary education is usually provided within the same educational establishment, it is seen normally as two separate blocks of four years for purposes of curriculum and school organization. It is followed by either three or four years non-compulsory secondary education. The range of secondary schools includes the classical gymnasium (which was abolished as part of the 1980 "Stipe Suvar" reforms of secondary education, but re-established later), two teacher-training schools, religious schools, arts schools (including music, applied arts and ballet), technical schools covering approximately 20 technical fields, as well as three-year vocational schools which specialise in a broad range of particular trades and occupations. Higher education establishment in the traditional terminology are the university faculties and other establishments that may or

may not enter into a university association.

*Governance of schools*

57 Primary and secondary educational establishments are governed by school boards. Their membership varies in size, depending on whether they serve primary or secondary schools, but is normally within the range of five to nine appointed members. In the Federation of Bosnia and Herzegovina, membership on school boards is, in some areas, relatively generously remunerated, monthly compensation being in some cases as much as KM 200. Directors are responsible for the day-to-day management and organisation of schools, the appointment of teachers and their professional development, the implementation of curricula and the production of annual school development plans.

### *Teachers*

*Teacher training, recruitment and teaching load*

58 Pre-service teacher training for primary school grades one to four is carried out through two-year and, as of recently, four-year programmes at pedagogical academies in Bosniak-majority cantons, and at the teacher training faculty at the Croat-majority University of Mostar. Teaching primary school grades five through eight and all secondary school grades requires a higher education credential, which may be obtained either at faculties that offer pedagogical training as part of their specific discipline, or by way of sitting examinations in pedagogy administered by pedagogical institutes. In the former Bosnian army-controlled areas, specific secondary school teacher-training institutions were established on an *ad hoc* basis during the war. The value of credentials earned at these establishments is currently uncertain. Employment is usually offered through competitive selections by the school director with the cooperation of school boards. However, as teachers are paid by the cantons, hiring decisions require canton endorsement. The work load in primary school amounts generally to about a 42-hour working week, with 25 hours teaching during the week, although the effective utilization of teachers may vary widely in practice.

### *Progression through education*

*Admission, progression, transfer, final examinations and diplomas*

59 Public primary school admission is guaranteed to all children between the age of six and seven. Private schools are required to grant admission on the basis of competitive examinations. Progression through primary school depends on non-standardised assessment procedures and examination results. Primary school diplomas are complemented by a “sheet of professional orientation”, which is used in granting admission to secondary education. Pupils can apply for secondary school admission following successful completion of primary education and sitting a Canton/RS specific entrance examination. Pupils who have not completed primary school in the canton or entity of the secondary school of their choice are required to seek ministerial recognition of their

diplomas and may be required to sit additional examinations. Secondary school diplomas are issued upon sitting final or professional examinations prepared by the schools. Admission to higher education is granted on the basis of successful completion of secondary school and competitive examinations, which are governed by faculty statutes and other faculty policies. There is open access to sit for higher education entrance examinations, although secondary vocational graduates may apply only to disciplines related to their secondary school training.

### *Curriculum and Supervision*

#### *Curriculum*

60 Curriculum development is the responsibility of canton ministries and their pedagogical institutes in the Federation of Bosnia and Herzegovina and RS. The list of subjects is broadly similar across the country. In primary schools, the number of subjects increases progressively from the first grade, where up to ten subjects may be taught, to grade eight with roughly 15 subjects. The most apparent differences in terms of subject titles between the various curricula currently in use concern language, which is now listed as “Bosnian”, “Croatian” or “Serbian”.

#### *Legal supervision*

61 Legal supervision is the responsibility of the ministry responsible and its education inspectors. Technical supervision is performed by school directors and pedagogic institutes in the Federation, and by a supervisor in the Republika Srpska. In practice, throughout many parts of the country, legal supervision is said to be carried out only rarely due mainly to resource constraints.

### *Coordination*

#### *Cooperation and coordination*

62 There are no formal cooperation or coordination arrangements at any level of education between the Entities or between the Federation cantons outside their majority clusters. However, regular meetings of Entity education ministers, including the Federation deputy minister for education, are called and chaired by the Office of the High Representative and attended by representatives of the major education donors (Council of Europe, UNESCO, World Bank, European Commission, etc.). For reasons mentioned above, the FMOE’s invitations to joint canton/Federation activities are usually declined by Bosnian Croat authorities, who meet regularly among themselves.

## **E. The International Dimension**

The international community has given very substantial support to the

- reconstruction of the political, institutional, and economic life of Bosnia and Herzegovina. While not enjoying the highest priority, education has not missed out. Between 1996 and 1998, international donors committed about \$172 million to the rehabilitation of education in Bosnia and Herzegovina, while overall commitments across sectors amounted to approximately \$ 3.8 billion. The level of destruction of the education system (over 60 percent of education facilities were damaged or destroyed) made physical reconstruction an understandable priority. It also entailed a postponement of reforms at system level, which were seen as a priority in other countries throughout eastern and central Europe.
- Donor commitment to reconstruction is evidently declining. Total commitments for education were \$110 million in 1995/96, \$49 million in 1997 and \$13 million in 1998. At the same time, the reduced level of donor funding is now clearly shifting from physical reconstruction to reform of the system. In this context it should be noted that nationalistic segregation of the system discourages donors, who are generally unwilling to invest in parallel institutions and education inputs. Certain religiously oriented or politically motivated donors are exceptions that further discourage the majority and thereby adversely affect the level of total donor input.
- The international community has also provided support to education through a variety of advisory and demonstration projects. Only some of these, dealing with structures and governance, are mentioned in this report (see the boxes). A particular effort has been made, by the Council of Europe among others, to improve education on human rights and democratic citizenship. However, the effectiveness of these projects as motors of change has been hampered by the absence of effective interlocutors at the national and at lower levels by the inward-looking, politicised and defensive ethos described earlier. In other severely distressed countries, international advisers are used to dealing with officials with a clear liaison mandate, carrying out a definite policy for international relations. One of the major arguments for stronger and more professional coordinating structures in Bosnia and Herzegovina in education is to make the best use of the help offered by many outside sources. In the longer term, they are also needed to allow the country to contribute to international cooperation as a mature member of the European family.
- Past donor commitments to education* 63
- Decline in donor funds* 64
- Other international assistance* 65
- Absence of infrastructure to use international assistance effectively*

## V. IMPROVING GOVERNANCE IN EDUCATION

66 The following chapter discusses governance issues against the larger background of transitions, including that from a formerly unifying ideology to pluralistic democracy. The chapter offers recommendations on improving the basic tools of democratic governance in education and recommends measures to accommodate cultural pluralism through professionalism and outcome orientation. It then offers comments and suggestions for improving the quality of education administration.

### *Definition of Governance*

67 “Governance” addresses a host of comprehensive issues in modern public management. In the OECD context, governance is defined in terms of relationships, and thus includes more than public administration. It also encompasses the set of relationships between governments and citizens, acting as both individuals and as part of institutions. *Democratic* governance embraces the values of priority for fundamental human rights and the rule of law. For the practical concerns of education, governance can be understood as the process by which authority is exercised over the social resources for education, the capacity of government to design, formulate and implement education policies, and the checks and balances that hold the different authorities and interests within proper limits.

### *The mixed heritage of self-government*

68 Perhaps more than any other former member Republic, Bosnia and Herzegovina inherited Yugoslavia’s governance problems, but few of its strengths. Among the strengths of the former system were a strong culture of participatory decision making, devolution of responsibility, a reliance on partnerships, and a commitment to cultural tolerance. Among the weaknesses of the former system, which appear to have survived, are diffusion of responsibility, lengthy consensus-building processes, weak incentives for accountability, parochialism and lack of public transparency.

### *Nationalism at odds with the rule of law*

69 Together with the demise of former participatory and networking opportunities, governance in Bosnia and Herzegovina today suffers from the lack of a unifying ideology that once curbed nationalistic identifications and intolerance. The local collectivist agenda from Yugoslavia has been replaced with a collectivist outlook based on national identity, that discounts equality and easily overrides the rule of law. The pervasiveness of nationalistic politics in the governance structure is, in fact, facilitated by the decline in direct participation in government compared with the old decentralized system.

### *Implications of accountability*

70 Education governance reform in western countries puts an emphasis on the need for parents and other constituencies, such as commerce and civic institutions, to hold schools and the public education hierarchy accountable for their performance. For this to be possible, the various constituencies must have specific participatory opportunities on this basis. It also requires that managers

at each level of the education hierarchy submit to rules of public transparency in terms of the decisions they make and the input resources and outcome results of the system. The standards of performance must be known and monitored, and mechanisms must be put in place to provide support where needed.

*Governance as  
as example of  
democracy*

71 It is especially important that governance in education embodies democratic principles and respects the rule of law in that citizenship is itself an outcome of education. It depends on practice and good example more than on formal teaching. At present, it is questionable whether education governance in Bosnia and Herzegovina provides such an example.

72 Viewed from this broad approach, Bosnia and Herzegovina faces a very serious challenge of governance in general, and of educational governance in particular. In summary, these challenges can be related to a background of multiple and overlapping transitions:

- Political – from decades of a unitary ideology to pluralist democracy.
- Institutional – from the reign of collective diffusion of responsibility to personal accountability of administrators and decision makers.
- Economic – from a hybrid state/self-managed system to the demands of a true market economy.

73 In education, as well as other sectors, these transitions can be facilitated through strengthening the democratic tools of governance and the establishment of institutions that would support a process aimed at wider agreement on overall social objectives in education.

#### **A. Improving the Institutional Mechanisms of Education Governance**

74 In the context of improving the institutional tools of governance for education, emphasis should be given to two areas: creating a capacity for improved legislation and re-defining the role of education ministries.

*Legislative  
overreaching  
weakens the  
executive*

75 The many legislatures, drawing their legitimacy from the new principle of representational government, are inexperienced and still seeking their right place in governance. There seems to be a real risk of legislative overreaching, taking decisions on individual cases which should belong to an accountable executive; for example, on the status of single private schools or colleges. It should be underlined that the task of the legislative branch is to lay down the general rules and goals of state action, and to check on the executive's compliance with them. Legislative overreaching creates a responsibility deficit on the part of the executive, and relegates the education ministries to a clerical role.

One practical measure can be suggested to improve legislation. All assemblies

- Recommendation:  
Legislative commissions should seek international expertise*
- 76 in Bosnia and Herzegovina, whether at the entity or canton level, provide for the services of standing legislative committees. These committees are inadequately equipped with inside expertise, nor do they solicit independent outside opinions within BiH or from other European countries. In specialist matters like education law, a mechanism should exist to bring in adequate expertise, to hear a range of opinions and to make draft legislation available for public discussion. Independent expertise is usually available at no substantial cost from international organizations and from international academic and professional associations. The standing legislative committees should be active in taking advantage of such opportunities.
- Central authority should concentrate on strategy and equity*
- 77 Redefining the role of ministries of education poses particular constraints in BiH. As a general western trend, the key to establishing an efficient distribution of responsibilities and functions in education is twofold: first, to allocate to the centre the authority for policy/strategy formulation and for ensuring equity of access (redistribution to disadvantaged areas) and the quality and consistency of educational programmes; and, second, to assign to lower levels the responsibility and authority (including budget and expenditure authority) to implement programmes flexibly and creatively within norms established at the centre.
- Centralisation within the cantons and RS*
- 78 This structure, common in western Europe, is poorly suited to the political context in BiH which allows fragmentation in functions such as curricula and textbooks and prevents the allocation of a practical re-distributive function that is needed in a federated system. The devolution of budgeting and spending authority that characterized the former Yugoslavia has been recentralized in RS and the ten cantons, each of which operates as a centralized administration within its territory. Thus, what is said to be a “decentralized” education system in BiH captures few of the benefits in terms of local empowerment of a truly decentralized system.
- Weak ministries contribute to politicisation of education*
- 79 A further constraint to best practice and efficiency is the parallelism which prevails in some ministries. Where the deputy minister – as in the case of the Federation and in the mixed canton ministries in Middle Bosnia and Neretva - represents a constituency and political agenda different from that of the minister, incentives are strong that one side exercises control through formal means, while the other resorts to informal arrangements, further adding to an inefficient use of public resources, a diversion of focus to political matters, and fragmentation in the system. At the level of the Federation government, the problem is compounded by the extremely vague executive responsibility of the Federation Ministry of Education, Culture, Science, and Sports, which is only responsible for the undefined notion of “coordination” among the cantons and for those education functions and responsibilities explicitly delegated to it by the cantons. Croat majority areas do not delegate responsibilities or accept central coordination from the Federation, increasing the perception of the Federation Ministry of Education, Culture, Science and Sports as a Bosniak-

dominated institution.

*Improvements  
are possible  
within the  
cantons and  
RS*

80 Given the structural constraints imposed by the Dayton Agreements in education, a more efficient and rational re-allocation of functional authority that would best serve the interest of public education in BiH seems unlikely in the short term. As a second best solution, the canton and RS ministries of education, together with legislative authorities, do have the power to review their own roles and functions within the currently fragmented system in an effort to focus their own functions on evaluation and quality support, while empowering local authorities to manage resources. An interesting example of such an initiative is the decision by the canton ministries in Tuzla to pilot a per student block grant budgeting mechanism for devolving expenditure authority to municipalities and schools (see Box 3 on page 34)

81 In terms of the inefficiency and diversion of focus which characterize the parallel institutions of the Federation and the mixed cantons, it would seem to serve little purpose, in the current political context, to offer simple rational solutions aimed at increasing cooperation and efficiency – such as, for example, combining canton administrations and strengthening the FMOE. The willingness to pay the cost of parallelism to at least some degree is evident on the part of the majority of political authorities on all sides. This situation will not change until the public itself tires of paying the costs and submitting to nationalistic rhetoric in the context of an increasing push for European integration. Part of accelerating this shift in public perspective is, in fact, to produce the types of information, mostly unavailable at the time of this report, that focus on what resources are being devoted to education within BiH and what the public is receiving for its investment in terms of system performance (see section below).

*Changing the  
focus to system  
performance*

82 With regard to the Federation Ministry of Education, Culture, Science and Sports, emphasis needs to be put, in the short term, on its role as a centre for policy analysis, policy advice and long term strategy development. While no canton will be obliged in the short term to accept policy and strategy advice from this institution, they will ultimately be obliged to respond to proposals on a technical basis which will ultimately feed the public debate in education. The section below focuses, in fact, on the need to change the focus of that debate from one of nationalistic politics to one of system performance, efficient use of public resources, and European integration.

## **B. Creating a Knowledge Base for Informed Decision-making**

83 Knowledge generation and information management for education have not been addressed as important fields by education authorities at any level in Bosnia and Herzegovina. They were also not given much prominence in the former Yugoslavia, neither at the central federal level, which did not collect the

relevant data even though it had the right to do so, nor at the level of the former member Republics, where central knowledge generation and basic data analysis were weak, in part as a consequence of the prerogatives of self-management.

*Knowledge generation and information management for education are neglected*

84 In Bosnia and Herzegovina, to the extent that basic input or output information is collected on the system by the education bureaucracy or entity level statistical institutes, it is rarely subjected to analysis or used to support decision making. Policy analysis and research is almost wholly lacking within the education bureaucracy or in academia, and consistent qualitative information on system performance is still non-existent. Information on the financing of public education is not shared with the public and there is little open and informed debate regarding the use of scarce resources for education. Public discourse regarding education, therefore, tends to be uninformed, anecdotal and politically biased.

85 Western European governments, in contrast, have gone a long way in yielding to mounting public pressures for better accountability and responsiveness. Publicising timely information on individual school performance is part of this demand; equally important is the availability and readability of official data on national examinations and external evaluation activities.

*Building an information culture*

86 Building an information culture in BiH's education community – which is a prerequisite for balancing the current focus on nationalist politics – requires a twofold operational approach. The first objective is to create reliable and consistent input and output information on the education system through creation of modern management information systems and the second is to develop a capacity to evaluate the overall performance or outcomes of the system.

#### *Better Management Information*

*Recommendation:*  
*Follow-up on UNDP / UNESCO concept for an education MIS*

87 In the common interest of identifying minimally acceptable cooperation and coordination among constituent groups, it will be necessary for BiH's 12 ministries of education, some of them partitioned in two, to agree on common set of basic information on system inputs and outputs (such as graduates) to be shared among themselves and a common format with which to collect and present that information. A UNDP/UNESCO-financed concept paper has identified the broad outlines of a modern Education Management Information System for the diverse Bosnia and Herzegovina's education system. It groups system processes into sub-systems including educational processes, legislation, school management, administration and finance and communications. A canton-level pilot is currently set to begin in the Middle Bosnia Canton (see box). Depending on results, a system based on the canton pilot will be recommended for extension throughout all ten cantons and RS. The role of the Federation Ministry of Education, Culture, Science and Sports in this exercise

(aside from having mobilized the funding) remains to be defined. At a minimum, the federal ministry should have access to the public information created by this system for use in its policy and strategy development function.

Box 1

### **EMIS Pilot in Middle Bosnia**

The piloting of an Education Management Education System in the “mixed” Middle Bosnia Canton is expected not only to demonstrate the feasibility of the initial modules of a BiH-wide EMIS, but also to demonstrate the extent to which the constituent groups of the canton will co-operate in the development and maintenance of a transparent, canton-wide information system.

The pilot, financed under an Italian Trust Fund contribution to the World Bank, will be based on the following objectives:

- To determine the essential education statistical information needs at primary and secondary levels in the canton in consultation with all stakeholders;
- To develop computer software for data collection, collation and report generation as the initial module in an EMIS;
- To assist, at the canton and school levels, the piloting of software, the upgrading of cantonal hardware, and the training of staff to use these instruments;
- To assist, at the canton and school levels, the improvement of information-based public sector management capabilities; and
- To test the feasibility of school and canton-based information systems, as well as the feasibility of cross constituent group cooperation in developing standard information reporting formats to facilitate comparability and transparency across cantons/entities.

*Measuring Education Outcomes*

*Education outcomes are the general results of the education process*

- 88 Education outcomes are, broadly stated, the results of the education process. They include literacy, social skills, general knowledge, labour market skills, citizenship skills and other capacities that require nurturing through formal education. This distinguishes outcomes from education output, as reflected in participation rates, numbers of graduates etc. The current lack of well-defined outcome goals contributes to the unresponsiveness of the education system to the demands of the new market economy and to the challenges Bosnia and Herzegovina faces in terms of social cohesion. In many countries educators have taken up the challenge of trying to translate desirable outcomes into specific standards of achievement and performance of learners by age, grade, and type of school. Standards of this type are necessarily imperfect, but they can offer some benchmarks to assess the performance of the system and of individual institutions and teachers. Outcome orientation in education is, therefore, a valuable element of public accountability for decision makers in a pluralist society.
- 89 Currently, student assessment in Bosnia and Herzegovina is carried out by teachers at the school level in a non-standardized fashion. Individual evaluations by teachers are crucial, of course, to an effective teaching process. However, the absence of comparative information on student performance makes it impossible to monitor the achievement of the over-all objectives of the process; nor can the system easily be made accountable to the public which currently has little objective information with which to judge the quality of what is being delivered to their children.

*Recommendation:*  
*Establish a state-level Agency for Standards and Assessment*

- 90 Increasingly today, responsibility for the professional work of monitoring and certifying educational standards in western Europe is institutionally separated from ministries of education so as to ensure public accountability of political leaders and to promote professional, as opposed to politically biased debate in education. It is recommended that an autonomous state-level agency be created, charged with defining professional standards and assessing the achievement of these standards in BiH. This should be seen as a “best practice” solution to fulfilling the need to monitor system outcomes for BiH as a whole. A state-level organization should be seen as a pre-requisite for ensuring professionalization and objectivity in such a highly charged political environment. A possible mandate and institutional setting is outlined in Box 2 below.
- 91 It is clear that establishing any publicly financed structure for education on a state level in Bosnia and Herzegovina entails particular legal difficulties which remain to be sorted out together with the Office of the High Representative. However, the question of the legal form of the institution is ultimately of

secondary importance as long as the professional integrity of the institution is ensured. The following principles should be given prominence in this debate:

- the agency's role should be advisory in nature and it would have no line authority over existing Entities, canton ministries or other educational institutions
- it should be accountable in terms of mandate, funding and resources to the State level to ensure comparability across BiH
- it should represent the professional education community and the public at large
- it should be autonomous (within its accountability to a governing board) in terms of its own professionalism and the management of its staff
- it must have access to information on the system as well as access to schools in all areas of BiH in term of carrying out assessments.

*Management  
structure of the  
Agency*

- 92 Such an agency would be based on two levels of management: a board and a directorate. The Board would, in turn, draw on three types of representatives -- appointed professional educators or administrators, representatives of professional organisations, associations and commerce, and international representatives. The Board would be expected to oversee the agency's activities and hold strategic responsibilities including the appointment of the directorate and the approval of financing and annual work programme objectives. The directorate would be composed of a director and other senior professionals chosen by the board for a limited term, and would be responsible for managing the Agency.
- 93 Establishing a permanent structure for standards and assessment could be the single most important step Bosnia and Herzegovina can take in the short term to monitor its performance in education against educational achievement standards in Western Europe and promote accountability values in its own public education system. In addition, given the political context of education content in BiH today, the successful establishment of such an institution should be seen as a key step in de-politicizing the current impasse in education today and, thus, in beginning the process of defining a governance structure aimed at improving performance and rapid European integration, rather than promoting nationalistic political goals.



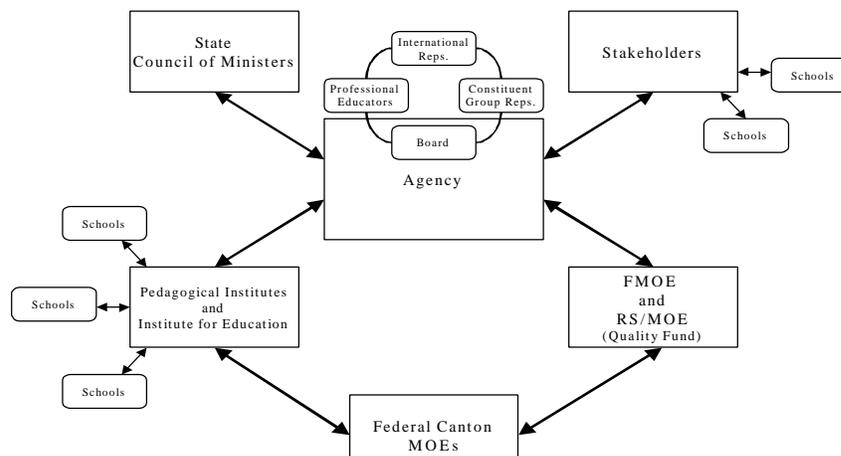
Box 2

### Mandate of a Standards and Assessment Agency

The proposed Standards and Assessment Agency should be given a precise operational mandate, such as the following:

- To foster understanding and support among all interested parties, including political entities, professionals, industry and commerce, parents and the public at large, in the aims and work of the Agency.
- To carry out as soon as feasible a sample-based assessment in key subjects (language and mathematics) at key stages (4th and 8th years of schooling) to provide a first measure of the effectiveness of the educational system. Additionally, to prepare the means for a universal assessment of student achievement in the long term.
- To analyse data and to publish reports for Ministries, for schools and the public, and detailed technical reports for professionals.
- To harness existing expertise and to develop additional expertise among practitioners to enable schools better to assess student performance in other subjects and at other stages (e.g. through training and by developing achievement tests).
- To promote the concept of school leaving examinations (especially with a view to establishing qualifications which are recognised by other European countries), to conduct pilots into the feasibility of this, and, if politically appropriate in the future (as mandated by the Agency's board and subject to the unanimous approval of all cantonal ministries of education), to lead development of a national examination system.

Possible relations with other educational and political institutions are shown in the diagram below.



### C. Improving the Administration of Education

*Strengthening administration at all levels is urgent*

- 94 On the ground in Bosnia and Herzegovina, OHR reports a clear disillusionment with the over politicization of education administration and a clear perception that the system is failing to ensure adequate educational standards in comparison with the rest of Europe. As reported above, there are unfortunately no reliable and consistent indicators of system performance with which to verify or refute these sentiments – itself reflecting a failure to keep up with European standards in terms of performance evaluation. With the creation of a public knowledge base for education, education administration will inevitably come under increasing pressure to deliver high quality services. Strengthening the capacities and sense of purpose of ministries, schools and support institutions is an urgent matter, which ultimately must focus on the personal responsibility of individual decision makers, as well as the need to increase technical and managerial capacity in the system.

#### *The Skills Base of Education Ministries*

- 95 The rapid establishment of 12 ministries of education in Bosnia and Herzegovina, coupled with a general skills drain from the country and a loss of former networking and participatory structures, necessarily entailed a loss of direction and a dilution of competence. Furthermore, as mentioned previously, a number of modern public administration skills – policy research, various levels of performance evaluation, information management, student and teacher assessments, public relations, beneficiary assessment, etc. – have traditionally been lacking in BiH. The development of these skills on all sides and at all levels will be one of the keys to professionalizing and de-politicizing the debate over public education in BiH.

*Recommendation:*  
*Keep ministries small, develop policy skills and devolve implementation to schools and municipalities*

- 96 Identifying public management skill shortages and addressing training needs is as important as re-thinking and re-establishing ministerial functions and producing information to permit better analysis and decision making. The still relatively small size of ministries is, in fact, a decided advantage, permitting relatively rapid progress – presuming the needed commitment. Ministries should focus on building capacity for public administration, quality control and evaluation, while devolving capacity for financial management and implementation of programmes to the schools and or municipalities. Particular attention should be given to outsourcing and contracting professional skills rather than building in-house capacity for all professional services. In addition, the Standards and Assessment Agency proposed above could serve as a “learning hub” for all the public administrations in education.
- 97 Canton ministries in particular should remain small, policy-oriented institutions. Staff should be employed on the basis of management and public administration

skills - to the extent they exist and can be attracted to the sector - and not only former teachers and staff with a strong technical expertise in education. In the absence of available skills, priority should be given to training of existing staff and out-sourcing.

### *Pedagogical Institutes*

*Pedagogical institutes would benefit from the proposed Agency for Standards and Assessment*

98 Pedagogical institutes are maintained in the Republika Srpska and by Bosniak majority cantons with the exception of the Una Sana canton where the functions are carried out as part of the ministry structure. There is no pedagogical institute in the Central Bosnia canton. The Croat majority cantons, and the Croat education administrations in the mixed cantons maintain a single Institute for Education, which reports to the canton ministries or the respective parallel branch of the canton ministries.

99 The responsibilities of institutes vary slightly, but their main functions include some or all of the following:

- Advising ministries of education on curricula and new legislation;
- Collecting statistical and other information from schools;
- Evaluating the quality of schools;
- Advising on the appointment of teachers and assessing and confirming their qualifications;
- Providing professional development opportunities for teachers and setting up in-service training courses;
- Evaluating school development plans.

100 With the possible exception of the two last-mentioned functions, pedagogical institutes are not in a position to perform the tasks assigned to them. They are nor adequately staffed in terms of leadership and evaluation skills, nor do they receive resources adequate to carry out their primary function of ensuring compliance with the mandated curricula. At present, they contribute to the fragmentation of the system and the persistence of a subject-based approach to curriculum implementation.

*Redefining the professional role of Pedagogical Institutes*

101 Like the ministries discussed above, pedagogical institutes will need to re-define their role as service providers in a system where control of inputs is less important than monitoring performance and providing feedback and support for skills development. In addition to re-defining the roles, which do not necessarily have to be standardized, the existing pedagogical institutes will ultimately have to expand their coverage across cantons and possibly even entity lines, much as the single Institute for Education in Mostar does today. Since centralized financing for these institutions across cantons is unlikely to materialize, the obvious alternative is to place them in competition in a way that they will need to market some of their services across lines in order to cover

most of their costs and justify their continued existence. In this context, it will almost certainly be necessary for pedagogical institutes to begin to specialize their services somewhat – some in foreign languages, some in computer sciences, some in sciences, etc. – because, given continuing resource constraints, no single institute will be able to cover all functions and competencies.

Recommendation:

*Not to create new Pedagogical Institutes*

- 102 In the mean time, in view of current BiH capacity in constraints and continuing funding, new pedagogical institutes should not be created. Furthermore, the existence of a newly created pedagogical institute for the small canton of Gorazde should be put into question on the basis that redundant capacity and overhead costs should be decreasing, not increasing.
- 103 It is also important to note that pedagogical institutes would be the foremost institutional beneficiaries of the proposed agency for standards and assessment. It would provide them with reliable outcome parameters and networking opportunities that would heighten their sense of purpose and importance within the education system. The institutes should, therefore, be closely involved in the development of the agency and devote resources to supporting this initiative and re-defining their own roles to complement it.

*Inspectors*

*It is doubtful whether the maintenance of inspectors is justified*

- 104 The Federation of Bosnia and Herzegovina, the canton education ministries and the Republika Srpska employ inspectors to ensure compliance with educational laws. In most cases, the effectiveness of their activities depends on information obtained from questionnaires directed at schools and institutions of higher education or from secondary sources. Inspectors may also be consulted on the drafting of new educational laws and their implementation.

Recommendation:

*Redeployment of resources to development of MIS*

- 105 It is doubtful whether the present roles assigned to inspectors justify their continuing existence. The compliance, advisory and information gathering role appears to be an unnecessary duplication of some of the current responsibilities of the pedagogical institutes. Furthermore, a controlling inspectorate is contrary to the spirit of outcome orientation, external evaluation and networking. Consideration should be given to abolishing the controlling inspectorate functions and applying the human and other resources thus freed to pedagogical institutes or to the establishment and maintenance of education management information services.

*Schools*

- 106 Schools in BiH have reasonable autonomy in running day-to-day affairs, but nearly all decisions on use of inputs – curriculum, textbooks, resource materials – come from the canton/RS ministries. While job openings are controlled from the centre, schools do interview and select teachers on the basis of an open

competition, an example of modern good practice. The main weakness in comparison with many progressive western European systems is that schools cannot play an adequate role in terms of prioritizing their own needs and managing their own resources to meet those needs. School governance is theoretically exercised through school boards, but given central controls, the role of these boards is mainly to mobilize additional local funding for resource-starved schools.

Recommendation:  
*Review the role and procedures of school boards, abolish remuneration*

107 As currently constituted, school boards do not reflect or serve a sufficiently broad societal and local interest. Appointments appear to be politicised, and not subject to any regular democratic procedure. It will be particularly important to make these institutions more representative of local interests and ensure that political affiliation is not a factor in appointments. Furthermore, the practice of remunerating board members creates extraneous incentives and should be abandoned. The role and rationale for these boards need to be reviewed with the aim of increasing their scope – but only in the context of actual decentralization that gives schools and school boards something to manage.

Recommendation:  
*Consider fiscal devolution to schools and municipalities*

108 In this context, cantons and RS should be encouraged to consider new approaches to education financing that serve to empower schools and re-define the role of central ministries. Authorities should consider a system of “fiscal devolution” in which central revenue is devolved to local education authorities on an equitable, per student basis. Such a system would include the following two crucial elements, which are emphasized in a pilot project to be carried out in Tuzla canton

*Block grants and formula funding*

109 Once the relative priority for education in terms of overall budget allocation - in competition with other sectors and priorities - has been determined in the cantons/RS, the distribution of resources for education to either schools or municipalities would be carried out in the form of block grants on the basis of a per-student budget formula. Such a formula-approach to education funding – common in western Europe and North America and recently adopted in Hungary, Poland and the Czech Republic - would help ensure equity and provide a powerful incentive for officials to manage resources more efficiently. The formula can be adapted to take into account existing disparities (separate urban and rural budgeting norms, for example) and to allow additional spending for programmes in low-performance areas. A canton or RS-mandated public pay scale for teachers and other employees in education could be maintained under such an arrangement. The introduction of per-student funding would also contribute greatly to transparency in terms of allocation of resources across ethnic groups.

110 As previously mentioned, despite the tradition of local management and financing councils, priority would have to be given to supporting school administrations, school boards and/or municipality governance structures to

develop their public administration skills and to re-defining the role of local school boards and parent associations

Box 3

### **Block Grant Funding in Tuzla**

A block grant, per-student budgeting mechanism is scheduled to be piloted in the Tuzla canton during the year 2000 with World Bank support. The Tuzla pilot will be developed as a single module of an overall Education Management Information System.

- The first step will be to determine the relative priority for education in terms of overall budget share in the canton for the 2000-2001 school year. A centrally-mandated public pay scale for teachers and other employees in education and other spending norms will be maintained.
- A number of municipalities or schools will be identified for the pilot. The degree of decentralization – to schools or municipalities – has not yet been decided, and both possibilities may be tested.
- Once the budget envelope for education is determined, block grants will be distributed on the basis of a per-student budget formula to the selected municipalities or schools.
- The formula will be designed initially to take into account existing disparities (separate urban and rural per student budgeting norms, for example). If and when particular performance problems are identified in certain areas or types of schools, additional spending can be allocated within the formula for targeted programmes.

Support will be provided under the pilot for two purposes. First, experts will help canton and local authorities re-think school and municipality governance structures, including local school boards and parent associations - which are mandated without much description in canton legislation. School boards, in particular, will be expected to play an important role in defining local education priorities and allocating funds to achieve them. Second, training will be provided to help develop the public administration skills of actors at all levels of the system – canton, municipality, and school. Training will cover both the technical skills involved in operating such a budget mechanism, and the management and communication skills necessary to define spending priorities and ensure local accountability.

## VI. POLICY PRIORITIES

### A. Policy Priorities by Level of Education

- 111 The basic structures of education have not changed since Bosnia-Herzegovina was part of the Socialist Federal Republic of Yugoslavia, with the exception of some slow but symbolically significant growth of education in the private sector which is almost entirely dominated by religious influence and financing.

#### *Pre-School Education*

*Pre-school is a prerequisite for children to learn effectively in compulsory schooling*

- 112 In most western European countries, provision for pre-school education, while voluntary, is generally available for all those who wish to take advantage of it. Such education is seen as a prerequisite for the preparation of children to learn effectively when they reach compulsory school age. Such provision is usually a responsibility of ministries responsible for social services or education and its delivery is usually the responsibility of local authorities. Provision is most effective when there is cooperation between social services and education.

- 113 In Bosnia and Herzegovina, voluntary pre-school education is the responsibility of municipalities and falls within social services provision. It was the least developed and most inequitably provided level of education in former Yugoslavia, with only 6% of children attending pre-school in 1980 in the former Republic of Bosnia and Herzegovina, as opposed to 90% in the former Autonomous Province of Vojvodina. Current enrolment in Bosnia and Herzegovina is optimistically estimated at 10%. In some areas the amount of provision is significantly less, possibly as a result of damage to facilities and financial limitations. Due to the devolution of funding for pre-schools to municipalities, financial information is simply not available in an aggregated form and it is, therefore, impossible to evaluate the adequacy, efficiency or effectiveness of funding.

*Recommendation:*  
*Pre-school should be given greater budget priority*

- 114 In spite of the limited provision, admission procedures are clearly defined and curricula for pre-school education are in place. As pre-school education is a major factor in subsequent pupil achievement, it should be closely tailored to the mainstream education sector. In a society where there is considerable social and educational disadvantage, pre-school should be given greater priority within educational budgets, even following a future lowering of the compulsory school age, as suggested below.

#### *Special Education*

*As far as possible mainstream integration should be a*

- 115 In western European countries, pupils with special educational needs are increasingly educated in mainstream schools, the rationale being that the special needs are often not fixed once and for all and that social and educational integration can better the medical or otherwise adverse conditions. It is

*priority*

recognised that such approaches may not be appropriate for all pupils, particularly those suffering more severe physical or mental handicaps.

*Recommendation:*  
*Educational provision for special needs should be reviewed*

- 116 In Bosnia and Herzegovina, as with pre-school education, provision for special educational needs suffered as a result of the war. At present, approximately 0.3% of the school population is offered special education, as against about 2% in western Europe. However, this under-provision is probably also attributable to the absence of cooperation between mainstream and special schools, and to special needs diagnosis taking place only on initial enrolment. The lack of mainstream integration leads to significant misallocation. Pupils who may no longer require special assistance are likely to remain in that stream, while those who may require it at a later stage than enrolment are unlikely to receive the additional assistance. It is clearly desirable to review both policies and practices in this area.

*Primary Education*

*Compulsory education is shorter than that in western European countries*

- 117 Compulsory education in Bosnia and Herzegovina lasts eight years. This period is shorter than that in western European countries. It appears an accepted proposition in Bosnia and Herzegovina that this period should be extended to nine or ten years. The question that was also raised in the former Yugoslavia - whether primary education should not commence at an earlier age, possibly by way of incorporating pre-schools in the mainstream - remains as valid now as it was then. Lowering the enrolment age so as to ensure that pupils are enrolled by age six is justified in the view of most educationists. It has the clear advantage of redressing the inequities caused by the very limited availability of current pre-primary education. Possible reallocations across the educational system, and the better utilization of all facilities and teachers, could contribute to financing these measures.

*Recommendation:*  
*Lowering the enrolment age to six*

- 118 It is clear that a lower enrolment age has important implications for schools and teachers. The shift system in primary education is an aspect that will require close monitoring. Two shifts are considered normal. Although this restricts teachers in the most effective use of their classrooms, given the shortage of school facilities, it is an efficient way of ensuring that all pupils have the opportunity of attending school. At present, three shifts have been introduced in some areas as a result of the desire to promote segregation in the system. Over-crowding and under-utilization of facilities, a serious problem about which there is little consistent information, is driven by internal refugee migrations between entities and cantons, but is also prevalent within many administratively-partitioned communities. Although the problem is most common in the Federation cantons, is also an issue for the Republika Srpska, in particular along the inter-entity boundary line, where school facilities are empty or under-used as a consequence of conflict-related migration and post-conflict segregation.

- 119 Under-utilization of school facilities aimed at maintaining or promoting segregation entails an obvious waste of very scarce public resources for education. In the case of segregation-driven over-crowding, the effectiveness of education is reduced to an unacceptable level because of the unsocial hours that some children have to attend school and the reduction of learning time. Where the three-shift system is currently observed, it is the youngest pupils who tend to receive the least favourable arrangements. Segregation, therefore, impacts harshly on the cost and quality of education provision. Although it is beyond the scope of this paper, more analysis is needed to document this cost and the negative impact on quality to the public which is being asked to pay the cost of segregation in the system.

### *Secondary Education*

*Approximately 90% of pupils transfer from primary to secondary education, but only 18% to the gymnasium*

- 120 Secondary education is the most complex phase of the education system. In Bosnia and Herzegovina, the range of schools and disciplines exceeds by far those found in the post-compulsory education sector in western European countries. Demand is high; approximately 90% of pupils transfer from primary to secondary education – just as many as 20 years ago, when scarcity of employment opportunities was also quoted as a cause for the phenomenon. It is likely that the high demand also results from the wide range of educational programmes that includes vocational profiles such as driver, hairdresser, cook or tailor, technical profiles such as electrician or chemist, and the general post-compulsory preparation of the gymnasium.
- 121 In the Federation of Bosnia and Herzegovina only 20% of continuing students gain access to general post-compulsory education (gymnasium), while in the Republika Srpska the figure is 17%. Access to the various streams is thus very unbalanced, compounding the problem of over-specialisation in the vocational and technical sectors. By western European standards, the participation target for *general* post-compulsory education should be in excess of 50%.

*High unemployment in the disciplines of vocational and technical secondary education*

- 122 Vocational schools, which generally do not require entrance examinations, tend to serve the less successful primary school graduates. This pattern of vocational education reflects the past anticipation of employment opportunities in traditional heavy industries and a high demand for artisan skills in the service sector. With the collapse of the state-dominated industrial sector, few formal employment opportunities exist for those trained in the disciplines of Bosnia and Herzegovina's vocational and, to a lesser extent, technical secondary education sector.
- 123 Similar problems have arisen over the past several decades in many western European countries and affected the organisation of secondary schools and curriculum contents. It is quite common now in western Europe to teach transferable skills and competencies such as computer literacy, communication, languages, business and management skills at the vocational and technical levels, rather than the skills of specific occupations. Accordingly, there is also a

growing acceptance of broader-based vocational training as equivalent to general education courses, which improves mobility between sectors of the education system.

Recommendations:

*(1) Review vocational training in the light of the labour market*

*(2) Introduce generic qualifications*

*(3) Increase access to general education*

*(4) Prepare the economy to take over specific skills training*

*The present structures of higher education are fragmented*

- 124 School education is part of the process of lifelong learning and school training for specific employment opportunities is an unnecessary impediment to the economy and the personal development of individuals. Specific job training should rest with employers and training agencies, preferably carried out in the form of public/private partnerships.
- 125 These findings would call for three changes. First, the introduction of more generic qualifications or broad-based diplomas, which requires not only the development of new programmes but the re-training of teachers to deliver them. Second, access to general post-compulsory education should be increased radically. Third, employers should be provided with public incentives, in terms of tax exemptions or access to public funds, to make available specific skills training. These changes are far-reaching and require careful preparation. Rethinking vocational training has to be based on general assumptions (not numerical targets) about the evolution of the labour market in Bosnia and Herzegovina, taking into account the fact that the service sector (and especially the use of information and communication technology) is everywhere coming to the fore.

*Higher Education*

- 126 Authority over higher education is centralised at the entity level in Republika Srpska and vested with the cantons in the Federation of Bosnia and Herzegovina (although it bears repeating that not all cantons have higher education institutions). Most of the seven universities are (as in former Yugoslavia) loose associations of autonomous faculties and other institutions, numbering over 75 in all. In addition, no legislation or procedural mechanisms ensure the homogeneity of academic standards or allow the comparative assessment of the performance of academic institutions. Higher education in Bosnia and Herzegovina thus faces unresolved issues of governance at the levels both of coordination and the management of institutions. These interlock with and exacerbate the substantive problems of quality of provision and funding.
- 127 The decentralization of governance to entities and, in the Federation of Bosnia and Herzegovina, to cantons, took place in the absence of any agreements on general principles of coordination. This has set back efforts to re-establish or develop effective governance capacities. Though the Dayton Agreement allows, in principle, elevating governance to higher levels, the chances of such a move

are limited by the political fragmentation and by weak legitimacy of higher authorities. Cantonal parliaments in the Federation are indeed establishing their own laws for higher education. Given the lack of capacity and conflicting interests, there is a risk that diverse governance and institutional schemes may emerge from this legislation, restricting, among others, inter-cantonal transfers, mutual recognition and transparency.

- The high costs of proliferation*
- 128 The need for coordination is highlighted by the small size and resources of all the units of government in question, in relation to higher education. Political fragmentation has contributed to the proliferation of institutions - The University of Sarajevo (Federation and RS), The University of Bihac, The University of Mostar (East and West). However, resources for higher education are, and will no doubt remain for some time, less than in the former Republic of Bosnia and Herzegovina with its higher level of economic output. This will inevitably dilute quality.
- Lack of formal authority of university leadership*
- 129 The universities are in turn ill-equipped to succeed in this harsh environment. The central university leadership usually has little legal authority or power over resources (though Mostar and Tuzla are exceptions). The faculties are treated as legally chartered institutions, with financial and academic autonomy. They adopt different admission and tuition practices for students, as well as different salary scales and recruiting standards and procedures for staff, even within the same university. Upwards delegation is inhibited by lopsided (one unit - one vote) representation on university governing bodies.
- Recommendation:  
The legal personality of faculties should be abolished and the position of rectors strengthened*
- 130 These arrangements create unaffordable inefficiencies and redundancies; it ties students to faculties, freezes course structure, prohibits university-based planning and management, and weakens the external relations of the institution. It exacts a high price in terms of quality, efficiency, accountability, and national and international recognition and co-operation. Several reforms are needed to establish a more consolidated and capable university structure: the abolition of the legal personality of the faculties, the strengthening of the authority of rectors, revamped internal representation, and centralisation of budget-setting and accounting (but not of course of budget implementation).
- Major problems of non-completion and internal mobility*
- 131 This under-managed system faces major problems of educational performance. Two examples may suffice.
- At present, an impressive 50% of secondary school graduates enter higher education within Bosnia and Herzegovina, but only about 10% are said to complete their studies in the expected time, which is about a quarter of the already unsatisfactory rate in some European countries. The reasons for the phenomenon are many, including the "parking" of young people in academe who would otherwise be unemployed. Non-completion on this scale should be treated as a serious problem of fairness, efficiency and quality.

- Far from the desirable uniform standards and free mobility of staff, students and graduates, there are neither mechanisms of mutual recognition, nor joint efforts to set up qualification requirements and accreditation. Federation cantons do not provide a legal basis for diploma recognition (Tuzla is, again, an exception). At present, only *de facto* recognition exists, inherited from the Yugoslav higher education system. There is willingness by the actors to accept studies and qualifications even beyond the Bosnian borders. However, in view of the political fragmentation, there are no legal guarantees and hardly any examples in practice.

132 The majority of both academic staff and students have repeatedly expressed their readiness to cooperate across the three constituent groups. Meanwhile, international assistance focuses on a diversity of issues related to this set of problems. Assistance is uncoordinated, however, and outcomes do not necessarily contribute to an academically compatible, unitary system of programmes and quality.

133 Existing financial management arrangements are also an obstacle to progress, and seem designed mainly for sustaining the institutional status quo.

*Existing financial arrangements inhibit change*

An incremental budget system gives priority to the salaries of the existing staff and other recurrent costs, disregarding demand and enrolment figures and treating performance, investment and innovation as residual items. Budgets by and large are based on the number of staff instead of students, which risks freezing education in its inherited structure and quality. As already mentioned, most public funds are allocated direct to faculties, sidelining the university leadership. Within the university, there are no efficiency incentives and any savings cannot be turned into investment or innovation. Faculty deans are primarily interested in retaining staff, although the workload is often less than full. Teaching staff frequently provide courses in other faculties for extra salary.

134 The Federation faces an additional problem. The institutional system and its revenue basis are both divided among the cantons. Capacities and revenue sources are concentrated in a few cantons. Those without institutions have limited access, but also carry limited financial responsibility for services.

135 It is clear that present structures are too fragmented to attain western European standards in higher education in Bosnia and Herzegovina. Given the daunting set of issues, the most immediate challenges are:

*Recommendations:*  
*(1) Create an institutional basis for coordination*

- to identify an institutional basis for coordination and the coherent, sector-wide development of a higher education strategy,
- to create the conditions (legal, financial, and professional) for effective strategies and management within individual institutions,
- to establish sector-wide funding, qualification and accreditation principles and procedures.

*(2) Create*

To a large extent, the efforts to address the latter two challenges are tied to success in achieving the first, since many of the issues involve the failure to

*conditions for effective management within individual institutions*

define a common strategy and to coordinate efforts across constituent groups. The need for an intermediary institution as a pre-requisite for reform in higher education is taken up in the next section.

*(3) Establish sector-wide procedures for funding and quality*

136 Two further points are worth making specifically on the types of programmes offered and their relationship to economic growth and improved public management. Business education has not yet developed beyond an embryonic stage in university courses and, where there is some evidence of its existence, it appears either as a multi-disciplinary component in undergraduate level courses or as part of two year diploma courses. To satisfy the commercial and industrial needs of fully-fledged market economies, universities in western European countries offer both 3-4 year dedicated undergraduate courses and MBA courses in business schools. Universities in Bosnia and Herzegovina should be moving to establish a similar model. The present situation in which aspiring students of this discipline have to travel abroad to study is unlikely to satisfy a burgeoning demand.

*Recommendation:*  
*Introduce business and public administration degree courses*

137 Similarly, western European academic institutions have developed courses at university level in public administration and have established schools of government or their equivalent at both undergraduate and graduate levels. The lack of such arrangements in Bosnia and Herzegovina is impairing strategic efforts to upgrade the quality of public policy making and leaves the demand for such competencies and skills without an appropriate response.

## **B. Policy Priorities by Education Inputs**

### *Curriculum and Textbooks*

*Introducing concepts and understanding as part of the curriculum*

138 It is the general purpose of the curriculum to provide pupils with knowledge, skills, concepts and understanding of values so as to enable them to lead successful personal lives and to contribute to the social, cultural and economic development of society. It is recognised, therefore, that knowledge and specialised skills alone are insufficient for this purpose in contemporary societies and that concepts and understanding are critical factors. The development of shared values is also fundamental in ensuring that pupils have the opportunity to develop in ways that enable them to exercise their rights and

responsibilities as citizens of democratic societies. There has been progress in recognising the need to introduce concepts and understanding as part of the curriculum in Bosnia and Herzegovina, although not always in the interests of social cohesion, but the overriding emphasis within the school system is still on knowledge and skills.

*The change in language policy reverses former achievements*

139 Yugoslavia's former language policy until recently was perhaps the most advanced in Europe with respect to the standard language, Serbo-Croat, as it was with respect to minority languages. Following a formal accord (Novi Sad, 1954), Serbo-Croat was regarded as one standard language with two versions. Beyond that, bilingual education in the former Yugoslavia was offered in the late 1970s to over 400,000 primary school children in nine non-official languages. By contrast, the situation today in BiH is generally characterised by linguistic exclusion despite the fact that the same language, with minor regional variations, is spoken by nearly all children. The phenomenon of restrictive language policy is not unique to the transition in Bosnia and Herzegovina. However, the political zeal with which linguistic barriers are being artificially created and reinforced through segregation in the education system is at odds with linguistic reality and European best practice.

*The canon of subjects has not changed from the time of former Yugoslavia, but the contents have*

140 While the canon of subjects taught has not changed, the contents in the "national subjects" such as history, literature or social sciences, varies between the Federation cantons and the Republika Srpska depending on the population served. In cantons and municipalities of a predominantly Croat population, the curriculum content is virtually the same as that in schools in the Republic of Croatia. Similarly, in the Republika Srpska, content is influenced by what is taught in schools in Serbia. In Bosniak-majority schools, subject content in the socio-political fields reflects the pre-war cultural and historical aspirations of that group.

*Ensuring the removal of inflammatory content from textbooks*

141 It is generally accepted, however, that the official content variations in the socio-political subjects would not be a major impediment to social cohesion if the inflammatory textbook content was removed. The Office of the High Representative, in cooperation with the Council of Europe, has recently taken direct action on this issue in terms of obtaining agreement to remove offensive materials, but compliance remains to be monitored and enforced. While politics dominates the textbook issue, UNICEF experts report that many at the school level believe that debate should shift to questions related to the quality and design of textbooks, their authorship (books are written by "experts" not teachers) and to the absence of supplemental texts and teaching aids.

142 A different though related matter is the issue of a core curriculum framework, at least for the Federation of BiH, if not immediately for the RS. While it is common in most European countries that there is a common core which provides a basic entitlement for all pupils, some elements of curriculum content should indeed reflect local circumstances. As of September 1999, Bosniak

*Moves in the  
Federation  
towards a core  
curriculum*

cantons are using a “new core curriculum” that emerged from a Federation Ministry of Education, Culture, Science and Sports initiative in 1997-98. 70% of the curriculum is common, with 30% to be developed by cantonal ministries of education. UNICEF reports that while there is some dissatisfaction at school level over the absence of their participation in the process, some school directors view this as the first step towards a greater role in decision-making. School directors believe that with an increased role of school and parents in commenting on the new curriculum, further changes may be viable in the future.

143 The newly developed common curriculum for the Federation is a step in the right direction in terms of recognizing the need for local flexibility. However, the fact that Croat experts did not participate in the curriculum preparation process and the fact that new models aimed at defining learning standards rather than precisely defining programmes or courses were not used, have effectively set back the debate on common educational standards. If and until a modern, participatory process can be undertaken across the Federation of BiH, the new Standards and Assessment Agency should at least ensure that some form of professional standards in education exist and that their achievement can be monitored.

*Renewing  
teaching  
methods*

144 It has long been recognised that the expectations placed on the curriculum affect teaching methods. Where the expectation is that knowledge and skills should be emphasised, then the likelihood is that there will be a didactic approach to teaching which, at its worst, results in pupils being passive learners to whom knowledge and skills are imparted by teachers. In Bosnia and Herzegovina, there is evidence from some regions that there are attempts to move away from this approach and engage pupils as active participants in the learning process. However, developments are constrained by what in many grades is an overloaded curriculum, a lack of appropriate materials and equipment, and inadequate teacher training.

*Recommend-  
ations:*  
*Streamline the  
curriculum and  
adopt an  
outcome  
approach to  
curriculum  
development*

145 As previously mentioned, the number of subjects taught in some grades is far greater than would be found in most western European countries. This may amount to 14 subjects by the eighth year of primary education and up to 16 subjects in secondary schools. The result is a negative effect on teaching methodology, depth of knowledge and understanding and on the quality of school preparation for either work or higher education. The problem is not new, and had been identified in the former Yugoslavia as long as 20 years ago. One minister of education in Bosnia-Herzegovina characterised this overloading of the curriculum as akin to expecting pupils to learn an encyclopaedia by heart. Curriculum overload and fragmentation are a result of a subject approach to curricula, which the former system encouraged. The remedial approach points again to outcome orientation, in terms of setting general objectives for the system, and determining by grade and type of school the degree of literacy, numeracy, social skills etc. required in order to attain the general objectives.

### *Teacher Training*

146 It is a truism that the quality of an education service depends on the quality of its teachers. In Bosnia and Herzegovina, the disruption to the teaching profession as a result of the war has led to emergency arrangements, with the result that in some areas up to 25% of teachers are not qualified for the level or grades they teach.

147 Secondary teacher-training schools, such as those in Sarajevo, (East) Mostar, Zeneca, Tuzla and Travnik, continue to undertake pre-service teacher training. Although such schools were closed in the 1970s, they were reopened in 1994 to meet teacher shortages resulting from the war. The first graduates from such schools were appointed to schools in 1998 having undertaken a 4-year course. Secondary music and art school graduates are also entitled to teach after a 4-year course. It is generally recognised that a secondary school degree is inadequate in itself to provide qualified teachers, as the students do not reach a level of academic achievement or maturity to appropriately qualify them for the task of teaching, however young the age group.

*A secondary school education is insufficient for preparation for teaching*

148 Within the higher education sector, pedagogic academies have traditionally trained teachers on 2-year courses after they have successfully completed four years of secondary education. Several academies are, however, beginning to offer 4-year programmes. Depending on the course they undertake teachers trained at pedagogical academies are qualified to teach pre-primary, years 1 through 4 in primary schools and up to year 8 if they have pursued specific subject courses. Not all areas are served by pedagogical academies and in the case of Tuzla the pedagogical academy has become a faculty of philosophy. In Republika Srpska, pre-service training is undertaken at a teachers' faculty in Bjeljina. In most of western Europe, 2-year courses of training would be considered inadequate for primary education. Generally, given the sophistication of the BiH system, all pre-service training, whether for primary or secondary education, should be at university level.

Recommendation:  
*All pre-service training, for primary or secondary teaching, should be at the university level.*

149 Pre-service teacher training is subject-based and covers the full range of subjects taught in secondary schools. However, it is essentially theoretical and does not sufficiently take account of the professional skills necessary to manage classrooms, nor does it offer substantial teaching practice before qualification. Teaching methods, pedagogy, classroom control, educational foundations, didactic, and teaching practice amount to about 10% of the training programme. In western European countries it is normally on the level of 50%.

Recommendation:  
*More emphasis on professional skills in the training of teachers*

Furthermore, in-service training has yet to re-emerge significantly following the war due to the severity of resource constraints. That which is offered is provided through international co-operation and on a limited but increasing

Recommendation:  
A survey of in-service training needs

- 150 basis by pedagogical institutes. As mentioned above in the section on pedagogical institutes, placing in-service training on a demand-driven basis where the institutes operate as service providers should be considered a viable alternative in BiH's complex institutional and political environment.

Possible priority for in-service training

- A detailed survey of teacher training needs across the country is urgently needed. Such needs should be assessed against projected education outcomes and against the demand for teachers and specific teacher skills in the country.
- 151 Although little hard information exists, recent reports on the over-supply of teachers in the system (with the exception of key subjects like foreign languages and computer science) would seem consistent with experience in most other eastern and central European countries. If true, there is a strong rationale to focus scarce resources on improving in-service as opposed to pre-service programmes.

### C. Intermediary Organisations

Intermediary organisations are absent

- One of the most complex issues in education law and policy is the role of the executive branch of government vis-à-vis schools. In Bosnia and Herzegovina this complexity is compounded by the relative absence of "intermediary organisations", such as conferences, associations, agencies, centers, councils of school directors and councils for higher education.
- 152

Intermediary organisations facilitate the work of ministries

- The relative absence of intermediary institutions at all levels compared to western Europe means that the education ministries are largely alone in executing the law and policies of the government vis-à-vis schools and higher education establishments, and in facilitating and assisting the schools and higher education establishments in the realisation of their own autonomy vis-à-vis the government. The presence of intermediary organisations greatly facilitates these tasks (a) because they absorb a share of the burden of facilitating school autonomy by creating an institutional balance vis-à-vis the state, and (b) because they ensure a certain standard of school autonomy and government prerogatives by way of representing the interests of schools across the country. Generally, intermediary organisations can be coordinating bodies, decision-making bodies, advisory bodies, or bodies combining all of these elements.
- 153

- Intermediary organisations sometimes have decision-making capacity. With respect to allocating resources, for example, science councils in western Europe have proved effective managers of competitive funding. They can also have advisory functions to the government, to other intermediary organisations and to schools and higher education establishments. The proposed Agency for Standards and Assessment is an intermediary organisation in the form of a professional body that delivers services to the education system.
- 154

Current proposals to establish "intermediary organisations" for the entire

country in the form of councils by levels of education are certainly a step in the right direction. The most advanced of these proposals concerns the establishment of a Higher Education Council, where the need for a coordination structure is of paramount importance for the future development of the sector. However, higher education is a case apart from lower levels. The major differences are the compulsory nature of primary education, which commits the government more directly; the large diversity of the secondary sector that defies coordination by a single structure; and the principle of broad university autonomy (self-government), which implies more participatory policymaking. Councils for education at pre-higher education levels should, therefore, be seen as serving a different purpose than a Higher Education Council. They should primarily contribute to the fostering of school autonomy and facilitate the participation of schools in the administration of education.

*Recommendation:  
Establish country-wide councils by level of education with due regard to their different purposes*

Following several years of negotiations aimed at creating a Council of Higher Education, the principle and much of the detail, are generally accepted by political and university representatives. A final commitment by the three constituent groups to this initiative is lacking however. The proposed structure and terms of reference of the Council, as they stand today, are outlined in the box below. The Council should have a strictly professional mandate, but should take into consideration the political reality of the country via its structure and representation. In view of its institutional priority, it is strongly recommended that major investments in higher education for BiH be conditioned on the creation of a Council of Higher Education to represent the higher education system for all BiH.

*Recommendation:  
Setting up the proposed Higher Education Council is a priority and important condition for funding*

The Council would have a general advisory mandate to oversee academic standards and accreditation, and promote strategic thinking and improved management in higher education. It shall also act as a forum and facilitator for the international relations of the sector. The Council should also engage in the managing of funds, including a development fund for special projects. Through this funding mechanism, the Council could take on a variety of more specific advisory tasks. In particular, it could support the development of:

- a sector-wide system for mutual recognition of degrees and examinations, leading subsequently to credit transfer and in some cases common qualification requirements and programme accreditation;
- a system of institutional quality assessment and self-assessment, benchmarked against good European practice;
- strategic planning, relevant regulations, finance reform and the collection of information necessary to promote and plan reform;
- guidelines for draft legislation with a particular view to internal university reform.

Box 4

### Higher Education Council

Since 1996 the Council of Europe has tried to support the creation of a modern legal basis for higher education in Bosnia and Herzegovina. The activity is part of its Legislative Reform Programme (LRP) for Higher Education and Research in all the transition countries of Central and Eastern Europe. The political and institutional disintegration of the higher education system in Bosnia and Herzegovina has been identified as the main obstacle to progress.

By stages, the LRP was instrumental in starting a negotiation process for the setting up of a national Higher Education Council. Under OHR auspices, a Preparatory Group met in Berlin in August 1998, bringing together Ministers and university rectors from both Entities and the three communities, as well as representatives of the EU and Unesco. In three meetings held in Monstar, Banja Luka and Sarajevo a joint working party has developed draft statutes of a higher education council. Substantial agreement has been reached on:

- the composition of the Council from both university and government representatives;
- a permanent advisory mandate on all matters of higher education policy;
- an executive mandate for the management of development funds placed at its disposal by government and international donors;
- the principal organs of the Council (Assembly, President, Bureau, standing committees on accreditation and on finance), and their competences;
- a decision-making principle of consensus;
- the basis of financing, and the organisation of the secretariat.

A small number of issues remain outstanding, notably on the method of establishing the Council, procedures for admission of new member

## VII. RESOURCES, FINANCE AND BUDGETING

- 158 A modern system of resource allocation, finance and budgeting is a necessary, although not sufficient, condition for providing high educational standards in Bosnia and Herzegovina. Among the general principles underpinning a modern system, the most important is that it should help to ensure that all children, wherever they may be, are entitled to receive education of a consistently high quality. Financial equity and equalisation are discussed from this standpoint, with recommendations for action. This is followed by consideration of various imbalances in the present allocation of resources and the steps required to rectify them. The future approach needs to achieve "sustainability", by which is meant securing the conditions for the stable, long-term development of a modern education system achieving internationally recognised standards. Proposals are made for securing sustainability. Finally, the financing and organisation of higher education is considered and recommendations for modernising the system are put forward.

### A. Achieving Equity and Equalisation

*The starting point is how taxes are raised and distributed*

- 159 Following the 1974 Constitution, devolution of policy for social services, including education, to the individual member Republics and Autonomous Provinces was strengthened. While central party control ensured a degree of national consistency of education programmes and delivery, local resources varied considerably. As a result, the quality of education progressively diverged between richer and poorer parts of the country, and significant disparities emerged among and even within the several Republics and Autonomous Provinces. Resources for education in the former member Republic of Bosnia and Herzegovina were about a third less than those available in the Republic of Slovenia. They also lagged behind those available to Croatia and Serbia. Disparities within Bosnia and Herzegovina, in term of per capita expenditures by school, were also considerable, ranging from 5 000 Dinars to as much as 15 000 Dinars. As outlined above, the disparities were a result of decentralised financing and inappropriate equalisation mechanisms and were therefore a result of the revenue collection and allocation process.
- 160 The starting point also for this consideration of equity and equalisation is how taxes are raised and distributed in Bosnia and Herzegovina. The situation is different for the two entities.
- 161 In Republika Srpska, the tax-collecting and service delivery system is centralised at entity level. Municipalities receive a share of sales, income and profits taxes under a tax-sharing arrangement. The Federation of Bosnia and Herzegovina operates a tax administration which is responsible for collecting tax revenues operating from offices in each of the 10 cantons and 70 or so

municipalities. The Federation sets tax rates, although it is possible that in future cantons will have power to vary certain tax rates in their areas. Currently, the Federation retains customs and excise taxes and taxes on the profits of certain large firms - about 38% of total revenues collected. The cantons receive the proceeds of certain taxes attributable to their geographical areas - sales taxes, income taxes, property taxes and part of company profits taxes. Cantons spend about 54% of total revenues collected at Federation level. The municipalities receive a proportion of sales and wage taxes determined by a tax-sharing agreement with the cantons – they receive about 8% of the total revenues collected at Federation level.

*The system does not address inequalities of needs or resources*

- 162 A system such as this, under which taxes are allocated according to the type of tax and geographical origin of the taxable transaction, suffers from some serious disadvantages, in both the inter-canton and the inter-entity contexts. First, it takes no account of variations in the need for services across regions or localities. Second, it does not adjust for the differences in tax-raising potential from area to area. This means that the economically stronger areas, or those which have large concentrations of successful companies, enjoy higher revenues and are able to support better levels of public services. Third, it takes no account of the fact that people in one area benefit indirectly from the services offered to people in adjoining areas. For example, in the case of education, better educated people in one locality increase the economic potential not just of that locality but of others which benefit from the general increase in prosperity. Such benefits, known in economic theory as "externalities", need to be taken into account in resource decisions for public services. Otherwise, there will be a tendency to under-provide the service.
- 163 One approach to dealing with these problems is to arrange a method of transferring tax revenues which takes account of variations in need between areas. In European countries where this is done, the usual approach is to devise an equalisation formula which includes measures of need, such as student numbers and age distribution, combined with assumed teacher/student ratios and other factors. The formula can also take account of factors such as the higher costs associated with providing education in sparsely populated areas. Where the transfer is intended to cover a variety of public services, other factors can be included. Responsibility for administering the transfer is usually undertaken by central government, which needs to have either control over sufficient tax revenues or an agreement among the lower tier administrations as to the formula for assigning the taxes collected on their behalf by the central tax administration.

Table 1

**PROPORTION OF LOCAL GOVERNMENT EXPENDITURE  
FUNDED BY STATE TRANSFERS**

<b>Country</b>	<b>Percent</b>
Sweden	19
Denmark	24
France	26
Finland	31
Austria	35
Italy	38
Germany	45
Greece	58
Netherlands	60
UK	77
Belgium	78
<i>Average</i>	<i>45</i>

*No common  
pattern of  
transfer*

- 164 The levels of tax revenue transfers in a number of EU countries are shown in Table 1. This indicates that there is no common pattern of transfer, with much variation around the average of 45%. The position of each country in the table is determined by a combination of factors, including the relative size of the central and local government tax base, and historical factors. In considering the case for tax transfers in Bosnia and Herzegovina, an analysis has been undertaken of the existing geographical variations in tax revenues and in spending on education. (In the Federation, there is at present a small fund of about DM 7 million - less than one per cent of total revenue – available for transfers. However, this is allocated ad hoc rather than using objective criteria.)
- 165 Table 2 indicates the level of variation in tax revenue per capita in the Federation and 10 cantons in 1998. The table shows that the canton tax-raising capacity ranges from DM 250 per capita (canton 5) to DM 990 (canton 9), an almost four fold variation. There is a similar variation in the total expenditure per capita.

Table 2

**Per capita tax revenues, total expenditure and education expenditure, BiH Federation, 1998**

(Ranking of cantons by index of tax revenues, column 3)

Canton	Canton number	Tax Revenues (per cap)		Total Expenditure (per cap)		Education Expend. (per cap)	
		DM	Index*	DM	Index*	DM	Index*
Gorazde	5	250	100	276	100	120	100
Drina							
“Herzeg. Bosna”	10	255	102	487	176	71	59
Central Bosnia	6	256	102	313	113	110	92
Una-Sana	1	293	117	298	108	113	94
Tuzla Drina	3	323	129	465	168	131	109
Zenica Dobo	4	327	131	435	158	130	108
Posavina	2	346	138	476	172	124	103
Neretva	7	394	158	503	182	155	129
W Herzegovina	8	473	189	418	151	158	132
Sarajevo	9	990	396	1 177	426	232	193
<i>Federation</i>		<i>430</i>	<i>172</i>	<i>532</i>	<i>193</i>	<i>138</i>	<i>115</i>

\*Index where per capita expenditure for Canton 5 = 100

Note: Annualised values are based on actual expenditures for the first nine months of 1998.  
Source: World Bank, Public Finance Structural Adjustment Credit Discussion Note

166 The difference between the highest-and lowest-spending cantons per capita on education is rather less marked, at just over threefold (between canton 9 and canton 10). However, for an analysis of educational equity, there are limits to the usefulness of comparing gross expenditures per capita for the whole population. The age structure of the population, and therefore the need for education, may vary from canton to canton. In addition, special factors such as the existence of a university in a particular canton will add to the pressures to spend on education. To enable a closer look to be taken at school education only, Table 3 shows expenditure and student numbers for primary and secondary schools.

Table 3

**Enrolments, budget allocations and unit spend***(Ranking of Cantons by index of primary unit spending, column 5)*

Canton	PRIMARY					SECONDARY				P/S ratio**
	Canton number	PS student numbers	PS budgt DM000s	Unit spend DM/studt	Index*	SS student numbers	SS budgt DM000s	Unit spend DM/studt	Index*	
Gorazde Drina	5	3 277	1 613	492	<b>100</b>	1 333	777	583	<b>100</b>	0,84
Tuzla Drina	3	68 239	45 056	660	<b>134</b>	25 193	19 600	778	<b>134</b>	0,85
Zenica Doboј	4	53 901	37 535	696	<b>142</b>	18 988	17 632	929	<b>160</b>	0,75
Central Bosnia	6	31 327	22 000	702	<b>143</b>	10 120	11 000	1 087	<b>187</b>	0,65
Una-Sana	1	36 408	26 905	739	<b>150</b>	11 734	12 570	1 071	<b>184</b>	0,69
Sarajevo	9	43 663	34 000	779	<b>158</b>	20 950	26 000	1 241	<b>214</b>	0,63
“Herzeg. Bosna”	10	7 251	6 503	897	<b>182</b>	2 484	3 307	1 331	<b>229</b>	0,67
Neretva	7	24 784	22 727	917	<b>186</b>	10 023	13 128	1 310	<b>225</b>	0,70
Posavina	2	3 942	4 444	1 127	<b>229</b>	1 204	1 834	1 523	<b>262</b>	0,74
W Herzegovina	8	9 885	11 757	1 189	<b>242</b>	3 107	4 765	1 534	<b>264</b>	0,78
<i>Federation</i>		<i>282 677</i>	<i>212 540</i>	<i>752</i>	<i>153</i>	<i>105 136</i>	<i>110 613</i>	<i>1 052</i>	<i>181</i>	<i>0,71</i>
<i>Republika Srpska</i>		<i>128 412</i>	<i>66 755</i>	<i>520</i>	<i>106</i>	<i>55 893</i>	<i>26 889</i>	<i>481</i>	<i>83</i>	<i>1,08</i>

\* Index of unit costs where Canton 5 unit costs = 100

\*\* Ratio of primary unit spending to secondary unit spending

Sources: Student number (1998 enrolments) collected for this project  
Canton Budget allocations for 1999 collected by Federal Ministry of Education  
RS budget allocations for 1999 collected by this project

*Expenditure per primary and secondary school student varies by over 2x in the Federation and 3x at the level of the country*

167 Table 3 suggests that expenditure per primary and secondary school student varies by over two fold in the Federation and threefold at the level of the country, including the Republika Srpska (although the ranking of cantons is somewhat different from Table 2). Croat-majority areas in the Federation are shown to have consistently higher spending at all levels and consistently spend more per student on average than other Federation areas. There can be valid reasons, other than tax-raising capacity, for such variations, associated for example with the costs of providing education in remote locations or in urban areas of deprivation. In addition, Bosnia and Herzegovina is experiencing many fluctuations in the demand for education as large numbers of families seek to return to their home areas or to settle in new areas. There are also variations in the pay of teachers, as Table 4 shows for a selection of cantons. In the Federation, the average pay of primary school teachers in canton 9 is almost 50% higher than in canton 5.

Table 4

**Remuneration of full time teachers in Cantons 3, 5, 7 & 9 and RS, 1998**

Average monthly remuneration (DM or dinars)

	Tuzla Drina (3) (DM)	Gorazde Drina (5) (DM)	Neretva (7) (DM)	Sarajevo (9) (DM)	RS (dinars)
Primary	484	376	438	559	4 086
Secondary	527	450	500	619	6 729
University assistant	na			544	
docent	na			809	
asst. prof	680			874	
professor	790			924	5 381

*Pupil-teacher ratios vary less than expected*

168 While quite large disparities among the Federation of Bosnia and Herzegovina, i.e. its cantons, and Republika Srpska are indicated by Table 3, this need not mean that there are unacceptably wide variations in the resourcing of education. The ratios of pupils to teachers shown in Table 5 are not as wide as might have been expected, presumably because of the priority given to employing teachers by all the authorities and the different costs of employing teachers from one administration to another, as shown in Table 4.

Table 5

**Pupil & teacher numbers and pupil/teacher ratios**  
(Ranking of Cantons by pupil/teacher ration in primary education)

Canton	PRIMARY				SECONDARY			
	Canton number	PS student numbers	PS teacher numbers	Pupil/teacher ratio	SS student numbers	SS teacher numbers	Pupil/teacher ratio	P/S ratio**
Central Bosnia	6	31 327	2 640	12	10 120	779	13	0,91
Posavina	2	3 942	255	15	1 204	100	12	1,28
“Herzeg. Bosna”	10	7 251	384	19	2 484	207	12	1,57
W Herzegovina	8	9 885	516	19	3 107	172	18	1,06
Neretva	7	24 784	1 294	19	10 023	860	12	1,64
Gorazde Drina	5	3 277	174	19	1 333	97	14	1,37
Sarajevo	9	43 663	2 122	21	20 950	1 285	16	1,26
Tuzla Drina	3	68 239	3 095	22	25 193	1 505	17	1,32
Una-Sana	1	36 408	1 556	23	11 734	609	19	1,21
Zenica Dobož	4	53 901	2 064	26	18 988	1 290	15	1,77
<i>Federation</i>		<i>282 677</i>	<i>14 100</i>	<i>20</i>	<i>105 136</i>	<i>6 904</i>	<i>15</i>	<i>1,32</i>
<i>Republika Srpska</i>		<i>128 412</i>	<i>6 956</i>	<i>18</i>	<i>55 893</i>	<i>3 120</i>	<i>18</i>	<i>1,03</i>

Ratio of Primary pupil-teacher ratios to secondary pupil-teacher ratios

Sources: Student numbers (1998 enrolments) collected for this project  
Teacher numbers (1998 enrolments) collected for this project and by Federal Statistical Institute  
RS teacher numbers (1998 enrolments) collected for this project and by Federal Statistical Institute

*Pupil-teacher ratios are quite generous*

- 169 The pupil/teacher ratios shown in Table 5 would be regarded as appropriate, even generous, for a modern school system in many other countries, although the existence of a large number of unqualified teachers (Table 6) calls for remedial action through the new in-service training arrangements proposed elsewhere in this report. For the present, the conclusion to be drawn from Table 5 is that significant variations exist in the pupil/teacher ratio but they may be justified by the differences in local conditions. The new funding regime proposed later in this report should encourage ministries and schools to look closely at the requirement for teachers against the numbers of teacher employed at present.

Table 6

**Qualified teachers and total teachers employed in certain Cantons, 1999**

Canton	Canton number	PRIMARY			SECONDARY		
		Qualified teachers	Total teachers	Per cent	Qualified qualified	Total teachers	Per cent qualified
Una-Sana	1	1 075	1 556	69	486	609	80
Tuzla Drina	3	2 166	3 095	70	1 285	1 505	85
Gorazde Drina	5	94	174	54	91	97	94
W Herzegovina	8	516	516	100	172	172	100
Sarajevo	9	1 777	2 122	84	na	1 285	na
Herzeg. Bosna	10	363	384	95	na	207	na
<i>Average</i>				79			90

Note: All teachers, full time and part time, are included

Sources: teacher numbers (1999, or 1998 where 1999 not available) collected for this project  
RS teacher numbers (1998) collected by this project

*Equalisation formulae are needed within Entities*

- 170 For primary and secondary education, an equalisation formula is needed at the level of government that comprises the areas in need of equalisation measures, i.e. the entities. For capital expenditure and higher education, there is a similarly apparent need to pool resources in the interests of equity, efficiency and quality.

- 171 The main effort should be directed towards two areas: (1) state-wide minimum education standards, and (2) establishing a quality fund. The overriding policy objective should be always to ensure that resources are deployed so that all children, wherever they may be, are entitled to receive education of a consistently high quality.

*State-wide Minimum Standards*

Recommendation:  
*Collect data on inputs and outputs at canton and entity levels*

172 Specifying minimum standards at state level is an important tool for establishing greater equity. These minimum standards could apply to inputs (such as pupil/teacher ratios) or to outputs (such as drop-out rates or the expected levels of educational achievement at particular ages), or both. Outputs can be more difficult to measure but they are to be preferred because they can offer a clearer picture of performance at the levels of the individual child, classroom, school and system. As a first step, it is recommended that data on both inputs (initially) and outputs (as soon as practicable) is regularly collected at Federation, canton and entity levels to establish continuously whether children across Bosnia and Herzegovina have the same educational opportunities, and to assess the variations in performance at school level. Such information is an essential basis for framing policies and monitoring their effectiveness (see paragraphs 88ff. above).

*Establishing a Quality Fund*

Recommendation:  
*A Quality Fund should be established at entity or state level which would be selectively distributed to areas of need*

173 On their own, state-wide minimum standards may not be sufficient to overcome the differences in resources available to each area because the poorest areas - or those with severe social difficulties - may not be able to achieve an acceptable minimum standard with the resources available to them. To deal with this, a quality fund should be established at entity and state level which would be selectively distributed to areas of need – for example, remote rural areas or areas of social disadvantage as evidenced by high drop-out rates. The fund would be an aid to raising quality and standards, not a reward for having achieved high quality. It is clearly preferable to operate the fund at entity level because of variations in need across the country. In time this would turn into an multi-agency approach to embrace families and particular institutions in need. It is most important that a quality fund covering the whole country is being established by the World Bank support (see Box 5).

174 The criteria for distributing the quality fund should be established by professional experts in consultation with the social partners, and should be free from political interference. The aim would be to target schools in greatest need - perhaps around ten per cent of all schools. Because of the inadequacy of provision for education support materials as opposed to salaries (see paragraph 184 below), the fund could give high priority to education support materials. Another potential priority area is the training of teachers and school directors. A quality fund representing one or two per cent of total resources would considerably benefit the target group without representing a great sacrifice on the part of the better-off schools. It is advisable that donor agency funding should be offered on a matching basis as a lever to encourage participation. Recipient schools would be expected to show that the quality fund allocation was being directed to improving pupils' educational performance. If a system for monitoring outcomes in relation to state wide standards was in place (as proposed above), some independent assessment of effectiveness would be

available.

Box 5

### **A Quality Fund**

A Quality Fund in the amount of \$3 million is being prepared under the World Bank financed Education Development Project to meet three objectives: (a) to support improvements in teaching and learning methods used in schools, (b) to enhance the motivation of teachers and encourage them to engage in in-service training activities, and (c) to strengthen teacher training institutions, improve the quality of courses offered and improve their efficiency.

To achieve these objectives, the Quality Fund, to be governed by a representative board appointed by the Federation Minister and Deputy Minister of Education, Culture, Science and Sports and the RS Minister of Education, will provide three types of grants:

- school grants (ranging between US\$2,000 and US\$10,000) awarded on a competitive basis to finance educational improvement projects, designed by teachers, aimed at improving teaching practices;
- a system of teacher incentives to reward primary teachers who are doing an exemplary job, and merit-based scholarships to allow primary teachers to engage in self-selected in-service training activities;
- grants of about US\$ 20,000 to support the strengthening of institutions that offer pre-service and in-service training for teachers. Awards to teacher training institutions will be selected among university faculties, pedagogical academies, NGOs and pedagogical institutes.

## B. Ensuring Sustainability

- Bosnia and Herzegovina has yet to achieve sustainability*
- 175 “Sustainability” means arrangements for finance and budgeting which provide the conditions for the stable, long-term development of a modern education system meeting international standards. Achieving sustainability will depend both on the speed of economic recovery and the determination with which the authorities put in place coherent planning, budgeting and administrative systems, supported by trained staff. The budget can act positively as a tool of ensuring policy coherence. It provides a cyclical timing to set political and strategic directions for the future, plays a determining role in combining cross-sectoral activities, and allows for comprehensive reviews of priorities.
- 176 A modern budgeting system not only secures the efficient allocation of resources, but it also provides a mechanism for relating state-wide objectives to local needs. Equally importantly, it enables education ministries to strengthen their argument with finance ministries for increased spending on education. Transparency - that is to say, making all the information available for public scrutiny - is an essential feature of best international practice because it improves the quality of decision making. Good modern systems ensure that governments can be held to account for their use of resources.
- 177 Bosnia and Herzegovina has yet to achieve sustainability in the terms just described. However, the experience of Tuzla shows how, with time and the beginnings of economic recovery, a large canton can begin to think of achieving sustainability in public services. Tuzla is one of the most advanced in budget management, applying modern accounting principles and making good use of up-to-date information technology for budget management.
- All levels of government should operate integrated budgetary forecasting and planning, supported by management information systems*
- 178 It is important that all levels of government operate integrated budgetary forecasting and planning systems, supported by effective data and management information systems. The US Treasury has developed a standardised budgetary reporting format and it has been adopted in the Federation and is, or should be, in use in all the cantons. In Central Bosnia canton there is a pilot project for education management information systems (EMIS), including financial data and educational statistics, from which may be developed financial indicators for management (see chapter V B above). Work is also being done with World Bank involvement in developing Sector Expenditure Program Strategies. Education is one of the selected sectors. The Strategies will set out overall government policy objectives, assess the appropriate role of government, define the strategic program areas for which public expenditure will be required, and identify priorities for action and expenditure. It is recommended that these initiatives be linked to donor-supported training programs for the staff who will need to implement them after donor agency support has ended.

- 179 “Sustainability” involves ensuring that budgets are rationally allocated across key heads of expenditure. Otherwise, imbalances in the budget occur which not only imply short-term inefficiencies but also create longer-term problems when shortcomings in neglected areas have to be made good. There are three areas in particular where budgets are, or may be, unbalanced. These are: capital/recurrent, salaries/supplies, and teaching/non-teaching salaries.

*Capital and Recurrent Expenditure*

*Current imbalances include:  
(1) capital-recurrent,  
(2) salaries-supplies  
(3) teaching-non-teaching salaries.*

- 180 At present there is a serious imbalance between investment (i.e. capital) and recurrent expenditure. (The capital expenditure allocations for 1999 are shown in Table 7). Since the war, international donors have financed nearly all the investment expenditure in education but these contributions are not shown in cantons’ plans. In the Federation, the Federation ministry is the first point of contact for donors, but some donors deal direct with the municipal authorities. It is important that in future donor contributions be integrated into budget planning at canton level to ensure an orderly approach to meeting the priorities of each area. School mapping needs to be undertaken to provide the basis for a systematic capital renewal program and to allow new schools to be provided where population growth requires them. There must also be a transition from donor-dependent funding to domestically generated investment expenditure, since the former is projected to decline significantly over the next three years.

*Recommendation:*  
*Donor contributions should be integrated into budget planning*

- 181 Although there are exceptions, the physical condition of primary schools within the jurisdiction of the canton ministries of education is generally good, 75% of them having been reconstructed or refurbished since the war, mainly because of better economic progress and from aid provided by international bodies. In some cases, the new schools provide accommodation for teaching which is comparable with or better than those found in most western European countries. In comparison, the physical condition of the schools seen in one part of the Republika Srpska is far less satisfactory, with pupils being taught in very poor physical conditions in overcrowded classrooms.

Table 7

**Capital expenditure allocations, 1999**

<b>Canton</b>	<b>Canton number</b>	<b>Capital expenditure DM 000s</b>
Una-Sana	1	61
Posavina	2	200
Tuzla Drina	3	4 500
Zenica Dobož	4	0
Gorazde Drina	5	0
Central Bosnia	6	0
Neretva	7	250
W Herzegovina	8	0
Sarajevo	9	16 400
“Herz. Bosna”	10	0
<i>Federation*</i>		<i>21 411</i>
<i>RS**</i>		<i>1 585</i>

Note: \*The Federation Ministry has allocated DM 1,111,000 for capital expenditure in addition to the cantonal total shown here

\*\* The RS figure is for 1998

Source: Data collected for this project

*Scarcity of capital – the example of Tuzla*

- 182 The example of Tuzla illustrates the problem scarcity of capital. The 1998 budget provided for non-donor capital expenditure across all services of only DM 20 million. None of the planned capital was spent on schools. Public security and health were given priority, partly because external donors have supported an extensive school reconstruction program. Up to the present, Tuzla canton has not been able to support a major investment program of its own in schools, even though the influx of displaced persons makes this a highly desirable aim. The canton estimates that it has the capacity to service a loan of DM 25 million which would be devoted to roads, water and health clinics as the first priorities.

*Recommendation:*  
*A matching grant scheme for capital expenditure should be discussed between the authorities and international donor agencies*

- 183 In the future system of education finance, cantons need to be able to draw on and service loan finance sufficient to cover continuing capital investment needs. The present arrangements are plainly inadequate. Ways of helping cantons to access loan finance should be considered. These might include organising loan guarantees to give cantons access to capital markets, or offering matching grants whereby federal funds are available on a dollar-for-dollar basis to supplement local funds. The latter mechanism is commonly used in Europe but it does mean that in Bosnia and Herzegovina the Federation government needs to retain sufficient tax revenues to support the program. This report recommends that a matching grant scheme for capital expenditure should be discussed between the various authorities in Bosnia and Herzegovina and the international donor agencies. This could take a number of forms, but the preferred mode would be to allocate sufficient tax revenue at entity (or at the very least canton) level to enable matching grants to be offered to the founders of schools either for major refurbishment or for new schools. The founders

would still need to make a significant financial commitment, and show that their proposals were consistent with the entity or canton school mapping project. Donor funding should in future only be offered on a matching grant basis in keeping with these proposals.

Table 8

**Internal structure of education expenditure, Cantons 1, 5 and 9**  
Actual expenditures

	Year & % of budget	Una-Sana (1)	Gorazde Drina (5)	Sarajevo (9)
Wages & Salaries	1997	22 258 462	2 027 777	na
	%	95.83	86.13	
	<b>1998</b>	<b>30 305 080</b>	<b>2 236 807</b>	<b>65 330 887</b>
	%	<b>92.17</b>	<b>82.82</b>	<b>74.6</b>
Goods & Services	1997	692 096	119 953	na
	%	2.98	5.09	
	<b>1998</b>	<b>476 083</b>	<b>216 335</b>	<b>na</b>
	%	<b>1.45</b>	<b>8.01</b>	
Utilities	1997	96 668	143 912	na
	%	0.41	6.0	
	<b>1998</b>	<b>339 445</b>	<b>109 641</b>	<b>na</b>
	%	<b>1.03</b>	<b>4.05</b>	
Other current transfers	1997	0	20 827	na
	%		0.88	
	<b>1998</b>	<b>1 032 119</b>	<b>103 430</b>	<b>22 190 908</b>
	%	<b>3.24</b>	<b>3.82</b>	<b>25.4</b>
Capital	1997	174 200	41 464	1 210 746
	%	0.75	1.77	1.9
	<b>1998</b>	<b>691 224</b>	<b>34 543</b>	<b>9 569 065</b>
	%	<b>2.1</b>	<b>1.27</b>	<b>10.1</b>
Construction (within capital)	1997	0	na	1 092 584
	%			11.6
	<b>1998</b>	<b>0</b>	<b>na</b>	<b>560 004</b>
	%			<b>46.3</b>
Equipment & repair (within capital)	1997	0	7 816	322 307
	%		0.33	26.6
	<b>1998</b>	<b>691 224</b>	<b>22 242</b>	<b>2 802 025</b>
	%	<b>2.1</b>	<b>0.82</b>	<b>29.3</b>
Subsidies & transfers (within capital)	1997	174 200	33 948	328 435
	%	0.75	1.44	27.1
	<b>1998</b>	<b>0</b>	<b>12 301</b>	<b>4 846 456</b>
	%		<b>0.45</b>	<b>50.6</b>

*Salaries and Supplies*

*Material expenditures are low*

184 The conditions for the sustainable development of a modern educational system require a proper balance to be struck between salary and support expenditures. In cantons facing financial problems, priority has been given to paying salaries ahead of other running costs. Even so, some teachers are still being paid in arrears. In particular, expenditure on educational equipment, materials and supplies is often very low. Table 8 indicates that while the proportion of budget spent on wages and salaries in Sarajevo is about 75%, in two other cantons it is much higher – 83% in Gorazde Drina and 92% in Una-Sana. Expenditure on goods and services is below 2% in the latter, and 8% in Gorazde Drina. However, a more detailed analysis for Gorazde Drina in Table 9 shows that the proportions of the primary and secondary education budgets devoted to material supply are 2% and 1% respectively. This should be a cause for concern because educational materials are included under this heading. While many schools receive free text books, modern educational practice requires a range of support materials that cannot be provided at these very low levels of materials expenditure.

Table 9

**Gorazde Drina (Canton 5) Internal structure of primary and secondary education budgets**

	1997 Expenditure (DM000)	Per cent 1997	1998 Allocation (DM000)	Per cent 1998
<b>Primary Education</b>	1 880	100	2 571	100
Wages & salaries	1 270	68	1 853	72
Special allowances	39	2	78	3
Employer's contributions	191	10	259	10
Transport allowances	5	0	5	0
Utilities	107	6	107	4
Material supply	41	2	41	2
Transport and fuel	55	3	55	2
Current maintenance	39	2	39	2
Other current expenditures	133	7	133	5
<b>Secondary Education</b>	804	100	837	100
Wages & salaries	449	56	471	56
Special allowances	32	4	32	4
Employer's contributions	55	7	65	8
Transport allowances	20	2	20	2
Utilities	33	4	33	4
Material supply	11	1	11	1
Transport and fuel	39	5	39	5
Current maintenance	48	6	48	6
Other current expenditures	118	15	118	14

*The involvement of municipalities confuses the lines of responsibility*

185 Municipalities may step in to contribute to services such as school transport to ensure that their children are able to attend school. Municipalities may also help with the provision of furniture and buildings. In some parts of Neretva canton municipalities are the main channels for education expenditure. The involvement of municipalities in these various ways confuses the lines of responsibility for providing the basic requirements of education and is not consistent with a soundly planned approach to resourcing education.

186 When unemployment is so high and in some places qualified teachers are in short supply, it is understandable that the authorities should treat salary payments as the top priority. However, it is very desirable that they should be encouraged to take a balanced approach to assessing the requirements of schools for equipment, materials and support services, and to have a plan for moving from the present “survival” attitude to one in which the educational needs of children are seen as paramount.

*Recommendations:*  
*(1) greater devolution of financial management to school level,*  
*(2) a per-student allocation system*

187 We recommend that various actions would help to achieve a better balance between salary and support expenditures. First, there could be greater devolution of financial management to school level. The Federation canton and Republika Srpska ministries are too highly centralised for decisions on resource use to be taken in an efficient manner, and would more appropriately foster accountability and provide legal supervision. The country has a long experience of local school boards which, with “new blood” and suitable training support, could take more effective decisions than the ministries about the best balance between staffing and other budget heads. The state-wide minimum standards recommended earlier would act as a spur to the local school boards to improve resource allocation.

188 Second, a different approach is needed to allocating funds to schools. The practice in the former Yugoslavia was to apply fixed ratios (typically one teacher for 25 children) as the main driver of budget allocations and this is still done in some cantons. This has acted perversely in that the allocation for materials and support expenditures was a standard percentage add-on to the salary budget. This system should be replaced by a per-student allocation system which would have a built-in incentive to consider efficiency, including the geographical distribution of schools and the trade-off between very small schools and the cost of transporting children to larger schools. A per-student allocation system would also encourage critical scrutiny of the costs of employing teachers and their conditions of service. Because of the sometimes modest call on the time of teachers, some teachers are able to take on two teaching jobs. But for the majority who do not, their limited hours represent a poor use of qualified people.

*Teaching/Non-Teaching Salaries*

- Expenditure on non-teaching staff appears high* 189 The third area of budget imbalance relates to the allocation of funds between teaching and non-teaching salaries. While data for expenditure on non-teaching salaries is not available directly, the analysis which follows suggests that such salaries may take up an unjustifiably large proportion of budgets.
- 190 As has been shown in Table 8, wages and salaries account for a large part of the education budget. However, the estimation of the share of teaching salaries in the budget given in Table 10 suggests that they account for a more modest level, implying that the remaining balance of wages and salaries, which is substantial, is being spent on non-teaching staff. Table 10 takes the average pay and allowances of teachers in each of the cantons shown and calculates a total teaching pay bill from the number of teachers employed. It then compares the teaching pay bill with the total budget allocation. It must be emphasised that this is only a rough and ready estimate. Further investigation is needed to establish whether the level of expenditure on non-teaching staff is excessive and should be reviewed. The proposed per-pupil school funding regime should cause non-teaching staff expenditure to come under scrutiny in any case.

Table 10

**Teachers' pay as a % of primary and secondary education expenditure, for certain cantons**

Canton	Canton number	PRIMARY					SECONDARY				
		PS teacher Pay DM/month	PS teacher numbers	PS teacher pay bill DM000s pa	PS expend. DM000s	Teacher pay as % budget	SS teacher pay DM/month	SS teacher numbers	SS teacher pay bill DM000s pa	SS expend. DM000s	Teacher pay as % budget
Tuzla Drina	3	484	3 095	17 976	39 832	45	527	1 505	9 518	18 532	51
Zenica Dobož	4	530	2 064	13 127	32 439	40	621	1 290	9 613	14 685	65
Gorazde Drina	5	376	174	785	1 861	42	450	97	524	925	57
Sarajevo	9	559	2 122	14 234	33 982	42	619	1 285	9 545	24 977	38

Sources : Student and teacher numbers (1998 enrolments) collected for this project  
Canton Budget expenditures for 1998

**C. Economies of Scale**

- 191 It is important to emphasise that the question whether true economies of scale exist in modern education systems in the same way as in some industrial sectors has been a matter for expert debate for many years, and the evidence is not conclusive. However, if it is assumed that larger schools can enjoy economies of scale, some urban schools in Bosnia and Herzegovina are already in a position to reap such economies because they are large by European standards.

*Large urban,  
small rural  
primary  
schools*

192 Urban primary schools in Bosnia and Herzegovina are sometimes two or three times the size commonly to be found in western Europe, and those in rural areas are organised on a “branch basis” under a single administration. The statistics collected for this report show that the average size of lower primary school in Republika Srpska is 706 pupils, and in cantons 1,3, and 10 the averages are respectively 414, 371, 399, and 399. In the Federation cantons 4, 6, 7 & 9, the average sizes for all primary schools (upper and lower combined) are 782, 627, 547, and 786. There are a significant number of schools with an enrolment of over 1,000. At the other end of the scale, large numbers of “branch” schools exist in rural areas which are very small, with only one or two teachers. (The average size of lower primary branch schools in canton 5 is below 17.) In principle, branch schools should benefit from being part of a larger network, but in practice they tend to operate largely in isolation. Some branch schools are likely to benefit from the quality fund to enable them to compensate for the disadvantages of their small size and remote location. The directors of schools responsible for branch schools should also receive training in the management of school networks.

*Secondary  
schools offer  
scope for  
concentration*

193 The average size of secondary schools is rather lower than that of primary schools - 584 for the Republika Srpska and ranging from 354 to 630 for those Federation cantons for which statistics are available. It would be highly desirable to examine the scope for a more thorough reorganisation of secondary schools, with the aim of providing secondary education through fewer, larger units.

194 The Federation canton administrations are a different story. The scope exists for out-sourcing a range of services which could be undertaken either by an “intermediary organisation” by level (paragraphs 152ff. above) or by private sector organisations. The delivery of testing and assessment services, of teacher training, and of up-to-date management information and data systems would be obvious candidates for out-sourcing to the private sector. In the case of teacher training, the principle of devolving responsibility to the school level (paragraph 108 above) should be followed. Schools should make the key decisions about what training they need and from whom it should be purchased.

#### **D. Higher Education**

*Equity the  
rationale of  
state funding*

195 Higher education requires special consideration because it is available in a small number of places and it is important to ensure access for all of the population who are able to benefit wherever they may live. In the Federation, those cantons with university faculties tend to bear a disproportionate burden of the cost. In EU countries, higher education funding is wholly or partly a state responsibility because of the need for equity in both student access and cost sharing.

Cost recovery mechanisms deserve consideration as a method of part-financing

196 for higher education and releasing new funding streams to support improvements in quality and expansion of opportunity as the capacity of the economy to absorb graduates grows. Cost recovery can be achieved either by requiring individual students to pay a tuition fee reflecting the whole or part of the average cost, or by an inter-governmental charging system, or both. Some steps have been taken by cantons providing university level education to charge for students attending from other cantons, but payments do not appear to be made systematically.

Recommendation:  
*Cost recovery by moderate tuition fees offset by loans should be considered*

197 Cost recovery by means of tuition fees is well established in some advanced countries and can be justified on equity grounds. Graduates in such countries enjoy higher incomes than non-graduates. It is therefore reasonable to recover part of the cost from them through tuition fees. Loan schemes enable repayments to be deferred until graduates are in employment. To begin with, it would be appropriate to set tuition fees at a small proportion of average costs (say ten to twenty per cent); rates could be reviewed in later years as the economy recovers and graduates' job prospects improve. If the cost structure of Sarajevo university shown in the statistical appendix is taken as a guide, the average annual cost per student (in 1997) was DM 2 141 per annum. This would indicate an annual tuition fee of DM 420, assuming a flat-rate regime. Under a variable fee regime, the fees would vary from DM 188 for law up to DM 5 200 for medicine. However, a variable fee regime reflecting costs is not recommended initially because of the adjustment difficulties which students would face. Progression to a simple variable scheme with different rates for broad subject areas would be a first step, to be considered when the economy is offering more opportunities for graduates. To avoid the fee-cum-loan scheme's deterring access by students from economically disadvantaged backgrounds, any financial support for student subsistence should be targeted on need.

198 Table 11 shows the average establishment in terms of full-time teaching staff per faculty for each university. This Table excludes part-time teachers because they are normally committed to multiple careers and cannot make the same contribution in teaching and research as full-time teachers.

Table 11

**Average number of full-time academic staff per faculty**

<b>University</b>	<b>Average number FT academic staff per faculty</b>
Bihac	11
"Srpsko Sarajevo"	15
"Dzemal Bijedic"	22
Banja Luka	26
Sarajevo	38
Tuzla	68*
Mostar West	na

\*Probably includes part time staff

*Many faculties  
are below the  
critical mass  
for quality*

199 It is clear that even in the large, well established universities, faculties are, on average, small organisations. This casts doubt on their ability to function effectively and efficiently as legally autonomous units. In addition, there must be a serious question about the ability of units as small as 20 or 25 academic staff to perform as academic entities. There is a notion of the "critical mass" which is necessary for groups of academic staff to achieve academic results of international standing. This "critical mass" varies from subject to subject, but it assumes that teachers are working within a large, supportive, corporate university, not in isolation as in most of the universities of Bosnia and Herzegovina. It is very wasteful for faculties to be run without regard to the opportunities for sharing teaching and research staff and facilities. Administrative systems are also unnecessarily duplicated in the present system. As recommended above (paragraph 135) better corporate management of the universities as a whole would improve their chances for international investment. This is an important change to introduce if universities are to win recognition internationally.

### **E. Developing a Stronger Private Education Sector**

200 The proportion of GDP currently spent on education in Bosnia and Herzegovina is about 7%. Although this appears high by comparison with the norm of 5-7% in western European countries, it should be seen against the background of the after-effects of the war and the need for investment in education to underpin recovery. As recovery gains momentum, it would be expected that the balance between public and private investment in education will also change. At present, individuals have little incentive to invest in

education because employment opportunities are very limited, and because of an education legal framework and system that is not geared to developing a modern economy. In addition to the principles outlined above, developing greater private investment should therefore be encouraged also as a means of ensuring a sustainable relation of education expenditures to overall economic performance.

Recommendation:  
*A prudent encouragement of private investment in good-quality education*

201 Such investment could take various forms: greater responsibility by enterprises in the provision of job-specific training for graduates of technical and vocational schools, as already mentioned; encouraging the setting up of private educational institutions, subject to strict licensing procedures to ensure the quality and relevance of their offerings; socially acceptable contributions by individuals and their families to a part of the costs of their post-compulsory education, etc. Changes in these directions will necessarily have to be gradual, depending on the evolution of the economy, but need to be kept in mind in any future strategy for the long-term development of education in Bosnia and Herzegovina.

## VIII. CONCLUSION

- 202 This report has tried to present a frank and comprehensive picture of the educational situation in Bosnia and Herzegovina, in all its contextual complexities – historical, political, administrative, organisational and financial: identify the main challenges that confront its future development; and suggest ways and means by which these challenges can be met.
- 203 Over and above these immediate action-oriented purposes, it is hoped that this report will remain a useful source of reference in the continuing debates, within the country itself and internationally, as to how education in Bosnia and Herzegovina may be brought to levels comparable to those in Western European countries, and specifically in terms of education outcomes beyond the simple accumulation and dissemination of knowledge. Reaching such levels is in fact the one objective on which there is universal agreement within the country, and one which has largely determined the preparation of this report and its recommendations.
- 204 The recommendations are not of equal urgency. Having regard to the scale of the problems and their resource implications, as set out in this report, the setting up of sequential priorities is a *sine qua non* in the development of an educational reform strategy in Bosnia and Herzegovina. These priorities should be reflected in the allocation of resources for educational reform both nationally and by outside donors. Change will have to be incremental and be so planned as to make a convincing case for the donor contributions which will continue to be necessary.
- 205 Accordingly, the recommendations dealing with purely educational issues, such as structures, content, teaching methods and levels of participation, represent pointers towards the medium and long-term development of educational provision. Those concerned with the setting up of policy, coordination and organisational processes and instruments, call for more immediate and urgent attention. Two aspects should be underlined.
- 206 First is the need to produce and share more information on education in BiH at all levels of the system. The data generated specifically for this report, which were not available otherwise, are only a bare minimum. The production of more comprehensive input, output and performance (outcome) information on education is, in fact, a prerequisite for effective strategy development. If the goal in Bosnia and Herzegovina is European integration, the information age must be embraced by the education system.

- 207 Second is the need to create and nurture common institutions and mechanisms in BiH aimed not at shared political control, but at professional cooperation and coordination across constituent groups. The preparation of common, if not identical, development strategies for education would be a prime example. The aim is not to mandate shared educational inputs (curricula, books, etc.) but to define the levels of cooperation and coordination in education that each constituent group owes the others. The Agency for Standards and Assessment, the Higher Education Council, and the Quality Fund, proposed or endorsed in this report, would be instruments of this non-coercive cooperation.
- 208 If there is a final message which emerges from the report, this is that the educational problems confronting Bosnia and Herzegovina, enormous as they are, are not insurmountable. With continued foreign assistance and incipient economic recovery in the country itself, progress could be made, but only if education could cease to be used as a platform for the propagation of political and ethnic ambitions. No group is likely to be fully satisfied in the short term with the process of cooperation outlined in this report. But the long term benefits of more objective information and more professional cooperation are undeniable, and will ultimately help all people in the country to achieve their common goal of European integration.
- 209 If allowed to pursue its own intrinsic objectives, education could become the chosen instrument for knitting together the torn fabric of the multicultural society which is Bosnia and Herzegovina, all the more so because of the traditional and persisting high esteem which the people of the country attach to education as the avenue to social and economic progress. This in itself offers a note of optimism with which to conclude this report.

## Summary of Recommendations

**Particularly urgent changes needed for establishing a minimum framework for policy coordination are printed in bold type**

### *A. Governance in general*

- § 35 Cantonal Ministries of Education should use the Federation Ministry of Education for voluntary coordination
- § 76 Legislative commissions of cantonal or Entity parliaments should seek international expertise
- § 96 Keep Entity and Canton ministries small, develop policy skills and devolve implementation to schools and municipalities
- § 155 Country-wide councils by level of education should be established, with due regard for their different purposes
- § 172 Data on inputs and outputs at canton and Entity levels should be collected

### *B. School education*

- § 87 **The UNDP/UNESCO concept for an Education Management Information System should be followed up**
- § 90 **An autonomous state-level agency for standards and assessment should be established**
- § 102 The creation of new Pedagogical Institutes should be avoided
- § 105 Resources should be redeployed from inspectorates to the development of the management information system
- § 107 The role and procedures of school boards should be reviewed and the remuneration of board members abolished
- § 108 Fiscal devolution to schools and municipalities should be considered
- § 114 Pre-school should be given greater budget priority
- § 116 Educational provision for special needs should be reviewed
- § 118 The enrolment age should be lowered to six
- § 124 (1) Vocational training should be reviewed in the light of the labour market

- (2) Generic qualifications should be introduced
- (3) Access to general upper secondary education should be increased
- (4) Preparations should be made for the economy to take over specific skills training

- § 145 The curriculum should be streamlined and an outcome approach to curriculum development adopted
- § 148 All pre-service training, for primary or secondary teaching, should be at the university level
- § 149 Professional skills should be emphasised in the training of teachers
- § 150 A survey of in-service training needs should be carried out

### *C. Higher education*

- § 130 **The legal personality of faculties should be abolished and the position of the rectors strengthened**
- § 135 **(1) An institutional basis for coordination of higher education should be created**  
**(2) Conditions for effective management within individual institutions should be created**  
**(3) Sector-wide procedures for funding and quality should be established**
- § 136 Business and public administration degree courses should be introduced
- § 156 **Setting up the proposed Higher Education Council is a priority and should be a prime condition for funding**

### *D. Financing*

- § 173 **A Quality Fund should be established at Entity or State level which would be selectively distributed to areas of need**
- § 181 Donor contributions should be integrated into budget planning
- § 183 A matching grant scheme for capital expenditure should be discussed between the authorities and international donor agencies
- § 187 (1) Greater devolution of financial management to school level should be granted  
(2) A per student budget allocation system should be established
- § 197 Cost recovery in higher education by moderate tuition fees offset by loans should be considered
- § 201 Private investment in good-quality education should be prudently encouraged.

**Table A1 - Number of Schools and Higher Education Institutions (Public)**

	Year	UNA-SANA	POSAVINA	TUZLA	ZEN-DOB.	GORAZDE	CTRL.BOSNIA	NERETVA-BOS	NERETVA-CRO	WEST-HERZ.	SARAJEV
<b>Pre-Primary total **</b>	98	7	2	18	17	1	n/av	8	n/av	4	
	95	6	0	22	14	0	n/av	11	n/av	n/av	
<b>Primary Schools</b>	98	140	20	236	189	16	114	58	n/av	74	
	95	n/av	10	237	165	15	89	67	n/av	n/av	
of which											
Central (1 - 8) Schools	98	45	7	90	67	6	n/av	20	n/av	10	
	95	n/av	6	88	60	4	n/av	24	n/av	n/av	
Branch (1 - 4) Schools	98	94	13	143	118	9	n/av	37	n/av	62	
	95	n/av	4	144	102	10	n/av	42	n/av	n/av	
Other (Special/arts)	98	1	0	3	4	1	4	1	n/av	2	
	95	n/av	0	1	3	1	n/av	1	n/av	n/av	
<b>Secondary Schools</b>	98	19	2	35	36	3	25	15	n/av	6	
	95	17	1	38	29	3	22	23	n/av	6	
of which											
Gymnasium	98	5	0,5	6	12	0,5	2	2	n/av	2	
	95	n/av	0,5	9	5	0,5	1	5	n/av	2	
Technical/vocational	98	13	1,5	28	22	2,5	22	11	n/av	4	
	95	n/av	0,5	28	22	2,5	20	16	n/av	4	
Other (Arts, Special..)	98	1	0	1	2	0	1	2	n/av	0	
	95	n/av	0	1	2	0	1	2	n/av	0	
<b>Higher Education Institutions</b>	98	6	0	8	7	0	0	6	9	0	
	95	3	0	7	5	0	0	6	9	0	
Faculties	98	4		7	4			5	8		
	95	0		5	2			5	8		
Post Secondary Schools	98	1		0	2			0	n/av		
	95	2		0	2			0	n/av		
Pedagogic Faculties	98	1		1	0			0	1		
	95	0		1	0			0	1		
Pedagogic Academies	98	0		0	1			1	0		
	95	1		1	1			1	0		

Source: Canton/RS Ministries of Education

\* BiH Federation totals are not comprehensive due to failure of some cantons to collect/divulge statistical information

\*\* Pre-primary institutions include both nursery and kindergarten

**Table A2 - Students Per School by Canton/RS**

	Year	UNA-SANA	POSAVINA	TUZLA	ZEN-DOB.	GORAZDE	CTRL.BOSNIA	NERETVA-BOS	NERETVA-CRO	WEST-HERZ.	SARAJE	
<b>Pre-Primary total *</b>	98	128	61	89	92	125	n/av	54	n/av	94		
	95	87	n/apl.	64	61	n/apl.	n/av	69	n/av	n/av		
<b>Primary Schools</b>	98	260	197	289	285	205	275	189	n/av	134		
	95	n/av	252	240	293	239	365	202	n/av	n/av		
<b>Secondary Schools</b>	98	618	602	720	527	444	405	307	n/av	518		
	95	425	340	540	623	390	524	80	n/av	n/av		
	Gymnasium	98	512	680	678	322	n/av	n/av	251	n/av	409	
		95	n/av	440	298	403	n/av	n/av	26	n/av	n/av	
	Technical/vocational	98	n/av	576	754	680	438	n/av	373	n/av	n/av	
		95	n/av	600	637	616	372	n/av	107	n/av	n/av	
<b>Higher Education Institutions</b>	Faculties	98	138	n/apl.	483	399	n/apl.	n/apl.	222	366	n/apl.	
		95	n/apl.	n/apl.	736	256	n/apl.	n/apl.	n/av	n/av	n/apl.	
	Post Secondary Schools	98	85	n/apl.	n/apl.	174	n/apl.	n/apl.	n/apl.	n/apl.	n/apl.	
		95	284	n/apl.	n/apl.	125	n/apl.	n/apl.	n/apl.	n/apl.	n/apl.	
	Pedagogic Faculties & Academies	98	85	n/apl.	1 766	n/av	n/apl.	n/apl.	n/av	n/av	n/apl.	
		95	130	n/apl.	955	n/av	n/apl.	n/apl.	n/av	n/av	n/apl.	

Pre-primary institutions include both nursery and kindergarten

Table A3 - Student-Teacher ratios Per Canton/RS

	Year	UNA-SANA	POSAVINA	TUZLA	ZEN-DOB.	GORAZDE	CTRL.BOSNIA	NERETVA-BOS	NERETVA-CRO	WEST-HERZ.	SARAJE	
<b>Pre-Primary total *</b>	98	15	7	12	7	16	n/av	15	n/av	21		
	97	18	n/apl.	15	11	17	n/av	16	n/av	21		
	96	18	n/apl.	20	9	44	n/av	29	n/av	n/av		
	95	15	n/apl.	11	7	n/av	n/av	36	n/av	n/av		
<b>Primary Schools</b>	98	23	15	22	26	19	12	19	19	19		
	97	25	16	21	22	20	41	n/av	n/av	18		
	96	25	15	22	22	23	88	17	n/av	n/av		
	95	n/av	16	26	23	24	n/av	33	n/av	n/av		
<b>Secondary Schools</b>	98	19	12	17	15	14	13	13	10	18		
	97	18	12	16	14	15	n/av	13	n/av	15		
	96	16	9	16	14	14	14	10	n/av	n/av		
	95	18	6	17	13	14	n/av	17	n/av	n/av		
	Gymnasium	98	n/av	8	18	13	n/av	n/av	11	n/av	14	
		97	n/av	10	16	13	n/av	n/av	10	n/av	13	
		96	n/av	9	12	16	n/av	n/av	10	n/av	n/av	
		95	n/av	16	n/av	15	n/av	n/av	n/av	n/av	n/av	
Technical/vocational	98	n/av	15	17	16	11	n/av	14	n/av	19		
	97	n/av	13	16	14	12	n/av	13	n/av	16		
	96	n/av	9	17	14	11	n/av	10	n/av	n/av		
	95	n/av	7	n/av	13	11	n/av	16	n/av	n/av		

<b>Higher Education</b>	98	18	n/apl.	11	9	n/apl.	n/apl.	n/av	n/av	n/apl.
<b>Institutions</b>	97	28	n/apl.	10	9	n/apl.	n/apl.	n/av	n/av	n/apl.
	96	30	n/apl.	11	9	n/apl.	n/apl.	n/av	n/av	n/apl.
	95	22	n/apl.	11	4	n/apl.	n/apl.	n/av	n/av	n/apl.
Faculties	98	18	n/apl.	9	10	n/apl.	n/apl.	n/av	n/av	n/apl.
	97	19	n/apl.	9	10	n/apl.	n/apl.	n/av	n/av	n/apl.
	96	30	n/apl.	11	10	n/apl.	n/apl.	n/av	n/av	n/apl.
	95	11	n/apl.	9	3	n/apl.	n/apl.	n/av	n/av	n/apl.
Post Secondary Schools	98	9	n/apl.	n/apl.	7	n/apl.	n/apl.	n/av	n/av	n/apl.
	97	70	n/apl.	n/apl.	7	n/apl.	n/apl.	n/av	n/av	n/apl.
	96	25	n/apl.	n/apl.	7	n/apl.	n/apl.	n/av	n/av	n/apl.
	95	71	n/apl.	n/apl.	6	n/apl.	n/apl.	n/av	n/av	n/apl.
Pedagogic Faculties &	98	n/av	n/apl.	11	a/v	n/apl.	n/apl.	n/av	n/av	n/apl.
Academies	97	11	n/apl.	12	a/v	n/apl.	n/apl.	n/av	n/av	n/apl.
	96	32	n/apl.	13	a/v	n/apl.	n/apl.	n/av	n/av	n/apl.
	95	9	n/apl.	18	a/v	n/apl.	n/apl.	n/av	n/av	n/apl.

Pre-primary institutions include both nursery and kindergarten

**Table A4 - Public Education Budgets Per Student in KM**

	Year	UNA-SANA	POSAVINA	TUZLA	ZEN-DOB.	GORAZDE	CTRL.BOSNIA	NERETVA-BOS	NERETVA-CRO	WEST-HERZ.	SARAJEV
<b>Pre-Primary</b>	99	n/av	0	n/av	n/av	0	n/av	n/av	n/av	n/av	
	98	1 033	0	1 039	n/av	0	n/av	n/av	n/av	n/av	
	97	n/av	0	1 775	n/av	0	n/av	n/av	n/av	n/av	
<b>Primary</b>	99	739	1 127	660	696	492	702	665	1 117	1 189	
	98	632	n/av	620	645	574	615	n/av	n/av	1 011	
	97	493	n/av	583	547	590	448	616	n/av	n/av	
<b>Secondary</b>	99	1 071	1 524	778	929	583	1 087	968	1 601	1 534	
	98	873	1 437	795	757	690	806	n/av	n/av	1 316	
	97	725	n/av	734	816	712	667	1 135	n/av	n/av	
<b>Higher Education</b>	99	3 061	n/apl.	1 628	2 141	n/apl.	n/apl.	908	581	n/apl.	
	98	1 785	n/apl.	1 565	1 721	n/apl.	n/apl.	n/av	n/av	n/apl.	
	97	1 155	n/apl.	1 195	1 017	n/apl.	n/apl.	n/av	n/av	n/apl.	

**Table A5 - Full time Equivalent Students  
Pre-Primary and Primary Education**

	Year	UNA-SANA	POSAVINA	TUZLA	ZENICA- DOBOJ	GORAZDE	CTRL.BOSNIA	NERETVA-BOS.	NERETVA- CRO	W-HERZEGOVINA	SARAJEVO
<b>Pre-Primary-total</b>	98	895	122	1 600	1 557	125	n/av	433	n/av	375	1 989
	97	783	0	1 807	1 579	135	n/av	480	n/av	362	1 980
	96	832	0	1 269	1 248	350	n/av	902	n/av	n/av	1 943
	95	520	0	1 399	850	n/av	n/av	764	n/av	n/av	1 500
<b>Primary - total</b>	98	36 408	3 942	68 239	53 901	3 277	31 327	10 940	13 844	9 885	43 663
	97	33 908	3 720	64 255	50 315	3 244	30 870	10 896	n/av	9 567	41 191
	96	31 574	3 150	65 075	49 851	3 187	32 508	13 285	n/av	n/av	38 803
	95	29 595	2 520	56 882	48 364	3 583	n/av	13 524	n/av	n/av	37 921
of which Primary I (grades 1 - 4 )	98	18 644	n/av	33 410	43 855	n/av	n/av	n/av	n/av	5 095	20 751
	97	17 465	n/av	31 966	40 269	n/av	15 302	11 692	n/av	4 936	19 576
	96	16 352	n/av	33 485	39 839	n/av	n/av	n/av	n/av	n/av	18 403
	95	15 763	n/av	29 655	38 356	n/av	n/av	n/av	n/av	n/av	n/av
Primary II (grades: 5 - 8)	98	17 764	n/av	34 829	9 330	n/av	n/av	n/av	n/av	4 790	22 912
	97	16 443	n/av	32 289	9 330	n/av	15 568	15 593	n/av	4 631	21 615
	96	15 222	n/av	31 590	9 330	n/av	n/av	n/av	n/av	n/av	20 400
	95	13 832	n/av	27 227	9 330	n/av	n/av	n/av	n/av	n/av	n/av
Other (Special/Arts)	98	334	0	536	716	125	n/av	n/av	n/av	n/av	1 290
	97	n/av	0	n/av	716	129	n/av	n/av	n/av	n/av	1 035
	96	n/av	0	n/av	682	126	n/av	n/av	n/av	n/av	827
	95	n/av	0	n/av	678	130	n/av	n/av	n/av	n/av	n/av

Source: Canton/RS Ministries of Education

BiH Federation totals are not comprehensive due to failure of some cantons to collect/divulge statistical information

**Table A6 - Full time Equivalent Students  
Secondary Education**

	Year	UNA-SANA	POSAVINA	TUZLA	ZENICA- DOBOJ	GORAZDE	CTRL.BOSNIA	NERETVA-BOS.	NERETVA- CRO	W.-HERZEGOVINA	SARAJEVO
<b>Secondary - total</b>	98	11 734	1 204	25 193	18 988	1 333	10 120	4 609	5 414	3 107	20 950
	97	9 895	1 131	23 317	19 407	1 341	n/av	4 283	n/av	2 983	19 027
	96	8 605	731	23 038	18 074	1 130	11 537	4 192	n/av	n/av	16 651
	95	7 228	340	20 523	15 713	1 171	n/av	1 832	n/av	n/av	13 808
of which											
Gymnasium	98	2 558	340	4 070	3 864	208	n/av	501	n/av	818	4 729
	97	1 953	320	3 176	3 816	221	n/av	474	n/av	818	4 205
	96	1 716	260	2 184	2 480	206	n/av	509	n/av	n/av	3 433
	95	n/av	220	2 680	2 014	210	n/av	128	n/av	n/av	2 450
Technical Schools **	98	9 084	864	10 785	3 739	624	n/av	3 980	n/av	2 289	8 781
	97	7 835	811	9 741	3 469	582	n/av	3 674	n/av	2 165	8 337
	96	6 823	471	9 807	1 402	421	n/av	3 534	n/av	n/av	7 320
	95	n/av	300	8 321	180	436	n/av	1 494	n/av	n/av	6 209
Vocational Schools	98	n/av	n/av	10 338	11 218	471	n/av	128	n/av	n/av	6 049
	97	n/av	n/av	10 400	11 966	508	n/av	135	n/av	n/av	5 294
	96	n/av	n/av	10 417	14 033	473	n/av	149	n/av	n/av	4 881
	95	n/av	n/av	9 522	13 368	495	n/av	210	n/av	n/av	4 140
Other	98	92	0	n/av	167	30	n/av	n/av	n/av	n/av	1 391
	97	71	0	n/av	156	30	n/av	n/av	n/av	n/av	1 191
	96	66	0	n/av	159	30	n/av	n/av	n/av	n/av	1 017
	95	n/av	0	n/av	151	30	n/av	n/av	n/av	n/av	1 009

Source: Canton/RS Ministries of Education

BiH Federation totals are not comprehensive due to failure of some cantons to collect/divulge statistical information

\*\*When technical and vocational students could not be disaggregated, total for all VET students included under technical

**Table A7 - Full time equivalent students  
Higher Eduations**

	Year	UNA-SANA	POSAVINA	TUZLA	ZENICA- DOBOJ	GORAZDE	CTRL.BOSNIA	NERETVA-BOS.	NERETVA- CRO	W.-HERZEGOVINA	SARAJEVO
<b>Higher Education</b>	98	885	0	6 054	1 944	0	0	1 873	4 104	0	14 754
<b>Students *</b>	97	1 174	0	5 581	1 944	0	0	n/av	n/av	0	12 882
	96	1 213	0	5 660	1 878	0	0	n/av	n/av	0	12 680
	95	913	0	5 611	761	0	0	n/av	n/av	0	8 159
of which											
University -- Faculties	98	550		3 379	1 596			1 111	2 927		13 925
	97	434		3 643	1 596			n/av	n/av		12 027
	96	696		3 584	1 570			n/av	n/av		12 021
	95	216		3 679	511			n/av	n/av		7 659
Teacher Training	98	250		1 766	n/av			762	1 177		458
Faculties/Academies	97	114		1 934	n/av			1 085	n/av		493
	96	316		2 061	n/av			n/av	n/av		381
	95	130		1 910	n/av			n/av	n/av		300
Post Secondary	98	85		13	348			n/av	n/av		371
	97	626		4	348			n/av	n/av		362
	96	201		15	308			n/av	n/av		278
	95	567		22	250			n/av	n/av		200

Source: Canton/RS Ministries of Education

\* BiH federation totals are not comprehensive due to failure of some cantons to collect/divulge statistical information

**Table A8 - Full Time Equivalent Teachers  
Pre-Primary and Primary Education**

	Year	UNA-SANA	POSAVINA	TUZLA	ZENICA- DOBOJ	GORAZDE	CTRL.BOSNIA	NERETVA-BOS.	NERETVA- CRO	W.-HERZEGOVINA	SARAJEVO
<b>Pre-Primary-total</b>	98	60	17	138	226	8	n/av	28	n/av	18	140
	97	43	0	124	149	8	n/av	30	n/av	17	132
	96	45	0	64	133	8	n/av	31	n/av	n/av	142
	95	34	0	123	125	0	n/av	21	n/av	n/av	n/av
<b>Primary - total</b>	98	1 556	255	3 095	2 064	174	2 640	567	727	516	2 122
	97	1 375	231	3 115	2 312	159	755	n/av	n/av	519	1 995
	96	1 272	210	2 908	2 259	139	368	783	n/av	n/av	1 880
	95	n/av	160	2 181	2 132	152	n/av	414	n/av	n/av	1 564
of which											
Primary I (grades 1 - 4 )	98	698	n/av	1 240	n/av	n/av	n/av	n/av	n/av	252	816
	97	672	n/av	1 252	n/av	n/av	340	289	n/av	237	778
	96	631	n/av	1 250	n/av	n/av	n/av	n/av	n/av	n/av	701
	95	n/a	n/av	1 047	n/av	n/av	n/av	n/av	n/av	n/av	610
Primary II (grades: 5 - 8)	98	836	n/av	1 855	n/av	n/av	n/av	n/av	n/av	274	1 306
	97	703	n/av	1 863	n/av	n/av	415	827	n/av	282	1 217
	96	641	n/av	1 658	n/av	n/av	n/av	n/av	n/av	n/av	1 179
	95	n/a	n/av	1 134	n/av	n/av	n/av	n/av	n/av	n/av	954
Other (Special/Arts)	98	n/av	0	n/av	87	10	n/av	n/av	n/av	n/av	n/av
	97	n/av	0	n/av	80	9	n/av	n/av	n/av	n/av	n/av
	96	n/av	0	n/av	79	9	n/av	n/av	n/av	n/av	n/av
	95	n/av	0	n/av	70	10	n/av	n/av	n/av	n/av	n/av

Source: Canton/RS Ministries of Education

BiH Federation totals are not comprehensive due to failure of some cantons to collect/divulge statistical information

**Table A9 - Full Time Equivalent Teachers  
Secondary Education**

	Year	UNA-SANA	POSAVINA	TUZLA	ZENICA- DOBOJ	GORAZDE	CTRL.BOSNIA	NERETVA-BOS.	NERETVA- CRO	W.-HERZEGOVINA	SARAJEVO	HERZ
<b>Secondary - total</b>	98	609	100	1 505	1 290	97	779	344	516	172	1 285	
	97	557	92	1 466	1 417	89	607	338	n/av	201	1 152	
	96	536	81	1 405	1 332	80	850	403	n/av	n/av	1 017	
	95	410	55	1 195	1 237	83	n/av	108	n/av	n/av	1 032	
of which												
Gymnasium	98	n/av	42	228	295	n/av	n/av	45	n/av	58	198	
	97	n/av	31	196	291	n/av	n/av	47	n/av	62	173	
	96	n/av	28	180	157	n/av	n/av	52	n/av	n/av	152	
	95	n/av	14	n/av	131	n/av	n/av	n/av	n/av	n/av	138	
Technical Schools **	98	n/av	58	682	281	59	n/av	295	n/av	118	574	
	97	n/av	61	680	192	55	n/av	287	n/av	139	518	
	96	n/av	53	635	88	49	n/av	347	n/av	n/av	458	
	95	n/av	41	n/av	24	56	n/av	102	n/av	n/av	473	
Vocational Schools	98	n/av	n/av	595	664	38	n/av	4	n/av	n/av	436	
	97	n/av	n/av	590	884	34	n/av	4	n/av	n/av	392	
	96	n/av	n/av	590	1 043	31	n/av	4	n/av	n/av	346	
	95	n/av	n/av	n/av	1 043	27	n/av	6	n/av	n/av	358	
Other	98	10	0	n/av	50	n/av	n/av	n/av	n/av	n/av	77	
	97	24	0	n/av	50	n/av	n/av	n/av	n/av	n/av	69	
	96	24	0	n/av	44	n/av	n/av	n/av	n/av	n/av	61	
	95	n/av	0	n/av	39	n/av	n/av	n/av	n/av	n/av	63	

Source: Canton/RS Ministries of Education

BIH Federation totals are not comprehensive due to failure of some cantons to collect/divulge statistical information

\* When Technical and vocational teachers could not be disaggregated, total for all VET teachers included under technical

**Table A10 - Full Time Equivalent Teachers  
Higher Education**

	Year	UNA-SANA	POSAVINA	TUZLA	ZENICA- DOBOJ	GORAZDE	CTRL.BOSN IA	NERETVA-BOS.	NERETVA- CRO	W.-HERZEGOVINA	SARAJEVO
<b>Higher Ed. Teach.</b>	98	50	0	552	217	0	0	n/av	n/av	0	1 425
<b>Staff - Total</b>	97	42	0	550	212	0	0	n/av	n/av	0	1 367
	96	41	0	501	207	0	0	n/av	n/av	0	1 292
	95	41	0	511	199	0	0	n/av	n/av	0	990
of which											
University -- Faculties	98	30		390	166			n/av	n/av		n/av
	97	23		387	164			n/av	n/av		n/av
	96	23		338	161			n/av	n/av		n/av
	95	19		402	158			n/av	n/av		n/av
Teacher Training	98	n/av		162	n/av			n/av	n/av		n/av
Faculties/Academies	97	10		163	n/av			n/av	n/av		n/av
	96	10		163	n/av			n/av	n/av		n/av
	95	14		109	n/av			n/av	n/av		n/av
Post Secondary	98	10		n/av	51			n/av	n/av		n/av
	97	9		n/av	48			n/av	n/av		n/av
	96	8		n/av	46			n/av	n/av		n/av
	95	8		n/av	41			n/av	n/av		n/av

Source: Canton/RS Ministries of Education

BiH Federation totals are not comprehensive due to failure of some cantons to collect/divulge statistical information

**Table A11 - Public Budget Allocations and Expenditures on Education by Level of Education and Economy**  
**1999 Education Budgets**  
**in KM**

1999	UNA SANA	POSAVINA	TUZLA	ZENICA	GORAZDE	CTRL.BOS.	NERETVA	NERETVA	W. HERZEG	SARAJEVO
							Bosniak	Croat		
Primary - total							22 727 260			
Budget Allocations	26 905 055	4 443 550	45 055 820	37 535 000	1 612 742	22 000 000	7 270 000	15 457 260	11 756 900	34 000 000
	61%	60%	56%	63%	55%	64%	54%	57%	65%	32%
Secondary - total							13 127 980			
Budget Allocations	12 569 804	1 834 430	19 599 732	17 632 000	776 848	11 000 000	4 460 000	8 667 980	4 765 200	26 000 000
	29%	24%	24%	30%	27%	32%	33%	32%	26%	24%
University							4 083 284			
Budget Allocations	2 709 378	90 000	9 858 024	4 162 900	0	1 000 000	1 700 000	2 383 284	1 600 300	27 000 000
	6%	1%	12%	7%		3%	12%	9%	8%	25%
Ministry of Education							720 204			
Budget allocations	304 100	111 560	394 582	410 900	150 177	383 410	109 680	610 524	617 000	1 212 000
	1%	1%	0%	1%	5%	1%	1%	2%	3%	1%
Current Transfers		1					180 000			
Budget allocations	1 250 000	690 000	1 100 000	0	376 060	0	0	180 000	570 000	1 500 000
	3%	9%	1%		13%			1%	3%	1%
Capital Expenditures							250 000			
Budget allocations	61 300	200 000	4 500 000	0	0	0	0	250 000	0	16 400 000
	0%	3%	6%					1%		15%
<b>Total</b>							41 088 728			
<b>Budget Allocations</b>	43 799 637	7 369 540	80 508 158	59 740 800	2 915 827	34 383 410	13 539 680	27 549 048	19 309 400	106 210 000

Source: Canton/RS Ministries of Education

Note: Current transfers may include minor transfers for activities other than education under the responsibility of the MoE, such as Culture, sports, information, etc.; transfers are not available by level of education, but are used for student subsidies, particularly in higher education.; see subsequent tables for breakdown of capital expenditures by level

**Table A12 - Public Budget Allocations and Expenditures on Education by Level of Education and Economy**  
**1998 Education Budgets**  
**in KM**

1998	UNA SANA	POSAVINA	TUZLA	ZENICA	GORAZDE	CTRL.BOS.	NERETVA Bosniak	NERETVA Croat	W. HERZEG	SARAJ
Pre-Primary - total										
Budget Allocations	n/av	0	n/av	n/av	0	n/av	n/av	n/av	n/av	n/a
Actual Expenditures	808 468 2%	0	1 876 977 3%	n/av	0	n/av	n/av	n/av	n/av	n/a
Primary - total										
Budget Allocations	22 030 000 58%	3 696 790 72%	37 208 900 60%	31 930 000 65%	2 570 551 60%	19 000 000 64%	n/av	n/av	10 144 000 64%	30 070 33%
Actual Expenditures	21 435 833 62%	3 933 460 70%	39 831 570 58%	32 439 000 64%	1 861 742 45%	n/av	n/av	n/av	9 673 433 65%	33 982 35%
Secondary - total										
Budget Allocations	11 772 480 31%	1 453 860 28%	17 281 924 27%	15 925 000 31%	836 752 20%	9 300 000 31%	n/av	n/av	4 241 000 27%	22 990 28%
Actual Expenditures	8 641 851 24%	1 625 140 29%	18 531 835 27%	14 685 000 29%	925 216 22%	n/av	n/av	n/av	3 924 973 26%	24 976 26%
University										
Budget Allocations	<b>2 531 120</b> 7%	0	9 049 700 14%	3 195 000 6%	0	1 000 000 3%	<b>1 512 000</b>	<b>8 206 938</b>	1 430 000 9%	<b>30 460</b> 35%
Actual Expenditures	2 095 054 6%	107 123 2%	8 735 587 13%	3 346 000 7%	0	n/av	n/av	n/av	1 243 593 8%	27 241 30%
Ministry of Education										
Budget Allocations	376 400 1%	n/av	n/av	n/av	116 856 3%	358 000 1%	n/av	n/av	n/av	300 000 3%
Actual Expenditures	250 100 1%	n/av	n/av	n/av	218 361 5%	n/av	n/av	n/av	n/av	300 000 2%
Current Transfers										
Budget Allocations	1 100 000 3%	n/av	n/av	n/av	791 000 18%	n/av	n/av	n/av	n/av	1 480 1%
Actual Expenditures	1 526 000 4%	n/av	n/av	n/av	1 098 407 27%	n/av	n/av	n/av	n/av	1 309 1%
Capital Expenditures										
Budget Allocations	n/av	n/av	n/av	n/av	n/av	n/av	n/av	n/av	n/av	10 000
Actual Expenditures	n/av	n/av	n/av	n/av	n/av	n/av	n/av	n/av	n/av	109 569
<b>Total</b>	<b>37 810 000</b>	<b>5 150 650</b>	<b>63 540 524</b>	<b>51 050 000</b>	<b>4 315 159</b>	<b>29 658 000</b>	<b>n/av</b>	<b>n/av</b>	<b>15 815 000</b>	<b>95 300</b>
<b>Total</b>	<b>34 757 306</b>	<b>5 665 723</b>	<b>68 975 969</b>	<b>50 470 000</b>	<b>4 103 726</b>	<b>29 806 130</b>	<b>34 157 339</b>		<b>14 842 000</b>	<b>97 378</b>

Source: Canton/RS Ministries of Education: in absence of canton data on expenditures, figures in bold-italic source: Federation Ministry of Finance (total expenditure) and Federation Ministry of Education, Culture, sc

Notes: Expenditure data provided by cantons varies slightly from that reported by the Federation Ministry of Finance due to inclusion of various youth, science and cultural expenditures which were not deemed educational transfers. Transfers are not available by level but a majority of these funds are reported to be used for student subsidies, particularly in higher education; see subsequent tables for a breakdown of capital expenditures by level.

**Table A13 - Public Budget Allocations and Expenditures on Education by Level of Education and Economic I**  
**1997 Education Budgets in KM**

1997	UNA SANA	POSAVINA	TUZLA	ZENICA	GORAZDE	CTRL.BOS.	NERETVA	NERETVA	W. HERZEG	SARAJ
							Bosniak	Croat		
Pre-Primary - total										
Budget Allocations	n/av	n/av	n/av	n/av	0	n/av	n/av	n/av	n/av	n/a
Actual Expenditures	n/av	n/av	2 252 689 3%	n/av	0	n/av	n/av	n/av	n/av	n/a
Primary - total										
Budget Allocations	<b>14 871 040</b> 62%	n/av	<b>43 845 735</b> 62%	<b>27 260 000</b> 61%	2 766 500 58%	<b>14 569 524</b> 65%	<b>8 180 000</b> 55%	n/av	7 236 000 52%	27 370 34%
Actual Expenditures	15 578 413 66%	2 372 140 62%	37 926 923 64%	n/av	1 880 422 56%	n/av	n/av	n/av	7 761 451 58%	29 368 37%
Secondary - total										
Budget Allocations	<b>6 224 060</b> 26%	n/av	<b>19 631 637</b> 28%	<b>14 745 000</b> 33%	1 325 900 28%	<b>7 697 232</b> 35%	<b>4 760 000</b> 32%	n/av	3 942 000 28%	21 980 28%
Actual Expenditures	6 241 845 26%	385 690 10%	16 899 167 29%	n/av	804 362 24%	n/av	n/av	n/av	3 122 775 23%	21 926 28%
Higher Education										
Budget Allocations	<b>991 700</b> 4%	n/av	<b>7 005 824</b> 10%	<b>1 910 000</b> 4%	0	0	<b>1 800 000</b> 12%	n/av	1 364 000 10%	25 600 32%
Actual Expenditures	1 401 166 6%	n/av	6 766 279 11%	n/av	0	0	n/av	n/av	1 000 619 7%	25 280 32%
Ministry of Education										
Budget Allocations	n/av	0	n/av	n/av	58 400 1%	155 663	n/av	n/av	n/av	270 000 0%
Actual Expenditures	n/av	0	n/av	n/av	81 485 2.00%	n/av	n/av	n/av	n/av	n/a
Current Transfers										
Budget Allocations	<b>1 901 017</b> 8%	n/av	<b>100 000</b> 0%	<b>665 000</b> 1%	625 100 13%	n/av	n/av	n/av	<b>1 450 000</b> 10%	4,120,000 5%
Actual Expenditures	<b>371 972</b> 2%	<b>1 079 586</b> 28%	n/av	n/av	584 221 18%	n/av	n/av	n/av	<b>1 453 351</b> 11%	1 680 2%
Capital Expenditures										
Budget Allocations	n/av	n/av	n/av	n/av	n/av	n/av	n/av	n/av	n/av	0
Actual Expenditures	n/av	n/av	n/av	n/av	n/av	n/av	n/av	n/av	n/av	1 120 1%
Total	<b>23 987 817</b>	<b>4 010 180</b>	<b>70 583 196</b>	<b>44 580 000</b>	4 775 900	<b>22 422 419</b>	<b>28 740 080</b>		<b>13 992 000</b>	79 340
Total	<b>23 593 396</b>	<b>3 837 416</b>	63 845 058	<b>39 306 450</b>	3 350 490	<b>23 322 915</b>	<b>29 375 956</b>		<b>13 338 196</b>	79 375

Source: Canton/RS Ministries of Education.; In absence of canton data, figures *bold-italic* Source: Federation Ministry of Finance, report on Budget Realization (Informacija o javnim prihodima i rashodima kantona Federacije BiH u) periode od  
 education, report on Primary Schools in FBiH (Informacija o osnovnim školama u FBiH, Mostar, juni 1998  
 Note: transfers are not available by level of education but a majority of these funds are reported to be used for student subsidies, particularly in higher education.

**Table A14 - Public Budget Allocations and Expenditures on Education by Level of Education and Economic I  
 1999 Education Budgets by Level and Type of Expenditure in KM**

1999		UNA SANA	POSAVINA	TUZLA	ZENICA	GORAZDE	CTRL.BOS.	NERETVA	NERETVA	W. HERZEG	SARAJ
								Bosniak	Croat		
<b>Total</b>	<b>Budget Allocations</b>	<b>43 799 637</b>	<b>7 369 540</b>	<b>80 508 158</b>	<b>59 740 800</b>	<b>2 915 827</b>	<b>34 383 410</b>	<b>13 539 680</b>	<b>27 549 048</b>	<b>19 309 400</b>	<b>106 21</b>
<b>Primary - total</b>		<b>26 905 055</b>	<b>4 643 550</b>	<b>46 555 820</b>	<b>37 535 000</b>	<b>1 612 742</b>	<b>22 000 000</b>	<b>7 270 000</b>	<b>15 607 260</b>	<b>11 756 900</b>	<b>34 000</b>
	Salaries	26 475 055	2 984 680	40 968 900	31 875 000	1 418 289	16 000 000	6 084 000	13 092 600	10 334 300	25 000
	Non-salary	430 000	1 458 870	4 086 920	5 750 000	194 453	600 000	1 186 000	2 364 660	1 422 600	9 000
	Capital	0	200 000	1 500 000	0	0	0	0	150 000	0	4 000
<b>Secondary - total</b>		<b>12 569 804</b>	<b>1 834 430</b>	<b>21 099 732</b>	<b>17 632 000</b>	<b>776 848</b>	<b>11 000 000</b>	<b>4 460 000</b>	<b>8 767 980</b>	<b>4 765 200</b>	<b>26 000</b>
	Salaries	12 289 804	1 271 700	17 777 400	16 047 000	666 565	8 000 000	3 672 600	7 262 300	4 021 300	18 000
	Non-salary	280 000	562 730	1 822 332	1 585 000	110 283	3 000 000	787 400	1 405 680	787 400	8 000
	Capital	0		1 500 000	0	0		0	100 000	0	7 500
<b>Higher Education</b>		<b>2 770 678</b>	<b>90 000</b>	<b>11 358 024</b>	<b>4 162 900</b>	<b>0</b>	<b>1 000 000</b>	<b>1 700 000</b>	<b>2 383 284</b>	<b>1 600 300</b>	<b>27 000</b>
	Salary	2 567 578	0	8 082 504	1 775 520	0	0	n/av	n/av	n/av	21 000
	Non-salary	141 800	90 000	1 775 520	2 387 380	0	1 000 000	n/av	n/av	n/av	6 000
	Capital	61 300	0	1 500 000	0	0	0	0	0	0	4 450
<b>Ministry/Administration</b>		<b>304 100</b>	<b>111 560</b>	<b>394 582</b>	<b>410 900</b>	<b>150 177</b>	<b>383 410</b>	<b>109 680</b>	<b>610 524</b>	<b>617 000</b>	<b>1 212</b>
	Salary	235 100	87 560	272 532	252 900	55 922	299 410	84 840	528 734	417 200	742 000
	Non-salary	69 000	24 000	122 050	158 000	94,255	84 000	25 200	81 790	200 000	470 000
	Capital	0	0	0	0	0	0	0	0	0	450 000
<b>Current transfers</b>		<b>1 250 000</b>	<b>690 000</b>	<b>1 100 000</b>	<b>n/av</b>	<b>376 060</b>	<b>0</b>	<b>0</b>	<b>180 000</b>	<b>570 000</b>	<b>1 500</b>

Source: Canton/RS Ministries of Education

Note: "Salary" includes: net-salaries, employers contributions, and allowances; "Non-Salary" includes: goods and services, utilities, and maintenance; transfers include students stipends and other student subsidies.



Current Transfers											
	Budget	1 100 000	n/av	n/av	n/av	791 000	n/av	n/av	n/av	n/av	14
	Actual	1 526 000	n/av	1 876 977	n/av	1 098 407	n/av	n/av	n/av	n/av	13

Source: Canton/RS ministries of education

Note: "Salary" includes: net-salaries, employers contributions, and allowances; "Non-Salary" includes: goods and services, utilities, and maintenance; transfers include students stipends and other student subsidies.