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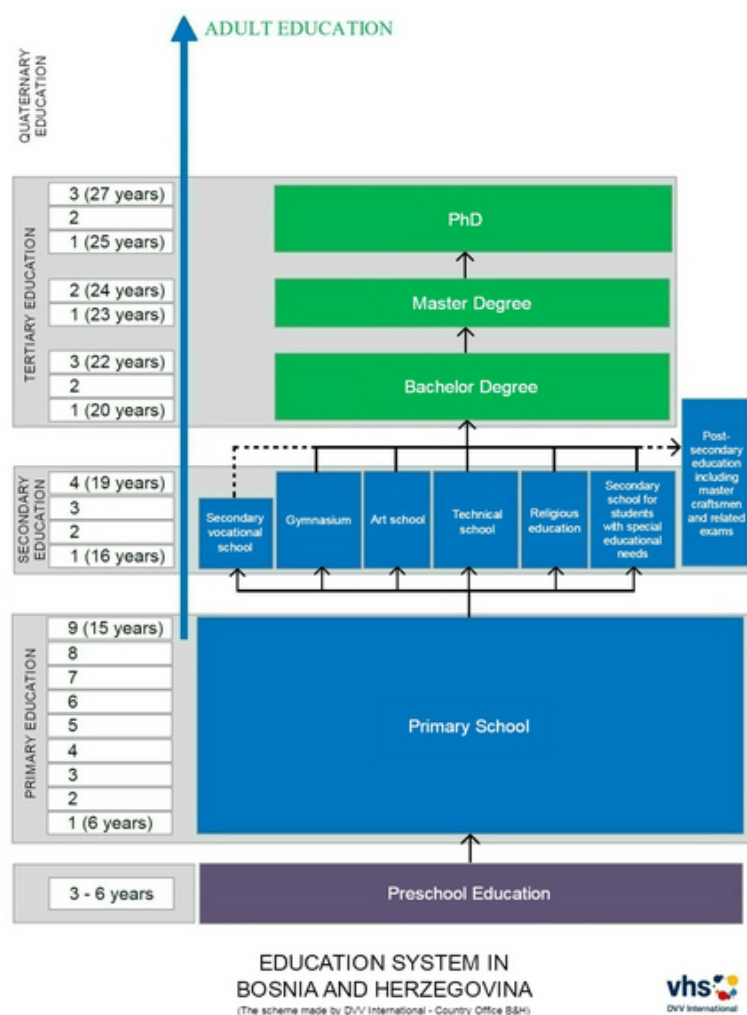


1. General information on VET system

1.1 Position of the VET/WBL system in Canton Sarajevo (Bosnia and Herzegovina)

The main principles of secondary education in Bosnia and Herzegovina are regulated on the basis of *Framework Law on Primary and Secondary Education in Bosnia and Herzegovina* (2003), while specific issues of its functioning in each of the 13 educational administrative units are further elaborated by respective laws. In Canton Sarajevo, according to the *Law on Secondary Education* ("Official Gazette of Canton Sarajevo", XXII/23, 2017, Article 57), the system of secondary education is comprised of:

- a) Grammar schools (known as gymnasias) – offering general secondary education
- b) Secondary schools of vocational education and training, which entails:
 1. Art and music schools
 2. Technical schools
 3. Vocational schools
- c) Religious schools
- d) Secondary schools for students with disabilities



Vocational education is based on practical instruction and is aimed for regular and non-regular students (in most cases, those above 18 years). Unlike general education and religious schools, VET schools lead to qualification, enabling students direct mobility to labour market, while some schools (those lasting 4 years) grant also mobility to tertiary education.



1.2 Historical perspective

The first VET schools in Bosnia and Herzegovina were established in the late 1880s, when the early attempts of industrialisation and modernisation can be traced. The first Secondary technical school (today's Secondary School for Construction and Geodesies) was established in Sarajevo in 1889, claiming status of the first technical school in the Balkan region. However, professional and vocational education were not highly reputed, as a consequence of low modernisation of the society and low differentiation of professional domain. The situation is about to be changed only in the aftermath of WWII. The majority of schools were established in the mid-1900s, responding to the country's need for infrastructural revival. One of the key periods in its development started in the 1970s, when the reforms were introduced in orienting secondary education more towards industry, which resulted in reducing the number of gymnasia and opening of various vocational departments. Development of the sector from 1990s was ruptured by war destructions, while the period following 1995 was dominated by reforms aimed at modernisation of curricula and better linking of education and industry. A comprehensive reform of VET system was initiated in the early 2000s, based on the principles of EU VET program. Schools were entitled to develop new curricula based on learning outcomes, striving for better linkage between theoretical and practical instruction, enabling thus closer connections with labour market.

1.3 Managing responsibilities

The overall system of secondary education, including VET schools is managed by the Ministry of Education, Science and Youth of Canton Sarajevo. No other body is entitled for managing responsibilities. Assembly of the Government of Canton Sarajevo decides on opening or closing schools. All VET schools are publicly funded. Currently, there are 6 private schools in Canton Sarajevo, and all of them are gymnasium-type schools offering general education (except for Medical school in Catholic Centre).

Secondary education in Canton Sarajevo is mandatory for the period of two years for students younger than 18 years *Law on Secondary Education* ("Official Gazette of Canton Sarajevo", XXII/23, 2017, Article 180). For regular students, it is free of charge, while there is a certain tuition fee for those enrolled as non-regular students (most commonly adults). Enrolment quotas are defined by the Government of the Canton Sarajevo, on the basis of the proposition by Ministry of Education, Science and Youth. Enrolment quotas are calculated on the analysis of the number of students completing primary education and additionally, in VET schools, on the basis of needs analysis in industry and labour market.



It is general perception that pupils are the main clients of the VET system, while companies are included via Advisory Councils with a representative from sector-related companies. On the occasion of reforms, wider public is consulted, especially companies and chambers, however, their participation should be more pronounced and active. Systematic reporting on the quality of workers completing VET does not exist.

1.4 VET/WBL programs

The main VET/WBL programs in Canton Sarajevo are listed below:

- Agriculture, Food, Veterinary and Catering Services
- Graphic Technologies, Visual Design and Multimedia
- Transportation and Communications
- Commerce and Trade
- Textile and Leather design
- Mechanical and Metal Processing
- Electrical Energetics and Information Technologies
- Medical and Dental Services
- Economy and Accounting
- Construction and Geodesies
- Wood-processing and environmental design
- Cosmetics and Hairdressing

1.5 Practical knowledge acquirement

WBL is regulated on the basis of the Article 61 of the *Law on Secondary Education*, which defines sites for its implementation: school workshops, laboratories and special cabinets, as well as other facilities properly equipped for teaching activities. In addition, practical instruction can be organized in companies and entrepreneur's workshops, provided there is qualified monitoring by the school in both cases. Conditions, forms, methods, activities and monitoring of practical instruction outside school are contracted specifically with companies, institutions or entrepreneurs. Regulations related to practical instruction are to be approved by the Minister of Education, Science and Youth of Canton Sarajevo. However, so far,



Regulations on Feral Practice (“Official Gazette of Sarajevo Canton”, February 2018) have been passed, while *Regulations on Practical Instruction* are still in the procedure.

VET schools started implementing innovated curricula, but still face challenges related to practical instruction, where one can notice large differences in number of teaching hours on the week basis (ranging from 34 to 57 per cent)¹. In some cases, practical instruction is delivered as a simulation in workshops and similar school-based sites because there are no proper conditions in the real work settings (e.g. farms, factories and the like).

1.6 Quality control system

In VET, quality control system rests on a set of precise procedures based on standard of occupations and educational standards, whose main aim is to assure planning, development and functioning, monitoring and assessment of VET outcomes, in order to satisfy the needs of labour market, ambitions of practical workers and social-economic development demands.²

Every school has certain monitoring activities, managed by coordinators for practical instruction in cooperation with mentors based in companies. Schools monitor dynamics and the level of acquisition of practical knowledge and skills, but the system as such does not exist. Especially it is difficult to ensure proper monitoring when it comes to companies-based WBL. One of the main obstacles for more comprehensive quality control system is lack of detailed plan of competencies acquisition for practical instruction outside school. In addition, Chamber of Economy should be entitled for certain parts of quality control system (recruitment of companies and candidates, monitoring the implementation of WBL, etc.), but its role in this regard according to the current Law on Chambers is fairly limited. *Draft of the Law on Dual Education*, which is currently being prepared by the Board of experts nominated by Ministry of Education, Science and Youth proposes more active role of Chamber of Economy in student assessment, curriculum revision and monitoring companies’ activities.

1.7 General / public perception on VET/WBL education

Generations currently living in BiH have been shaped by different political and social systems and respective values. In this regard, three cohorts can be identified: students, their parents and overall environment. Generations of 1960s and earlier have a rather positive attitude towards VET and WBL, as most of them had received this kind of training. However, they show the most resistance to major changes. Most of them have been forced to change many times

¹ *Strategy of Development of Education and Science in Canton Sarajevo (2017-2022)*, p. 80, available from: <http://esv.ks.gov.ba/strategija-razvoja-obrazovanja-i-nauke-kanton-sarajevo-za-period-2017-2022> (May 15, 2018)

² http://www.vetbih.org/portal/index.php?option=com_content&view=article&id=46&Itemid=181&lang=bs



during their career or life-time and had experienced the sense of insecurity resulting from larger changes. Generation currently being parents of secondary school children is more critical towards VET, as they do not see much opportunity for good income from secondary education diploma. On the other side, general perception is that less-capable students attend these schools and most parents find it unacceptable. Students, from their side, often make decisions emulating their peer groups. According to some estimations, half of students that are enrolled in VET schools did not chose those schools voluntarily as their first choice. Students often prefer practical exercises over theory; parents see benefits of such learning, in the sense that it enables more efficient acquisition of skills and competencies. General public perceptions are mixed, meaning that those who had experienced the time of industry expansion nowadays show distrust to current companies and their work values.

2. Contextual conditions of a VET system

Data listed in the table below are in most cases provided by the Ministry of Education, Science and Youth of Canton Sarajevo, unless otherwise is indicated.

No.	Indicator	Data (2008/2018)
1	Number of secondary schools	45
2	Number of secondary vocational schools	26
3	Number of students in secondary schools	15.982
4	Number of students in secondary vocational schools	10.539
5	Number of adults in vocational qualification programmes as the part of lifelong learning process	366 ³
6	Percentage of VET system graduates among all the secondary school graduates	63,45%
7	Success rate of finishing secondary schools vs. success rate of finishing secondary vocational schools	cc 80 % - success rate of finishing secondary vocational schools cc 98 % - success rate of finishing gymnasium
8	Student/teacher ratio in secondary schools vs. ratio in	Student/teacher ratio in secondary schools vs. ratio in

³ Source: *Institute for Statistics of FBiH*. Available from: <https://docs.google.com/gview?url=http://fzs.ba/wp-content/uploads/2017/08/Srednje-obrazovanje-2016-SB-253.pdf> (accessed, May 19 2018)



	secondary vocational schools	secondary vocational schools is equal.
9	Percentage of secondary vocational schools having their own workshops	90 % of secondary vocational schools have their own workshops
10	Percentage of companies who accept apprentices during their secondary schooling	Missing data *Note: given the limited role of Chamber of Economy in the formal educational system, and the fact that companies are not systematically obliged to participate in education and training, it is not possible to obtain systematically organised data
11	Number of secondary vocational school's student cooperatives	Every school has its own Council of students
12	Percentage of secondary vocational school students involved into student cooperatives work	Every class has its own representative in the Council of students
13	Total number of different vocational programmes	154
	Programmes with greatest enrolment quotas	
1	Secondary economical school - Economic technician	
2	Secondary electrical school – Electrical engineer	
3	Secondary dental school - Dental technician	
4	Secondary medical school - Nurse - technician	
5	Secondary medical school - Pediatric nurse-technician	
6	Secondary medical school - physiotherapist	
7	Secondary medical school - pharmaceutical-cosmetic technician	
8	Secondary school of civil engineering and geodesy - Architectural technician	
9	Secondary medical school – Lab technician	
10	Secondary school of agriculture, food, processing, veterinary medicine and service industries - Hairdresser	
	Programmes with largest interest of the pupils finishing primary school (by	



	enrolment applications)	
1	Secondary economical school - Economic technician	
2	Secondary electrical school – Electrical engineer	
3	Secondary dental school - Dental technician	
4	Secondary medical school - Nurse - technician	
5	Secondary medical school - Pediatric nurse-technician	
6	Secondary medical school - Physiotherapist	
7	Secondary medical school - Pharmaceutical-cosmetic technician	
8	Secondary school of civil engineering and geodesy - Architectural technician	
9	Secondary medical school – Lab technician	
10	Secondary school of agriculture, food, processing, veterinary medicine and service industries - Hairdresser	
14	Average division of hours between in class learning (theoretical and general knowledge) and practical work (in percentages).	42,1% - general knowledge 34,6%-theoretical knowledge 23,3%-practical work
	Programme(s) with minimum percentage of practical work	-Secondary music school -Secondary school of economics
	Programme(s) with maximum percentage of practical work	-Secondary vocational education and training - Secondary school of agriculture, food-processing, veterinary medicine and catering industries

3. The purpose of the VET system

3.1 The purpose of the VET system in Canton Sarajevo

The purpose of the VET system in Canton Sarajevo is creating conditions for high quality education in order to ensure acquisition of general and specific competencies needed for life in changing societal-cultural contexts and demands of labour market, modern technologies and advancements.



No	Indicator	Data		
1	Percentage of finished VET system graduates with regard to the NACE code of the industry employing them, compared to the structure of the employees in industries by the NACE code (as a measure of a parity between the supply and demand on the labour market)	cc 50% graduates from technical schools cc 10% graduates from vocational schools ⁴ *sector-specific data are not available		
2	Rate of secondary vocational school graduates among unemployed people	31,5% ⁵ *Note: data on the age structure are not available		
3	Number of adults enrolling in retraining/requalification programmes and their age structure.	230 ⁶		
4	Rate of secondary school graduates among entrepreneurs (GEM research, TEA indices...) ⁷	Year	% early entrepreneurs with lower secondary education	% early entrepreneurs with upper secondary education
		2012	5,88	7,55
		2011	3,6	8,7
		2010	2,6	8,4

3.2 Controls to examine skills and competences

Final exam in VET schools is comprised of:

⁴ Source: *Institute for Statistics of Federation of BiH*, available from: <http://fzs.ba/wp-content/uploads/2017/07/Kanton-Sarajevo-u-brojkama.pdf>, p. 29 (accessed May 18, 2018)

⁵ Source: *Employment Service of Canton Sarajevo, March 2018*. Available from: <http://szks.ba/wp-content/uploads/2018/05/Bilten-mart-2018-ispravke.pdf> (accessed May 19, 2018).

⁶ Source: *Institute for Statistics of FBiH*. Available from: <https://docs.google.com/gview?url=http://fzs.ba/wp-content/uploads/2017/08/Srednje-obrazovanje-2016-SB-253.pdf> (accessed, May 19 2018)

⁷ Note: in GEM research data are available only for the level of Bosnia and Herzegovina and its entities. However, it is not possible to discern data for specific cantons.

Source: *Global Entrepreneurship Monitor, GEM BiH 2012*, p. 51



- a) practical activity performed by a pupil in the school – workshops, cabinets, shops, construction sites, as well as industrial, crafts and other types of organisations and institutions
- b) oral presentation of practical activity
- c) written exam (essay) in Bosnian/Croatian/Serbian language.⁸

3.3 Certificate (responsible institutions)

Conditions leading to the Certificate on the master craftsman qualification are described by the *Regulations on Master Craftsman Exam*, passed on the level of Federation on Bosnia and Herzegovina.⁹ However, it is noted that the document does not have effective value for the level of Sarajevo Canton and current evaluation is conveyed according to operating school curricula. The exam is aligned with Qualification Framework and National Standard of Occupations. Requirements for taking the exam include:

- VET school diploma and at least two years of work experience in the relevant crafts
- any other secondary education diploma and at least five years of work experience in the relevant crafts.

The exam is organised by a VET school in collaboration with Chamber of Crafts. The Evaluation Committee is comprised of the several experts: experts in practical and theoretic knowledge, experts in economic administration and pedagogical-andragogical experts.the internal factors of VET system

4. The external factors of the VET system

4.1. Opportunities

- Willingness of education decision-making bodies for undertaking wide reforms
- Raising awareness of the importance of WBL in VET schools
- Implementation and linking of VET schools with business partners
- Participation of VET schools in international projects leading to quality improvement
- Affirmation of good practice examples

⁸ *Regulations on the Content and Procedures Related to Taking the Final Exam*, ("Official Gazette of SCanton Sarajevo, 23/10"), Article 3

http://mon.ks.gov.ba/propisi?field_legislativa_value=All&field_sluzbene_novine_value=All&field_legislativa_nadleznost_value=All&field_obrazovanje_value=3&field_strate_ki_value=All&field_neva_e_i_value=2&title=

⁹ Source: *The Chamber of Crafts of Federation of Bosnia and Herezgovina*, available from: <http://www.obkom-fbih.ba/zakonske-i-podzakonske-norme/22-pravilnik-o-polaganju-majstorskog-ispita> (May 17, 2018)



- Existence of Advisory Boards in the sense of more active participation of the representatives from companies

4.2. Threats

- Lack of harmonisation of the VET system on the basis of clear legal regulations
- Various reform initiatives without a clear common goal
- Insufficient operational cooperation between institutions
- Lack of finances for wider implementation of company-based WBL
- Slow curricular innovation and alignment with industry and real sector
- Discrepancy between enrolment quotas and actual labour market needs
- Lack of coherent administration system in secondary education (lack of comprehensive data base, Development agency, monitoring and quality assurance, etc.)
- Lack of systematic linkages between schools and companies

4.3. Regulatory framework

Regulatory weaknesses are reflected in the lack of strategy of VET, poor communication between developmental agencies, business sector, chambers and education sector. Current legislative does not oblige any of the sides to cooperation in VET. Specifically, stakeholders note that responsibilities are not clearly defined between Ministries of Education and Economy in implementation of VET and thereof WBL. This results in the lack of platform for cooperation between schools and business sector in curricula design, mentor training, and implementation of company-based WBL. Complete jurisdiction of Ministry of Education over VET schools shows weaknesses in the area of teacher training. Teachers themselves need company-based continuous professional development. Ministry of Education provides trainings in pedagogy and teaching methodology, but is not entitled for the group of VET subjects, nor is Ministry of Economy authorized for enabling this provision.

4.4. Economic conditions

Canton Sarajevo has a rather strong infrastructure compared to other parts of the country, thanks to its central position and larger concentration of resources. However, its economy rests widely on non-industrial branches¹⁰ and there are not enough places in companies to

¹⁰ Source: *Employment Service of Canton Sarajevo, March 2018*. Available from: <http://szks.ba/wp-content/uploads/2018/05/Bilten-mart-2018-ispravke.pdf> (accessed May 19, 2018).



absorb such a large number of VET students. In addition, the unemployment rate is high, job places insecure and salaries rather low. Things are slightly changing thanks to foreign investments, and difference in work culture and ethics is notable when it comes to companies with a foreign capital share.

4.5. Technology development

Technology development is in demand for flexible work-force, meaning it makes educational process in demand of interactive and more open curricula, based on learning outcomes and dominated by WBL forms. In Canton Sarajevo, it is possible to notice that some qualifications that used to be well-represented during previous eras are currently being completely marginalised (e.g. typist is now replaced by administrative workers competent in information technologies). Technology development has also resulted in radical decrease of interest for crafts and similar profiles based on traditional production process. In addition, without properly regulated world-of-work WBL, school is not capable to respond to the needs of changing technology development, while students are being educated on the outdated models or only in theoretical knowledge.

5. The internal factors of the VET system

5.1. Strengths

- Implementation of modularized curricula in majority of VET schools
- Promotion of outcomes-based instruction
- Orientation towards acquisition of general and specific competencies, enabling also mobility to post-secondary education
- Strong connections of some schools with certain companies
- Relative permeability of VET system, enabling retraining and requalification

5.2. Weaknesses

- Lack of facilities and infrastructural capacities for wider implementation of WBL
- Current practice of apprenticeship is seldom based on the well-developed programs of competence acquisition



- Missing education program for mentors in companies
- Outdated trainings for teachers in VET schools
- Slow innovations related to WBL
- Lack of systematic benefits to companies participating in VET
- Missing quality assurance system and systematic data on the quality of labor force graduating from VET
- Poor level of information about VET and its opportunities among pupils and their parents
- Lack of a unified protocol protecting VET students in company-based WBL (in terms of safety and work description)

5.3. Internal stakeholders

Currently, the most prominent players on the scene are Ministry of Education, Science and Youth of Sarajevo Canton, from one side, and Chamber of Economy of Sarajevo Canton, from the other. VET schools also show high interest in enhancing WBL, while the least initiative comes from the companies. Given the unregulated legal framework and lack of systematic solutions to private companies receiving pupils for instruction, this seems to be a rather justified position, although, the final beneficiary of a well-established WBL are companies themselves.

5.4. Material and financial means

Generally, there is a rather favorable climate for development of more company based WBL in Sarajevo Canton thanks to financial and industry capacities of this area. Most of international companies' representatives are seated in Sarajevo, the largest concentration of experts is present here, as well as the most diverse offer of VET schools. Schools note that they need business sector for better adjustment of their curricula. Companies, from their side, show interest in well-prepared work force, but are limited in their capacities to participate more intensively in this process. This is partly due to lack of clear regulations and protective mechanisms, as well as systematic stimulations for companies receiving students for practical training.



6. Fields of intervention: what are the main areas of development?

Secondary education in Sarajevo Canton is defined by the Law on Secondary Education ("Official Gazette of the Sarajevo Canton", No. 23/17) and by-laws with the same precise definition. The existing education system implies required cooperation between secondary vocational school and institutions in which professional practice is carried out. Schools and employers should be partners and have clearly defined their roles and responsibilities in providing a comprehensive initial secondary vocational education. In accordance with Article 37 of the Law on Secondary Education, the curriculum necessarily contain a common core of curricula, as prescribed by the Agency for Pre-school, Primary and Secondary Education. Currently, in the implementation of the curriculum in secondary vocational schools in Sarajevo Canton, there is a great difference in the number of hours of practical education at the weekly level. Therefore, students during initial vocational education often lack the opportunity to gain practical work experience. Practical classes are organized mostly in vocational schools and take place in a simulated work environment (school workshops, school kitchens, greenhouses, labs, etc.). Working in school conditions provides students with certain skills and knowledge, but they lack the skills that they can acquire only in a real environment through team work, work with new technologies, work under time pressure, work with real clients, and other opportunities.

Learning by doing is a very good way to train students according to the current needs of the labor market. If acquiring skills in practical teaching / practice with the employer is balanced and complementary to learning at school, it provides additional value for the quality of student training. Learning and training takes place in those environments that are most suitable for acquiring competences - alternately at school and practicing practical lessons with employers.

In addition to strengthening cooperation and partnership between schools and employers, some of the main areas identified for development are as follows:

- Legal framework
- Enrollment policy
- Curriculum and program and compliance with the needs of the labor market
- Learning outcomes
- Cooperation of schools with employers, ministries and chambers of commerce
- Vocational education and training capacity



7. Strategic plan

In February 2018, the Sarajevo Canton Government adopted the ***Guidelines for the introduction of dual education in secondary vocational schools in Sarajevo Canton***. The guidelines are the starting point for adopting a dual education law in the United Nations which is expected to be adopted by the end of 2019. A key reason for the adoption of these guidelines is the fact that in secondary schools for vocational education and training, practical training is largely realized in accordance with the curriculum in school workshops, laboratories, cabinets and other teaching facilities that are equipped in accordance with with norms. Even though practical classes under school supervision are partly carried out in companies, institutions as well as in independent businessmen who have the appropriate equipment, it is concluded that practical teaching is not sufficiently achieved by employers and in cooperation with them. Pupils do not master the skills required in the labor market, which are not competitive to a satisfactory degree after completing the school third or fourth year.

In May 2018, the Sarajevo Canton Government adopted the Draft Strategy for the Development of Education and Science of Canton Sarajevo for the period 2018-2022. years. The aim of the Strategy is to improve the educational system development in Canton Sarajevo. There is a need for improvement and strengthening of cooperation between schools and employers and for curricular reform, and the harmonization of curricula with the needs of the labor market.

In line with the above, the following strategic steps have been identified:

- Establishing the legal framework
- Clear definition of quality standards and establishment of quality control
- Direction and monitoring of the implementation of dual education
- Continuous training of teachers and staff responsible for realization of the practical part of teaching



8. Operational plan

Table with areas of intervention and the ideal vision.

OBLASTI INTERVENCIJE	IDEALNA VIZIJA
Learning outcomes	Comprehensive learning outcomes would be defined by the education institutions and employer ensuring job-related skills and personal development.
Pedagogical support	In-company trainers would be designated and cooperate closely with VET actors (providers and teachers). Teachers and trainers would have support in updating their skills.
Workplace component	Most of the apprenticeship duration should be carried out in a workplace.
Social protection	Apprentices should be entitled to social protection, including necessary insurance.
Regulatory framework	A clear and consistent regulatory framework would be set up and based on partnership and a transparent dialogue among all relevant stakeholders.
Social protection	Apprentices would be entitled to social protection, including necessary insurance.

9. Risk management

Within the strategic steps to improve dual education in Sarajevo Canton, the following potential risks are known:

- Budgetary capacities
- Public Administration (Public Policies, Implementation, Evaluation of Policy Effects)
- Business environment within the jurisdiction of Sarajevo Canton
- Entrepreneurial Public Infrastructure
- Political - economic position of Canton Sarajevo

Pointed potential risks would be overcome through better strategic planning, adoption of strategic documents and strengthening human resources.



10. Financial resources

Financing of secondary vocational schools - public institutions in Sarajevo Canton is done from the canton budget, which, on the proposal of the minister, is made by cantonal governments and other sources (various donations, grants, revenues generated by sales of services and products). The allocation of budget funds is made by a cantonal government decision, depending on the priorities. The allocation of budget funds by school is made due to the number of departments. The actual needs of schools for the material resources needed for certain professions and their specifics are not determined.

Within the framework of the implementation of the Sarajevo Canton Development Strategy by 2020, the Action Plan 2019-2021 was adopted, containing all the measures and activities / projects within the strategic and priority objectives planned to be implemented during 2019-2021 as well as the financial framework necessary for their realization, and determines the dynamics and responsibility holders for the implementation of the measures.

The Action Plan 2019-2021. includes measures and priorities for the improvement of the education system and within the framework of the same it is envisaged to encourage student enrollment in certain vocational schools for deficient occupations in the form of scholarships for pupils for enrollment in the first grade of vocational education and training for the deficit occupations and the financial framework for realization of the same is 750.000 KM for the period from 2019 to 2021. which represents 250,000 KM per year.

In the Sarajevo Canton Budget for 2019, 250,000 KM is foreseen for Reform of curriculum based on learning outcomes.