

# FACILITATING CHANGE

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Reflections on Six Years of Education  
Development Programming in  
Challenging Environments

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Reflections on Six Years of Education  
Development Programming in  
Challenging Environments

1<sup>ST</sup> EDITION

Gary Anderson & Anette Wenderoth  
Editors



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*To all educators working towards  
peacebuilding in the Balkans*





# Table of Contents

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<b>CHAPTER 1 /</b>	<b>The Educator Development Program in the Balkans, 2001-2007</b>	
	Introduction .....	3
	Education in the Former Yugoslavia .....	4
	The Beginnings of Program Implementation .....	9
	Program Results .....	13
	Expansion to Serbia.....	19
	Montenegro Joins EDP.....	22
	Social Dimensions.....	23
	Leadership Development .....	26
	Challenges.....	26
	Conclusion.....	28
<b>CHAPTER 2 /</b>	<b>“They just don’t understand” - (Cross) Cultural Perceptions, Collisions, and Learning</b>	
	Introduction .....	33
	Cross-Cultural Dissonance .....	34
	Dealing with Cross-Cultural Dissonance.....	40
	Local Staff: Translators of Culture.....	46
	Conclusion.....	49
<b>CHAPTER 3 /</b>	<b>The Challenge of Change</b>	
	Introduction .....	57
	Change and Values.....	60
	Leading Change .....	63
	Differing Starting Points and Approaches.....	66
	Change Processes .....	68
	Conclusion.....	71

<b>CHAPTER 4 /</b>	<b>Governing &amp; Learning to Govern Democratically</b>	
	Introduction.....	77
	Building the Enabling Environment through TTRB.....	80
	Other Democratic Governance Mechanisms in KEDP .....	88
	The Different Situation in Serbia and Montenegro.....	92
	Project Governance – Complicity or Meaningful Contribution?.....	93
	Conclusion .....	97
<b>CHAPTER 5 /</b>	<b>20,000 Teachers Hungry for Learning</b>	
	Introduction.....	103
	First Steps Towards Education Reform.....	104
	Trial by Fire – The Professional Development “Blitz” of 2001.....	107
	LCI Program Description .....	111
	Effective Multiplication of Training through a Cascade Model: Training of Trainers (TOT) .....	112
	Inclusion .....	118
	Building and Sustaining Quality Standards.....	120
	Conclusion .....	122
<b>CHAPTER 6 /</b>	<b>Leadership for the Future</b>	
	Introduction.....	129
	Phase I – Kosovo, 2001-2004.....	130
	Phase II – Kosovo, Serbia, and Montenegro, 2004-2007.....	139
	Conclusion .....	145
<b>CHAPTER 7 /</b>	<b>...a Faculty with European Standards</b>	
	Introduction.....	151
	Developing a Faculty of Education (FE) in Kosovo: The Short Story .....	152
	Four Challenges .....	158
	Modelling and Mentoring .....	163
	Introducing Professional Practice.....	165

	Other Tactics for Successful Change.....	170
	Conclusion.....	174
<b>CHAPTER 8 /</b>	<b>Developing Socially and Social Development</b>	
	Introduction.....	179
	Overview of Social Development in EDP.....	180
	Youth Participation.....	189
	Ethnic Minorities.....	195
	Gender Equality.....	198
	Cross-Jurisdictional Social Development.....	201
	Conclusion.....	202
<b>CHAPTER 9 /</b>	<b>Regional Networking</b>	
	Introduction.....	207
	EDP as a Regional Program.....	207
	Regional Results.....	216
	Reflections on Resistance.....	226
	Conclusion.....	227
<b>CHAPTER 10 /</b>	<b>Count Me In!</b>	
	Introduction.....	233
	The Role and Place of the Local (Field) Office.....	233
	Necessary Qualities of International and Local Staff.....	236
	Structuring Teams.....	240
	Building Organizational Culture.....	243
	All Good things Come to an End – Project Closure.....	247
	Conclusion.....	249
<b>CHAPTER 11 /</b>	<b>Sustaining and Dynamic Development</b>	
	Introduction.....	255
	Investing in People.....	257
	Organizational Development.....	260
	The Enabling Environment.....	262
	Factors that Contribute to Sustainable and Dynamic Development.....	263

Lessons Learned.....	264
Conclusion .....	266
<b>CHAPTER 12 / How Far Have We Come? What Have We Learned?</b>	
Introduction.....	271
EDP's Legacy.....	273
Lessons Learned.....	277
Conclusion .....	281
References.....	283
Contributors .....	287
Acknowledgements.....	291
Abbreviations.....	295





# CHAPTER 6

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## *Leadership for the Future*

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TIM GODDARD  
& W. DUFFIE VANBALKOM





## INTRODUCTION

The notion of “leadership” is central in any discussion of educational reform and systemic change. However, leadership is an ill-defined concept and means many different things to different people. One of the challenges faced in the Educator Development Program (EDP) was that we initially tried to interpret leadership broadly, including teacher and youth leadership, and at first this approach met with limited success. In those early days, someone at each workshop would inevitably say that they weren't really leaders, because no one reported to them – in Balkan culture leadership had a narrow and specific meaning. As the program progressed we were able to instil the notion that leadership was more than just having a sign on one's door denoting a senior position. Consequently, most of our focus was on working with people who exerted influence on others, regardless of their formal positions in the hierarchy.

While EDP did a great deal of modelling and coaching related to leadership in all project components, for the purposes of this chapter, the leadership component refers to those structured activities that were developed for people holding or aspiring to legislated positions of responsibility. Thus, current and aspiring school directors (principals), education officers, and others in the educational decision-making hierarchy were considered appropriate targets for the project's work in leadership. From the beginning of KEDP in Kosovo, the roles of school director and education officer were targeted. Following the reorganization of the education system in Kosovo in 2002, the target populations were increased to include school directors, Regional Education Officers (REOs), and Senior Regional Education Officers (SREOs). During phase II of the project, the Senior Leadership Development Program (SLDP) was initiated in Kosovo, and it was aimed at senior regional education officers as well as senior staff from the Ministry of Education, Science and Technology (MEST), the University of Prishtina, and certain administrators within various international and local NGOs. As EDP expanded to Serbia, and then to Montenegro, a locally adapted version of SLDP engaged senior ministry of education officials in those jurisdictions. In all instances, therefore, the people with whom we worked held such legislated positions of responsibility for exercising leadership.

EDP took considerable pains to engage these individuals for a number of reasons. First, any kind of educational reform is doomed to failure unless it is embraced, and advocated, by those with decision-making powers. Secondly, it is necessary for educational leaders to understand the broader implications of change, not just the immediate effects on their own practice. Any change in teaching practice to embrace learner centred instruction, for example, would not be sustainable without a supportive school administrator. Similarly, school based reforms would falter if enacted within a mu-

nicipality or region that did not have administrators willing to support, encourage, and resource such reforms. An example of this was found in our attempts to connect with the Kosovo Serb community, where we did not engage effectively with educational leaders and consequently had difficulty effecting change in most schools. Finally, new ways of working at the regional and municipal levels require programmatic and often legislative support from the relevant ministry, and from related ministries whose work impacts on schools. It was important, therefore, to engage people within all elements of the educational hierarchy in order to create a climate conducive to successful reform.

**LEADERSHIP TRAINING THAT MADE  
A DIFFERENCE**

*The first time I met those two members of my staff, I wanted to run away. I thought, "How can I work with them?" Then they took the leadership training. There has been a 90% change; they have really benefited. Now they are full of ideas; they work really hard; we have a good office.*

**SENIOR REGIONAL  
EDUCATION OFFICER**

This chapter describes the processes and results of the educational leadership component of EDP. In the first phase of the project, 2001-2004, the emphasis was solely on Kosovo. In the second phase we extended leadership programming to Serbia (2004-2006) and Montenegro (2004-2005), while simultaneously maintaining our work in Kosovo (2004-2007). The chapter discusses how we supported leadership development as both the means and the product of change.

## **PHASE I – KOSOVO, 2001-2004**

### **Getting Started**

The leadership component was introduced into EDP at a late point in its conceptual development. Initially, the intent had been to focus solely on teacher education. However, at one of the planning meetings it was pointed out that classroom based reforms would not succeed unless parallel training was provided to school directors. In May 2001, the notion of leadership training was broached and in June a short orientation visit to Pristina took place. This visit permitted the Canadian members of the EDP team to meet school directors and personally experience the conditions in which they worked. Such knowledge then informed the development of the leadership training component and the materials used in the initial round of training.

One of the difficulties in post-conflict development is achieving a balance between having adequate information and being able to implement change processes in an appropriate time frame. EDP decided to err on the side of action rather than planning. Thus, in July 2001 a team of 34 highly experi-

enced Calgary professors, teachers, principals and superintendents landed in Kosovo to spend close to a month training teachers and administrators.

Efforts had been made to publicize the summer program and advertisements inviting participants to the leadership seminars had been placed in local newspapers. Unfortunately, there had been no time or systems to organize pre-registration processes. Although we had provisionally planned for groups of 20 participants, until the morning of each new seminar we had no idea how many people to actually expect. In the end, 185 school directors participated in the first summer program.

This group of school directors was notable in that they were risk-takers. Professional development activities had not been available to Kosovar school administrators for a number of years and they had no idea what to expect. Their salaries were low and many were required to hold additional jobs in order to survive. Attendance was exacerbated by transportation difficulties, with some traveling over two hours in order to attend the course. The EDP policy of providing a small travel allowance, plus lunch, was gratefully received, and the group participated with energy and humour in the seminars.

The leadership program itself was a careful blend of theory and practice. The challenge was to provide participants with knowledge of contemporary leadership practices -- practices that were quantitatively different from those which had been the norm in socialist Yugoslavia. The program strove to differentiate between management and administration, concepts with which participants were already familiar, and to introduce new concepts related to leadership for change. To understand the reasons supporting such a different conception of leadership, however, required an understanding of the theoretical underpinnings of leadership.

#### **LEADERSHIP TRAINING IN 2001**

*That summer, we blitzed Kosovo. Working in 40-degree temperatures in rooms with no air conditioning through interpreters, the leadership team-taught 185 principals over the course of two months. There were NATO troops everywhere, and we couldn't drive two kilometres without hitting a check stop. Power was intermittent, never on for longer than two or three hours. We had downgraded the technology from power points to overheads, but soon found we were using poster paper instead. In one school the classroom we were assigned had no walls; they had not been repaired since the war, so we sat under a tree and talked.*

**CANADIAN EDP TEAM MEMBER**

### **APPLYING TRAINING TO SOLVE PROBLEMS**

*During these seminars organized by KEDP, I learned lots of things that helped me in my work to achieve my duties and responsibilities. One of those experiences is: A school director approaches me with one problem that appeared in his school -- one of his employees, with her own wish, quits from her position. A teacher is lost and director doesn't know what to do, or how to act! Taking experience from seminar, I took director in the office and listened to him carefully without giving any answers. Afterwards, when he finished talking, I asked him how would he solve this problem. Taking his suggestion, I supported him to act in that way and if there is any barrier, to address me about it. Problem solved, the way the director proposed – but with my support.*

**SENIOR EDUCATION OFFICER**

Further, there was the need to model learner-centered pedagogy as the preferred type of instruction. As Radó (2001) observed, “the typical style of in-service training programs in the region still mirrors the prevailing style of teaching: frontal lecturing instead of being interactive and skill-development-oriented. The content of the programs is no less problematic: it reflects the low value of pedagogy in comparison to subject proficiency” (p. 62). The leadership training program was designed to address these concerns.

### **Follow-up after the Summer Institute**

After the summer program ended, call-back meetings and regional poster conferences were scheduled to reinforce the learning. In October, all summer institute participants were contacted and invited to attend one of four call-

back meetings. We were able to contact 179 of the summer participants and over half attended the call-back sessions. A number of participants explained that they were representing colleagues within the municipality, as not everyone was able to get leave to attend the meetings. In total, 62 out of a possible 121 (51%) attended the meetings in Pristina, 22/34 (65%) in Prizren, and 11/24 (45%) in Peja. At these meetings participants were encouraged to share activities they had initiated since the summer. Agim Rraçi and Sherif Gashi (Suhareka municipality) showed a planning book they wrote for their teachers, in which they incorporated elements from the summer training program. They also described the establishment of an educational council to widen community representation in decision-making. Drita Kadriu (Mitrovica) had been named President of the Centre for Democratization in a Civil Society, an NGO seeking to improve the links between education and civic participation. Hasan Dulaj (Rahovec) described working with KEDP to organize and deliver a number of workshops for teachers in that municipality.

In addition to debriefing the summer workshops, EDP staff used these call-back events to discuss action research projects that would be shared at the upcoming poster conferences, and to start conversations about establishing local support networks of colleagues who would meet to discuss educational matters and leadership challenges.

The concept of an international educational leadership conference was introduced and received support.

The poster conferences were held in late November and early December, at locations around Kosovo. The summer institute participants had been asked to attempt to document the barriers to educational reform and development that existed in their schools or municipalities, and to identify some ameliorating strategies. The poster conferences attracted a high media presence and focused community attention on education issues.

#### WITNESSING SUCCESS

*The success of the leadership program is visible all over Kosovo. There has been a change in culture, in schools, among leaders, and among teachers. We can see it in the Ministry and in ourselves.*

SENIOR MEST OFFICER

#### POSTER CONFERENCE REVELATIONS

*Last Saturday a number of us went to poster conferences where school directors shared the projects they are working on as a result of last summer's training. One carload went to Pejë, the other, including Sherif, Lynn and I went to Malishevë and Prizren. I was pleasantly surprised by the overall quality of the projects. Three, in particular, grabbed my attention.*

*In Malishevë, one director provided a comprehensive report with charts, timelines etc. explaining the steps he has taken to have the community in his school. He has established a school board, as required by law in Kosovo, and a Parents' Council, and he and the Parents' Council work with the community. I was impressed. There are many Canadian schools that do not put as much energy into school-community relations.*

*In Prizren, a Director from Restilicë shared the project he has undertaken to get young teenage girls into school. The school serves the Bosniak community in this very remote village, 60 kilometres south of Prizren, high up in the mountains. The thoroughness of his strategy was inspiring.*

*The third project of note was one where the Director has developed strategies for teachers to inculcate the trainings they have received thus far on classroom practice. These trainings include LCI and Reading & Writing for Critical Thinking and others. He has them sharing. He spends time with them problem solving. His school should be worth a visit one day.*

CANADIAN PROJECT DIRECTOR

The posters presented were the first attempt to document the problems facing the post-conflict education system in Kosovo. An analysis of the posters identified seven major issues (Goddard & Fagnou, 2002). These were: teacher training; school organization (role of directors, annual plans, integration of theory and practice, extra-curricula activities, curriculum, transportation); school facilities and supplies (lack of space and facilities, improving school grounds, lack of school supplies and materials); community (parental involvement, cooperation between schools and other organizations, social issues); students (evaluation, special needs, special talents, conflict resolution); and, educational reform (teachers, secondary education, pre-schooling).

A year later, in October 2002, a survey of the leadership training participants identified what were considered to be the five major issues facing Kosovo schools. These were reported as being a lack of clear and relevant legislation; a need for investment in school infrastructure; the need for preschool institutions to be established; the need for special training to be provided for students with special needs; and, the need for more professional training of teachers, and the development of a harmonized curriculum.

It is useful to compare these issues to those identified by a regional survey of educational provision in three post-Soviet republics. Examining the educational systems in Kyrgyzstan, Tajikistan and Uzbekistan the Open Society Institute found very similar issues. These were described (OSI, 2002) as being: education financing; lack of reform capacity; outdated curriculum; outdated student assessment; shortage of teachers / antiquated system of training and continuing education; poor quality and few textbooks; and, crumbling infrastructure. From this comparison it is evident that although some of the issues in Kosovo were post-conflict in nature, others were more globally representative of a post-socialist state.

That the EDP was able to address a number of these issues is apparent. In a recent talk outlining the Education Plan for 2007-2017, the Vice-Minister of Education in Kosovo identified six continuing challenges (Berisha, 2006). These were: management capacity within the system; quality assurance and effectiveness; inclusion and equality; preparation and professional development of teachers (15-18% of the teachers are still unqualified, and there has been the non-implementation of licensing policies); infrastructure (including rehabilitation of buildings); and, community involvement and the role of education within society. Here we see that some of the challenges from 2001 still remain – notably the renovation of school facilities and the establishment of effective student evaluation measures. Some of the issues related to school organization and their administrative role appear to be resolved – the focus now is on the fact that licensing policies are not being implemented, rather than they do not exist. Nonetheless, it is apparent that the issues

identified by educators in the field in 2001 are only belatedly receiving attention at the political level. This no doubt reflects the low priority that tends to be given to social infrastructure issues by governments more focused on the development of economic and political capacity.

### **Training of Trainers**

The leadership seminars were delivered to 185 self-identified educational leaders. From that initial group, 45 were chosen to become Trainers of Trainers. The ToT group, as it became known, was selected based on assessments from the Canadian instructors and information from two observers who had been appointed by the Kosovo Education Centre (KEC) to attend the sessions and help us identify the stars. The ToT program was a cascade-model of training; participants were drawn from the Albanian, Bosniak and Turkish communities, and 20% of those selected were women. Over the course of the next several months, this group received more than 100 hours of intensive training.

These men and women have since become Kosovar's education leaders; after the 2002 reorganization, 28 of the 51 regional education officer positions were awarded to members of the ToT group. Additionally, the group went on in 2002 to deliver 23 leadership courses to a further 640 school directors, a result which meant that nearly 100% coverage in training of school directors had been achieved by the end of the 2002 Summer Institute. It is estimated that some 40% of these directors were replaced in the MEST rehiring process for school directors, which took place in late 2002/early 2003, and these new administrators subsequently received leadership training from the ToT group in 2003. Over the duration of the project, 1132 educational administrators have participated in the leadership program, and MEST has now enshrined in law the need for new school directors to receive the leadership program.

### **Synergy with Other Organizations**

In the period following the 2001 summer institute, both the Danish Red Cross and UNICEF purchased the Leadership program. During this period we met with the director of KEC, Dukagjin Pupovci, and started a conversation about principal certification, licensing requirements (i.e. the number of courses to be required, and source and qualifications of instructors), and linking of leadership programs in a coherent manner. There were a number of different training programs open to teachers and administrators, and the difficulty was one of defining value and ownership amid the multiple layers. EDP also linked with Catholic Relief Services (CRS), which wanted an opportunity to describe their work with parent councils to school directors, and arranged for them to be at the first international leadership conference.

Meetings with Florian van Koenig of the World Bank resulted in that organization being invited to attend the ToT seminars and present the latest versions of the draft Education Act for discussion.

Simultaneously, Canadian educators were connecting with service groups in the Calgary region. Talks to the University of Calgary Faculty Women's Club and to the St. Barnabas' Church Trinity Women's Group raised funds which were used to purchase school supplies for the elementary school in Restalica, Dragash municipality. The Springbank Lions Club donated soft toys for distribution to students in rural villages. A number of Calgary classrooms established pen-pal relationships and exchanged letters with classrooms in Kosovo. These activities helped build support for the project within the wider Calgary community and enabled easy access to schools for participants in subsequent study tours.

### **The First International Educational Leadership Conference**

In February 2002, KEDP organized and hosted the First International Leadership Conference. Over 300 Kosovars attended and were treated to 32 different mini-workshops over a three-day period. A Canadian and four noted European scholars in the field of educational leadership provided keynote speeches: Tim Goddard of the University of Calgary; Olof Johansson of Umeå University, Sweden; Meta Krüger, Universiteit van Amsterdam, Netherlands; Agim Hyseni, University of Prishtina, Kosovo; and, Dr. Leijf Moos, Royal Danish University of Education, Denmark. The Europeans contributed their time, energy and ideas free of charge. In addition to keynote presentations, Drs. Johansson, Krüger and Moos also provided workshops.

Of the 32 workshops, Kosovars who were in the ToT program provided 18, Internationals working with Kosovar agencies provided three, Europeans provided six and Canadians provided five. In terms of resource personnel for these sessions, 55 were Kosovars, nine were Europeans and seven were Canadian. The Kosovo Youth Council made two presentations. High school students from Mitrovica and university students from the University of Prishtina's Higher Pedagogical School were among the three hundred attendees.

This conference was notable as it provided an opportunity for Kosovar educators to meet and discuss educational issues with their colleagues, and with people from outside the region. It was the first time for many years that these educators had had the opportunity to share concerns, to consider alternative strategies, and to compare contexts.



## Networking

Throughout Year 2 of the project (2002-2003), a number of local leadership networks were established in various municipalities. Initially these were informal meetings of directors called whenever a Canadian instructor was in the region. As the year progressed, however, the Kosovo Educational Leadership Association/Asociacioni Kosovar I Udhëheqësisë Arsimore grew out of the informal leadership networks, which had been established. Known as AKUA, this was a purposeful attempt to use the regular meetings of the ToT group (SEOs, EOs, directors) as contact points for the local networks. We envisioned a process where the ToT group learned new skills and then these were spread out to the local networks, and from there, to everyone else in the municipality. To support this we added AKUA meetings to the agenda of the ToT sessions, and delivered workshops based on topics identified by the group.

During the 2002/2003 school year, the project experienced a number of challenges. First, some 40% of the school directors were replaced following a review and rehiring process. This process was considered by many to be politically motivated, as many of those directors who were not rehired were members of the opposition parties that participated in the elections for the Legislative Assembly when it was created. Nonetheless, the ToT group was tasked with providing leadership training to the new hires during the summer of 2003, a task they performed with relish. Secondly, although our attempts to engage the Kosovo-Serbian community showed initial success, this was not to be continued. At first, we had good participation in those leadership programs we delivered to K-Serb educators, as well as good

### THE FIRST LEADERSHIP CONFERENCE

*The Kosovars were keen participants in the whole conference. All keynote presentations featured a full audience of 300 and whoever else could sneak past the door. Participation in the mini workshops ran at least 95%. People did not wander off and have a coffee or a beer. Most of the mini workshops were held in tiny hotel rooms where workshop leaders hosted about twenty people crammed into miniscule quarters. One consequence of the Conference is that Jim Toews was invited out today to assist the municipality of Rahovec in establishing peer support networks. Jim was going to do some preparation and planning today but this opportunity could not be missed. He went and returned exhilarated by their response. They are ready to go and have a good foundation for becoming self-directed. The media covered the Conference like a blanket. We were on TV every night and on radio during the day. It is frightening to sit in a restaurant having a nice meal and to spot your own mug staring back at you from a TV screen. And, there were articles in every major daily newspaper. The Conference was quite an event.*

CANADIAN PROJECT DIRECTOR

access to schools, but following changes to the Ministry of Education in Belgrade this engagement appeared to diminish. We perceived that this materialized because the K-Serb directors were reluctant to be seen as being “too close” to KEDP.

## **Training Middle Management**

In January 2003, the ToT group drafted what became known as the “Ferizaj declaration on reformation.” This was an important moment in the self-awareness of the educational leaders of Kosovo, and the declaration deserves to be noted in full:

*From leadership lead by directives (“orders”) in the past, today we have effective educational leadership based on collective work and ideas. We know that leadership is not just giving, but it is also taking ideas. It is based on strategic planning through action research. It clearly distinguishes between leadership, administration and management, and supervision from evaluation. It knows delegation of the competencies and has a special concept for the vision of the school. It is creating a network for cooperation and knows the importance of cooperation between the school and the family. And, it recognizes the need for further and continuing professional development.*

Later that year, MEST reorganized the educational system, creating seven regional offices. A Senior Regional Education Officer (SREO) headed each office, supported by five or six Regional Education Officers (REOs). It was notable that of the 51 people appointed to these regional offices, 26 had completed the ToT program offered by EDP.

The person responsible for the restructured system asked EDP to establish a training program for these REOs, and from this request the REO Training Program was developed and delivered over the next 12 months. The REO Training Program continued, informally, to the end of the project. It is worth noting that this was not part of the original work plan for the year, but arose in response to local demand and a clear set of identifiable needs.

In April 2004, Lt-Col Baumann of the German Civilian-Military Cooperation Group (CIMIC) approached EDP for support in training directors for vocational schools. He had developed a 24-hour, 8-module case study based program in leadership. In discussing the content of the CIMIC modules with him, we realized that they would complement the KEDP basic leadership program. Leadership trainers from the ToT group were hired to deliver the CIMIC program, which was funded from GTZ until mid-November. During the same period, 16 ToT instructors taught a summer program, co-funded by MEST and KEDP, to 210 participants (43 female, 176 male).

During this period, KEDP held numerous discussions with the KEC leadership concerning the interface of KEDP, CIMIC and KEC programs. Simultaneously, the AKUA membership revised the basic leadership training manual. This group, which still consisted of 38 members (6 female, 32 male; 37 Albanian, 1 Turk), asked for and received specific support from KEDP related to gender training and awareness. However, our attempts to register AKUA as a NGO were not supported by MEST, which perhaps reflected the traditional perception that NGOs were anti-government and advocacy-driven “unions” rather than partners in the education enterprise.

A second area where EDP had limited success was in the engagement of the K-Serb community, where initial inroads had been blocked as a result of what was reported to be political interference from Belgrade. A meeting with the new Special Advisor on Minority Affairs was promising, but only three K-Serb educational leaders attended; a follow-up meeting was promised but none of the potential participants turned up for it.

Nonetheless, at the end of Phase I of EDP the leadership component was considered a success. We had provided training to all those directors who were in-post when the project began, and to most of those who had been appointed in the various restructuring activities. Over half of the newly appointed Regional Education Officers had been part of the ToT group and brought their understandings of collaborative leadership to their new roles. The informal and municipality based networks of directors had evolved into AKUA, and the members of that association had been proactive in revising the leadership training manual. They had delivered, and continued to deliver, the leadership program to newly appointed school directors. Finally, agreement had been reached with KEC and the Ministry to link the CIMIC, KEDP, and KEC leadership programs in a hierarchy of credentials that MEST considered necessary for appointment and promotion of educational leaders through the ranks.

## **PHASE II – KOSOVO, SERBIA, AND MONTENEGRO, 2004-2007**

### **The Senior Leadership Development Program (SLDP)**

With the extension of the project and the infusion of new funding, the leadership component once again became an area of focus. This time, however, the target population was the senior leaders within the education field. As David Lynn, the Project Director, reported:

*KEDP's initial leadership programming focused on school based and regional educational administrators. Our primary target had been school-based personnel. A sustainability study conducted during the winter of 2002-2003 led to the establishment of the Senior Leadership Development Program (SLDP). This program focused on the development of the Minister's cabinet, senior executives and senior managers. The need for it was chronicled in an OSCE study into the Ministry of Education, Science and Technology (MEST) and the logical extension of the rationale to change the practice of school based administrators. It makes no sense to modernize the practices of school-based personnel if they work in an old fashioned autocratic environment. Their newfound knowledge and skills will not be used.*

SLDP was initiated in Kosovo, but parallel needs were evident in each jurisdiction, such as the need for administrative tools, as well as generic leadership knowledge and skills such as change management, effective management, managing human resources issues, and so forth.

The Kosovo SLDP was based on perceived needs. As the project had been engaged with Kosovars for three years, Canadian personnel had a good sense of organizational and individual weaknesses. This knowledge was supplemented by information gleaned from formal interviews with key informants, including the Minister and his senior officials. In Serbia and Montenegro, however, our local knowledge was not as intensive and so we did extensive needs assessments with the target groups. We learned, progressively, from each version of the senior leadership development program, transferring those lessons learned from Kosovo, to Serbia, and to Montenegro. The final version of SLDP, as delivered to members of the Ministry and the Bureau for Educational Services in Montenegro, built on

#### CHANGING ATTITUDES

*One of our female EDP consultants was making telephone calls to invite potential workshop participants. A newly appointed (political appointment) Regional Chief in Serbia told her, "I have nothing to learn from internationals, especially women." After missing the next workshop, he showed up faithfully thereafter, becoming our most positive spokesperson.*

**CANADIAN PROJECT DIRECTOR**

these previous experiences and became a series of three-day workshops, each of which focused on a single element of the leadership program.

The success of EDP in its first three years led CIDA to encourage the Irish government to join CIDA in funding SLDP when that donor was looking for a strategic investment in Kosovo. The funding from Irish Aid was instrumental in allowing SLDP to move forward in a way deemed appropriate for senior

leaders in the education sector, including provision for the integration of in-depth activities in an away-from-the-office environment. This ability to remove people from their daily work setting, and to provide them with uninterrupted time to talk and reflect was a key to the success of the program.

In Kosovo, the Minister of Education came to open the first session, but then stayed for the rest of the seminar. In the beginning, this was a mixed blessing to the project. Although his presence was high in symbolic value, indicating the importance of SLDP in particular and EDP in general, it also stifled debate and – at least initially – limited participation by some of the attendees. For many people, however, his presence was highly motivating and modeled life-long learning in an unprecedented way. In Serbia, the most senior participants were at the level of Deputy minister; in Montenegro, the Director of the Bureau for Educational Services participated in the senior leadership program offered there.

## **Program Delivery**

In keeping with the different audience, SLDP incorporated a different model for delivery from that of the basic leadership program. SLDP used a process of co-facilitation, with Canadian local project directors (who brought knowledge of the context) partnering with Canadian experts during their missions to the region. To a lesser extent we also tried to co-facilitate seminars with local experts, but this was not well accepted by their colleagues at the time. We interpreted this as indicating a "professional culture" issue, with local resource people being perceived to lack formal expertise. Such perceptions seemed, to us, to devalue tacit knowledge and local experience in favour of an international presence.

In all three jurisdictions, the SLDPs brought people together from various complementary educational institutions. The residential seminars created

### **RECOGNIZING SUCCESS**

*Looking at it from my position (SEO), I did not have possibility to apply lots of experiences that we have learned in these seminars, but even so there are some changes made in my work, like: (a) I have different approach on organizing meetings for school directors; I applied advice from materials given to me about leadership, management and administration; (b) I requested from directors that they should organize trainings, or somebody from their staff, inside and outside the school; (c) I discussed a lot about teacher evaluation, as an additional obligation after school pedagogue and pedagogical adviser has been removed; and (d) I believe that helped them on creating short term, medium and long term planning.*

**SENIOR EDUCATION OFFICER**

opportunities for networking, collaboration, and synergy among participants and allowed them to appreciate each other's issues and capabilities. This was especially true in Serbia, where EDP worked with middle management at the Ministry and also with the chiefs of regional school administrative offices. Independently, some members of these groups indicated that they did not really know the members of the other group, and so in collaboration with KulturKontakt (Austria) we arranged some joint networking workshops. We also made funds and technical support available to a limited number of RSAOs, through a competitive process. Three regional offices were selected to receive support for change projects. These included one on the quality of work in the office, another on professionalism of staff, and the third supported surrounding schools to create their own professional development opportunities.

## **Pedagogical Strategies**

As in all our leadership programming, in SLDP we sought to model a mix between theory and practice. We found that formal and practical assignments worked best in Kosovo, but were less successful in Serbia because people were being continuously reassigned to new job responsibilities. We had some success with this approach in Montenegro, where we designed whole days to focus on the practical application of a particular theme. Thus, when "communications" was flagged as an urgent issue, we created newsletters (content, layout, pictures, masthead, etc.) as part of the workshop and engaged local layout and printing professionals so participants could take finished copies to their offices for distribution.

In all these workshops we worked through language interpreters. This was a very useful process, as in explaining new concepts to the interpreter we became aware of nuances of meaning that were otherwise "taken for granted" and not fully articulated. This is a distinct advantage of interpreters over simultaneous translation, for in the latter practice the instructor has to trust that an accurate rendition is being made. The disadvantage, of course, is that using interpreters reduces the amount of content that might be covered in a seminar workshop by anywhere from one third to one half, thus either extending the time required or limiting the amount of content covered.

In the first year of SLDP in Kosovo, we included a formal mentoring program as an integral part of the process. This program, however, met with mixed success. It was found that follow up visits in the participants' offices were generally very useful, but they were overly infrequent except when they were the responsibility of the three resident project directors in their respective jurisdictions. Where Canadian experts were assigned as mentors, with a few exceptions, mentoring was less successful because of the infre-

### IMPACT OF TRAINING

*In my work as an SEO for municipality of Fushë Kosova, and after exactly one year on leadership training, I have learned that we have to make changes in our schools. I have created a vision for change, and understand the mission that I have is to cooperate with school principals, first of all to convince them to change, to cooperate and to work hard on this direction. Last year KEDP together with SEOs gathered principals, where they have talked about trainings as a main form of changes in education. Today we have achieved to have one Pilot school, which is elementary school "Selman Riza". There we had 7 (seven) trainings for teachers, and they had very good results with it. There are 25 teacher involved in the training. During my visits that I do in classes I notice changes with trained teachers and directors, in way they organize they work in school, using new methods like working in groups, work in pairs, etc. I advise them to share their experience with other teachers in other schools, and they did so since there is no chance to cover them all in trainings. Like a trainer of leadership I think that with hard work and honesty I will use my experience that I received from Prof. Tim and my colleagues, and we will achieve necessary results. Thank you for all that you offer to make our schools better.*

**SENIOR EDUCATION OFFICER**

quency of actual visits. This experience once again underscores the importance of developing and maintaining personal relationships between the international "expert" and the local "recipient" of the training program.

Kosovo benefited from a second year of SLDP, also supported by Irish Aid. For this continuation, we shifted the program from individual leadership knowledge and skills to the organizational level. Four organizational entities within MEST and KEC were identified, and each entity defined a change project to focus the year's work. Four retreats were held on such themes as organizational performance, human resources leadership and appreciative inquiry, and all had intensive follow-up in the participating organizations. An evaluation of the program concluded that the goals were achieved to a substantial degree. Several of the participating organizations completed action plans, and the SREO group successfully tested what has become an advanced leadership development program.

### Study Tours

Study tours were another important aspect of the leadership program. Although there was some fear that these might be considered "perks" by participants, in actual fact the study tours became one of the most compelling learning experiences possible. As part of the SLDP in Kosovo, a study tour was organized to Slovenia and, for SLDP-Serbia, to Hungary. These two countries were selected because they were further along the path to Euro-

pean integration and acceptance of the Bologna Accord on post-secondary education. Decentralization in education was the focus of the Hungary trip, and it was highly relevant at a time when Serbia was exploring its own form of educational decentralization.

Additionally, a number of Canadian study tours were organized -- several for selected Kosovar leaders and one for selected Serbian leaders. Given the short duration of the Montenegro program, no study tours were organized for that group. Unfortunately, a limited budget in this area meant that the participants on study tours tended to be senior managers and this simply reinforced the notion that these were perks for Ministry officials. The participants in the leadership training programs, school directors and regional education officers who actually worked on the front lines of educational reform, were not afforded the opportunity to visit Canada and see for themselves how some of the strategies we taught them were implemented in Canadian school systems.

## **Overall Impact**

SLDP was successful in both phases and in all three jurisdictions. In Serbia, we discovered that there were improved relationships and increased professional communication between representatives from different institutions such as MoES, National Institutes, and Regional School Administrative Offices. The program enhanced participant awareness of organizational performance issues and approaches to organizational development driven from within the organization. Further, it was seen to improve the internal working relationships and practices within departments, and facilitated the development of clearer processes for planning, delegation of authority, organizing meetings, problem solving, and decision-making in individual departments. Similar results were reported in both Kosovo and Montenegro.

An independent evaluation of the first phase of SLDP found that program participants had developed skills and knowledge in administrative and general management techniques, such as time management, file management, delegation, assigning deadlines, chairing meetings, organizing workflows, communications, annual planning and work prioritization. Additionally, they reported new skills in setting objectives, techniques for improving staff participation, creating interpersonal rapport, bridging communication gaps, research skills, multi-tasking and general work organization. Further, when evaluating the impact of SLDP II, the evaluators discovered that the skills developed in SLDP I were retained and being used to increasing effect and that the conceptual knowledge was being applied.



## CONCLUSION

Throughout the duration of EDP, the leadership component has maintained a focus on educational change that is context-specific and locally appropriate. We have acted on the belief that post-conflict transformation “should engage local people in a dialogue that ensures their full ownership of recommended interventions as well as capacity building” (UNDP, 2006, p. 4). Further, and following Radó (2001), we have seen that the main direction of educational transition in post-socialist contexts is “from a ‘command driven’ system to a ‘demand driven’ system” (p. 11). We have therefore tried to model this philosophy in our seminars and workshops, providing participants with the opportunity to influence and drive the type of program they received.

It is a truism of educational development work that “post-conflict reconstruction involves exit strategies. Unfortunately, the local community has no exit strategy. ... Conflict-affected people need timely and effective support to regain hope and embark on the path to sustainable peace” (UNDP, 2006, p. 1). The extension of EDP to a six-year program permitted a longer period of individual and organizational growth to occur. This has implications for other development projects, which typically have a three or four year time frame. It may be appropriate for funding agencies to consider a longer project that permits a deeper connectivity with local needs.

A second point to consider is that policy conditionality requires case-by-case analysis (Kreimer, Scott, & Arnold, 1998). Depending on social and physical conditions, it may not be appropriate to introduce wide-ranging policy reforms all at once. The rapid development and implementation of programming on multiple levels, together with the common focus on cross-cutting themes such as gender, youth, and inclusion, resulted in the educational system undergoing a type of “reform shock” as it tried to cope with change in multiple domains.

The discomfort caused by this rapid implementation was exacerbated by the late inclusion of leadership into the overall program. As a result, very little time was available for a proper needs assessment and context analysis. As a senior MEST officer commented, “one lesson learned was that EDP should have spent more time at the beginning engaging local authorities. An in-country pre-planning phase would have avoided situations which arose when two sides were not on the same plan” (Remzi Salihu, Personal Correspondence, 5 December 2006). A commitment to invest three months of planning time would have benefited the program in the long run.

### **IMPACT ON SCHOOLS**

*From those seminars I gained excellent experience from trainings, but also from my colleagues from all over Kosova. This made me try something to change things that were in my school, where I am director. I started with cooperative Leadership, which gave me some results and encouraged me to continue with this type of leadership. I achieved some projects like: (1) Put surrounding for school; (2) Put the carpets in each class; (3) Bought sound system, for free activities; (4) Started work in groups with some teachers; and, (5) School parent cooperation, brought them closer to school, etc. I started also applying transforming type of leadership, welcomed by staff and teachers. So that is why I think that seminar was very successful for me and is necessary to be passed to the others.*

**SCHOOL DIRECTOR**

### **BROAD IMPACT**

*The leadership program had a broad impact across Kosova. In the transition stage from a socialist to a new country, the first phase requires changes of the mind, of attitudes. Not only at management level, but at all levels. You gave us a direction of where to go in education.*

**SENIOR REGIONAL  
EDUCATION OFFICER**

Over the duration of EDP many of the issues raised by participants during the first summer institute, and reported at the poster conferences, have been addressed. A recent policy strategy states that “indicators of quality and efficient governance, leadership and management of the system of education ... [include making sure that] all leaders of educational institutions have got needed qualifications [and] all educational institutions have their development plans in place” (Ministry of Education, Science and Technology, 2006, p. 25). The importance of the leadership training program has been recognized.

In addition to the institutional and legislative changes that have occurred, there have been significant levels of human growth. As mentioned earlier, many of those who completed the ToT program in Kosovo are now regional education officers or senior staff in the Ministry of Education. In Serbia, the graduates of SLDP were promoted at disproportionate rates compared to their peers. It would appear that participation in an EDP training program carried real weight on a curriculum vitae.

There was also a tremendous growth in the EDP staff as leaders. These individuals were mentored to take increasing responsibilities

within the project itself. Subsequently, a number of them were promoted and/or moved to other places where they continue to contribute to the educational reforms in the Former Republic of Yugoslavia.

As the Vice Minister of Education in Kosovo has said, “New problems can not be solved in the old manner of thinking” (Berisha, 2006). These young men and women of EDP, together with the hundreds of educators who have completed our leadership training programs, are thinking about new problems in new ways. Together they will ensure that the educational reforms in Kosovo, Serbia, and Montenegro are implemented in a timely and sustainable fashion.

While each of us is constantly involved in and part of different kinds of change, truly understanding social change in all its complexities is difficult – particularly when this change is happening in challenging environments such as those in post-communist and/or post-conflict states, and in countries in transition. The team of authors contributing to this book have spent six years trying to understand and help facilitate change in the education systems of Kosovo, Serbia and Montenegro. They have applied the theory of change in an international development program that has been evaluated as “one of Canada’s most successful development interventions, anywhere in the world, in the past 25 years.” This book aims at sharing some of the key lessons learned about cross-cultural dissonance, conflicting values about social inclusion of minorities, differing perspectives on gender equality, and how former enemies can build peace by connecting professionally. It reflects upon processes to train 10,000 teachers, the development of leaders for the future, and efforts to change an intransigent university. The different authors – from Canada, Kosovo, and Serbia – consider issues such as the cycle of change, why people resist change, and how local leaders can be empowered to embrace change, lead it, and own it as conditions in their context evolve. While the illustrations and examples refer to education systems in the Balkans, we believe that the book is relevant to development professionals in all sectors and every part of the world.



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