COUNTRY ASSESSMENT RESEARCH ALBANIA

- An overview of the situational, legal, and institutional framework of VET education and development in Albania –



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DISCLAIMER

The findings, interpretations, conclusions and recommendations presented in this document belong to the Author, and do not necessarily reflect the views of Roma Versitas Kosovo, Roma Education Fund and Austrian Development Cooperation.





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ACRONYMS

ADA Austrian Development Agency

DCM Decision of the Council of Ministers

COVID – 19 Coronavirus disease, 2019

INSTAT Albania Institute of Statistic

IPA Instrument for Pre-Accession Assistance

GD General Directorates

MESY Ministry of Education, Sports and Youth

MHSP Ministry of Health and Social Protection

MFE Ministry of Finance and Economy

NAET National Agency for Employment and Training

NAP National Action Plan

NES National Employment Service

NGO Non-Governmental Organization

REF Roma Education Fund

RVA Roma Versitas Albania

RVK Roma Versitas Kosovo

ROMALB Online system administered by the Ministry of Health and

Social Protection

SWOT Strengths, Weaknesses, Opportunities, and Threats analysis

VET Vocational Education Training

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EXECUTIVE OVERVIEW

This study was developed by Roma Versitas Albania in the framework of the project "Education, Employment, Partnership, and Gender Equality: A Winning Formula for Roma in Vocational Education and Training", a project implemented by Roma Education Fund and funded by the Austrian Development Cooperation. Inspired by the positive achievements of Roma students from the educational program implemented by the Roma Education Fund, as well as to improve the current programs being implemented by the Government of Albania in relation to Vocational Education and Training, it was agreed to take the first step to research how and to what extent are the VET policies implemented in Albania, how are these policies conceived by a Roma student, what do the representatives of the public institutions recommend? In the preparation of the study methodology, we also relied on the national practices of VET, thus wanting to present a product that is as valuable and updated from the research point of view.

Data and basic information for the preparation of the study were collected through:

- In-depth interviews with employees of public institutions who are responsible for education and vocational training.
- Focus group discussions with Roma girls and boys.
- Review of VET legislation.

The study consists of five main chapters. The introductory chapter provides information on parenting styles and current legislation in Albania regarding education and vocational training, along with a history of Roma occupations (Chapter 2). The description of the methodology and instruments used for the collection of basic data is given in the second chapter of the study, which also describes the limitations of this study. The third chapter presents the findings from the analysis and processing of quantitative and qualitative information, while the conclusions and recommendations based on this analysis are given in the fourth and fifth chapter of the study.

In summary, the main findings of the study are presented below:

- Poverty and the importance of providing basic needs significantly reduce the interest of Roma and Egyptians to complete VET programs. During COVID 19, social distance minimizes training opportunities (where even online ones are inaccessible due to the lack of necessary technological conditions).
- In Albania, employment and vocational education for Roma remains an even greater challenge considering the income and economic development of the individual.
- Most employment offices and vocational education centers do not have any employees of Roma minority, which leads to misunderstandings between the

- administration and the Roma minority, and sometimes even discriminatory attitudes when providing the service.
- From the list of the National List of Professions in Albania, the professions that are followed more from Roma minority are: assembling and using machinery for workers, elementary occupations, artisans and technicians. 60% of the students consider services like: university education; professional education; preschool education and compulsory education as "Good".
 - The dropout rate of the vocational school by the Roma minority is very small. But the drop-out from compulsory education cycle is still high. The interviewees stated that this was influenced by the implementation of the DCM no. 666¹, which provides students with financial assistance. DCM No. 666 dated on 10.10.2019., foreseen that:
- 1. Students attending public educational institutions of pre-university education can benefit from scholarships and other benefits, provided in this decision, from the annual budget approved by the Ministry of Education, Sports and Youth and the Ministry of Health and Social Protection.
- 2. Students, who attend pre-university education full time, receive scholarships within the quotas and criteria.

This document will be useful for:

- Policymakers seeking to increase the participation of Roma students in education and ending the gap between Roma and non-Roma.
- Civil society representatives who wish to improve the vocational educational programs.
- The overall community, donors focusing on VET fields, Roma community, students and the youngsters.

This document is intended for use within "WinForVET" project by the project team and partners' project teams, Roma Education Fund, Roma Versitas Albania and Roma Versitas Kosovo.

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 $^{^1}$ Ministry of Finance and Economy, at $\underline{\text{https://observator.org.al/wp-content/uploads/2019/11/VKM-nr.-}}\underline{666-dt.-10.10.2019.pdf}$

I. Historical overview

1.1 Roma occupation

It is impossible to do more than generalize about the traditional occupations of the Roma because they have shown themselves to be extraordinarily adaptable to changing conditions in different countries. Roma are versatile and earn their living by numerous means.

Generally, there have been *two conditions* that a job must meet before it will be of interest to the Roma². One is that it must allow the Roma *free travel*. The other is that it should call for *as little steady, direct contact with* the non-Roma as possible. Roma prefer trades where they can maintain minimal prolonged contact with the *gadje*³ and safeguard their independence. Services that fulfill the occasional needs and an everchanging clientele are well suited to the Romani way of life, which may require an individual to leave at a moment's notice. Many of the names of the different Romani tribes are based on occupations undertaken during the slavery period in Eastern Europe.

For a collective economic effort, Roma may form an association called, the *kumpaniya*⁴, whose members do not necessarily belong to the same clan or even the same dialect group. Individually, many Roma are retailers, especially in Europe. Some sell goods they have bought cheaply. Others sell what they make themselves, although in the twentieth century a number of Romani crafts have suffered from competition with mass-produced articles.

There are certain staple Romani occupations, such as horse trading, metalworking, dealing in scrap metal, and vegetable or fruit picking in some countries. In gaining a livelihood, the women play their full part. It is they who often sell their wares from door to door and do the fortune telling. Among the *Vlax*-speaking Roma⁵ in the United States, this latter profession, known as "reading and advising," is still widespread.

Generally, Roma occupations are divided by sex. Men are the artisans while women offer services, such as fortune telling⁶, and selling what the men produce. It is the

² Patrin Web Journal, "Romani Customs and Traditions: Traditional Occupations". https://www.oocities.org/~patrin/occupations.htm

³Gadje - It refers to non-Roma people regardless their ethnicity, nation, religion, all except Roma.

⁴ Roma clans from a delimited territorial unit form a *kumpaniya*. Bunescu, I.,(2014)"Roma in Europe". https://books.google.al/books/about/Roma_in_Europe.html?id=37NUBAAAQBAJ&redir_esc=y

⁵Vlax Romani is a <u>dialect group</u> of the <u>Romani language</u>. Vlax Romani varieties are spoken mainly in Southeastern Europe by the Romani people

⁶ Patrin Web Journal, "Romani Customs and Traditions: Traditional Occupations". https://www.oocities.org/~patrin/occupations.htm

women who bring in the money, and the women who are largely responsible for managing it.

Roma occupations can be classified as follows⁷:

Metalworking

One area in which Roma have traditionally excelled is that of metalwork. They have been known as metalworkers from the beginning of their history.

The art of the forge is an ancient one and the Roma seem to have originally learned this art in India. They have made nails, tools, arms, and cooking equipment. They have been skilled at plating objects with tin or embossing and engraving jewelry. In Hungary and Romania, they have been gold washers, collecting gold deposits from river bottoms. Roma have not only been master metalworkers, but they have also shown great ingenuity in devising relatively light equipment, such as forges and hammers. Today, the traditional art of metalworking has been transferred to jewelry design, metal container repair, automobile body repair, and welding.

• Animal Training

The skills of the Roma in tending and curing the illnesses of horses have served them for centuries. Often, they would trade a good horse for a less healthy one, collecting needed money for the difference. By caring for these sick horses and putting them into good condition, they were later able to sell them for a far higher price than the price originally paid. Next to the horse, the animal that Roma have shown great interest in, is the bear. Because of this, Roma traditionally have found work as bear leaders, men who could train bears for entertainment purposes. It was not an uncommon sight for many years in Europe to see a Roma leading a dancing bear through the streets and collecting coins from amused passersby.

Music

Roma are also noted as entertainers, especially as musicians and dancers. Roma musicians and dancers have made genuine contributions to the non-Roma world. Roma soloists and orchestras have entertained non-Roma since they first came to Europe. Documents show that they were favored as court musicians in Hungary in the fifteenth century and throughout Europe for several centuries since then.

The instruments traditionally preferred by Roma musicians have been the guitar, the lute, percussion instruments such as the *cymbalom* and drums, the cello, and the violin. Though their orchestras have included the clarinet, the use of other brass and wind instruments has increased in recent times.

⁷ Patrin Web Journal, "Romani Customs and Traditions: Traditional Occupations" https://www.oocities.org/~patrin/occupations.htm

• Roma in Albania

Compared to Roma who are concentrated in the lowest occupations, Egyptians present a stratification with some intermediate status, like craft and trades workers and a small number of professionals and technicians⁸. The underrepresentation of Egyptians and Roma in agriculture is also visible in the sectors where they have their activities. If a quarter of the employed Albanians work in agriculture, only 5% of Egyptians and 8% of Roma are employed in this sector. Egyptians are more often working in the sector of manufacturing and mining, while Roma are essentially in the wholesale and retail trade.

| No. | Occupation | Albanians | Egyptians | Roma |
|-----|--|-----------|-----------|------|
| 1. | Legislators, senior officials, and | 4 | 1 | 1 |
| | managers | | | |
| 2. | Professionals | 15 | 4 | 3 |
| 3. | Technicians and associate professionals | 7 | 4 | 1 |
| 4. | Clerical support workers | 2 | 1 | 0 |
| 5. | Service and sales workers | 17 | 30 | 40 |
| 6. | Skilled agricultural, forestry and fishery workers | 25 | 3 | 5 |
| 7. | Craft and related trades workers | 14 | 17 | 7 |
| 8. | Plant and machine operators and assemblers | 7 | 6 | 2 |
| 9. | Elementary occupations | 5 | 30 | 36 |
| 10. | Armed forces | 1 | 0 | 0 |
| 11. | Not stated | 3 | 3 | 5 |

Table 1: Occupation by ethnicity

1.2. History of Vocational Education Trainings in Albania

In the social policies of a country, an important place is occupied by the protection and establishment of a high-quality system of education and vocational training.

All I have learned, I learned from books.

Abraham Lincoln

The system of vocational education and training in Albania has an extraordinary potential to become a catalyst for sustainable economic and social development. The business community will be beneficial in the long run, as the number of young people enrolled in vocational high schools increases, increasing the opportunity for more

⁸UNDP, "Roma and Egyptians in Albania: a socio-demographic and economic profile based on the 2011 census", April 2015, at

http://www.undp.org/content/dam/albania/docs/Census%202011%20Profile%20of%20Roma%20and%20Egyptians%20final.pdf

qualified young people with better competencies and skills, an element which serves better their business activity and growth.

VET contributes directly to the country's economic growth - it is a real opportunity for young people to enter the labor market, which increases employment, reduce poverty, and promotes economic growth. The inclusion of the private sector in the vocational education system is a key aspect as for sustainable results that could bring a comprehensive skills development system in which private and state actors are partners.

VET is the shortest and most efficient way to find a job in the labor market. It is the right answer for young people in dilemma. VET is a well-oriented solution for those young people who have not yet decided on further education and career choices. VET enhances communication and teamwork skills - two of the most sought-after skills in the business world, and promotes company productivity and profits. Practice shows that companies with qualified and specialized staff are the most productive. VET helps businesses in addition to productivity to improve customer service, retain staff longer, and decrease costs and customer complaints. In Albania the participation in vocational secondary education has been increasing in recent years.

1.3 Organigram of institutions dealing with "Vocational Education Training"9



Table 2: Organigram of institutions dealing with "Vocational Education Training"

⁹ Ministry of Finance and Economy, at http://www.financa.gov.al/struktura-e-ministrise/

1.3.1 Ministry of Finance and Economy

The structure of the Ministry of Finance and Economy (MFE) is currently organized in eight main pillars which are the General Directorates (GD). One of the GD is **General Directorate of Economic Development and Employment** which aims to draft policies to improve conditions, guarantee constitutional direction for education and vocational training, decent employment, ensure experience, migration management for motivational purposes, as well as strengthen governance with social partners and efficient management of other programs and projects funded by IPA (National and Cross-Border) funds and other donors; also serve as a hub for application for projects, and monitoring of project progress ¹⁰.

One of the eight directorates of MFE is also the directorate responsible for vocational education and training, which aims at approving of curricula at the central level for qualifications of education and vocational training.

1.3.2 National Agency for VET¹¹

National Agency for VET is a public service legal entity with a budget, under the minister responsible for employment and skills development, based in Tirana. The Agency is a set of administrative institutions and providers of employment, self-employment and vocational education and training services, and an integral part of the ministry's system responsible for employment and skills development.

It operates through regional and local employment offices, regional directorates of public vocational training as well as public vocational education schools.

VET agency activity is regulated by the provisions of Law no. 15/2019 "On the promotion of employment", as well as Law no. 15/2017 "On vocational education in the Republic of Albania", as well as with the Decision of the Council of Ministers no. 554, dated 31.07.2019 "On the establishment, organization and functioning of the National Agency for Employment and Skills".

The main structures and their powers are regulated pursuant to the Prime Minister's Order no. 172, dated 24.12.2019 "On the approval of the structure and staff of the National Agency for Employment and Skills" as well as the Orders of the Minister for employment issues and skills For the Organizations of Vocational Schools pursuant to article 7, letters article 12 point 4 of law no. 15/2017, "On education and vocational training in the Republic of Albania".

11http://www.akpa.gov.al/

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¹⁰ Commissioner for Civil Service (September 2018)., "Report on Monitoring the Restructuring Process in the Ministry of Finance and Economy", at: http://www.kmshc.al/wp-content/uploads/2019/05/Ministria-e-Financave-dhe-Ekonomis%C3%AB 0.pdf

Regional Directorate of Vocational Training (Vocational Training Centers) is subordinate to the National Agency for VET; these institutions offer short term (up to 2 years) qualifications (trainings) in occupations required by the labor market.

Vocational Training Centers are divided into public and private. In total, there are 10 Vocational Training Centers at the national level.

1.4 Legal and policy framework

1.4.1 Law no. 15/2017 "On Vocational Education and Training in the Republic of Albania¹²"

This law aims to:

- Establish and develop a unified VET system to respond to change;
- Socio-economic and technological, in full compliance with the needs of the domestic and global labor market;
- Establish sustainable quality assurance and quality assurance mechanisms in Vocational Education Institutions, in accordance with the standards of the European Union;
- Modernize the VET system, making it a more effective and efficient mechanism;
- Make it effective for the increasing pace of development of the Albanian economy and society;
- Ensure its compatibility with the education system and the labor market;
- Guarantee equal opportunities for all individuals wishing to pursue studies in VET.

1.4.2. National Strategy for Employment and Skills 2019-2022 and action plan for its implementation¹³.

The National Strategy aims to integrate economic, educational, training, as well as entrepreneurial policies, producing an action plan, which aims to increase the level of employment, enable a gradual transition from passive unemployment policies to stimulating active ones, and put the proper emphasis to workforce development in the country.

1.4.3 Decision No. 321, dated 21.4.2011 "On the establishment of the National Agency for Education, Vocational Training and Qualifications¹⁴".

The main objective of the National Agency for Education, Vocational Training and Qualifications is the creation of a unique system of professional qualifications,

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¹² Official publishing center, http://qbz.gov.al/eli/ligj/2017/02/16/15-2017

¹³ Ministry of Finance and Economy, at: http://financa.gov.al/punesimi/

¹⁴ https://www.vet.al/legal/ligje

recognized at national and international level, as well as the implementation of the Albanian Qualifications Framework.

The Agency is a service provider and reports once a year to the Ministry of Education, Sports and Youth, and the Ministry of Finance and Economy.

1.4.4 Decision no. 514, dated 20.9.2017 "On the Approval of the National List of Professions", revised 15

From the reform of the labor market the need to remodel the list of professions in Albania was inevitable. With the latest technological developments, but also the opening of borders and the increase of cooperation with foreign companies, new professions should be added to the list of professions, existing professions should be updated, and some should be declared invalid.

Along with the Armed Forces there are 9 categories of professions, which included such as:

- Managers;
- Specialists with higher education;
- Technicians and specialists in implementation;
- Officials;
- Sales and service employees;
- Skilled forestry and fishery workers;
- Craftsmen;
- Artisans and related professions;
- Workers assembling and using machinery (assembly workers), and
- Workers (elementary occupations).

According to the published structure, there are 10 large groups of professions (Armed forces, Managers, Higher education specialists, Technicians and specialists in implementation, Officials, Sales and service workers, Skilled workers in agriculture, forestry and fishery, Craftsmen, artisans and related professions, Assembly workers, Workers), which include 43 large subgroups, 133 smaller groups, 480 unit groups, and 5489 jobs.

The table below presents the correlation between different professions and the job opportunities in the labor market.

| Large groups | Job opportunities |
|--------------------------------------|-------------------|
| Higher education specialists | 1281 |
| Craftsmen, artisans and related jobs | 1101 |
| Technicians and specialists i | 1021 |
| implementation | |
| Assembly workers | 772 |

Table 3: The correlation between professions and job opportunities

¹⁵Official publishing center, at: https://qbz.gov.al/eli/vendim/2017/09/20/514

1.4.5 Decision no. 666, dated 10.10.2019 "On Financial Quotas of Food in Canteens and Dormitories and Determination of Criteria for Benefit" 16

Point 2.3/dh specifies the criteria that must be met by students of the Roma minorities, who enroll and attend vocational secondary education in order to benefit from the scholarship.

The criteria are:

- Application for a scholarship from the student or the head of the family, directed to the high school.
- Student certificate.
- Certificate of residence from the local self-government unit where the student resides
- Certification from the Roma association.
- Proof from the school where the student is registered and continues his studies, which shows the branch and the year of enrollment.
- Certificate from the Regional Tax Directorate for all family members over the age of 18, whether they exercise private activity or not. In the case that the family of the student exercises a private activity, he/she does not benefit from the scholarship.

1.4.6 National Action Plan for Integration of Roma and Egyptians

The National Action Plan for Roma and Egyptians sets out the strategic goals of objectives and activities in the sectors of civil registration, education and the promotion of intercultural dialogue, employment and professional development, health care, housing, urban integration, and social protection. The strategic goals of the plan by areas are:

- Full access and inclusion in quality education without being subject to discrimination and segregation for Roma and Egyptians.
- Guaranteeing accessible, affordable and equal medical care for Roma and Egyptians.
- Increasing access to social protection programs for members of the Roma and Egyptian communities.
- Creating equal opportunities for formal employment of Roma and Egyptians.
- Facilitate opportunities for equal use of the civil registration and justice service for Roma and Egyptians.
- To improve housing conditions for Roma and Egyptians.

¹⁶Ministry of Finance and Economy, at https://observator.org.al/wp-content/uploads/2019/11/VKM-nr.-666-dt.-10.10.2019.pdf

II. Methodology

2.1 Methodology and approach

The method used in this study is the qualitative method of data collection as qualitative research aims to describe social phenomena and behaviors. Qualitative research seeks to explore and explain the world through the experiences of social actors (Mays & Pope, 1995)¹⁷. For this reason, qualitative research is used in this study because it is effective in providing specific information related to the social values, opinions, beliefs, attitudes and emotions of a particular population (Marshall, 1996)¹⁸.

The sampling used is without probability and is the convenient one, which is used when it is the most convenient way for the researcher. Researchers¹⁹ who have limited time and resources may have no choice but to choose a sample over the measure of convenience or accessibility. In qualitative research²⁰ each case is worth studying. Each case is representative of a person's specific life experiences and interpretation of those experiences, thus representing truth and reality for that person (Ritchie J, Lewis J. (2003).

Also, the study consists of a combination of desk research - mostly reports by the government and agencies - and primary research. The primary data was gathered through meetings, focus group, including a SWOT analysis. The meetings and focus group, held in November 2020, brought together, civil servants, students and NGOs. Through the semi-structured interviews, a SWOT analysis was conducted for the current legislation of VET. Three of the participants work as policy makers in implementing institutions, 12 are students.

The focus group with the Roma students consisted of a series of semi-structured participatory group discussions, which facilitated self-reflection by the Roma on their situation. In this respect, it used focus groups to enable the students to identify and assess the problems that they are having during the academic years, and conducted a gender needs assessment.

Consultative meetings with representatives of public institutions, students and civil society organizations aimed to achieve the following objectives:

¹⁷Agolli, N. I.,"Zbatimi i të drejtave të njeriut dhe të drejtave për shëndet për personat që jetojnë me HIV/AIDS në Shqipëri", Tiranë.

¹⁸Agolli, N. I.,"Zbatimi i të drejtave të njeriut dhe të drejtave për shëndet për personat që jetojnë me HIV/AIDS në Shqipëri", Tiranë.

¹⁹ Matthews B., Ross L. (2010), "Metodat e hulumtimit", Tiranë, Qendra për Arsim Demokratik (CDE), fq 164.

²⁰Ndrio M., (2012)"Ndikim i i roleve dhe stereotipave gjinore në përvojën prindërore të nënave dhe baballarëve të fëmijëve me aftësi të kufizuara" (të fëmijëve me sindromën Down)", Tiranë.

- Develop recommendations for the adaptation of education and vocational training, according to the needs of the Roma minority in accordance with the program of the Albanian government in the field of vocational education.
- Identify concrete measures in education and vocational training, aimed at improving the integration of the Roma minority, as well as reducing discrimination.
- Create basic data for 2020, based on data generated by the ROMALB²¹ system as well as the latest possible data (including any data on the number of Roma beneficiaries and other data that can be used to monitor implementation of policies in the given field, that are not included in ROMALB)

2.2 Participants

Participants are civil servants working in the Ministry of Finance and Economy, the National Agency of VET, who cover issues related to education and vocational training, aiming to promote the integration of the Roma minority. Staff from vocational training centers was also part of the meetings in order to present their recommendations on issues related to the education and vocational training of Roma. Finally, students who are beneficiaries of these services provided comments, opinions and suggestions for improving the field of education and vocational training.

2.3 Expected results

At the end of the meetings, each representative of the institution and students attending vocational education and training had the opportunity to give their contribution related to the objectives, activities, monitoring data for vocational education and training.

2.4 Limitation of the studies

Like any study, this one has its limitations, among which we can mention:

- Lack of information for Roma minority in Albania, such as official and desegregated data.
- The organization of focus group through zoom has limited the opportunity to capture the non-verbal reaction from the participants.

²¹ Centralized system administered by the Ministry of Health and Social Protection in the framework of monitoring the Integration Action Plan for Roma 2016-2020.

III. Comprehensive analysis

3.1.1 Employment and Vocational Training

The Government of Albania considers the employment and VET public policies as related to each other. To be coherent with the current structure of institutions both terms will be used, but the focus will be on VET.

After the administrative reform that Albania had in 2017, Ministry of Finance and Economy is the responsible authority for establishing of public policies for VET and Employment²².

The General Directorate of Economic Development and Employment is the Directorate which in its composition has the Vocational Education Sector dedicated to VET issues. The sector is composed of three specialists and one head of sector. One of the specialists has been appointed as the focal point for Roma minority issues.

The Government of Albania, through the Ministry of Finance and Economy, is focusing on the employment and quality development of the workforce, in line with the vision of the European Employment Strategy 2020, as well as the requirements for Albania's European integration. This is indicated by the level of funds made available for employment and education and vocational training which are multiplied only in the last five years. The current structure of the education and vocational training sector faces many difficulties. The current staff cannot cope with the many commitments and responsibilities that are required. The expansion of staff as well as the continuous training of current employees is necessary in order to improve the quality of work by the sector.

3.1.2Vocational Education Training system

VET in Albania is a system that is composed of two parts, Professional Education and Professional Training. Representatives from the Ministry of Finance and Economy provided an explanation of these concepts.

| Professional Education | Professional Training |
|---|--|
| Education for adults Four-year school with a focus on specific work training (internship) for students 15 years old 39 professional schools in Albania Managed from the Employment Office | Short – period training, not more than two years Vocational courses at the National Level (are unique to all Vocational Training Centers in the country) Vocational courses at the Center Level (are specific courses offered by professional centers in function of the requirements of local businesses) |

²²DCM No.503, datë 13.09.2017 "Për përcaktimin e fushës së përgjegjësisë shtetërore të Ministrisë së Financave dhe Ekonomisë", at http://www.financa.gov.al/

| • Certificate that is known throughout the |
|--|
| country |
| • 10 public training centers |
| Non-public training center |

Table 4: The difference between Professional Education and Professional Training

In the last four years, many VET schools have been reconstructed and completed with modern equipment, which rendered practice of theoretical knowledge concrete and attractive.

"The Ministry of Finance and Economy has taken concrete initiatives to design incentive and facilitation policies for the Roma minority, with the aim of promoting their employment as well as their qualification, training and integration into the labor market"—MoFE employee, participant in the research.

The National Strategy for Employment and Skills 2014-2020 and the Action Plan for its implementation have provided concrete measures to increase the involvement of this community in all active labor market programs: employment promotion programs and vocational education and training.

The priorities of the Employment and Skills Development Strategy, 2014-2020 were focusing on:

- Promoting social inclusion and territorial cohesion;
- Providing trainings and employment opportunities of marginalized and disadvantaged women and men, including, among others, persons from the Roma minority.

From the analysis of the labor market situation, the situation of Roma minorities who are at risk of social exclusion is presented as follow²³:

| Higher education | High school |
|------------------|-------------|
| 0.5% | 6.1% |

Table 5: Percentage of Roma in the Education in risk

"Roma live in very difficult conditions and are not sufficiently present in the labor market. The above data present the situation of Roma and Egyptians under the age of 20"—MoFE employee, participant in the research.

In employment promotion policies, Roma constitute the target group that receives free vocational training and have priority in employment promotion programs. Increasing the educational level of Roma children remains a priority, which affects the prevention of social exclusion.

| Roma | Year 2016 | Year 2017 | Year 2018 | Year 2019 |
|--------|-----------|-----------|-----------|-----------|
| Female | 30 | 39 | 69 | 91 |
| Male | 60 | 58 | 79 | 154 |

²³ Ministry of Finance and Economy, 2020

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| Total | 90 | 67 | $119^{24}/148^{25}$ | 245 |
|-------|----|----|---------------------|-----|

Table 6: Number of Roma and Egyptians (male and female) completing vocational training courses²⁶. The total number for year 2018 shows the commonly seen discrepancy in official data provided by various sources.

| Roma | Year 2016 | Year 2017 | Year 2018 | Year 2019 |
|--------|-----------|-----------|-----------|-----------|
| Female | N/A | N/A | N/A | 6 |
| Male | N/A | N/A | N/A | 19 |
| Total | N/A | N/A | N/A | 25 |

Table 7: Number of Roma and Egyptians (male and female) who complete vocational training courses and then manage to work or become self-employed.

| Roma | Year 2016 ²⁷ | Year 2017 ²⁸ | Year 2018 ²⁹ | Year 2019 ³⁰ | Year 2020 |
|--------|-------------------------|-------------------------|-------------------------|----------------------------|--------------|
| Female | N/A | N/A | N/A | 145 | N/A |
| Male | N/A | N/A | N/A | 423 | N/A |
| Total | N/A | 333 | 527 | 568 | 603 |

Table 8: Granting full scholarships for Roma and Egyptian VET students, at a level which covers the costs of living, tuition fees and textbooks.

During the analysis of statistics received from the Ministry of Health and Social Protection and the National Employment Service, there is a discrepancy in the statistics for the year 2018 regarding the number of Roma and Egyptians (men and women) who complete vocational training courses. According to the MoHSP, the number of persons completing vocational training courses is 148, while according to data from the State Social Service, the number of Roma and Egyptians is 119. Both statistics are considered official.

The National Employment Service (NES) exercises its jurisdiction in the territory of the Republic of Albania, at the central level and in subordinate units, as follows:

- General Directorate, 12 Regional Employment Directorates
- 24 Local Employment Offices
- 10 Regional Directorates of Public Vocational Training

Regarding the participation of special groups, the objective set by the Roma / Egyptian strategy has been achieved for 2019.

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²⁴National Employment Service, 2020

²⁵ Report on the Implementation of Roma Integration Public Policy in Albania for 2018, www.romalb.org

²⁶ National Employment Service, 2020

²⁷ Report on the Implementation of Roma Integration Public Policy in Albania for 2016, www.romalb.org

²⁸ Report on the Implementation of Roma Integration Public Policy in Albania for 2017, www.romalb.org

²⁹ Report on the Implementation of Roma Integration Public Policy in Albania for 2018, www.romalb.org

³⁰ Report on the Implementation of Roma Integration Public Policy in Albania for 2019, www.romalb.org

| Vocational training | Realized in 2018 | Strategy 2019 | Realized in 2019 | Realized in 2019/ Strategy 2019 | Realized in 2019/ Realized in 2018 |
|---------------------|------------------|------------------|------------------|--|---|
| Roma | 119 | 121 | 299 | 247% | 251% |

Table 9: Number of Roma in vocational training³¹

NES is currently building an IT platform for the vocational training program in public Vocational Training Centers where a tracking module is planned at the level of Vocational Training Centers.

This is an incentive that has started this year and will be implemented in some schools and training centers.

The National Agency for Employment and Training (NAET) is a public service, legal entity, funded by the government, and is under the jurisdiction of the Minister responsible for employment and skills development. It operates through Regional and Local Employment Offices, Regional Directorates of Public Vocational Training as well as Public Vocational Education Schools.

Positive results from the implemented policies of the institutions:

- The dropout rate of the vocational schools by the Roma minority is very small. The interviewees stated that this was influenced by the implementation of the DCM no. 666, which provides students with financial assistance. This DCM serves as a boost for students to enroll and complete vocational education.
- Students are provided with a certificated profession.
- Two professions where Roma students are distinguished are: metal workers and culinary staff occupations.
- Through the years Roma students have followed the professions that are considered as the most required from the society.

• Scholarship for VET students

Scholarships were disbursed from Ministry of Finance and Economy for Roma and Egyptian students who would attend the Vocational Education Programs. The scholarship foreseen free textbooks as well as clothing fee in the amount of EUR 50 per each student. The amount of a scholarship is 6,000 lek/month or 72,000 lek per year/per individual but there is no information in place if all planned funds for this

³¹ National Employment Service, Annual Labor Report 2019, at: http://shkp.gov.al/wp-content/uploads/2020/09/Analiza-2019-FINALE-1.pdf

purpose were disbursed, since this is under the jurisdiction of the local governance units.

During 2020, a new pilot project is being implemented in one of the professional schools in Tirana. The High School for Textile Professionals has started a new curricula that will provide the students with a specific profession in the field of textile. It is conceptualized as a post high school diploma which will last two years and will equip students with in-depth knowledge.

The challenges of this new initiative are enormous:

- New curricula must be drafted. Their composition should be specific to the school curriculum.
- Schools should include staff with qualified professions.
- Expand this pilot project and apply it to other professional schools if the results are positive.

3.1.3 Tracking students

Until 2018, Vocational Schools and Vocational Training Centers did not have a tracking system for students after they have finalized their studies. Identifying students who are employed after completing vocational education is an ongoing challenge for VET institutions.

The two reasons mentioned by the Education Training Center representative are:

- Most of the students change their residence. Upon the completion of their studies, students move to other cities and it is difficult to report whether they are employed or not.
- Roma minority culture: representative of Educational Training Center states that students do not keep in touch with the school or are no longer accessible after their graduation.
- Some of them are not employed within the profession that they have studied because they cannot comply with the rules of the employer, such as working time, payment process, administrative procedures etc.

3.1.4 Data collection

Ministry of Finance and Economy collects annual statistics from vocational training centers and vocational schools regarding the number of students enrolled and the number of students who have completed the academic year.

The method of data collection is performed through excel spreadsheets which are sent to schools and centers.

The data are verified and processed by the responsible sector at the Ministry of Finance and Economy and then reported to INSTAT³².

The National Information Society Agency is working to create a system that will provide data on education from first grade to high school, including statistics on VET.

3.2 Focus Group

As described in the relevant chapter of the methodology of this study report, the qualitative analysis focused on the processing of data collected from the discussions with nine girls and boys from Roma minority, aged 15-25 years old. Findings from qualitative data processing are presented below.

Findings from the focus groups:

- 70% of students do not have information on what education and vocational training is. They may have information about the schools, but not the way they work and their programs.
- One of the students, who had completed the lower education, has very good knowledge of graphic design, but has no information about vocational training schools.
- Most of the students prefer to choose the general education because it is considered a more proper education and more advance that VET schools. Furthermore, the general high school has higher credits than vocational education trainings. The credits that they take from high school are necessary so they can be accepted in the university.
- 30% consider VET as an education that prepares the students for a specific job.

"VET helps students to prepare for their future and get into a specific occupation." (Boy who has finished a nine-month training course for a cook/chef)

- Most students are not aware of the opportunities offered by the Ministry of Finance and Economy for students attending vocational education. Only one of the students had knowledge about free textbooks provided to Roma students, and only one of them has benefited from the financial aid provided by MoFE.
- The scholarship is not enough to cover all the financial needs during one academic year. A representative from the National Agency for Employment and Skills mentioned that students drop out or do not even enroll because the scholarships cannot cover the amount of rent at the dormitory.
- The lack of information about VET system is not only a responsibility of the institutions but also of the society and more specifically of the students' families.

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³²Institute of National Statistics

- During COVID-19, most of the students reported that the online lessons were not effective, according to them the online lectures were understandable, but students have faced difficulties to complete their professional practice.
- Many Roma NGOs tried to help most of the students regarding the access to different documents, civil registration, math or English courses, school procedures, financial aid. Due to COVID-19, activities of some Roma NGOs in these areas were decreased.

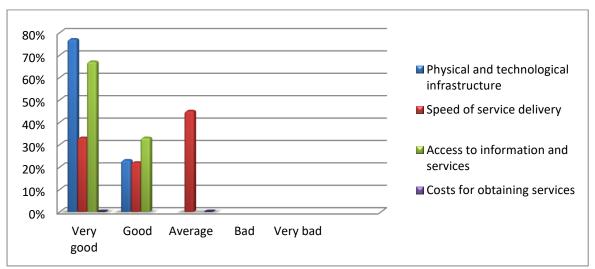
A questionnaire was shared with students who participated in the focus group. The purpose of the questionnaire was to obtain information about the knowledge that students have about the services provided by public institutions and to evaluate them in terms of the quality of delivery.

The questionnaire contained five closed questions. Nine students, five girls and four boys answered the questionnaire.

Findings from quantitative data processing are presented below.

1. How do you assess the improvement in the provision of public services to Roma and Egyptian minority during the last four years (2016 - 2020)?

The Government of Albania has drafted and approved the National Action Plan for the Integration of Roma in Albania 2016-2020. This plan contains specific measures that aim to integrate Roma minority into society. The aim of this question is to measure the impact of the measures after four years of their implementation.



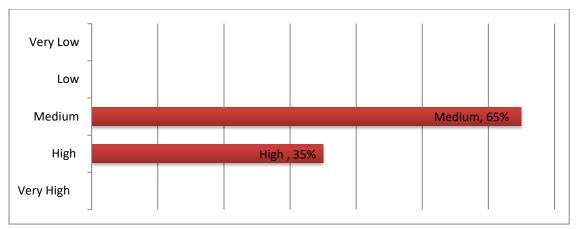
Graphic 1: The assessment of the public services

The graphic shows that 77% of the students consider the physical and technological infrastructure of the public services "Very Good". Improvements have been made in different field such as the civil registration (individuals can access personal documents from E-Albania platform); education (restoration of school buildings; limiting teaching with shifts, mornings and afternoon).

Access to information and services was evaluated as "Very Good" from 67% of the students. The lowest answers were given for the speed of service delivery, where 22% of the students reported them as "Good".

Regarding the costs for obtaining services 55.5% of the students stated that they were "Average". Although work has been done by the government to provide free services for the students (with textbooks; and scholarship), it is required to pay a fee for other services such as self-declaration, various registration documents for the school and university, health care, different documents for social housing, etc.

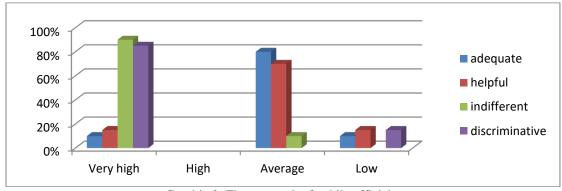
2. How much do you think the implementation of policies undertaken by the Ministry of Finance and Economy (for employment and vocational education) has mitigated the problems and increased services to Roma?



Graphic 2: policies undertaken by the Ministry of Finance and Economy has mitigated the problems

65 % of the students declared that the implementation of policies undertaken by the Ministry of Finance and Economy (for employment and vocational education) were with a medium effect. During the focus group, the students raised concerns that there is a lack of awareness related to the professional schools and their programs, and more work must be done from the institutions in the whole country not only the cities where these schools are based.

3. How do you assess the approach of public officials when providing services?



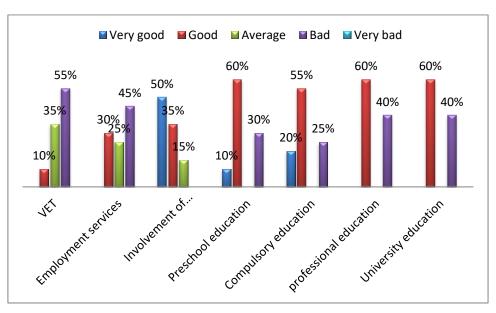
Graphic 3: The approach of public officials

The aim of this question was to measure the approach of public officials when they provide services. From the graphic we can conclude that 90% of the students consider that the discrimination by public officials was very high, and only 66% think that they can be helpful. From the focus group, the students expressed that they have had difficulties to obtain various documents from the school secretaries and they also had to fulfil many documents so they could benefit from the scholarship. They stated that the procedures for Roma students were very complicated and long.

From the graphic we can see that 60 % of the students consider that the public officers were very adequate when they provide services, and only 25% of them were indifferent.

During the focus group one of the Roma student who continues vocational education training in Elbasan (the number of Roma minority representatives is high there), stated that: "the professors has helped him do his professional practice in a private company". 66% of the students report that the public officers were very helpful when they provide services. Furthermore, in cities where the number of Roma minority is high, the approach of public officers is much more positive and flexible.

4. For each of the following service groups, please rate the current quality of service.

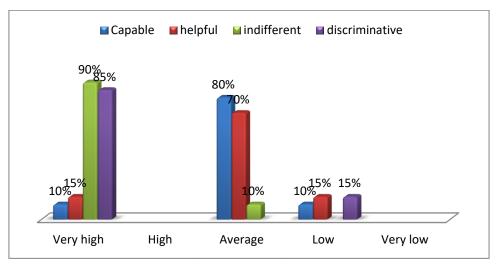


Graphic 4: Quality of services

A set of different services was listed in the questionnaire such as: VET, Employment services, Involvement of mediators from communities in service delivery in central and local public institutions, Preschool education, Compulsory education, Professional education, University education. From the data analysis was reported that:

- 60% of the students consider as "*Good*" services like: University education; professional education; preschool education and compulsory education.

- Only 10 % of the students consider VET as good services (this is related with the financial aid) and 55 % of them consider it bad.
- Regarding the employment services 45% of the students reported that the existent services are bad. During the discussions they mentioned that their parents are not employed.
- The involvement of mediators from communities in service delivery in central and local public institutions was considered very good by 55% of the students. From the focus group the students consider the NGOs as a very important factor that can facilitate them during their registration in schools, different courses and scholarships.
- 5. How did the education institutions cope with the teaching process during the COVID-19 period?



Graphic 5: COVID-19 impact

With the restrictions adopted by the Government during the COVID-19 situation, the education institutions organized the remaining academic year online. Many schools were faced with challenges such as the preparation of the lectures online, ensuring that students have access to various online platforms, their academic evaluation etc. Through the fifth question, the students were requested to answer how the education institutions cope with the teaching process during the COVID-19 period. The answers were:

- 80% of the students reported that the education institutions deal with this situation averagely and 70% of them were averagely helpful.
- 85% reported that the Roma students are faced with a high level of discrimination. Most of the children could not have access to internet or smart phone. Teachers did not assist them in carrying out their school duties or projects.
- 90% of the students reported that the public institutions were very indifferent during COVID- 19.

IV. Conclusions

One of the objectives for integration in the labor market of the Roma minority is to increase their qualification. The level of education of this minority is low. According to the 2011 census data, the percentage of Roma children aged 6 to 9 who do not attend compulsory education is 55%³³. High school drop-out at the beginning of the compulsory education cycle is also high. The drop-out rate of registered Roma students aged 10 to 16 is 30% for boys and 44.6% for girls. Although the phenomenon of school drop-out has alleviated, its presence remains worrying, especially among some more marginalized social groups such as Roma, or children coming from low-income families. Specifically, Roma children do not enroll or drop out of school for reasons such as: family migration traditions, housing and infrastructure conditions, parents' employment level and family living conditions, level of family education and access to health care, difficulties with language and social exclusion, and lack of parental support. Measures aimed at enrolling or integrating children from these vulnerable groups into school can only be effective if they consider the complexity of the situation and the causes of the phenomenon. Lack of education and qualifications affects the non-employment of Roma.

The policies that encourage Roma children attending vocational education is the provision of free scholarships and textbooks. In 2014, in the DCM³⁴ for VET, it was added that all students enrolled in vocational education from the Roma minority benefit from scholarships. This minority also benefits from free textbooks and a quota for clothing at the beginning of the school year of 7,000 ALL.

The National Action Plan for Roma Integration for 2016-2020, demonstrated recognition by the central administration of the importance of designing new measures and activities to promote the integration of Roma and Egyptians with a particular focus on reducing the barriers faced by Roma and Egyptians in relation to access to services as well as the improvement of living conditions through the integration and promotion of intercultural dialogue. The NAP measures (2016-2020) were drafted in six priority areas: civil registration, education and intercultural dialogue, employment and skills development, health care, housing and urban integration, and social protection. The protection of human rights, including Roma, and anti-discrimination policies are one of the five priorities on Albania's EU integration agenda. Even though this action plan has improved the situation of Roma minority many measures remain unsuccessful. The National Action Plan did not predict the development of programs in order to adapt the occupations held by Roma minority. From the list of the National List of Professions in Albania the professions that are followed moreby Roma minority are: assembling and using machinery for

³³Lack of data after the year 2011 for the Roma students. New data will be available after the new census on 2021.

³⁴Decision no. 666, dated 10.10.2019

workers, elementary occupations (home decorators; house cleaners, community works etc.), artisans and technicians.

During COVID 19 health protocol and the social distance, the opportunities for professional trainings were minimized (where even online ones are inaccessible due to the lack of necessary technological conditions).

In Albania, employment and vocational education for Roma remain an even greater challenge considering the level of income and economic development of the families. On the other hand, poverty and the importance of providing basic needs significantly reduce the interest of Roma to complete vocational training and employment promotion programs, as well as force them to find alternative solutions that are often informal. Informal sectors, such as individual collection of recyclable waste, trade in used goods or other activities that do not require specialized training, generate higher incomes compared to the minimum monthly wage in the formal sectors. Also, the culture of poverty and exclusion, lack of trust in existing employment programs, negative experiences in the past, etc., make most Roma working in the informal sector forced to remain there (acknowledging the uncertainties of the informal market and still do not prefer to be involved in employment promotion programs).

From 2017 data, there is a gap between marginalized Roma and non-Roma neighbors in terms of human capacity and material well-being. The gap is particularly large for young people where only 22 percent of marginalized Roma aged 18-24 are in employment, education or training programs, compared to 58 percent of their non-Roma. This has lifelong implications, blocking further opportunities for good employment. Only 18 percent of Roma aged 15-64 are employed compared to 27 percent of non-Roma.

Most employment offices and Vocational Education centers do not have any employees of Roma minority, which leads to misunderstandings between the administration and the communities, and sometimes even discriminatory attitudes when providing the service. While vocational training and active employment programs are offered to jobseekers registered as unemployed, most Roma are not registered and therefore remain out of the reach of such programs. Moreover, the minimum educational requirements to participate in such training activities are often very high, given the low educational outcomes of many Roma. Students aged 22 to 28 years old cannot attend or continue the VET school after a drop out. Even more problematic is when the target group has not concluded the elementary education, and thus, cannot enroll in short-term courses. One of the requirements while applying is to submit a school certificate.

V. Recommendations

- Vocational schools need to work more with parents by providing the information they need to increase their children's educational progress and learning opportunities. It is important to inform the parents about the importance of vocational education trainings, and one the mechanisms that institutions are implementing in order to enroll the children in the education system, is by implementing the prevention of children from following family education (which in the most cases is low).
- Raising awareness of Roma students to pursue Vocational Educational Trainings. REF can inform students and parents about the possibilities of education and vocational training, the location of the centers, the documentation needed to apply, as well as the benefits of inclusion in the VET system.
- ~ The division between education and vocational training in strategic documents. During the consultation of the new action plan for the integration of Roma 2021-2025, the responsible institutions for VET must separate those two indicators:
 - Roma students involved in professional training,
 - Roma students involved in professional education.

The data from the monitoring reports of the National Action Plan for the Integration of Roma and Egyptian 2016-2020, presents those two indicators together, as one and the same, but the VET system in Albania is a system that is composed of two parts, professional education and professional training. For more accurate and quality data, it is important to segregate those two indicators and track them independent of each other.

The new national action plan for the integration of Roma and Egyptians 2021-2020 is being prepared by the responsible institutions. REF can propose to the institutions the integration of those two indicators.

A specific category of students is the one aged from 14-17 years, who lack any education and do not fulfill the necessary criteria to start school at this age or to get enrolled in VET system. The development of a dedicated program for students aged 14, 15, 16, and 17 years old that cannot read and write, or they have finished only the obligatory education, would be a useful instrument to increase the participation of students in VET. The main aim would be filling the blanks in education with knowledge and soft skills that they do not have. The program can be used by these categories with initial knowledge so they can have an opportunity to enroll in VET system. The issue of gaps in the knowledge can be mitigated through provision of literacy courses, tests, or

exceptions, due to social and educational background of this category, who lack the skills to attend VET courses due to educational gaps in their knowledge and skills.

REF can commit to prepare a specific program for this target group, with the collaboration of the responsible institutions.

- ~ The curricula must be enriched with more opportunities for students so they can develop the skills through VET. The practical curricula of VET are insufficient and do not give students many opportunities so they can develop their profession in practice. Most of the students have to find by themselves the business, organization or institution where they could have practice.
- ~ The NGOs should be more involved in promoting Roma students as they complete vocational education or training. Also, they can support classes with assistant teachers for the first and following grades. The main duties of those assistant teachers would include helping children to get adapted in the classes, assist them with their homework, inform parents about their academic progress, help the parents enroll them in VET system etc.

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Annex

QUESTIONNAIRE 1

- 1. What are the strategies / action plans / policy documents that guide your work and that include measures (if any) that target / or have a direct or indirect impact on Roma?
- 2. What do you think are some of the main difficulties that Roma face in your field of work?
- 3. What is the most effective activity (measures) or program that your ministry has implemented during the last 5 years to improve the status of Roma in the field of vocational education? Please describe what was done and who participated. Why was it successful and how did the Roma benefit?
- a) Please describe your observations regarding the difficulties you encountered in implementing the measures in the field of vocational education.
- 4. What data on the status of Roma are available in your field of work? Who collects this data (central / local government, civil society, statistics office, etc.) and how is this data organized? How is this data used to report and design objectives and policies?
 - a) What data can be made available to better describe and monitor the status of Roma in your field of work?
 - b) Who should participate in the data collection process?
 - c) How often can this data be collected (realistically)?
 - d) Who can analyze and report this data?
- 5. How do you guarantee the participation of Roma minorities in the development, implementation, monitoring and evaluation of your policies? How do you guarantee hearing and consideration of their requests?

QUESTIONNAIRE FOR THE STUDENTS 2

| 1. | How do you assess the improvement in the provision of public services |
|----|---|
| | during the last four years (2016 - 2020) to the Roma and Egyptian |
| | minority? |

| | Physical and technological infrastructur e | Speed of service delivery | Access to information and services | Costs for obtaining services |
|-----------|---|---------------------------------|------------------------------------|------------------------------|
| Very good | | | | |
| Good | | | | |
| Average | | | | |
| Bad | | | | |
| Very bad | | | | |

2. How much do you think that the implementation of policies undertaken by the Ministry of Finance and Economy (for employment and vocational education) has mitigated the problems and increased services to Roma?

| Very High | High | Medium | Low | Very Low |
|-----------|------|--------|-----|----------|
| | | | | |

3. How do you assess the approach of public officials when providing services?

| | Capable | Helpful | Indifferent | Discriminative |
|-----------|---------|---------|-------------|----------------|
| Very High | | | | |
| High | | | | |
| Medium | | | | |
| Low | | | | |
| Very Low | | | | |

| 4. | For each of the following service groups, please rate the current quality of |
|----|--|
| | service: |

| | Very good | Good | Average | Bad | Very bad |
|--|-----------|------|---------|-----|----------|
| VET | | | | | |
| Employment services | | | | | |
| Involvement of mediators from communities in service delivery in central and local public institutions | | | | | |
| Preschool education | | | | | |
| Compulsory education | | | | | |
| professional education | | | | | |
| University education | | | | | |

5. How did the education institutions cope with the teaching process during the COVID-19 period?

| | Capable | Helpful | Indifferent | Discriminative |
|-----------|---------|---------|-------------|----------------|
| Very high | | | | |
| High | | | | |
| Average | | | | |
| Low | | | | |
| Very low | | | | |

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