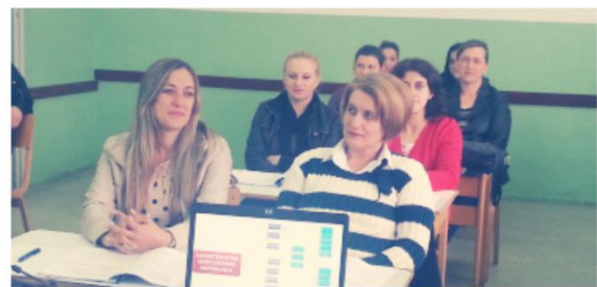


POLICY PROPOSAL

Decrease of imbalance between supply and demand for labour force and improvement of competencies, competitiveness and employment of labour force in Gorazde





“Decrease of imbalance between supply and demand for labour force and improvement of competencies, competitiveness and employment of labour force in Gorazde”



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PROJECT: Decrease of imbalance between supply and demand for labour force and improvement of competencies, competitiveness and employment of labour force in Gorazde

Contract number: 2013/319-617

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INTRODUCTION

The European Union, in its strategy "Europe 2020", has set five ambitious objectives - on employment, innovation, education, social inclusion and climate/energy - to be achieved by 2020. Each EU Member State has adopted its own national objectives and specific actions in each of these areas that will support this strategy.

Although Bosnia and Herzegovina is not an EU Member State, it should not derogate from trends and goals set by the European Union, but work on the harmonization of previously stated objectives to the specific situation in the country.

According to the Constitution of Bosnia and Herzegovina, Republic of Srpska, ten cantons in the Federation of B&H and Brcko District have competences in the field of education. At the Federation B&H-level, education is essentially transferred to cantonal levels, which significantly complicates the possibility of harmonized adoption of legislation that would be adjusted at the level of the Federation of B&H, as well as with the Republic of Srpska, but on the other hand, it leaves a space to each of ten cantons in the Federation B&H to independently create its own educational policy or specific policies regarding adult education, which should be in line with the Draft on Law on adult education principles in the Federation B&H.

Regulations for the implementation of this law should be implemented by competent cantonal ministries of education through enhancement of their own laws on adult education or alignment of existing laws with its provisions, as well as through adoption of subordinate regulations within six months after the adoption of the law.

It is necessary to develop a framework for adult education based on the specific situation of each canton in the Federation B&H, in order that all cantons could mutually learn, compare and improve existing programs to enhance the quality of adult education programs.

Currently, there are following regulations in force in the field of education in Bosnian-podrinje Canton Gorazde:

- 1) Law on Preschool Education BPC Gorazde
- 2) Law on Primary Education BPC Gorazde
- 3) Law on Secondary Education BPC Gorazde

In respect to Bosnian-Podrinje Gorazde, the adoption of the Law on Adult Education would further enhance the rights of workers and labour mobility, would improve the quality of the labour force market and improve the position of socially marginalized groups. Institutions and organizations that offer trainings are:



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- 1) Employment service BPC Gorazde established by BPC Gorazde Canton,
- 2) Secondary Vocational School,
- 3) Employers and
- 4) Associations through projects.

It was found that trainings provided by above mentioned organizations/institutions affected the greater labour mobility as well as greater employability, and unemployed persons have become more competitive in the labour market. A training program for sewers of vehicle upholstery can be given as a practical example. Also, courses in English and German were organized, as well as information technology courses (ECDL).

Educational institutions in the BPC Gorazde are interested and able to carry out the education, retraining and additional trainings. Also, there is cooperation and coordination between the Employment Services BPC Gorazde and educational institutions (Secondary Vocational Schools).

Thanks to information from the "Analysis of the labour market in the BPC Gorazde", conducted by ALDI in 2013 in the framework of the project "Decrease of imbalance between supply and demand for labour force and improvement of competencies, competitiveness and employment of labour force in Gorazde", comparative data on working age

population, activities of the population, labour force, employment and unemployment rates are obtained.

Specially processed data on employment and unemployment rates of two age groups of the working age population: 15-20 years and 20-64 years are shown to make the data comparable with the current EU objectives in the area of employment, but also in order to create a better basis for long-term planning of development policies. Also, the analysis shows the link between education and the situation at the labour market, not only in order to show that public policies can effectively win the fight against unemployment, but also to point out the importance of multi-dimensionality of the problem of unemployment which is crucial in understanding the policies that have the goal to increase the number of employees, or decrease in number of unemployed workers.

To get a more complete image of the situation on labour market, a part of data on the situation at labour market BPC Gorazde obtained from administrative sources and from the field, is shown hereafter.

In last few years, Bosnian-Podrinje Canton Gorazde is logging exceptional results in terms of employment and decrease of unemployment and certainly, a key turning point at labour market is made where, for more than 15 years, the unemployment rate



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exceeded 50%. Extremely big problem is that the labour market has 40% of unemployed workers with no qualifications, who are long-term unemployed and who have lost the will to re-enter the labour market. The second biggest problem is about 20% of unemployed persons who are interested in labour market (such as youth or unemployed demobilized soldiers under age of 45 years), but whose qualifications do not meet labour market needs. Also, another significant problem is about 30% of employees in the industry who have the appropriate skills and knowledge, but do not have a formally recognized education.¹

ADULT EDUCATION IN THE BPC GORAZDE

Project "Decrease of imbalance between supply and demand for labour force and improvement of competencies, competitiveness and employment of labour force in Gorazde" implemented by Agency for Local Development Initiatives (ALDI) Gorazde is remarkable from the aspect of positive impact on increasing the comparative advantages and attracting new investments in the area of export-oriented industry. Based on experience from previous years, it can be concluded that for each new employment in existing or new industry, system of additional adult education will be required since

most production technologies for export requires specific training of workers.

Through this project, which is supported by the Delegation of the European Union to B&H, ALDI completed activities on identification of current and future demand for labour force by manufacturing industry in the BPC Gorazde. This activity is implemented in order to prepare the start of a process of training and retraining for 300 persons (200 unemployed persons from Employment Service BPC records and 100 employees who do not possess adequate formal qualification) and certification of previously acquired knowledge.

Five largest manufacturing companies from the BPC Gorazde area were included in the process of identification and analysis of the current supply and demand for labour force. In order to deeper investigate the labour market, ALDI also analyzed educational structure of employees in the manufacturing sector BPC Gorazde. This survey showed that the largest number of employees in manufacturing sector of surveyed companies possesses level III of education (43%). As expected, in addition to workers with Level III of education, in production of surveyed companies, the largest number of workers has the Level IV of education (27%). Elementary school, or Level I, has been completed by 5% of employees of companies that are included in this research. It is important to mention that 15% of employees are unqualified, while 3% of them are semi-qualified. This fact is one of

¹Taken from "The analysis of the labor market in the BPC Gorazde"
2013



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those that confirm the importance of project activities. Data from the beginning of this text, is saying that the Bosnian-Podrinje Canton Gorazde has a fertile ground for creation of new educational policies concerning adult education. Enacting legislation that will improve the system of adult education can be further stimulating effect on employers to expand the scope of business and number of jobs. Law on Adult Education would allow concrete activities in the educational sector and decrease in number of registered unemployed persons. A profound reform of educational system and establishment of legislation in the field of adult education in the BPC Gorazde may very positively contribute to easier adaptation of private sector to market changes, greater labour mobility and full involvement of working population to labour force.

It is clear that the level of education of the labour force has a remarkable impact on level of activity in general, and particularly on employment rate. It is important to point out that the additional employment growth in the BPC Gorazde can be expected through long-term planning of development policies and through linking of education with situation on the labour market, not only in order to show that public policy can effectively win the fight against unemployment, but also to point out the importance of multi-dimensionality of unemployment issues whose understanding is crucial in the policies aimed at

increasing the number of employees, or decreasing the number of registered unemployed persons. It is critically important to redefine existing and establish a completely new educational policies (goals and regulations) in the field of vocational education, training and adult education.

In order to encourage more substantial and comprehensive reforms in the area of employment and introduction of new models of care for unemployed persons which can significantly influence a decrease of registered unemployment and an increase in the number of employees, and in order to raise awareness on need and importance of radical reform of educational system and social security system of unemployed persons in the Bosnian-Podrinje Canton Gorazde, ALDI has launched an initiative to create a Draft on Law on Adult Education in BPK Gorazde. ALDI was working on creation of the Draft on Law on Adult Education in cooperation with representatives of the Government BPC Gorazde i.e. Ministry of Education, Science, Culture and Sport BPC Gorazde, as well as representatives of educational institutions from Gorazde, Association of Employers BPC Gorazde, Pedagogical Institute BPC Gorazde and Employment Service BPC Gorazde. Draft on Law on Adult Education BPC is made in accordance with the Draft on Law on principles and standards in the field of adult education in the F B&H adopted by the Government of the Federation of Bosnia and



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Herzegovina in April 2014. After the Draft was adopted by the Government of Bosnia-Podrinje Canton Gorazde, it was sent to the Assembly of the BPC Gorazde. At its 34th regular session, held on 11 September 2014, the Assembly BPC Gorazde has unanimously adopted the Draft on Law on Adult Education. The public discussion ended on 07 November 2014.

RECOMMENDATIONS TO DECREASE OF IMBALANCE AT LABOUR FORCE MARKET IN THE BPC GORAZDE

Adult education involves a partnership activity and joint responsibility of different actors: government, employers and employees, business and professional associations, organizations, educational institutions and individuals. Social partnership is a common answer of key partners to challenges of socio-economic development and needs of individuals and companies for knowledge and skills and the basic mechanism of planning and development of vocational education and training of adults. The tripartite agreement - government, employers and employees is a basis of planning and human resources development and adult education and training. The expected effect of establishing a dialogue and partnership is a dynamic and sustainable system of institutions and programs for adult education and training based on needs of the

economy and labour market and the real possibilities of society and individuals.

In Bosnia and Herzegovina, changes are permanent and jobs are temporary. Workers are in constant risk of the area of social exclusion. Long-term unemployment is an important potential generator of exclusion. The state, with its measures of educational policy, seeks to link temporary unemployment to educational activities with aim to re-include citizens who currently do not have the required knowledge to the labour market. There are two basic ways in the strategy of flexibilization. The first relates to the continuing education of workers in order to respond to new, changing assignments. The second is based on reduction of labour costs, contracting external labour force and temporary employment. Adaptability of individuals means employability, and the main tool is offered by lifelong learning with aim to keep current job and to easier search new. The traditional form of work based on permanent employment, clearly defined job tasks and lifelong career pattern is slowly disappearing. The current technological trends encourage all forms of flexibility with the new contractual and organizational conditions. This transformation brings a crisis in a society, and it increases the risks for individuals.

RECCOMENDATION 1:



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PROMOTION OF LIFELONG LEARNING AND CREATION OF LEGISLATIVE FRAMEWORK FOR ADULT EDUCATION

Many international organizations and institutions of the European Union intensively promote and encourage lifelong learning as a concept where every individual should be open to the continuous upgrade of its competencies, knowledge and skills in order to survive in constantly and rapidly changing social and economic environment. Therein, constant learning and education, particularly adults, has a key role, since it provides a fast and targeted acquisition of knowledge and skills needed at the labour market. Lifelong learning, as a holistic approach, is an integral part of the strategy of many countries and their educational systems, but also the EU as a whole. A number of international declarations, documents and conferences, as well as action plans indicate the importance of expanding and strengthening of this approach.

Educational system reform and establishment of legislation in the field of adult education can positively contribute to accelerating the recovery of labour market in B&H. Government of Bosnian-Podrinje Canton identified the Draft on Law on Adult Education in July 2014, which is unanimously adopted at 34th regular session of the Assembly of BPC Gorazde, held on 11 September 2014. The adoption of this Law will significantly contribute to positive changes in the labour market, especially to dynamization of labour market, and strengthening

the credibility of involved stakeholders. Adult education and training should become one of priorities in educational policies of the Bosnian-Podrinje Canton and it requires resources to make that happen.

RECCOMENDATION 2: CREATION OF THE STRATEGY OF ADULT EDUCATION IN THE BPC GORAZDE

The Council of Ministers, on a proposal made by the Ministry of Civil Affairs, adopted the Decision on adoption of an integrated Development strategy for adult education in the context of lifelong learning in Bosnia and Herzegovina for the period 2014 - 2020, with aim to improve educational and qualification structures of the population, and thus increase employment in B&H.

On this way, as announced after the session of the Council of Ministers, it is aimed to increase professional mobility of working population in domestic, European and international labour market, and to improve the quality of life of citizens.

Adoption of Strategic platforms is a key prerequisite for establishment of systematic and coordinated approaches of determining the area of adult education in B&H through the development of appropriate strategic, legislative and institutional frameworks. The document is intended for all educational authorities in B&H, as a framework for



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development of strategies and strategic plans, and guidelines for development of adult education in B&H by 2020.

By October 2014, the only strategic document in this area was the Decision on adoption of Principles and standards in the field of adult education in B&H². Principles and standards in the field of education are intended to all educational authorities in B&H as a framework for development of strategies and strategic plans and guidelines for development of adult education in B&H and they are starting legal point for further process of reform on adult education in B&H.

Given that the Law on Adult Education is actually in a procedure in Bosnian-Podrinje Canton and its adoption is expected by the end of 2014, the next expected step would be the adoption of the Strategy on Adult Education BPC. Strategy on Adult Education is one of instruments to address key social and economic issues and it is the reason why this strategy particularly emphasis on vocational education and training of adults.

The main purpose of adult education strategy in this canton would be to build a social environment and basic mechanisms for education and adult learning and to create a system for education and training for

adults (including institutions and mechanisms for the support and development).

Improvement of capacities in adult education and training means creation of legislative and financial opportunities for work of institutions and organizations for adult education and training. Achievement of quality in adult education and training includes:

- meeting the needs of individuals, local community and labour market,
- development of standards on education and training,
- achieving the objectives and outcomes of education and learning and
- equality among different institutions, ways and means to acquire education and training.

Bosnian-Podrinje Canton Gorazde must restructure and improve its human resource through adult education activity. The Strategy needs to be adopted in a view of urgent need for faster economic development while respecting the principles of sustainable development, improvement of employment, social cohesion and democratization of social relations.

²The document adopted by the Government of the Federation of Bosnia and Herzegovina in April 2014.

RECOMMENDATION 3:



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PROVISION OF THE ADULT VOCATIONAL TRAINING THROUGH AMENDMENTS TO THE LAW ON SECONDARY EDUCATION IN BPC GORAZDE AREA

In the current educational system in Bosnia and Herzegovina, attention to adults and older workers has not been sufficiently paid. It is very important to create legislative and institutional presumptions for adult education and training and thus overcome the situation where learning and education is available only to young people.

In this context, a vocational education of adults gets a special value. Vocational education of adults is an integral part of the vocational training system, which is tightly connected with economy, labour market and other social systems. Education, particularly vocational education, is complex even under normal conditions, because it is conditioned by economic structure, public activities and socio-political system. The role of vocational education and training, including secondary technical vocational education providing a wide range of different qualifications needed in the context of lifelong learning, has significant impact on the perspective of lifelong learning.

European Commission, together with all member states of the European Union, is acting on strengthening of vocational education and training. Copenhagen Declaration was adopted in 2002 and

the basis for its action is collaboration between 31 European countries on strengthening vocational education and training.

Law on Secondary Education in Bosnian-podrinje Canton Gorazde was adopted on 01 July 2011. This Law regulates the performance of activities of general secondary education, vocational education and training, establishment, organization and financing of the work of secondary school, the rights and obligations of parents, secondary school autonomy, the role and responsibilities of secondary school, organization and implementation of educational work in secondary school, basic questions of curricula, grading standards and examinations, the manner of appointment and competences of secondary school authorities, the status of teachers, professional associates and associates, status of pupils and other issues related to the performance of activities of secondary education, adult education and other issues in the field of secondary education.

Considering the economic development of the BPC Gorazde in recent several years as well as constant demand for qualified labour force, it is necessary to consider the proposal on amendments to the Law on Secondary Education in BPC Gorazde. The educational system in the BPC Gorazde has space for improvement and better planning of educational programs that will be more relevant to labour market



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needs. The modality of the organization of vocational education and provision of conditions for carrying out practical training and work, as well as conditions relating to the performance of practical training for traditional crafts, activities that provide continuous/lifelong learning and other issues of importance to the activity of vocational training and adult education in BPC Gorazde area would be defined through amendments to the Law on Secondary Education BPC Gorazde. In addition, special attention would be devoted to initial vocational training, which indicates a systematic training program that allows the acquisition of professional skills, knowledge and professional competences necessary for the labour market that requires professional engagement. Initial training would regulate the recognition of vocational occupations, recognition of prior acquired vocational education and training that preceded the period of initial training, exams and certification, employment after training and more.

The common interest of the Canton is to ensure high quality vocational training and adult education, which contributes to the reduction of unemployment, to the development of the knowledge-based society, sustainable development, European values and social cohesion, and to creation of more and better jobs, and at the same time achieving good protection of the nature for future generations.

Therefore, the continued alignment of education with the needs of the labour market is very important and it implies that vocational education has a key role in the development of human resources with objectives of achieving economic growth, employment and achieving social goals. The establishment of vocational education and training system which provides lifelong learning and labour mobility means that the system will promote the principle of accessibility to all population groups by providing them, at the same time, the possibility of vertical and horizontal movement between all segments of the education.

RECOMMENDATION 4: PROVISION OF DEEPER LINKS BETWEEN ADULT EDUCATION PROGRAMS AND LABOUR MARKET NEEDS

During the 2011, project "Vocational training and employment of sewers for needs of company PREVENT Gorazde" was implemented in Gorazde. This project was funded by USAID/Sida FIRMA Project and the Federal Employment Service. The local vocational school, Cantonal Employment Service, Government of the Bosnian-Podrinje Canton Gorazde, Ministry of Education, ALDI (as a coordinator) and Prevent, which employed workers, were included in the implementation activities. Most of these workers were people who were registered as unemployed. In addition to the training and



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employment of large number of people, this project resulted by support to establishment of Cantonal vocational VET Council - which will be a mechanism for continuous assessment of workers' skills demanded by enterprises and which will make appropriate changes in formal vocational educational system, and develop appropriate programs for adult education.

Since the mentioned project made a turn into active employment policies in the whole B&H, and the EU Delegation to B&H has recognized it as a successful model to combat unemployment, and decided to support the project "Decrease of imbalance between supply and demand for labour force and improvement of competencies, competitiveness and employment of labour force in Gorazde". As part of this project, the cooperation between all stakeholders of economic development of Canton is strengthened, analysis of needs in the labour market is completed and in accordance with it, four curricula for vocational training for work in positions for which the greatest need is expressed by industries in the BPC Gorazde.

In this regard, ALDI, as a very interested and active participant in the process of drafting the Law on Adult Education BPC Gorazde, proposed that the model of "Training for adults for the purpose of urgent needs of the labour market" is incorporated into the legal framework as a separate part, where

the relevant ministry commits, in accordance with existing resources, to respond quickly to the needs of the labour market by providing necessary conditions for faster retraining of the labour force for employers' needs. This idea was welcomed by relevant leading organizations engaged in adult education and the model of law is rated as the best of all previously adopted at other levels in B&H. This model on law, as well as recommendations contained in this Policy document order to all key stakeholders of development and education to make available all resources in order to harmonize the labour market to needs of investors.

In addition to these benefits, by implementing projects that will improve the system of adult education, it is possible to have further stimulating effect on employers to expand the volume of business and number of jobs.

In order to animate adults to education, it is essential to promote connection between education and situation in the labour market, as previously described. This is important, not only for individuals who are registered in the Employment Service records, but also to indicate that public policies can effectively win the fight against unemployment, and also to point out the importance of the multidimensionality of the unemployment problem whose understanding is crucial in policies aimed at



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increasing the number of employees, or reducing the number of unemployed workers.

RECOMMENDATION 5: HUMAN RESOURCES CAPACITY BUILDING IN THE EDUCATIONAL SECTOR WITH A FOCUS ON ANDRAGOGIC EDUCATION

Lifelong learning concept has changed the role of teachers, especially in adult education. Teachers are increasingly becoming leaders, mentors and moderators, and it is expected from them to acquire new knowledge, skills and capabilities. Adult education is essentially different from the education of children, also for its target groups. Every educational group, as well as every adult learner in the group, brings with itself a different previously acquired knowledge and experiences, whose acceptance and appreciation contribute to the additional motivation to complete the subscribed program and to continue to participate in the educational process.

As in other professions, teachers are expected to participate in continuous learning process that will contribute to the achievement and increase of their competences. Most teachers working in adult education, today in Bosnia and Herzegovina, do not have basic andragogical knowledge and skills, among other things, because of the lack of opportunities for such education.

Having regard to the underdevelopment of the institutional framework for training and development of teachers in the field of adult education, in order to make significant progress in ensuring quality vocational training for adults, it is very important to develop a system of professional career development of teachers and define the qualification levels (types of teaching positions) and to develop a system of standards and norms for their achievement, as well as to develop programs and modules for training and development of teachers and other staff who work in different areas of adult education and training of teachers to work in the field of adult education.

In this regard, one of the strategic goals of an integrated Development strategy for adult education in the context of lifelong learning in B&H for the period 2014 - 2020 is ensuring and improving the quality of adult education in the context of lifelong learning through creation of better conditions for implementation of adult education. Key measures in achieving this strategic objective are training for personnel who will implement programs of adult education, and increase in number of trained adult educators (andragogist) as well as creation of conditions for the expansion of network of adult education providers.

Given that the adoption of the Law on Adult Education in BPC Gorazde is expected soon, the



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problem of lack of andragogical personnel should be addressed as soon as possible with a view to apply this Law in practice.

RECOMMENDATION 6: ENABLE WORKING CONDITIONS TO CRAFTSMEN IN ACCORDANCE WITH REGULATIONS THROUGH ADOPTION OF PROGRAM ON PASSING MASTER CRAFTSMAN EXAMINATION

There is more and more expresses demand for highly qualified professional occupations in Level V, not only by large companies, but also by entrepreneurs and crafts in accordance with the Law on crafts and related activities. Acquiring Level V of the education is carried out by passing the Master craftsman examination. Through Master craftsman examination, it is checked whether the candidate is masterfully qualified to perform its professional or vocational work, independently lead crafts, train students, and whether the master the other knowledge and skills required by Programs of Master craftsmen exams.

Master craftsman examination is taken, in accordance to the Standard Classification of Activities (SCA) and the Standard Classification of Occupations (SCO), for occupations regulated by Regulation on related and special service crafts.

The main legal acts regulating this area are the Law on crafts and related activities (Official Gazette of FB&H, No. 35/09) and the Regulations on taking

Master craftsman examination (Official Gazette of FB&H 34/09).

Education in a craft and related activities, for which the appropriate level of education is demanded, is carried out in primary and secondary schools and relevant institutions of higher education. At the level of BPC Gorazde, there was no enacted any accompanying document which would allow the acquisition of the educational Level V in the Canton.

Education for performing related crafts, for which a Master craftsmen examination is provided as a further qualification, is carried out according to the program adopted by the cantonal minister relevant for education. Master craftsman examination can be accessed by persons who have completed adequate secondary vocational school and have at least two years of work experience in crafts for which they wish to take the Master craftsmen examination, as well as people with inadequate secondary education and at least five years of experience in the craft for which they wish to take the Master craftsmen examination. According to the Regulations on taking the Master craftsman examination, Article 4 (Official Gazette of FB&H 34/09), Program of Master craftsman examination, for each occupation individually, makes cantonal minister responsible for education.

Thus, during interviews conducted with the business sector in the framework of the project "Decrease of imbalance between supply and demand for labour force and improvement of competencies,



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competitiveness and employment of labour force in Gorazde”, the absence of the program of Master craftsman examination verified by the relevant ministry for any occupation is identified as the main reason preventing the acquisition of Educational level V and passing Master craftsman examination in the area of Bosnian-Podrinje Canton Gorazde. There is no possibility of education for all activities in the canton required by craftsmen and large manufacturing companies for their workers. Also, the problem of vocational examination passing is not resolved because the Chamber of Commerce and Ministry do not have adequate staff to conduct examination and retraining offered by the Employment services are not sufficient to meet market needs.

It should be also pointed out that the Master craftsman examination are held in other cantons, and are thus, craftsmen and highly skilled workers are forced to move to other cantons to acquire the necessary occupation/profession and thus, considerable financial resources (for examination) are paid in budgets outside the BPC Gorazde.

The key solution to this problem lies in the fact that, in accordance with federal regulations, it is necessary to urgently adopt a provision (regulation) at the cantonal level, which defines the procedures related to training programs, teaching and examinations, because this area is the exclusive competence of the cantons and therefore, programs cannot be created based on the Federal Regulations. The next step

should be that the relevant ministries make decisions on appointment of the committee who would draw up a Draft program of master craftsmen exams for different occupations in accordance with applicable regulations, which would result in the adoption of the Programme on master craftsmen exams which would be applied in subsequent school years. In this way, craftsmen and production companies will be allowed to gain work requirements in accordance with applicable regulations.



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ALDI

“Decrease of imbalance between supply and demand for labour force and improvement of competencies,
competitiveness and employment of labour force in Gorazde”

„Smanjenje disbalansa između ponude i potražnje za radnom snagom i poboljšanje sposobnosti,
konkurentnosti i zapošljavanja radne snage u Goraždu“



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