

**Education Policy on Education for Democratic Citizenship and
the Management of Diversity in Southeast Europe**

Stocktaking Research Project

Country Report: Montenegro

Niksic, August 2001.

1. National context

1.1 Social context

Montenegro is a social and ecological state, the development of which is based on democratic principles.¹ As in the other states of Southeast Europe, which are in process of transition, much attention is paid here to privatisation of state property and social funds, and the establishment of a co-operative relationship with the international community. The process itself was rather painful because of the rapid creation of private funds on the one hand, and a great increase of unemployment, which leads to poverty of citizens on the other hand. The economic crisis and impoverishment (in the last decade the GNP dropped by 50%) of the nation and the majority of population have destroyed the social basis for the democratisation (the middle class as the important bearer of the democratic values almost disappeared, the problems of bare survival and existence prevailed in the perception of the people, socio-economic rights prevailed over civil and political rights, and so on). The governmental social programmes that provided the poorest levels of society with minimum existence levels and social justice have so far successfully solved this problem. The embargo imposed on FRY and the country's isolation largely contributed to national homogenisation, not a favourable factor for the process of pluralisation. This all had a great influence on education as well (stronger centralisation of the education system, nationalistic tendencies in the curricula, etc.)

1.2 Political context

Montenegro is a democratic country, which is governed according to legal principles, power of law and division of power into legislative, judicial and executive. The development of pluralism in political life enabled the establishment of a parliamentary system and a higher level of guaranteeing human rights, with particular stress on the rights of children, women and national minorities. The Ministry Securing Interests and Rights of National Minorities, including Roma, was established. During the last decade much has been done for the confirmation of Montenegro as a national country, but it did not cause difficulties to the national minorities. Affirmation of the national majority simultaneously lead to the reaffirmation of the national minorities so as to create a beneficial and tolerant international climate which is the guarantee that henceforth Montenegro will develop into a democratic-civic state where freedom for equal development of all national identities will be provided.

¹ The Constitution of Montenegro, Podgorica, 1992. (*SL. Crne Gore, br.43/92.*)

1.3. Cultural context

The nature of Montenegro's cultural heritage demonstrates, in the most unequivocal manner, that Montenegro is a multicultural community. Different cultures intersect within the territory of the country: Greek, Roman, Byzantine, Arabic, Benedictine, Serbian, Croatian, Italian, French, Turkish, and Albanian. During the last decade of the 20th century particular interest was paid to the affirmation of Montenegrin national culture, and special attention was directed to spotting the historic periods that had not been investigated enough and on presenting these periods to the public. Consequently the culture of national minorities such as Albanians and Muslims has also been developed. All participants in the field of education have used the principle of interculturalism and openness.

Montenegro has seen intensive changes in the existing educational system conducted during the last 5-6 years. These changes are a component of general social, economical and political changes, which are the characteristic feature of Montenegro these days. It cannot be claimed that those changes in the educational system of Montenegro have achieved the level where we can talk about the new system, but certainly a new educational policy has been constituted. The objective of this policy is to improve the quality of the Montenegrin system of education.

2. Policies and legislative base

2.1. General Considerations

The system of education in Montenegro was basically constituted during the previous socialist period (1945-1990) with certain minor changes during the past decade. It should be pointed out that the achievements in the area of education are some of the most important achievements of the socialist period. During that period, the education system, being some kind of antecedent to the current global program of Education for All (UNESCO, UNICEF, World Bank, and UNDP) was developed. It is an attempt to establish obligatory, universal, free of charge, quality education for the entire population.

Now we shall give a very brief description of the basic characteristics of the existing education system. In Montenegro, a fairly well developed education system still persists: built and available school space, a developed network of educational institutions fairly well distributed geographically, developed human resources in education (teaching and non-teaching staff), other educational institutions (teacher training institutions, publishers specialised for text-books and teaching aids, research and development institutions in the field of education, etc.). But, it is important to note that the educational

infrastructure has eroded significantly during the past decade (school space worn down, shortage of teaching aids, a certain reduction of the number of educational institutions, a drastic drop in teaching staff wages that caused demotivation for the work and a drain on teaching staff, obsolescence of teachers' professional competencies, etc.)

Schools are uniform in respect of the structure, models of governance, internal structure, lack of autonomy with regard to the curriculum and teaching/learning methods, but also with regard to the position and the rights of teachers and students in educational institutions.

The educational system of Montenegro is characterised by a high level of centralisation of the governance and the decision -making process. All major decisions are made on the level of the Ministry of Education and Science of the Montenegro Government. Given below is the list of the educational issues, which are in the competencies of the Republic Ministry of Education:

- founding and closing the schools;
- financing schools (in elementary schools, financing means from the state budget about 95%, in secondary 90% and in high school about 85%);
- appointment of school headmaster/principals;
- decisions on obligatory teaching plans and programmes (curricula);
- approval of text-books to be used in schools (the use of text-books not approved by the Ministry incurs financial penalties for the teachers!)
- defining school space standards;
- defining the requested qualification for the teachers and other persons working in the education;
- defining in-service teacher training programmes.

Thus several important conclusions can be made:

- Educational institutions in Montenegro have extremely limited autonomy in decision making; they are under very rigid centralised control.
- Montenegro school teachers do not have any autonomy, not even in strictly educational matters (like, for example choosing the textbook to be used). This is the obstacle preventing them from becoming the bearers of democratic values promotion to the school and the pupils.
- Montenegro school pupils have no opportunity to acquire democratic life experience in the school as an institution because the school as such is not a democratic institution; such school renders impossible even the actualisation of certain rights from UN Convention on the Rights of the Child.

However, the education system of Montenegro at normative and constitutional/legal level contains some basic democratic principles such as being free of charge and giving universal rights to education and providing education to certain specific sub-populations (national and ethnic minorities, children at risk). Certain basic characteristics of the educational system (its uniformity, high degree of centralisation, very restricted autonomy of the educational institutions, the teachers' status, children status) are in conflict with certain basic democratic principles. Such an education system can hardly serve as an instrument for the promotion of democracy in the global society.

In 2000, the Montenegro Government formed the Council for changes in education, which has to establish the framework of future educational policies, and the principles on which the policies will be based, as well as its short-term goals and objectives. The document, which is supposed to become the basis for development of numerous legitimate acts, a starting point in conceiving the new curriculum and the guideline to the process of democratisation of the entire educational system, is 'The Book of Changes'². This document has been, and still is, under public discussion, and is expected to be adopted by the end of the year 2001. In the planned changes, the task of society is to guarantee suitable conditions to everybody who is learning to express himself or herself freely, to comply with their requests and intentions in the process of education, to enhance their part in the process of problem solution. So the main aim of education development is the creation of a compatible and comparable system of upbringing and education for a multiethnic, multicultural, multiconfessional and multiparty society in Montenegro. The methods used to achieve this aim are as follows:

- a) gradual implementation of changes, as they may have a negative effect if not theoretically supported or tested.
- b) comparability with other highly developed countries respecting specific features of the particular country.
- c) Decentralisation and deregulation. (Proclamation of the goals and tasks of education, the formation and abolition of educational institutions, the creation of curricula, governing of educational establishments, control of functioning and quality are made on the state level now.) This leads to changes in the following fields:
 - development of the curriculum;
 - structure of the educational institutions;
 - running, governing and financing;

² The Book contains the information on the strategy of pre-school, primary and secondary education development.

- training, position and role of pedagogical staff.

The process of decentralisation as a kind of democratic practice makes possible:

- more active participation of the local community in the work of educational institutions,
- involvement of parents and citizens in the process of changes,
- collaboration of state organs with NGOs and other organisations.

The process of deregulation makes possible the transfer of responsibility from the state to the teachers in-service.

- d) introduction of a system of quality. The basis for this is the establishing of standard, identification and evaluation of quality and responsibility.
- e) life-long learning. Creating the possibility of learning during the whole life. Development of the philosophy of 'learning society'.
- f) equal opportunities. Creating the possibility for learning for all during the whole life.
- g) non-discrimination. The state guarantees optimum development for individuals regardless of their sex, social and cultural background, religion, national origin, physical and mental handicaps.
- h) individualisation, which means fostering the awareness of the individual's integrity.
- i) promoting choice and stimulation for gifted individuals.
- j) functioning of knowledge. Improve the methodology or work through the introduction of interactive ways of learning and encouraging of critical thinking development.
- k) flexibility in the creation of national educational plans and curricula. Development of these documents means the beginning of compatibility.
- l) depoliticisation of school.

Amongst the visible changes in Montenegro are a number of projects which have been implemented, the goal of which is to support the main strategic directions of educational system development in Montenegro. They are 'Education for Active Democratic Citizenship'³ and 'Coexistence with Differences'. These two projects are a constituent part of the strategic plan of the Montenegrin educational system development.

2.2. Education for Democratic Citizenship

³ 9 schools in different regions of Montenegro (5 primary, 4 secondary schools) and included into the project.

2.2.1. Curriculum

Montenegro doesn't have a national curriculum, in which to include education for democratic citizenship through specialised subjects, or integrated approaches but there are national curriculum guidelines, which have found their place in the legislative acts of the Montenegrin Ministry of Education and Science.⁴ These documents do not refer explicitly to EDC, but spread the idea directly through different activities in school and out of it.

The following are accepted as the basis of EDC -

The legal foundations of the functioning of the state and of public life, a philosophy of human rights with the accent on children's rights and the rights of minorities, inter-ethnicity, interculturalism, pluralism, multiparty, democracy, autonomy, the principle of equal rights, the principle of life long learning and diversity, tolerance, peaceful conflict solution, the development of a philosophy of peace instead of philosophy of war - a culture of peace as the main aim, education for democracy through the active participation of the young in democratic processes.

2.2.2. Structural/organisational

The Montenegrin education system has in its structure some democratic principles and mechanisms, such as universal rights to obligatory quality, free education and enough institutional and qualified teaching staff resources to implement this right. Furthermore, this system has built-in mechanisms for the specific rights of some specific groups (especially national minorities).

Some essential characteristics of the structure of the educational system (the high level of centralisation, distribution of the decision-making powers, uniformity/lack of diversity of the structure, rigid political control over educational institutions, very low level of autonomy of the educational institutions including university autonomy, status of the teachers in the school system and in individual schools, status of the student deprived of any kind of the participation) are the basic obstacles on the path to the use of education as an instrument for the promotion of democratic knowledge, skills, values, attitudes and behaviours. The school as an institution, without internal democratisation and without autonomy, cannot seriously contribute democratic education (even with the best curricula) because the school lacks one of the most efficient approaches to such education - education for democratic citizenship, i.e. by personal experience in a democratic institution.

⁴ The Book of Changes, Podgorica, 2001.

The government has a policy of strong democratic principles, but for the time being it is on the declarative level. It was stipulated by the complete socio-economical situation of the Republic during the last 10-12 years. The complete social situation should have to change to make changes in the field of education possible. Serious preparations, which found their reflection in 'The Book of Changes', have been made and they predict the decentralisation, depoliticisation and democratisation of the education system in general. As a consequence of this process local authorities and institutions get more responsibilities and more freedom. The local educational institutions will have the right and responsibility for the foundation, administration, and quality assurance of development and functioning of educational establishments. Their function will also spread to maintenance of educational locations and social care for pupils. The local institutions will be expected to suggest educational content of interest for a local community, which will be included in the educational programmes. An administrative - supervising board, the responsibility of which will be appointment and dismissal of the headmaster/principal/dean/rector, will direct the educational institutions.

In the previous legal acts as well as in 'The Book of Changes', a great deal of attention is devoted to principles and positive practice, basing interpersonal relations on highly moral postulates: *'Do onto others as you yourself would have done onto you'*.

The goal is to create a community which will be founded on justice, equity, freedom, understanding and respect for oneself and others. And this goal can be achieved by development of human resources that make possible the creation of a classroom where ideas of peace and brotherhood are the main principles of work. Thus, the main wish is to create interpersonal relationships that will guarantee the respect of everyone for everyone regardless of differences in age, gender, religion, nationality and culture. The answer to the question: 'Is it possible to create a school where the starting points of learning are the vested interest of the pupil, their enjoyment in the process of getting knowledge, and the outcome is the mutual satisfaction of pupil and teacher?' would be - **'yes, and it should be created as soon as it is possible!'**⁵ Such processes find complete support in the education policy of the government.

2.2.3. Teacher training

The teaching staff (given its status in the educational system, low participation in their professional organisations and trade unions, limited knowledge and skill for civic

⁵ Vaspitanje i obrazovanje, Podgorica, 2001. br.2,82.

education, the ambivalent and hesitating concept on democracy) can hardly be used at this moment as the promoters of civic education, democracy and human rights in school. But teachers can be seen as a potentially very important resource in this field of education. To mobilise this resource, a meaningful, long-term and large-scale programme of the education of educators is needed.

Education for democratic citizenship or civic education has not been included in the curriculum for higher education. Therefore, much work will be needed to determine activities and working methods for teacher training in education for democratic citizenship.

The government of Montenegro has a programme of Initial Teacher Training (ITT) and In - Service Teacher Training (ISTT) for the purposes of primary and secondary education. Specialists for pre-schools, primary schools, and the humanities are trained at the Faculty of Philosophy in Niksic. Specialists in natural sciences are trained at the Faculty of Mathematics and Sciences in Podgorica. Specialists in art subjects are trained at the Academy of Arts and Academy of Music in Cetinje. For the specialised schools, teachers are trained at various faculties of the Republic itself and Yugoslavia on the whole. The policy of In-Service Teacher Training is realised through the wide range of seminars, workshops, organised by school inspectors; seminars organised for the primary school teachers within the activities of the project '*Active learning*'; seminars organised for the pre-school and primary school teachers within the activities of the project '*Step by Step*'; seminars organised within the activities of the project '*Prevention of Dependence Disease*', seminars, round tables and workshops organised within the activities of the project '*Education for Tolerance, Peace and Humane Values*'; seminars and other ways of teacher training within the activities of the projects: '*Education for Active Democratic Citizenship*' and '*Coexistence with Diversities*'; training within the activities of the project: '*Co-operation of Family and School*'.⁶ During the last three years more than 3000 teachers have been qualified, which means about 30% of those employed in the field of education in Montenegro.

'The Book of Changes' envisages sufficient changes in ITT and ISTT. Systematic solutions have been suggested:

- the innovation of legitimate directives;
- the definition of the level of qualification and financial stimulation;
- life-long professional training as a component of employment;
- the determination to supply funding for regular ISTT.

⁶ The Book of Changes, Podgorica, 2001., 73-75.

Education reform implies the creation of teacher training curricula for civic education. The creation of the Centre for life-long ISTT where teachers will be trained for EDC and MofD D is also envisaged. The level of methodology development is of extreme importance for effective advance in the field of education in general as well as for achievements in the field of EDC.

2.3. Valuing cultural diversity and social cohesion

2.3.1. Curriculum

All national programme documents on education (**Law on School System**, National **Curriculum**, numerous legal acts) imply that respect for individual and social diversities is an important educational objective, but there is no national programme to reflect this objective explicitly.

The Constitution of the Republic of Montenegro and other existing programme documents acknowledge the importance and value of multicultural individual identities in ethnic as well as religious terms.

State mechanisms, providing for an adequate awareness of multicultural identities in educational plans and programmes, in text-books, and other educational material as well as in the process of education itself, are: The National Council for Education, The Educational Council, Inspection Department of the Ministry of Education and Science. The Government of Montenegro founded the Council for Equality of National Minorities 5-6 years ago. The Council is not authorised to deal directly with questions of education but it can consider possible problems and suggest their resolution.

Summing up the research on democracy in education, i.e. text-book analyses centred on the representations of the democratic values in text-books, we can extract the meaning of the historical changes built into Montenegrin text-books: history as the process of the struggle for the rights to national sovereignty, national freedom and equality between the nations; the struggle for social justice and the control of the power of the dominant social classes and groups.

The necessity to represent the history of the country and the region from different perspective has been recognised and this led to the elaboration of new curricula and textbooks. The main aim of the initiative was to reform history teaching and learning in terms of teaching the history of the civilisation not the history of wars. The new curricula have already been worked out and the creation of the textbooks is in the process.

The Constitution of Montenegro stipulates the right to use the mother tongue in pre-school, primary and secondary education to national minorities (Albanians). The

introduction of teaching in the mother tongue of Roma is under discussion at the moment. There are no other forms of education in the mother tongue of national minorities.

2.3.2. Structural/organisational

In the framework of the education system of Montenegro there is no administrative institution for the separate education of ethnic or religious groups. All the schools are assigned to the purpose of education of all citizens regardless of their nationality or religion. As in Montenegro there is only one national minority (Albanians) that doesn't speak Serbian (the language of the majority), in the regions where the majority of population are Albanians, the education process is organised in Albanian.

2.3.3. Teacher Training

From the school year 2001/2002, Initial Teacher Training in Albanian for Albanian primary schools will be initiated at the University of Montenegro.

2.4. *Cross Cutting Issues*

2.4.1. Life-long Learning

Montenegro's existing education system is rather uniform; not diversified enough to face the highly diversified needs of all layers of the population. Missing from education provision in Montenegro is a non-formal education system (basic adult education, system of vocational education, system of permanent education, media education, and distance learning). There are neither legal regulations on such non-formal systems of education, nor provisions for financing any educational institutions for that part of the education system. That is exactly the part of the education system which could and should have a very important role in the transition period (re-training the adults for new jobs, vocational training of adults, citizen education for adults for life in a pluralistic and democratic society).

2.4.2. Research and policy development

The Ministry of Education and Science, as well as the government of Montenegro, supports and stimulates research, analysis and projects which refer to democratic relations and coexistence with diversities. During the process of educational strategy and national policy development on the question of LLL in the Republic of Montenegro,

research on this question has been carried out. It is called '**Creation of the system of non-formal and professional education in Montenegro**'. This was a result of a research project and is the basis for the design and systematic development of non-formal education for employed or unemployed adults, and is accepted by the Ministry of Education and Science, Department of Commerce and the Employment Agency. As is stated in 'The Book of Changes' and in the fore-mentioned research there is a sufficient connection between formal and non-formal education. With the adoption of these documents the government of Montenegro established a national policy of adult education i.e. life-long learning.

2.4.3. International Co-operation

During the recent period the government of Montenegro and numerous educational institutions established close collaboration with a number of international organisations and institutions. That was a positive condition for many schools and faculties to get involved in the realisation of a number of educational, cultural, psychosocial and humanitarian projects. At the moment more than 10 projects are being carried out and more than 20 governmental and non-governmental organisations are involved in their implementation. The main goal of all of them is the development of democratic relationships and the management of diversities within society.

The programmes and projects carried out in Montenegro have gained the financial support of different foreign donors together with the Ministry of Education and Science of Montenegro. Some of the donors who helped the process of education for democracy in Montenegro are as follows:

- The Montenegro Open Society Institute;
- UNICEF;
- UNESCO;
- World Vision;
- The European Union;
- CRS;
- Save the Children;
- Kulturkontakt (Austria)
- WUS (Austria);
- The British Council.

The projects and programmes mentioned above positively influence co-operation within the region.

2.4.4. Quality Assurance

The government of Montenegro is interested in the introduction of quality assurance in all the activities which are considered to be the object of educational policy. A special executive body 'The Quality Council', as well as 'The Quality School', has been set up.

2.4.5. Information and Communication Technologies

A wide field of resources for civic education and education for democratic citizenship purposes for teachers demands a widely developed system of communication and highly developed technology. The Montenegrin Ministry of education, together with a number of donors from foreign countries, provided financial help to supply 60 classrooms all over Montenegro with computers. About 250 computers have been installed at the faculties of the University of Montenegro. Some schools have access to the Internet and have opened their web-sites, where information about their activities can be found.

The projects 'Education for Active Democratic Citizenship' and 'Coexistence with Differences' stimulate and support the introduction and use of ICT in schools.

3. Policy Implementation Measures

3.1. General Considerations

This part of the report will deal with the extent of implementation of the democratic rights to education in practice. The analysis concerns the implementation of the right to education of the following social groups: young population/adult population; men/women; urban/rural population; different national/ethnic groups.⁷

The data permit the following conclusions:

- Although the Constitution of Montenegro guarantees the democratic right to universal, obligatory and free education, this right is not fully realised in practice because approximately one third of population does not have even complete primary (eight years) education while about 60% of population does not have formal vocational education.
- The right to education is almost fully realised for the ages from 15 to 29 years.

⁷ The entire analysis is based on the official statistical data by Federal Office for Statistics on the basis of the last census in 1991 because they are the only reliable data (the preparations for the new census that will be done in 2001 are just under the way).

- The older population, particularly people above 50, is largely subjected to discrimination in education because about two thirds of that population do not have even full primary (eight years) education guaranteed by the Constitution.
- There is notable discrimination of the rural population because about 60% of women and 40% of men do not have complete eight-year elementary education while about 80% of women and 70% of men do not have formal vocational education. It should be noted that about one half of Montenegrin population lives in the rural areas and that about 24% of the active population work in agriculture.
- There is the discrimination against the female population because about 40% of women do not have full primary education (about 60% of rural and 25% of urban female population) and about 80% of women in the rural areas and about 50% of the women in urban areas do not have any formal vocational education. However, there is no such discrimination for the generations below 30.
- There is high discrimination in the realisation of the right to education of certain national and ethnic groups. Roma people are in the worst position, followed by Muslims and Albanians.
- When all stated data on the right to education are linked, a more general conclusion follows: The largest discrimination in actualisation of the right to education is shown toward the following groups: the older part of the female population in the rural areas, particularly in national minorities of Roma, Muslims and Albanians living in the north of Montenegro.

The conclusions, extremely important for addressing the general problem of the relation between education and democracy, issue from the overall statistical data given above:

- A significant part of the population of the Republic (women, rural population, older population, certain national minorities did not receive their entitlement to education, which is an important part of the cultural rights 'package',
- A significant part of population of the Republic lacks certain basic preconditions for participating in democratic processes due to the insufficient level of education (it is in the category of functionally illiterate population) and
- If democratic values are to be promoted by education, then the actions and measures can not be limited only to the formal education system, which covers only the younger generation, but measures that cover the adult population, rural population, female population, and special measures in favour of the most disadvantaged minority groups are necessary also.

With the elaboration of 'The Book of Changes' and the research 'Development of the System of Non-formal Education and Training in Montenegro' the Government of Montenegro determined a strategy of education system development.

The realisation of the strategy is in the charge of the Ministry of Education and Science. The Ministry has its own institutions, such as the Educational Council, the Educational Inspection, the Department of Development and Programming, which conduct, analyse and evaluate the implementation of the education policies.

There are various kinds of collaboration and partnership between the Government and the NGOs in Montenegro. The Government stimulates the functioning of NGOs. Sufficient funds are set aside for the support of different projects and programmes. There are more than 1300 registered NGOs in Montenegro, a great number of which work on projects in the field of education. A number of NGOs from other countries are involved, in the partnership with the Ministry of Education and Science, in the implementation of a series of projects in the field of planning, labour organisation, management, children's rights, teacher training, etc.

3.2. Education for Democratic Citizenship

The Former Yugoslavia was one of the signatory countries of all major international documents about human rights (International Convent on Economic, Social and Cultural Rights, International Convent on Civil and Political Rights, CRC, etc.). The Reformist federal government in 1993 adopted the programme 'Education for life in democratic, multinational and multicultural society' but this programme was not implemented because very soon that government fell.

A global education project for development, peace, tolerance and children rights initiated by UNICEF was partly implemented in some schools.

In spite of the fact that there is no 'space' provided for the EDC policies in the curriculum, a variety of projects have been implemented in primary and secondary schools by NGOs in co-operation with the Montenegrin Ministry of Education and Science, and they provide students with the core competencies for democratic citizenship.

Views and ideas of citizenship are implemented through the context of official educational plans and specific topics, which are discussed within additional programmes. These programmes have been worked out by pupils and students considering their own interests with the regard to the principle of free choice with minimal help from a teacher, at seminars for teachers and young educators (high-school and university students), and in public.

The specific programmes were initiated by the projects: *'Education for Tolerance, Peace and Humane Values'*; *'Active Learning'*; *'Step by Step'*; *'Education for Active Democratic Society'*; *'Education for Coexistence with Differences'*; *'Education for Development of Multicultural, Multinational, Multiconfessional Consciousness'*; *'Integration of School and Family'*. The programmes of these projects are published and thus are made available for the general public.

The project **Education for Peace, Tolerance and Human Values**⁸ has been implemented in the institutions of pre-school, primary, secondary and higher education for 5 years and has raised a lot of questions of great importance for EDC. The project is being organised and monitored by a team of experts from the Montenegrin Ministry of Education and Science and the Faculty of Philosophy in Niksic, and is financially supported by UNESCO, The Open Society Institute and UNICEF. The investigation of the curriculum within the humanitarian group of subjects has set out to judge how much the content of subjects refers to the ideas of tolerance, peace, human rights, children's rights, rights of minorities. The results of the investigation showed that 40% of topics from the existing curriculum could be used for the implementation of EDC ideas and principles. The ideas of civic education are mostly reflected in the programmes created by the free choice, interests and needs of the young. These indicators were sufficient reason for teachers at the seminars to look for a connection between the ideas, educational programme and their educational practice itself.

The leaders of the project and the team of experts educated a number of teacher teams, who have been carrying out the project through formal, non-formal and informal curricula.

Activities, working methods and outcomes of the project are the following:

- thematic workshops for experts and trainers;
- 12 seminars for 'reflective practitioners';
- more than 30 schools are involved in the project;
- about 90 teachers have been trained and enabled to work on the realisation of the project;
- about 30 young leaders (students) have been trained to work with their peers on the realisation of the project;
- survey on the effects of the project and thematic reports;

⁸ On the experimental stage the project was carried out in 3 kindergartens, 4 secondary schools, and 4 departments of the Faculty of Philosophy in Niksic.

- two reports have been prepared and published;
- schools, young people and teachers have approved the project.

Education for Active Democratic Citizenship and Education for Coexistence with Differences - are projects organised and monitored by a team of experts from the Montenegrin Ministry of Education and Science and the Austrian Ministry of Education and Science during the year 2000. They are launched within the framework of the Stability Pact for Southeast Europe. The project activities are carried out by Kulturkontakt (Austria) and the Faculty of Philosophy (Niksic) and involve 9 primary and secondary schools in Montenegro. The aims of the project are to provide the young with the knowledge, skills and competencies needed for active participation in a democratic civil society; to create opportunities for dialogue, conflict resolution, communication and interaction; to stimulate awareness of rights and responsibilities, norms of behaviour and values, ethical and moral issues within the community. The Ministry, as the organiser of the project, seeks for answers to the questions:

- firstly, should civic education be implemented as an obligatory subject, as a separate subject or as a crosscurricular subject with a coherent syllabus?
- secondly, how can all the suggested ideas be reflected in the educational programmes, and in textbooks and other teaching materials.

Happily, this will be complementary with changes in the process of pre-school and school education which means the creation of new programmes till the end of school year 2002/2003. In tandem with the creation of a new curriculum, the ideas of civic education will be included in educational programmes, and there is an obvious necessity to develop a programme for civic education as a separate subject and the necessary textbooks for the following year.

Activities and working methods are the following:

- 2 thematic workshops for experts and trainers;
- reports of representatives of local authorities, NGO-s, youth organisations and professional bodies;
- EDC training for decision-makers in education;
- 12 schools and 35 teachers involved in the activities of the project;
- summer camp for participants from different countries of Southeast Europe;

The participants insisted on the need for further dissemination of the ideas of active democratic citizenship and co-existence with differences.

The project **History Teaching** has been implemented during the last two years. The objectives of it are:- to adequately include teaching and learning history into the process of development of the democratic society; to educate active citizens for such a society; to make the teaching of history free from ideology, and to base knowledge on clear facts and cases.

The project is launched by the Ministry of Education and science and supported by the European Union and the Open Society Institute of Montenegro.

Activities and working methods are the following:

- training seminars for teachers of history;
- teams of experts have been formed to work out a new programme for history teaching;
- preparation of new textbooks for history teaching in primary and secondary schools is in process.

Besides the projects that have been mentioned there is a series of projects carried out in the schools of Montenegro. They are:

- *Creative Resolving of a Problem in a Classroom;*
- *Get Acquainted with the Rights of a Child;*
- *The Collaboration of the School and Local Environment;*
- *Good-will Classroom;*
- *Children Parliament.*

The official institutions accept the necessity to provide space for EDC and MofD D activities within the formal or informal curriculum, and this is reflected in educational programmes and in 'The Book of Changes' as educational strategy. It is in process of being put into practice in some projects. The projects have been carried out in 38 primary and secondary schools in different regions of the Republic (that makes about 20% of all primary and secondary schools), and most of them take place in the regions with multinational population. The administration of schools created all the necessary conditions for successful implementation of the projects about which teachers and students expressed particular enthusiasm. In such a way (usage of new ideas and contents) the affirmation of new working methods found its place. These are active learning, learning through the

projects, intercultural learning and learning by means of role change; and they proved to be very productive. Children, and parents as well as teachers, expressed a great deal of interest in the new way of learning.

A general document on the reform of primary and secondary education ('The Book of Changes', adopted by the Ministry of Education and Science) contains main references, ideas, goals and policies which have also been reflected in such legal documents as:

The Universal Declaration of Human Rights;

The Convention on the Rights of the Child;

The UNESCO Convention against Discrimination in Education;

The Declaration of the Rights of the Child;

The Resolution of European Dimension of Education;

The Constitution of Montenegro;

other legal acts which regulate processes and relations in the Montenegrin system of education.

The educational reform is based on the principles that make possible the development of civic consciousness and involvement of young generation into the processes of democratisation of the society. As such, the young will be directed towards: '...learning for knowledge, learning for work, learning for common life and learning for existence...'.⁹ The development of new educational programmes in Montenegro is based on: compatibility, diversity, equal rights, stimulation of the gifted, decentralisation and deregulation of the system, introduction of a quality system, depoliticisation, development of human resources, life-long learning.¹⁰

The same mechanisms which are responsible for the development of the education system in general prove adequate for the introduction of EDC policies into the education legitimate acts, text-books, and other educational materials used by the young in the process of learning. These mechanisms are centralised and inadequately developed regarding the needs of the system of education. The main mechanism on the republic level is the Ministry of Education and Science and within it the following departments:

- department of education;
- department of development and programming;

⁹ *Delor Zak, Obrazovanje Skrivena Riznica, Beograd, 1996, 124.*

¹⁰ *The Book of Changes, Podgorica, 2001., 107-112.*

- normative and legal department;
- educational inspection department;
- department of science, higher education;
- finance department.

There is also the Educational Council of the Republic, which is nominated by the Minister himself. On the local level there are school headmasters and administrative school boards. As stated in 'The Book of Changes', the reform of educational administration is planned. Beside the Ministry some other institutions will be established: **State Educational Inspection** and State **Institute for Education** (State Centre for Professional Education, State Centre for Education of Adults (life-long education), State Examination Centre). Mentioned institutions will take care of EDC and MofD policies development.¹¹

Almost all attempts to promote civic education, democracy and human rights in Montenegro through education came from NGO sector, either through the national/local initiatives or at the initiative of the international NGOs.

The Ministry of Education established partnership with such NGOs as:

- AICS LC - the organisation for students exchange and management;
- AEGEE - centre for students integration in Europe;
- DEA - the Civic Initiative Centre;
- the Montenegrin Educational Association;
- the Democratic Forum for Human Rights and Interethnic Relation in Montenegro;
- Fortuna - association for creative development;
- CEDEM - centre for democracy and human rights;
- The Association for Family and Population Development in Montenegro;
- Centre for Tolerance and Dialogue;
- Centre for Education for Civic and Pluralistic Society;
- The Association of Creative Youth;
- Nansen Dialogue Centre of Montenegro;

¹¹ The Book of Changes, Podgorica, 2001., 50-55.

- Budva Centre for Creative Youth.¹²

The basic problems in the work of NGOs are the following:

- unstable financial resources, which is an obstacle to continuous activity;
- dependence on financing from abroad;
- rivalry between NGOs themselves (primarily, competition in ensuring the financial means, very often from the same sponsors);
- fragmentation and isolation of those NGOs;
- unfavourable infrastructure for the work of organisations (problems of premises and facilities, communication means, not many members so that some of those NGOs have the form of a one-man organisation or one-step activity);
- lack of continuity in work, which does not ensure the sustainability of the effects;
- lack of a culture of evaluation;
- limited forms of action (training seminars without follow-up activities prevail).

Only a small number of those NGOs managed to attain the level of organisation, existence of an infrastructure and a sufficient number of associates-collaborators to enable more permanent and sustainable activities.

A more complete picture of the contents, forms and the effects of NGOs activities in the region is given in the publication 'Lectures on Democracy',¹³ which is in fact the directory of the projects in fields of education for democracy, civic education, human rights education (including child rights).

3.2.1. Curriculum

The ideas of civic education have been implemented in curricula at all levels of education since 1996, when the project 'Education for Tolerance, Peace and Development

¹² The review of those organizations, their activities and the effects of their activities are based on the publication: Directory of NGO and Non-profit Organizations in Montenegro, Podgorica, 2000.

¹³ Popadic Dragan, Vasovic Mirjana (1998) (Eds.): Lekcije iz demokratije: Projekti iz oblasti obrazovanja za demokratiju i civiljno društvo u SRJ. Centar za antiratnu akciju, Beograd.

of Humane Values' started. An analysis of curricula at all levels of education has been carried out in order to evaluate to what extent the existing curricula enable implementation of civic education ideas in the minds of the young who are still within the schooling process. The analysis encompassed subjects of a linguistic, social and aesthetic nature: Mother Tongue, Foreign Languages, History, Geography, Sociology, Philosophy, Constitution and Human Rights, Art, Music and Physical Education. At the first educational level (1. to 4. grade of primary school) the analysis included the subjects Nature and Nature and Society. The analysis showed that the contents of these subjects offer great possibility for the implementation of the EDC and MofD ideas: 25-48%. The subject Constitution and Human Rights, taught at the fourth grade of grammar school (natural sciences oriented grammar school 2 classes per week, social sciences oriented grammar school 3 classes per week), has a dominant role in developing the awareness of EDC and MofD ideas. Special programmes created by students and based upon their interests played a significant role in achieving this goal.¹⁴

3.2.2. Structural / Organizational

In 2000 and 2001 the Government and the responsible Ministry made significant steps forward regarding education and EDC and MofD ideas. They carried out concrete activities and made a shift from the oral to the practical level. Significant changes in the structure and organization of the educational system are provided in the Book of Changes, the basic strategic state document for education. A decentralization and democratisation within organizational and management segments of education is planned to be carried out as soon as possible. The organs of local community and the school itself will have greater rights and freedoms, but also greater duties and responsibilities. The organs of local community will, among other things, have the right to fill the curricula with contents from the local environment, up to 20%. The project method will play a particularly significant role in this area of teaching, for contents from the local environment can best be handled using this method.

3.2.3. Teacher Training

Since 1996 great attention has been paid to training teachers for implementation of civic education ideas in the minds of the young who still attend various levels of schooling. The

¹⁴ Report on the realization of the EDC and MofD projects, Podgorica, 2000.

projects were set up and finances approved in 1996, and one year later the organization of seminars for teachers working at all educational levels started. The first seminars were dedicated to evaluation and analysis of official curricula and the ability to implement the EDC and MofD ideas into them. During the seminars held in 1998 the following topics were discussed: education for tolerance, peace and development of humanistic values, tolerance and the culture of peace, human rights and particularly the rights of women, the young and national minorities, the idea of peace in the Montenegrin context - actual and potential conflicts. The teachers were acquainted with the problems regarding multicultural, multinational and multireligious education during 1999 and 2000. Multiculturalism and inter-culturalism in everyday living represent a basis and preparation for carrying out of the projects: 'Education for Active Democratic Citizenship' and 'Education for Coexistence with Differences'. A great number of the teaching population (about 35%) has been included in these and similar seminars. Thus was formed a body of teachers who will spread the civic education ideas in various ways in their local communities and further.¹⁵

Seminars for young trainers (high school and university students) were held parallel to seminars for teachers. The main objectives of these seminars were to educate young people for spreading the ideas of democratic citizenship among their student fellows and to engage them into various forms of civic education through special programmes and within leisure activities in school and out of it. Several hundreds of young people were trained in this way, and they formed a network of young educators and activists in their schools.

4. Views from the grass roots

4.1 *General Considerations*

The main creators and maintainers of the EDC and MofD projects are the Ministry of the Republic of Montenegro - Ministry of Education and Science with its inspection and special services, NGOs, schools, project teams, etc.

4.2 *Chosen approach to data gathering*

¹⁴ Counselling on the topic: In-Service Teacher Training in the European Union and the Quality of Permanent Learning, Education, Podgorica 2000, No.4.

Precise evidence has been kept about all the activities within the EDC and MofD projects, and resource documentation has been gathered. Much has also been published in special publications.¹⁶ All activities within these projects were covered by voluminous and authentic documentation. This helped a lot in writing this Report. In order to learn about general opinion concerning the EDC and MofD projects, we have employed various activities, techniques and instruments of research.¹⁷ Through interviews we got the opinions of the Government members who work immediately in the area of education, various experts engaged in the realization of the projects and working out of the programme for civic education, school principals, pedagogues and psychologists directly engaged in the project as tutors, teachers and a number of young trainers who created a network of young animators for the EDC and the MofD projects in their schools. Questionnaires were used for school principals, pedagogues and psychologists, teachers involved in the projects, and students from experimental and control groups. The questionnaire included about 400 teachers and about 3.500 high school and university students. The questioning was done by an expert team which is at the same time the initiator and bearer of all projects regarding education for tolerance, peace and development of humanistic values, as well as the EDC and MofD projects, helped by pedagogues and psychologists from experimental schools. The research was conducted in 1997 and 1998 (started in September 1997 and finished in June 1998).¹⁸

Another significant piece of research was conducted in 2000 and 2001, and was carried out at the primary and secondary levels of education. The pilot research was carried out in June 2001, (June 2000?) and the main research in January and February 2001. The research was conducted by a team of primary and secondary school teachers (sociologists, pedagogues, psychologists, statisticians) according to instructions and recommendations of the team leading the EDC and MofD projects.

The aim of this research was to learn how teachers and students experience relationships in school, to evaluate how democratic they are and to find out what hinders and stimulates democratic processes; to learn what communication is like between teachers and students, students and students, teachers and teachers, and of all of them with school management and the local community; to see how conflicts are solved and if these solutions are fair - satisfactory to both sides in the conflict; to see what teachers would change in

¹⁵ Education for Tolerance, Peace and Development of Humanistic Values; The UNESCO's Report on the Work of Projects for Peace and Tolerance, Bulletin No.2., 3., 4., 5.

¹⁶ The following instruments were used in the research: interview, questionnaire, a scale of attitudes, test.

school and how they would do it in order to determine their attitude towards civic education, and to learn about their attitude towards the implementation of civic education in the teaching process and how to realize it - namely, whether civic education should be implemented in schools through a special subject or just as a teaching principle, or both.

Based on the teachers' and students' replies in the questionnaires and through other forms of questioning, the following can be supposed:

- School organization and inter-personal relationships in it are still not democratic and do not allow either students or teachers to express their democratic ideas properly, or to realize them in practice. Namely, both are still behaving according to the system of superiority and inferiority. Individual and group attempts to change such attitudes come across resistance from the majority of student and teacher population, because in most cases teachers want to keep their authoritarian position, and students still cannot manage to attain equality. One student gave the following reply to the question if he liked the school as it is now: *How can I like it when my parents always tell me good luck when I go to school, as if I were going into a mine.*¹⁹
- The encouraging thing is the fact that democratic processes have started, and that a considerable number of teachers and students accept them as something valuable, which is the future and which allows possibilities for both the teachers and students to express themselves in their full creative energy. These processes are being established more and more in the organizational, structural and professional sense, and they foretell changes in the direction of democracy and humanization. NGOs working in the area of education, together with the Ministry of Education and Science and the financial help of donors (UNICEF and others), introduce the EDC and MofD ideas to the education system through realization of various projects. For example, student parliaments were formed in some schools, and its representatives are chosen according to the system of choosing representatives for state parliaments. These student parliaments can play a significant role in opening issues for strengthening democratic processes in schools. There is also a network of young trainers in schools who engage their schoolmates in various forms of socializing and democratisation of relationships: debate clubs, discussions, research projects, summer schools, camps, etc. Briefly, centres of increased understanding and acceptance of the EDC and MofD ideas are formed in schools.
- Relationships among school population members still create a barrier and change more slowly than anything else. There is no open communication either among teachers or among students, let alone between teachers and students and vice versa. Because of the

¹⁹ 'School of Our or Your Youth', Report on research, Niksic,2000.

closed nature of internal communication, the school cannot open towards the local community nor towards democratic processes coming from the outside. However, it should be noted that certain steps forward have been made, and that initiated processes are promising to change these relationships, because democratic ideas included in the Book of Changes and other democratic processes in the society are accepted by the majority. It is obvious that both students and teachers want democratic changes.

- Contacts between students and school management are not at a satisfactory level. More than 60% of students rarely or never have contact with management, while less than 40% do so in order to solve conflicts between students and teachers, and much less because of agreements on initiatives started by students or teachers. Still, it is obvious that in this area of communication too there are changes for the better, in the sense that there are more and more teachers who do not treat their students just as students, but individuals requiring equal treatment.
- When speaking about the changes of their own personalities, we can mention two tendencies: the first - it is always the other party that has to be changed, ie. the teachers want the students to change and vice versa, and the second - there is no need to change one's own personality, because it is enough for the other party to change, and everything will be well. For example, the students would change many things about teachers: way of teaching, strictness, behaviour, appearance, way of dressing, moods, creativity, etc. On the other hand, about 70% of students said that they would not change anything about themselves. About one third of students do think that students should change their attitudes towards learning, teachers, schoolmates, etc. However, it is quite obvious that they do not have a clear vision about what should be changed in school in order to improve it and adapt it to their own taste. It is also evident that they are not sufficiently informed about their rights and duties, democratic ideas and ways which enable personal changes and changes of relationships in institutions such as schools.²⁰
- ^{Answering} the questions, the students showed themselves to possess significant creative potentials, great positive energy which they cannot put into schools in the current circumstances, or not even into local community. The signs and ideas they sent will be of great use for all those who work in the area of changing the system of education and creating a more suitable atmosphere for its development in the spirit of the EDC and MofD ideas. The students' way of thinking directs reformers' attention to the fact that the most important thing to do is to change consciousness, as ***Democracy can never be secured because it is not a system which is to be implemented, but a way of living which is to be***

²⁰ The second Report on research, Podgorica, 2001.

*adopted. It is a special state of the spirit which should be passed over to each new generation. This is why the essence of democracy is enlightenment and education of people.*²¹

5. Conclusions

During the process of gathering data for this report, we came to the following conclusions:

a) Montenegro has problems more or less present in all countries at the doorstep of highly civilized societies. Legal and political institutions, as the backbone of the social system, have still not reached a level which provides for the development and protection of basic democratic rights and freedoms. A favourable social atmosphere, or social climate which would enable proper functioning of institutions, is still lacking. The main instruments of democratic society: social consciousness, civic culture with free individuals as basic nuclei of development are still not functioning properly. Time, as well as other socio-economic conditions, are needed for it.

b) Apart from all obstacles which hinder and slow down democratic processes, there is an increasing understanding that democracy is not something which can be adopted suddenly, nor a system which can be implemented. *Democracy is a way of thinking, a way of living, adopted when one lives democratically, regarding his personal, private life, attitude towards family and neighbours and relationships with other nations.* The future of a nation is democracy. Intellectual forces understand that Montenegro, as a multinational state, should ground its development on intercultural education, because that is one of the most successful ways to fight all kinds of discrimination: class, race, national, religious, cultural, age, status, gender discrimination, etc.

c) Ideas of democracy and civic society more and more penetrate the consciousness of citizens of all classes, structures and nationalities. An increasing number of citizens get involved in various forms of social life (NGO) voluntarily, by their own selves, and thus create an opposing power to political rule, as citizens do not want to be subjects and passive observers, but responsible citizens who create a community full of understanding, with a tendency to secure the reign of law and justice. People put more and more trust in legislative rule. They believe that in the future “to go to the court will mean to go to justice.”

²¹ Hal Koh, Danish social philosopher.

d) Ideas of civic society have penetrated deeply into the system of education. The readiness of the Government and other state organs to open towards democratic processes in all segments of life, including education, leaves room for further positive courses in the democratisation of the system of education. Projects on tolerance, peace, development of humanistic values, civic education, coexistence with differences, peaceful solution of conflicts, etc., have greatly contributed to spreading civic society ideas in schools at all levels and of all kinds. The EDC and MofD ideas have already been accepted and many teachers realize them through official curricula or special programmes and activities created by students themselves, because they are completely supported for such activities by those in authority. Numerous forms of putting these ideas into practice represent significant experience useful for further steps ahead in this area.

e) Years-long experience in implementing the ideas of civic education and coexistence with differences has been synthesized in the Book of Changes as a strategic document for the reform of the Montenegrin system of education. The Book says: "... new educational policy should be grounded on democratic principles, respect of civil and human rights and the provision of equal opportunities for all. For these reasons the changes in education impose themselves as a project of greatest significance for further democratisation and social transformation of Montenegro and for its future economic development." The following attitude is significant for the EDC and MofD: "The changes will be made gradually, in a transparent and democratic way, creating a partner relationship with all subjects - social and industry factors, teachers, students and their parents..."

f) As proposed in the Book of Changes, new legal solutions based on the accepted strategy of changes will be passed before the end of May 2001, and new curricula, with EDC and MofD contents included, will be ready before September 2003. According to certain ideas attained through working with these projects, education for EDC and MofD will be realized in the form of a specific subject, and its principles will probably be accepted in all subjects and all programmes. Next year, when the EDC and MofD projects become officially accepted by organs in authority, work on these curricula will be carried out in parallel with work on textbooks and the preparation of other literature and teaching materials.