

REFORMING REGIONAL VET NETWORKS IN UKRAINE T

Implementing VET School Autonomy
and Accountability

Final report -May 2020-

“An autonomous VET institution in Ukraine is an institution which trains qualified specialists who are able to realize their professional and personal potential.”

(A VET teacher from Odessa, Ukraine)

CONTENTS

LIST OF CHARTS	6
GLOSSARY OF ACRONYMS AND ABBREVIATIONS	7
ENGLISH-UKRAINIAN GLOSSARY OF TERMS	8
EXECUTIVE SUMMARY	9
1. FOREWORD	13
2. INTRODUCTION TO VET SCHOOL AUTONOMY AND ACCOUNTABILITY	14
2.1. School autonomy in the context of decentralisation in education	14
2.2. Definitions of school autonomy	14
2.3. School autonomy and accountability	15
2.4. Domains and degrees of school autonomy	15
2.5. Specifics of VET school autonomy	18
3. CHALLENGES RESULTING FROM SCHOOL AUTONOMY	19
4. COUNTRY CASES	20
4.1. Presentation of country cases	20
4.2. Managerial VET school autonomy and accountability: Estonia	20
4.3. Financial VET school autonomy and accountability: Poland	21
4.4. Pedagogical VET school autonomy and accountability: Austria	21
5. VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE	22
5.1. Overview of the governance of the VET system	22
5.2. Vision of VET school autonomy and accountability	23
5.3. The legal framework	24
5.4. Key statistical developments in the VET system of Ukraine	26
5.5. Current issues	29
6. FOCUS GROUP DISCUSSIONS ON VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE	29
6.1. Methodology	29
6.2. Results	31
6.3. Participants' definitions of an autonomous VET school	42

7.	NATIONAL SURVEY ON VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE	44
7.1.	Methodology	44
7.2.	Selected survey results	45
8.	SPECIAL FOCUS AREA: CENTRES OF EXCELLENCE AND THE REFORM OF REGIONAL VET NETWORKS	51
9.	CONCLUSIONS AND MAIN FINDINGS	54
10.	RECOMMENDATIONS FOR THE OPERATIONALISATION OF THE FRAMEWORK	56
10.1.	Introduction to the recommendations	56
10.2.	Tasks and responsibilities at the national level (Ministry of Education and Science)	56
10.3.	Tasks and responsibilities at the regional level	57
10.3.1.	Recommended tasks and responsibilities of the Regional VET Council	57
10.3.2.	Recommended tasks and responsibilities of the Regional Education Department	58
10.4.	Tasks and responsibilities at the VET school level	59
10.4.1.	Introductory remarks	59
10.4.2.	Recommended tasks and responsibilities of the VET School Council	59
10.4.3.	Recommended tasks and responsibilities of the director of a VET school	59
10.4.4.	Recommended tasks and responsibilities of teachers and workshop instructors of a VET school	60
11.	BIBLIOGRAPHY	61
12.	ANNEX: SCHOOL ACCOUNTABILITY MEASURES	64
13.	ANNEX: DEGREES OF SCHOOL ACCOUNTABILITY	65
14.	ANNEX: INTERVIEW GUIDE FOR COUNTRY CASES	67
15.	ANNEX: MANAGERIAL VET SCHOOL AUTONOMY AND ACCOUNTABILITY: ESTONIA	69
16.	ANNEX: PEDAGOGICAL VET SCHOOL AUTONOMY AND ACCOUNTABILITY: AUSTRIA	72
17.	ANNEX: ANALYTICAL FRAMEWORK FOR VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE	74
18.	ANNEX: OTHER EMERGING ISSUES IN VET SCHOOL AUTONOMY IN UKRAINE	80

18.1.	Management competences of VET school managers	80
18.2.	Tracing of VET graduates	81
18.3.	High-quality work-based learning opportunities for VET students	82
18.4.	Teacher continuous professional development	85
19.	ANNEX: KEY FEATURES OF A PILOT PROJECT ON VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE	87

LIST OF CHARTS

Chart 1: Number of VET schools in Ukraine	27
Chart 2: Number of VET students in Ukraine.....	27
Chart 3: Number of VET teachers and workshop instructors in Ukraine.....	28
Chart 4: Investment in education and VET in Ukraine (in million Ukrainian Hryvna)	28
Chart 5: 10 - Which level should be responsible for the following?.....	46
Chart 6: 11 – What kind of functions should the school councils have with regard to the following tasks?	46
Chart 7: 12 – Which of the following should be represented in the school council?	47
Chart 8: 13 – Which of the following should be key functions of school directors?.....	47
Chart 9: 18 - From you experience, to what extent represent the following a challenge in the networking between VET schools and employers/social partners?	48
Chart 10: 22 - How important or not important is the deployment of each of the following issues with regard to managerial accountability?.....	49
Chart 11: 26 - From your experience, how realistic is it for VET schools to generate income through the following?	49
Chart 12: 32 - To what extent do you agree or disagree that the schools should fulfill the following functions with regard to the design of improved criteria for the assessment of students' achievements of learning outcomes?	50
Chart 13: 37 - How important are following issues with regard to the pedagogical accountability of VET Schools?	50
Chart 14: 39 - Please express your opinion on the level of priority for the different functions Centres of Excellence should deploy, in particular to promote transfer of knowledge and expertise to other VET schools.....	53

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

Acronym	Meaning
CBT	Competency-based training
Cedefop	European Centre for the Development of Vocational Training
CoE	Centre of Excellence
CPD	Continuous professional development
ESP	Employers and social partners
ETF	European Training Foundation
Framework	Analytical Framework for VET School Autonomy and Accountability in Ukraine
HE	Higher education
LLL	Lifelong learning
MoES	Ministry of Education and Science of Ukraine
n/a	Not applicable
OECD	Organisation for Economic Co-operation and development
TPD	Teacher ¹ professional development
VET	Vocational education and training
WBL	Work-based learning

¹ In this report, the term *teacher* is used for all pedagogical staff of a VET school, including workshop instructors.

ENGLISH-UKRAINIAN GLOSSARY OF TERMS

This glossary aims to provide the reader with the Ukrainian original of key administrative terms and strategic documents used in the report. This ensures consistent use of the terminology in the communication with national stakeholders and helps avoid confusion and misunderstanding.

ENGLISH-UKRAINIAN GLOSSARY OF TERMS

English	Ukrainian
Accountability	Підзвітність
Autonomy	Автономія
Centre for the professional development of workers	Центр професійного розвитку працівників
Centre for vocational education	Центр професійної освіти
Curriculum	Навчальна програма
Draft law on vocational (vocational-technical) education	Проект закону України «Про професійну (професійно-технічну) освіту»
Law on education	Закон України «Про освіту»
Law on pre-higher education	Закон України «Про фахову передвищу освіту»
Law on vocational education and training	Закон України «Про професійну (професійно-технічну) освіту»
Ministry for the Development of Economy, Trade and Agriculture of Ukraine	Міністерство розвитку економіки, торгівлі та сільського господарства України
Ministry of Education and Science of Ukraine	Міністерство освіти і науки України
New Ukrainian school	Нова українська школа
Professional college	Професійний коледж
Professional lyceum	Професійний ліцей
Regional education department	Департамент освіти і науки обласної державної адміністрації
Regional state administration	Обласна державна адміністрація
School council	Рада навчального закладу

EXECUTIVE SUMMARY

The advancement of decentralization in education, whether in the field of general education or vocational education and training, requires a whole set of measures. Increasing school autonomy is *the* key measure in this process. School autonomy enables schools to take those decisions which they are in the best position to take with the aim to increase the efficiency and effectiveness of education and training. Research has identified three main domains of school autonomy: managerial autonomy, financial autonomy, and pedagogical autonomy.

Depending on the country context and the respective policy decisions, schools may be autonomous in these domains to different degrees. Research at the European level has shown that in the field of human resource management, five types of autonomy prevail: (i) full autonomy in the selection of school heads and teachers and the dismissal of teachers, (ii) full autonomy in the selection and dismissal of teachers, (iii) full autonomy in the selection of teachers, (iv) full autonomy in the dismissal of teachers, and (v) little or no autonomy in the selection of school heads and teachers and the dismissal of teachers. In the field of financial autonomy, four types of autonomy have been identified: (i) full autonomy in the use of public funds and fundraising, (ii) full autonomy in the use of public funds, (iii) full autonomy in fundraising, (iv) little or no autonomy in the use of public funds and fundraising.

Pedagogical autonomy exists in six different types: (i) full autonomy in the content of optional subjects, teaching methods, textbooks and pupil grouping, (ii) full autonomy in the content of optional subjects, teaching methods and textbooks, (iii) full autonomy in the content of optional subjects and teaching methods, (iv) full autonomy in teaching methods, textbooks and pupil grouping, (v) full autonomy in teaching methods and textbooks, (vi) full autonomy in only one pedagogical aspect. Both the autonomy itself and the related accountability result in several challenges.

Among these are a clear distribution of functions between the different levels, which significantly increases the efficiency and effectiveness of education, and the capacity of stakeholders to fulfill their functions. The latter includes making informed decisions as well as the effective communication and implementation of those decisions. Different countries opt for different degrees of autonomy in different functions. Estonia has granted VET schools considerable autonomy in managerial functions, Poland is an example of substantial financial autonomy of VET schools, and in Austria VET schools enjoy a high degree of autonomy in the functions related to the pedagogical domain. In the field of VET, relevant training is, among others, subject to effective arrangements with social partners and employers. The increased autonomy of schools to take decisions implies increased accountability for those decisions. Different countries take different measures to ensure accountability. These include both the external and self-evaluation of VET schools.

In Ukraine, the steadily decreasing number of VET institutions, students and teachers testify to the need to further reform the VET system. In the context of its effort to make the VET system both more attractive for students and the labour market through decentralization, Ukraine is facing the challenge of advancing VET school autonomy and accountability regarding managerial, financial and pedagogical functions. The current project, primarily through focus group meetings and a national survey, has delivered important insights into stakeholders' views about VET school autonomy and accountability and the distribution of tasks and responsibilities at the different levels of the VET system.

The topics covered in the focus group meetings and the national survey were informed by the results of the desk study and reflect the experience of other European countries. Generally, the regional and

school levels are in a better position both to identify training needs and establish and maintain effective collaboration with social partners and employers than is the national level, issues which are of particular importance for vocational education and training.

These tasks and responsibilities of stakeholders as identified under the project are presented in the *Analytical Framework for VET School Autonomy and Accountability in Ukraine*. The purpose of the *Framework* is to provide a clear description of the suggested distribution of tasks among stakeholders at the different levels of the education system and thus support the decision-making authorities, i. e. first and foremost the Ministry of Education and Science, in their efforts to advance VET school autonomy and accountability.

The *Framework* covers three functional areas: (i) managerial functions including staff management, educational planning, cooperation with employers, analysis, quality assurance, legal framework, and licensing and accreditation, (ii) financial functions including extra-budgetary funding, procurement, budget design, and use of financial resources, and (iii) pedagogical functions including training contents, assessment, career counselling for students, teaching and learning processes and conditions, and teacher professional development. For each of these functions, the responsibilities of stakeholders are described at three levels: (i) the national level (Ministry of Education and Science), (ii) the regional level (Regional VET Council Regional Education Department), and (iii) the VET school level (School Council, school director, teachers and workshop instructors).

Naturally, VET school management plays a particularly important role in enhanced VET school autonomy and accountability. Among the suggested key managerial functions of VET school directors are the hiring and dismissal of staff, staff performance appraisal, the design of school development plans, the management of change, communication with stakeholders, monitoring the quality of work-based learning, the implementation of tracer studies, and quality assurance.

The suggested financial functions of VET school directors are: contributing to securing support from external donors, establishment of procurement needs, design of the school budget, and overseeing daily financial operations. The pedagogical function of a VET school director as identified in the project are: suggesting school-autonomous training contents, organization of exams, implementation of career counselling services, implementation of legal provisions, identification of teacher professional development needs, organization of school-based teacher professional development courses, and nomination of experienced teachers as trainers for teacher professional development courses.

The *Analytical Framework* includes the potential tasks and responsibilities of VET School Councils. VET School Councils are in place in many countries with a highly developed VET system, where they have an important advisory and supervisory function. Although VET School Councils currently do not exist in Ukraine, the project examined its potential tasks and responsibilities.

Stakeholders consider that the Councils could have the following functions: (i) Managerial functions: recommending candidates for the position of the director, approving the school development plan, setting key performance indicators, providing recommendations with regard to school-autonomous training contents, coordinating cooperation with employers, using the results of labour market analyses, approving legal provisions at the VET school level, and suggesting training programs for accreditation, (ii) financial functions: securing support from external donors, approving procurement needs, approving the school budget, and ensuring the proper use of financial resources by the VET school, (iii) pedagogical functions: approval of school-autonomous training contents, monitoring of the quality of career counselling services, assessing teaching and learning conditions, and ensuring access to training

facilities for children with special educational needs. The number of identified tasks and responsibilities of VET School Councils suggest that these Councils have the potential of making a substantial contribution to the VET decentralization process. With this in mind, their establishment is something that may want to be considered.

The project also identified the possible roles of stakeholders at the regional level: The Regional VET Council and the Regional Education Department. Currently, the functions of the Regional VET Council are specified in the 2019 *Model regulation on the Regional Council on Vocational (Vocational-Technical) Education*.

The project has identified additional functions of the Council, which may want to be considered in the further reform of the VET system: (i) managerial functions: development of the regional VET network, promotion of VET in the region, support forecasting labour market needs, setting the framework for partnerships with employers, organization of information events on VET, and supporting collection of training needs for in-company trainers, (ii) financial functions: establishing framework for extra-budgetary funding, and collecting proposal to attract extra-budgetary funding, (iii) pedagogical functions: identification of priority training contents, support to the establishment of career counselling services, and support to the identification of teacher professional development needs.

Regional Education Departments are in charge of both general and vocational education and training. Like in general education, their role in VET is primarily the implementation of the national educational strategy. The identified task which relate specifically to VET are: (i) managerial: selection and dismissal of the director, ensuring that the results of labour market strategies are considered in the implementation of educational strategies at the regional level, (ii) financial: support to VET schools in securing extra-budgetary funding, (iii) pedagogical functions: approval of priority training areas at the regional level, ensuring standards for training conditions.

The *Analytical Framework* provides a coherent picture of a decentralized VET system with extensive VET school autonomy as seen by national stakeholders. The *Framework* served as basis for the design of a comprehensive set of recommendations for the operationalization of the *Framework* by the respective authorities in Ukraine. In the recommendations, each function of a VET stakeholder is described in more detail. The recommendations reflect the structure of the *Framework* and address the stakeholders at the different levels of the VET system.

The Ministry of Education and Science is recommended to prioritize on the development of requirements, strategies, legal frameworks, criteria, indicators, principles, methodologies and other strategic and guiding documents. The tasks of the Regional VET Council are specified in current legislation but should be reviewed based on the recommendations. Regarding the Regional Education Departments, it is recommended to assign them certain specific tasks which relate exclusively to the VET system.

Under increased VET school autonomy and accountability, the VET school level will be playing a particularly important role. While currently there are not VET School Councils, their establishment is recommended due to the important advisory and supervisory functions they can have, which would be in line with international practice. VET school directors will play a pivotal role and the recommendations in this regard imply a much more proactive role in a variety of respects than currently. Teachers and workshop instructors are recommended to be given a participatory role in strategic decisions, including the hiring and dismissal of the director and extensive autonomy in teaching and learning processes. (Cf. Section 10. for the detailed recommendations).

In the context of VET reform in Ukraine, VET Centers of Excellence play an important role as high-quality training providers serving as reference points for training in specific sectors. They are seen as institutions which exemplify proactive measures to attract students, ensure effective quality assurance, and highly effective cooperation with employers. Their selection will be a crucial step in the reform of regional VET networks. Building the capacity of stakeholders at all levels of the VET system will be crucial to ensuring successful further implementation of the VET decentralization process with focus on school autonomy and accountability in Ukraine. Areas for capacity building range from communication and coordination skills over decision-making skills to skills required for the implementation of accountability measures.

1. FOREWORD

This report was prepared under the ETF Project “VET Decentralization in Ukraine” (POL-SUC WP-19), which was implemented in the second half of 2019. The project aimed to support the Ministry of Education and Science of Ukraine in the decentralization process of the vocational education and training system. This final report includes background information on school autonomy and accountability, three country cases of VET school autonomy and accountability, an overview of current national legislation in VET, and the results of the desk and field studies conducted under the project (focus group meetings in three regions of Ukraine and a national survey).

The results of the project are presented as *Analytical Framework for VET School Autonomy and Accountability in Ukraine*. The *Framework* is accompanied by a set of recommendations for its implementation and aims to provide the Ministry of Education and Science of Ukraine with concrete guidance toward increasing VET school autonomy and accountability.

The development of the *Analytical Framework for VET School Autonomy and Accountability in Ukraine* was guided first and foremost by the results of the focus group meetings which were held in three regions of Ukraine (Poltava, Kharkiv and Odessa), the results of a national survey on VET school autonomy and accountability, and those practices of other countries which can potentially be applied in the Ukrainian context.

The project also examined the potential criteria for and functions of so-called VET Centers of Excellence as drivers of excellence and innovation in VET at the regional level. The Annex to this report includes the key parameters of a project for the piloting of the proposed *Analytical Framework for VET School Autonomy and Accountability in Ukraine*.

The ETF team who implemented this project was composed by:

- J. Manuel Galvin Arribas, ETF Senior Specialist in Governance and Lifelong Learning (Team Leader).
- Hans Schustereder, International Expert.
- Rodion Kolyshko, National Expert.
- Inna Dergunova, ETF Project officer.
- ETF Statistical colleagues -Eva Jansova and Mirella Gavoci - involved on questionnaire for survey.

Further, the ETF expresses his gratitude to the following persons and institutions for their support in the successful implementation of the current project on VET school autonomy and accountability in Ukraine:

- The Ministry of Education and Science of Ukraine.
- The Regional Education administrations of Ukraine.
- The focus groups participants.
- The participants of the national survey.

2. INTRODUCTION TO VET SCHOOL AUTONOMY AND ACCOUNTABILITY

2.1. School autonomy in the context of decentralization in education

School autonomy is a key trend in education reform which can be observed, first and foremost, in the context of decentralization of education systems. In Europe and elsewhere, governments have taken steps toward the decentralization of their education systems in order to increase the effectiveness and efficiency of education. Per definition, any decentralization process aims to shift rights and responsibilities from the central to lower levels. In the case of education, this means a transfer of rights and responsibilities from the Ministry of Education to regional (and, depending on the country context, district) education authorities and educational institutions at different levels of the education systems.

2.2. Definitions of school autonomy

There are several definitions of school autonomy. Some of them are presented below.

- “School autonomy is defined as a school’s right of self-government – encompassing the freedom to make independent decisions – on the responsibilities that have been decentralized to schools.” (Neeleman 2019, 34).
- “Autonomy means giving VET schools decision-making authority over their operations, for example in relation to staffing, curricula and finances, with constraints and policies set by the relevant authorities.” (Ministry of Education and Science of Ukraine/European Training Foundation 2017, 10).
- “School autonomy is a form of school management in which schools are given decision-making authority over their operations, including the hiring and firing of personnel, and the assessment of teachers and pedagogical practices. School management under autonomy may give an important role to the School Council,² representing the interests of parents, in budget planning and approval, as well as a voice/vote in personnel decisions. By including the School Council in school management, school autonomy fosters accountability. In its basic form accountability is defined as the acceptance of responsibility and being answerable for one’s actions.” (World Bank 2015, 3).
- “The notion of *school autonomy* refers ... to several different aspects of school management (essentially funding and human resources). Schools may be autonomous to varying degrees regarding these aspects. They are considered to be fully autonomous, or to have a high degree of autonomy, if they are fully responsible for their decisions subject to legal constraints or the general framework of education legislation. This does not preclude consultation with other education authorities. Schools are partly autonomous if they take decisions within a set of predetermined options or require approval for decisions from their education authority. (Eurydice 2007, 7).
- School autonomy is generally understood as a form of management in which schools are given decision-making authority over their operations. This may include decisions relating to different aspects of school management such as funding and allocation of resources, human resources, designing curricula and assessment, quality-assurance and school improvement. Schools may be

² In the current definition, the term „school council” is used. Other terms frequently used are “school board” and “executive council”.

autonomous to varying degrees regarding different aspects of school management. (European Union 2014, 3).

From the above definitions, the following key aspects of school autonomy can be extracted: School autonomy means granting schools certain rights, primarily the right to make decisions. Those rights regard different areas, such as staffing, teaching contents, finances, pedagogical practices, staff assessment. School autonomy is exercised within the policies set at the central level. School autonomy results in a shift of rights and responsibilities of bodies associated with the school, such as the School Council. School autonomy exists to different degrees and schools may be autonomous to varying degrees with regard to different aspects. School autonomy does not preclude approval of certain decisions from higher authorities. School autonomy entails responsibility and accountability.

2.3. School autonomy and accountability

Some of the above definitions of school autonomy include the concepts of accountability and responsibility. In fact, school accountability is not only a logical consequence of school autonomy but may contribute to achieving the goals which one intends to achieve through school autonomy. The OECD (2018, 5) suggests that school autonomy combined with appropriate accountability mechanisms is associated with better student performance provided that school autonomy and accountability are accompanied by an adapted support system for schools and local stakeholders to avoid increased stress levels, which may have adverse effects on student performance. Hence, any steps which are taken to increase school autonomy should be accompanied by adequate measures to address the resulting (increased) accountability.

Under research conducted by the *Working Group on Schools Policy* (European Union 2014) the use of different tools for ensuring school accountability was examined: a) external evaluation of schools, b) school self-evaluation, c) school assessments, d) school development plans, and e) plans to address early school leaving. The research showed the large variety of approaches to ensuring accountability in different countries. Hence, while there is consent that increased school autonomy results in increased accountability, there is no standardized or generally approved approach to the accountability issue and each country needs to address it in the way that meets best the requirements resulting from its context (cf. the Annex for an overview of school autonomy mechanisms in different countries).

2.4. Domains and degrees of school autonomy

In the discussion about school autonomy, it is useful to distinguish between the following functions:

- Human resource management;
- Finances; and
- Pedagogical aspects, i. e. curricula and teaching

As stated above, school autonomy exists to varying degrees and schools may be more or less autonomous in each of the three functions. The above-mentioned *Working Group on Schools Policy* has identified five types of autonomy in the field of human resource management:

- Full autonomy in the selection of school heads and teachers and the dismissal of teachers.
- Full autonomy in the selection and dismissal of teachers.
- Full autonomy in the selection of teachers.
- Full autonomy in the dismissal of teachers.
- Little or no autonomy in the selection of school heads and teachers and the dismissal of teachers.

The same research identified four types of financial autonomy:

- Full autonomy in the use of public funds and fundraising.
- Full autonomy in the use of public funds.
- Full autonomy in fundraising.
- Little or no autonomy in the use of public funds and fundraising.

Additionally, the above research identified six types of pedagogical autonomy:

- Full autonomy in the content of optional subjects, teaching methods, textbooks and pupil grouping.
- Full autonomy in the content of optional subjects, teaching methods and textbooks.
- Full autonomy in the content of optional subjects and teaching methods.
- Full autonomy in teaching methods, textbooks and pupil grouping.
- Full autonomy in teaching methods and textbooks.
- Full autonomy in only one pedagogical aspect.

The Annex includes an overview of the varying degrees of autonomy in the three functions in different countries.

Based on a literature review and a survey in the Netherlands, Neeleman (2018) proposes a classification of “school interventions”, whereby an “intervention” is defined as “... *a planned action intended to cause change in the school. This can be both an adjustment to current school practices and the start of something new.*” (33) The classification comprises three domains:

- Education;
- Organization; and
- Staff.

Each of these three domains covers several issues:

DOMAINS OF SCHOOL AUTONOMY

Domain	Issue	Definition
Education	Pedagogical approaches	Interventions concerning the design or elaboration of (effective) teaching, learning, or educational processes in the direct interaction between teacher(s) and student(s). Interventions concerning what is often labelled as “classroom management” are included in this domain.
	Educational programs	Interventions concerning lessons, subjects, courses, or programs offered in a school (track) and formalized within the curriculum of a school (track). Interventions concerning formalized extracurricular activities are included in this domain.
	Systemic pathways	Interventions concerning the systemic pathways through the education system that transcend the boundaries of regular school tracks and moments of assessment or examination.
	Learning environments and methods for teaching, learning, and assessment	Interventions concerning the learning environment and the methods and tools used for teaching, learning, and assessment, including digitalization.
Organisation	School culture	Interventions concerning the school’s mission, vision, identity, culture, or image (positioning), including strategic policy- making.
	Organizational structures	Interventions concerning the school’s organizational structure(s).
	Organisation of education	Interventions concerning the set of rules, procedures, or regulations related to the organizational design of education.
	Quality assurance	Interventions concerning all standardized activities to meet quality requirements and goals for services, activities, and products. This domain includes the use of research as an evaluation method, as well as outcome- or result-based working approaches.
	Student care and support	Interventions concerning student-oriented care, guidance, or support.
	Stakeholder relationships	Interventions concerning the relationships with, or involvement of, the school’s stakeholders, such as parents, primary and tertiary education, other schools, the (local) community, or (local) industry.
	Financial resources	Interventions concerning the school’s financial resources.
	Facilities and accommodation	Interventions concerning the school’s facilities or accommodation(s).
Staff	Professional autonomy and culture	Interventions concerning the staff’s professional autonomy or professional culture (behavior). This domain includes training and development activities and peer collaboration to increase the level of staff professionalism (capacity-building).
	Teaching- and school-related assignments	Interventions concerning the distribution of teaching and other school-related duties and assignments.

Domain	Issue	Definition
	Staffing policy: assessment and payment	Interventions concerning staffing policy, assessment, or payment.
	Recruitment and employment	Interventions concerning recruitment or employment.

Source: Neeleman 2018

The distribution of responsibilities varies considerably between countries. The table presents the average distribution of these responsibilities between the national, local/regional in countries which participated in PISA -OECD-(2015).

DISTRIBUTION OF RESPONSIBILITIES FOR SCHOOL GOVERNANCE

Responsibility	Held mainly by ¹	Shared with ²	Minor role ³	
Resources: teachers	Establishing teachers' starting salaries	National authority	Local/Regional authority	Principal
	Determining teachers' salary increases	National authority	Local/Regional authority	Principal
	Selecting teachers for hire	Principal		Local/regional/national authority
	Firing teachers	Principal	Local/Regional authority	School board and national authority
Resources: budget	Formulating the school budget	Principal	School board and local/regional authority	National authority
	Deciding on budget allocations within the school	Principal	School board	Local/Regional authority
Curriculum	Deciding which courses are offered	Principal	Teachers and school board	Local/Regional authority
	Choosing which textbooks are used	Teachers	Principal	National authority
	Determining course content	Teachers	Principal and national authority	Local/Regional authority
Establishing student assessment policies	Principal and teachers	National authority	School board	
Establishing student disciplinary policies	Principal and teachers	School board		
Approving students for admission to the school	Principal		School board and local/regional authority	

1. More than 50% of students attend schools whose principal reported that a given actor has considerable responsibility.

2. Between more than 25% and 50% of students attend schools whose principal reported that a given actor has considerable responsibility.

3. Between 15% and 25% of students attend schools whose principal reported that a given actor has considerable responsibility.

Source: OECD 2016

2.5. Specifics of VET school autonomy

In its report *Governance arrangements for vocational education and training in ETF partner countries. Analytical overview 2012-2017* (2019), the ETF highlights the two distinctive features of the most attractive VET systems in the world:

- Effective multilevel arrangements with social partners and other industrial actors.
- Enhanced policy functions of regional and local actors. According to the authors of the report, these are factors which can potentially create the conditions necessary for more autonomous and accountable VET schools. While enhanced policy functions of regional and local actors are key to the autonomy and accountability of all schools, both general and in VET, the multilevel arrangements with partners outside the educational system are a distinctive feature of VET school autonomy and accountability.

3. CHALLENGES RESULTING FROM SCHOOL AUTONOMY

The granting of autonomy to schools is a key stage in the decentralization of an education system. However, like decentralization itself, school autonomy is not a panacea for all problems and deficiencies of an education system, and it is successful only if the resulting challenges are properly addressed. Both the process of granting school autonomy and the operation of schools under school autonomy require specific knowledge and skills at all levels of the education system. These are, in particular:

- The Ministry's ability to communicate the purpose and process of granting school autonomy effectively.
- The Ministry's ability to coordinate the process of decentralization effectively.
- The clear distribution of tasks between the levels of the education system (central, regional, school level).
- The clear distribution of tasks at a specific level of the education system (e. g. between the school council and the director).
- The capacity of stakeholders at the regional and school level to properly implement the new tasks for which they are responsible.
- Their capacity to take informed decisions and implement them.
- The implementation of accountability measures.

Increased responsibilities of school leaders are a particularly serious challenge resulting from school autonomy. According to research conducted by the OECD (2018, 5), increased responsibilities may deter qualified candidates from applying for school leader positions, and failure to provide current school leaders with the necessary support can result in increased stress levels. Both may have a negative effect on students' performance.

In the field of vocational education and training, multilevel arrangements with employers and social partners are a decisive factor in the provision of high-quality and relevant educational services. While, in a decentralized system, the central level may provide the framework for the cooperation between the VET system and employers, its operationalization is the responsibility of the regional education authorities and schools. To them, this may constitute a challenge which requires to be addressed.

In view of the above, knowledge and skills in the following areas are required to make school autonomy, including the field of vocational education and training, a success. These include communication skills, coordination skills, decision-making skills, networking skills, knowledge of rules and regulations, staying informed of developments, and knowledge and skills needed to implement accountability measures.

These areas can serve as framework for the design of a capacity building program for stakeholders at all levels of the education system.

4. COUNTRY CASES

4.1. Presentation of country cases

Each of the following country cases illustrates one aspect of VET school autonomy: managerial autonomy (Estonia), financial autonomy (Poland), pedagogical autonomy (Austria). The cases are presented in the format used for the Analytical Framework for VET School Autonomy and Accountability in Ukraine. The use of the same format facilitates comparison between the country cases on the one hand and the proposed Framework for Ukraine on the other. This also facilitates understanding to what extent the practices presented in the country cases have been used to develop the Framework for Ukraine. Information for the country cases was received through interviews with national stakeholders. Before the interviews, national stakeholders were sent an interview guide so that they could prepare relevant information (cf. the Annex for the guide).

4.2. Managerial VET school autonomy and accountability: Estonia

Estonia has 32 VET institutions, 26 of which belong to the State (Ministry of Education and Research), 2 to local municipalities (Tartu has the biggest VET school in the country and there is a smaller school in Tallinn), 4 schools are private. Thus, most of the VET schools are under the State. With the Vocational Educational Institutions Act of 2013, the Government introduced far-reaching reforms to the vocational education and training system. The reforms include substantial managerial autonomy of VET schools.

Vocational education system in Estonia is regulated by the Vocational Educational Institutions Act of 2013, which provides the basis for the establishment, maintenance, transfer, reorganization and closure of vocational educational institutions, the basis for the right to provide instruction, management, organization of studies, state-commissioned education and financing, the rights and obligations of members of schools, and state supervision over the activities of schools.

The Act fundamentally changed the regulation of the vocational education system. Among most notable aspects are the following:

- Defining new categories of vocational training directly linked to the Estonian Qualifications Framework;
- Extensive use of outcome-based principles in the evaluation and establishing of qualification criteria for types of vocational training, curriculums and for personnel working in the teaching and pedagogical profession;
- Establishing the right to provide instruction;
- Defining and implementing the use of the new unit (Estonian vocational education credit points) for measuring study volumes.

In Estonia, the School Council is the highest decision-making body at the school level. It fulfils key tasks and responsibilities with regard to educational planning and the cooperation with employers. The school director is responsible for the implementation of the Council's decisions.

The Annex includes an overview of key findings on managerial VET school autonomy and accountability in Estonia.

4.3. Financial VET school autonomy and accountability: Poland

Due to the **COVID-19 crisis**, the information required for the country example on financial VET school autonomy and accountability could not be obtained within the project implementation period (31 March 2020). The ETF made several attempts to contact the relevant authorities in Poland, but to no avail. Hence, the report had to be completed without this example. The ETF will submit the country example on school autonomy and accountability as soon as the communication with the relevant authorities in Poland can be established and the necessary information is received.

4.4. Pedagogical VET school autonomy and accountability: Austria

In mid-2017, the Austrian Government adopted far-reaching measures for the education sector, including a special focus on the extension of school autonomy, which also applies to VET schools.

The reform gave schools and teachers more scope in the organization of teaching. They are permitted to adjust class and group sizes, depending on how they design pedagogical and didactic aspects of learning. Neither minimum nor maximum numbers for groups are specified centrally. Resources can be used flexibly in various locations for measures taken as part of school autonomy.

The duration of periods of instruction can also be varied, with the 50-minute lesson only serving as a parameter of calculation for resource allocation: total teaching time for teachers and pupils, based on the applicable curriculum, did not change. This simplifies project-oriented teaching, block instruction and topic-center teaching. The grouping of pupils and the forms of teaching can also be handled flexibly. School opening hours are laid down for individual locations in school partnership agreements. This allows school infrastructure to be used in a flexible and better way.

Between two and eight school locations in a region can merge into so-called school clusters. The individual school locations are still schools but are strengthened due to cooperation in the cluster. The school cluster management fulfils a cross-location function. Timetables and the distribution of subjects are set out centrally in the cluster in consultation with the locations. Each school location still has one point of contact to support the cluster management on site. A specific advisory body for each school cluster gives the school partners in the cluster an additional opportunity to have their say.

In-service teacher training conducted in-house has been expanded. Teachers have an electronic portfolio accompanying their career and documenting all the in-service and continuing education and training measures they undertake.

Another important point of the reform is depoliticization of school administration. School heads are selected using a national standardized procedure in which external experts carry out evaluations. The heads of the school or school cluster carry out selection of newly employed teachers. Furthermore, new

school heads are assisted through specific programs. The public authority examines the formal requirements and assumes functions related to service legislation; it only intervenes in a regulatory capacity if no suitable applicants are found for specific locations.

The Annex includes an overview of key findings on pedagogical VET school autonomy and accountability in Austria.

5. VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE

5.1. Overview of the governance of the VET system

The VET system of Ukraine is organized at several levels involving key policy actors:

- The central level: Ministry of Education and Science. Directorate of Vocational Education. State Service of Education Quality.
- The regional level: Departments of Education and Science under the respective regional and city administrations. Regional VET Councils.
- The VET school level: Head of the VET school. Pedagogical council.

The current distribution of tasks and responsibilities between the different levels is as follows:

The **Ministry of Education and Science of Ukraine** develops and implements the VET public policy. As a part of the day-to-day running of the VET system, the MoES is responsible for educational standards, procedures for education quality monitoring and institutional audit, international cooperation, regulatory support, the licensing of educational activities of educational institutions, the types of documentation in education, and the conditions for the admission of students. VET-specific issues are under the Directorate of Vocational Education.

The **Directorate of Vocational Education** at the MoES is responsible for all VET-related issues.

The **State Service of Education Quality** implements public policy on quality assurance and submits proposals on public policy in this area.

The **Departments of Education and Science** implement VET public policy at the regional level. The Departments are structural units of regional and city administrations. Each region has Training-Methodological (or Scientific-Methodological) Centre for VET.

The **Regional VET Councils** are advisory and consultative bodies created at regional and Kyiv city state administrations for the preparation and implementation of the regional VET policy.

Functions of VET institution include ensuring the educational process, staffing policy, student evaluation, attestation of staff, admission of students, practical training and work-based learning for students, implementation of the curriculum, and ensuring the quality of education and training.

5.2. Vision of VET school autonomy and accountability

Individual aspects of a strategic vision of VET school autonomy and accountability are laid out in several key documents.

The New Ukrainian school. Conceptual principles of secondary school reform (Ministry of Education and Science of Ukraine 2016, 25). *The New Ukrainian school* views school autonomy and quality of education as one of 9 elements of the New School Formula. Element “9. School Autonomy and Quality of Education” foresees school autonomy in the following areas:

- Collaboration of school management with local partners.
- Administrative authority.
- Flexibility in the organization of teaching and learning processes.
- Design of learning programs-based curricula.
- Development of teaching and learning facilities and resources.

Decentralizing vocational education and training in Ukraine. Momentum for action (Ministry of Education and Science of Ukraine 2017) raises the important question of timing of strengthening VET school autonomy in the country. At the time of drafting of the report, the following questions required addressing before important decisions regarding school autonomy could be taken:

- Clarification of issues concerning the overall system governance of the VET school system;
- Clarification on the process of reform and rationalization of the VET school network;
- Solutions to issues concerning the transfer of VET schools’ lands and properties;
- Solution of problems related to VET school financing and access to available finances;
- Reform of the system of state and regional orders;
- The attribution of roles and powers across regions, cities and schools concerning school finance, spending, the appointment of directors, and the management of personnel.

Modern vocational education. Reform concept for vocational education in Ukraine (Ministry of Education and Science of Ukraine 2018, 13) proposes three strategic objectives of the reform of the VET systems. Under its “Objective 1. Decentralization of Governance and Funding”, the concept specifies the suggested responsibilities at the state, regional and institutional level. According to the concept, VET institutions will be responsible for the following:

- Preparation of a development strategy.
- Organisation and provision of the training process.
- Development of educational programs.
- Operation of the internal quality assurance system.
- Establishing effective cooperation with social partners.
- Motivation for the professional development of teachers.
- Creation of an inclusive learning environment.
- Reporting to the supervisory board.

A proper assessment of progress regarding these issues will be crucial to ensure informed decisions about the next steps towards granting VET schools in Ukraine increased autonomy. The *Draft law on*

vocational (vocational-technical) education of Ukraine (2019, Article 30) includes the following provisions on the autonomy of VET institutions:

- The State guarantees VET institutions' autonomy with regard academic, organizational, financial and staffing matters;
- This includes independent decision-making on the educational process;
- Carrying out economic, financial and other activities in line with the law and the status of the institution;
- Independent decision-making regarding the internal management of the institution;
- Independence in the selection and placement of staff within the boundaries set by the draft law;
- Responsibility for the quality and results of training.

The current *Draft law on vocational (vocational-technical) education* grants VET institutions extensive autonomy and assigns the institutions responsibility for the quality of training. This draft law does not provide further details on school VET school autonomy. However, the following Articles are relevant in this regard:

- Article 33: Management system of VET institutions;
- Article 53: Public self-governance in VET;
- Article 56: Regional VET council.

This law also foresees reducing the currently large number of types of VET institutions to the following four types:

- Professional lyceum.
- Centre for vocational education.
- Centre for the professional development of workers.
- Professional college.

5.3. The legal framework

In the context of VET decentralization and the autonomy and accountability of VET schools, the following legal provisions are relevant:

- Law on education (2017).
- Law on pre-higher education (2019).
- Law on VET (1998).
- Draft law on vocational (vocational-technical) education (2019).

The table presents issue related to the management of VET institutions. The “x” indicates that the respective law makes a reference to that task.

ISSUES AND THEIR REGULATION BY EDUCATION-RELATED LAWS IN UKRAINE

Issue	Law on education (2017)	Law on pre-higher education (2019) ⁴	Law on VET (1998)	Draft Law on VET (2019)
Curricula development	x ¹	x	x	x
Division of powers in the management of educational providers	x	x		x
Competences of the school manager	x	x	x	x
Collegial management bodies	x	x	x	x
Public self-government and clarity of its competences	x	x	x ⁵	x
School council and its competences	x	x		x
Property management	x ⁵	x	x ⁵	
Award of educational and occupational qualifications	x	x	x	
Wage policy	x ²	x	x ⁶	x ²
Financing	x ³	x	x ⁶	x ⁶
Staff policy		x	x	x ⁵

¹ - Curricula are developed by educational providers and approved in accordance with this Law and special laws (Art. 33 of the Law on Education).

² - The salaries of pedagogical staff are covered by funds of the state and/or local budgets, founders, educational institutions, grants, as well as other sources not prohibited by law. The educational institution has the right, at the expense of its own revenues and other sources which are not forbidden by the legislation, to establish additional payments, bonuses, and other types of incentives for pedagogical staff (Art. 61 of the Law on Education).

³ - Financing of vocational and vocational pre-higher education is carried out at the expense of the state budget... State and municipal educational providers have the right to place their own proceeds on current accounts, temporarily free funds - on deposits from public sector banks.

⁴ - introduced in August 2019.

⁵ - provides only very general provisions.

⁶ - regulated, but mostly at the national level.

The table presents the types of VET institutions as per different laws.

TYPES OF VET INSTITUTIONS AS PER RELEVANT LAWS IN UKRAINE

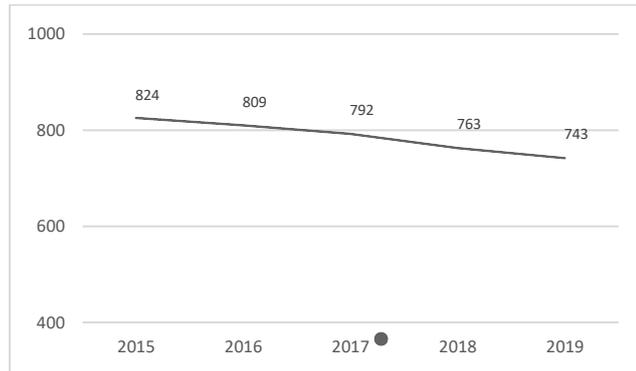
Types of VET institutions as per the Law on VET (1998, Art. 18)	Types of VET institutions as per the draft Law on VET (2019, Art. 32)	Types of VET institutions as per the Law on pre-higher education (2019, Art. 31)
VET school	-	-
VET school for social rehabilitation	-	-
High VET school	-	-
Professional lyceum	Professional lyceum	-
Professional school of arts	-	-
Professional VET school of arts	-	-
High professional VET school of arts	-	-
VET school-agrofirm	-	-
High VET school-agrofirm	-	-
VET school-plant	-	-
Centre for professional VET	-	-
Centre for professional education	Centre for vocational education	-
Training and production centre	-	-
Centre for the training and re-training of workers	Centre for the professional development of workers	-
Training course centre	-	-
Training centre	-	-
-	Professional college	Professional college
-	-	Military college of sergeants
-	-	Professional college with specific learning conditions ¹

¹ - with practical training for the needs of the Ministry of Internal Affairs of Ukraine, the National Police of Ukraine, other central executive authorities implementing the state policy in the areas of state border guard, civil protection, and the criminal-executive system.

5.4. Key statistical developments in the VET system of Ukraine

Over the past five years, the VET system of Ukraine seen a significant decrease in the number of VET schools. The number of schools dropped by 10% from 824 in 2015 to 743 in 2019. Naturally, this has had an impact on the number of directors, which, according to the available data was 789 in 2015 and 684 in 2016.

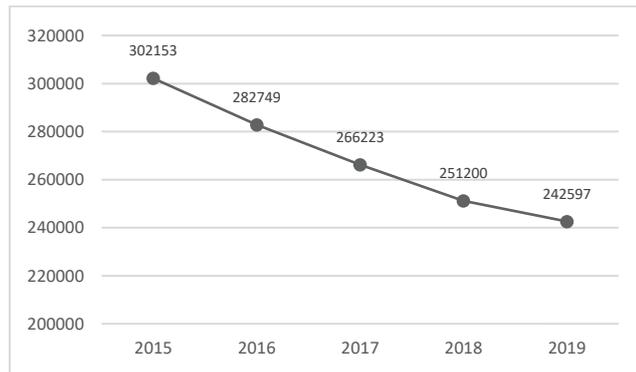
CHART 1: NUMBER OF VET SCHOOLS IN UKRAINE



Source: MoES

The drop-in student numbers have been even more significant. While there were more than 300,000 VET students in 2015, their number decreased to around 240,000 in 2019. Within four years, student numbers dropped by 20%.

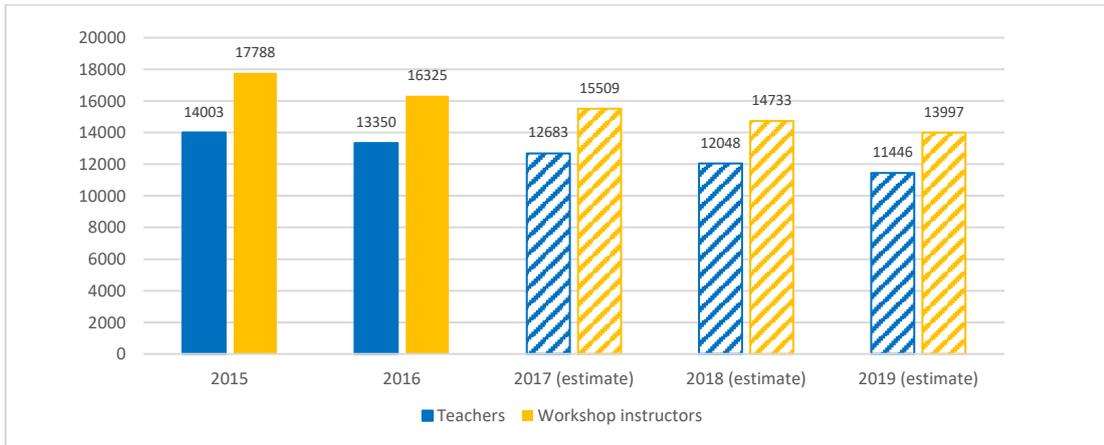
CHART 2: NUMBER OF VET STUDENTS IN UKRAINE



Source: MoES

The available data for teachers and workshop instructors shows a similar decrease in numbers. In one year, the number of teachers has decreased by around 5% and that of workshop instructors by around 8%. The chart shows the available data for 2015 and 2016 and the estimated number of teachers and workshop instructors in 2017, 2018 and 2018. These estimates are based on the trend from 2015 to 2016.

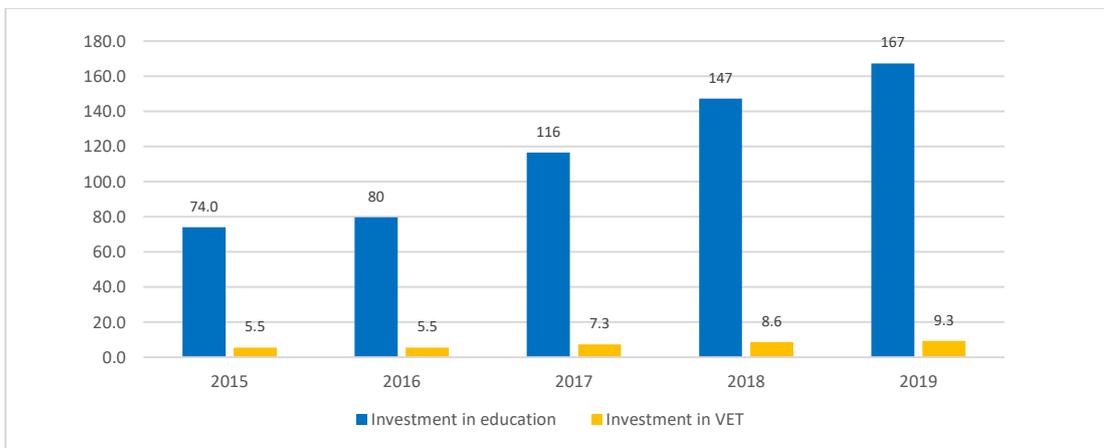
CHART 3: NUMBER OF VET TEACHERS AND WORKSHOP INSTRUCTORS IN UKRAINE



Source: MoES

While investment in the overall education system has been rising considerably since 2015, the share of investment in VET has seen a much smaller increase. In 2019, investment in the overall education systems was 225% of the 2015 investment. However, the 2019 investment in VET constituted merely 170% of the investment made in 2015. The chart highlights the increase in spending on the overall education system and the much smaller growth of spending on VET.

CHART 4: INVESTMENT IN EDUCATION AND VET IN UKRAINE (IN MILLION UKRAINIAN HRYVNA)



Source: Minister of Finance (MinFin) of Ukraine

The above data shows an unbalanced trend in the VET system of Ukraine. This trend is reflected in the number of schools, students and pedagogical staff, but also in investment in VET. This is related to comparison of investments in VET with overall education sector. From 2015, country investments (growth rate) on education sector increased 25,1 % compared to 13.3% in VET sector. Thus, this trend confirms a continuous downgrade of investments in VET compared to general education in Ukraine.

The trend highlights the need for substantial reforms aiming at, among others, increasing the reputation of the VET systems, its efficiency, and its relevance for the labour market. This will require appropriate funding, which includes an increase in funding that is equivalent to the increase in funding of the overall education system.

5.5. Current issues

Like any other reform process, decentralization in the context of the Ukrainian vocational education and training system is an ongoing process requiring careful coordination at all levels and between all partners. The decentralization process of the VET system needs to cover all aspects of a multilevel governance approach. At the same time, the decentralization of the VET system is the key driver toward VET school autonomy and accountability. With this in mind, the question of VET school autonomy and accountability required, at the current stage, an in-depth analysis of a number of issues. These are, in particular:

- Roles, functions and composition of VET schools' councils.
- Powers of school directors, teachers and other staff policies.
- Regional aspect and leading role of Regional VET Councils shaping VET school networks.
- Methods and ways of coordinating, mobilization and allocating funding for boosting VET quality programs (e.g. academic wages, formula funding, multi-channel sources of funding, and for fund-raising to support VET schools' operations (e.g. income generation)).
- Role of VET schools in cooperation with other stakeholders shaping curricula as well as in facilitating and implementing student assessments of learning process and outcomes.
- Tasks of VET schools in planning and coordination with other layers (national and regional) for implementation of VET quality assurance.
- VET school capacities for networking with private sector and social partners to address, for instance, development of work-based learning approaches (WBL).
- Teachers and trainers – expanded roles on learning and curricula design processes, as well as on their professional development within the context of increased school self-governance.

These issues were addressed in three focus group discussions on VET school autonomy and accountability.

6. FOCUS GROUP DISCUSSIONS ON VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE

6.1. Methodology

From 5 to 15 October 2019, the project team conducted focus groups meetings in Poltava, Kharkov and Odessa on key issues related to VET school autonomy and accountability. The participants of the focus groups were teachers and management staff of VET institutions as well as staff of the respective regional education departments. In each city around 25 persons participated in the focus group discussions, which lasted around 4 hours. The participants worked in small groups of 4-5 persons and discussed the following issues:

1. Roles, functions and composition of VET school councils

- 1.1. Which could be the five key functions of a VET school council?

- 1.2. Which are the preconditions so that can the council fulfil these functions?
 - 1.3. Who should be represented in it?
 - 1.4. To whom should VET school councils be accountable?
- 2. Powers of school directors, teachers and other staff policies**
- 2.1. Which would be the necessary changes in the powers of the school director under increased school autonomy?
 - 2.2. What are potential challenges and drawbacks resulting from these powers?
 - 2.3. How can these challenges be addressed and the director's accountability be ensured?
- 3. Role of Regional VET Councils shaping VET school networks**
- 3.1. Which could be the five key roles of Regional VET Councils in shaping VET school networks?
 - 3.2. Which capacities would the Councils need to fulfil those roles?
- 4. Methods and ways of coordinating mobilization and allocation of funding**
- 4.1. Which level of the VET system (national, regional, school, ...) should be responsible for funding issues?
 - 4.2. Why should this level be responsible?
 - 4.3. How can funding be assured at this level?
- 5. Role of VET schools and other stakeholders regarding**
- 5.1. Who should be involved in the design of curricula and why?
 - 5.2. Who should be involved in the design of student assessment criteria and processes and why?
 - 5.3. Who should be involved in the assessment of students and why?
- 6. Tasks of VET schools in planning and coordinating VET quality assurance**
- 6.1. With whom should VET schools cooperate at the national and regional level to ensure that they provide high-quality training?
 - 6.2. Which are the key challenges resulting from this cooperation?
 - 6.3. How can those challenges be addressed?
- 7. VET school capacities for networking with private sector and social partners**
- 7.1. Which capacities (organisational, human resources, financial, ...) does a VET school need to develop and maintain cooperation with the private sector and social partners?
 - 7.2. Which are the key challenges in the provision of work-based learning opportunities for students?
 - 7.3. Which capacities would a VET school have to build to address these challenges?
- 8. Teachers and trainers**
- 8.1. Compared to the current situation, which additional functions could teachers and trainers have in the design of curricula and learning materials?
 - 8.2. Which steps need to be taken to enable teachers to have these functions and contribute to increased school autonomy?
 - 8.3. Which role can teachers and trainers play in the identification of relevant professional development topics?
- 9. Responsibilities for VET at the national level**
- 9.1. Under increased school autonomy and responsibility, which responsibilities for VET should be exclusively at the national level?
 - 9.2. What are the advantages of having these responsibilities at the national levels?

9.3. What are potential difficulties from having these responsibilities at the national level?

10. Competition between VET schools

10.1. Which three conditions are needed to create healthy competition between VET schools in a region?

10.2. Do you consider a CoE a competitor to regular VET schools?

11. Student assessment

11.1. Do you think that a VET school should have autonomy with regards to the structure and frequency of intermediate exams?

11.2. Should the VET school have the right to identify the contents of final exams?

11.3. Who should participate in testing?

12. Key functions of Centres of Excellence

12.1. Which are the five key challenges for CoEs in playing their foreseen role in the regional development of VET?

12.2. How can these challenges be addressed?

12.3. Which are the five key challenges in transforming existing VET schools into CoEs?

6.2. Results

The table presents an overview of the results of the focus group discussions. These were taken into account in the development of the *Analytical Framework for VET School Autonomy and Accountability in Ukraine*.

OVERVIEW OF FOCUS GROUP RESULTS IN THE THREE PILOT REGIONS OF UKRAINE

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
1. Roles, functions and composition of VET school councils			
1.1. Which could be the five key functions of a VET school council?	<ul style="list-style-type: none"> ▪ Labour market analysis ▪ Budget approval ▪ Monitor overall activities of the VET school ▪ Set key performance indicators 	<ul style="list-style-type: none"> ▪ Organisation of teaching and learning processes ▪ Interaction with employers, authorities and NGOs ▪ Ensuring conditions for children with special educational needs ▪ Ensuring proper material conditions ▪ Ensuring additional funding ▪ Support to the design of legal provisions at the school level 	<ul style="list-style-type: none"> ▪ Ensure effectiveness and quality of education ▪ Study the labour market ▪ Ensure appropriate learning environment ▪ Promote innovation in teaching and learning
1.2. Which are the preconditions so that can the council fulfil these functions?	<ul style="list-style-type: none"> ▪ Member with individual professional skills and knowledge 	<ul style="list-style-type: none"> ▪ Active members ▪ Legal basis for its operations 	<ul style="list-style-type: none"> ▪ Self-control of the council members ▪ Feeling of responsibility ▪ Financing of the council ▪ Self-development of the council members
1.3. Who should be represented in it?	<ul style="list-style-type: none"> ▪ Director ▪ Teachers ▪ Deputy director for education ▪ Accountant ▪ Employers ▪ Parents ▪ Students 	<ul style="list-style-type: none"> ▪ Director ▪ Teachers ▪ Student self-government ▪ Parents ▪ Employers 	<ul style="list-style-type: none"> ▪ Parents ▪ Teachers ▪ Student self-government ▪ Employers ▪ Unions ▪ Non-governmental organisations

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
1.4. To whom should VET school councils be accountable?	<ul style="list-style-type: none"> ▪ <i>Gromada</i>³ 	<ul style="list-style-type: none"> ▪ General assembly of the school 	<ul style="list-style-type: none"> ▪ -
1. Powers of school directors, teachers and other staff policies			
2.1. Which would be the necessary changes in the powers of the school director under increased school autonomy?	<ul style="list-style-type: none"> ▪ Decisions on the contents of curricula ▪ Decisions on the contents of student assessment ▪ Staffing ▪ Decisions on the use of financial resources ▪ Use of scholarships ▪ Decisions on procurement 	<ul style="list-style-type: none"> ▪ Decision on finances ▪ Staffing ▪ Access to labor market information 	<ul style="list-style-type: none"> ▪ Have more power in the delegation of tasks ▪ Make more management decisions ▪ Influence staff policy ▪ Use e-management ▪ More influence on teacher professional development
2.2. What are potential challenges and drawbacks resulting from these powers?	<ul style="list-style-type: none"> ▪ - 	<ul style="list-style-type: none"> ▪ Additional management responsibilities for which directors are not ready ▪ Responsibilities with regard to salaries ▪ Management of large classes 	<ul style="list-style-type: none"> ▪ -
2.3. How can these dangers be addressed and the director's accountability be ensured?	<ul style="list-style-type: none"> ▪ Appropriate legal provisions 	<ul style="list-style-type: none"> ▪ Adoption of appropriate legal provisions ▪ Standardized calculation of training costs ▪ Better relations with employers to promote dual training 	<ul style="list-style-type: none"> ▪ -
3. Role of Regional VET Councils shaping VET school networks			

³ The “Hromada” or “Amalgamated territorial community” was established in 2015 with the Law *On the voluntary association of territorial communities* (cf. <https://zakon.rada.gov.ua/laws/show/157-19>).

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
3.1. Which could be the five key roles of Regional VET Councils in shaping VET school networks?	<ul style="list-style-type: none"> ■ Identification of regional labour market needs ■ Allocation of study places to VET schools ■ Allocation of regional budgetary funds ■ Incentives for employers to participate in VET development ■ Follow-up on effective use of funds 	<ul style="list-style-type: none"> ■ Design of criteria for VET optimization ■ Management of regional order ■ Analysis of regional VET development ■ Design of a roadmap for regional VET development ■ Development of standardized mechanisms for cooperation with employers ■ Appointment of directors in line with previously specified criteria 	<ul style="list-style-type: none"> ■ Overall monitoring of the VET school's activities ■ Managing the regional order ■ Avoid doubling of training profiles ■ Improve financing ■ Monitor the quality of education ■ Promote collaboration with employers
3.2. Which capacities would the Councils need to fulfil those roles?	<ul style="list-style-type: none"> ■ Ability to access regional labour market data ■ Ability to use different sources of information ■ Ability to access regional communication channels to advocate VET ■ Members with knowledge of controlling and auditing 	<ul style="list-style-type: none"> ■ Access to information about the state of VET ■ Ability to access and analyse labour market data ■ Ability to design criteria for VET network development ■ Ability to establish and maintain effective cooperation with employers ■ Ability to cooperate effectively with authorities 	<ul style="list-style-type: none"> ■ Independence ■ Access to employment data ■ Attestation of VET schools ■ Establish a regional service quality in education and training ■ Contribute to the development of standards
4. Methods and ways of coordinating mobilization and allocation of funding			
4.1. Which level of the VET system (national, regional, school, ...) should be responsible for funding issues?	<ul style="list-style-type: none"> ■ Regional level 	<ul style="list-style-type: none"> ■ National level ■ Regional level ■ Social partners ■ International stakeholders 	<ul style="list-style-type: none"> ■ The national level

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
4.2. Why should this level be responsible?	<ul style="list-style-type: none"> ▪ - 	<ul style="list-style-type: none"> ▪ National level: can ensure funding for continuous expenses (running costs, salaries, scholarships, subsidies for general education component) ▪ Regional: maintenance of facilities ▪ Social partners: consumables, work-based learning, new equipment, training of workshop instructors 	<ul style="list-style-type: none"> ▪ To ensure salaries and scholarships and appropriate legal provisions
4.3. How can funding be assured at this level?	<ul style="list-style-type: none"> ▪ Fund for regional development ▪ Increased awareness of regional VET development programmes ▪ Support by state budget ▪ Income-generation by VET schools ▪ Sponsoring 	<ul style="list-style-type: none"> ▪ - 	<ul style="list-style-type: none"> ▪ -
5. Role of VET schools and other stakeholders regarding			
5.1. Who should be involved in the design of curricula and why?	<ul style="list-style-type: none"> ▪ Employers ▪ Teachers ▪ VET school methodological expert ▪ Accountant 	<ul style="list-style-type: none"> ▪ Employers (now primarily a formal requirement) ▪ VET school ▪ Regional methodological service 	<ul style="list-style-type: none"> ▪ Employers ▪ The MoES' Institute for the modernization of educational contents ▪ Representatives of the regional state administration
5.2. Who should be involved in the design of student assessment criteria and processes and why?	<ul style="list-style-type: none"> ▪ Employers ▪ Teachers ▪ Accountant 	<ul style="list-style-type: none"> ▪ VET school ▪ Employers 	<ul style="list-style-type: none"> ▪ Employers ▪ VET school
5.3. Who should be involved in the assessment of students and why?	<ul style="list-style-type: none"> ▪ Employers ▪ Teachers ▪ School administration 	<ul style="list-style-type: none"> ▪ VET school ▪ Employers 	<ul style="list-style-type: none"> ▪ Employers ▪ Representatives of other VET schools ▪ Student self-government

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
6. Tasks of VET schools in planning and coordinating VET quality assurance			
6.1. With whom should VET schools cooperate at the national and regional level to ensure that they provide high-quality training?	<ul style="list-style-type: none"> ■ National: Ministry of Education and Science, Ministry of Economy, Ministry of Information Policy, National Academy of Pedagogical Sciences, national employer associations, major sponsors, teacher professional development centres ■ Regional: regional administration, regional council, regional methodological center, regional stakeholder council (currently responsible for regional order and funding), regional service for quality in education, employers 	<ul style="list-style-type: none"> ■ National: Cabinet of Ministers, Ministry of Education and Science, Ministry of Economics, national employer associations ■ Regional: department of education and economics of the regional state administration, regional employers association 	<ul style="list-style-type: none"> ■ Employers ■ Methodological councils ■ Representatives of other educational institutions
6.2. Which are the key challenges resulting from this cooperation?	<ul style="list-style-type: none"> ■ National: limitations in decision-taking processes, limitations in asset management, inability to react quickly enough to address employers' requests for training due to lengthy licensing-processes ■ Regional: unequal distribution of financial means among VET schools, lengthy licensing procedures, outdated equipment 	<ul style="list-style-type: none"> ■ Non-optimized VET networks at the regional level ■ Complete financing systems ■ Lack of employer interest in cooperation with VET ■ Lack of employment opportunities 	<ul style="list-style-type: none"> ■ Employers are not ready to accept responsibility for the provision of quality training

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
6.3. How can those challenges be addressed?	<ul style="list-style-type: none"> ▪ National: adoption of relevant legislation ▪ Regional: more effective communication between stakeholders, inclusion of VET development in the regional development strategy, improved financing of schools through the regional budget (including consumables) 	<ul style="list-style-type: none"> ▪ Optimization of VET institutions to establish a network of VET institutions for occupations in demand at the labour market ▪ Improved financing system ▪ Highlighting benefits of cooperation with VET for employers ▪ Improved monitoring of the effectiveness of cooperation 	<ul style="list-style-type: none"> ▪ Coordination mechanism for the interaction between stakeholders at the regional level ▪ Tax incentives
7. VET school capacities for networking with private sector and social partners			
7.1. Which capacities (organizational, human resources, financial, ...) does a VET school need to develop and maintain cooperation with the private sector and social partners?	<ul style="list-style-type: none"> ▪ Ability to train skilled workers for relevant sectors of the economy ▪ Ability to react quickly to the needs of the economy 	<ul style="list-style-type: none"> ▪ Motivated students ▪ Well-trained and well-informed staff ▪ Appropriate equipment ▪ Effective communication skills 	<ul style="list-style-type: none"> ▪ Specialized staff members ▪ Enhanced implementation of the dual form of training ▪ Mechanism to reduce the number of students in a group
7.2. Which are the key challenges in the provision of work-based learning opportunities for students?	<ul style="list-style-type: none"> ▪ Attitude of in-company trainers ▪ Compensation of in-company trainers 	<ul style="list-style-type: none"> ▪ Lack of employers' awareness of the benefits of cooperation with VET ▪ Age of students and resulting legal implications ▪ Lack of regulations on remuneration of in-company trainers 	<ul style="list-style-type: none"> ▪ -
7.3. Which capacities would a VET school have to build to address these challenges?	<ul style="list-style-type: none"> ▪ Ability to highlight benefits of student work-based learning for employers 	<ul style="list-style-type: none"> ▪ Ability to highlight benefits of cooperation to employers ▪ Ability to clarify legal issues ▪ Ability to find out about and use tax incentives 	<ul style="list-style-type: none"> ▪ -
8. Teachers and trainers			

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
8.1. Compared to the current situation, which additional functions could teachers and trainers have in the design of curricula and learning materials?	<ul style="list-style-type: none"> ■ More room for maneuver within a particular training profile in terms of subjects and hours ■ Authority to introduce additional training contents 	<ul style="list-style-type: none"> ■ Flexibility in the distribution of teaching hours by subjects within a training profile ■ Opportunity to modify training contents to address regional requirements 	<ul style="list-style-type: none"> ■ Increase the autonomous part of the curriculum ■ More power in deciding on forms of education and training
8.2. Which steps need to be taken to enable teachers to have these functions and contribute to increased school autonomy?	<ul style="list-style-type: none"> ■ Adjusted legislation ■ Adjusted curriculum ■ Employers' involvement to justify changes in the curriculum 	<ul style="list-style-type: none"> ■ Participation in new forms of professional development 	<ul style="list-style-type: none"> ■ Compensation for in-company training ■ Teacher professional development system that allows teachers to address their individual training needs
8.3. Which role can teachers and trainers play in the identification of relevant professional development topics?	<ul style="list-style-type: none"> ■ - 	<ul style="list-style-type: none"> ■ - 	<ul style="list-style-type: none"> ■ -
9. Responsibilities for VET at the national level			
9.1. Under increased school autonomy and responsibility, which responsibilities for VET should be exclusively at the national level?	<ul style="list-style-type: none"> ■ VET regulatory framework including legislation ■ Identification of occupations of national importance ■ Scholarships ■ National VET development projects 	<ul style="list-style-type: none"> ■ Approval of standards ■ Approval of quality criteria ■ Framework for VET – employer cooperation ■ Maintenance of equipment ■ Incentives for Gromadas to promote cooperation with employers 	<ul style="list-style-type: none"> ■ Support to business to generate the need for more qualified workers ■ Ensuring the independence of VET schools ■ Ensuring and rights and protection of teachers ■ Provide a framework for vocational counselling to attract future VET teachers ■ Establish and run an internet platform for the cooperation between VET schools and employers

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
9.2. What are the advantages of having these responsibilities at the national levels?	<ul style="list-style-type: none"> ▪ - 	<ul style="list-style-type: none"> ▪ The national level can respond to its responsibilities with regard to VET ▪ It gives the state leverage to support economic development ▪ It allows the state to level HE and VET in terms of importance in educational pathways ▪ It allows the state to ensure workplace safety and social protection in WBL 	<ul style="list-style-type: none"> ▪ -
9.3. What are potential difficulties from having these responsibilities at the national level?	<ul style="list-style-type: none"> ▪ - 	<ul style="list-style-type: none"> ▪ Corruption ▪ Bureaucracy ▪ Lack of attention to regional needs 	<ul style="list-style-type: none"> ▪ -
10. Competition between VET schools			
10.1. Which three conditions are needed to create healthy competition between VET schools in a region?	<ul style="list-style-type: none"> ▪ Competitive infrastructure ▪ Participation in regional and national competitions ▪ Appropriate rewards for best participants 	<ul style="list-style-type: none"> ▪ Proper equipment ▪ Visibility in social media ▪ Cooperation with employers ▪ Cooperation with authorities ▪ Appropriate financing 	<ul style="list-style-type: none"> ▪ Qualified staff ▪ Collaboration with social partners ▪ Creative approaches to teaching and learning ▪ High-quality teacher professional development system ▪ Vocational counselling for potential VET students

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
10.2. Do you consider a CoE a competitor to regular VET schools?	<ul style="list-style-type: none"> ■ Yes ■ It will be better equipped ■ Better qualified teachers ■ Higher scholarships for students ■ Better training of workers 	<ul style="list-style-type: none"> ■ Yes 	<ul style="list-style-type: none"> ■ Yes ■ It will be better equipped ■ It will have better-qualified teachers ■ It will apply new approaches to teaching and learning ■ It will provide better vocational counselling
11. Student assessment			
11.1. Do you think that a VET school should have autonomy with regard to the structure and frequency of intermediate exams?	<ul style="list-style-type: none"> ■ Yes, as now they have little freedom in assigning qualification levels 	<ul style="list-style-type: none"> ■ Yes 	<ul style="list-style-type: none"> ■ Yes, this should be foreseen in the curricula
11.2. Should the VET school have the right to identify the contents of final exams?	<ul style="list-style-type: none"> ■ They should be given the opportunity to contribute to the identification of threshold levels for theoretical and practical exams 	<ul style="list-style-type: none"> ■ No 	<ul style="list-style-type: none"> ■ Only as far as the kind of testing is concerned, not its contents
11.3. Who should participate in testing?	<ul style="list-style-type: none"> ■ Employers ■ Teachers 	<ul style="list-style-type: none"> ■ VET school ■ Employers 	<ul style="list-style-type: none"> ■ VET school ■ Employers
12. Key functions of Centers of Excellence			

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
12.1. Which are the five key challenges for CoEs in playing their foreseen role in the regional development of VET?	<ul style="list-style-type: none"> ■ Involvement of qualified staff ■ Availability of equipment ■ Ensuring high-quality teaching and learning processes ■ Objective assessment criteria and procedures ■ Availability of legal provisions ■ Sustainability of initiatives and developments 	<ul style="list-style-type: none"> ■ Lack of multi-channel financing ■ Lack of appropriate equipment ■ Lack of prestige of working occupations ■ Lack of social partner interest in collaboration with VET ■ Insufficient qualification of teachers ■ Insufficient qualification of graduates ■ Insufficient management capacities 	<ul style="list-style-type: none"> ■ -
12.2. How can these challenges be addressed?	<ul style="list-style-type: none"> ■ Specialized training for staff ■ Long-term regional budget allocations ■ Close cooperation with the regional methodological service ■ Independent student assessment criteria and mechanisms ■ Adoption of appropriate legal provisions 	<ul style="list-style-type: none"> ■ Additional financing ■ Access to communication to raise prestige of working occupations ■ Outreach activities ■ Tax incentives ■ Regional development program ■ Exchange of experience between regions ■ Appropriate remuneration of in-company trainers 	<ul style="list-style-type: none"> ■ -
12.3. Which are the five key challenges in transforming existing VET schools into CoEs?	<ul style="list-style-type: none"> ■ - 	<ul style="list-style-type: none"> ■ - 	<ul style="list-style-type: none"> ■ -

6.3. Participants' definitions of an autonomous VET school

After the focus groups, the participants were asked to propose a definition of an autonomous VET school in Ukraine. Some of those definitions are presented hereunder.

- “An institution which has all the opportunities it needs to train professionals who are in demand at the labor market.”
- “An institution where students can get training offering professional opportunities.”
- “An effective link in the educational pathway.”
- “A training institution which is able to react flexibly to the demands of the labor market.”
- “An institution which provides quality education and thus contributes to the economic development of Ukraine.”
- “An innovative institution which can take independent decisions on issues related to the training of specialists.”
- “An institution which trains qualified specialists who are able to realize their professional and personal potential.”
- “An independent institution which has its own funding, which develops independently, and which is a strong counterpart for businesses.”
- “An institution which is able to address training needs in a flexible manner to address changes in the labour market.”
- “An institution which functions independently and cooperates with the authorities and social partners.”
- “An institution with can autonomously look for sources of funding, manages its expenses and design standards for its training profiles.”
- “An institution which is financed by the Ministry of Education and Science.”

From the selected quotes, a number of areas emerge for VET school autonomy and accountability in Ukraine. These are presented in the table together with important considerations.

KEY AREAS REFLECTED IN STAKEHOLDERS VIEWS OF AN AUTONOMOUS VET SCHOOL

Area	Important considerations
Relevance of training for the labour market.	<ul style="list-style-type: none"> ▪ The identification of relevant training is contingent upon access to labour market data. ▪ Currently, no such reliable data is available. ▪ VET schools have little information about their graduates' professional development path.
VET as part of educational pathways.	<ul style="list-style-type: none"> ▪ VET is currently not perceived as a valuable part of the overall educational pathway. ▪ Compared to general education, VET is not considered an equally valid step toward higher education.

Area	Important considerations
Flexibility in training provision.	<ul style="list-style-type: none"> ■ Teaching in VET is guided by standards and curricula. ■ The percentage of the curriculum whose contents can be determined by the VET school is low. ■ VET schools have little to no flexibility in adjusting their long-term training strategy to local and regional labour market needs. ■ VET schools are not able to respond to businesses' short-term requests for training.
Role of VET in the country's economic growth.	<ul style="list-style-type: none"> ■ Currently, VET is not perceived as a key driver for economic growth. ■ The quality of training is perceived as insufficient. ■ The equipment is only partly up to date. ■ Most teachers lack recent experience in the industry.
Independent decision taking.	<ul style="list-style-type: none"> ■ Many school directors are wary of taking independent decisions and are more concerned with the consequences of their decisions than the development of the VET school. ■ Independent decision taking goes hand in hand with additional responsibilities and accountabilities. ■ Independent decision taking also requires management skills which are not sufficiently well developed in many VET school managers.
Graduates' realization of their personal and professional potential.	<ul style="list-style-type: none"> ■ Currently, VET aims primarily at providing professional knowledge and skills. ■ The current VET system lacks a strong component aiming at the development of personal ("soft") skills. ■ It does not aim at promoting students' lifelong learning competences.
Funding opportunities and autonomy in spending	<ul style="list-style-type: none"> ■ The availability of additional funding and support are currently contingent upon the initiative of the school manager. ■ No framework or overall guidance system for attracting additional funding is currently available. ■ Additional funding and support are provided primarily by foreign companies doing business in the country and only to a limited extent by Ukrainian companies.
Continuous development of a VET school.	<ul style="list-style-type: none"> ■ VET schools tend to continue their education and training activities, rather than aim for innovation. ■ Most VET schools lack access to international trends in VET and how they can be addressed at the VET school level. ■ The current VET teacher professional development system does not allow teachers to address their training needs appropriately.
VET as strong partner of businesses.	<ul style="list-style-type: none"> ■ Businesses tend to expect from a collaboration with the VET system short-term rather than long term benefits (ad-hoc training of urgently required staff rather than a long-term investment in future employees). ■ No framework exists at the national level to guide this kind of collaboration. ■ The VET system finds it hard to attract professionals from the economy.

7. NATIONAL SURVEY ON VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE

7.1. Methodology

Under the current project, a national survey was conducted which focused on key issues of VET school autonomy and accountability in Ukraine. The survey was organized around the following three pillars of VET school autonomy and accountability:

- Managerial autonomy and accountability of VET schools in Ukraine
- Financial autonomy and accountability of VET schools in Ukraine
- Pedagogical autonomy and accountability of VET schools in Ukraine

Additionally, background information on the survey participants was collected. The survey also collected key data on the functioning of VET Centers of Excellence. The following breakdown provides more detailed information on the areas covered by the survey.

Background information on the survey participants

- Gender
- Age group
- Level of formal education
- Years of experience in education
- Years of experience with management responsibilities
- Current position
- Level of attestation of employing institution
- Region
- Size of respondent's city

Managerial autonomy and accountability of VET schools

- Distribution of responsibilities by levels of the VET system (national, regional, VET school)
- Roles, functions and composition of VET school councils in the context of autonomous VET schools
- Functions of school directors and other staff polices in the context of autonomous VET schools
- Role of Regional VET Councils in shaping VET school networks and promoting VET school autonomy and accountability
- VET school capacities for networking with the private sector and social partners to address, for instance, development of work-based learning approaches (WBL) in the context of autonomous VET schools
- VET schools and VET quality assurance in the context of autonomous VET schools

Financial autonomy and accountability of VET schools

- Mobilization and allocation of funds for boosting VET quality programs in the context of autonomous VET schools
- Income generation for VET schools
- Budgeting and financial accountability

Pedagogical autonomy and accountability of VET schools

- Role of VET schools in curricula development and assessment in the context of autonomous VET schools
- Role of VET schools in the design of teaching and learning processes and teaching and learning materials
- Role of VET schools in the design of professional development courses for VET teachers

VET Centers of Excellence

The survey included the following key types of questions:

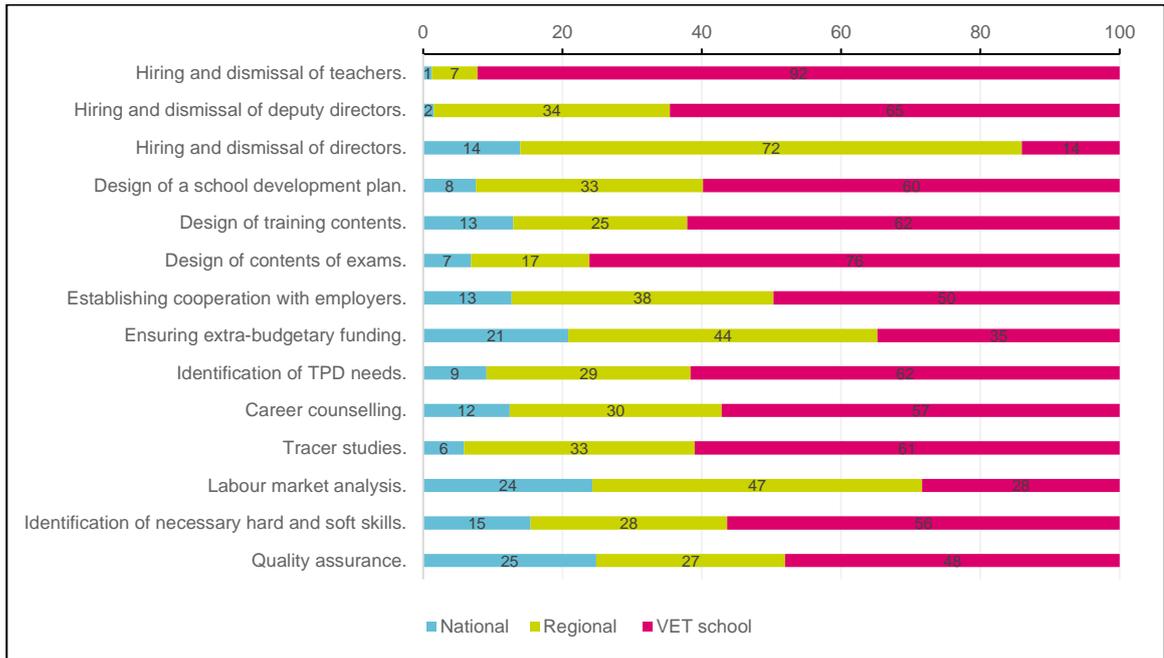
- Open questions
- Multiple choice questions
- Questions with answers on the Likert Scale

Details about the planning and implementation of the survey and the questionnaire can be found in the report *Reforming Regional VET Networks in Ukraine. Report on the National Survey and VET School Autonomy and Accountability*.

7.2. Selected survey results

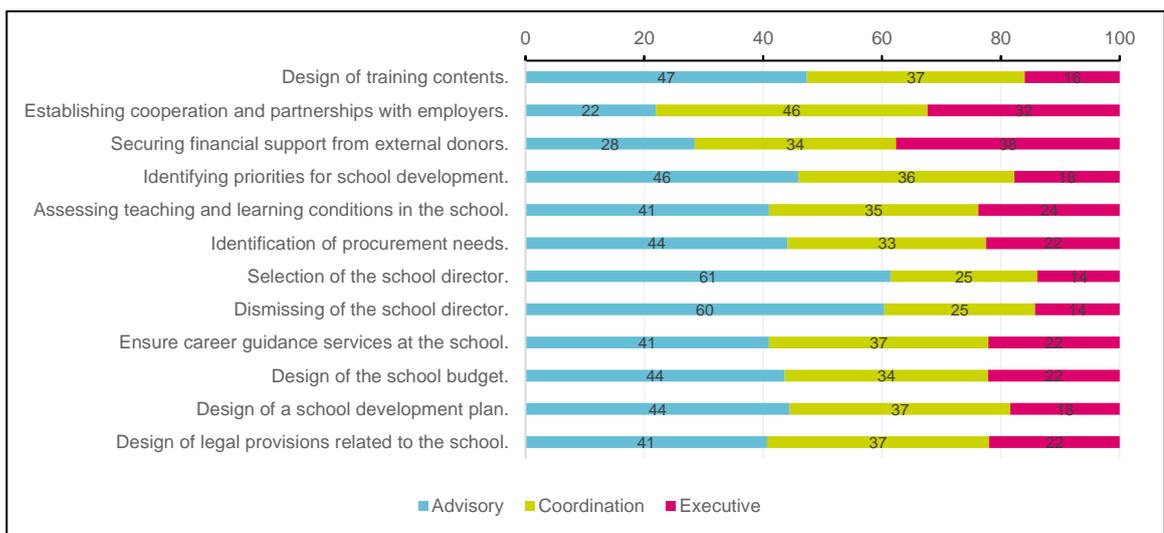
This section includes the responses to selected items of the survey (items of relevance for the design of the *Analytical Framework for VET Autonomy and Accountability in Ukraine*). The number before each item refers to the number of the item in the questionnaire. The complete results are available in the *Survey Report*. Numbers in the charts indicate percentages.

CHART 5: 10 - WHICH LEVEL SHOULD BE RESPONSIBLE FOR THE FOLLOWING?



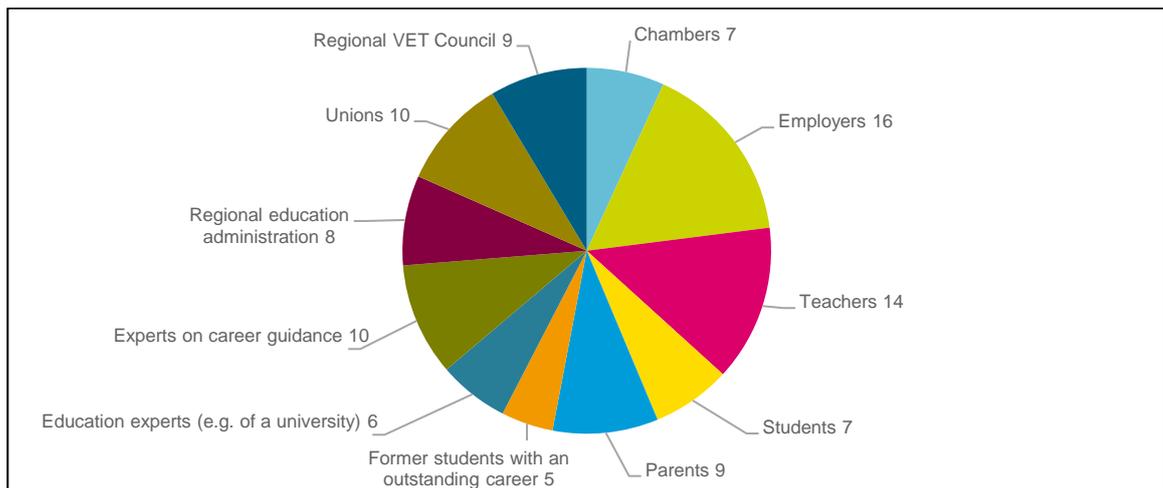
The chart shows that respondents advocate VET school autonomy in the majority of the above issues. This clearly concerns the hiring and dismissal of teachers and deputy directors, the design of a school development plan, the design of training and exam contents, the identification of TPD needs, career counselling, the implementation of tracer studies, and the identification of necessary hard and soft skills. The following tasks are considered primarily the responsibility of the regional level: hiring and dismissal of directors, ensuring extra-budgetary funding, and labour market analysis. Quality assurance is the issue where the national level should get involved more than in any other of the mentioned issues.

CHART 6: 11 – WHAT KIND OF FUNCTIONS SHOULD THE SCHOOL COUNCILS HAVE WITH REGARD TO THE FOLLOWING TASKS?



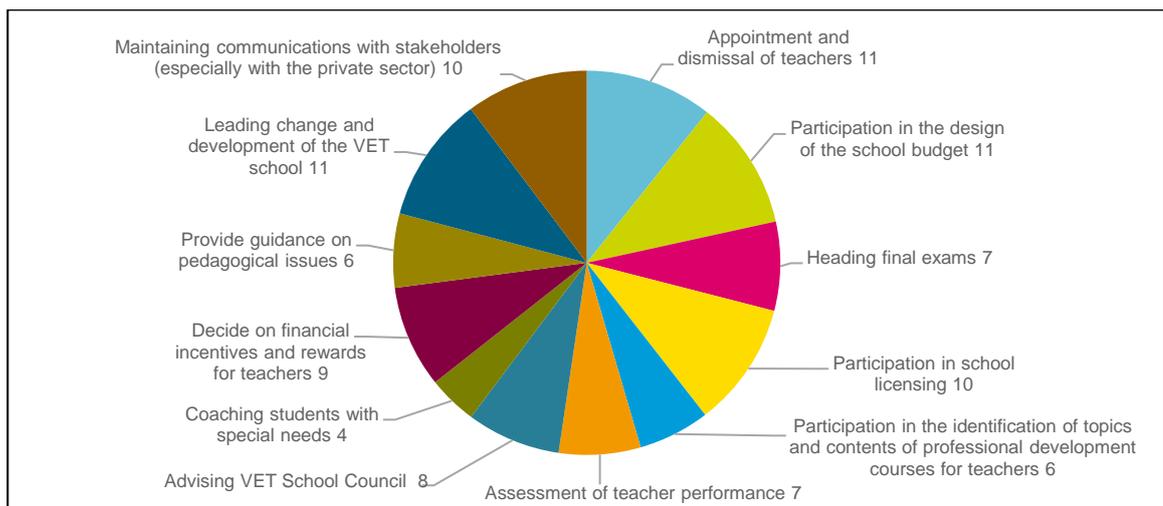
Respondents view school councils primarily as advisory body. This concerns in particular the design of training contents (47%), the selection of school directors (61%), and their dismissal (60%). According to the participants, the school council should have a coordinative function in establishing cooperation between schools and employers (46%). Securing financial support from external donors is seen as the school council's most relevant executive function (38%).

CHART 7: 12 – WHICH OF THE FOLLOWING SHOULD BE REPRESENTED IN THE SCHOOL COUNCIL?



The categories which respondents view as most important members of school councils are: employers (16%), teachers (14%), unions (10%), experts on career guidance (10%), parents (9%), and the Regional VET Council (9%). The categories which they consider least important to be represented are former students with an outstanding career (5%) and education experts (6%). Based on these results, VET schools can establish school councils where these groups are proportionally represented.

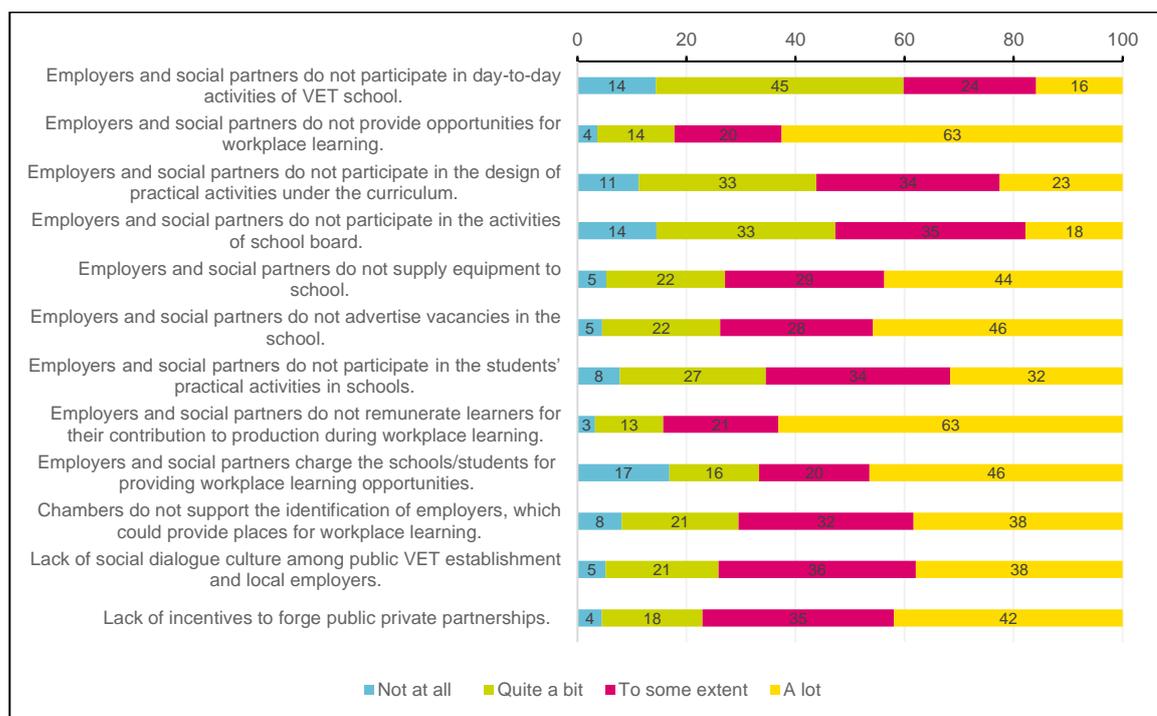
CHART 8: 13 – WHICH OF THE FOLLOWING SHOULD BE KEY FUNCTIONS OF SCHOOL DIRECTORS?



According to the respondents, the five most important tasks and responsibilities of a VET school director are: appointment and dismissal of teachers (11%), participation in the design of the school budget (11%), lead change and development of the VET school (11%), participation in school licensing (10%),

and maintaining communication with stakeholders (especially with the private sector) (10%). Coaching students with special needs (4%) and providing guidance on pedagogical issues (6%) are viewed as a VET school director's least important tasks. The results on this research item can guide the design of job descriptions for VET school directors.

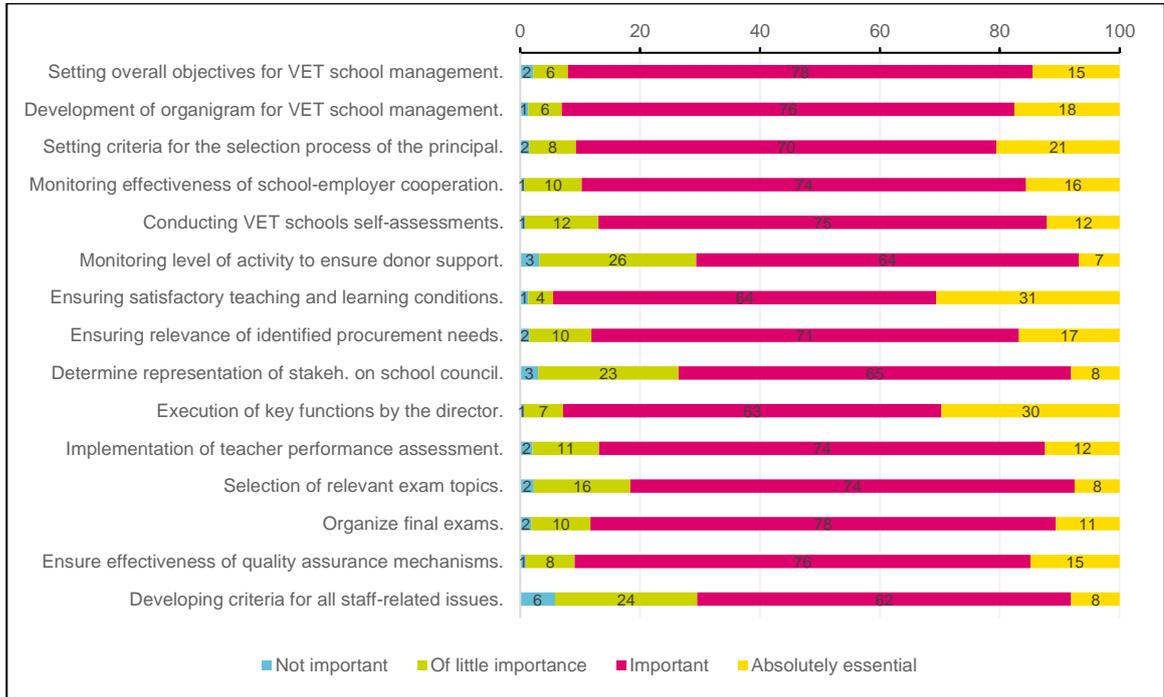
CHART 9: 18 - FROM YOU EXPERIENCE, TO WHAT EXTENT REPRESENT THE FOLLOWING A CHALLENGE IN THE NETWORKING BETWEEN VET SCHOOLS AND EMPLOYERS/SOCIAL PARTNERS?



For each item, the rating of “to some extent” or “a lot” taken together is at least 50%. The biggest challenge is the lack of provision of WBL opportunities by employers (20% and 63% respectively), followed by the lack of incentives to forge public private partnerships (35% and 42% respectively). The least challenge is the non-participation of employers in the day-to-day activities of the VET school (24% and 16% respectively). An important issue to consider in the interpretation of the results resulting from this research item is the respondents' potential perception of the relevance of those issues as opposed to the challenges they represent.

For example, a respondent may consider a particular issue very important and therefore rate it a big challenge and vice versa. In this case, the importance that a respondent attaches to a particular issue for the networking with ESP is expressed as challenge. In either case, these results can be used to improve cooperation by addressing each of the above issues at the appropriate level.

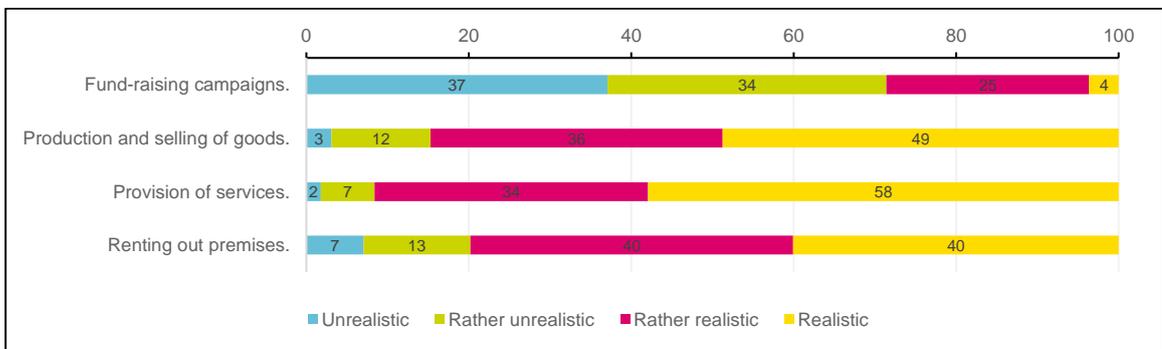
CHART 10: 22 - HOW IMPORTANT OR NOT IMPORTANT IS THE DEPLOYMENT OF EACH OF THE FOLLOWING ISSUES WITH REGARD TO MANAGERIAL ACCOUNTABILITY?



All the above issues are rated important. The highest rating was given to the development of an organigram for VET school management (76% and 18% important and absolutely essential respectively), followed by setting overall objectives for VET school management (78% and 15% important and absolutely essential respectively) and the execution of key functions by the director (63% and 30% important and absolutely essential respectively).

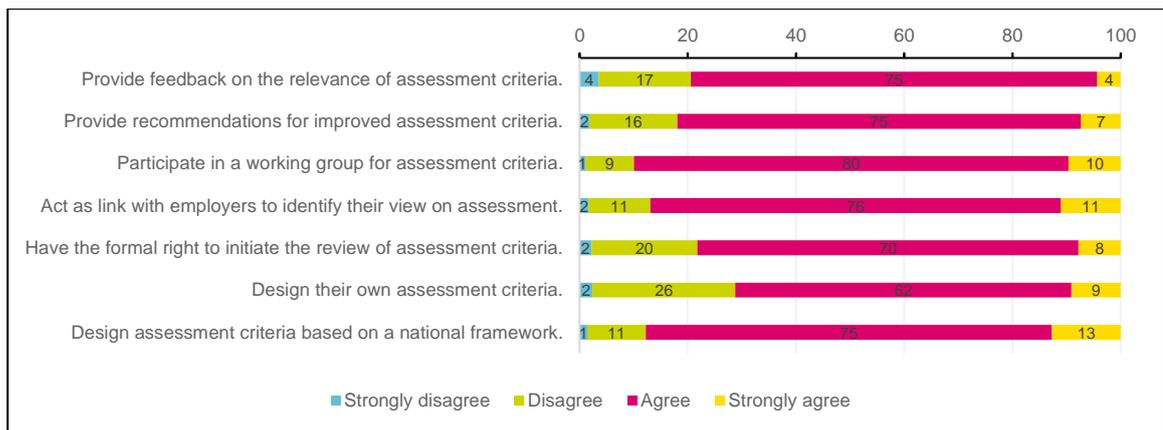
Lowest priority was given to the development of criteria for all staff-related issues (62% and 8% important and absolutely essential respectively), followed by the monitoring of the level of activity to ensure donor-support (64% and 7% important and absolutely essential respectively). Overall, these results indicate a need for measures to ensure managerial accountability of VET school management. The results can be used in the design of job descriptions of VET managers.

CHART 11: 26 - FROM YOUR EXPERIENCE, HOW REALISTIC IS IT FOR VET SCHOOLS TO GENERATE INCOME THROUGH THE FOLLOWING?



Most participants do not consider that funds can be raised through fund-raising campaigns (37% and 34% consider this unrealistic or rather unrealistic). The provision of services and the production and selling of goods, two related issues, are seen as the most promising approaches to generating income. These results clearly identify the opportunities VET schools have to generate income.

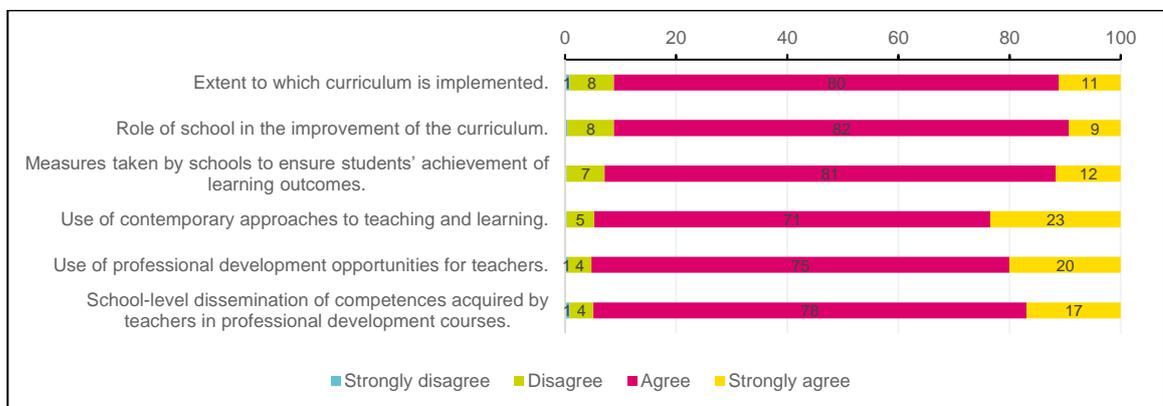
CHART 12: 32 - TO WHAT EXTENT DO YOU AGREE OR DISAGREE THAT THE SCHOOLS SHOULD FULFILL THE FOLLOWING FUNCTIONS WITH REGARD TO THE DESIGN OF IMPROVED CRITERIA FOR THE ASSESSMENT OF STUDENTS' ACHIEVEMENTS OF LEARNING OUTCOMES?



Here too, the respondents favor extensive autonomy of VET schools. The highest-rated function concerns the participation on VET schools in a working group for the design of assessment criteria, to which 90% of the respondents agree. This item is followed by the design of VET schools on assessment criteria based on framework assessment criteria developed at the national level (89% agreement).

Further, autonomy in another function related to the design of assessment criteria (“Design their own assessment criteria”) gathers 71% agreement. This shows that VET schools do consider that they should have the right to design their own assessment criteria, but that this process needs to be guided by a national framework. Overall, these results indicate a strong need to grant VET schools more autonomy in a wide variety of issues related to the assessment of students’ achievements of learning outcomes.

CHART 13: 37 - HOW IMPORTANT ARE FOLLOWING ISSUES WITH REGARD TO THE PEDAGOGICAL ACCOUNTABILITY OF VET SCHOOLS?



Similar to other research items relating to the accountability of VET schools, the respondent's express agreement with the proposed measures to ensure pedagogical accountability. This includes VET teachers' use of professional development opportunities and the dissemination of competences acquired by teachers in professional development courses at the school level (both with 96% agreement). These results show that for the VET system of Ukraine ensuring pedagogical accountability is of high relevance.

8. SPECIAL FOCUS AREA: CENTRES OF EXCELLENCE AND THE REFORM OF REGIONAL VET NETWORKS

The Ministry of Education and Science of Ukraine views autonomy, excellence and innovation as key concepts in the reform of its VET institutions. Effective reform of VET institutions may include the transformation of existing institutions into so-called Centers of Excellence. Their role would be to drive and steer the reform of the existing VET regional networks which, as institutional hubs, are to make a substantial contribution to the country's socioeconomic and regional development.

In 2018, the Ministry of Education and Science issued criteria for the selection of Centers of Excellence, with are grouped into six blocks:

- Management.
- Infrastructure.
- Pedagogical potential.
- Educational programs.
- Demand for trained specialists.
- Impact on the economy and collaboration with the region.

The ETF (2018, 19) suggests the following vision of Centers of Excellence in Ukraine:

- The VET centers of excellence should not be built from scratch but be based or connect existing high-quality training providers with the aim of creating high-level reference points for training in specific sectors/ trades;
- They should provide not only initial training of young people but also for continuous up- and re-skilling of adults;
- The Centers would act as catalysts for business investment and support national and regional innovation strategies by ensuring supply of high-quality skilled workers through flexible and timely offer of training for the skills needs of companies;
- The Centers of vocational excellence would be linked with universities for jointly contributing to the provision of medium and high-level skilled specialists;
- Facilities and infrastructures of Vocational excellence centers could be opened in a form of basic business services, e.g. logistics, catering, accounting, maintenance of technologies, etc.

With this in mind, the Centres of Excellence would fulfil the following functions (ETF 2018, 19):

- Combining offers of initial VET qualifications with continuing training (upskilling and reskilling) and providing people with labour market relevant skills in the lifelong learning context;
- Building business-education partnerships for apprenticeships, internships, sharing of equipment, exchanges of staff and teachers between companies and VET centres;
- Actively cooperating with Universities, research centres, business and public authorities, aimed at being at the forefront of research and technological developments, allowing the flexibility and quick adaptability of training curricula and update of qualifications;
- Introducing innovative teaching and training methodologies and strong focus on the continuing professional development of teachers and trainers (both pedagogical and technical skills);
- Providing guidance services (including career guidance), as well as validation of non-formal and informal learning;
- Contributing to implementation of regional development and smart specialisation strategies, working together with other education and training providers;
- Using sustainable financial models that combine public and private funding, and own income generating activities.

The national survey on VET school autonomy and accountability covered also the issue of the Centres of Excellence. More specifically, the survey collected data on:

- the survey participants' understanding of a CoE;
- the priority functions of a CoE in the transfer of knowledge and experience to other VET schools;
- measures to ensure accountability of CoEs;
- the extent to which the survey participant's VET school meets specific CoE requirements.

CHART 14: 39 - PLEASE EXPRESS YOUR OPINION ON THE LEVEL OF PRIORITY FOR THE DIFFERENT FUNCTIONS CENTRES OF EXCELLENCE SHOULD DEPLOY, IN PARTICULAR TO PROMOTE TRANSFER OF KNOWLEDGE AND EXPERTISE TO OTHER VET SCHOOLS.



As per the survey results, a VET CoE should, first and foremost, fulfill the five following functions: take active measures to attract students (86% agreement), have an effective quality assurance system in place (85% agreement), act as positive example of cooperation with employers (85% agreement), act as positive example of high-quality provision of VET (84% agreement), and exemplify how to benefit best from the TPD system. The three least important functions are: be a member of international organizations (61%), ensure that teachers know foreign languages (68%), and participate in international competitions and associations (69% agreement).

9. CONCLUSIONS AND MAIN FINDINGS

The current project examined international experience in VET school autonomy and accountability and explored options for the advancement of VET school autonomy and accountability in Ukraine as part of the decentralization process of its VET system. Project activities included desk study, interviews with stakeholders in ETF partner countries, focus group meetings with VET stakeholders in three regions of Ukraine and a national survey on VET school autonomy and accountability (cf. Section 7.2. of this report for selected survey results and the separate *Survey Report* for a discussion of the results of all 41 survey items).

The project activities delivered a large amount of information and data, which was used in the design of the *Analytical Framework for VET School Autonomy and Accountability in Ukraine*, which is the intended outcome of the project. The purpose of the *Framework* is to provide the Ministry of Education and Science of Ukraine with concrete guidance toward increasing VET school autonomy and accountability and thus advance the decentralization of the VET system.

The project has shown that VET school autonomy is an appropriate means to increase the effectiveness and efficiency of a VET system. It is, however, not a remedy for all problems facing a VET system, and different country contexts require different degrees of autonomy in different key areas, such as the managerial, financial and pedagogical functions of a VET school. Like in any other area, increased autonomy implies increased accountability, which needs to be ensured through appropriate mechanisms.

Following international trends in educational development and specifically in vocational education and training, Ukraine has made substantial efforts to reform its VET system and enable it to train a workforce that meets the requirements of a dynamic regional, national and international labour market. Statistical data on the declining number of VET schools, teachers and students in Ukraine testify to the urgent need for such reforms. Stakeholders at the different levels of the VET system in Ukraine consider VET school autonomy and accountability an appropriate means to increase the relevance of the VET system and thus raise its attractiveness for prospective students. At the same time, stakeholders, particularly the Ministry of Education and Science, are aware of its potential pitfalls and the necessity of a carefully balanced approach to VET school autonomy.

The project has delivered extensive information about the potential tasks and responsibilities of stakeholders at different levels of the VET system under increased VET school autonomy and accountability. This information has been used to design the *Analytical Framework for VET School Autonomy and Accountability in Ukraine*, which provides the Ministry of Education and Science with reliable guidance in the further decentralization of the VET system.

The success of the rearrangement of tasks and responsibilities at the different levels of an education system is contingent upon a clear identification of the tasks and responsibilities at each level. In case of adoption of the *Framework* (or parts of it) by the Ministry of Education and Science, it will be important to clearly communicate these rearrangements to the individual stakeholders not just through formal legal provisions, but also in a comprehensive information campaign. The campaign should include the public system, VET community and civil society as a whole.

The implementation of VET school autonomy and accountability as suggested in the *Framework* will result in a substantial increase in the tasks and responsibilities of VET School management. Successful

implementation of these tasks will, first and foremost, be contingent upon VET school management's awareness of this responsibility and the ability to address the resulting challenges properly. Most likely, not all management staff will have the knowledge and skills to discharge their duties in this regard successfully. Hence, training plan will have to be proposed to allow VET school management staff to build their capacities in this regard.

The project has shown that VET schools tend to face problems in establishing and maintaining effective collaboration with employers and social partners. As a result, there is a lack of work-based learning opportunities for VET students. However, the availability of work-based learning opportunities is a precondition for the training of highly qualified workers. Employers tend to view collaboration with the VET system from the perspective of short-term gains rather than a long-term perspective.

The *National Survey* has shown the different kinds of challenges facing VET schools in this regard. Proper information about the benefits of work-based learning for all involved parties, i. e. the VET, the student, and the employer is crucial to establishing a high-quality work-based learning system and there seems to be a need to inform in particular employers more about the potential benefits, specifically in the long-run. The Ministry of Education and Science is committed to advance the dual system, in which learning takes place both at the VET institution and which has become common practice in all countries with a successful VET system. However, the successful implementation of the dual system is contingent upon the collaboration with employers and informing them extensively about long-term gains should be given increased attention.

The project, through its focus groups and the national survey, has identified the potential tasks and responsibilities of Regional VET Council. In some respects, those tasks go beyond those specified in the *Model regulation on the Regional Council on Vocational (Vocational-Technical) Education*, which was adopted in 2019. Considering that the tasks and responsibilities identified under the project reflect the views of national stakeholders at all levels of the VET system, the Ministry of Education and Science may want to consider those in a future review of the Council's role.

In many countries, the work of the school director, both in general education and vocational education and training, is supported and monitored by a School Council. With this in mind, the project examined the role of the VET School Council and Ukraine, whereby the its potential tasks and responsibilities could be clearly identified. Currently, such a council does not exist. However, both in view of the international practice and the views of stakeholders in Ukraine in this regard, the Ministry of Education and Science may want to consider its establishment in the future.

In Ukraine, Centers of Excellence have been considered as an effective means to contribute to the reform of regional VET networks. With this in mind, in 2018, the Ministry issued criteria for the identification of VET schools with the potential for Centers of Excellence. In its 2018 report *Setting up VET centers of excellence and innovation in Ukraine. Major issues and key options for supporting policy learning and dialogue to reform Ukrainian VET networks*, the ETF provides a clear vision of the potential functions of Centers of Excellence in the context of the reform of regional VET networks.

The current project examined the issue of Centers of Excellence from four perspectives: a) the survey participants' understanding of a Centre of Excellence, the priority functions of a CoE in the transfer of knowledge and experience to other VET schools, measures to ensure accountability of CoEs, and the extent to which the survey participant's VET school meets specific CoE requirements. The results of the project meaningfully complement the MoES' criteria and the ETF's recommendation on the function of Centres of Excellence. They also show that stakeholders consider that Centres of Excellence should

illustrate best practices in attracting students, quality assurance, the cooperation with employers, high-quality provision of training, and effective use of the teacher professional development system. These identified key roles are an indicator of the most serious challenges that the VET system of Ukraine is currently facing.

Like in any other reform effort, the implementation of VET school autonomy and accountability as a key step in the decentralization of the VET system in Ukraine will require certain adjustments of the current legal framework in education in general, VET and, most likely, other areas such as employment and social issues. The project has shown that the challenges that the VET system of Ukraine is facing are considerable and there can be no doubt that further reform will require major efforts. In summary, in the current conditions, Ukraine would not be ready for implementing a *sustainable* policy framework to grant VET school autonomy and accountability

However, Ukrainian VET community has adequate capacities for implementing in the medium to long term VET School autonomy option. Thus, if addressed adequately *step by step* and with the continuous support of international expertise, those efforts will result in an Ukrainian VET system that provides its graduates with the knowledge and skills they need in their personal and professional lives and employers with a workforce that allows them to be competitive both at the national and international level.

10. RECOMMENDATIONS FOR THE OPERATIONALISATION OF THE *FRAMEWORK*

10.1. Introduction to the recommendations

The results of the project were used to design the *Analytical Framework for VET School Autonomy and Accountability in Ukraine*, which specifies the task and responsibilities of stakeholders at the different levels of the VET system. The *Framework* served as basis for the design of the following recommendations, which include additional clarifications of the roles of stakeholders.

10.2. Tasks and responsibilities at the national level (Ministry of Education and Science)

Based on international practice and the results of the project, the Ministry of Education and Science is recommended to prioritize on the development of requirements, strategies, legal frameworks, criteria, indicators, principles, methodologies and other strategic and guiding documents. This includes in particular the following:

- The standardization of professional requirements for directors and teachers through job descriptions which can be adjusted to specific VET school profiles and subjects. This allows stakeholders at the regional and VET school level to make informed and transparent staff management decisions.

- The design of medium- and long-term education strategies. Such strategies should include clear objectives and measurable indicators which provide the regional and VET school level with guidance for their activities.
- The provision of the legal frameworks for VET school autonomy and accountability including the licensing and accreditation of VET schools and the cooperation between the VET system and employers. The latter concerns both agreements between social partners and legal provisions.
- The provision of methodologies and tools for research in VET-related issues such as tracer studies and labour market analyses. The methodologies and tools should be designed in a way that ensures a unified approach to such research throughout the country.
- The establishment of quality criteria and quality assurance procedures. Criteria should be clear and accompanied by measurable indicators. Quality assurance procedures should ensure a unified approach throughout the country.
- The provision of the legal framework for all aspects related to the financial operations of VET schools (in close cooperation with the Ministry of Finance of Ukraine and the State Tax Service). This includes extra-budgetary funding opportunities, the procurement of goods and services, budget design and the use of financial resources.
- The identification of key areas of knowledge and skills required for the labour market. This includes hard and soft skills, including key competences for lifelong learning. The MoES' policy in this regard may be guided by the principles of competency-based training.
- Based on the identified knowledge and skills areas, the provision of framework curricula which prioritize learning outcomes (in the case of CBT - "competences") over learning contents and specify pedagogical approaches to teaching and learning.
- The establishment of clear, transparent and mandatory procedures for textbook approval and the composition of textbook approval committees for different subject areas.
- The identification of transparent assessment criteria for all subjects (in the case of CBT - assessment criteria based on students' mastery of the competences needed to complete occupation-specific tasks).
- The provision of a methodology for career consulting for students. The methodology should include all materials needed at the VET school level.
- The provision of the guiding principles for VET teacher professional development, the identification of main areas of VET teacher professional development and the development of a long-term strategy for VET teacher professional development.

10.3. Tasks and responsibilities at the regional level

10.3.1. Recommended tasks and responsibilities of the Regional VET Council

The project has identified a number of potential tasks and responsibilities of the Regional VET Council, which have been reviewed against existing legislation (*Model regulation on the Regional Council on Vocational (Vocational-Technical) Education*). This process has resulted in the following recommendations, which can contribute to a future review of the role of the Regional VET Council.

- The Council analyses the effectiveness of regional VET school networks, provides recommendations to regional authorities on its composition, supports their functioning and promotes VET among the public, including prospective students and employers. Another important

role of the Council is the forecasting of labour market needs and the promotion of training contents addressing those needs.

- The Council supports regular labour market studies and ensures that the survey results are considered in the design of the regional order, which addresses the regional needs for economic and social development.
- The Council approves the regional order for qualified workforce training.
- The Council can play a particularly important role in providing the framework for partnerships between VET schools and employers and in supporting the effective and mutually beneficial implementation of those partnerships. Among the possible approaches to this is the organization of public events where VET schools, employers and social partners meet.
- The establishment of the framework for extra-budgetary funding for VET schools. The Council can identify sources of extra-budgetary funding and guidelines on how to benefit from such funds.
- Research the use of financial resources by VET schools in the region, analyzing the use of resources and making suggestions for improvements.
- The Council can promote establishment of career counseling services at the regional level to address the counseling needs of prospective and current students and their parents.
- Due to its knowledge of the labour market requirements in the region, the Council is well positioned to support the identification of VET teacher professional development needs so that teachers are in a position to prepare their students for the identified labour market requirements.

10.3.2. Recommended tasks and responsibilities of the Regional Education Department

The Regional Education Department implements the MoES' policies at the regional level. Ideally, this includes the following tasks and responsibilities:

- The appointment and dismissal of a VET school director.
- The implementation of the MoES' medium- and long-term VET development strategies at the regional level with due consideration of the Regional VET Council's results of the regional labour market analysis.
- The implementation of quality assurance procedures.
- The implementation of all aspects of the legal framework for VET school autonomy and accountability. This includes ensuring VET schools' adherence to provisions on financial provisions.
- The Department formally approves the priority training areas identify by the Regional VET Council.
- Ensuring VET schools' adherence to the criteria for assessment.
- Ensuring that the MoES' legal provision on career counseling is adhered to in the implementation of the career counseling services established by the Regional VET Council.
- Ensuring minimum standards for teaching and learning conditions.
- Ensuring adherence to the pedagogical principles established by the MoES.
- Organizing regional teacher professional development courses.

10.4. Tasks and responsibilities at the VET school level

10.4.1. Introductory remarks

The project has shown that under increased VET school autonomy and accountability, a number of tasks and responsibilities need to be transferred to the VET schools. These tasks and responsibilities of VET schools are distributed between three levels: a) the VET School Council, b) the director and c) teachers. Based on the results of the project, the following recommendations are made.

10.4.2. Recommended tasks and responsibilities of the VET School Council

In case of its establishment, it is recommended to authorize the VET School Council with the following tasks:

- Makes recommendations on the appointment and dismissal of the director.
- Approves school development measures and the related indicators.
- Promotes specific training contents based on labour market research.
- Coordinates the cooperation with employers.
- Approves legal provisions at the VET school level.
- Provides support in securing support from donors.
- Approves procurement needs above a certain value.
- Approves the school budget.
- Monitors the use of financial resources.
- Monitors the quality of career counseling services.
- Monitors teaching and learning conditions, including access for children with special educational needs.

10.4.3. Recommended tasks and responsibilities of the director of a VET school

It is recommended to task the director of a VET school with the following:

- Hires and dismisses deputies and teachers, assesses their performance.
- Takes the lead in school development and change processes.
- Communicates with employers and social partners on a day-to-day basis. This includes proactive steps toward ensuring extra-budgetary funding.
- Monitors the quality of work-based learning.
- Is responsible for the implementation of tracer studies and the use of their results for educational planning.
- Ensures the quality of training, among others through the training of staff in quality issues.
- Is responsible for the school's financial operations. This includes ensuring alignment of those actions with the budget and transparency of all financial operations, including the VET School Council's access to information and data in this regard.
- Coordinates school-autonomous training contents with the VET School Council to ensure addressing future labour market demands. This includes ensuring employer participation in the identification of school-autonomous training contents.

- Ensures adherence to assessment criteria and procedures. This includes the organization of exams in which criteria and procedures are applied in a fair and transparent manner.
- Ensures knowledge about and access to career counseling services to enable prospective and current students to take informed decisions about their educational and professional career.
- Plays a key role in the identification of teacher professional development needs, the organization of TPD courses in the school and the nomination of teachers as trainers in TPD courses.

10.4.4. Recommended tasks and responsibilities of teachers and workshop instructors of a VET school

Apart from their pedagogical functions, it is recommended to equip teachers and workshop instructors with extensive consultative functions in the following areas:

- The hiring and dismissal of the director and deputy directors.
- The design of the school development plan.
- Training contents.
- Assessment criteria and procedures.
- The training of in-company trainers.
- Legal provisions at the school level.
- The generation of extra-budgetary funding.
- The identification of procurement needs.
- The identification of school-autonomous training contents.
- The quality of teaching and learning materials, including their participation in the design of materials.
- Career counseling for students, including opportunities for teachers to qualify as career counselors.
- Current teaching and learning processes.
- Teacher professional development opportunities, including their participation in TPD as trainers.

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12. ANNEX: SCHOOL ACCOUNTABILITY MEASURES

EXTERNAL EVALUATION AND SCHOOL SELF-EVALUATION

Evaluations are national and have standardized criteria for external evaluation	Evaluations are local or school-based and have standardized criteria for external evaluation	Evaluations are local or school-based and do not have standardized criteria for external evaluation	There is not external evaluation
Belgium-Flanders, France, Ireland, Latvia, Malta, Netherlands, Slovakia, Turkey, United Kingdom	Czech Republic, Lithuania, Poland, Portugal, Romania	Austria, Belgium-Wallonia, Germany, Denmark, Estonia, Iceland, Norway, Sweden, Slovenia, Spain	Cyprus, Finland, Greece, Croatia, Italy, Luxembourg

SCHOOL ASSESSMENTS

Schools have assessments of school and student performance	Schools do not have assessments of school and student performance
Serbia, France, Bulgaria, Italy, Malta, Sweden, Ireland, Slovenia, United Kingdom, Estonia, Lithuania, Greece, Spain, Belgium-Wallonia, Austria, Portugal, Lithuania, Hungary	Czech Republic, Hungary, Luxembourg

SCHOOL DEVELOPMENT PLANS

Schools have assessments of school and student performance	Schools do not have assessments of school and student performance
Serbia, Hungary, France, Belgium-Wallonia, Bulgaria, Czech Republic, Italy, Austria, Malta, Portugal, Lithuania, Ireland, Slovenia, United Kingdom, Estonia, Norway, Liechtenstein, Greece, Luxembourg, Spain	-

EARLY SCHOOL LEAVING

Schools are required to prepare a plan to address early school leaving	Schools are not required to prepare a plan to address early school leaving
Serbia, Belgium-Wallonia, Malta, Liechtenstein, Greece, Ireland,	Hungary, Bulgaria, Czech Republic, Italy, Austria, Sweden, United Kingdom, Luxembourg, Spain

Source: European Union 2014

13. ANNEX: DEGREES OF SCHOOL ACCOUNTABILITY

AUTONOMY IN HUMAN RESOURCE MANAGEMENT

Full autonomy in the selection of school heads and teachers and the dismissal of teachers	Full autonomy in the selection and dismissal of teachers	Full autonomy in the selection of teachers	Full autonomy in the dismissal of teachers	Little or no autonomy in the selection of school heads and teachers and the dismissal of teachers
Denmark, Ireland, Netherlands, United Kingdom, Slovenia	Bulgaria, Czech Republic, Estonia, Lithuania, Latvia, Poland, Sweden, Slovakia	Belgium-Flanders, Finland, Iceland, Norway	Romania	Austria, Cyprus, Germany, France, Greece, Italy, Malta, Turkey, Luxembourg, Liechtenstein, Belgium-Wallonia, Spain, Croatia, Hungary

FINANCIAL AUTONOMY

Full autonomy in the use of public funds and fundraising	Full autonomy in the use of public funds	Full autonomy in fundraising	Little or no autonomy in the use of public funds and fundraising
Belgium-Wallonia, Belgium-Flanders, Finland, Lithuania, Netherlands, Sweden, Liechtenstein	Denmark	Austria, Bulgaria, Czech Republic, Estonia, France, Hungary, Ireland, Iceland, Italy, Luxembourg, Latvia, Malta, Norway, Portugal, Slovenia, Slovakia, United Kingdom	Cyprus, Germany, Greece, Turkey

PEDAGOGICAL AUTONOMY

Full autonomy in the content of optional subjects, teaching methods, textbooks and pupil grouping	Full autonomy in the content of optional subjects, teaching methods and textbooks	Full autonomy in the content of optional subjects and teaching methods,	Full autonomy in teaching methods, textbooks and pupil grouping	Full autonomy in teaching methods and textbooks	Full autonomy in only one pedagogical aspect
Iceland, Italy, Netherlands	Belgium-Flanders, Latvia, Portugal	Hungary, Luxembourg, Romania, Slovakia	Austria, Belgium-Wallonia, Bulgaria, Czech Republic, Germany, Denmark, Finland, Ireland, Sweden, United Kingdom	Croatia, Norway	Cyprus, Estonia, France, Malta, Poland, Slovenia, Turkey

Source: European Union 2014

14. ANNEX: INTERVIEW GUIDE FOR COUNTRY CASES

The following Guide was transmitted to stakeholders in Estonia, Poland and Austria to allow them to prepare for interviews.

Reforming Regional VET Networks in Ukraine

Project “VET Decentralization in Ukraine” (POL-SUC WP-19)

A project of the European Training Foundation

Interview Guide for Country Cases

This Guide has been designed for the collection of data and information on country cases illustrating good practices in managerial and financial VET school autonomy and accountability. The collected information will be used for the final report of the above project whereby managerial, financial and pedagogical VET school autonomy and accountability will be presented in three separate country cases (Estonia: example of managerial VET school autonomy and accountability, Poland: example of financial VET school autonomy and accountability, Austria: example of pedagogical VET school autonomy and accountability). The interview will be conducted online and last about one hour (two shorter interviews can be held depending on the availability of the person to be interviewed). The ETF consultant responsible for conducting the interviews will fully adjust to the availability of the interview partner.

Thank you for your cooperation.

1. MANAGERIAL AUTONOMY AND ACCOUNTABILITY

1.1. Staff management

- 1.1.1. Which level of the VET system is responsible for the recruitment and dismissal of VET staff?
- 1.1.2. If there is a Regional VET Council, what are its responsibilities in this regard?

1.2. Educational planning

- 1.2.1. Which level of the VET system is responsible for which key tasks?
- 1.2.2. If there is a Regional VET Council, what are its responsibilities in this regard?

1.3. Cooperation with employers

- 1.3.1. Which level of the VET system is responsible for establishing and maintaining cooperation with employers?
- 1.3.2. If there is a Regional VET Council, what are its responsibilities in this regard?
- 1.3.3. What are the main obstacles to VET schools' cooperation with employers, especially with regard to the provision of work-based learning opportunities for students?
- 1.3.4. What types of cooperation with employers do VET schools usually have?

1.4. Analytical work

- 1.4.1. What kind of analytical work in VET is conducted and at which level?

1.5. Quality assurance in VET

- 1.5.1. Which level of the VET system is responsible for quality assurance issues in VET?
- 1.5.2. What is the role of the Regional VET Council in this regard?

1.6. Legal framework for VET

- 1.6.1. Which level of the VET system is responsible for which part of the legal framework?

1.7. Licensing and accreditation

- 1.7.1. What are the licensing and accreditation procedures for VET providers?

2. FINANCIAL AUTONOMY AND ACCOUNTABILITY

2.1. Extra-budgetary funding

- 2.1.1. Which extra-budgetary funding mechanisms are foreseen in the law?
- 2.1.2. Which are the most promising opportunities for extra-budgetary funds for VET schools?

2.2. Procurement

- 2.2.1. Which level of the VET system is responsible for what type of procurement issues?

2.3. Budget-design

- 2.3.1. Who design the budget of a VET school?
- 2.3.2. What are the roles of the central and regional authorities?

2.4. Use of financial resources

- 2.4.1. Which regulations exist on which level at the VET system in this regard?
- 2.4.2. What are the supervisory mechanisms for the proper use of financial resources by VET schools?

3. ADDITIONAL ISSUE: REGIONAL VET COUNCIL (IF EXISTING)

- 3.1. What is the composition of the Council?
- 3.2. What are its formal functions?
- 3.3. What could be additional functions?
- 3.4. Which are the challenges it encounters in its work?
- 3.5. How does the Council support VET school autonomy and accountability?

4. ADDITIONAL ISSUE: VET CENTRES OF EXCELLENCE (IF EXISTING)

- 4.1. What are the requirements for VET Centres of Excellence?
- 4.2. What are the functions of Centres of Excellence?
- 4.3. What are the financial, infrastructure and human resources of Centres of Excellence?
- 4.4. How do CoEs disseminate advanced practices in VET to other VET institutions?

15. ANNEX: MANAGERIAL VET SCHOOL AUTONOMY AND ACCOUNTABILITY: ESTONIA

MANAGERIAL AUTONOMY AND ACCOUNTABILITY OF VET SCHOOLS IN ESTONIA

MANAGERIAL FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS		
	Ministry of Education and Research	Regional VET Council	Regional Education Department	School Council ⁴	School Director	Teachers & Workshop Instructors
<ul style="list-style-type: none"> Staff management 	<ul style="list-style-type: none"> Establishes procedure for the public competition for the director's appointment (state schools) Concludes a contract with the school director (for state schools) 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> Establishes procedure for the public competition for the director's appointment (municipal schools) Concludes a contract with the school director (for municipal schools) 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Selects teachers and other staff Concludes contracts with teachers and other staff 	<ul style="list-style-type: none"> -
<ul style="list-style-type: none"> Educational planning 	<ul style="list-style-type: none"> Sets the framework for activities in VET Ensures that VET meets labour market needs (through the National VET Council⁵) 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> As highest decision-making body, decides on the school's statutes and economic activities Coordinates drafting of the school development plan Coordinates procedures for the use of state assets Approves the number of study places per academic year/profile 	<ul style="list-style-type: none"> Approves the school development plan 	<ul style="list-style-type: none"> -

⁴ Additionally, there is the “Advisory Body”, which comprises the VET school director and representatives of employers, the municipality, and the VET Department of the Ministry of Education and Research.

⁵ The National VET Council was established in 2019. It is chaired by the Minister of Education and Research and comprises representatives of 18 institutions (e. g. ministries, employers, municipalities, trade unions, public employment services). The Council brings representatives of the state and employers together for a discussion of VET provision at the regional level and by fields of education.

MANAGERIAL FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS		
	Ministry of Education and Research	Regional VET Council	Regional Education Department	School Council ⁴	School Director	Teachers & Workshop Instructors
<ul style="list-style-type: none"> Cooperation with employers 	<ul style="list-style-type: none"> Involves employers in curricula development (through Innove⁶) Involves employers in the development of standards (through the Qualifications Authority⁷) Invites employers to participate in the assessment of learning outcomes (through the Qualifications Authority) 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Coordinates with an employer the employer's request to the MoER for a training programme in a specific field at the VET school May invite employers to participate in the development of school-specific VET programmes 	<ul style="list-style-type: none"> May invite company representatives as guest lecturers Invites company representatives to participate in skills competitions Approaches employers with a request for internship places for students Coordinates with employers the use of classroom space which they have helped equip 	<ul style="list-style-type: none"> -
<ul style="list-style-type: none"> Analysis 	<ul style="list-style-type: none"> Conducts the annual surveys⁸ Monitors achievement of the objectives of the VET component of the 2020 LLL Strategy Provides input to and benefits from the results of national labour market forecast system OSKA Runs the educational portal "The Eye of Education" for quantitative data 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> Provides data and information required for analytical purposes 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Provides data and information required for analytical purposes 	<ul style="list-style-type: none"> -

⁶ Innove Foundation is responsible for designing national curricula for secondary VET programmes (in Estonia, secondary VET programmes are programmes which offer both general secondary education and an occupational training).

⁷ The Qualifications Authority is responsible for the development of occupational standards, which serve as basis for curricula.

⁸ These include the survey on labour market outcomes and the satisfaction survey among students and teachers (the latter through Innove).

MANAGERIAL FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS		
	Ministry of Education and Research	Regional VET Council	Regional Education Department	School Council ⁴	School Director	Teachers & Workshop Instructors
<ul style="list-style-type: none"> Quality assurance 	<ul style="list-style-type: none"> Organises the external assessment of VET schools once in six years⁹ (through the Quality Agency for Higher and Vocational Education) 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Ensures quality assurance Organises internal assessment once in six years Supports external assessment 	<ul style="list-style-type: none"> -
<ul style="list-style-type: none"> Legal framework 	<ul style="list-style-type: none"> Sets the legal framework 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> Supports implementation of the legal framework at the regional level 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Supports implementation of the legal framework at the school level 	<ul style="list-style-type: none"> -
<ul style="list-style-type: none"> Licensing and accreditation 	<ul style="list-style-type: none"> Grants VET schools the license to engage in educational activities 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> Supports licensing procedures 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Supports licensing procedures 	<ul style="list-style-type: none"> -

Source: Interviews with national stakeholders

⁹ The assessment covers aspects like teaching and learning, teaching contents, management, and the use of resources.

16. ANNEX: PEDAGOGICAL VET SCHOOL AUTONOMY AND ACCOUNTABILITY: AUSTRIA

PEDAGOGICAL AUTONOMY AND ACCOUNTABILITY OF VET SCHOOLS IN AUSTRIA

PEDAGOGICAL FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS		
	MoES	Regional VET Council	Regional Education Department	School Council ¹⁰	School Director	Teachers & Workshop Instructors
<ul style="list-style-type: none"> Training contents 	<ul style="list-style-type: none"> Develops curricula with learning outcomes (defined as competences) and learning contents¹¹ The curricula foresee sufficient autonomy for schools to address regional needs Approves textbooks¹² Publishes textbooks 	n/a	<ul style="list-style-type: none"> Has the right to declare the decision of the School Council on those parts of the curricula which are under school autonomy and accountability invalid 	<ul style="list-style-type: none"> Decides on the reuse of textbooks Decides on those parts of the curricula which are under school autonomy and accountability Decides on cooperation with other schools Decides on the cooperation with non-educational institutions, employers 	<ul style="list-style-type: none"> Ensures adherence to the curriculum Initiates cooperation with employers for WBL 	<ul style="list-style-type: none"> May act as textbook authors Design and use additional materials as appropriate Prioritize learning contents Select pedagogical approaches Coordinate WBL contents with employers
<ul style="list-style-type: none"> Assessment 	<ul style="list-style-type: none"> Coordinates the design of standardized final exams for general education subjects 	n/a	<ul style="list-style-type: none"> Coordinates the design of standardized tests for VET specific subjects by profile-specific VET schools 	-	<ul style="list-style-type: none"> Coordinates the design of standardized tests for profile-specific subjects for use at the regional level Ensures proper implementation of all procedures related to final exams 	<ul style="list-style-type: none"> Profile teachers participate in the design of standardized subjects for use at the regional level Conduct intermediate Conduct final assessment

¹⁰ The original term is *Schulgemeinschaftsausschuss*. It is composed as follows: a) the director, b) three representatives of teachers, c) three representatives of students, d) three representatives of parents.

¹¹ Cf. <https://www.abc.berufsbildendeschulen.at/downloads/> for curricula of all VET schools in Austria (in German).

¹² There are clear regulations for the textbook approval procedure, the composition of approval commissions and the qualification requirements for the members of the commissions. The author of the report shall be glad to provide the Ministry of Education and Science of Ukraine with detailed information in this regard.

PEDAGOGICAL FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS		
	MoES	Regional VET Council	Regional Education Department	School Council ¹⁰	School Director	Teachers & Workshop Instructors
<ul style="list-style-type: none"> Career counselling for students 	<ul style="list-style-type: none"> Sets the overall framework for career counselling 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Decides on measures for career counselling for students 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Appointed career counselor(s) conduct career counselling
<ul style="list-style-type: none"> Teaching and learning processes and conditions 	<ul style="list-style-type: none"> Develops curricula including pedagogical principles 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Has the right to veto the director's decision about the number of students in a class or group Fulfills advisory function in all issues related to teaching and learning processes Fulfills advisory function with regard to the provision of infrastructure 	<ul style="list-style-type: none"> Establishes the number of students in a class or group Establishes criteria for formats of groups (e. g. groups of students of different classes of the same year or different years of studies) Has the right to authorize (for individual subjects or individual days of the week) a deviation from the standard 50-minute lesson to address the pedagogical requirement arising from different teaching contents Informs the School Council about those criteria 	<ul style="list-style-type: none"> effective teaching and learning
<ul style="list-style-type: none"> Teacher professional development 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> Acts as the school directors' strategic partner in the planning and implementation of TPD 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> With each teacher plans professional development for a three-year period Decides on individual teachers' participation in TPD courses Has access to teachers' electronic professional development portfolio 	<ul style="list-style-type: none"> Plans individual professional development for a three-year period Studies available TPD offers Applies to the director for permission for participation individual TPD courses Keep electronic TPD portfolio

Source: Cedefop 2018, interviews with national stakeholders

17. ANNEX: ANALYTICAL FRAMEWORK FOR VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE

The following *Analytical Framework for VET School Autonomy and Accountability in Ukraine* is based on the findings of the current project, specifically on the results of the focus groups in three regions of Ukraine and the national survey. In the design of the *Framework*, experience of other countries has been used to the extent to which this experience can be transferred to the context in Ukraine.

The *Framework* covers the autonomy and accountability capacities with regard to the managerial, financial and pedagogical functions of stakeholders at the national, regional and school level of the VET system. The purpose of the *Framework* is to guide the Ministry of Education and Science in its actions toward increasing VET school autonomy and accountability.

The ETF is aware that the task to design a framework that covers each and everything is quite specific activity. Also, the *Framework* may require explanations on the one or other issue. The ETF shall be glad to provide the Ministry of Education and Science of Ukraine with any additional information that may be necessary for a complete understanding of the proposed *Framework* and the related recommendations.

ANALYTICAL FRAMEWORK FOR VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE

AUTONOMY AND ACCOUNTABILITY CAPACITIES BY FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS		
	MoES	Regional VET Council	Regional Education Department	School Council ¹³	School Director	Teachers & Workshop Instructors
MANAGERIAL FUNCTIONS						
<ul style="list-style-type: none"> Staff management 	<ul style="list-style-type: none"> Designs job descriptions for VET school directors and deputy directors Designs job descriptions for VET school teachers 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Selects the director Dismisses the director 	<ul style="list-style-type: none"> Recommends candidates for the position of the director Recommends the dismissal of the director 	<ul style="list-style-type: none"> Hires teachers Hires deputy directors Dismisses teachers Dismisses deputy directors Assesses teacher performance Assess performance of deputy directors 	<ul style="list-style-type: none"> Have a say in the appointment and dismissal of the director Have a say in the appointment and dismissal of deputy directors
<ul style="list-style-type: none"> Educational planning 	<ul style="list-style-type: none"> Designs medium- and long-term education strategies 	<ul style="list-style-type: none"> Approves strategic documents on the purpose and functioning of the regional VET school network Promotes VET in the region Supports forecasting of labour market needs in the region and suggests training in priority occupations Provides school directors with expertise in autonomy and accountability issues 	<ul style="list-style-type: none"> Implements medium- and long-term education strategies at the regional level 	<ul style="list-style-type: none"> Approves the school development plan Sets key performance indicators Provides advice and recommendations on school-autonomous training contents 	<ul style="list-style-type: none"> Designs school development plan Communicates and leads change Develops the VET school 	<ul style="list-style-type: none"> Participate in the design of school development plan Provide feedback on training contents Provide feedback on the contents of exams

¹³ As per the results of the survey, the following should be represented in the school council: employers, teachers, unions, experts on career guidance, parents, and the Regional VET Council.

AUTONOMY AND ACCOUNTABILITY CAPACITIES BY FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS		
	MoES	Regional VET Council	Regional Education Department	School Council ¹³	School Director	Teachers & Workshop Instructors
<ul style="list-style-type: none"> Cooperation with employers 	<ul style="list-style-type: none"> Provides guidelines for the cooperation between the VET system and ESPs 	<ul style="list-style-type: none"> Sets the overall framework and provides methodological support for partnerships with employers in the region Supports the organization of information events for schools and ESPs and highlights benefits of cooperation Supports collecting information on training needs for in-company trainers and promotes providing such trainings 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Coordinates cooperation with employers Signs agreement with employers 	<ul style="list-style-type: none"> Maintains communication with stakeholders Monitors the quality of WBL 	<ul style="list-style-type: none"> Provide methodological support to in-company trainers
<ul style="list-style-type: none"> Analysis 	<ul style="list-style-type: none"> Provides methodology and tools for tracer studies Provides methodology and tools for labour market analyses 	<ul style="list-style-type: none"> Supports conducting labour market analyses and ensures that the regional order is based on the data delivered by the analyses 	<ul style="list-style-type: none"> Considers the results of labour market analyses in the implementation of medium- and long-term education strategies 	<ul style="list-style-type: none"> Considers the results of labour market analyses in actions resulting from its functions 	<ul style="list-style-type: none"> Implements tracer studies 	<ul style="list-style-type: none"> -
<ul style="list-style-type: none"> Quality assurance 	<ul style="list-style-type: none"> Establishes quality criteria Establishes quality assurance procedures 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Implements quality assurance procedures 	<ul style="list-style-type: none"> Considers the results on quality assurance procedures in actions resulting from its functions 	<ul style="list-style-type: none"> Ensures the quality of training Ensures training of VET school staff in quality issues 	<ul style="list-style-type: none"> Participate in training on quality assurance issues
<ul style="list-style-type: none"> Legal framework 	<ul style="list-style-type: none"> Provides the legal provision on VET school autonomy and accountability 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Ensures implementation of the legal framework 	<ul style="list-style-type: none"> Approves legal provisions at the VET school level 	<ul style="list-style-type: none"> Proposes legal provisions at the VET school level 	<ul style="list-style-type: none"> Participate in the design of legal provisions at the VET school level
<ul style="list-style-type: none"> Licensing and accreditation 	<ul style="list-style-type: none"> Designs legal provisions on licensing and accreditation 	<ul style="list-style-type: none"> Establishes the need for accredited programs at the regional level 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Suggests training programs for accreditation 	<ul style="list-style-type: none"> Participates in licensing and accreditation processes 	<ul style="list-style-type: none"> -

AUTONOMY AND ACCOUNTABILITY CAPACITIES BY FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS		
	MoES	Regional VET Council	Regional Education Department	School Council ¹³	School Director	Teachers & Workshop Instructors
FINANCIAL FUNCTIONS						
<ul style="list-style-type: none"> Extra-budgetary funding 	<ul style="list-style-type: none"> Provides legal provision on the funding of VET schools 	<ul style="list-style-type: none"> Establishes the framework for extra-budgetary funding for VET schools Collects proposal to attract extrabudgetary funding 	<ul style="list-style-type: none"> Provides operational support to VET schools in securing extra-budgetary funding 	<ul style="list-style-type: none"> Secures support from external donors 	<ul style="list-style-type: none"> Is responsible for processes generating extra-budgetary funding 	<ul style="list-style-type: none"> Participate in processes related to generating extra-budgetary funding
<ul style="list-style-type: none"> Procurement 	<ul style="list-style-type: none"> Provides legal provision on procurement issues 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Ensures adherence to the provision on procurement 	<ul style="list-style-type: none"> Approves procurement needs 	<ul style="list-style-type: none"> Identified procurement needs 	<ul style="list-style-type: none"> Participate in the identification of procurement needs
<ul style="list-style-type: none"> Budget design 	<ul style="list-style-type: none"> Provides legal provision on budgeting 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Ensures adherence to the provision on budgeting 	<ul style="list-style-type: none"> Designs and approves the school budget 	<ul style="list-style-type: none"> Participates in the design of the school budget 	<ul style="list-style-type: none"> -
<ul style="list-style-type: none"> Use of financial resources 	<ul style="list-style-type: none"> Provides legal provision on the use of financial resources 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Ensures adherence to the provision on the use of financial resources 	<ul style="list-style-type: none"> Participates in training on financial issues Ensures the proper use of financial resources by the VET school 	<ul style="list-style-type: none"> Decides on spending of funds for the daily operation of the school Participates in training on financial issues 	<ul style="list-style-type: none"> -
PEDAGOGICAL FUNCTIONS						
<ul style="list-style-type: none"> Training contents 	<ul style="list-style-type: none"> Sets framework for skills development (hard and soft skills) Provides curricula Provides regulation on the requirements for and approval of textbooks 	<ul style="list-style-type: none"> Identifies priority training contents at the regional level and supports delivery of training 	<ul style="list-style-type: none"> Approves priority training contents at the regional level 	<ul style="list-style-type: none"> Approves school-autonomous training contents 	<ul style="list-style-type: none"> Makes suggestions on school-autonomous training contents Ensures employer participation in the development of suggestions for school-autonomous training contents 	<ul style="list-style-type: none"> Participate in the identification of school-autonomous training contents Participate in the design of teaching and learning materials

AUTONOMY AND ACCOUNTABILITY CAPACITIES BY FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS		
	MoES	Regional VET Council	Regional Education Department	School Council ¹³	School Director	Teachers & Workshop Instructors
<ul style="list-style-type: none"> Assessment 	<ul style="list-style-type: none"> Provides legal provision on assessment Provides national framework criteria 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Ensures adherence to the legal provision and the national framework criteria for assessment 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Is responsible for the proper organization of exams 	<ul style="list-style-type: none"> Provide feedback on the relevance of current assessment criteria Design assessment criteria at the school level based on national framework criteria Participate in training on assessment Provide methodological support to in-company trainers in assessment issues
<ul style="list-style-type: none"> Career counselling for students 	<ul style="list-style-type: none"> Provides legal provision on career counselling for students 	<ul style="list-style-type: none"> Supports the establishment of career counselling services at the regional level 	<ul style="list-style-type: none"> Ensures adherence to the legal provision on career counseling for students 	<ul style="list-style-type: none"> Monitors quality of career counseling services at the school level 	<ul style="list-style-type: none"> Ensures implementation of career counseling services at the school level and/or students' access to services at the regional level 	<ul style="list-style-type: none"> May qualify as career counselors
<ul style="list-style-type: none"> Teaching and learning processes and conditions 	<ul style="list-style-type: none"> Provides legal provision on pedagogical approaches (e. g. the adoption of competency-based training) Sets minimum standards for teaching and learning conditions 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Ensures adherence to the provision on pedagogical approaches Ensures that VET schools meet minimum standards for teaching and learning conditions 	<ul style="list-style-type: none"> Assesses teaching and learning conditions in the VET school Ensures access for children with special educational needs 	<ul style="list-style-type: none"> Ensures the implementation of the legal provision on teaching and learning processes and conditions 	<ul style="list-style-type: none"> Analyze teaching and learning processes Make recommendations for the improvement of teaching and learning processes Act as role models for students

AUTONOMY AND ACCOUNTABILITY CAPACITIES BY FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS		
	MoES	Regional VET Council	Regional Education Department	School Council ¹³	School Director	Teachers & Workshop Instructors
<ul style="list-style-type: none"> Teacher professional development 	<ul style="list-style-type: none"> Provides legal provision on TPD Identifies TPD needs Develops a medium- and long-term TPD strategy 	<ul style="list-style-type: none"> Supports the identification of TPD needs 	<ul style="list-style-type: none"> Organizes regional TPD courses 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Participates in the identification of TPD needs Organizes regional TPD courses in the school Nominates experiences teachers as trainers in TPD courses 	<ul style="list-style-type: none"> Participate in the identification of TPD needs Provide feedback on the relevance and impact of TPD courses Experiences teachers act as trainers in TPD courses

18. ANNEX: OTHER EMERGING ISSUES IN VET SCHOOL AUTONOMY IN UKRAINE

In the focus group discussions, several issues emerged as particularly important in the context of VET school autonomy and accountability in Ukraine. The information in this section aims to provide the Ministry of Education and Science with key information about these issues and guide the discussions about them.

18.1. Management competences of VET school managers

This issue emerged in the meeting at the Ministry of Education and Science, which took place after the missions to the three pilot regions. Competent managers are a precondition for the successful management of VET schools under increased autonomy and accountability. The following information aims to guide the Ministry of Education and Science in the planning of training activities for VET school managers.

VET school manager training should address at least the following four key areas:

- Staff management
- Student management
- Financial management
- Implementation of national vet policies
- Cooperation with social partners

The following two examples illustrate the topics for such trainings.

Example 1: Suggested topics for a VET manager training on “Staff management”

Topic 1: Staff selection, recruitment and appointment

- Staff composition in autonomous VET institutions
- Job descriptions for senior management, teaching and non-teaching staff
- Recruitment policies, selection and appointment process

Topic 2. Staff training and career guidance

- The staff training system
- Individual training plans
- Certifying teachers and other members of staff
- Career guidance for staff

Topic 3: Staff remuneration and benefits

- Staff remuneration
- Staff benefits

Topic 4: Staff performance appraisal and promotion

- Staff performance appraisal

- The use of performance appraisal for staff promotion

Example 2: Suggested topics for a VET manager training on “Student management”

Topic 1: Attracting, selecting and enrolling students

- Informing students
- Attracting and selecting students
- Effective enrolment procedures

Topic 2: Student guidance

- Guidance before enrolment
- Guidance during training
- Guidance on opportunities on the labour market
- Guidance on further study

Topic 3: Measuring student performance

- Purpose of performance measuring
- Types of assessment
- Preparing and conducting assessment

Topic 4: Welfare services and extra-curricular activities

- Welfare services
- Purpose of extra-curricular activities
- Preparation and implementation of extra-curricular activities

Topic 5: Work-based learning and job-placement assistance

- Purpose of work-based learning
- Benefits of work-based learning
- The role of the VET school in student job-placement
- Provision of job-placement assistance

18.2. Tracing of VET graduates

Together with other tools, the tracing of VET graduates through tracer studies allows VET schools to adjust their educational offerings to the needs to the labour market and thus make training more relevant. A tracer study can be defined as follows: “A tracer study or graduate survey is a standardized survey (in written or oral form) of graduates from education institutions which takes place sometime after graduation or the end of the training. The subjects of a tracer study can be manifold, but common topics include questions on study progress, the transition to work, work entrance, job career, use of learned competencies, current occupation and bonds to the education institution (school, center, university).” (ETF et al. 2016, 18)

Tracer studies normally take place between 6 months and 3 years after graduation. They are also known as graduate surveys, alumni surveys or graduate tracking. Normally, the target population is a homogeneous group of students or trainees who finished their studies at the same time. This group is

referred to as generation cohort. Tracer studies are common in higher education, but are becoming more and more popular in vocational education. The general objective is to evaluate medium to long-term impact of education programmes. More concrete objectives include:

- improving the education and training content;
- improving study conditions;
- improving the transition of graduates from education to the labour market;
- better matching the supply of skills with the demand for them.

Tracer studies deliver important information about the supply of and demand for skills. This information consists of two types of data:

- Objective data: this kind of data is obtained through answers to questions where the judgement of the graduates does not apply, for instance whether they are working, how long it took them to find a job, or their salaries.
- Subjective data: this kind of data is obtained through questions where the graduates need to make a judgement, e. g. about the study conditions, about the use of their competences on their current job, or about their job satisfaction.

Apart from being able to measure the employability of graduates and obtain feedback to improve the study programme, tracer studies allow to measure:

- horizontal matching (relevance of field of study for the tasks done in the job);
- vertical matching (appropriate position regarding the level of formal qualification).

Thus, tracer studies help answer questions such as:

- What happens to graduates after leaving the educational institution?
- Were they able to get paid employment in an acceptable time?
- Do they use the skills and competences they have acquired in their education and training? If not, why?
- What are the skills and competences required by the labour market?

18.3. High-quality work-based learning opportunities for VET students

In the countries of the European Union, work-based learning has become increasingly important as a factor to strengthen the link between the education system and the economy. The Bruges Communiqué of 2010 underlines the importance of workplace learning: "Work-based learning is a way for people to develop their potential. The work-based component contributes substantially to developing a professional identity and can boost the self-esteem of those who might otherwise see themselves as failures. Learning on the job enables those in employment to develop their potential while maintaining their earnings. A well performing VET, which enables learning on and off-the-job on a part-time or full-time basis, can thereby also strongly contribute to social cohesion in our societies."

Two main models of work-based learning can be identified. Both are variations of the dual system and differ primarily in the amount of time that students spend at the VET school and the workplace.

- Apprenticeships, which are typical of Austria and Germany. Apprenticeships are based on the integration of companies as training providers together with VET schools. Apprentices spend most part of their time on training in companies. In parallel, they acquire general and occupation-related theoretical and practical knowledge and skills in VET schools. In Austrian and Germany, one in twenty staff is an apprentice. In this model, VET training is company-based. (Time spent at VET school/workplace: low/high).
- Work-based learning as on-the-job training periods in companies. These periods are generally called internships or traineeships, which, in many cases, are mandatory. They are meant to complement the training at the VET institution and therefore represent only a minor part of the overall training program. In this model, VET training is VET institution based. (Time spent at VET school/workplace: high/low).

Work-based learning has a number of benefits for the learner, the employer, the VET provider and society:

- For the learner: development of craftsmanship and deep professional expertise; builds skills and competences required to operate in a workplace including transversal ones, such as communication, team work, problem solving; informed career choices; develop career management skills; improved self-confidence and motivation; first working experience which facilitates entry to the labor market.
- For the employer: positive impact on supply of qualified labor; addresses skills gaps through tailor made training; positive effect on recruitment and retention; improved productivity and performance; positive effects on employed staff development.
- For VET providers: improved attractiveness of VET programs; better quality of VET programs and of learning outcomes; enhancement of relevance and responsiveness of VET; positive effect on teaching staff competences and development; better cooperation between VET schools and businesses.
- For society: skilled labor force which responds better to the labor market needs; positive contribution to youth employment; cost-sharing of VET between the State and employers; combined governance of VET; contribution to innovation and creativity; has the potential to strengthen social inclusion and improve equal opportunities.

The success of workplace learning depends a variety of factors, which can be grouped around three main concepts:

- Governance: (i) integration of work-based learning with the education and training systems; (ii) a clear regulatory framework for work-based learning; (iii) close involvement of social partners; (iv) incentives for employers to engage in work-based learning; (v) addressing work-based learning needs of small and medium-sized enterprises; (vi) targeted support for at-risk groups to engage in work-based learning.
- Quality of the qualification and the learning process: (i) standards for work-based learning which cover a broad range of knowledge, skills and competences; (ii) diverse work-based learning opportunities; (iii) a clear definition of work-based learning outcomes and objectives; (iv) preparation of students for work-based learning.
- School-company partnerships: (i) networks of VET schools with local businesses.

The following tools can be used to ensure the quality of work-based learning:

- Overarching guidelines to integrate work-based learning into VET programs;
- External quality assurance measures, such as (measures focusing on employers' capacity to host learners, measures to integrate work-based learning as part of VET providers' quality assurance);
- Processes and tools to support planning and implementation of work-based learning in practice (personalized learning plans, visiting learners in the workplace for briefing and de-briefing, having a designated contact person in place);
- Assessment and recording achievement approaches that include formative assessment and student diaries:
- Measures to match learners and placements;
- Measures to ensure students' health and safety in the workplace.

Trainers in companies play a key role in the training of VET students. They reinforce the link between education and actual working life and thus increase young people's employability. According to Cedefop (2016, 2-3), "the availability of a mentor is often perceived as a guarantee of quality and hence a condition for companies to be accredited as a learning workplace. In-company mentors are mandatory in about half of the countries; these are mostly those with well-established apprenticeship systems (the Czech Republic, Germany, France, Croatia, Italy, Hungary, Austria, Poland, Slovenia, Slovakia). Some of these countries have recently turned their attention to in-company trainer competences, while (re-) establishing or strengthening various forms of WBL in their VET systems. Competence requirements range from a qualification in the occupation combined with a good personal record, to a qualification in the occupation combined with years of experience in the profession and pedagogical training."

The following guiding principles can be established for supporting in-company trainers (cf. Cedefop undated, 17-37):

- Trainers are lifelong learners: recognize their identity and work, support their lifelong learning;
- Companies' support is crucial for trainers' professional development: raise awareness of benefits and get companies on board in supporting training and trainers;
- Companies are active and interested in providing training and supporting their trainers;
- Trainers' competence development benefits from a systematic approach: define what trainers need, provide training and learning opportunities, recognize competences;
- Qualification or competence standards are sound reference points for trainers' professional development;
- Trainers should benefit from varied and flexible training provision;
- Validation of trainers' competences should be an integral part of any support system;
- Supporting trainers in companies is a shared responsibility: ensure effective cooperation and coordination;
- Competent trainers in companies matter: make them part of a broader agenda and use all available funds and programs.

A generic in-company trainer competence set comprises the following components:

- Competences related to technical domains;
- Company-specific competences;
- Training-related competences;
- Transversal competences.

Work-based learning can take place only if companies provide opportunities for training. At the EU level, availability training opportunities varies hugely. Austria has 46% more innovative companies with supporting training practices than the EU average while in Latvia the number of such companies reaches only 61% of the EU average (Cedefop 2017, 78, 102).

18.4. Teacher continuous professional development

Teacher continuous professional development is guided by certain goals and priorities. Like is the case with initial training, it is useful to distinguish between strategic goals and priorities and goals and priorities related to content of training.

Strategic goals and priorities

- Professional development strengthens VET teachers' role in the development of the VET system and supports organizational change;
- It continues to VET teachers' professional well-being;
- It is an expression of the government's appreciation of their profession;
- It contributes to improving the quality of human resources in the VET system;
- It supports retainment of teachers in the VET system;
- It prepares VET teachers for their new roles and competence requirements in terms of organizational change, technological development and new target groups;
- It promotes competency-based training;
- It is a key element of attractive pathways and career development in the VET system.

Goals and priorities related to the content of training

- It is based on a proper analysis of training needs;
- It takes into account changing training needs;
- It addresses teachers' need to develop their subject knowledge;
- It addresses teachers' needs to develop their pedagogical competences;
- It includes training opportunities for school management staff.

Most countries agree that teachers should update their knowledge, skills and competences. Some have even included professional development in their strategic priorities (Bulgaria, Croatia, the Czech Republic, Latvia, Malta, the Netherlands, Norway, Poland, Romania). While the pedagogical competences of VET school teachers are generally considered adequate, most countries point to a growing need for VET teachers to keep up with the realities of industry and changing labour market needs. This includes countries with well-established apprenticeship systems. Some countries have launched projects (the Czech Republic, Cyprus, Latvia Slovenia, Finland) or established provisions (Austria, Denmark, France, Norway, Romania) for VET teacher work placements in companies.

CPD requirements, regulation, provision and monitoring vary significantly across countries. About half of the countries have established a legal basis for teacher and trainer CPD (Austria, Belgium-French Community, Bulgaria, Croatia, Cyprus, Denmark, Estonia, Hungary, Iceland, Latvia, Lithuania, Malta, the Netherlands, Portugal, Slovakia, Slovenia, Sweden). However, not all of them have defined its

amount, duration and expected outcomes. In some countries, CPD is a teachers' right, sometimes covered by collective agreements (Italy, Malta, the Netherlands, Romania, Sweden); in others, it is an obligation (Bulgaria, Cyprus, Latvia, Hungary, Portugal, UK-England) or a part of the school development and quality assurance processes (Bulgaria, Italy, Poland, Portugal). In Spain and Slovakia, attending CPD programs translates into wage bonuses for teachers. In-company trainers (mentors) usually have to meet initial requirements before starting and are not obliged to undertake CPD subsequently.

School principals play an important role in ensuring that teachers undertake CPD: in most countries, they decide whether a teacher can or should undertake CPD (Belgium-Flemish Community, Bulgaria, Czech Republic, Denmark, Estonia, Cyprus, Lithuania, Hungary, Poland, Slovenia, Slovakia, Sweden, UK- England). In most countries, identification of learning needs and possible training programs remain with individual teachers, who usually need to get their principal's approval. In Croatia, Iceland and UK- Scotland, teachers have to draw up their own development plans.

CPD provision also varies across countries. In most, accredited training courses or programs are considered CPD, whereas there is no validation or recognition of competences acquired while teaching or training. Some countries recognize self-study as a form of CPD (Sweden), which probably includes also training courses acquired independently by a teacher. In some countries, teachers can undertake their CPD in companies (Estonia, Slovenia, Finland) while others (the Czech Republic, Germany, Latvia, UK-England) have developed e-environments for teachers' professional development and exchange of good practices. Tailor-made courses in the Netherlands complement teacher competences.

Different bodies provide teacher CPD programs depending on the organisation of education and training systems in the countries. The content of teacher CPD is usually supply-driven and not regulated. As most countries do not monitor or evaluate it, little is known about actual content. If emerging competence needs are to be covered and teachers equipped with labour market relevant skills and knowledge, much more needs to be done.

Cooperation and partnerships between VET institutions and labour market actors are seen as important in ensuring the quality and relevance of learning. Such cooperation and partnerships (Ireland, France, Finland, the UK) are not common practice but several countries have reported on individual cooperation arrangements between VET institutions and companies (Bulgaria, the Czech Republic, Lithuania, Malta, Romania). Some of these have long-standing traditions or are taking place within EU-funded projects.

19. ANNEX: KEY FEATURES OF A PILOT PROJECT ON VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE

The VET school autonomy and accountability proposed in the *Analytical Framework for VET School Autonomy and Accountability in Ukraine* can be piloted in a project with the following key features:

KEY FEATURES OF A PILOT PROJECT

Feature	Description
Target group	VET institutions
Coverage	1 institution per region
Implementation period	2 years
Overall coordination	Ministry of Education and Science of Ukraine
Key selection criteria for VET institutions	<ul style="list-style-type: none"> ▪ Proactive leadership ▪ Active cooperation with employers ▪ Minimum number of students (to be established) ▪ Other criteria to be developed
Costs	Costs to be identified in a costing plan
Financing	Sources of financing to be identified in a financing plan
Monitoring	Ministry of Education and Science
Monitoring tools	Use of specially developed monitoring tools
Evaluation	External evaluation team (ToR to be designed)
Evaluation criteria	To be established
Evaluation period	Within six months after completion of the pilot project
Involved training activities	<ul style="list-style-type: none"> ▪ Training of VET institution staff with management responsibilities in key aspects of the proposed <i>Analytical Framework</i> ▪ Training of MoES staff in key aspects of the proposed <i>Analytical Framework</i> ▪ Training of MoES staff in the use of the monitoring tools
External support	ETF guidance and support throughout pilot project implementation