

# REFORMING REGIONAL VET NETWORKS IN UKRAINE

Implementing VET School Autonomy  
and Accountability

Draft report



European Training Foundation

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

VET teacher from Odessa



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# GLOSSARY OF ACRONYMS

Acronym	Meaning
CoE	Center of Excellence
CPD	Continuous professional development
EESP	Employers and social partners
ETF	European Training Foundation
HE	Higher education
MoES	Ministry of Education and Science
TPD	Teacher professional development
VET	Vocational education and training
WBL	Workbased learning

# 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.

## GLOSSARY OF ENGLISH-UKRAINIAN 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 передвіщу 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

# 1. INTRODUCTION

This report was prepared under the ETF Project “VET Decentralization in Ukraine” (POL-SUC WP-19). It aims to support the Ministry of Education and Science of Ukraine with guidance in advancing the decentralization process in vocational education and training through the provision of an Analytical Framework for VET school autonomy and accountability. The development of the outline<sup>1</sup> of the Framework included in the current report was guided by a desk study on general aspects of school autonomy and accountability, relevant national documents and, in particular, the views of key national stakeholders in vocational education and training. These include VET school teachers, VET school management staff and VET administrative staff at the regional level. These stakeholders were consulted in a series of focus groups and through a survey on a variety of issues related to school autonomy and accountability in vocational education and training in Ukraine. The focus groups and the survey were conducted in Poltava, Kharkiv and Odessa, which had been proposed as pilot regions by the Ministry of Education and Science of Ukraine. Both the focus groups and the survey took place during the first two weeks of October 2019.

The report also highlights several issues which, in the course of the focus group discussions, emerged as issues of particular importance with regard to VET school autonomy and accountability in Ukraine.

The author of the report 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:

- Jose Manuel Galvin Arribas, ETF Senior Specialist in Governance and Lifelong Learning.
- Rodion Kolyshko, National Expert.
- Inna Dergunova, ETF Project officer.
- The participants of the focus groups and the survey.
- The regional administrations of the pilot regions.
- The management staff of the VET schools where the focus groups and the survey were conducted.
- The management staff of other VET schools to which the project team was invited.

Turin, October 2019

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<sup>1</sup> The fully developed Analytical Framework will be presented in the final report under the current project.

## 2. WHAT IS SCHOOL AUTONOMY?

### 2.1. Definitions of *school autonomy*

The World Bank (2015, 3) defines school autonomy and accountability as follows:

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,<sup>2</sup> 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. In school management, accountability may take other additional meanings:

- the act of compliance with the rules and regulations of school governance;
- reporting to those with oversight authority over the school; and
- linking rewards and sanctions to expected results.

Neeleman (2019, 34) proposes the following, more general, definition of "school autonomy": "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."

The above definitions suggest a close link between the concepts of autonomy and accountability. Increased authority implies additional responsibilities for those to whom this authority is granted.

### 2.2. School autonomy and performance of the education system

According to the World Bank (2015), there is a clear link between autonomy and the performance of the education system, in particular:

- Education systems in which schools have more autonomy over teaching content and student assessment tend to perform better.
- Education systems in which schools have more autonomy over resource allocation and that publish test results perform better than schools with less autonomy.
- Education systems with standardized student assessment tend to do better than those without such assessments.

In the context of school autonomy and accountability, it is helpful to distinguish between a "short" and a "long" route of accountability (World Bank 2015):

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

- The traditional or long route of accountability happens when citizens can formally “voice” their concerns through voting for politicians who most closely are aligned with their ideologies and promise to provide the funding and services that the citizens want (compact).
- The shorter route affords clients the power to more frequently provide feedback to providers to let them know how they are doing and to hold them accountable for good quality services. For education, the short route allows for voice and inputs on decision making at the school level for direct clients who are parents and students. Decision making at the school level is important and involves a variety of activities. The empirical evidence from school-based management shows that it can take many forms or combine many activities with differing degrees of success.

The OECD (2018, 5) confirms 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.

### 3. INTERNATIONAL PRACTICES

#### 3.1. Policy scenarios with regard to school autonomy

The European Commission (2007, 14-15) identified three policy scenarios with regard to school autonomy:

- Scenario 1: Schools’ new responsibilities were granted under general regulations which cover a wide range of aspects of the school system, school autonomy being one of them.
- Scenario 2: Countries lay down regulations specifically for school autonomy under legislation specifically designed for this purpose.
- Scenario 3: Countries rely on flexible administrative regulations.

The table lists the countries in which the respective scenario has been applied

#### POLICY SCENARIOS AND COUNTRIES

Scenario no.	Countries
1	Spain, France, Poland, United Kingdom, Northern Ireland, Italy, Austria
2	Luxembourg, Portugal
3	German states Baden-Württemberg and Bavaria

Source: European Commission 2007

## 3.2. Distribution of responsibilities for school governance by levels

The distribution of responsibilities for school governance varies considerably between countries. The table presents the average distribution of these responsibilities between the national, local/regional in countries which participated in PISA 2015.

### SUMMARY OF RESPONSIBILITIES FOR SCHOOL GOVERNANCE

Responsibility		Held mainly by <sup>1</sup>	Shared with <sup>2</sup>	Minor role <sup>3</sup>
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

## 3.3. Country examples of key features of school autonomy

### 3.3.1. 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 gives schools and teachers more scope in the organisation of teaching. They will be 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 will be specified centrally. Resources, which will remain unchanged overall and have been legally enshrined, 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, will not change. This will simplify project-oriented teaching, block instruction and topic-centred teaching. The grouping of pupils and the forms of teaching can also be handled flexibly. School opening hours will be laid down for individual locations in school partnership agreements. This will allow 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 will still be schools but will be strengthened due to cooperation in the cluster. The school cluster management will fulfil a cross-location function. Timetables and the distribution of subjects will be set out centrally in the cluster in consultation with the locations. Each school location will still have one point of contact to support the cluster management on site. A specific advisory body for each school cluster will give the school partners in the cluster an additional opportunity to have their say.

In-service teacher training conducted in-house will be expanded. Teachers will 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. In the future, school heads will be selected using a national standardised procedure in which external experts will carry out evaluations. The heads of the school or school cluster will carry out selection of newly employed teachers. Furthermore, new school heads will be assisted through specific programmes. The public authority will examine the formal requirements and will assume functions related to service legislation; it will only intervene in a regulatory capacity if no suitable applicants are found for specific locations.

(Source: Cedefop 2018)

### 3.3.2. Germany

Germany is one of the countries that initiated various reforms of education decentralization to increase school autonomy in the hope of improving education. Recent debates towards strengthening school autonomy can be traced back to the suggestions of the education commission of Lower Saxony in 1995 to partially increase school autonomy in the rules and guidelines of the states.

Later, with the educational reform of 2006 the authorities of the federal government were reorganized. Before the reform, the federal government used to play an important role in financing and shaping education. After this reform, the role of the federal government declined and left room for the states to finance and shape education. School autonomy became a major aspect of achieving education decentralization. Accordingly, schools have acquired more autonomy several fields.

The school leadership has the right to assign teachers to classes, select the textbooks and instructional materials, organize the teaching schedules, set the rules for marking gradings and student achievement assessment techniques, assess the required teaching period for a course based on the students' needs, determine the size and number of classes and set the number of school vacations.

The school leadership has the right to select the teaching staff based on their profile and work experience, determine the needed number of teaching staff, hire teaching staff for a certain period and, according to a special budget, address complaints and assign special work trips.

The school leadership has the right to set its own budget and ask for an increase in upcoming budgets for further purchase of teaching materials and equipment, spend its budget on the items determined by the school itself, accept sponsorships and donations, save money from its budget, and conduct

fundraising projects like kitchen bazaars and flea markets. The school leadership has the right to assess and finance purchases, maintenance and repair.

Principles are encouraged to intensify their communication with teachers and stakeholders to set the school profile and programme (i.e. the goals and objectives that the school seeks to achieve), raise funds, as well as decide upon their annual goals and objectives.

(Source: Gessler and Ashmawy 2014)

### 3.3.3. State of Baden-Württemberg (Germany) – school autonomy and quality development

Strengthening the autonomy of vocational schools is one of the central objectives of education policy in Baden-Württemberg. Each school needs to expand its scope of activity in order to be able to further develop the quality of the school and the teaching independently and in accordance with local conditions and challenges. Critical requirements for efficient schools are a combination of strengthening the self-reliance of the individual school and the commitment to documenting and monitoring its success. What the individual school emphasises depends on its creative drive and its socio-cultural environment.

Vocational schools operate under the “Operatively autonomous school concept (OAS)”. The OAS concept sets the framework of quality development and quality assurance for vocational schools. Educational policy guidelines provided by the state and impulses for development from schools are combined in an agreement of objectives for quality development. In this process, the school's operative autonomy has priority. The responsibilities for which measures are taken to achieve the objectives lie with the school.

(Source: Ministry of Education of Baden-Württemberg 2014)

## 4. A FRAMEWORK FOR SCHOOL AUTONOMY AND ACCOUNTABILITY

The World Bank (2015) proposes a framework (SABER-SAA Framework) that includes five policy goals that school autonomy and accountability should meet in order to enable a closed loop system where autonomy, assessment, and accountability reinforce each other in order to produce an enabling managerial environment that promotes better learning outcomes. The five main policy goals that are derived from this model and that matter for success in school autonomy and authority are the following:

- Level of autonomy in planning and management of the school budget.
- Level of autonomy in personnel management.
- Role of the school council in school governance (participation).
- School and student assessment.

- Accountability.

Achievement of each of these goals requires a number of policy actions. These are presented in the table.

### POLICY GOALS AND POLICY ACTIONS

Policy goals	Policy actions
1. Level of autonomy in the planning and management of the school budget	1A. Legal authority over management of the operational budget 1B. Legal authority over the management of non-teaching staff salaries 1C. Legal authority over management of teacher salaries 1D. Legal authority to raise additional funds for the school 1E. Collaborative budget planning
2. The level of autonomy in personnel management	2A. Autonomy in teacher appointment and deployment decisions 2B. Autonomy in non-teaching staff appointment and deployment decisions 2C. Autonomy in school principal appointment and deployment decisions
3. Role of the School Council in school governance	3A. Participation of the school council in budget preparation 3B. Participation in financial oversight 3C. Participation in personnel management 3D. Community participation in school activities 3E. Community participation in learning inputs 3F. Transparency in community participation
4. School and student assessment	4A. Existence and frequency of school assessments 4B. Use of school assessments for making school adjustments 4C. Existence and frequency of standardized student assessments 4D. Use of standardized student assessments for pedagogical, operational, and personnel adjustments 4E. Publication of student assessments
5. Accountability	5A. Guidelines for the use of results of student assessments 5B. Analysis of school and student performance 5C. Degree of financial accountability at the central, regional, and school levels 5D. Degree of accountability in school operations 5E. Degree of learning accountability

Source: World Bank 2015

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;
- Organisation; and

- Staff.

Each of these three domains covers a number of 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 programmes	Interventions concerning lessons, subjects, courses, or programmes 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).
	Organization 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).

Domain	Issue	Definition
Staff	Professional autonomy and culture	Interventions concerning the staff's professional autonomy or professional culture (behaviour). 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.
	Staffing policy: assessment and payment	Interventions concerning staffing policy, assessment, or payment.
	Recruitment and employment	Interventions concerning recruitment or employment.

Source: Neeleman 2018

## 5. VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE

### 5.1. 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 programmes based curricula.
- Development of teaching and learning facilities and resources.

*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 programmes.
- 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.

*Decentralising 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.

A proper assessment of progress with regard to 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 with regard to the autonomy of VET institutions:

- The State guarantees VET institutions' autonomy with regard academic, organizational, financial and staffing matters;
- This includes independent decision-making with regard to 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.

## 5.2. 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

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

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

<sup>2</sup> - 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).

<sup>3</sup> - 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.

<sup>4</sup> - introduced in August 2019.

<sup>5</sup> – provides only very general provisions.

<sup>6</sup> – 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**

<b>Types of VET institutions as per the Law on VET (1998, Art. 18)</b>	<b>Types of VET institutions as per the draft Law on VET (2019, Art. 32)</b>	<b>Types of VET institutions as per the Law on pre-higher education (2019, Art. 31)</b>
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 <sup>1</sup>

<sup>1</sup> - 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.

### 5.3. Current issues

Like and 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. In this context, the question of VET school autonomy and accountability requires, 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 programmes (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 a series of focus groups and a pilot survey on VET school autonomy and accountability, which were held in three pilot regions (Poltava, Kharkiv, Odessa) in October 2019.

### 5.4. Focus group meetings in the pilot regions

#### 5.4.1. Methodology

From October 8 to 15, 2019, the project team conducted focus groups meetings in Poltava, Kharkov and Odessa, which the Ministry of Education and Science had proposed as pilot regions. The participants of the focus groups were teachers and management staff of VET institutions as well as administrative staff at the regional level (cf. the Annex for a list of participants). The participants 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 dangers 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 (organizational, 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 workbased 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?

The participants were encouraged to present their views on the above issues from the perspective of the “desirable” state of VET school autonomy and accountability in the country. The results of the focus groups were taken into account in the development of the outline of the Analytical Framework for VET school autonomy and accountability in Ukraine.

### **5.4.2. Focus group results**

The table presents an overview of the results of the focus group discussions. These were taken into account in the development of the outline of the Analytical Framework.

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

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

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
1.4. To whom should VET school councils be accountable?	<input type="checkbox"/> Hromada <sup>3</sup>	<input type="checkbox"/> General assembly of the school	<input type="checkbox"/> -
<b>2. Powers of school directors, teachers and other staff policies</b>			
2.1. Which would be the necessary changes in the powers of the school director under increased school autonomy?	<input type="checkbox"/> Decisions on the contents of curricula <input type="checkbox"/> Decisions on the contents of student assessment <input type="checkbox"/> Staffing <input type="checkbox"/> Decisions on the use of financial resources <input type="checkbox"/> Use of scholarships <input type="checkbox"/> Decisions on procurement	<input type="checkbox"/> Decision on finances <input type="checkbox"/> Staffing <input type="checkbox"/> Access to labor market information	<input type="checkbox"/> Have more power in the delegation of tasks <input type="checkbox"/> Make more management decisions <input type="checkbox"/> Influence staff policy <input type="checkbox"/> Use e-management <input type="checkbox"/> More influence on teacher professional development
<b>2.2. What are potential challenges and drawbacks resulting from these powers?</b>			
2.3. How can these dangers be addressed and the director's accountability be ensured?	<input type="checkbox"/> -	<input type="checkbox"/> Additional management responsibilities for which directors are not ready <input type="checkbox"/> Responsibilities with regard to salaries <input type="checkbox"/> Management of large classes	<input type="checkbox"/> -
<b>3. Role of Regional VET Councils shaping VET school networks</b>			

<sup>3</sup> 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"> <li>■ Identification of regional labour market needs</li> <li>■ Allocation of study places to VET schools</li> <li>■ Allocation of regional budgetary funds</li> <li>■ Incentives for employers to participate in VET development</li> <li>■ Follow-up on effective use of funds</li> </ul>	<ul style="list-style-type: none"> <li>■ Design of criteria for VET optimization</li> <li>■ Management of regional order</li> <li>■ Analysis of regional VET development</li> <li>■ Design of a roadmap for regional VET development</li> <li>■ Development of standardized mechanisms for cooperation with employers</li> <li>■ Appointment of directors in line with previously specified criteria</li> </ul>	<ul style="list-style-type: none"> <li>■ Overall monitoring of the VET school's activities</li> <li>■ Managing the regional order</li> <li>■ Avoid doubling of training profiles</li> <li>■ Improve financing</li> <li>■ Monitor the quality of education</li> <li>■ Promote collaboration with employers</li> </ul>
3.2. Which capacities would the Councils need to fulfil those roles?	<ul style="list-style-type: none"> <li>■ Ability to access regional labour market data</li> <li>■ Ability to use different sources of information</li> <li>■ Ability to access regional communication channels to advocate VET</li> <li>■ Members with knowledge of controlling and auditing</li> </ul>	<ul style="list-style-type: none"> <li>■ Access to information about the state of VET</li> <li>■ Ability to access and analyse labour market data</li> <li>■ Ability to design criteria for VET network development</li> <li>■ Ability to establish and maintain effective cooperation with employers</li> <li>■ Ability to cooperate effectively with authorities</li> </ul>	<ul style="list-style-type: none"> <li>■ Independence</li> <li>■ Access to employment data</li> <li>■ Attestation of VET schools</li> <li>■ Establish a regional service quality in education and training</li> <li>■ Contribute to the development of standards</li> </ul>
<b>4. Methods and ways of coordinating mobilization and allocation of funding</b>			
4.1. Which level of the VET system (national, regional, school, ...) should be responsible for funding issues?	<ul style="list-style-type: none"> <li>■ Regional level</li> </ul>	<ul style="list-style-type: none"> <li>■ National level</li> <li>■ Regional level</li> <li>■ Social partners</li> <li>■ International stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>■ The national level</li> </ul>

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

Issue related to VET school autonomy and accountability	Poltava	Kharkov	Odessa
<b>6. Tasks of VET schools in planning and coordinating VET quality assurance</b>			
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"> <li>■ 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</li> <li>■ Regional: regional administration, regional council, regional methodological centre, regional stakeholder council (currently responsible for regional order and funding), regional service for quality in education, employers</li> </ul>	<ul style="list-style-type: none"> <li>■ National: Cabinet of Ministers, Ministry of Education and Science, Ministry of Economics, national employer associations</li> <li>■ Regional: department of education and economics of the regional state administration, regional employers association</li> </ul>	<ul style="list-style-type: none"> <li>■ Employers</li> <li>■ Methodological councils</li> <li>■ Representatives of other educational institutions</li> </ul>
6.2. Which are the key challenges resulting from this cooperation?	<ul style="list-style-type: none"> <li>■ 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</li> <li>■ Regional: unequal distribution of financial means among VET schools, lengthy licensing procedures, outdated equipment</li> </ul>	<ul style="list-style-type: none"> <li>■ Non-optimized VET networks at the regional level</li> <li>■ Complete financing systems</li> <li>■ Lack of employer interest in cooperation with VET</li> <li>■ Lack of employment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>■ Employers are not ready to accept responsibility for the provision of quality training</li> </ul>

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"> <li>■ National: adoption of relevant legislation</li> <li>■ 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)</li> </ul>	<ul style="list-style-type: none"> <li>■ Optimization of VET institutions to establish a network of VET institutions for occupations in demand at the labour market</li> <li>■ Improved financing system</li> <li>■ Highlighting benefits of cooperation with VET for employers</li> <li>■ Improved monitoring of the effectiveness of cooperation</li> </ul>	<ul style="list-style-type: none"> <li>■ Coordination mechanism for the interaction between stakeholders at the regional level</li> <li>■ Tax incentives</li> </ul>
<b>7. VET school capacities for networking with private sector and social partners</b>			
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"> <li>■ Ability to train skilled workers for relevant sectors of the economy</li> <li>■ Ability to react quickly to the needs of the economy</li> </ul>	<ul style="list-style-type: none"> <li>■ Motivated students</li> <li>■ Well-trained and well-informed staff</li> <li>■ Appropriate equipment</li> <li>■ Effective communication skills</li> </ul>	<ul style="list-style-type: none"> <li>■ Specialized staff members</li> <li>■ Enhanced implementation of the dual form of training</li> <li>■ Mechanism to reduce the number of students in a group</li> </ul>
7.2. Which are the key challenges in the provision of workbased learning opportunities for students?	<ul style="list-style-type: none"> <li>■ Attitude of in-company trainers</li> <li>■ Compensation of in-company trainers</li> </ul>	<ul style="list-style-type: none"> <li>■ Lack of employers' awareness of the benefits of cooperation with VET</li> <li>■ Age of students and resulting legal implications</li> <li>■ Lack of regulations on remuneration of in-company trainers</li> </ul>	<ul style="list-style-type: none"> <li>■ -</li> </ul>
7.3. Which capacities would a VET school have to build to address these challenges?	<ul style="list-style-type: none"> <li>■ Ability to highlight benefits of student workbased learning for employers</li> </ul>	<ul style="list-style-type: none"> <li>■ Ability to highlight benefits of cooperation to employers</li> <li>■ Ability to clarify legal issues</li> <li>■ Ability to find out about and use tax incentives</li> </ul>	<ul style="list-style-type: none"> <li>■ -</li> </ul>
<b>8. Teachers and trainers</b>			

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"> <li>■ More room for maneuver within a particular training profile in terms of subjects and hours</li> <li>■ Authority to introduce additional training contents</li> </ul>	<ul style="list-style-type: none"> <li>■ Flexibility in the distribution of teaching hours by subjects within a training profile</li> <li>■ Opportunity to modify training contents to address regional requirements</li> </ul>	<ul style="list-style-type: none"> <li>■ Increase the autonomous part of the curriculum</li> <li>■ More power in deciding on forms of education and training</li> </ul>
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"> <li>■ Adjusted legislation</li> <li>■ Adjusted curriculum</li> <li>■ Employers' involvement to justify changes in the curriculum</li> </ul>	<ul style="list-style-type: none"> <li>■ Participation in new forms of professional development</li> </ul>	<ul style="list-style-type: none"> <li>■ Compensation for in-company training</li> <li>■ Teacher professional development system that allows teachers to address their individual training needs</li> </ul>
8.3. Which role can teachers and trainers play in the identification of relevant professional development topics?	<ul style="list-style-type: none"> <li>■ -</li> </ul>	<ul style="list-style-type: none"> <li>■ -</li> </ul>	<ul style="list-style-type: none"> <li>■ -</li> </ul>
<b>9. Responsibilities for VET at the national level</b>			
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"> <li>■ VET regulatory framework including legislation</li> <li>■ Identification of occupations of national importance</li> <li>■ Scholarships</li> <li>■ National VET development projects</li> </ul>	<ul style="list-style-type: none"> <li>■ Approval of standards</li> <li>■ Approval of quality criteria</li> <li>■ Framework for VET – employer cooperation</li> <li>■ Maintenance of equipment</li> <li>■ Incentives for Hromadas to promote cooperation with employers</li> </ul>	<ul style="list-style-type: none"> <li>■ Support to business to generate the need for more qualified workers</li> <li>■ Ensuring the independence of VET schools</li> <li>■ Ensuring and rights and protection of teachers</li> <li>■ Provide a framework for vocational counseling to attract future VET teachers</li> <li>■ Establish and run an internet platform for the cooperation between VET schools and employers</li> </ul>

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

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"> <li><input type="checkbox"/> Yes</li> <li><input type="checkbox"/> It will be better equipped</li> <li><input type="checkbox"/> Better qualified teachers</li> <li><input type="checkbox"/> Higher scholarships for students</li> <li><input type="checkbox"/> Better training of workers</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Yes</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Yes</li> <li><input type="checkbox"/> It will be better equipped</li> <li><input type="checkbox"/> It will have better-qualified teachers</li> <li><input type="checkbox"/> It will apply new approaches to teaching and learning</li> <li><input type="checkbox"/> It will provide better vocational counseling</li> </ul>
<b>11. Student assessment</b>			
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"> <li><input type="checkbox"/> Yes, as now they have little freedom in assigning qualification levels</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Yes</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Yes, this should be foreseen in the curricula</li> </ul>
11.2. Should the VET school have the right to identify the contents of final exams?	<ul style="list-style-type: none"> <li><input type="checkbox"/> They should be given the opportunity to contribute to the identification of threshold levels for theoretical and practical exams</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> No</li> <li><input type="checkbox"/></li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Only as far as the kind of testing is concerned, not its contents</li> </ul>
11.3. Who should participate in testing?	<ul style="list-style-type: none"> <li><input type="checkbox"/> Employers</li> <li><input type="checkbox"/> Teachers</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> VET school</li> <li><input type="checkbox"/> Employers</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> VET school</li> <li><input type="checkbox"/> Employers</li> </ul>
<b>12. Key functions of Centres of Excellence</b>			

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

## 5.5. Participants' definitions of an autonomous VET school in Ukraine

After the focus groups, the participants were given the opportunity to express their understanding of and autonomous VET school in Ukraine. Selected answers include:

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

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

Area	Important considerations
VET as strong partner of businesses.	<ul style="list-style-type: none"> <li>■ 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).</li> <li>■ No framework exists at the national level to guide this kind of collaboration.</li> <li>■ The VET system finds it hard to attract professionals from the economy.</li> </ul>

## 5.6. Survey in pilot regions

### 5.6.1. Methodology

Under the current project, a survey was conducted which focused on key issues of VET school autonomy and accountability in Ukraine. The survey was piloted with the focus group participants in order to both collect data and get their feedback on the survey in terms of clarity of the questions and answers. This concerned, in particular, the terminology used in the VET system of Ukraine. The survey was organized around 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 the planned Centres 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
- Employing institution
- Region
- Acquaintance with issues of school autonomy and accountability

#### 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
- Regional aspects and learning role of Regional VET Councils in shaping VET school networks
- 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 Centres of Excellence**

- Understanding of “excellence”
- Priority tasks of Centres of Excellence
- Ensuring accountability of Centers of Excellence
- Requirements for Centres of Excellence

The survey included the following key types of questions:

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

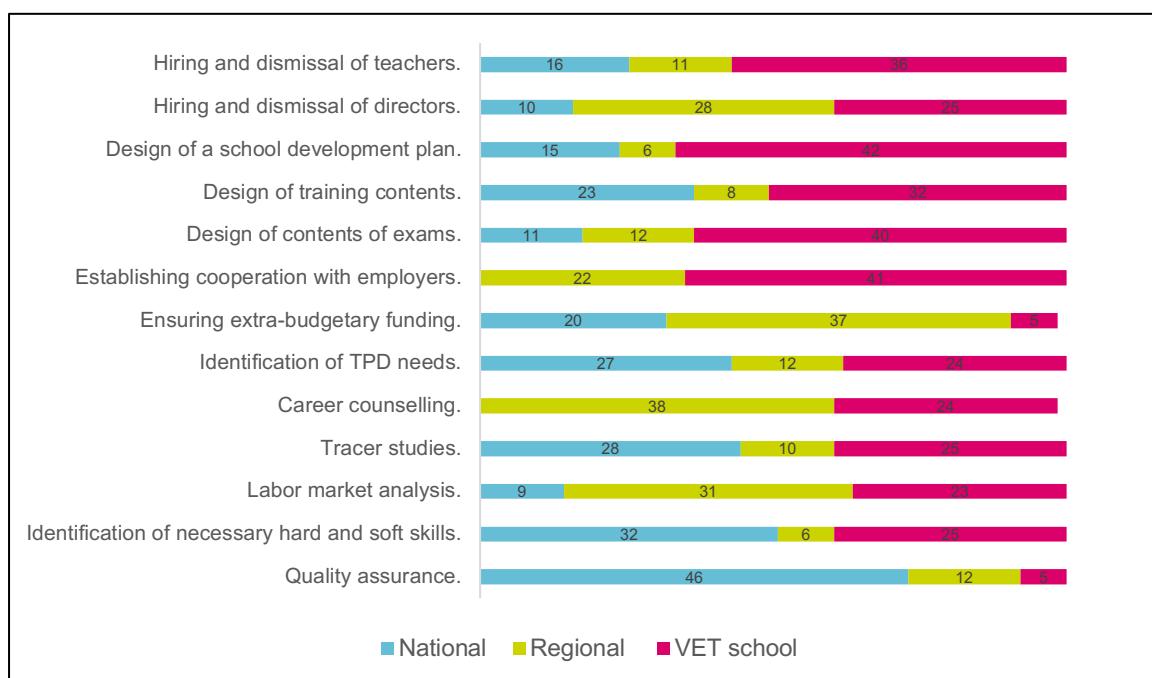
The survey was administered to 63 persons (Poltava – 23, Kharkiv – 22, Odessa – 18), all of which completed the questionnaire. Completion of the questionnaire took about 45 minutes. The results were taken into account in the development of the outline of the Analytical Framework.

The survey addressed exclusively representatives of the vocational education and training system of Ukraine. Due to the importance of the cooperation of the VET system with the economy, it is recommended to conduct a separate, specially designed survey among employers on issues regarding their cooperation with the VET system.

## 5.6.2. Survey results

The charts show selected results of the pilot survey. The numbers refer to the number of received answers per answering option. For example, 16 survey participants indicated that the hiring and dismissal of teachers should be the responsibility of the national level, 11 participants consider that it should be the responsibility of the regional level and 36 participant believes that it should be a task of the VET schools.<sup>4</sup> In the majority of cases, the charts show clear tendencies and allow to draw concrete conclusions for the design of the Analytical Framework. The different length of the bars is due to the fact that in some cases participants did not mark any of the answering options.

1 – Distribution of tasks between the national, regional and school level (10)<sup>5</sup>



The chart clearly highlights several responsibilities of the national, regional and VET school level:

### National

- Identification of necessary hard and soft skills,
- Quality assurance.

### Regional

- Ensuring extra-budgetary funding,
- Career counseling,
- Labor market analysis.

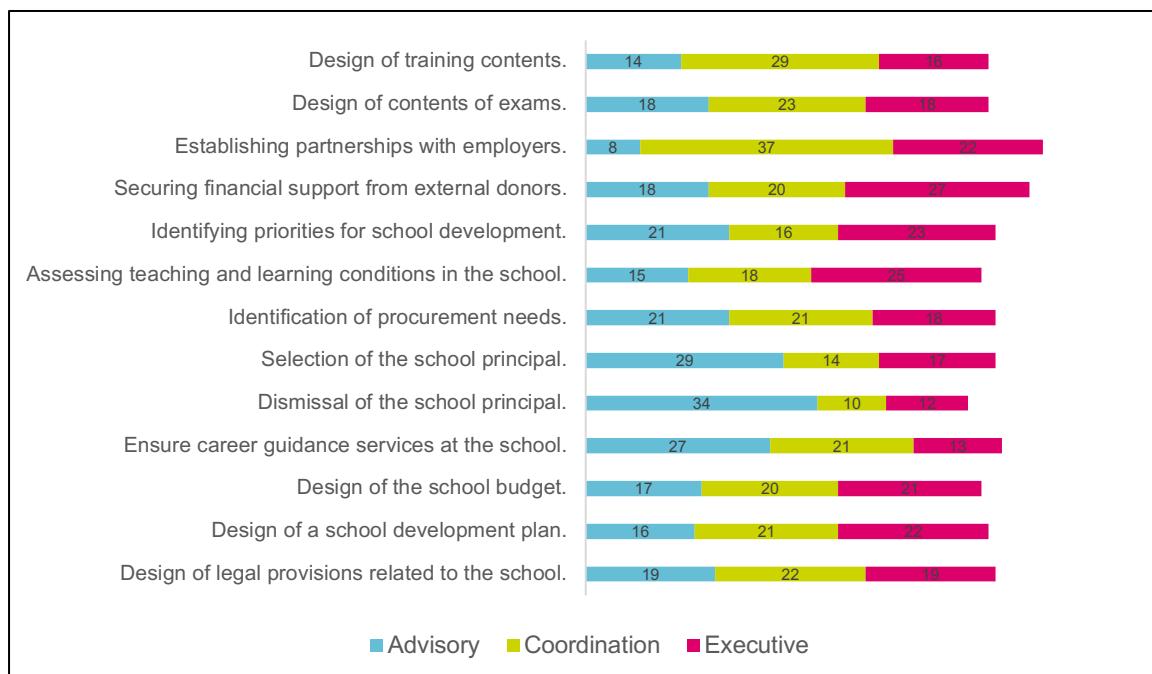
<sup>4</sup> All charts in this section are linked Excel source files.

<sup>5</sup> The number in parenthesis refers to the number of the question in the survey questionnaire.

## VET school

- Hiring and dismissal of teachers,
- Design of a school development plan,
- Design of training contents,
- Design of contents of exams,
- Establishing cooperation with employers.

### 2 – Roles of the school council (11)



The chart allows to make the following conclusions about the role of the school council with regard to specific functions:

#### Advisory function

- Selection of the school principal,
- Dismissal of the school principal,
- Ensure guidance career services at the school.

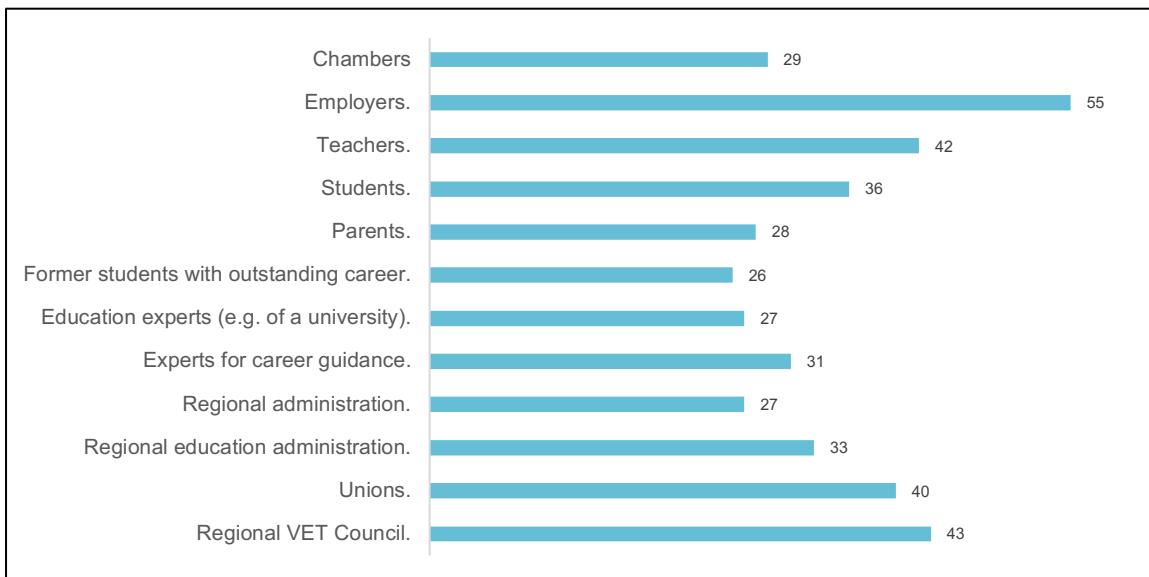
#### Coordinative function

- Design of training contents,
- Design of the contents of exams,
- Establishing partnerships with employers.

#### Executive function

- Securing financial support from external donors,
- Assessing teaching and learning conditions in the school.

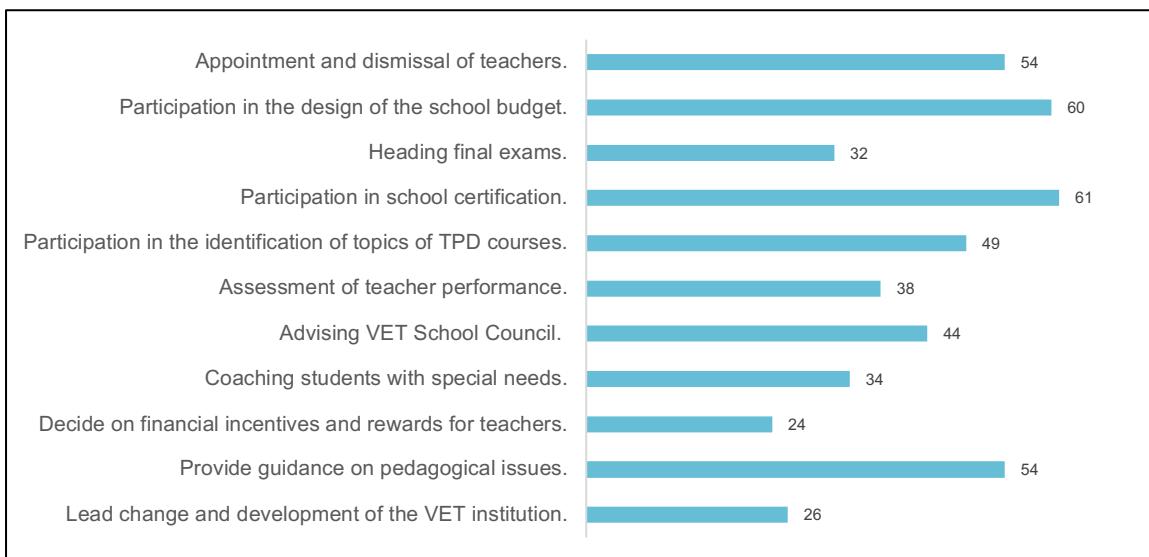
### 3 – Members of the school council (12)



The five most important groups to be represented in the school council are:

- employers,
- teachers,
- unions,
- students,
- regional education administration.

### 4 – Key functions of VET school directors (13)

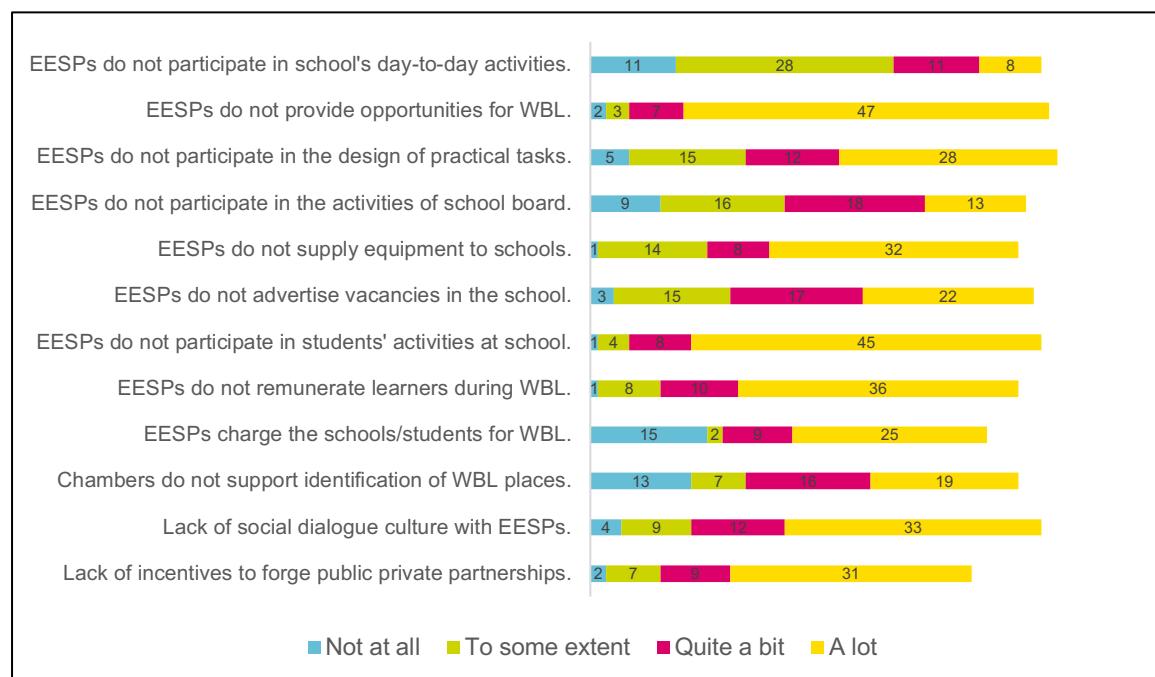


According to the chart, the five key functions of VET school directors are:

- participation in school certification,
- participation in the design of the school budget,

- appointment and dismissal of teachers,
- provide guidance on pedagogical issues,
- participation in the identification of topics and contents of CPD courses for teachers.

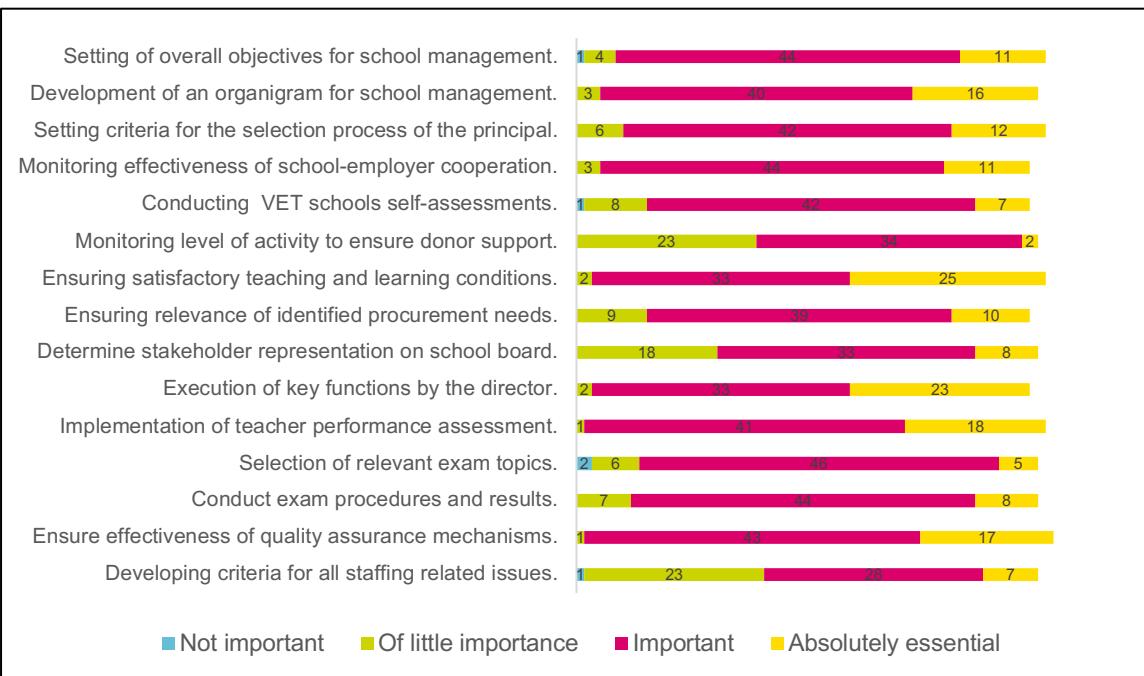
### 5 – Challenges in the cooperation with employers and social partners (18)



The following five issues have been identified as main challenges (rated “a lot”) in the cooperation with employers and social partners.

- EESPs do not provide opportunities for workbased learning,
- EESPs do not participate in students' activities in the school,
- EESPs do not remunerate learners during workbased learning,
- Lack of social dialogue culture with EESPs,
- EESPs do not supply equipment to schools.

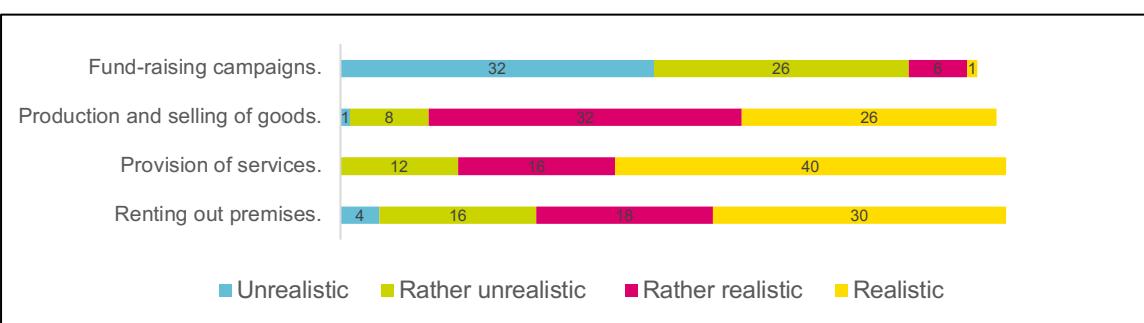
## 6 – Relevance of individual issues for managerial accountability of VET schools (22)



Most of the proposed issues for ensuring managerial accountability of VET schools have been rated primarily “important”. The five issues rated absolutely essential are:

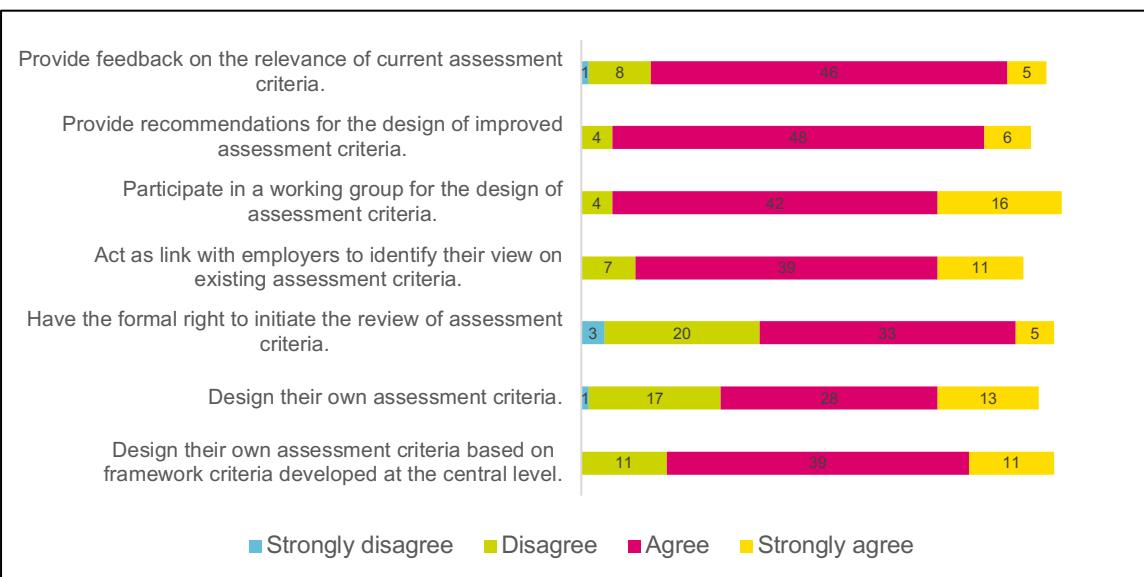
- Ensuring satisfactory teaching and learning conditions,
- Execution of key functions by the director,
- Implementation of teacher performance assessment,
- Ensure effectiveness of quality assurance mechanisms,
- Development of an organigram for school management.

## 7 – Potential income-generation activities for VET schools (26)



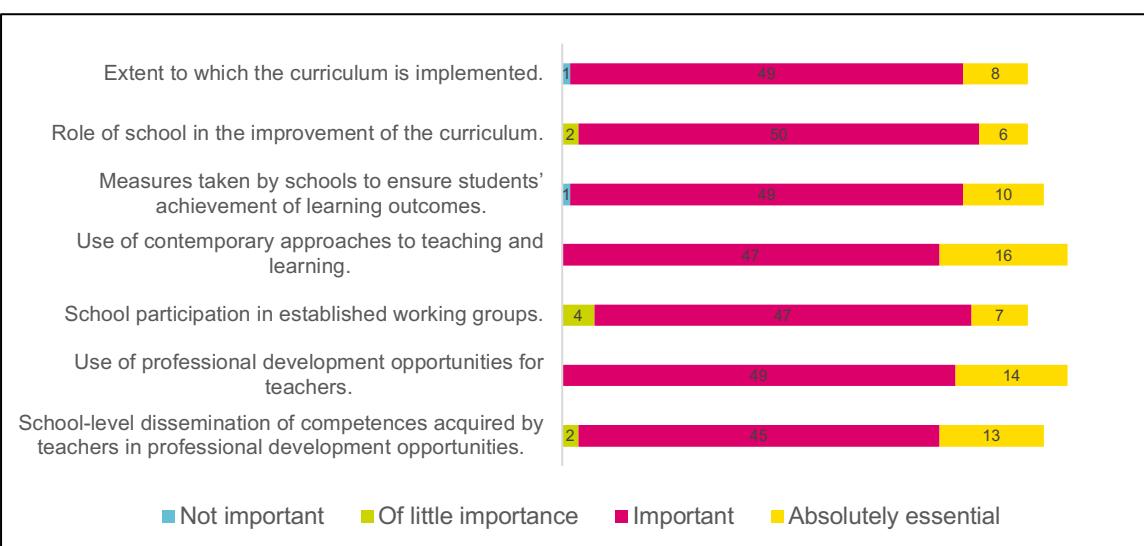
With the exception of “fund-raising campaigns”, the vast majority of survey participants consider the proposed options either “rather realistic” or “realistic”.

## 8 – Potential functions of VET schools in the design of improved assessment criteria (32)



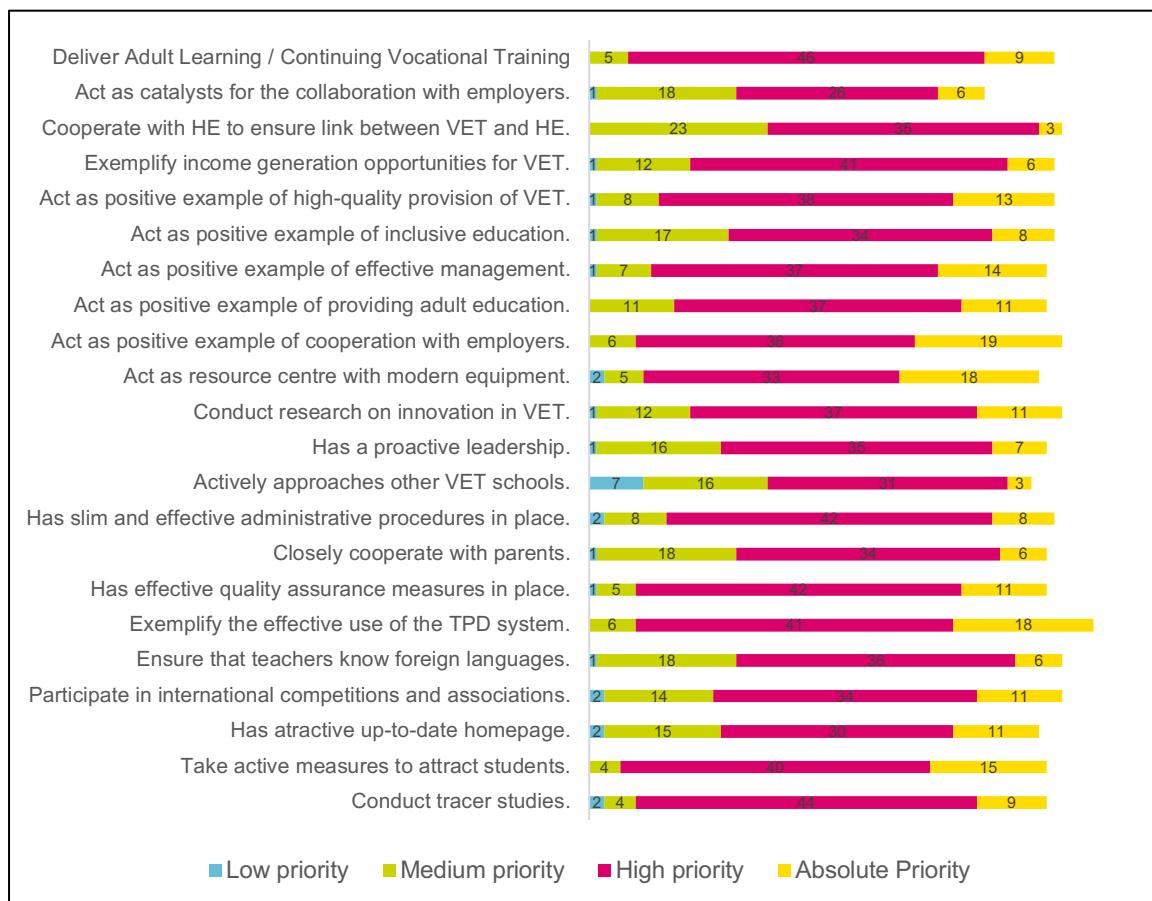
The vast majority of respondents consider (i. e. marked either “agree” or “strongly agree”) that VET schools should fulfil all of the above functions in the design of improved assessment criteria.

## 9 – Relevance of individual issues for pedagogical accountability of VET schools (37)



Practically all respondents agree that all of the above issues are relevant with regard to pedagogical accountability of VET schools.

## 10 – Functions of CoEs in the transfer of knowledge and expertise to VET schools (39)



The chart shows that, according to the survey results, a VET Centre of Excellence should give priority to all of the above functions, whereby the following should be given absolute priority:

- Act as positive example of cooperation with employers,
- Act as resource centre with modern equipment,
- Exemplify the effective use of the teacher professional development system,
- Take active measures to attract students,
- Act as positive example of effective management.

These and other survey results were taken into account in the development of the outline of the Analytical Framework.

### 5.6.3. National survey on VET school autonomy and accountability

The results of the survey the participants' feedback will be used to update the questionnaire. The survey will then be implemented at the national level with the support of the Ministry of Education and Science. The national survey is scheduled for end of 2019/the beginning of 2020. The survey will be administered with the use of an online tool.

## 5.7. Emerging issues in VET school autonomy and accountability 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 discussion about them.

### 5.7.1. 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 polices
- 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: Workbased learning and job-placement assistance**

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

### **5.7.2. Tracing of VET graduates**

Together with other tools, the tracing of VET graduates through tracers 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 standardised survey (in written or oral form) of graduates from education institutions which takes place some time 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, centre, university).” (ETF et al. 2016)

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?

### 5.7.3. High-quality workbased 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 models of work-based learning can be identified:

- 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.
- Work-based learning as on-the-job training periods in companies. These periods are generally called internships, 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.

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), "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):

- 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).

#### 5.7.4. 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.

## 6. ANALYTICAL FRAMEWORK FOR VET SCHOOL AUTONOMY AND ACCOUNTABILITY IN UKRAINE

The Analytical Framework presented in this report is an outline of the comprehensive Analytical Framework which will be developed for the final report under this project. The outline is based on the results of the focus groups and the pilot survey which were held in the three pilot regions (Poltava, Kharkiv, Odessa). It 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. Based on additional desk research and the results of the countrywide survey, the outline

will be completed and presented as complete Framework in the final report on this project. The Framework is to be strictly distinguished from an action plan toward the institutionalization of the proposed functions. Such an action plan would, among others, include the identification of capacity building needs of the members of Regional VET Councils and VET School Councils.

The Framework has been designed to address the VET context in Ukraine. It can, however, be applied to other country contexts as well.

Apart from the abbreviations in the “Glossary of Acronyms”, the following abbreviations are used:

- A = advisory function
- C = coordinative function
- E = executive function

## OUTLINE OF AN ANALYTICAL FRAMEWORK

### ANALYTICAL FRAMEWORK FOR VET SCHOOL AUTONOMY AND ACCOUNTABILITY

AUTONOMY AND ACCOUNTABILITY CAPACITIES BY FUNCTIONS	NATIONAL MoES	REGIONAL		VET SCHOOLS			Remarks
		Regional VET Council	Regional Education Department	School Council	School Director	Teachers & Workshop Instructors	
<b>MANAGERIAL FUNCTIONS</b>							
■ Staff issues (teachers)	■	■	■	■	<ul style="list-style-type: none"> <li>■ Hires teachers</li> <li>■ Dismisses teachers</li> <li>■ Assesses teacher performance</li> <li>■ Provides pedagogical guidance to teachers</li> </ul>	■	■
■ Staff issues (management)	■	■	<ul style="list-style-type: none"> <li>■ Selects the director</li> <li>■ Dismisses the director</li> </ul>	<ul style="list-style-type: none"> <li>■ Recommends candidates for the position of the director (A)</li> <li>■ Recommends the dismissal of the director (A)</li> </ul>	■	<ul style="list-style-type: none"> <li>■ Have a say in the recommendation of candidates for the position of director</li> </ul>	■
■ Educational planning	■	<ul style="list-style-type: none"> <li>■ Designs a strategic document on the purpose and functioning of the regional VET school network</li> <li>■ Promotes VET in the region</li> <li>■ Forecasts labour market needs in the region and suggests training in priority occupations</li> <li>■ Provides school directors with expertise in autonomy and accountability issues</li> </ul>	■	<ul style="list-style-type: none"> <li>■ Approves the school development plan (E)</li> <li>■ Sets key performance indicators</li> </ul>	<ul style="list-style-type: none"> <li>■ Designs school development plan</li> </ul>	<ul style="list-style-type: none"> <li>■ Participate in the design of school development plan</li> </ul>	■

AUTONOMY AND ACCOUNTABILITY CAPACITIES BY FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS			Remarks
		MoEs	Regional VET Council	Regional Education Department	School Council	School Director	
■ Cooperation with employers	■	■ Sets the overall framework for partnerships with employers in the region	■	■ Establishes partnerships with employers (C)	■ Ensures quality of workbased learning	■ Provide methodological support to in-company trainers	■
■ Analysis	■ Tracer studies	■ Labour market analysis	■	■	■	■	■
■ Quality assurance	■ Establishes quality criteria ■ Establishes quality assurance procedures	■	■	■	■ Ensures the quality of training ■ Ensures training of VET school staff in quality issues	■	■
■ Legal framework	■	■	■	■ Design of legal provisions at the school level (C)	■	■	■
■ Certification	■	■	■	■	■ Participates in the certification process	■	■
■ Staff management	■	■	■	■	■	■	■
FINANCIAL FUNCTIONS							
■ Extra-budgetary funding	■	■ Sets the framework for donor support to VET school ■ Designs proposal for the funding of TPD programs	■	■ Secures (financial) support from external donors (E)	■	■	■
■ Procurement	■	■	■	■ Identifies procurement needs (C)	■	■	■
■ Budget design	■	■	■ Approves the school budget	■ Designs the school budget (E)	■ Participates in the design of the school budget	■	■
■ Use of financial resources	■	■	■	■	■ Decides on spending of funds for the daily operation of the school	■	■

AUTONOMY AND ACCOUNTABILITY CAPACITIES BY FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS			Remarks
		MoES	Regional VET Council	Regional Education Department	School Council	School Director	
<b>PEDAGOGICAL FUNCTIONS</b>							
■ Training contents	■ Sets framework for skills development (hard and soft skills)	■	■	■ Designs training contents (C)	■ Provides input on training contents ■ Ensures teacher participation in the development of teaching contents ■ Ensures employer participation in the design of training contents	■ Participate in the design of teaching and learning materials ■ Conduct research on teaching and learning methodologies ■ Provide recommendations on training contents	■
■ Assessment	■	■	■	■ Design of contents of exams (C)	■ Ensure teachers' participation in a working group for the design of improved assessment criteria ■ Gets feedback from employers on assessment criteria	■ Provide feedback on the relevance of current assessment criteria ■ Make recommendations for improved assessment criteria	■
■ Teacher professional development	■ Identifies TPD needs	■	■	■	■	■	■
■ Career counseling for students	■	■	■ Establishes career counseling services	■ Career counseling for students (A)	■	■	■
■ Teaching and learning processes and conditions	■	■	■	■ Assesses teaching and learning conditions (E) ■ Ensures access for children with special educational needs	■	■ Analyse teaching and learning processes ■ Make recommendations for the improvement of teaching and learning processes	■

AUTONOMY AND ACCOUNTABILITY CAPACITIES BY FUNCTIONS	NATIONAL	REGIONAL		VET SCHOOLS			Remarks
	MoES	Regional VET Council	Regional Education Department	School Council	School Director	Teachers & Workshop Instructors	
■ Teacher professional development	■	■	■	■	<ul style="list-style-type: none"> <li>■ Participates in the identification of TPD courses</li> <li>■ Organizes regional TPD courses in the school</li> <li>■ Nominates experienced teachers as trainers in TPD courses</li> </ul>	<ul style="list-style-type: none"> <li>■ Provide feedback on the relevance and impact of TPD courses</li> <li>■ Participate in the work of a working group on the identification of topics for TPD</li> <li>■ Experiences teachers act as trainers in TPD courses</li> </ul>	■

## 7. FOCUS AREA: CENTRES OF EXCELLENCE AND THE REFORM OF REGIONAL VET NETWORKS

Ukraine views autonomy, excellence and innovation as key concepts in the reform of its VET institutions. The reform of VET institutions includes the transformation of existing VET institutions into Centres of Excellence and Innovation. These are 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 Centres of Excellence, which are grouped into six blocks:

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

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

- The VET centres 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 reskilling of adults;
- The Centres 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 Centres 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 centres 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:

- 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 focus group discussions have shown that VET staff have little knowledge of the aims and characteristics of a Centre of Excellence. However, the pilot survey has delivered interesting results with regard to their views of the functions of a Centre of Excellence.

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# ANNEX: PILOT PROJECT ON VET SCHOOL AUTONOMY/ACCOUNTABILITY

The VET school autonomy and accountability delineated by the above outline of the Analytical Framework can be piloted in a project with the following key features:

## KEY FEATURES OF A PILOT PROJECT ON VET SCHOOL AUTONOMY AND ACCOUNTABILITY

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