

AGENDA

LAUNCHING A POLICY DISCUSSION ON VET & SKILLS GOOD MULTI-LEVEL GOVERNANCE IN MOLDOVA.

VENUE: LEOGRAND RADISSON BLU HOTEL, MEETING ROOM
"BEGONIA" CHISINAU

18 FEBRUARY 2020

POLICY DIALOGUE FOR IMPLEMENTING VET GOOD MULTILEVEL GOVERNANCE APPROACH IN MOLDOVA: BACKGROUND AND WORKSHOP OBJECTIVES

1. BACKGROUND: VET GOVERNANCE AND POLICY MAKING IN MOLDOVA

Moldova has been implementing VET reform aimed at supporting the socioeconomic development of the country. VET Strategy 2013-2020 represents the main policy document that outlines the reform process and sets medium and long-term objectives aiming at strengthening the sector, aligning it to the national context and meeting European integration aspirations ⁽¹⁾.

Such Strategy for the Development of Technical Vocational Education (2013-2020) defines Moldova's vision for reforms in vocational education and training from a lifelong learning perspective. In concrete, the Moldavian VET strategy 2013-2020 aims at:

- a) Restructuring and modernizing VET network, and establishing Centres of Excellence,*
- b) Adjusting VET delivery to the labour market needs based on competences,*
- c) Enhancing the quality of VET through new curricula and QA and NQF developments,*
- d) Increasing teaching staff quality with student-centred lifelong learning approaches,*
- e) Improving the efficiency of VET funding resources,*
- f) Increasing VET attractiveness for the uptake of VET places by 10%.*

Following recent ETF analysis, VET governance in Moldova is typified as centralized ⁽²⁾. The Ministry of Education, Culture and Research (hereafter, MECR) is the key actor responsible for VET administration and policy development. It acts through its bodies, which include VET Department, NQF Department, LLL Department, Republican VET Centre and National Agency for Quality Assurance in Education and Research.

The Republican VET Centre ⁽³⁾ and Methodical Training Centre ⁽⁴⁾ (MT Centre) are supposed to provide a solid technical support to VET system, MECR and Ministry of Agriculture, Rural Development and Environment (MARDE). This includes:

- Promotion of VET policies;
- Development of the normative framework;
- Elaboration of curricula and development of methodologies;
- Carrying out training in career guidance and counselling;
- Coordination of the continuous training of the teaching and managerial staff (etc.).

However, following recent ETF Torino process report 2018-2020 it seems that these entities face difficulties to fulfil their attributions (e.g. lack of financial and human capacities; understaffing due to low wages).

In addition, other key stakeholders with a consultative role in VET governance and policymaking are followings: the Chamber of Commerce and Industry (CCI), Sector Skills Committees (SSCs), Employer's Organizations, Trade Unions, Council of VET students, donors (LED, ADA, GIZ, SDC and others) and bilateral development agencies. International stakeholders (ETF, USAID, UNDP, WB, ILO, and others) provide technical support for capacity building and VET reform implementation.

The role of civil society organisations (CSOs) allow linking private sector and VET system indeed. The organisation for small and medium enterprises (OSMED) is active in policy implementation, with training projects focused on developing entrepreneurial skills. Moreover, the role of Sectoral Skills Committees

⁽¹⁾ Many parts of this background is based on Torino process report Moldova (2018-2020)

⁽²⁾ See, for instance, ETF VET Governance inventory-Moldova country profile and Torino process 2018-2020.

⁽³⁾ Under MECR

⁽⁴⁾ Under MARDE

(SSCs) is required to balance VET offer and requirements of the labour market. SSCs were provided legal personality through the approval of the *Law on sectoral committees*. However, SSCs are not yet in a position to play all their roles efficiently. The existing six SSCs might have a limited role due to lack of capacities to implement their mission.

There are three main types of VET providers in Moldova: Centres of Excellence ⁽⁵⁾, Colleges and Vocational Schools. VET system provides programmes for qualifications in accordance with the NQF, such as qualified workers, foremen, technicians and other categories of specialists ⁽⁶⁾. This also includes dual training, which is organized in VET schools and in companies. Some other institutions, including universities are authorised to provide VET programmes for IVET or CVET.

The VET establishments in the agro-food sector and in healthcare professions have a *double subordination* to MECR and to their line ministries such as (MARDE) and Ministry of Health, Labour and Social Protection (MHLSP).

The funding sources of VET institutions are allocations from the state budget, own income (sale of products and services), the resources of projects financed from external sources and other revenues allowed by law. The main source of funding are the budgetary means. The institutions are funded in compliance with the number of students. The funding of VET institutions is based on previous costs and not really considering their real needs neither based on performance and/or outcome oriented. This, in turn, does not stimulate an efficient administration of resources favouring the lack of performance. However, financing of VET system is substantially benefiting from EU funding programs and other investments done by external donors.

Further, an important issue regarding both analytical and operational perspectives of overall governance arrangements in the country is that, in 2017, there has been an important change in the public administration based on the Public Administration Reform Strategy (2016-2018) in Moldova. As a summary, this concluded in a reduction of the number of ministries from sixteen to nine ones ⁽⁷⁾. All this is paramount for thinking on how to implement good multilevel governance (GMLG) approach in VET & Skills in the country ⁽⁸⁾.

2. OBJECTIVES OF THE WORKSHOP

Against this background, at this stage it is plausible to assume as necessary to know more in depth, how VET institutions and stakeholders are interacting and performing within this framework. More in concrete, on one hand, how these institutional changes and policy reforms are affecting the *operational architecture* of the VET public system in Moldova and, on the other, if such reforms are proving *efficiency* and *effectiveness* regarding VET strategic implementation and systemic change for the best benefit of Moldavian citizens and companies, as key users of the system.

In such a context, the MECR of the Republic of Moldova in cooperation with ETF are committed on assessing and evaluating in effective manner VET sector in Moldova. More in concrete, the MECR and

⁽⁵⁾ According to ETF Torino process report 2018-2020, it seems that Centres of Excellence are not capable to exercise their role accordingly to their official statute, due to the lack of human capacities and financial scarcity.

⁽⁶⁾ <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=372759>

⁽⁷⁾ In such process, the Ministry of Culture took over the fields of activity of the Ministry of Education, the Ministry of Youth and Sport and the research field of the Academy of Sciences of Moldova, with the name changed to the Ministry of Education, Culture and Research. The Ministry of Labour, Social Protection and Family took over the fields of activity of the Ministry of Health, with the change of the name in the Ministry of Health, Labour and Social Protection.

⁽⁸⁾ Multilevel governance is conceived as a process-driven approach for governing through shared responsibility and coordinated action. It can be defined as an arrangement for making binding decisions that engages a multiplicity of politically independent but otherwise interdependent actors – private and public – at different levels, of territorial aggregation, in more or less continuous negotiation, deliberation and implementation. All this does not assign exclusive policy competence or assert a hierarchy of political authority to any of these levels (Schmitter, 2004).

ETF will work together for implementing VET & Skills good multilevel governance approach for assessing VET system in the context of the last phase of implementation of Moldavian VET strategy.

ETF *VET Governance Toolbox* should support the implementation of such review indeed. This tool has to be used or just adjusted to be *inspiration* to support a tailored review of VET system in Moldova by zooming on following components:

- *Method for vision building.*
- *Assessment of institutional arrangements.*
- *Costing, Budgeting, Financing and Funding.*
- *Role of Social Partners linking VET policy to Labour Market needs.*
- *Territorial Governance (sub-national governance dimension).*
- *Monitoring and assessment of progress in VET multilevel Governance*

The ETF acknowledges that good multilevel governance in VET should be understood as a model for VET policy-making management based on coordinated action to effectively involve VET public and private stakeholders at all possible levels (international, national, sectoral, regional/local, provider) in objective setting, implementation, monitoring and review. Good multilevel governance in VET aims to reinforce the interaction and participation of such stakeholders while improving the relevance, accountability, transparency, coherence, efficiency and effectiveness of VET policies.

In the light of all these aspects, this workshop is the key *policy hub*⁽⁹⁾ for kick-starting and further monitoring implementation of ETF VET good multilevel governance approach.

The key objectives of this workshop are following:

- Sharing and exchanging among high level, other key country stakeholders and ETF, main views, ambitions, expectations and other key policy issues for implementing methodological approach on and review of VET & Skills good multilevel governance in the country.
- Collect relevant feedbacks to be incorporated in ETF final methodology-toolbox- to support smooth implementation of VET good multilevel governance review in the country.
- Agree with Moldavian high-level and other key stakeholders on the mutual approach and way forward to implement such institutional review based on ETF toolbox.

⁽⁹⁾ As a result of this workshop, a *steering committee* might be further created to monitor implementation of the GMLG review.

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MEETING ROOM “BEGONIA” - CHISINAU
Chair & Facilitation: MECR of Moldova & ETF

| Time | Session |
|---------------|---|
| 08:30 – 09:00 | Registration of participants |
| 09:00 – 09:45 | <p>Opening and objectives of the workshop</p> <p><i>Chair, Silviu Gincu, Ministry of Education, Culture and Research</i> <i>Fabien Schaeffer, EU Delegation</i> <i>Filippo Del Ninno, ETF</i></p> |
| 09:45 – 10:15 | <p>VET policies and system in Moldova: key rationales to implement good multilevel governance review in the country</p> <p><i>Silviu Gincu, Ministry of Education, Culture and Research</i></p> |
| 10:15-10:45 | Coffee break |
| 11:15-13:00 | <p>VET Good Multilevel Governance approach: an operational overview on ETF toolbox.</p> <p><i>Manuel Galvin, ETF</i> <i>Aran Avagyan, International expert</i></p> <p>Questions and Answers</p> <p><i>Facilitated by Filippo Del Ninno, ETF</i></p> |
| 13:00-14:00 | Lunch |
| 14:00-15:00 | <p>Key stakeholders’ panel: who is doing what, when and how?</p> <p>Participants: <i>Silviu Gincu, Ministry of Education, Culture and Research,</i> <i>Anna Gherganova, Ministry of Labour and Health</i> <i>Vladislav Caminschi, National Confederation of Employers</i> <i>Petru Chiriac, National Confederation of Trade Unions</i> <i>Alexandra Raețchi, Centre of Excellence in Light Industry</i></p> <p><i>Facilitated by Manuel Galvin, ETF</i></p> |
| 15:00-16:00 | <p>Working groups (by themes): Feedbacks for applying ETF toolbox fit to Moldavian policy context and needs.</p> <p><i>Facilitated by ETF</i></p> |
| 16:00-16:15 | Coffee break |
| 16.15-17:00 | <p>Making sense of the discussions: Reporting on main working group conclusions. Further expectations, opportunities vs. threats: Agreeing on next steps.</p> <p><i>Silviu Gincu, Ministry of Education, Culture and Research</i> <i>Manuel Galvin, ETF</i></p> |

OPEN SPACE

Open Space is a platform developed by the ETF - European Training Foundation, that enables knowledge sharing and communication among people interested in learning and skills. It was designed to share relevant information and get real-time feedback from relevant communities and experts.

We warmly invite you to participate in the promotion of this interactive space of the ETF:

- Click here (<https://openspace.etf.europa.eu>) and [register yourself](#)
- Follow the page on [Multilevel Governance](#) and the [VET Governance Toolkit](#)

The aims of ETF Open Space are Expertise-development, knowledge and information-sharing among people working on VET and lifelong learning. It brings together themes such as teacher training, work-based learning, skills needs, qualifications and so on, on one, single, community.

We stand for inclusiveness, improving human capital development and flexibility in an increasingly complex education and training systems. We think digital. We work together for brighter and better future. We believe **YOU** can have a saying in shaping the policies on the future of skills.

We already have more than 900 members. They are experts, ministry officials, and professionals in guidance, curricula development, teachers and researchers. Join the discussion and help us share knowledge on skills.



KEY VET & SKILLS GOVERNANCE AND FINANCING METHODOLOGICAL TOOLS

▪ FRAMEPROJECT: VISION BUILDING & RIA

Implemented in Western Balkans & Turkey

<https://www.etf.europa.eu/en/publications-and-resources/publications/guide-review-institutional-arrangements>

https://www.etf.europa.eu/sites/default/files/m/FED98CBE2E204CC1C1257B720050DB20_01.%20Frame%20-%20Project%20description.pdf

▪ MAPPING VET & SKILLS GOVERNANCE/INSTITUTIONAL COOPERATION/MONITORING GOVERNANCE ARRANGEMENTS

Inventory (See annex 1 methodology)

<https://www.etf.europa.eu/en/publications-and-resources/publications/governance-arrangements-vocational-education-and-training>

Institutional cooperation analysis in Serbia

<https://www.etf.europa.eu/en/publications-and-resources/publications/institutional-cooperation-and-coordination-skills>

Example of MLG approach & Sectoral analysis Serbia

<https://www.etf.europa.eu/en/publications-and-resources/publications/ict-sector-skills-needs-analysis-vojvodina-vet-multilevel>

ETF GEMM project implemented in South Mediterranean (mapping results and methodological implementation)

https://www.skillsforemployment.org/KSP/en/Details/?dn=WCMSTEST4_147660

<https://onlinelibrary.wiley.com/doi/abs/10.1111/ejed.12190>

▪ ASSESSMENT OF VET STRATEGIES GOVERNANCE & FINANCING (EX-ANTE)

ETF PC implementation: Montenegro

https://www.etf.europa.eu/sites/default/files/2020-01/assessing_vet_governance_and_financing_methodology.pdf

▪ VET COSTING AND FINANCING (GUIDANCE NOTE)

<https://www.etf.europa.eu/en/publications-and-resources/publications/cost-and-financing-analysis-vet-guidance-note>