



TORINO PROCESS 2016-17

RUSSIA

EXECUTIVE SUMMARY

Executive summary of the Torino Process 2016–17 Russia report.

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1. Introduction

The analysis, performed as part of the national report submitted by the Russian Federation in 2014, identified the following key prospective areas for developing Russia's vocational education and training (VET) system in the coming years:

- develop mechanisms for implementing public-private partnerships at federal, regional and institutional levels;
- create a shared space for VET methodology (methodological guidance; teacher training, including internships; promotion of the WorldSkills Russia movement);
- promote inclusive VET;
- develop a system to identify, support and assist talented young people in VET.

The analysis performed in 2016 reveals that the prospective areas identified in the previous report evolved further in the period between 2014 and 2016. Certain adjustments were made based on the country's specific circumstances in the past two years. These circumstances were mainly due to a challenging socio-economic situation. In the last two years (2015–2016), Russia has faced a difficult foreign policy environment and an economic crisis.

The more significant developments in education and VET policies outlined in the 2014 report have continued since the preceding round of the Torino Process. Priority areas for the VET system are defined in the roadmap pursuant to the package of measures aimed at improving secondary VET between 2015 and 2020 (Government Order No 349-p of 3 March 2015):

- ensure that graduates' qualifications address the current economic demand;
- consolidate the resources of business, government and VET providers in developing the secondary VET system;
- monitor the quality of VET.

Current developments in the VET system are coordinated with the government's policies aimed at import replacement, i.e. efforts to replace imports by domestically produced goods.

Modernisation of the national qualifications system is underway, as is the formation of an expert community at regional level.

In 2016, for the first time, regional (sub-national) reports were prepared that largely confirm the general trends in the development of the country's VET system. See full report, Annex 4 (Sub-national dimension report) for brief overviews of regional reports from the Republic of Mari El and the city of St. Petersburg. Annex 5 of the full report (Examples of good practice) is based on materials provided by the Leningrad region.

2. Main findings

Vision and progress

This section features country information and a brief update on social, political and economic developments since the preceding round of the Torino Process. Despite the difficult socio-economic conditions caused by the economic crisis and the introduction of sanctions by European Union countries against Russia, the country's situation began to stabilise in 2015.

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The VET policy priorities are as follows:

- implementing better mechanisms for employer involvement in training and assessing training outcomes;
- further developing qualifications assessment mechanisms;
- facilitating the continuing professional development of VET directors;
- designing and implementing secondary VET teacher training schemes by tertiary education, VET and continuing VET (CVET) providers;
- implementing a package of measures focused on career guidance for school students and on the provision of secondary VET by combining classroom learning with work-based learning;
- facilitating access to secondary VET for persons with special health needs and disabilities.

A roadmap has been designed and approved to implement a package of measures to improve secondary VET; a system has been developed to monitor the quality of secondary VET training. Work is underway to promote lifelong learning and provide mechanisms to keep young people aware of learning opportunities available to them and to support scientific, creative and entrepreneurial activity.

Efforts are ongoing to develop, update, adapt and implement occupational standards. This work is led by the Russian Ministry of Labour and Social Protection and the Russian Union of Industrialists and Entrepreneurs (RSPP) and is coordinated by the National Agency for Qualifications Development. Good progress has been made in areas such as implementing and supporting the qualifications assessment system and training regional experts.

The legislative framework for VET has been updated to include new primary and secondary legislation governing the modernisation of VET.

Effectiveness and efficiency in addressing economic and labour market demand

This section provides an overview of economic and labour market factors that shape the demand for skills. As noted above, Russia has been facing a macroeconomic decline since 2014 due to the falling prices of oil and other export commodities. Inflation has been on an upward trend, although its growth halted in 2015. Population ageing is also a challenge. According to forecasts by the Ministry of Economic Development, the recession will end in 2017 and will be followed by growth reaching 2.2% by 2019.

This section also provides data on the economically active population, employment by gender and youth unemployment. It concludes that the current challenges call for the intensification of production through better technology, and research and development.

The level of pay is a major challenge and differs vastly across regions, industries and job positions. The average pay of workers with secondary VET stands at 62% of what is paid to university-educated employees.

In terms of skills demand and supply, surveys reveal shortages of skilled workers and mid-level specialists and an overall lack of the social and behavioural skills needed in the workplace.

The government has used sector labour market data to set vocational training targets at federal and regional levels in an effort to find solutions that reliably identify skills demand. Major employers have been invited to help forecast skills needs.

In June 2015, the Ministry of Labour and Social Protection and the Ministry of Education and Science approved a policy document establishing a system of medium-term and long-term employment forecasting to support better target setting for secondary VET and/or higher education providers financed from the federal budget.

Occupational standards for micro-level skills (i.e. for certain occupations) will be prepared by industry and will serve as guidance for VET providers in gauging the demand for such skills.

In terms of solutions for matching skills supply with demand, the overall trend has been towards decentralised models (cluster or network-based models) for managing the VET system. Such models were found to support the optimal use of public-private partnerships and resource allocation to VET (including human, physical, technological, financial and other resources). A major challenge for labour market data generation has been the lack of consistency between Rosstat's¹ indicators for labour market data, on the one hand, and for the VET system data, on the other.

The analysis of factors that facilitate or impede the transition to work indicates that external factors related to the labour market and broader economy may affect access to employment more than the VET system's internal factors.

This section highlights efforts at federal and regional levels to provide career guidance to VET students and graduates, both employed and unemployed. Access to work through business creation and self-employment is also covered.

Effectiveness and efficiency in addressing demographic, social and inclusion demand

According to the review of the socio-demographic factors that shape the demand for VET provision, the key factors dominating the social inclusion agenda since the preceding round of the Torino Process and affecting VET demand and provision include broader demographic factors and access to

¹ Russian Federal State Statistics Service

VET for persons with special health needs and for vulnerable and disadvantaged young people and migrants.

Arrangements for promoting and facilitating learners' access to the VET system are outlined in this section. Under Russian law, access to the VET system is universal. Demand for VET has been on an upward trend since new requirements made it more difficult for school leavers to pass the Unified State Exam with a high enough score to be eligible for university admission. The VET system is increasingly accessible compared to higher education. To ensure access to the formal VET system in the context of the economic crisis and sanctions, the government has been subsidising VET. In particular, the unemployment prevention programmes offer individuals at risk of becoming unemployed opportunities to reskill. Russian regions are expected to establish a network of model VET institutions with a mandate to provide guidance and facilities for inclusive secondary VET and initial VET for persons with disabilities and special health needs.

Measures to increase the attractiveness of VET include consistent steps to provide career guidance to young people. Approaches include regional web portals to deliver career guidance; the concept of career self-determination in the context of continuing education (the final version of the concept is dated December 2015); and the strategy for supporting the career self-determination of students between 2015 and 2020. Jointly with other federal authorities and organisations, the Ministry of Education and Science has designed and is now implementing a package of measures focused on providing better career guidance in schools and on promoting secondary VET by combining classroom learning with work-based training. The implementation plan covers 2014 to 2018. The www.wil.ru and www.spo.wil.ru web portals were launched in late 2015 to provide updated information on VET opportunities available to persons with disabilities.

The report indicates that there are no known constraints that could affect access to higher levels of education or training, in general or for specific groups of participants in VET. Likewise, there are no known reasons why vulnerable population groups or young people would be excluded from training or from accessing the labour market. Federal and regional authorities, public employment services, employers' associations and other organisations work together to implement the constitutionally guaranteed right to education and employment. Steps have been taken to support access to training and employment for migrants. Specific measures taken as part of the VET system's response to socio-economic and inclusion demand and objectives are outlined in answers to questions C5–7 (see full report).

Internal efficiency of the VET system

The following are the most significant changes undertaken in 2015 and 2016 to improve the VET system's internal efficiency.

- A legislative framework for the independent assessment of qualifications is almost finalised (a federal law was adopted by the State Duma and the Federation Council in June 2016).
- The 'Teacher of vocational training, VET and CVET' occupational standard is approved.
- The Ministry of Education and Science launches an initiative to monitor the quality of VET.
- Regions are piloting projects to use pension fund data to monitor VET graduates' employment.
- The Ministry of Education and Science's Department of VET and Continuing VET Policies designs guidelines for providing human resources to the secondary VET system until 2020.
- Effective employment contracts are introduced in the VET system.

- Comprehensive programmes for VET development are piloted in 57 regions based on co-financing by the federal and regional authorities and employers.
- Work-based learning models are promoted as part of practice-oriented VET at regional level.
- The Ministry of Education and Science initiates a competitive selection of hosting regions for the establishment of inter-regional competence centres.
- The Ministry of Labour and Social Protection sets up the Resource Centre for Vocational Training, Retraining and Continuing Training.
- Federal VET methodology associations are established.
- A demonstration examination is added to the final assessment of VET graduates.

Governance and policy practices in the VET system

There has been no significant change in the distribution of functions and responsibilities between various government levels. Regional authorities continue to play a key role in the governance of the VET system. At the same time, the autonomy of VET providers has been growing. Non-state actors, such as employers, employers' associations and the expert community, have also played an increasing role in VET. The financing of VET is an ongoing concern, addressed by both public allocations and provider efforts to access extra-budgetary sources. The federal law on public-private partnerships adopted in July 2015 is expected to open up new opportunities for creating a better infrastructure for VET.

3. Recommendations for action

Russia's priorities for VET policy for the period up to 2020 are as follows:

- engaging stakeholders in the implementation and promotion of public-private partnerships at federal, regional and provider level and providing mechanisms for the independent assessment of qualifications;
- providing state support for the modernisation of the VET system via subsidies granted to Russian regions to finance regional VET development programmes;
- creating a shared space for VET methodology (i.e. the ongoing elaboration of VET methodology tools; continuing professional development of VET directors; designing models for training secondary VET teachers at higher education, VET and CVET institutions; and promoting WorldSkills Russia);
- implementing a package of measures focused on career guidance for school students and on providing secondary VET by combining classroom learning with work-based learning;
- developing inclusive VET and taking further steps to provide barrier-free learning.

MORE INFO

To find out more about the Torino Process, compare reports, and much more, visit the Torino Process dedicated website at:

www.torinoprocess.eu

Torino Process blog: blog.torinoprocess.eu

For information on ETF activities please visit:

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