

Annex 2: The Policy Options Determining Operations of Public Training Centres

THE POLICIES AND STRUCTURES DETERMINING OPERATIONS OF PUBLIC TRAINING CENTRES

***By Vladimir Gasskov
ILO, SAAT, New Delhi***

Slide 1

PRINCIPAL FACTORS DETERMINING PTC's OPERATIONS

- *DEMAND FOR SKILLS IN THE SOCIETY AND THE LABOUR MARKET*

- *GOVERNMENT ADMINISTRATION POLICIES ON PUBLIC EDUCATION AND TRAINING*

- *NATIONAL VOCATIONAL TRAINING POLICIES*

- *PTCs' STRUCTURES AND CAPABILITIES*

Slide 2

PART I: DEMAND FOR SKILLS IN THE SOCIETY AND THE LABOUR MARKET

- *EXISTING STRUCTURES AND LEVELS OF JOBS IN INDUSTRY AND SERVICES*

- *MODELS OF SKILL TRAINING AND EMPLOYMENT PREFERRED BY EMPLOYERS*

- *SOCIAL PRESTIGE OF VOCATIONAL SKILLS*

- *MARKET ACCEPTANCE OF NON-PROFESSIONALISM*

- *INCENTIVES FOR SKILLS ACQUISITION (SKILL LEVEL - WAGE LEVEL)*

Slide 3

PART II: GOVERNMENT ADMINISTRATION POLICIES ON PUBLIC EDUCATION AND TRAINING

- *CONCEPT OF PUBLIC TRAINING SERVICE*

- *STRUCTURE OF TRAINING SYSTEM*

- *CONFIGURATION OF TECHNICAL SUPPORT SERVICES*

- *MANAGEMENT ARRANGEMENTS REGARDING PTCs*
 - *LEGAL STATUS*
 - *MANAGEMENT STRUCTURES*
 - *EMPLOYMENT STATUS OF STAFF*
 - *OPERATIONAL AND FINANCIAL AUTONOMY*

- *MANAGEMENT MODEL IN THE PUBLIC EDUCATION AND TRAINING SECTOR*

Slide 4

CONCEPT OF *PUBLIC* TRAINING SERVICE

- *CONCEPT OF PUBLIC SERVICES:*
 - AS PART OF SOCIAL SERVICE DISTRIBUTION SYSTEM OFFERED TO ELIGIBLE BENEFICIAIRES
 - AS AN EFFICIENT GOVERNMENT UNDERTAKING PROVIDING COMPETITIVE SERVICES TO CITIZENS

- *DELIVERY OF PUBLIC SERVICE:*
 - SOLELY BY PUBLIC TRAINING SYSTEM
 - FINANCED BY GOVERNMENT BUT DELIVERED BY PUBLIC AND PRIVATE PROVIDERS

- *IMPLICATIONS TO PTCs:*
 - EXPECTED LEVEL OF OPERATIONAL EFFICIENCY AND FLEXIBILITY
 - RELEVANT SKILLS AND INCENTIVES

Slide 5

STRUCTURE OF TRAINING SYSTEM

- *INITIAL VET INSTITUTIONS*
 - OFFER A MIX OF EDUCATIONAL AND VOCATIONAL SUBJECTS
 - MANY GRADUATES CONTINUE INTO FURTHER EDUCATION
 - SKILL TRAINING COURSES OFTEN DO NOT REFLECT JOB MARKET REQUIREMENTS

- *LABOUR MARKET TRAINING CENTRES*
 - TRAIN SCHOOL DROP-OUTS AND UNEMPLOYED
 - PROVIDE MOSTLY JOB-RELATED TRAINING

- *TRAINING CENTRES SUPEVIZED BY DIFFERENT MINISTRIES*

- *IMPICATIONS TO PTCs:*
 - LACK OF COORDINATION BETWEEN TRAINING SYSTEMS AND INSTITUTIONS
 - OVERLAP OF COURSES /CERTIFICATES
 - CONFIGURATION OF TECHNICAL SUPPORT SERVICES

Slide 6

- *SUPPORT SERVICES INVOLVE:*
 - VOCATIONAL QUALIFICATIONS DEVELOPMENT
 - COURSE DESIGN AND CURRICULUM DEVELOPMENT
 - TEACHER TRAINING
 - TESTING AND CERTIFICATION
 - QUALITY ASSURANCE

- *SERVICES CAN BE PROVIDED BY:*
 - MINISTRY
 - AUTONOMOUS PROFESSIONAL BODIES
 - TRAINING CENTRES THEMSELVES

- *IMPLICATIONS TO PTCs:*
 - IF SERVICES ARE CENTRALIZED, PTCs HAVE NO SAY
 - IF SERVICES ARE DECENTRALIZED, STAFF NEED TO BE TRAINED

Slide 7

MANAGEMENT ARRANGEMENTS REGARDING PTCs

- *OPTION I:*
 - TRAINING INSTITUTIONS ARE DIRECTLY ADMINISTERED BY GOVERNMENT AGENCIES/ MINISTRIES

- *OPTION II:*
 - AUTONOMOUS TRAINING INSTITUTIONS

- *IMPLICATIONS :*
 - - DIFFERENCE CAN BE ENORMOUS IN THE NEED FOR MANAGEMENT KNOWLEDGE, PROFESSIONAL SKILLS, FREEDOM AND FLEXIBILITY

Slide 8

PTCs DIRECTLY ADMINISTERED BY GOVERNMENT AGENCIES

- *HIGH CENTRALIZATION : IMPORTANT DECISIONS MADE OUTSIDE PTCs*

- *STAFF ARE CIVIL SERVANTS WITH HIGH EMPLOYMENT SECURITY AND OFTEN LOW COMMITMENT*

- *NO OR LIMITED FREEDOM IN GENERATING AND MANAGING REVENUES*

- *CHRONIC UNDER FUNDING*

- *OPERATIONAL COSTS AND EFFICIENCY MAY HAVE LITTLE IMPORTANCE*

- *LOW OPERATIONAL FLEXIBILITY IN LAUNCHING NEW COURSES, ETC.*

Slide 9

AUTONOMOUS TRAINING CENTRES

- *REGISTERED AS PUBLIC CORPORATIONS*
- *ADMINISTERED BY THEIR MANAGEMENT BOARDS APPOINTED BY GOVERNMENTS*
- *OPERATE WITHIN GOVERNMENT-OUTLINED FINANCIAL AND ACCOUNTABILITY FRAMEWORK*
- *MANAGEMENT BOARDS EMPLOY CEO, STAFF ARE EMPLOYED BY CEO*
- *OPERATE THROUGH SERVICE CONTRACTS SIGNED WITH GOVERNMENT AGENCIES*
- *LAND, PREMISES AND EQUIPMENT FOR EFFICIENT MANAGEMENT*
- *OFFERED SPECIFIED FREEDOM TO GENERATE AND MANAGE REVENUES*
- *GIVEN FULL ACADEMIC FREEDOM*
- *FOR PUBLICLY FUNDED COURSES COMPLY WITH TRAINING OBJECTIVES AND QUALITY REQUIREMENTS*

Slide 10

CHALLENGES OF AUTONOMOUS PTCs

- *CHANGE IN THE MANAGEMENT CULTURE*

- *CAPABILITY TO OPERATE AS AN AUTONOMOUS INSTITUTION*

- *COMBINE PUBLIC AND INSTITUTIONAL (PRIVATE) INTEREST*

- *COMBINE FULL-TIME AND PART-TIME STAFF*

- *COMPETE IN THE SERVICE MARKET*
- *RECEIVE AND MANAGE PROPERTIES AND REVENUES APPROPRIATELY*
- *DEVELOP HIGH QUALITY PROFESSIONAL AND TEACHING STAFF*

Slide 11

TRENDS IN STRUCTURING VET SYSTEMS

- *MINISTRY'S ROLE IN MANAGING VET OPERATIONS REDUCED; THEIR ROLE IN POLICY DEVELOPMENT STRENGTHENED*
 - *TECHNICAL SUPPORT FUNCTIONS SHIFTED FROM MINISTRIES TO SEPARATE BODIES*
 - *AUTONOMOUS LABOUR MARKET TRAINING AGENCIES SET UP WHICH OPERATE TRAINING CENTRES*
 - *NATIONAL/INDUSTRY TRI-PARTITE TRAINING COUNCILS SET UP AS ADVISORY BODIES*
 - *PUBLIC VET PROVIDERS CONVERTED INTO SELF-MANAGED INSTITUTIONS*

Slide 12

MANAGEMENT MODEL IN THE PUBLIC SERVICE SECTOR

- *TARGET SETTING (STRATEGIC MANAGEMENT VERSUS REPETITIVE OPERATIONS)*
- *PLANNING OF TRAINING DELIVERY*
- *PLANNING OF TRAINING SYSTEM'S DEVELOPMENT*
- *FINANCING SCHEMES*
- *PERFORMANCE AND EFFICIENCY MEASUREMENT*
- *ACCOUNTABILITY AND REPORTING REGIME*

Slide 13

STRATEGIC MANAGEMENT

- *DEFINING A MISSION STATEMENT (MAJOR OBJECTIVE) FOR THE TRAINING SYSTEM*
- *MANAGEMENT EVALUATION OF TRAINING SYSTEM*
- *DEFINING NATIONAL PRIORITY TARGET GROUPS*
- *SETTING UP NATIONAL TRAINING TARGETS*
- *PRODUCING DEVELOPMENT SCENARIO (STAGES, STRATEGIES, ETC.)*
- *PLANNING AND IMPLEMENTATION*

Slide 14

APPROACHES TO PLANNING OF TRAINING DELIVERY

- *STUDENT DEMAND-DRIVEN PLANNING LINKS VET COURSES TO THE STUDENT PRIORITIES*
- *LABOUR MARKET SIGNALS-BASED PLANNING LINKS VET DELIVERY TO THE JOB VACANCIES AND INDUSTRIAL PROJECTS*
- *STRATEGIC PLANNING LINKS VET DELIVERY PLANS TO ANTICIPATED LONG-TERM ECONOMIC AND HRD NEEDS*
- *VET PLANNING DECISIONS INVOLVE:*
 - *LISTING TRAINING PROGRAMMES WHICH WILL BE PUBLICLY FINANCED*
 - *EXPANSION/REDUCTION OF ENROLMENTS ON CERTAIN COURSES AND FOR PRIORITY GROUPS*
 - *SPECIFYING OUTPUTS (TYPES/LEVELS OF QUALIFICATIONS TO BE PRODUCED)*

Slide 15

FINANCING TRAINING CENTRES

- *FUNDING AS DISBURSEMENT :*
 - *FUNDING PER SCHOOL RATHER THAN PER RESULTS AND PLANS*
 - *ASSUMES LOW ACCOUNTABILITY OF TRAINING MANAGERS*
- *OUTPUT-BASED OR PERFORMANCE-BASED FUNDING*
 - *DIRECT INSTITUTIONS' PERFORMANCE AND OUTPUTS TOWARDS CERTAIN PRIORITIES AND TARGETS*
- *EACH FINANCING SCHEME:*
 - *SENDS CERTAIN SIGNALS TO TRAINING INSTITUTIONS*
 - *INSTITUTIONS RESPOND TO IT IN THE WAY IT WOULD BENEFIT THEM THE MOST*

Slide 16

PERFORMANCE -BASED FUNDING

- *ENROLMENT - BASED FUNDING*
 - *ENCOURAGES PROVIDERS WHICH ATTRACT AND RETAIN MORE STUDENTS*
 - *PROMOTES LOW-COST COURSES RATHER THAN EXPENSIVE ONES*
 - *RESULTS IN SELECTING MORE CAPABLE STUDENTS*
- *DIFFERENTIATED GRANTS PER STUDENT IN DIFFERENT COURSES*
 - *COMPLEX AND MORE EXPENSIVE COURSES CAN BE ASSIGNED HIGHER FUNDING RATES PER STUDENT*
 - *PRIORITY COURSES CAN BE PROMOTED*
- *FINANCING NATIONAL TARGET GROUPS*
 - *SPECIAL ENROLMENT-BASED GRANTS OFFERED PER STUDENT BELONGING TO PRIORITY GROUPS (DISADVANTAGED)*

Slide 17

OUTPUT-BASED FUNDING OF PTCs

- *ADDITIONAL GRANTS LINKED TO THE PERCENTAGE OF GRADUATES WHO ACCOMPLISHED COURSES WITH CERTIFICATES, AS WELL AS TO THE LEVELS OF CERTIFICATES;*
- *ADDITIONAL GRANTS LINKED TO THE PERCENTAGE OF GRADUATES WHO FIND JOBS AND REMAIN EMPLOYED FOR A CERTAIN PERIOD OF TIME*
 - *MOSTLY APPLICABLE TO LABOUR MARKET TRAINING PROGRAMMES*

Slide 18

VET ADMINISTRATORS' PROFESSIONAL MANAGEMENT SKILLS

- *IDENTIFYING AND PRIORITIZING PUBLIC DEMAND FOR VET SERVICES*
- *STRATEGIC MANAGEMENT SKILLS*
- *MEASURING VET SYSTEM'S PERFORMANCE, OUTPUTS AND OUTCOMES AND INCORPORATING IT INTO MANAGEMENT DECISIONS*
- *MANAGING EQUITABLE ACCESS TO TRAINING SERVICES*
- *DEVELOPING INCENTIVES FOR PTCs TO OPERATE FLEXIBLY AND EFFICIENTLY*

Slide 19

PART III: TRAINING SYSTEM'S POLICY FRAMEWORK/1

- *PRINCIPAL ASSUMPTIONS REGARDING WHAT VET CAN AND WHAT IT CAN NOT DO*
- *VET SYSTEM'S MISSION STATEMENT (TO WHAT PUBLIC NEED SHOULD THE VET SYSTEM RESPOND?)*
- *GOVERNMENT'S AND SOCIAL PARTNERS' RESPONSIBILITIES FOR VET*
- *CITIZENS' RIGHTS TO PUBLIC VET SERVICES: PRINCIPLES OF DISTRIBUTION, ELIGIBILITY AND CONDITIONS, EQUITY*
- *EDUCATION AND TRAINING AVENUES*
- *PRINCIPAL TYPES OF PUBLIC VET PROVIDERS; RULES FOR ESTABLISHMENT AND ACCREDITATION*
- *ROLE AND RULES FOR PROPRIETARY TRAINING*

Slide 20

TRAINING SYSTEM'S POLICY FRAMEWORK/2

- *VET PRIORITY AREAS AND TARGET GROUPS*
- *CONCEPT OF LEARNING (CONTINUING, ON THE JOB, DISTANCE, MODULAR)*
- *PRIORITIES OF THE VET SYSTEM'S DEVELOPMENT*
- *REQUIREMENTS FOR VET INSTRUCTORS*
- *CONCEPT OF VET QUALIFICATIONS (NATIONAL/ SECTORAL; KNOWLEDGE-BASED OR COMPETENCE-BASED)*
- *NATIONAL CURRICULUM FRAMEWORK (OBLIGATORY/OPTIONAL SUBJECTS; FOUNDATION/ JOB SPECIFIC SKILLS)*
- *CONCEPT OF SKILL ASSESSMENT AND CERTIFICATION*
- *CONCEPT OF TRAINING QUALITY ASSURANCE*

Slide 21

VET POLICY IMPLEMENTATION MECHANISM

- *BEAUTIFUL POLICY STATEMENTS ARE NOT ENOUGH*
- *IMPLEMENTATION MECHANISM TO BE ESTABLISHED*
- *NATIONAL TRI PARTITE VET COUNCILS TO BE IN CHARGE OF POLICY DEVELOPMENT AND IMPLEMENTATION*
- *POLICY IMPLEMENTATION TO BE PART OF THE NATIONAL VET DEVELOPMENT SCENARIO*
- *POLICIES TO BE EVALUATED AND REFINED OVER TIME*

Slide 22

PART IV: PTCs' STRUCTURES AND CAPABILITIES/1

- *PTCs USUALLY HAVE VERY SIMILAR CENTRALLY DETERMINED STRUCTURES*
- *SOME LARGE CENTRES MAY HAVE SPECIALIST UNITS WORKING ON CURRICULUM DEVELOPMENT, TESTING STUDENTS, ETC.*
- *TEACHING STAFF MAY MAINTAIN A LOT OF AUTONOMY, PRINCIPALS HAVE PROBLEMS TO COMPLY WITH RULES*
- *NATIONAL STANDARDS CAN BE SET FOR VTC BUILDINGS, EQUIPMENT, STAFFING, AND RESOURCE LEVELS*
- *IMPLEMENTATION OF RULES ASSURED BY CENTRAL INSPECTORATES*

Slide 23

PTCs' STRUCTURES AND CAPABILITIES/2

- *CENTRAL STANDARD CURRICULUM*
- *QUALITY OF INSTRUCTORS*
- *FREEDOM AND CAPABILITY TO LAUNCH NEW COURSES*
- *FREEDOM OF PLANNING ENROLMENTS*
- *OFFERING SHORT AND LONG COURSES*
- *HANDLING FULL-TIME AND PART-TIME STUDENTS*
- *FUNDING LEVELS AND SCHEMES*
- *EFFICIENT RESOURCE UTILIZATION*

Slide 24

POTENTIAL FOR PTCs IMPROVEMENTS

- *MANY ACTIVITIES ARE PRE-DETERMINED BY GOVERNMENT*
- *SENIOR VET ADMINISTRATORS NEED CONTINUING UPGRADING IN POLICY AND MANAGEMENT OPTIONS*
- *PROVIDERS OF TRAINING SUPPORT SERVICES NEED REGULAR UPGRADING*
- *PTCs' IMPROVEMENTS DEPEND ON CAPABILITIES AND COMMITMENT OF THE PTCs' STAFF*
- *PTCs' DIRECTORS NEED MANAGEMENT TRAINING*
- *TEACHERS NEED REGULAR UPGRADING*

Slide 25

ENABLING LEGISLATION FOR AUTONOMOUS TRAINING CENTRES/1

- *STATE SECTOR ACT PROVIDES FOR:*
- *CEO OF THE INSTITUTION BEING AN EMPLOYER OF ALL STAFF*
- *THE COUNCIL OF EACH INSTITUTION BEING AN EMPLOYER OF CEO*
-
- *PUBLIC FINANCE ACT PROVIDES FOR:*
- *LISTING TRAINING INSTITUTIONS AS GOVERNMENT OWNED*
- *STATEMENT OF INTENTIONS*

- *OUTLINE OF FINANCIAL STATEMENTS, ACCOUNTING, ETC.*

EDUCATION ACT :

- *PROVIDES VET INSTITUTIONS WITH NECESSARY ACADEMIC AND OPERATIONAL FREEDOM*
- *DEFINES NATIONAL INTERESTS IN VET*