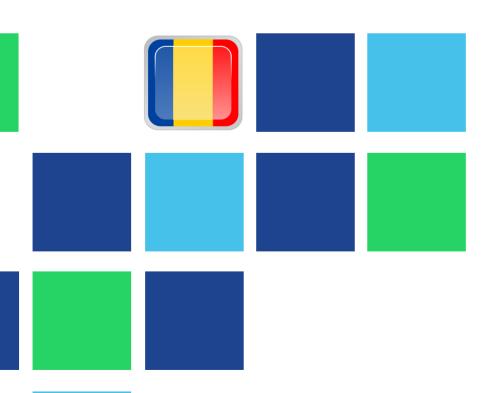


IMPLEMENTING EUROPEAN PRIORITIES IN VET

Making national VET agile, flexible, innovative, attractive, inclusive and quality assured

ROMANIA





Implementing European priorities in VET

Making national VET agile, flexible, innovative, attractive, inclusive and quality-assured:

Romania



Thematic perspectives provide national overviews of specific themes in a common format and offer comparative dimension across the EU Member States, Iceland and Norway.

This thematic perspectives series complements the general information on vocational education and training (VET) policies and systems provided in VET in Europe database and the Timeline of VET policies in Europe. The themes presented in the series feature high on the European agenda.

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CHAPTER 1. Introduction

The Romanian National implementation plan (NIP) for vocational education and training (VET) (Ministry of Education, & Ministry of Labour and Social Solidarity, 2021), was developed at the initiative of the National Centre for TVET Development under the coordination of the Ministry of Education and in cooperation with the Ministry of Labour and Social Solidarity, National Qualifications Authority and other stakeholders.

The NIP takes stock of the EU objectives in the 2020 Osnabrück Declaration and Council Recommendation on VET, and addresses key issues of the national VET system by setting priorities and measures based on the following policy documents on the development and modernisation of initial and continuing VET: Educated Romania – vision and strategy until 2030; Education and employment operational programme (ESF); National recovery and resilience plan; and National employment strategy 2021-27.

The main challenges addressed by the NIP focus on improving the relevance, access, flexibility, attractiveness and quality of initial and continuing education and training programmes to support the development of a competitive economy.

CHAPTER 2. Main policy developments in 2023

2.1 Agile and resilient VET, adaptive to labour market needs

In December 2023, the government approved 'Adult national training strategy 2023-27' developed by the Ministry of Labour and Social Solidarity. It aims at increasing adult participation in lifelong learning from 5.9% in 2022 to 12% in 2027 though more and better formal, non-formal and informal learning opportunities, including continuing VET. The specific objectives include:

- (a) strengthening the stakeholder role and partnerships in policy making;
- (b) better tailoring the adult training offer;
- (c) creating a culture of learning throughout life;
- (d) implementing quality assurance in adult training;
- (e) promoting inclusion, social equity, green and digital skills.

In 2023, the number of persons who successfully confirmed their competences through the validation of non-formal and informal learning (1) based on occupational/vocational training standards was around 18 000. This is double the 2021 figure (2). A national project on NQF implementation (POCA) supported the development of an online platform (to be open to public in 2024) with unique assessment tools for 30 occupations at EQF levels 1-3 and allowing for theoretical assessment (within the validation process) to take place online.

In December 2023, the EU co-financed ReConect project was completed. It introduced new tools and mechanisms for: graduate tracking, skill need anticipation, and monitoring and evaluation of policies on VET and active employment.

⁽¹) The legal framework for validation of non-formal and informal learning is based on the Ministerial Order no. 4543/468 from 23.08.2004, modified by Orders no. 3329/81/2005 and no.4478/1783/2012 https://legislatie.just.ro/Public/DetaliiDocument/55631

⁽²⁾ Based on the National Register of evaluation and certification



The graduate tracking system was upgraded from surveys at county level 6 and 12 months after graduation to the administrative tracking from several databases in combination with online questionnaires (mainly qualitative in VET) allowing analysis at national, regional, county and school levels. The data cover upper-secondary (ISCED 3) tertiary non-university (ISCED 4), higher education (ISCED 5-8), and adult training (authorised) programme graduates, and are available on a dedicated online platform (not yet open to public). In initial VET, administrative data have been collected for all graduates since 2017/18: at the time of graduation and for another 5 consecutive years. Adult training data are collected each month and then for 5 consecutive years for each graduate.

The skill needs anticipation ranges from short to medium/long term. The former is now using the questionnaire-based surveys of employers offering in-company training in VET; the surveys provide a combination of quantitative and qualitative information, including the number of staff, vacancies, employment of recent graduates, the planned hirings in the next 12 months, including justification as well as employer satisfaction with graduate skills. The latter uses forecasts based on econometric projection models at national and region levels, including economic activity, occupation, levels and fields of study data.

The mechanism for monitoring and evaluating policies on VET and active employment developed by the ReConect project is now based on a comprehensive set of indicators on active employment measures (specific indicators and cost-benefit analyses) and VET policies (context indicators, including demographic, economy, labour market, and management and planning of VET supply.

2.2 Flexible VET, providing progression and lifelong learning opportunities

In July 2023, two new laws on pre-university education (³) and higher education (⁴) were adopted. They build on the vision of Educated Romania and priorities set in the National recovery and resilience plan and NIP, including VET. The changes are meant to increase VET attractiveness and responsiveness to learner/labour market needs through flexibility, while promoting lifelong learning.

As of 2025/26, the Law of Pre-University Education merges the two parallel pathways of upper secondary VET (the 3-year school-based VET, including the dual form and the 4-year technological high school programmes) into a single technological high school pathway leading to EQF level 3 qualification after 3 years of studies, and EQF level 4 qualification and baccalaureate diploma after 4 years. This simplifies the system and allows learners to study the 4th year in their school instead of enrolling in the last two years of the technological high school, as it was before. This merge also introduces more work-based learning into the 4-year programmes.

The new law package also extended the dual education (5) from the current EQF level 3

⁽³⁾ Parliament of Romania (2023), Law no.198 on Pre-University Education, 4 July 2023. https://legislatie.just.ro/Public/DetaliiDocumentAfis/271896

⁽⁴⁾ Parliament of Romania (2023), Law no.199 on Higher Education, 4 July 2023. https://legislatie.just.ro/Public/DetaliiDocumentAfis/271898

⁽⁵⁾ The dual VET in higher education was introduced for the first time by the Government Emergency Ordinance No.128/23.09.2022 later approved in parliament by the Law No. 364/19.12.2022 and has



qualifications up to EQF level 8. Employers may now conclude part-time working contracts with learners over 16 years old. The package also encourages (6) establishing the dual education consortia. Overall, 29 such consortia were set up in 2023, involving representatives of technological high schools, universities, local authorities and employers and integrating training opportunities offered by pre-university IVET programmes (levels 3-5 EQF) and higher education (levels 6-8 EQF, i.e. including professional doctoral programmes).

A competitive call for proposal financed through the National reform and resilience plan, was launched already in November 2022 (7) for consortia willing to be involved in piloting the full dual education pathway within integrated regional consortia for dual education. 33 projects were submitted in this call, of which 29 projects (8) from all regions, were declared eligible for the development of regional dual education consortia. The budget for the 29 selected projects is over EUR 588 million. It covers costs related to support the education process within regional consortia, investments in campus infrastructure and digitalisation of practice workshops.

In continuing VET, the ESF project on increasing the administrative capacity of the qualifications authority and the labour ministry through systematisation and legislative simplification in the field of qualifications, facilitated the development of two completed studies for training need assessment and forecast of new skills by sectors of economic activities: a study on the evolution of the labour market from the perspective of skills and qualifications at the level of all economic sectors for the 2025-2030 horizon, and a study on the need for EQF levels 3-7 qualifications for employability.

2.3 Innovative and excellent VET

The relevance of initial VET depends on whether professional qualifications can quickly adapt to the labour market needs. Professional qualifications need to be updated because of technological and green developments in the economy.

In 2023, the National Centre for TVET Development coordinated the development of professional training standards and curricula for new EQF level 3 qualifications in IVET: *Photovoltaic Systems Electrician* (⁹) (approved in 2023) and *Car Electrician* (approved and being implemented since 2022/23). The revision of curricula for the EQF level 4 qualification *Mechatronic*

been consolidated by the new package of education laws (Law No. 198/04.07.2023 and Law No. 199/04.07.2023).

⁽⁶⁾ The dual VET consortia were introduced for the first time by the Government Emergency Ordinance No. 128/23.09.2022 later approved in parliament by the Law No. 364/19.12.2022 and has been consolidated by the new package of education laws.

⁽⁷⁾ *'Pilot programme for the development of Regional Consortia for dual education'* - Call for proposal, Guide for applicants approved by Alphanister of Education, Order no. 6.254/2022 modified by Order no. 4108/2023.

^(*) Ministry of Education, Order no. 5 068 / 2023 for the approval of 29 Regional Consortia for dual VET https://www.edu.ro/sites/default/files/_fi%C8%99iere/Minister/2022/PNRR/Consortii_dual/liste_beneficia ri/etapa2/OM_5068_2023_dual.pdf , annex with the 29 Regional Consortia for dual VET https://www.edu.ro/sites/default/files/_fi%C8%99iere/Minister/2022/PNRR/Consortii_dual/liste_beneficia ri/etapa2/Lista_proiecte_consortii_dual_anexa_OM_5068_2023.pdf

⁽⁹⁾ Ministry of Education, (2023), Minister Order no. 3 756 from March 1, 2023 regarding the approval of the Professional Training Standard (SPP) for level 3 professional qualification in the National Framework of Qualifications, photovoltaic systems electrician https://legislatie.just.ro/public/DetaliiDocument/265642



Technician and development of the new level 3 EQF qualifications *Urban Gardener* and *Operator* of industrial robots has started.

The curricular developments of 2023 capitalised on the results of the 2022 teacher-industry 'Green technologies for green workplaces workshop' (10) about the European Green Pact and new technologies in the field of electric batteries and accumulators. The developments were also guided by the forthcoming compendium on green and digital competences for each domain of professional qualification in initial VET, initiated by the National Centre for TVET Development.

Innovation in initial VET is also supported by the Erasmus+. In 2023, from all the project applications, 46% were for cooperation projects contributing to innovation in VET and 67% were small-scale partnerships projects focused on innovation, about half of which aimed to enhance the flexibility of opportunities in VET. For example, the Erasmus+ 'Experts and Centres of Excellence in Telecommunication Networks (ECERT)' project organised teacher training course (11) on optic fibre measurements for 24 teachers from 10 VET schools with a telecommunications profile, supporting preparations for the first learner competition in optical fibre splicing in Romania, allowing the winners to participate in the WorldSkills in Lyon in 2024.

In continuing VET, development and revision of national occupational standards is carried out according to the *Methodology for the development, validation, approval and management of occupational standards* (¹²) which entered into force on 16 June 2023. According to the methodology, green and digital skills must be included in all occupational standards. By March 2024, green skills have been included in 168 of them.

2.4. Attractive VET, based on modern and digitalised provision

In October 2023, the government launched a call for projects for improving the infrastructure of agricultural high schools financed through the National recovery and resilience plan. It is part of the initiative to upgrade agricultural initial VET schools into professionalisation centres (¹³) and making them more attractive for leaners. The measure is aligned with the increasing need of more highly specialised and digitally-literate workers in agriculture. 57 (out of 198) agricultural high schools are being renovated, including laboratories, computer classes, canteens and student dormitories. A purchase of biological materials, agricultural equipment and machines is also foreseen as well as dedicated teacher training.

⁽¹⁰⁾ National Centre for TVET Development. (2022). Workshop on "Green Technologies for Green Workplaces" organised in partnership with the National Agency for Erasmus+ Programmes, www.alegetidrumul.ro 5-6 December 2022.

⁽¹¹⁾ http://afor.ro/en/the-state-together-with-the-private-sector-is-involved-in-professional-education/ https://afor.ro/ro/proiecte/ecert.html

⁽¹²⁾ Methodology approved by joint Order of the Ministry of Labour and Ministry of Education No 6250/2156/2022 https://monitoruloficial.ro/Monitorul-Oficial--PI--1208--2022.html, https://legislatie.just.ro/Public/DetaliiDocumentAfis/262809

⁽¹³⁾ Ministry of Investments and European Projects (2024), Calendar of national calls organised under the National Recovery and Resilience Plan, https://mfe.gov.ro/pnrr-calendarul-apelurilor-actualizat-la-data-de-07-02-2024/ as a general frame for the project initiated to support agricultural high schools https://www.edupedu.ro/digitalizarea-a-57-de-licee-agricole-printr-un-parteneriat-intre-ministerul-agriculturii-si-cel-al-digitalizarii-cu-fonduri-europene-liceul-tehnologic-nicolae-balcescu-alexandria-din-judetul/, latest open call 23.01.2024 https://www.edu.ro/apel PNRR imbunatatire infrastructura licee profil preponderent agricol



2.5 Inclusive VET promoting equal opportunities

Inclusion and diversity are top priorities within the Romanian Erasmus+ programme 2021-27. All beneficiaries are invited to respect the principles of inclusion and diversity in all aspects of their activities, ensuring fair and equal conditions for all participants. Whenever possible, beneficiary organisations are encouraged to actively engage and involve participants with fewer opportunities.

In 2023, the National Agency for Erasmus+ Programmes focused on the communication, networking and support pillars of its inclusion and diversity strategy through the section in their monthly e-magazine, updating materials on inclusion and diversity on their web, a social media campaign #IDlearning, and events such as the annual valorisation conference.

The targets for participation of people with fewer opportunities in VET were met and a balanced geographical distribution of applications and projects was also achieved across all 8 regions. In 2023, 49.6% of the estimated participants in mobility activities were people with fewer opportunities, which is a very satisfactory result from the point of view of the agency's inclusion strategy.

2.6 VET underpinned by quality assurance

Quality assurance in VET is governed by several institutions, depending on the area lead by the National Agency for Quality Assurance in Pre-university Education. The general framework of quality assurance in pre-university education, including VET, is already well structured and supported by quality mechanisms enforced through the recent Government Decisions (631/2022 and 649/2022) (14).

The National Group for Quality Assurance represented by the education and labour ministries and other government agencies since 2008 coordinate and harmonise quality assurance systems in education and professional training. Since 2016, the National Centre for TVET Development has been acting as a national reference point for EQAVET and ensures quality in IVET through multi-annual EQAVET projects. The general frame is complemented by the most recent legal package covering transferable credits in lifelong learning (15) initiated by the National Qualifications Authority and the labour ministry and approved in 2022 and subsequently in 2023.

The National Centre for TVET Development work with system and provider levels of the EQAVET framework. At system level, it has initiated the development of a qualitative feedback culture by involving teachers as main actors in the peer-review processes. Initially teachers have benefitted from a specific training on self-assessment. 19 peer review activities were organised in IVET schools from the partnership network with 2 activities by each partner. The peer team was made up of teachers from other schools in the network.

In 2023, quality assurance in VET was further strengthened through the launch of the platform for monitoring mechanism and evaluation of active policies (ReConect project, see Section 2.1).

⁽¹⁴⁾ National Agency for Quality Assurance in Pre-University Education (ARACIP), Quality assurance legal provisions for pre-university education: https://aracip.eu/categorii-documente/legislatie-secundara

⁽¹⁵⁾ Government Decision no. 722/2022, regarding the approval of the Methodology for granting transferable credits for professional training of adults https://legislatie.just.ro/Public/DetaliiDocument/256465 and Ministry of Education Order no. 6 768 /2023 for the approval of the Methodology for granting transferable credits in lifelong learning. https://legislatie.just.ro/Public/DetaliiDocument/278201



The platform helps analyse data and functional processes related to the evolution of main indicators for initial VET, combining administrative and qualitative survey data.

Quality assurance of the validation of prior learning system in continuing VET involves assessment centres, certifying assessors and their periodic evaluation. The National Centre for Accreditation coordinates the system that is supervised by the National Qualifications Authority.

CHAPTER 3. Involvement of VET stakeholders in the implementation of policy developments related to NIP

The NIP is a strategic document developed by the education and labour ministries together with other authorities. It covers both IVET and CVET. All relevant stakeholders work together to support the implementation of the implementation plan.

IVET falls under the responsibility of the education ministry. The National Centre for TVET Development supports the coordination and implementation of initial VET programmes. The National Agency for Erasmus+ Programmes offers funding for projects. The National Authority for Qualifications defines the qualifications-related regulatory frame. CVET falls under the responsibility of the labour ministry and other labour-related structures as the national agency for employment supporting the implementation of CVET. Other ministries and related structures are also involved, especially those supervising projects jointly financed by the State and EU.

Multilevel cooperation in IVET with involvement of various stakeholders is ensured at all levels. IVET policies are embedded in 8 regional and 42 local education action plans, which are regularly updated together with local authorities, the employment agency and its county branches, employers, NGOs, sectoral committees, schools, and county school inspectorates. In addition, the local committees for the development of social partnerships update and execute local education action plans; monitor school action plans; assist schools in developing and executing school action plans; analyse and endorse the annual enrolment plan for VET at county level; and endorse the local part of the VET curricula. The local committees include representatives of local authorities, the county employment agency branch, employer associations, trade unions, school inspectorates and NGOs.

The National Agency for Erasmus+ Programmes involve VET stakeholders through the Erasmus+ national VET team project involving VET experts from different organisations to strengthen the agility and capacity of VET to respond and easily adapt to labour market needs and changes. In 2023, the number of participants in the activities implemented within the project (878 teachers) was 48% higher than estimated (595), which proves the interest of the target group in the activities and topics proposed by the national VET team. The satisfaction rate of the events (regional and national seminars, workshops) was 97%. For example, VET inspectors were satisfied to have the opportunity to discuss in detail with the representatives of the education ministry the changes brought about by the new Law on Pre-university Education (June 2023) and the expectations regarding the development of dual VET at national level.

Cooperation in CVET involved stakeholders to develop occupational standards and validate them. The National Qualifications Board (¹⁶) - a legal consultative body gathers representatives of

⁽¹⁶⁾ Ministry of Education. (2022). Regulation on the organisation of the National Qualifications Board https://legislatie.just.ro/Public/DetaliiDocumentAfis/258480



pre-university and university education institutions, students, professional associations, the central public administration, employers, trade unions and sectoral committees. The board assists the National Qualifications Authority in developing national strategies and action plans for the development of CVET.

The National Qualifications Authority is also responsible for organising the sectoral committees, i.e., social dialogue structures represented by employees and employer representatives. These committees contribute to the development of the legal framework regarding training, assessment, and certification of competences at sectoral level; they promote the competence-based system of training and evaluation; they contribute to the development and validation of occupational standards and vocational training standards. Sectoral committees are involved in assessor's certification commissions, in RCO mapping to ESCO, in the analysis and updates of RCO. This is relevant regarding the involvement of private sector actors (including social partners) in the validation processes.

CHAPTER 4. Achievements of implementation

The main achievement of implementation of NIP include:

- (a) the establishment of the regional consortia for dual VET which involve partners from IVET schools, universities, employers, local authorities and support establishing dual VET at EQF levels 3-8;
- (b) new curriculum for IVET, including green qualifications, e.g. photovoltaic systems electrician, urban gardener, etc. supported by the forthcoming compendium on green and digital competences for each domain of professional qualification in initial VET;
- upgrading 57 agricultural high schools to professionalisation centres to make agricultural VET programmes more attractive for learners and facilitate high quality training;
- (d) the online platform recently developed through the ReConect project for graduate tracking, skill needs anticipation, monitoring & evaluation of labour market and VET policies;
- (e) collecting regular feedback from IVET learners about their satisfaction with programme provision developed through the EQAVET project;
- (f) partnership with France of IVET schools offering programmes in new renewable energy, electric cars, home automation, robots;
- (g) increased awareness regarding the use of specific tools for self-assessment at school level through the European SELFIE tool (work-based learning module) and creating a culture of self-reflection and feedback on relevant topics in education.

Important steps were also taken in CVET to create a general approach on the lifelong learning. In 2023, an improved regulatory frame was developed the National Authority for Qualifications / the labour ministry to open more lifelong learning options through the methodology of transferable credits in lifelong learning. The discussions have also started at the ministry level about creating individual learning accounts in CVET.

The National Agency for Erasmus+ Programmes also brought an important contribution. In 2023, 24.5% of all initial VET providers (secondary education) received Erasmus+ funding for mobility activities. As Erasmus+ is the only programme that funds transnational mobility activities for VET learners in Romania, the fact that a quarter of all VET schools are involved in Erasmus+ could be considered a success. We could also highlight a very important aspect – all funded



projects include at least one activity for learners, which is the priority of VET schools. Satisfaction with the benefits of participating in a VET mobility is high (99.8%); only 10 projects had an average below 100%.

Regarding the assessment of the improvement of key competences, there is a clear increase from call 2021 to 2022 and 2023, now above 90%. Multilingualism has an overall positive satisfaction rate of 99.7%. When it comes to participants' assessment of the improvement of other competences, the following applies:

- (a) for active citizenship call 2021 is 48.1%, while for participants of the next calls it was 99.8% and the overall for mobilities carried out in 2023 96.9%;
- (b) for climate change, the average of all years was 96.1%, while for 2021 it was 61.7%; for digitalisation, only the 2021 and 2022 calls had an average the satisfaction per call was as follows: the 2021 call was 42.1% and the 2022 call was 100%;
- (c) for entrepreneurship, the overall average was 88.1%, while was 46.8% for the 2021 call and 90.5% for the following years;
- (d) for interpersonal skills, the overall satisfaction was 88.8% 48.9% for 2021 and 91% for the other two calls.

In general, the feedback from the participants was highly satisfactory and the level of satisfaction has remained stable. This is the result of the continuous activity of the national agencies to provide regular support, structured kick-off and thematic monitoring meetings, helpdesks, open and fast communication channels with the project officers for each project, opportunities for peer-to-peer exchanges between beneficiaries at all events, and to put the emphasis on the quality of the learning mobility in all these meetings, in order to provide the participants with the best conditions for a fruitful learning experience.

CHAPTER 5. Challenges of implementation

Implementation of NIP rely on the availability of resources. Most actions are project-based and financed through various European financial instruments and administrative procedures. The motivation of stakeholders and cooperation among them often depend on availability of resources.

The National Agency for Erasmus + Programmes also shared the concern related to the budget available, which has led to high levels of frustration and disappointment among accredited beneficiaries. Even though Erasmus+ is the only funding programme that supports both VET learners and staff mobility abroad, only 40% of applications were funded in 2023. This puts at risk the achievement of the objectives originally set for mobility projects.

There is a need to continue the ReConect project to support and expand the graduate tracking, skill need anticipation, and policy monitoring & evaluation activities it has launched. A systemic approach of updating of all training standards in IVET, teacher training sessions, is also needed.

A mechanism for quality assurance of work-based learning also needs to be further developed and specific subsequent implementation methodologies. Specific methodologies need to be developed in order to organise and implement the complete dual VET pathway for level 3-8 EQF and regional consortia cooperation for the implementation of dual pathway need to be strengthened. Employers need to be encouraged to be more proactive within regional consortia and IVET schools in order to facilitate better IVET learners training.



In validation of non-formal learning, the main challenges are linked to unequal distribution of the validation centres in regions making accessibility an issue, usually the costs associated with validation process have to be borne by the beneficiary, employers are not always aware of the benefits of validation, the lack of a mechanism for tracking the validation process participants (usefulness, labour status after validation), and raising awareness of the need for updated tools (occupational standards), adapted to the dynamics of the labour market for a successful use in CVET.

CHAPTER 6. Conclusions

The implementation of the Romanian National Implementation Plan (NIP) for vocational education and training (VET) has shown significant progress in addressing the key issues of the national VET system and aligning it with EU objectives. The main achievements include the establishment of regional consortia for dual VET, the development of new green qualifications, the upgrading of agricultural high schools, and the establishment of an online platform for graduate tracking, skill needs anticipation, and policy monitoring and evaluation. Furthermore, the involvement of various stakeholders in the implementation process has fostered cooperation and collaboration among different sectors and levels of governance.

However, there are still challenges to be addressed, such as the reliance on project-based financing and the availability of resources, and the need for continuous updating of training standards and teacher training. The Operational education and employment programme 2021-27 may provide potential solutions to some of these challenges by offering additional funding opportunities and support.

To further enhance the effectiveness and quality of the Romanian VET system, it is crucial to continue strengthening the collaboration among stakeholders, invest in capacity-building and professional development, and ensure that VET policies are underpinned by robust quality assurance mechanisms. Additionally, promoting lifelong learning and individual learning accounts in CVET could create more opportunities for adult learners and contribute to a more skilled and adaptable workforce. By addressing these challenges and building upon the successes of the NIP, Romania can continue to improve its VET system and contribute to the development of a competitive economy.

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