

Document 1.1



**AOTA ADB 3482 Phil  
Strengthening the Management  
Capacity of the Technical  
Education and  
Skills Development Authority**

**FINAL REPORT**

PINZ  
In association  
SEA Consultants Inc  
Melbourne University Private Ltd

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## FOREWORD

This Advisory and Operational Technical Assistance (AOTA) Project involved 10 consultants and literally hundreds of TESDA staff and TVET stakeholders over the period from 15 October 2001 to 19 July 2002. It defined the key requirements and responsibilities of a competency-based, quality-assured, and demand-driven TVET system, and TESDA's role as national leader of this new system. Given that many of the defined characteristics of the desired TVET system would require new skills, attitudes, values, and behaviors among TESDA staff and TVET professionals, training plans were developed to assure the competency of the implementers.

TESDA, during this period, did not sit idle, waiting for the outcome of the AOTA. It discussed, tested, and adopted new policies even if the pressures of operational necessity left little room for an orderly evolution of policies, programs, and practices. In addition, there were ongoing donor-assisted activities in several key TESDA areas, and the product of these frequently rearranged the TESDA internal landscape. To be relevant, the AOTA quickly defined a general direction, sought endorsement of this direction, and made itself available, as required by TESDA, to offer advice, suggestions, and alternatives regardless of the ordered workplans of the consultants. In short, the AOTA was similar to making a movie. As the scenes were filmed in various sequences, not according to the flow of the final film, input was made at the moment of filming, or the opportunity to have influence would be permanently lost.

While the process of the AOTA was often unpredictable, the AOTA Team ensured that the product is coherent and understandable at the system level as well as at the level of input of each consultant, as defined in the TORs. Thus, the report has three significant levels:

### **1. AOTA Final Report**

This document gives the client an overview of the agreed TVET system, the role of TESDA as the national leader of that system, and the requirements for the subsets of the system that were part of the consultants' TORs. It also includes a comprehensive reference structure to move readers quickly from recommendations highlighted in the document to the consultants' final reports, where the details and substance are found.

### **2. Consultants' Final Reports**

These 10 reports, ordered around the consultants' TORs, provide the information on which recommendations are based. They give subsystem specialists a clear understanding of the subsystem, the strategies for implementing the requirements of the subsystem, the training that TVET practitioners need to fulfill the strategies, and the measurements required to insure the effectiveness of the implementation strategies.

### **3. Training Guidelines and Workbooks**

The AOTA Team prepared training guidelines and workbooks necessary to build the skills, attitudes, values, and behaviors required of future subsystem specialists to develop and sustain the agreed TVET system.

The development of a competency-based, quality-assured, and demand-responsive TVET system is not conceptually complex. Operationally, however, it requires an acceptance by TESDA that it is only one partner in TVET, and that only by allowing industry, learners, and communities to play equal roles at the provincial as well as national level can the desired system be built and can TESDA provide national leadership.

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### List of Project Documents Referred to In the Final Report

<b>DOC. #</b>	<b>AUTHOR</b>	<b>PUBLICATION TITLE</b>
1.1	Tom Norton	Management of TVET in a Decentralized Environment
1.2		Financing TVET and Tendering Training
1.3		Market Responsiveness in Decentralized TVET
1.4		Linking AOTA 3482 Outputs to Loan 1750 Consultants TORS
2.1	Romulo Borsoto	Training and Development of TESDA Staff
2.2		Management Training Module-Management Development Programs
3.1	David Burrowes	Competency Based Testing and Certification in TVET
3.2		Guide to Competency Based Assessment in the Philippines
3.3		A Good Practice Guide to the Competency Based Approach to TVET
4.1	Martin Grinsted	A Model for Institutional Quality Assurance
5.1	Rodolfo Baldemor	Validating the Institutional Quality Assurance Model
6.1	Marjorie Mendenilla	Registering TVET Programs to Assure Quality and Accrediting TVET Institutions
7.1	David Lythe	Equivalency Recognition for TVET Students
7.2		A Handbook of Good Practice, Information and Advance
8.1	Glen Witter	Building the Links Between TVET and Enterprise School/Industry Partnership
8.2		Manual and Workbook: Preparing Educators for School-to-Work Partnerships
9.1	Herminia Fajardo	Entrepreneurship Training in Communities and TVET Institutions
10.1	Susan Estanislao	Career Guidance and Job Placement in TVET Institutions
11.1	TEAM	Consolidated Recommendations, Strategies, Measurements
12.1	TEAM	Consolidated TORS and Outputs
13.1	TEAM	Glossary of Terms
14.1	TEAM	Bibliography of TVET Materials

## ACRONYMS

ADB	Asian Development Bank
ANTA	Australian National Training Authority
ARMM	Autonomous Region of Muslim Mindanao
BNFE	Bureau of Non-Formal Education
CAC	Competency Assessment Committee
CAR	Cordillera Autonomous Region
CBA	Competency Based Assessment
CBT	Competency Based Training
CBTED	Community Based Training and Enterprise Development
CHED	Commission on Higher Education
CIDA	Canadian International Development Authority
COC	Certificate of Competency
CTEC	Community Training and Employment Coordinator
DACUM	Developing a Curriculum
DANIDA	DANish International Development Assistance
DG	Director General
DDG	Deputy Director General
DECS/DepEd	Department of Education Culture and Sports/Department of Education
DOLE	Department of Labor and Employment
DTI	Department of Trade and Industry
DTS	Dual Training System
EMIS	Education Management Information System
ETEEAP	Expanded Tertiary Education Equivalency and Accreditation Program
EXCOM	Executive Committee
GTZ	Deutsche Gesellschaft fur Technische Zusammenarbeit (German Agency for Technical Cooperation)
HRMD	Human Resource Management Division
IB	Industry Board
IDP	Institutional Development Plan
ILO	International Labour Organization
IPDU	International Project Development Unit
IT	Information Technology
IQA	Institutional Quality Assurance
KfW	Kreditanstalt fur Wiederaufbau
LGU	Local Government Unit
MOA	Memorandum of Agreement
MIRDC	Metal Industries and Research Development Center
NEDA	National Economic Development Authority
NCR	National Capital Region
NCTESD	National Center for Technical Education and Staff Development
NFEA&E	Non Formal Education Accreditation and Equivalency System
NGO	Non-Government Organization
NITVET	National Institute of Technical Vocational Education and Training
NMYC	National Manpower and Youth Council
NOOSR	National Office for Overseas Skills Recognition (Australia)
NTESDP	National Technical Education and Skills Development Plan

NZQA	New Zealand Qualifications Authority
OA	Office of Apprenticeship
OCSA	Office of the Chief for Services and Administration
ODA	Official Development Assistance
OFTVET	Office of Formal Technical Vocational Education and Training
PAQTVET	Philippine Australian Quality Technical Vocational Education and Training
PDs	Provincial Directors
PDCA	Plan Do Check Act
PEPT	Philippines Educational Placement Test
PESO	Public Employment Service office
PINZ	Polytechnics International New Zealand Ltd.
PIU	Project Implementing Unit
PMU	Project Management Unit
PQA	Philippine Quality Awards
PRC	Professional Regulation Commission
PSP	Provincial Skills Priorities
PTC	Provincial Training Center
PTQA	Philippine TVET Quality Awards
PTQF	Philippine TVET Qualifications Framework
QA	Quality Assurance
QMA	Quality Management Area
RDs	Regional Directors
RMC	Regional Manpower Center
RPL	Recognition of Prior Learning
RSPs	Regional Skills Priorities
SSCO	Skills Standards and Certification Office
SUCs	State Universities and Colleges
TA	Technical Assistance
TAP	Technical Advisory Panel
TEP	Technical Expert Panel
TESD	Technical Education and Skills Development
TESDA	Technical Education and Skills Development Authority
TNA	Training Needs Analysis
TOQCS	TESDA Occupational Qualification and Certification System
TOR	Terms of Reference
TQMS	Total Quality Management System
TVET	Technical Vocational Education and Training
TVI	Technical Vocational Education and Training Institution
UP-ISSI	University of the Philippines-Institute for Small Scale Industries
UTPRAS	Unified TVET Program Registration and Accreditation System
VSA	Vocational School Administrator
VTP	Vocational Training Project

## EXECUTIVE SUMMARY

TESDA is the national authority in Technical and Vocational Education and Training (TVET).

This operational and advisory Technical Assistance was put in place to support TESDA's preparations for ADB Loans 1750 and 1751 by strengthening its management and operational processes.

Clarifying the characteristics of the desired TVET model was the entry point for the Technical Assistance. Generally, there was some agreement that the desired TVET system should be competency-based, quality-assured, and demand-driven. The system is seen as a partnership of enterprise, learners, government, and communities, with TESDA being the catalyst of partnership. TESDA's overall role was to provide national leadership in creating and sustaining such a system.

The next task was to complete an analysis of the tasks required of TESDA to deliver this role. Four internal organizational components were identified to lead the system: (i) setting direction; (ii) installing a quality TVET system across the more than 2,000 TVET providers, as well as greatly expanding the system; (iii) assuring system quality through a clear registration and audit procedure; and (iv) providing training support to TVET providers so they can reach and maintain the required quality standards.

Two activities are seen as prerequisites for the implementation of the four components within TESDA and throughout the TVET system. First is increasing the available time of senior staff for management at the national rather than the institutional level. Given the concentration of staff time and intellect in the supervision of the remaining TESDA institutions, it is important to devolve their training function to local government units (LGUs) or other providers. Decentralizing most operational decision making to provincial offices will speed up operations, make the system flexible, and give the senior Central staff more time for the leadership role. The Technical Assistance addresses these issues.

The second level of action is putting in place a comprehensive and sustained training program accessible to TESDA staff, TVET providers, and their employees to prepare them for new roles. The Technical Assistance contributes to such a plan.

The foundation of a competency-driven TVET system is industry identification of the required competencies of workers at each level. Thus, building partnerships with industry to ensure that the system is demand-driven and responsive is a basic input to TVET. Communities and individual learners aspire for better lives by applying new skills to improve family income. Partnerships in these areas are equally important. Finally, mechanisms are suggested to encourage partner participation in financing TVET. Such partnerships will be primarily at the institutional and provincial levels and the TA provides mechanisms for building these.

Developing and maintaining the quality of a TVET system that includes public and private institutions, in-plant training, apprenticeship, and community-based learning require clear quality standards for all providers built on competency-based education (CBE). Competency-based education is not widely understood or accepted in TVET at this time. With the use of competency-based education as the base, quality standards are identified. There is a need to develop these into policies, to train the staff in implementing them, and to audit institutions' performance. Institutions that do not reach the standards after a reasonable training period need to close. The interrelationship of competency standards, certification, quality assessment, registration, accreditation, and, ultimately, equivalency recognition is clear, and the Technical Assistance output integrates these and other components into a single TVET system.

## I. TECHNICAL EDUCATION AND SKILLS DEVELOPMENT AUTHORITY

There are three major education subsectors in the Philippines: technical education and skills development, under the direction of the Technical Education and Skills Development Authority (TESDA); basic and general education, under the Department of Education (DepEd); and higher education, under the Commission on Higher Education (CHED). TESDA, the focus of the Advisory Operational Technical Assistance (AOTA) 3482, was formed by the Technical Education and Skills Development Act of 1994. The Act foresaw the emergence of a national authority to give impetus to all levels of Technical and Vocational Education and Training (TVET) in the country. It transferred TVET institutions and programs from the National Manpower and Youth Council (NMYC), CHED, DepEd (DECS), and the Department of Labor and Employment (DOLE) to the new authority. Thus, in its early years, TESDA performed substantially as a delivery agency for TVET, as well as providing some of the oversight and strategic directions usually associated with a national authority.

The law mandates TESDA to ensure the provision of relevant, accessible, and high-quality technical and vocational education and training for middle-level manpower that is supportive of and responsive to the country's development goals. The TVET subsector has a yearly enrollment of 800,000, with 80 percent enrolled in 1,283 private institutions and the remainder in 723 public institutions supervised by DECS, CHED, and TESDA. Of these, TESDA currently operates 63 schools and 60 training centers. It receives approximately 2.1 percent of the national educational budget, while DECS receives 82.3 percent, and CHED, 15.7 percent. Large industry in the Philippines has a tradition of undertaking its own training. Contacts with small business are unsystematic. As a consequence, linkages with TESDA are at an early stage.

Operationally, TESDA focuses on the administration of 123 TVET institutions, and has begun to develop its understanding and capacity to relate to the national TVET system of over 2,000 TVET providers and workplace training locations. TESDA is struggling with the implications of developing and supporting a demand-driven and market-responsive TVET system after having been a supply-driven agency, training as it saw student interest rather than employment prospects. Giving direction to the entire TVET system instead of administering a tiny part of this system will be an extraordinary challenge.

A succession of Directors General with a variety of understandings of the Authority's role has left TESDA with little internal coherence. A command-and-control environment is highlighted by TESDA orders going out to the 79 provincial offices, with little feedback. Meetings tend to be directive and not consultative. Change is micro-managed, hence, there is little innovation. Internal communications are hierarchical and extremely slow. The job allocation of TESDA staff bears little relationship with TESDA's national authority role. To balance this, recent changes in senior staff have brought together an enthusiastic team with the potential for effecting change. The AOTA clarifies areas in which change is needed and suggests the changes required. The Loan will accelerate the change process. Assistance in managing change is now the priority.

## II. TECHNICAL ASSISTANCE APPROACH

The overriding objectives of ADB Loans 1750 and 1751 form the base of the AOTA objectives, as the intent of the AOTA is to strengthen TESDA's management capacity before these Loans begin (see Appendix 1). Within the AOTA, key activities were targeted at: (a) improving TESDA's function as an or oversight agency for TVET, decentralizing the agency and training its staff accordingly; (b) improving the quality of programs, and (c) enhancing employment opportunities for students (see Appendix 1 for the detailed project objectives).

### A. The Technical Assistance Deployment Schedule

AOTA 3482 was designed to precede Loan 1750 by up to a year (see Appendix 1 to review the objectives linkages between ADB AOTA 3482 and ADB Loan 1750). TESDA's original hope was that the AOTA 3482 consultants would contribute to consensus on policy directions and then propose mechanisms for implementing the agreed directions. The AOTA 3482 consultants would then stand-down for two to three months while TESDA evaluated and, in some cases, piloted the implementation of the agreed policies. Subsequently, the consultants would return for a further deployment to adjust their work to the TESDA experience and ensure that effective training to support implementation took place. The Loan would then assist TESDA in implementing the new, validated policy directions.

AOTA 3482 was delayed with the consequence that if it had followed the original model, it would not have been completed until after the Loan 1750 consultants were on the ground for up to five months. While some time overlap made sense to ensure that the background to policy was understood, a lengthy overlap would lead to a waste of consulting resources and probably a loss of momentum. A further issue was the prospect of 12 senior TESDA staff members reaching final agreements on policy with the AOTA group of consultants while the Loan group demanded equal time for orientation and direction setting. This would exceed the capacity of this small group, especially as the Project Management Unit is so understaffed.

Thus, TESDA and PINZ/SEA recommended to the Asian Development Bank (ADB) that the AOTA be completed earlier by removing the time breaks as much as possible between deployments so that an orderly completion of the AOTA might be achieved to properly inform the Loan. This change was approved and implemented (see Appendix 2 for the final deployment schedule).

### B. The Desired TVET System for the Philippines

TESDA is a part of an overall TVET system. To determine its role in the system, reasonable consensus on the structure of the desired system was a priority. The consultants targeted different operational components of TESDA and the TVET system. A unifying theme was needed so that the sum of the consulting input was a TVET system that worked. It is important to note that some key elements of an integrated TVET system were not included in the consultants' TORs, hence, some assumptions were made. The approach chosen was to define the general characteristics of the desired TVET system, as suggested in the RRP for ADB Loan 1750, and then validate these directions with TESDA senior management. Other stakeholders were also consulted, including private sector TVET providers, national and regional enterprise, and contributing government departments (NEDA, CHED, DOLE, DILG).

The desired system that emerged from this information gathering and analysis was quite different from the existing TVET system (see Table 1)

Thus, each consultant could look at the “desirable” column system descriptors that related to the consultants’ TORs and determine the actions required to move from the current system to the desired system. The sum of these changes would form the work plans of the consultants.

### **C. Linking Consultant TORs to the Desired TVET System**

After identifying the desired characteristics and validating them with stakeholders, the next task was to determine which characteristics were included in the terms of reference (TOR) of the Technical Assistance. Some key areas were excluded but were part of ongoing or planned bilateral assistance projects. For example, quality systems at the national level were a central feature of an ongoing project of the Australian Agency for International Development (AusAID), and it was clear that TESDA would be best served by building on these processes. A workable Management Information System is being developed to include a coordinating mechanism for local input to demand for employment. Supporting the momentum developing around this system is more important than suggesting other options.

A new financial process and management model is a central element of a new project, and the general outline of the system suggests that it will complement the AOTA system recommendations. The entire area of distance learning and the use of the Internet will be part of the Loan but not of the AOTA TORs. Governance models to facilitate devolution were part of yet another proposed donor-supported activity. In this instance, the AOTA consultants worked with the governance project designers to achieve a congruence of recommendations and proposed training.

Thus, many cornerstone components of the TVET system are either not part of the AOTA TORs or are being addressed effectively by others. Suggesting changes in these beyond minor enhancements will not serve TESDA well. As such, the AOTA contributes to a comprehensive response to the components required in the TVET system. ADB Loan 1750 can and must draw direction in some key areas from the AOTA and other ongoing projects.

### **D. The TA and Consultant TORs for Loan 1750**

The consultants reviewed their respective TORs, in the context of the Terms of Reference of the ADB Loan 1750 consultants who would follow, to implement the policy direction (see Appendix 3 for the consultants’ TORs).

### **E. Organizing Consulting Outputs Around TESDA Operations**

Teams were created to ensure the integration of consulting outputs around client need rather than consultant specialization (see Table 2). Client need was defined as the sequence of support and training interventions required to build the desired TVET system. The sequence shown in the table is the order in which their input is generally located in this report.

**Table 1. A comparison of the current characteristics of TVET and the desired characteristics based on input from TESDA, ADB, RRP, and stakeholders**

No.	Existing characteristics October 2002	Desired characteristics	Projects with change strategies
	TVET System		
1	A curriculum-based TVET system with content chosen primarily by educators	A competency-based TVET system with required competencies and qualifications identified by enterprise	AOTA CIDA
2	Dissatisfaction of TVET clients (enterprise and students) with the quality of TVET graduates from public institutions	A quality-assured TVET system with enterprise satisfaction with the quality of graduates from all registered TVETPs	AOTA GTZ
3	Supply-driven/institution-based (TVET not directed by enterprise)	Demand-driven/enterprise responsive (TVET directed by enterprise and learners)	AOTA PAQTVET
	TESDA Central		
4	TVET not well supported by government, enterprise, or society	TVET supported as a cornerstone of economic growth and attracting talented students	AOTA
5	Focus of TESDA on the management of 123 TESDA centers and schools	TESDA providing national leadership for a TVET system of over 2,000 TVET providers and industry training sites	AOTA
6	National HRD planning for technicians/skilled workers based on top-down direction, not bottom-up needs	An HRD planning system based on a combination of national direction, enterprise needs, and learner interests	AOTA PAQTVET
7	Centrally directed selection of programs to be offered in TESDA institutions	Locally directed program offerings based on enterprise needs for all TVETPs	AOTA GTZ
8	Greater focus of the system on poor young people, the unemployed, and out-of-school youth, although there has been marginal success in job preparation	Focus of the system on employer needs, the training of a full range of learners, and the meeting of anti-poverty requirements by providing training for real employment and self-employment	AOTA
9	TVET decision making centralized and inflexible, with little freedom to act at the local level; local (provincial) offices understaffed to be effective	TESDA decision making decentralized and flexible to help respond to local markets for skills; provincial offices strengthened in numbers and trained to provide local leadership	AOTA
10	TESDA system dependent on government funding and therefore underfunded	System/institutions generating revenue to cover some costs	AOTA

Cont

No.	Existing characteristics	Desired characteristics	Projects with change strategies
11	Few equivalency links within or between TVET and CHED; use of local, not international, standards; low mobility	Equivalency frameworks in place; competencies validated against international standards; OFW qualifications recognized internationally	AOTA
TESDA/TVET Operations			
12	Delivery in the province/institution structured around TESDA managers' roles, not <b>"One Stop" (or one-stop shop??)</b> to respond to employers needs	Availability of all TVET program information (including DTS, Non-formal, enterprise based), and support services from a single source to respond to clients' HRD needs	AOTA
13	Registration of TVETPs based on weak criteria and weak audit for compliance	A standards-based registration system supported by a strong audit process to assure ongoing TVET quality	PAQTVET AOTA
14	Certification based on testing to curriculum and out-of-date texts	Certification based on competency testing at national enterprise standards	AOTA
15	Few operational linkages with enterprise at national and operational levels	TVET institutions driven by enterprise demand in national and local partnerships; OJT a part of most training	AOTA
16	TESDA institutions directly managed by TESDA	Training function of TESDA institutions linked to LGUs/enterprises/NGOs/communities	AOTA CIDA
17	SUCs offering TVET as part of degrees with no TESDA approval	SUCs a part of the TESDA family with approved programs leading to degrees or diplomas	PAQTVET
18	System target of seven (7) traditional technologies regardless of the employment/self-employment needs in the province	Variation of skill needs by province; availability of most skilled jobs in self-employment, requiring entrepreneurial skills in a broad range of technologies/crafts	AOTA GTZ
19	Potential students with minimal information on TVET	A locally based information/counseling system that will provide potential students with accurate/timely information on choices	AOTA
20	Most TVET workers unable to go to Manila for training	TESDA providing TVET staff with local training to meet the registration criteria	AOTA GTZ

### F. The Use of an Iterative Approach to the TA

In the course of this technical assistance, TESDA actively redefined its core business, developed new strategic directions, and implemented changes in policies, procedures, and

processes. Thus, it represented a constantly changing operational environment. Priorities identified by consultants might change remarkably within a two-week time period. It was expected that most team members would “hit the ground running” and begin to contribute policy alternatives and operational suggestions immediately upon their arrival if they wished to have any influence on policy emerging in their areas of competence. On occasion, consultants were unaware of small policy group meetings. At other times, consultants heard incidentally of these meetings and were able to contribute. Other bilateral projects continuously fed input into the policy and operation process, which led to shifts, accelerations, and conflicts. Keeping ahead of the process would have required a much higher frequency of group meetings between the consultants and senior TESDA staff than was possible.

**Table 2. Consultant Work Group Assignment**

<b>Group no.</b>	<b>Group concentration by AOTA objective</b>	<b>Group concentration by TESDA core competency</b>	<b>Consultant/specialty</b>
1	Strengthening management	Direction setting	<ul style="list-style-type: none"> <li>• Tom Norton/Management and Planning</li> <li>• Romulo Borsoto/Training and Development</li> </ul>
2	Improving the quality of TESD programs	Quality assurance	<ul style="list-style-type: none"> <li>• David Burrowes/Skills Standards and Testing</li> <li>• Martin Grinsted/Institutional Quality Assurance</li> <li>• Rudolfo Baldemor/Institutional Quality Assurance</li> <li>• Marge Mendenilla/TESD Program Accreditation</li> <li>• David Lythe/Equivalency</li> </ul>
3	Enhancing employment opportunities of TESD graduates	Support of delivery	<ul style="list-style-type: none"> <li>• Glen Witter/School Industry Linkages</li> <li>• Herminia Fajardo/Entrepreneurship</li> <li>• Susan Estanislao/Career Guidance and Job Placement</li> </ul>

This being said, the positive outcome of this iterative process was an ability to have an immediate and evident effect on policy. The negative outcome was the difficulty in weaving the overall impact of the technical assistance into a single conceptual fabric. Inevitably, very early draft documents were shared with senior TESDA staff, and the policy decision was made long before the consultant could complete a final draft. The dangers of this were obvious, but the consequence of not sharing the document at the point it was needed was a reduction of the usefulness of the consultant for preparing TESDA for the Loan.

The Team agreed that an iterative strategy was the only logical choice as it was not possible for TESDA to freeze its operations and wait for the integrated consulting report. Thus, consultants shared their work in small units with focal persons almost weekly, and revised the work based on the feedback.

## G. The Mid-Term Review and Trial Recommendations

A further consequence of choosing an iterative strategy was the decision to share trial recommendations from the AOTA with senior TESDA staff at the mid-point of the consultancy. Trial recommendations from all consultants were tabled with TESDA management as part of the mid-term review exercise on 3-7 March 2002. This event fundamentally influenced the direction of the AOTA. This way, the direction of the possible recommendations became part of the process and not simply an output. During this exercise, the AOTA Team explained that all materials in the grids were drafts and open to any recommended changes from TESDA. The consultants presented their respective materials and answered questions from the staff (see below the reporting grid used).

As a consequence, the grids were updated and significantly changed. The final grids are included in each consultant's End of Deployment Report and as Document 11.1, "The Consolidated Grid Document for AOTA 3482."

The ADB mid-term review also supported the directions taken by the AOTA.

### Mid Term Reporting Grid with Trial Recommendations \*

1	2	3	4	5	6
Issue being addressed	Recommendation on the issue identified in 1	Strategy selected to implement 2	New job emphasis growing from 3	Required training (input) as a result of 4	Performance measure to ensure 3 has occurred

\* This grid was used for the written and oral presentation to the TESDA senior staff.

This sequence displayed the linkage between recommendations and actions. It also created a basic measurement criterion for strategies to determine when they were achieved. Column 5, required training, became the basis for input to the Training and Development specialists' master training schedule prepared for NITVET. As a further validation of the training required, a training needs analysis workshop was provided in February, with 26 different positions represented. The focus was on skills required in the new TESDA environment.

## H. Guideline and Handbook Development

Consultants then began the process of developing guidelines and handbooks based on the revised recommendations, strategies, and training requirements tabled during the mid-term review. A number of small workshops were held to ensure that these guidelines were acceptable to the TESDA staff at the center and in the provinces. Teams were usually able to coordinate their efforts in this so that TESDA staff would not be repeatedly burdened with consultant workshop demands. See Appendix 4 for a complete inventory of publications.

### I. Workshops to Validate Guidelines and Handbooks

Beyond this, two national workshops involving all 10 consultants were organized to generate maximum input to the AOTA process. These would serve to ensure agreement with the direction of guidelines and training materials, and to build momentum at all levels for the proposed reforms. A further aim of these integrated workshops was to underline the interdependence of the elements of an effective TVET system. Titled "Management Development for Senior TESDA Staff," these workshops were hosted in two locations and

involved over 240 individuals. Private sector providers and some enterprise representatives were invited. Led by the Director General, the first workshop was the Luzon/TESDA Center event in Tagaytay City on 13-14 May 2002. This was followed by the Visayas/Mindanao event in Mactan on 21-23 May 2002, also led by the Director General. The workshops provided each consultant with an opportunity to gather more data in their areas of specialty from practitioners and managers, and to test possible training materials.

The workshops were structured as a management development exercise, to assist senior staff in focusing on the national leadership of TVET and to determine the competencies that TESDA would need to provide this function. Through a simulation exercise, staff at various levels worked in teams to devise new TVET strategies and identify the concomitant TESDA roles (see Document 1.1 for the workshop outline and see Appendix 4 for a listing of all documents cited by number e.g. Document 1.1 above).

In some cases, the materials required validation with practitioners in the institutions where they would be used. Thus, for Equivalency, Registration/Accreditation, Institutional Quality, Vocational Counseling, Entrepreneurship, and School/Industry Linkages, a number of validation workshops were hosted involving institutional staff in the provinces.

After validating the guidelines and handbooks, the Training and Development Consultant integrated all training recommendations into a master training schedule for TESDA. See document 2.1 for this schedule. NITVET has been identified as the coordinating unit for this activity. The most significant data-gathering and validation events are listed in Appendix 5.

The consultants also produced final reports and a range of other outputs, submitted in draft form to the Project Coordinator, upon the completion of each consultant's final deployment. The senior staff had 10 working days to input into these drafts, after which, the consultants finalized these for submission to the Project Coordinator (see Appendix 4 for a listing of all AOTA written outputs, which is also the key for references within this report to the Consultants' Final Report.

## **J. Coordination of the TA With Other Donor Activities**

The general work of other ongoing development assistance projects continues to be important and clearly overlaps with both the AOTA and the Loan. At this time, making the overlap mutually supportive to contribute to momentum may be more practical than removing the overlap. PAQTVET continues to respond to TESDA requests for support in quality assurance. The work in this project is becoming part of the TESDA management culture. Equally, the TESDA-GTZ Project has focused on linkages between institutions and enterprise. This project is part of a quality improvement process in 25 TVET institutions, and is, in many ways, parallel to the ADB Loan. As many of its target institutions are not TESDA-managed, the progress of this project should inform TESDA's new national leadership role as it relates to the 1,800 private sector institutions. The AOTA attempted to respect the work done in the GTZ project and use it as an important input into more broadly based recommendations.

The AOTA consultants participated in donor coordination meetings. The AOTA Team met as a group with the GTZ and AusAID projects to inform them of the orientation and progress of the AOTA, as well as to be informed of the progress and approved plans of the two projects. Subsequently, the two Institutional Quality Specialists met frequently with the AusAID

(PAQTVET) team to insure commonality of definitions and processes. The School/Industry Linkages Specialist conferred separately with the GTZ team to ensure that the work done on apprenticeship frameworks was supportive of the GTZ's long-term initiative. The Management and Planning Specialist convened with the CIDA Governance group to align definitions and training recommendations.

These projects have substantial training components for TESDA staff that overlap the AOTA-recommended training. When such training is consistent with the AOTA directions, it makes most sense to integrate it into the master training plan rather than replicate the accepted and appropriate material. It is important to note, however, that gaps might be left in the staff training inventory if TESDA gives no central direction to ensure comprehensiveness. The Loan 1750 can attempt to weave all of these threads into an increasingly comprehensive master training plan that delivers the skills, attitudes, values, and behaviors required of each TESDA employee.

To support this, it is recommended that a written overview of the desired national TVET system be given to potential donors, and that donor proposals demonstrate the linkages between the proposed project and the national direction. It is suggested further that these activities be driven by TESDA's long-term agenda for TVET. (See Document 1.4 for linkages between the AOTA, GTZ, CIDA and Loan 1750)

### **K. Invalid Planning Assumptions**

With input from ongoing projects and the AOTA TORs, consultants tested some system assumptions on which TORs had been built to measure their validity. One key deficiency that became obvious from this review was that the acceptance, understanding, and level of implementation of competency-based education were very minimal. Notwithstanding this, the TORs had been designed on the assumption that Competency Based Education (CBE) drove the existing TVET system. The need to strengthen this basic underpinning of the desired TVET system upon which the TORs were based had a fundamental effect on some work plans.

A second assumption was that reasonable agreement existed in TESDA on the nature of the desired TVET system and of TESDA's role in the new system. Although there was a growing agreement on the basic system requirements as evidenced in workshop outcomes, for some TESDA staff, TESDA was TVET and anything outside TESDA's remaining 123 institutions was largely irrelevant. As an example, SUC involvement in TVET is seen as a competition with TESDA rather than a welcome expansion of the TVET system's access to skills. Equally, the internal debate on the devolution of the remaining TESDA-managed institutions consumed more TESDA staff time than the consideration of all other adjustments to build the desired TVET system.

Consultants reviewed and adjusted their work plans to reflect and respect the activities of ongoing projects and the operational realities of both TESDA and TVET as well as the social marketing required within TESDA to build support for the desired TVET system.

## **L. Address Gender Issues**

Gender issues in TVET were not included in the consultants' TORs. Nevertheless, the AOTA accepted that gender issues were a priority in all ADB activities, and examined mechanisms whereby TESDA could become more active and effective in promoting TVET as opening high-paying employment alternatives for women. The present TESDA Women's Center has a national mandate but a Metro Manila profile. Included in the AOTA documentation is a strategy to use the Center as a base for developing a national program to expand not only the numbers of women in TVET but also the support systems in TVET institutions to encourage the successful completion of studies.

Thus, it was recommended that TESDA recruit women as students for middle-level skills programs and focus on counseling women and the poor (see Document 1.1 for an outline of a new direction for the TESDA Women's Center, and Document 10.1 for a full review of the recommendation, strategies, training, and measurements required to implement and support this recommendation).

## **M. Address Poverty Alleviation**

Poverty alleviation was not included in the consultants' TORs. As TVET is often most effective in poverty alleviation at the community level, expanding TESDA's involvement in community-based TVET was included under the guise of increasing LGU acceptance of TVET involvement. Equally, the Entrepreneurship TORs were interpreted in order to address community-based TVET as an aspect of entrepreneurship development. As has been noted, without a specific anti-poverty program, TESDA may interpret its entire mandate as a social program to reduce poverty rather than a balanced social-economic program that involves responding to employers' needs for a skilled workforce as well. (See Document 1.1 for a review of the community-based TVET, and Document 9.1 for a review of entrepreneurship training in communities).

## **III RECOMMENDATIONS FOR RESTRUCTURING TESDA**

### **A. TESDA's Evolving Role in the TVET System**

Both TESDA and the AOTA required an accepted definition of TESDA's core business. Historically, the focus had been primarily on administering schools and centers and the training offered therein. As a national authority, TESDA required a new direction.

#### **1. TESDA's Core Business**

The general agreement on the nature and components of the desired TVET structure helped in clarifying the required functions of TESDA and the context for consultant input. From the TVET framework, proposals for reconfiguring TESDA into an effective national leadership authority could be developed. The first step was to generate reasonable consensus on TESDA's core business in the context of the TVET model.

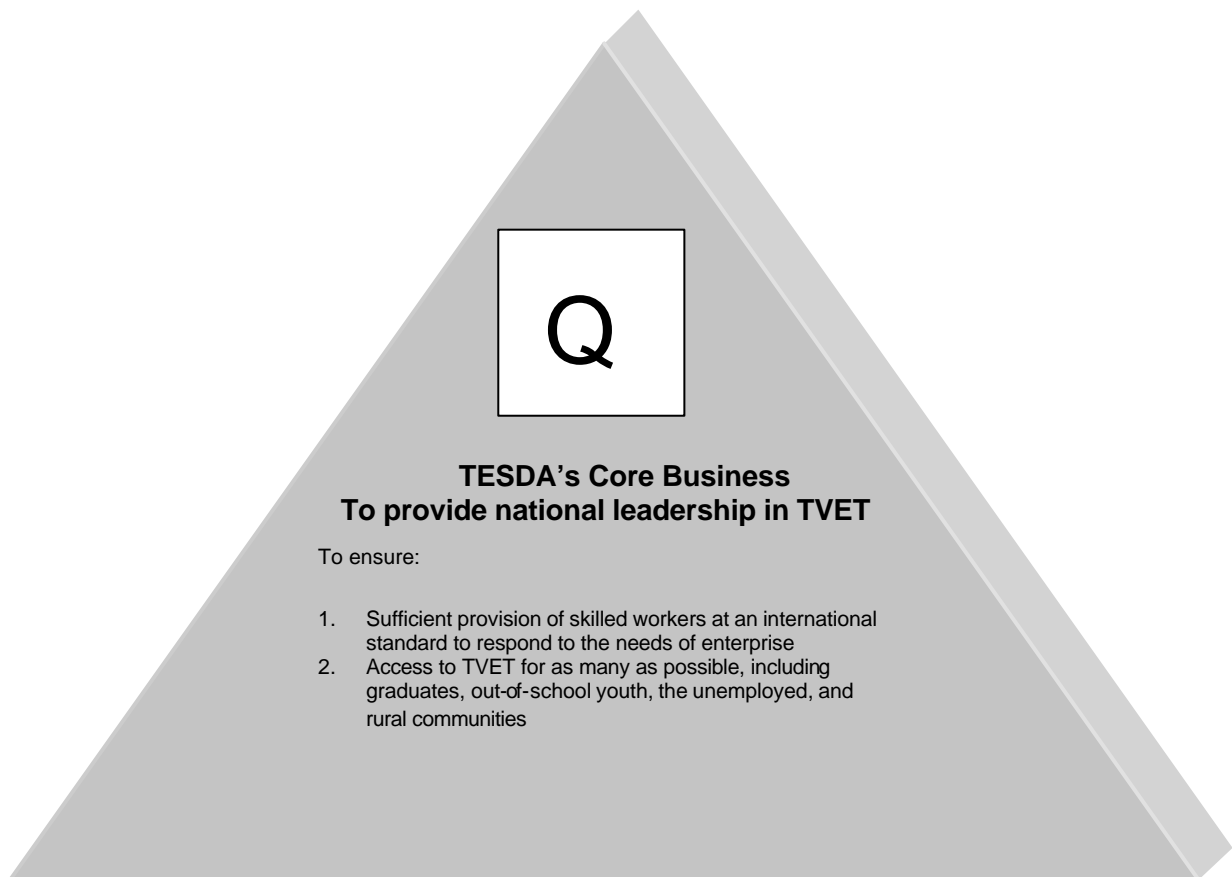
In assessing support for a central leadership model, it was found that the interests and activities of the field staff were quite different from those of the central staff. Although it is time-consuming to build consensus on directional issues, the alternative of passing orders down is

not seen as effective in building staff energy and momentum around the central theme. A key challenge for the Loan will be to work with the TESDA management culture to make it more consultative and responsive to the input of a variety of TVET practitioners, including its own field staff.

This being said, the general model shown below (Figure 1) has a high degree of acceptance from TESDA and stakeholders, and a very active social marketing program is building further support.

The large “Q” reflects the overwhelming commitment to developing a quality environment within both TESDA and the TVET system. The two explanatory subnotes to the core business emphasize the equal commitment of TESDA to addressing the needs of the economy for a skilled workforce, and of society for well-paying employment and self-employment. The second subnote also suggests an emphasis on non-formal and enterprise-based education.

**Figure 1. TESDA’s Core Business**



Thus, it was recommended that TESDA (a) accept “national leadership of TVET” as its core business, with the intent of engaging enterprises, learners, communities, and TVETPs as operational and financial partners; (b) greatly expand community-based self-employment activities, and expand its TVET advocacy role to government (especially local government units or LGUs), enterprise, and learners; and (c) change the activities of central office staff to reflect national leadership priorities. Document 1.1 presents a full review of the recommendation, strategies, training, and measurements required to implement and support this recommendation. A further recommendation was for TESDA to support its role as the national leader of TVET by developing national partnerships through the use of economic sectoral councils in defining national HRD strategies by growth sector. Document 8.1 provides a full review of the recommendation, strategies, training, and measurements required to implement and support this recommendation.

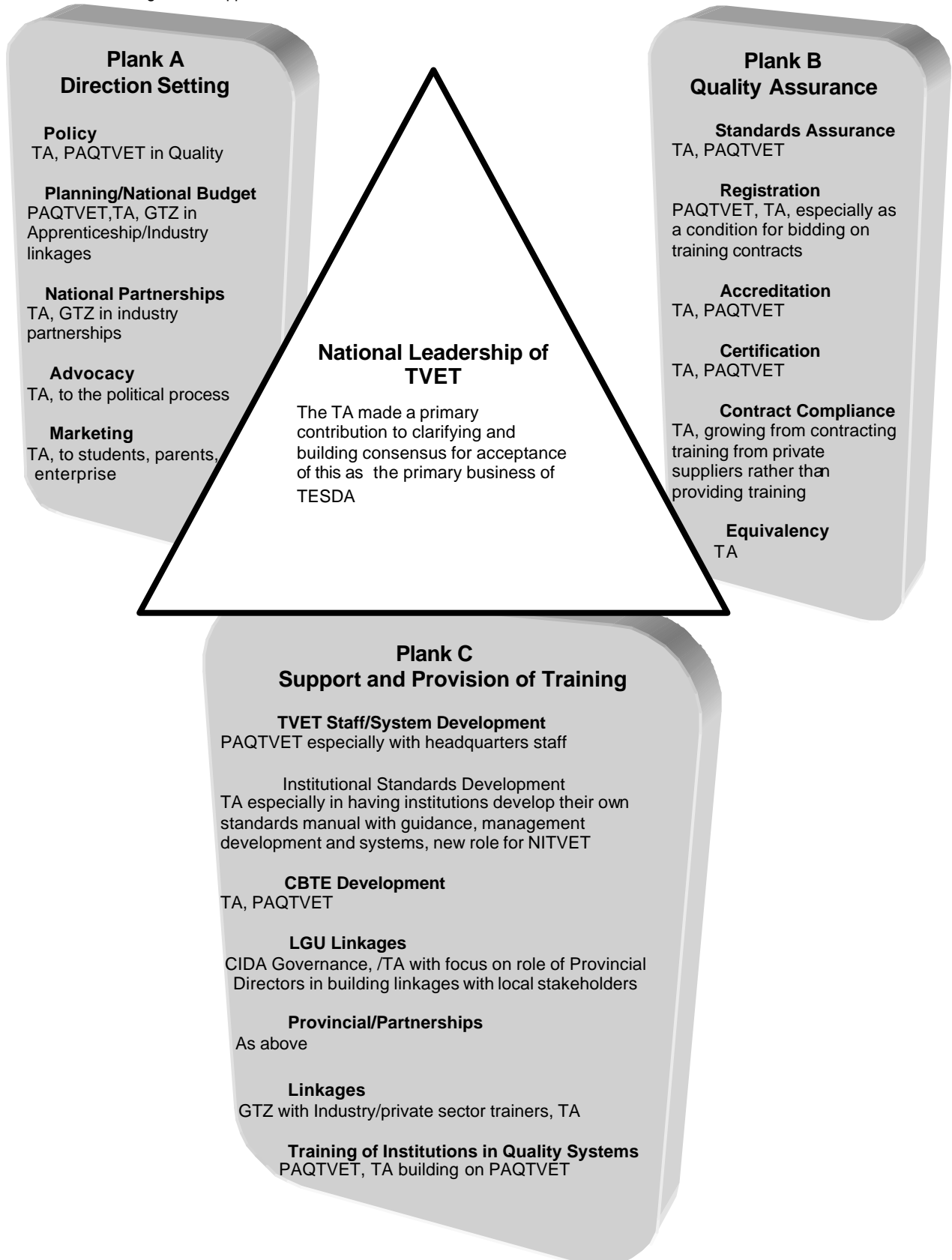
## **2. Developing an Internal Structure in TESDA to Support the Core Business**

After determining TESDA’s core business (i.e, national leadership of TVET), the next step was to build agreement on the structure of a central authority whose job was to provide that leadership. Workshops with staff provided a wide variety of alternatives for this. Generally, however, three operational clusters emerged, around which TESDA could be structured to provide leadership in building the desired national system.

Beyond staff and consultant input, various directions were set and commitments made to decentralization, devolution, and the development of a demand-driven TVET system within the Loan Agreement. To support TESDA in preparing for the Loan, these too needed to be considered. Based on all this, the following model (Figure 2) emerged with reasonable support. Once again, an active social marketing program is building acceptance of these within TESDA.

**Figure 2. Three operational clusters or planks required in delivering national leadership in TVET**

Primary, Secondary and Tertiary International Contributions to TESDA in Defining Its Role in TVET and Defining Action Planks around which to Organize its Approach to this Role



### **3. Focusing on Priorities by Contracting Out Non-Core Functions**

Defining the core business as national leadership was TESDA's most important decision. Subsequent to this, all other policy and operational choices had a context. National leadership requires three key activity areas or planks, as shown above. These planks created a framework in which to test the relative importance of various existing TESDA activities to determine which were the core and non-core functions.

By divesting itself of operational activities in TVET and contracting these out, TESDA can focus on key leadership items and allow those with more specific TVET and educational competencies to contract for the other functions. Having these three planks also suggests an organizational structure that will drive TESDA to carry out its new role rather than support the existing reality of a primary commitment to its own institutions.

To support this, it is recommended that TESDA contract out most non-core functions. It can then focus on setting policy, approving the implementation frameworks, managing contracts for specialist functions, and assuring quality. Furthermore, TESDA should accelerate its efforts to devolve the training function of the remaining 123 TESDA-managed institutions to the LGUs by enhancing its social marketing program, thereby increasing LGU acceptance of the responsibility for TVET (see Document 1.1 for a full review of the recommendation, strategies, training, and measurements required to implement and support this recommendation. See Document 1.2 for a review of TVET finance options and a tendering process).

It is important to note that the training of all provincial directors in the governance project sponsored by the Canadian International Development Agency (CIDA) will put in place the skills required to support the devolution of these few remaining institutions. This training must be integrated into the overall TVET Leadership Institute (see Document 1.1 for a review of the proposed TVET Leadership Institute).

### **4. Focusing on Priorities by Decentralizing TESDA**

Being demand-driven and market-responsive suggests the need for TESDA to decentralize and thus allow decisions to be made close to both employers and learners. Partnerships are based on individual relationships between institutional managers and local enterprise. Training decisions are made in consideration of local market needs. Building community partnerships in TVET happens in the barangays. The syndication of training among funders happens locally. Provincial governors respond to local opportunities. This shift from tight central control of decisions to provincial and institutional responsiveness to the "market" will require a cultural shift, not just an organizational one (see Appendix 6 for a brief review of the typical field operations in a competency-based, quality-assured, and demand-driven TVET system. See Document 1.s for a market training program for TVET). Furthermore, decentralization is a natural consequence of TESDA's focus on national leadership. Decentralization will not only build local partnerships among TVETPs, government, enterprise, communities, and learners, but will also allow the senior staff to take on new national leadership roles. As an example, regional offices can move from supervising provincial offices to managing the new quality system and leading the development of the economic-sector-based human resources development (HRD) councils. The focus of the central staff must be upwards, on national issues, not downwards, on daily institutional functions.

TESDA will be responsive to the agencies by which it is governed, directed, and financed. While we looked at institutional governance as part of devolution, there was little time spent in examining the TESDA Board. However, if the TESDA Board reflects government dominance, the organization will tend to be less responsive to enterprise and be less trusted as a responsive partner. Although no recommendations are made in the area of governance, TESDA should reassure itself that the membership of the TESDA Board is consistent with TESDA's mandate and core business (see Document 8.1 for a review of enterprise roles in governance). To support national leadership based on responding to the needs of enterprise and other partners, it is recommended that TESDA decentralize operational decision making and TVET operations (see Document 1.1 for a full outline of the recommendations, implementation strategies, and measurements).

### **5. Focusing on Priorities by Devolving the Training Function**

As noted, the operational management of the TESDA training function is a significant distraction for senior staff from the national leadership role. It is suggested that the training function be transferred to LGUs at the earliest moment at which LGUs wish to take over this function. A social advocacy program to build LGU interest is suggested. As concern over LGU political interference in TVETP operation is a concern of the institutions involved, the development of separate governing boards is a distinct option. Please see the work of the CIDA Governance and Devolution project. See Document 1.1 for a more complete review of devolution and an implementation strategy. It should be noted that one possible consequence of independent Boards may be pressure to create more SUCs. It is suggested that TESDA not devolve the Regional Centers as these can become the home for management and TVETP training by NITVET as well as providing other TESDA services.

### **6. Allocating Management Functions to Support TESDA Priorities**

A new organizational framework is required to support the national leadership core business. The existing system is inward-looking at TESDA institutions, and assumes centralized decision making and coordination. The new system must have the capacity to look outward, to determine national and international directions, and to provide credible leadership to a large system of private training providers. The new structure should support coordination of delivery at the provincial level. Understanding the new decentralized field operations is an important underpinning of systems development. As Appendix 6 demonstrates, provincial offices are the center of activity for expanding the TVET system qualitatively and quantitatively.

However, the legislation creating TESDA is prescriptive and limiting. With the need to respect the differing organization cultures being joined in TESDA, the legislation mandated a structure that addressed history rather than the emerging needs of a national leadership organization. Perhaps the Presidential Review Committee will address this in the forthcoming report, but for the purpose of this AOTA, the constraints must be respected. TESDA does not have freedom to adjust its management structure to meet the changing TVET environment and the implications of the accountability clusters. Thus, the move from clusters to actual organizational structures is encumbered by some very difficult realities. The question is how to manage the work that must be done to lead TVET, given the constraints of the legislation. The general organization model in Figure 3 respects the three clusters of accountability and provides the three coordinating mechanisms for specific jobs.

To support national leadership with a comprehensive, quality-based, and demand-driven system, it is recommended that TESDA restructure around its three core competencies (planks): Direction Setting, TVET Support, and Quality Assurance. Further, it is suggested that “TVET Support” be divided into “Quality Development”(NITVET) and “Quality TVET Operations.” Finally, Quality TVET Operations should integrate all TVET programs into one operational unit so that clients would have a “one stop shop” in each province (see Document 1.1 for a full statement of recommendations, strategies, training, and measurements; Appendix 7 for a model of this structure).

## **B. Training TESDA Staff and TVET Practitioners for the Evolving TVET System**

### **1. Revitalizing the HRD Function**

The development of skills, attitudes, values, and behaviors that the staff members require to rise above the urgencies of managing 123 TESDA institutions and to address the needs of a TVET system, with over 2,000 providers, warrants attention. Much of the required change in organizational culture will come slowly after substantial training. Thus, it is important to establish a revitalized HRD function among the TESDA staff which matches training with job requirements. Further, the design of a national TVET Leadership Institute to prepare future leaders for TESDA is central to the consultancy work. As TESDA moves to providing leadership to the entire TVET system, both its central (direction giving) and field (operations, quality assurance) activities will change substantially. Under a decentralized system, TESDA shifts from command and control to leadership and support.

### **2. Developing and HRD Strategy**

At this time, TESDA has no discernable development strategy for its staff. The sheer volume of available free training and study tours from development agencies has turned the training area into a random reward system based on spreading training to as many staff as possible. Its relation to organizational goals or individual job descriptions is minimal. Thus, there has been an illusion of adequate training when, in reality, training is not allocated to meet organizational needs (see Appendix 8 for an HRD Management Department model). See document 1.1 for a complete review of a staff development process.

### **3. Building a Master Training Inventory**

Virtually all recommendations made in the AOTA imply that TESDA staff have a significant need for training to master the evolving skills, attitudes, values, and behaviors. The Office of the Chief of Services and Administration (OCSA) will coordinate training that targets in-house staff in clerical and administrative roles as part of an overall HRD management function. The key challenge is the allocation of training such that it supports TESDA staff members in meeting their evolving job requirements. The actual delivery of training can be managed by NITVET.

A full inventory of training has been integrated into the master training plan. This includes the training input of all 10 AOTA consultants (see Document 2.1 for this inventory).



To support this strengthened staff development function, there is a need to complete a competency directory of all plantilla positions, including the rank and file, and to expand the master training plan to a full HRD plan.

To ensure that this training meets real needs, there has to be an input mechanism for formulating and implementing a workable HRD plan with wider involvement of provincial stakeholders. This can be achieved by strengthening the HRD department and ensuring a smooth implementation of the resulting structure. An MIS system would be a further contribution to management efficiency in this area (see Document 2.1 for a full statement of the recommendations, strategies, training, and measurements).

#### **4. Training TVET Specialists for TESDA and Among the TVET Providers**

Provincial officers will need specialized training to represent TESDA and expand quality TVET in the responsive, demand-driven, and partnership-based model. Training institutional specialists in the requirements of program registration is a targeted academic activity assigned to NITVET. NITVET can lead this function by drawing together specialists from across TESDA and on contract, providing as much training as possible in the regional centers. Equally, auditors in the regional offices will need continuing training, as will the specialists in the regional offices who will support the NITVET institution-based, competency-based system training.

Given that provincial directors/offices and institutional leaders are the operational center of TVET, it is important for NITVET to continuously address their training and development to build and support community-responsive and employer-driven governance models. NITVET should thus expand its training capability (including contracting out) so it can cater to the needs of TESDA's trainers and staff, including those of the entire TVET sector (see Document 1.1 for a full review of the TVT Leadership Academy for Provincial Directors and Institutional Leaders and Document 2.2 for a framework for management development).

#### **5. General Management Development of Senior TESDA Staff**

Management communications among central offices are hierarchical and very slow. They are not user-friendly and are built on a command-and-control management culture. While understood conceptually, delegation of authority is not effectively employed. There is little mentoring of the staff members to help them develop the skills necessary in more senior positions. The staff refers even minor decisions to senior officers. Strategies for building a more functional communications environment within the center are urgently needed. Management development is a key to this.

Off-campus graduate programs for TESDA administrators and managers are encouraged. Top executive programs offering masteral and doctorate degrees in business/management can be arranged with reputable universities on an in-house basis. Mixing with executives from other agencies and companies will help the TESDA senior staff develop links with enterprise (see Documents 2.1 and 2.2 for a full outline of the recommendations, implementation strategies, and measurement; and Document 1.1 for a review of the strategies for expanding NITVET into an effective decentralized national institutional training unit).

## **IV. RECOMMENDATIONS FOR SPECIFIC TVET COMPONENTS**

### **A. Competency-based Education**

The chosen basis for the Philippine TVET System is the competency-based approach. Historically, skills standards were used rather than competencies. The competencies required of graduates will be increasingly specified by enterprise over time. These will form the basis of the evaluation of candidates for graduation by accredited competency assessors. Quality standards for TVET providers will require the use of the competency-based approach. Thus, TVET providers are authorized to deliver programs registered by TESDA, and to assess competency mastery based on the related standards in any provision. Programs are to be audited for quality based on the performance of their graduates in terms of competency assessment (as well as other criteria). Curriculum is designed to support competency mastery and will hence be paced according to individual mastery speed rather than group learning rates and assessment that will be carried out based on criterion-referenced rather than norm-referenced items. Equivalency with higher education or transfer of credits is tied to the competency-based approach as well. (See Appendix 9 for an outline of the competency-based TVET system. See Document 3.3 for a training outline in this area).

There is an absence of clarity in TESDA with regard to competency-based education. Given the identification of competency-based education as the foundation of the desired TVET system, an initial priority in the AOTA was to clarify TESDA's policy on the general implementation of the competency-based approach within all TVET provisions. Efforts to assist in this were sustained throughout the project period. As clarity is achieved in this area, the elements of this component require urgent attention. It is expected that, over time, an increasing range of sectors will emerge under the competency-based framework as the regional directors promote this in the assigned sectors. It remains unclear, though, whether competencies are to be extended to all of TVET, and how providers, including State Universities and Colleges will be included (see Document 3.1 for a more detailed outline of this issue).

#### **1. Competency Standards Development**

The Skills Standards and Certification Office (SSCO) is changing from the current Occupational Skill Standards (OSS) format to the Regional Model for Competency Standards (RMCS) format for the development and endorsement of competency standards, as promulgated by the ILO/APSDEP Regional Office in Thailand. The Philippines is a signatory to the RMCS. At the time of reporting, TESDA had a total of approximately 45 competency standards available for application within the wider TVET system but firstly within the Centers of Excellence being supported under the Technical Education and Skills Development Program (TESDP).

It is recommended that TESDA require the use of and assist in implementing the Philippines TVET Qualifications Framework by the TVET system where competency standards exist. Furthermore, TESDA must provide technical support to industry in the development and endorsement of competency standards to the RMCS (ILO) format (with added or integrated key competencies).

TESDA will need to train assessors very quickly in the competency-based assessment system and processes, and then operationalize and streamline the certification system to link

adequately with the competency standard format and training assessment system and the related packaging of competencies to form qualifications identified/required by industry (see Document 3.1 for a full statement of the recommendations, strategies, training, and measurements).

## **2. Competency Standards and Assessment**

The first step in this area is to change the name of Skills Standards and Certification Office to the Competency Standards and Assessment Advisory Office (CSAAO). The two divisions should be consolidated within the SSCO, and training should be provided to multiskill the staff.

It is recommended that the SSCO (CSAAO) adopt the sector and “across sector” reference group approach in the development of competency standards to make efficient use of the Functional Analysis Approach to standards. Desirable would be the sourcing and purchasing of standards from countries already advanced in standards development to further fast-track the process. Industry reference groups may consider these for adaptation, adoption, and endorsement. Finally, the SSCO will receive new TORs, emphasizing a consultation, training, and advisory role of enterprise in its standards and assessment work. Its senior officers will be members of the Expert Group working under NITVET leadership to meet the training needs of TVET institutions (see Document 3.1 for a full statement of the recommendations, strategies, training, and measurements. See Document 3.2 for guide to assessment).

It is noted that policy on assessment is required to ensure that industry-directed national standards are maintained nationwide, possibly with the use of a national moderation system.

## **3. Courseware Built on Competency Standards**

After supporting industry in identifying competency standards through a restructured SSCO, the development of courseware based on these standards becomes a logically linked development. This, of course, will take several years to complete. Although individual TVETPs may use their own curriculum and courseware as long as the competency standards are met, centrally produced courseware materials will be of great assistance as the TVET providers master the new competency-based system.

It is recommended that learning packages (curriculum, courseware) be built on competency standards. Purchased materials should reflect this as well. While competency standards may derive from international standards or from national industry, enterprise must have a sense of ownership of the standards. NITVET may contract out the courseware development process but must provide oversight to ensure consistency of standards and a standard process. Such national curricula developed could first be used in the Centers of Excellence under TESDP (see Document 3.1 for a full statement of the recommendations, strategies, training, and measurements).

#### **4. Higher-level Skills Requirements**

As employers specify competencies, it is clear that the present four levels of TVET provided in the Philippine Qualification TVET Framework (PQTF) are not sufficient to encompass the higher-level competencies that will arise from the standards-setting process. Private trade schools linked to international competency requirements already reflect this.

It is recommended that TESDA consider adding at least a level 5 (Technician/Technologist Diploma). This will also contribute to a review of the entire post-secondary TESDA/CHED system to determine equivalencies. As a consequence, TESDA should redraft descriptors for the existing four levels and consult with national industry reference groups for validation and adoption. TESDA should then apply the revised descriptors to all competency standards development qualifications (see Document 3.1 for a full statement of the recommendations, strategies, training, and measurements).

#### **5. Competency-based Certification Testing**

Assessment based on trade tests needs to be phased out as competency-based assessment is phased in. This will be a key step in developing an enterprise-driven TVET system that meets the needs of employers. It will also facilitate the assessment of competencies regardless of the site of mastery of those competencies. Credit will thus be given to life experience and family-based learning if competencies can be demonstrated.

To effect this change, the assessment based on trade tests is suggested to be replaced with a Competency-Based Assessment (CBA) system based on industry-driven competency standards. Existing assessors will need updating, and newly hired/contracted assessors will need training and accreditation to allow access in all provinces as a minimum. The issuance of certificates will be based on the competency-based assessment system and will be within the authority of the senior assessors in regional offices (see Document 3.1 for a full statement of the recommendations, strategies, training, and measurements).

#### **6. Implementation**

The competency-based assessment system needs to be instituted at the earliest possible moment so that TVETPs will understand the urgency of moving to the full implementation of a competency-based TVET system. It should be carried out in relation to existing competency standards in traditional technologies and those technologies currently being delivered by Centers of Excellence under TESDP. Equally, the system should extend to the new industry competencies currently being developed, as well as new areas being requested. Further, TESDA should make possible the institutionalization of competency-based assessment in SUC-based TVET courses (see Document 3.1 for a full statement of the recommendations, strategies, training, and measurements).

#### **B. Quality Assurance System**

TESDA is committed to the development and management of a quality-driven TVET system. Although the AOTA focused on institutional quality systems, it is extremely difficult to have only one element of a system pursue excellence as its objective while other elements of the system are excluded for whatever reason from this same discipline.

There has been progress in the last two years with regard to implementing the TESDA quality assurance system, a continuous improvement model that has been applied to some of TESDA's major functions. It is now time for TESDA to broaden its focus and build on the experience gained to develop and implement a total quality management system (TQMS) covering all the major functions of TESDA's central office and, eventually, of the regional and provincial offices as well. TQMS implementation will provide a sound basis for TESDA to lead the enhancement of quality assurance systems in private and public TVET institutions throughout the Philippines.

Thus, it is recommended that TESDA develop its current quality assurance system into a total quality management system designed to cover all of its major functions, including policies, procedures, and work instructions (see Document 4.1 for a full statement of the recommendations, strategies, training, and measurements).

### **1. Common Definitions**

An important part of TESDA's TQMS should be a process for managing the development, approval, use, and regular review of key terms, some of which currently have various meanings in different TESDA offices.

It is recommended that TESDA adopt the standard International Quality Assessment (IQA) Manual format and language, and promote the standard format for the IQA Manual based on the quality management areas and quality management variables identified. TVET institutions can then communicate among themselves in one common language, and TESDA can conduct a more effective monitoring and documentation system (see Document 5.1 for a full statement of the recommendations, strategies, training, and measurements. See Document 13.1 for a glossary of agreed definitions).

### **2. An Institutional Quality Assurance System**

An institutional quality assurance system that is based on the current TESDA quality assurance system is proposed. Quality standards for TVET programs and institutions have been developed for use by institutions to inform their development of quality management (including quality assurance) systems, and by TESDA-recognized accreditation agencies as basis for developing criteria for evaluating programs and institutions (see Appendix 9 for a listing of the system criteria). Incentives are suggested for TESDA to use in encouraging TVET institutions to implement quality management systems. Further, it is important to note that an IQM manual should be developed by each institution seeking TESDA registration for its programs. Sending a quality manual from the central office will contribute to neither ownership nor implementation.

It is recommended that an institutionally focused model for the development of quality management systems in TVET institutions, as outlined in Document 4.1, be implemented within TESDA schools and centers, and advocated among private, and other public, TVET institutions. Finally, it is recommended that TESDA identify, approve, and publish clear incentives for institutions to implement quality management systems (see Document 4.1 for a full statement of the recommendations, strategies, training, and measurements; and Appendix 10 for a list of Program Audit requirements).

### **3. Building and Expansion of the Quality TVET System**

As institutional quality standards will form the criterion for program registration and without registration, TVET institutions may not operate, priority should be placed on ensuring that a mechanism exists to assist providers in reaching quality standards. Currently, the quality system is focused on TESDA-managed schools, and policy change will be needed to extend it to the TVET system as a whole. Expanding the TVET system will require an active and easily acceptable group of experts in each facet of TVET quality operations available to future providers. Equally, as audit procedures will uncover deficiencies in TVET providers that will jeopardize their registration, quality teams will be needed to respond to these events.

To assist TVET institutions in achieving quality requirements, NITVET should train and lead Expert Teams that will advise and support TVET providers in building their own quality manual. The Expert Teams will be composed of at least three specialists from the central office, one from the regional offices, and one from a provincial office, all experts in the area being represented. They may also be developed in each regional office to enhance availability to providers (see Document 5.1 for a full statement of the recommendations, strategies, training, and measurements; and Appendix 11 for an overview of the quality management areas for institutions).

### **4. Monitoring and Evaluation to Support Quality**

The monitoring and evaluation of TVET programs and institutions against TESDA-approved quality standards and requirements is an important part of the institutional quality assurance model. A program registration compliance audit process has been developed, and TESDA's trial implementation of this process has been evaluated. Detailed recommendations for the improvement of the audit procedures have been made. There is a proposed plan for the implementation of quality assurance systems in TVET institutions, together with a training and development model.

It is recommended that Program/Course Registration Compliance Audits be fully implemented to cover all institutions delivering TESDA programs under the Philippines TVET Qualifications Framework (including apprenticeship and dual training programs), whether or not they are accredited by other agencies (see Document 4.1 for a full statement of the recommendations, strategies, training, and measurements; and Appendix 12 for a suggested role-out framework for the Registration/Accreditation system).

### **5. Registration of the Programs of TVET Providers**

A competency-based, quality-driven TVET system requires measures to ensure that providers understand, implement, and maintain all the components of the system at desired standards. Initially, this is achieved by the provider having received adequate training on the required quality systems from NITVET-led teams. Then the programs are audited, and if they meet the required standards, they are registered. At frequent intervals, the programs are subsequently audited by external auditors (possibly from or contracted through the regional directors' office) to ensure compliance. Thus, it is the registration process that brings together the various standards required of a quality TVET institution and affirms that these standards are being met. As competency-based performance evaluations of applicants are part of the audit,

there is an overall reassurance to all partners that the system meets the established performance requirements.

Confidence in the system is established. Higher education authorities are reassured of consistent and comparable standards and are encouraged to pursue equivalency. There is a guarantee to enterprise that the competency standards set are being fulfilled. Learners are reassured that the TVET institutions in which they are enrolled meet the national standard. A clear, compulsory program registration system is a major output of the quality system (see Document 6.1 for a detailed discussion of the registration system).

#### **a. Improvement of the Program Registration Process**

The procedure for program registration has been fully documented and deployed within the PAQTVET project. The process now needs to be more firmly linked to competency based education. Further improvement can be in aligning the registration requirements to the recommended quality standards and improving the availability of quality information that will result in reduced processing time. This can be achieved by the doing the following:

Use the recommended 15 quality areas (Appendix 10) to organize the requirements of course registration. Define the requirements in terms of standards using statements of characteristics rather than statements of documents to be submitted. The required documents become sources of evidence that the TVET institution is exhibiting the desired characteristics. To support this it is recommended that TESDA upgrade the competence of the Provincial focal persons in the evaluation of documents and in writing reports. Because a manual cannot cover every possible contingency, it is important to identify the TESDA unit in the Central office that can provide expert opinion in matters that are not clearly identified in the Omnibus Amendatory Guidelines for UTPRAS. Finally it is vital that TESDA create a legal office, which will file charges against TVET institutions found offering courses, which are not registered.

Similarly, the procedure for course registration has been fully documented and deployed within the PAQTVET project. Further improvement can be made in terms of aligning the registration requirements to the recommended quality standards of TVET programs and institutions. Moreover, improving the availability of quality information as the basis for making decisions may shorten the duration of the registration process. This can be achieved by (1) using the recommended 15 quality management areas (see Appendix 10) in organizing the requirements of course registration; and (2) stating the requirements as characteristics or behaviors of TVET programs and institutions. The required documents become sources of evidence that the TVET institutions exhibit the desired characteristics or behaviors.

There is a great deal of similarity between dual training accreditation and course registration. It is recommended that the two systems be merged inasmuch as the documentary requirements and the people responsible for processing the documents are the same. This will emphasize the fact that, regardless of the chosen delivery mode, TESDA is ensuring that the TVET institutions are capable of delivering the course being registered at the minimum quality standard (see Document 6.1 for a full statement of the recommendations, strategies, training, and measurements).

### **b. Consistency and Reliability of Curriculum Document Evaluation**

The curriculum is the basic document, which embodies the promise of the TVET institution to the public of what it intends to deliver. It is the institution's formal plan to fulfill its mission statement and expectations with regard to student learning. The process of program registration includes concurrence with the curriculum as TESDA's act of agreement to such plan. It is therefore necessary that the provincial curriculum review teams evaluate consistently all the curricula submitted. To achieve consistency, TESDA must define a national competency-based curriculum format, possibly using competency-based curriculum from the Centers of Excellence as models. A variety of delivery modes should be possible. Further, for credibility, it is important to upgrade the competence of the curriculum review team in competency-based curriculum development and evaluation. Once again, NITVET-led teams can play an important role in this. Finally, the curriculum review team should affix their signatures to all curricula with which they concur during the registration process (see Document 6.1 for a full statement of the recommendations, strategies, training, and measurements).

### **6. Implementation of the Philippine TVET Quality Award (PTQA)**

This award system is regarded within TESDA as having some value. Competition among regional offices to increase the number of winners in a given region and the cost in management time to promote the system remain important considerations. Whether the contribution that PTQA makes to ensure that graduates have competencies at enterprise set standards seems to be doubtful. Nevertheless it is seen as a tangible activity of TESDA and a focus for action. Furthermore it might be used as a further incentive for TVET providers to pursue registration, if that is required before application for the award. Equally the PTQA could be integrated into the PQA system so that eligibility criteria were consistent.

To ensure credibility and consistency, it is recommended that TESDA contract with a qualified multisectoral agency as the accrediting organization/award administrator who will be responsible for the accreditation/award process. Multisectoral suggests that the organization has industry, and government representatives and has sufficient links with enterprise that it can recruit technical specialists on contract from the private sector. This multisectoral agency shall adopt the 15 quality standards for TVET programs and institutions recommended in Appendix 10 as the accreditation/award criteria along with the Education Criteria for Performance Excellence as the accreditation/award criteria. In order that the recognized accrediting organization/award administrator can mobilize its resources to start the activities, TESDA shall provide the seed money for the start up operations. Finally, TESDA shall recognize the recommendation of the accrediting organization by affixing its seal of quality to the accreditation/award certificate. For a full statement of recommendations, strategies, training and measurements please refer to Document 6.1.

### **7. Participation of TVET Institutions in the PTQA**

Application for the PTQA is voluntary on the part of TVET institutions. If it is to successfully contribute to the continuous quality improvement of institutions, TESDA will need to provide technical support to TVET providers as part of the overall quality activities.

Provincial Directors should provide TVET institution administrators with an orientation on the use of the PTQA criteria for self-assessment and action plan preparation to satisfy identified gaps and render technical support to institutions that want to install a quality management system. Further, TESDA should extend technical assistance to institutions signifying intention to use the award criteria for continuous improvement. Finally, TESDA should award incentives to institutions/programs recognized/accredited in any of the four levels of the award (see Document 6.1 for a full statement of the recommendations, strategies, training, and measurements; and Document 5.1 for a full review of the quality awards).

### **C. Equivalency**

Equivalency in the Philippines refers to the process of assessing learning outcomes and determining credit for, or advanced standing in, tertiary education. There are three aspects of equivalency for TVET: giving opportunities to second-chance learners to enter tertiary education; providing pathways to learners and workers within the full range of TVET provision; and creating pathways between TVET and higher education.

Given the low status of TVET among learners and families, there is a clear need to create an equivalency framework to help TVET graduates to move from TVET institutions to higher education institutions with fair credits given.

#### **1. Equivalency within TVET**

Within TVET, it is important for learners to be able to move among institutions and industries. A competency-based system facilitates this because the certified competencies are totally transferable. Thus, learners can move with appropriate recognition among TESDA schools and centers, communities, enterprise-based education, the private sector, and the workplace. An implementing policy on the recognition of prior learning will encourage access to tertiary education for those lacking the formal prerequisites.

To achieve this, it is recommended that TESDA resolve current policy and operational blockages to the establishment of a robust national TVET equivalency system, including the unification of TVET so that competency standards, quality assurance, and certification apply to all provisions; the implementation of policies on the recognition of prior learning and a TVET credit system; the packaging of qualifications to reflect multiskilling and the incorporation of generic and key skills; and leadership in the promotion of access to tertiary education (see Document 7.1 for a full statement of the recommendations, strategies, training, and measurements).

## **2. CHED and TESDA**

Equivalency in tertiary education will require a cooperative linkage between TESDA and CHED. Typically, it takes time to achieve such linkages with the less socially valued system because higher education authorities may be less than eager to initiate transferability with technical education and TVET officials may have resentment toward those in a less prestigious system. Often, the most difficult step is the first one—creating a relationship—and this was achieved during the AOTA. In fact, a positive relationship is emerging, and over time, the development of a national equivalency framework is a real possibility.

To support this process, it is recommended that TESDA and CHED continue to work together to agree and promote a statement of principle regarding equivalency; to harmonize policies and operations with regard to tertiary education; to promote access to tertiary education; and to encourage regional partnerships between TVET and higher education (see Document 7.1 for a full statement of the recommendations, strategies, training, and measurements. See Document 7.2 for a handbook on equivalency).

## **3. Local Action**

Experience in other jurisdictions suggests that the emergence of a national equivalency framework may take time. In the meantime, provincial directors working directly with private and state universities, colleges, and local TVET partners should have the initiative to develop local agreements. If the handbook prepared in the AOTA is used, a reasonable consistent series of agreements may develop that can then easily fit into the national framework when it emerges.

In support of this, it is recommended that all regions progressively establish an equivalency program promoting access to tertiary education for those without formal qualifications, facilitating pathways within all TVET provisions and creating opportunities for learners to move in both directions (i.e., between TVET and higher education). Recognizing that this may be a new area for the TESDA staff, it is further recommended that provincial directors be trained in the development of equivalency frameworks with local higher education institutions (see Document 7.1 for a full statement of the recommendations, strategies, training, and measurements).

## **D. Responsiveness to Industry**

TESDA is committed to developing a demand-driven, market-responsive TVET system. A continuing theme of the AOTA recommendations is the requirement to build partnership links with enterprise to achieve this. TVET is not well regarded by industry. TESDA is accepted as a funding agency but is not well regarded as a TVET authority. Enterprise is even less complimentary about TESDA graduates. TVET structures need to be run as a skills development system serving the need of young people for jobs, of workers for continued employment, and of enterprise for a skilled workforce.

To meet its commitments, TESDA has to give enterprise a central role at each level of TVET while TESDA itself acts as a catalyst. A competency-based system can achieve much of this change. A quality-based system using ISO or similar mechanisms will reduce the administrative complexity that affects the flexibility of programs and will build respect in the employer community. Linkages between TVET providers and enterprise at the governance level

will create a partnership that will allow TVET to better serve the market. A competency-based, quality-assured, and market-responsive system will build the support of enterprise as an active partner.

To increase enterprise partnership with TVET, there is a need for industry input to the design and organization of all activities. Sales/customer service training for TESDA personnel is urgently required. This will be facilitated if TESDA requires the presence of industry advisory committees in all registered TVET institutions. Recognizing that a direct voice in institutional governance helps build partnerships, it is further recommended that governance of TESDA-managed institutions be transferred to autonomous governing boards (see Document 8.1 for a full statement of the recommendations, strategies, training, and measurements).

### **1. On-the-Job Training (OJT)**

On-the-job training is a proven mechanism for drawing industry into training partnerships. It is also an important part of most skills mastery programs, given the importance of workplace skills to employment. Equally important, students continually feed back to institutions the current enterprise practice of technologies that they see in the job site. OJT also support job placement.

It is recommended that TESDA make OJT mandatory for any TESDA recognition of training and provide more tax incentives to employers to expand OJT availability. Finally, it is important to note that the use of production units can simulate some features of OJT (see Document 8.1 for a full statement of the recommendations, strategies, training, and measurements).

### **2. Upgrading of Employed Workers**

Industry is as dependent on the continuous upgrading of its existing workforce as it is of a supply of skilled new workers. Thus, focusing on the existing workforce is not only an income-generating opportunity for TVET institutions but also a mechanism for attracting industrial partnerships. The self-employed need to upgrade their skills to improve family income, and the unemployed need to enhance their skills to find new jobs. Therefore, it is important for TESDA to recognize as a large part of its mandate the upgrading of the existing workforce, the employed, the unemployed, and the self-employed. It should also identify priorities in each province, with input from industry; generate funding to subsidize high-priority training needs in industry, and encourage Continuing Education/Industry services support function in TVETPs (see Document 8.1 for a full statement of the recommendations, strategies, training, and measurements).

### **3. Apprenticeship and Similar Schemes**

The Office of Apprenticeship is revising policies and procedures for greater flexibility in implementing the Dual Training System (DTS). Advancement of revisions to the Apprenticeship Act and implementation policies and procedures, as recommended, is well underway. The current Apprenticeship Act is inflexible, as are many of the internal rules and regulations used by TESDA in managing this system. The current rules are much too complex, and discourage enterprise adoption of the system. Proposed legislative frameworks developed, as part of the

AOTA should be applied as well. An Enterprise-Based Training Act is contained in the AOTA document and is in the process of validation.

Based on the analysis, it is recommended that TESDA be flexible with the internal rules and regulations of the DTS to make it user-friendly. Further, new incentives aligned to competency-based qualifications will build enterprise respect for the system. TESDA should also take control of the Apprenticeship Act so it could provide leadership in making the legislation supportive of enterprise and learner needs. Equally important, enterprise-based training should be integrated into the TVET Operations Group, and all provincial offices should be trained to market this program, along with other TESDA programs. Finally, DTS, dualized training other OJT, employee upskilling, and apprenticeship should be made part of a new, broad employer-based training approach as part of the TVET Operations Group. Moreover, a partnership development officer should be appointed to each provincial office (see Document 8.1 for a full statement of the recommendations, strategies, training, and measurements). Policy will be needed to link all this to competency standards and to include these activities in the UTPRAS.

#### **4. Responding to the Market for Skills**

In education, the focus of system administrators is on the source of funding, regardless of other priorities. If all funding comes from government, institutions will pay attention to government priorities and the quota-meeting demands of most governments. If income generation is the basis of institutional financing, the administrators will focus on the market and on responding to the market for skills. This does not suggest, though, that the government does not have a role in financing colleges. However, grants should not be based on historic activity levels but on meeting contracted competency standards.

To allow TESDA some flexibility to respond to the need of the market for skilled workers rather than the need of its institutions for revenue, it should tender training for priority programs and contract with registered TVETPs. Further, to support responsiveness, TESDA should encourage financial self-sufficiency among all TVETPs. See Document 1.3 for more information on income generation

It is recognized that opening up the adult lifelong learner market is a key element of income generation (see Document 8.1 for a full statement of the recommendations, strategies, training, and measurements).

#### **E. Entrepreneurship as a Central Element of TVET**

The concept of learning to be an entrepreneur appears as a cross cutting theme of the AOTA, although this appears in the TOR of only one consultant. Entrepreneurship is the basis of private TVET as providers review the opportunities in the training marketplace and respond by designing and offering programs that meet the demand. Thus, the vast majority of the TVETPs live in a market-driven, entrepreneurial world. However, this is not true for public sector providers of TVET within TESDA-administered institutions. With funding directly coming from government, these schools and centers have no tradition of responding to anything but government directives and no sense of need to interact with the marketplace to determine demand. Given that entrepreneurship is based on attitude as well as more formal skills, TVET staff will need specialized training useful to students in this field.

At this time, entrepreneurship is not part of the law that creates TESDA, hence, it appears to be a marginal activity with the core responsibility lying in other departments

Therefore, to support the growth of activities in this area, it is recommended that TESDA draft language for legislation to add entrepreneurship training to its mandate. It should also identify or develop entrepreneurship development specialists in TESDA/NITVET to promote training teachers and to assist in defining competencies and designing the curriculum (see Document 9.1 for a full statement of the recommendations, strategies, training, and measurements).

### **1. Entrepreneurship Training to Enhance Self-Employment**

At a second level, it has been noted in the ADB RRP document that the majority of graduates from TESDA TVET institutions do not find employment in the wage economy and hence must create self-employment. This often requires skill as an entrepreneur, that is, the ability to identify a product or service for which there is a demand, and to bring it to the marketplace at a price that buyers will pay. Thus, TVET institutions need not only to “entrepreneurialize” themselves but also to make entrepreneurship a part of all the programs they teach.

It is recommended that TESDA establish entrepreneurship as a program for behavioral and attitudinal change and make this the focus of the program rather than the more common enterprise management approach (see Document 9.1 for a full statement of the recommendations, strategies, training, and measurements).

### **2. Community-based Entrepreneurship Development**

Finally, TESDA is mandated to assist communities in becoming more economically successful through the mastery of appropriate technical skills. Lessons in micro-enterprise development suggest that, unless technical and craft skills are accompanied by training as entrepreneurs, the skills training in itself will have little impact on family income. Defining a market and responding to that market is the foundation of most community economic development.

Within APEC, there is a defined training program for Small Business Counselors, with a direct focus on entrepreneurship skills development. This includes a certification mechanism for counselors with international recognition. This should be considered as the competency profile for TESDA specialists and for community-based TVET entrepreneurship trainers.

TESDA should strengthen and expand the role of the Kasanayan Kabuhayan One-Stop-Shop (KKOSS) as the information center of entrepreneurship development. Further, it should set up an entrepreneurship development center or institute to serve as the authoritative center of entrepreneurship development in the country and the Asia-Pacific Region, with special emphasis on micro-entrepreneurs in the informal sector, provision of equal opportunity, and gender equality. TESDA could also develop a website for the center or institute and initiate and conduct research on issues relevant to entrepreneurship development. Moreover, it could publish information on entrepreneurship development for public consumption (see Document 9.1 for a full statement of the recommendations, strategies, training, and measurements).

### **F. Improvement of Learner Access to Careers in Technology**

TVET is not well regarded by families as a learning option for their children. Most families prefer the higher social prestige of even inadequate academic education to skills

training. The low placement rates of TVET graduates in employment support this. The absence of effective equivalency mechanisms within TVET, let alone between TVET and higher education, further diminishes TVET status. The usual post-colonial bias against “working with your hands,” as TVET is categorized, also contributes to this disposition against TVET. The public image of TVET is that it is the last choice for students after every available option has been explored.

Given the dependence of enterprise on the application of technology, the competitiveness of the economy depends on change in these attitudes. Lessons can be drawn from the acceptance of information technology (IT) as a higher-prestige activity despite its basic technological nature.

To address this, TESDA should expand aggressive social marketing in support of middle-level skills education through regular career guidance activities in high schools, and communities, and through client-specific information, education, and communication programs. It should promote the value of middle-level skills among poorly skilled workers seeking to upgrade themselves through the equivalency schemes (see Document 8.1 and 10.1 for a full statement of the recommendations, strategies, training, and measurements).

### **1. Increased Learner Access and Information on Careers in Technology**

Career decisions are constrained by the information available. Vocational counseling and career guidance make good career information available and assist individuals in measuring their own interests and competencies against the requirements of various career options. This can also bring forward career ladders that display the longer-term consequences of specific short-term decisions.

### **2. Counseling, Career Guidance, and Job Placement Services**

Counseling can also build self-confidence and support career options that, for historic gender or social reasons, will otherwise not be considered. Access to career counselors is important to both gaining access to and exploring the information, and understanding all the options.

TESDA does not have a group of vocational counselors and career guidance specialists, nor a policy that will support the development of this group of individuals to be available in the provincial offices. It is recommended thus that TESDA establish a focal office of career counseling and vocational guidance to assume responsibility for direction setting and leadership. This office will also coordinate, monitor, train, and evaluate the efficacy and effectiveness of the career guidance and job placement programs of TESD institutions. Further, TESDA should institutionalize the career guidance and counseling program, and job placement services. This requires the creation of a career guidance and job placement program for institutional accreditation, and the development of career guidance materials linked to the PTQF. Such materials should be imaginative and market-oriented to display exciting, prospective careers for middle-level workers. Finally, TESDA should develop a standard manual of operations for the program that is workable at the national and local level. This will strengthen coordination and information dissemination on work and training opportunities (see Document 10.1 for a full statement of the recommendations, strategies, training, and measurements and document 8.1 for the use of OJT in job placement).

## **CONCLUSION**

Significant progress has been made in implementing many of the recommendations during the Technical Assistance. Substantial momentum has been built to accelerate the reforms in TVET and in TESDA's leadership of TVET. Work has begun in re-aligning TESDA to a new decentralized TVET environment. A new advocacy and marketing strategy for TVET is unfolding. Much remains to be done. The expansion of the competency-based education commitment will require a great deal of determination and consistency and this is the basis of all other components of the desired TVET system. Installing the quality assurance systems that will give industry confidence and create a framework for equivalency will take some years of training providers and a real marketing process to convince the TVET system that it is worthwhile.

Finally, the transformation of TESDA into a leadership authority committed to developing a demand-driven, enterprise- and community-responsive TVET system will require absolute determination. The concept of a responsive authority is not well understood. However, with a consistent staff development program and a decentralized TVET development system, TESDA has the capacity to lead the Philippine TVET to the desired system characteristics.

## APPENDICES

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## APPENDIX 1

### OBJECTIVES OF ADB LOANS 1750 AND 1751 AND AOTA 3482

#### a. Overarching Objectives of Loans 1750 and 1751

The **main (or primary??)** objectives of Loans 1750 and 1751 are to enhance the competitiveness of the Philippines through the improved quality and relevance of its TESD system, and to enable TESDA to perform its function more effectively as an oversight agency to better respond to the market demand for highly skilled workers.

The secondary objective is to reduce poverty through enhanced equity of TESD programs for the poor with financial support services that will enable them to acquire employable skills and gainful employment.

#### b. Project Objectives of Loan 1750-PHI

- 1) To rationalize the role and strengthen the capacity of TESDA
- 2) To devolve TESDA's responsibilities for training institutions to local government units (LGUs) or non-government organizations (NGOs)
- 3) To strengthen the capacity of TESD private providers
- 4) To enhance equity in skills acquisition

#### c. AOTA 3482 in Support of Loan 1750-PHI

AOTA 3482 is aimed at facilitating (1) and (2) above by providing management action plans and training programs to implement the action plans. To achieve this, there are three components:

- 1) Strengthening the management capacity of TESDA as the oversight agency for the TESD sub-sector, and its network of regional and provincial institutions and LGUs to provide effective leadership and support to TESD public providers. This involves:
  - a) Preparation for decentralization/devolution of the TESD system and institutions to LGUs and other organizations or agencies;
  - b) Development and strengthening of management and supervisory systems to empower regional and provincial offices in planning, managing, and supervising TESD institutions and resources; and
  - c) Training and development of TESDA personnel at the central, regional, and provincial levels in the development of TESD policy and the management and supervision of TESD institutions.

2) Improving the quality of TESD programs. This involves:

- a) development and implementation of an accreditation system,
- b) further development of skills testing and certification,
- c) further development of equivalency systems,
- d) further development of quality assurance programs, and
- e) further development of the dual training and apprenticeship system.

This component supports TESDA's efforts to institutionalize a quality-assured TESD system focusing on the following areas: (a) registration of programs; (b) accreditation of programs; (c) qualifications and certification framework; and (d) equivalency and certification system:

3) Enhancing employment opportunities of TESD graduates. This involves:

- a) institutionalization of career guidance and counseling services,
- b) extension of job placement/support services,
- c) establishment of industry-institution linkages, and
- d) implementation of entrepreneurship development programs.

## APPENDIX 2

## FINAL CONSULTANT DEPLOYMENTS FOR AOTA 3482

## Strengthening Management Capacity and Improving Quality of TESD (3842-PHI)

Consultant	1 <sup>st</sup> deployment	Days	2 <sup>nd</sup> deployment	Days	3 <sup>rd</sup> deployment	Days	4 <sup>th</sup> deployment	Days	Total days
International									
Tom Norton	14 Oct - 14 Dec (with 4 days off)	58	6 Jan - 9 Mar	63	7 Apr - 23 May	47	5 Jun - 19 Jul	42	210
David Burrowes			14 Jan - 16 Mar	62	12 May - 8 Jul	58			120
David Lythe			14 Jan - 5 Apr (with 2 days off)  10-11 Apr	82	7 May - 27 Jun	53			135
Martin Grinsted			14 Jan - 13 Feb	31	17 Apr - 14 Jun	59			90
Glen Witter			14 Jan - 1 Mar	47	29 Apr - 10 Jun	43			90
Domestic									
Romulo Borsoto	15 Nov - 13 Dec	29	7 Jan - 6 Jun	151					180
Marge Mendenilla			14 Jan - 12 Jul	180					180
Rodolfo Baldemor			14 Jan - 30 Mar	76	15 Apr - 28 May	44			120
Susan Estanislao			14 Jan - 12 Jun	150					150
Herminia Fajardo			14 Jan - 13 May	120					120

### APPENDIX 3

#### TERMS OF REFERENCE FOR CONSULTANTS

TA No. 3482-PHI: Strengthening the Management Capacity and Improving the Quality of the Technical Education and Skills Development System

Component 1. To strengthen the management capacity of TESDA, and its network of institutions and local government units

This focuses on three major activities: (a) preparation for decentralization/devolution of the TESD system and institutions to LGUs and other organizations or agencies; (b) development and strengthening of management and supervisory systems to empower regional and provincial offices in planning, managing, and supervising TESD institutions and resources; and (c) training and development of TESDA personnel at the central, regional, and provincial levels in the development of TESD policy and the management and supervision of TESD institutions.

To carry out this component, one international and one domestic specialist will be required for six person-months each.

1. TESD Planning and Management Specialist/Team Leader (international, 6 person-months)

The team leader shall carry out the following tasks:

- a. Review the existing administration and supervision system under TESDA, and propose mechanisms and actions required for the decentralization of TESDA;
- b. Make recommendations concerning the demarcation of responsibilities at the central, regional, provincial, and institutional levels under a decentralized system, taking into account the work of PAQTVET in Region X/XI;
- c. On the basis of this demarcation, make recommendations for the improvement and strengthening of the TESD management system, especially at the provincial, regional, and institutional levels;
- d. Propose strategies and actions for the devolution of TESD institutions to local government and other organizations/agencies (in coordination with the Organizational Development Management Specialist, to be engaged under Loan 1750-PHI: Technical Education and Skills Development Project);
- e. Develop manuals, handbooks, and guidelines for use in strengthening management systems, supervisory practices, and effective leadership skills among managers and supervisors of TESD institutions;
- f. Provide leadership support to all international and domestic consultants;

- g. Coordinate and integrate the work of the various consultants to ensure continuous and smooth implementation of activities across components;
- h. Integrate reports and outputs of all components for submission to ADB and TESDA;
- i. Prepare short monthly progress reports for all components according to ADB requirements;
- j. Prepare a final report providing a summary of outputs and accomplishments, and recommended follow-up actions; and
- k. Carry out other tasks assigned by ADB or TESDA.

Tasks (a) to (d) should be undertaken in close collaboration with the TESD training and development specialist.

## 2. TESD Training and Development Specialist (national, 6 person-months)

The consultant shall perform the following tasks, in close collaboration with the TESD Planning and Management Specialist:

- a. Prepare a list of core competencies and a profile of roles and responsibilities of TESDA administrators and managers at the central, regional, and provincial levels (see also 1b above);
- b. Conduct a training needs analysis of management knowledge and skills requirements among TESDA administrators and managers at the central, regional, and provincial levels;
- c. Develop the training master plan developed under PAQTVET, and expand/amplify where necessary;
- d. On the basis of the training master plan, develop program outlines and management training modules to strengthen the capacity and competencies of TESDA administrators, managers, and supervisors at various levels, taking into account the management training programs which have taken place under PAQTVET;
- e. Conduct training of trainers programs for administrators, managers, principals, supervisors, and local government officials; and
- f. Carry out other tasks assigned by ADB or TESDA.

## Component 2. To improve the quality of TESD programs

This component supports TESDA's efforts to institutionalize a quality-assured TESD system focusing on the following areas: (a) registration of programs; (b) accreditation of programs; (c) qualifications and certification framework; and (d) equivalency and certification system.

### 1. TESD Program Accreditation Specialist (national, 6 person-months)

The consultant shall support the design and implementation of a new accreditation system, and the further implementation of the quality-assured registration system by carrying out the following tasks:

- a. Review the existing Unified TVET Program Registration and Accreditation System (UTPRAS), and identify areas and procedures that need strengthening based on the PAQTVET outputs;
  - b. Develop and introduce a system of feasible incentives to encourage TESD institutions to register under the UTPRAS system;
  - c. Develop evaluation/accreditation criteria and indicators for the assessment of programs in the Centers of Excellence and other applicants for accreditation;
  - d. Train TESDA and school personnel (including personnel in state colleges and universities) in the development and implementation of accreditation procedures;
  - e. Prepare manuals and guidelines for TESD institutions that want to obtain program accreditation from TESDA;
  - f. Train on-site-visit evaluators;
  - g. Participate in the actual assessment of TESD programs for accreditation purposes;
  - h. Assist in the implementation of a new accreditation system;
  - i. Make recommendations for the conceptualization and implementation of the TVET Quality Award; and
  - j. Carry out other tasks assigned by ADB or TESDA.
- ### 2. TESD Skills Standards Testing and Certification Specialist (international, 4 person-months)

The consultant shall support efforts to develop and introduce a national skills standard, testing, and certification system by doing the following tasks:

- a. Review the existing TESDA Occupation Qualification and Certification System using the quality assurance approach followed by PAQTVET in the maritime sector, and identify areas and procedures that need strengthening;
- b. Assist TESDA in improving procedures and mechanisms for implementing a skills standard, testing, and certification system for TESD institutions;
- c. Develop manuals and guidelines for TESD providers, examiners, and applicants for skills standard certification;

- d. Determine priority occupations and prepare plans for the implementation of testing;
- e. Provide TESD administrators, supervisors, and examiners with training on implementing and maintaining high-quality skills standard testing program;
- f. Participate in pilot-testing the skills standard testing and certification system developed; and
- g. Carry out other tasks assigned by ADB or TESDA.

### 3. Equivalency System Specialist (international, 4 person-months)

The consultant shall strengthen the current systems for equivalency by carrying out the following tasks:

- a. Review the current equivalency system under TESDA, Commission on Higher Education (CHED), and the private sector, and recommend appropriate linkages and mechanisms for promoting transferability of credits, certificates, and recognition of knowledge and skills earned or required under the existing system, taking into account the models proposed by PAQTVET as a framework;
- b. Develop a national framework for an equivalency system which will enable students to acquire and transfer credits, skills, and experiences from formal and non-formal programs in the public and private sectors (1) to qualify for TESD certification, and (2) to enroll in relevant programs under the purview of CHED;
- c. Develop standards, criteria, and administrative and operating procedures for a national TESD equivalency system;
- d. Develop handbooks and manuals for the implementation and administration of the TESD equivalency system and programs;
- e. Develop guidelines for students, trainees, and applicants for TESD equivalency testing/assessment and certification programs;
- f. Conduct training of trainers programs for TESDA and CHED personnel, and representatives of the private sector, on the TESD equivalency system; and
- g. Carry out other tasks assigned by ADB or TESDA.

### 4. TESD Institutional Quality Assurance Specialist (international, 2 person-months)

The consultant shall carry out the following tasks, in close collaboration with the domestic Institutional Quality Assurance Specialist:

- a. Develop an institutional quality assurance based on the TESDA quality assurance (QA) system;

- b. Develop manuals and guidelines for monitoring/evaluating TESDA programs and TESD institutions;
- c. Develop a plan for the implementation of the QA system in TESD institutions;
- d. Develop a staff training and development model applicable to the institutional QA;

Report on the effectiveness of the trial; and

- e. Carry out other tasks assigned by ADB or TESDA.

5. TESD Institutional Quality Assurance Specialist (national, 4 person-months)

The consultant shall carry out the following tasks, in close collaboration with the international Institutional Quality Assurance Specialist:

- a. Conduct an assessment of the needs and readiness of target institutions to adopt the system to be developed;
- b. Develop the capacity of regional TESDA personnel to support the QA process in institutions;
- c. Conduct QA trials for selected institutions;
- d. Assist in actual program implementation in target institutions;
- e. Supervise and monitor the progress and outcome of the programs, and identify weaknesses for corrective action;
- f. Deliver QA training to institutional personnel; and
- g. Carry out other tasks assigned by ADB and TESDA.

Component 3. Enhancing employment opportunities of TESD graduates

This component is designed to enhance the employment opportunities of TESD graduates through the following support services: (a) career guidance, counseling, and job placement services; (b) school-industry partnerships; and (c) entrepreneurship training and development.

1. Career Guidance and Job Placement Specialist (national, 5 person-months)

The consultant shall carry out the following tasks:

- a. Review the current career guidance, counseling programs, and job placement services in TESD institutions (both private and public), and recommend appropriate improvements;

- b. Develop guidelines and models of career guidance, counseling services, and job placement support services at the institutional level;
  - c. Develop manuals/handbooks for school administrators and guidance counselors for the operation and management of the career guidance and job placement office;
  - d. Prepare lists of activities, programs, and tasks to be implemented by the career guidance and job placement officer;
  - e. Train guidance counselors in career guidance program development, counseling techniques, career planning assessment strategies, and job placement services;
  - f. Assist in implementing and operationalizing career guidance and job placement services in TESD institutions; and
  - g. Carry out other tasks assigned by ADB or TESDA.
2. School Industry Partnership Specialist (international, 3 person- months)

The consultant shall carry out the following tasks:

- a. Review school and industry relationships/partnerships, and develop strategies for implementing the provisions of the Apprenticeship Law and the Dual Training System Law in the private sector and TESD institutions;
- b. Survey current practices in school-industry partnership programs, and identify exemplary programs that can be further strengthened and serve as models of TESD school-industry linkages;
- c. Explore alternative ways in which trainees can be trained in both industrial and institutional settings, and private sector involvement increased
- d. Develop manuals and guidelines for TESDA and school personnel for operationalizing school-industry partnership programs, including the establishment, management, and supervision of the dual training system, on-the-job training, apprenticeship training programs, and others;
- e. Develop model programs to foster close cooperation between industry and TESD institutions;
- f. Assist in preparing policy and procedures to promote cooperation and support between project schools and industry;
- g. Assist the model schools in formulating procedures for implementing program-based employer advisory committees;
- h. Develop a monitoring and evaluation mechanism to support and measure the contributions of the advisory committees;

- i. Conduct on-the-job training and other types of training for TESDA staff, administrators, teachers, and counselors of model schools for the implementation of effective school-industry partnership programs; and
  - j. Carry out other tasks assigned by ADB or TESDA.
3. Entrepreneurship Training Specialist (national, 4 person-months)

The consultant shall carry out the following tasks:

- a. Survey the current status of entrepreneurship development and training in TESD institutions, and recommend strategies and approaches for strengthening the programs;
- b. Prepare a comprehensive entrepreneurship development plan for TESDA with an emphasis on the development of small and medium enterprises;
- c. Conduct training needs surveys among teachers, counselors, and students/trainees in TESD institutions;
- d. Identify the core competencies and skills needed to start and manage a small business;
- e. Develop a curriculum framework for entrepreneurship training for TESD student/trainees;
- f. Develop manuals and guidelines for the implementation, management, and assessment of entrepreneurship training programs in TESD institutions;
- g. Conduct workshops on curriculum and instructional materials development for entrepreneurship training for administrators, supervisors, counselors, and teachers of model schools;
- h. Assist the workshop participants in developing instructional materials for their institutions; and
- i. Carry out other tasks assigned by ADB or TESDA.

**APPENDIX 4****Outputs and Document Reference Numbering System**

<b>DOC. #</b>	<b>AUTHOR</b>	<b>PUBLICATION TITLE</b>
1.1	Tom Norton	Management of TVET in a Decentralized Environment
1.2		Financing TVET and Tendering Training
1.3		Market Responsiveness in Decentralized TVET
1.4		Linking AOTA 3482 Outputs to Loan 1750 Consultants TORS
2.1	Romulo Borsoto	Training and Development of TESDA Staff
2.2		Management Training Module-Management Development Programs
3.1	David Burrowes	Competency Based Testing and Certification in TVET
3.2		Guide to Competency Based Assessment in the Philippines
3.3		A Good Practice Guide to the Competency Based Approach to TVET
4.1	Martin Grinsted	A Model for Institutional Quality Assurance
5.1	Rodolfo Baldemor	Validating the Institutional Quality Assurance Model
6.1	Marjorie Mendenilla	Registering TVET Programs to Assure Quality and Accrediting TVET Institutions
7.1	David Lythe	Equivalency Recognition for TVET Students
7.2		A Handbook of Good Practice, Information and Advance
8.1	Glen Witter	Building the Links Between TVET and Enterprise School/Industry Partnership
8.2		Manual and Workbook: Preparing Educators for School-to-Work Partnerships
9.1	Herminia Fajardo	Entrepreneurship Training in Communities and TVET Institutions
10.1	Susan Estanislao	Career Guidance and Job Placement in TVET Institutions
11.1	TEAM	Consolidated Recommendations, Strategies, Measurements
12.1	TEAM	Consolidated TORS and Outputs
13.1	TEAM	Glossary of Terms
14.1	TEAM	Bibliography of TVET Materials

## APPENDIX 5

## MAJOR DATA-GATHERING AND TRAINING EVENTS

Event Number (Chrono)	Event Type	Event Title	Number of Consultants Involved	Number of Participants
1	Information Sharing	TESDA EX Comm Orientation to TA	1	9
2	Policy/Program Development with client	National Directors Workshop	2	55
3	Orientation to TVET Provider Types	Visit MIST, Meralco, JB Academy, Monarch Training	2	10
4	Orientation of TA Consultants to the Project	Consultants Orientation	10	12
5	Workshop, Data gathering	Training Needs Analysis with TESDA staff	2	25
6	Information Gathering, Policy Input	15 <sup>th</sup> National Directorate meeting, Tagaytay	10	60
7	Information gathering	Meeting with Director General/Project Director	10	15
8	Information gathering	Site Visit/Interviews, National Capital Region offices and TVETPs	10	25
9	Information Gathering	Site Visit/Interviews Region 6 (Iloilo) Regional Center and TVETPs	10	40
10	Information gathering	Site Visit/Interviews Region 7 (Cebu) Regional Center and TVETPs	10	40
11	Information Gathering	Site Visit/Interviews Region 10 Cagayan De Oro Regional Center and TVETPs	3	10
12	Information Sharing/Joint Planning	Meet with PAQTVET team to review TORs in relation to current and proposed PAQTVET program	10	15
13	Information Sharing/Joint Planning	Meet with GTZ team to review TORs in relation to current and proposed GTZ program	10	15
14	Information gathering	Meet with Don Bosco national TVET planners	5	9

15	Information gathering/policy sharing	Meet with Sr Luz Soriano/Br Roly Dizon to explore CEAP involvement in TVET	5	8
16	Information gathering/policy sharing	Meet with Monarch owner on private providers and industry directed training	3	8
17	Information gathering/policy sharing	Meet with ARRM LGU leaders on community based TVET	5	18
18	Direction setting/policy development	Mid Term review meeting with Director General and Senior Staff	10	30
19	Data gathering/training	Entrepreneurship Workshop To develop curriculum materials	3	26
20	Data Gathering /training	Career Counseling/job placement	3	26
21	Data gathering/training Specialist training	Management Development Workshop for Senior TESDA Staff/ Luzon	10	108
22	Data gathering/training Specialist training	Management Development Workshop for Senior TESDA Staff/Vasayas, Mindanao	10	122
23	Data gathering/ training	Workshop on registration and Accreditation, Marikina	2	26
24	Data gathering/ training	TESDA/CHED Implementation Workshop on Equivalency	1	30
25	Training	First Workshop for the Development of Competency Standards Based on Functional Analysis	2	22
26	Training	Experts Workshop for TVETP development. Training 25 senior specialists using TA prepared training materials	5	30

## APPENDIX 6

### TESDA FIELD OPERATIONS IN A COMPETENCY-BASED, QUALITY-ASSURED, AND DEMAND-DRIVEN TVET SYSTEM

The following presents an outline of **proposed** TESDA operations in the field, which will support the national leadership of the TVET core business, and suggestions for the orientation that TESDA will take. Thus, consultants can infer some guidelines for their own input, which will assure a consistent and system supportive total TA output.

#### 1. Determining enterprise demand for skills and planning training in each province

TESDA Central will set the broad priorities for training based on national/international economic objectives and directions. Provincial offices will integrate the provincial demand for skills at the skilled worker and technician level by gathering data from enterprise, LGUs, provincial governors' offices, and communities. Each provincial office will submit to TESDA Central a proposed training plan combining provincial need and national priority. TESDA will then generate resources and allocate a budget based on the approved plan.

#### 2. Registering TVET programs

TESDA will set institutional standards for all TVET providers so that their graduates can seek national certification and registered TVETPs can tender TESDA training contracts. Organizations that intend to seek or maintain registration with TESDA but do not meet TESDA standards may request support, and a team will be sent from NITVET and other TESDA offices to assist the provider in strengthening itself, as required.

#### 3. Tendering training from providers with registered programs

After TESDA has allocated its budget to support the provincial training plans, provincial offices will publish the training request for the province, along with the amount per course/program it is prepared to spend for the training. It will request registered TVETPs (**as in 2.2; what is this??**) to submit tenders for the training. The provincial office will then contract with the winning TVETP for the training, and the contract will be sent to the regional office to initiate quality audit procedures. It is important to note that LGU and learner-supported TVET will continue to make up the bulk of TVET in most provinces, and the system supports this.

#### 4. Setting the standards for training

Industry will increasingly set training standards for required competencies with the support of TESDA. National Technical Advisory Panels (sectorally based) will be the basis of this. Often, such panels will use an existing international standard to do this. TESDA will contract with TVET providers to develop curricula and courseware in support of the standards.

#### 5. Auditing TVET performance: Assuring quality

The regional office will audit the performance of all registered TVET providers as part of the compliance audit process, and will specifically audit all training contracts for compliance. In

cases where registered TVET providers are deemed substandard, they may once again request a NITVET-led TESDA team to assist them in the deficient areas.

#### 6. TVET expansion

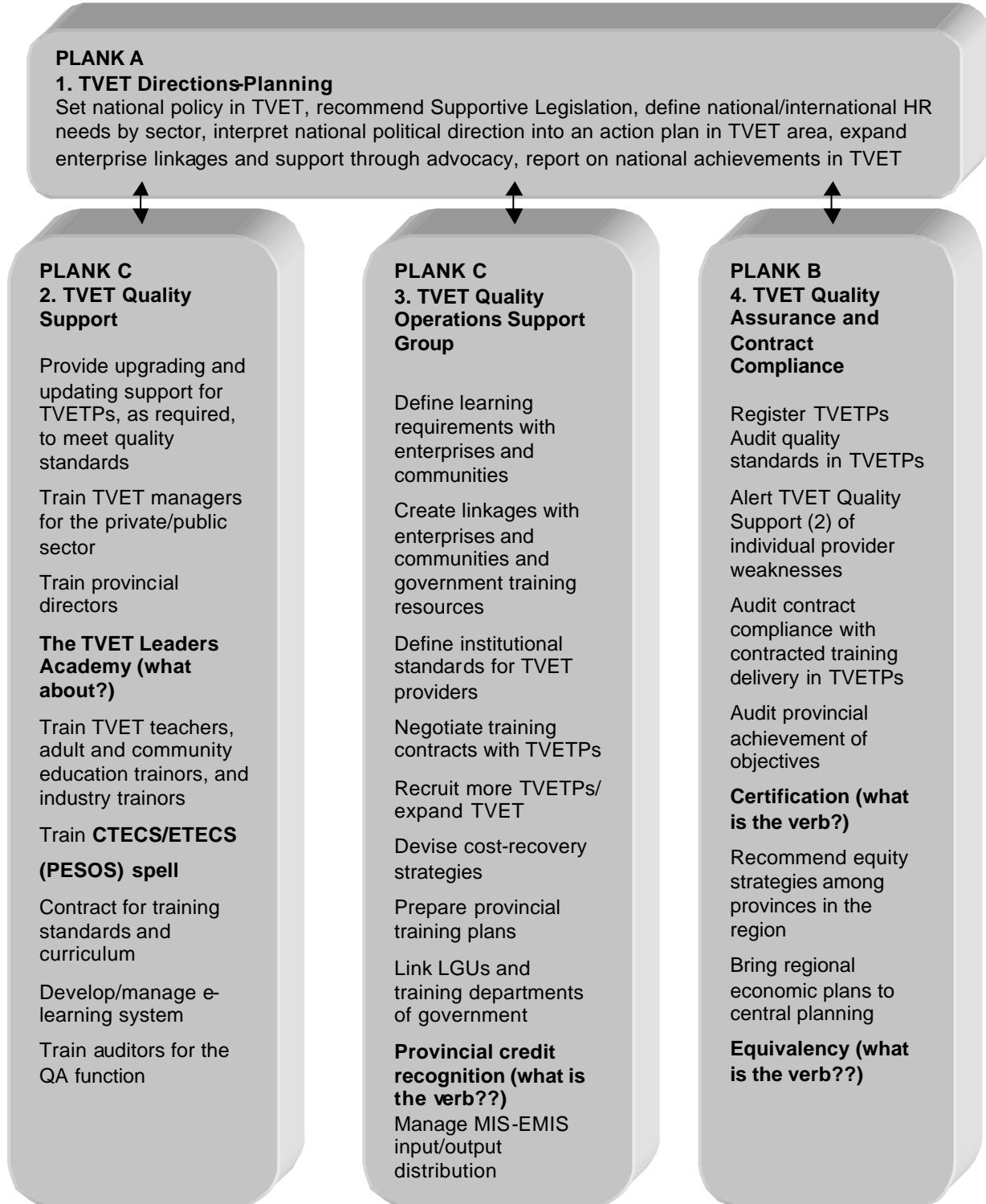
Provincial offices will provide leadership in developing and expanding all elements of TVET, including formal and non-formal learning, enterprise-based learning and apprenticeship (including dual and dualized), and community-based learning. A major task will be partnership building and syndicating training among stakeholders by expanding the participation of the LGU and provincial governors' office. Provincial offices will be a "one-stop-shop" for all TVET training.

#### 7. Certification, training, and regional centers

Regional Centers will act as certification centers for competency assessors. Ultimately, certified assessors will be available through most TVETPs. Regional centers will also serve as training centers for NITVET as it uses training to upgrade TVET providers and LGU staff. They will be the TESDA operating centers in a decentralized management environment. In some cases, provincial centers may also play this role.

## APPENDIX 7

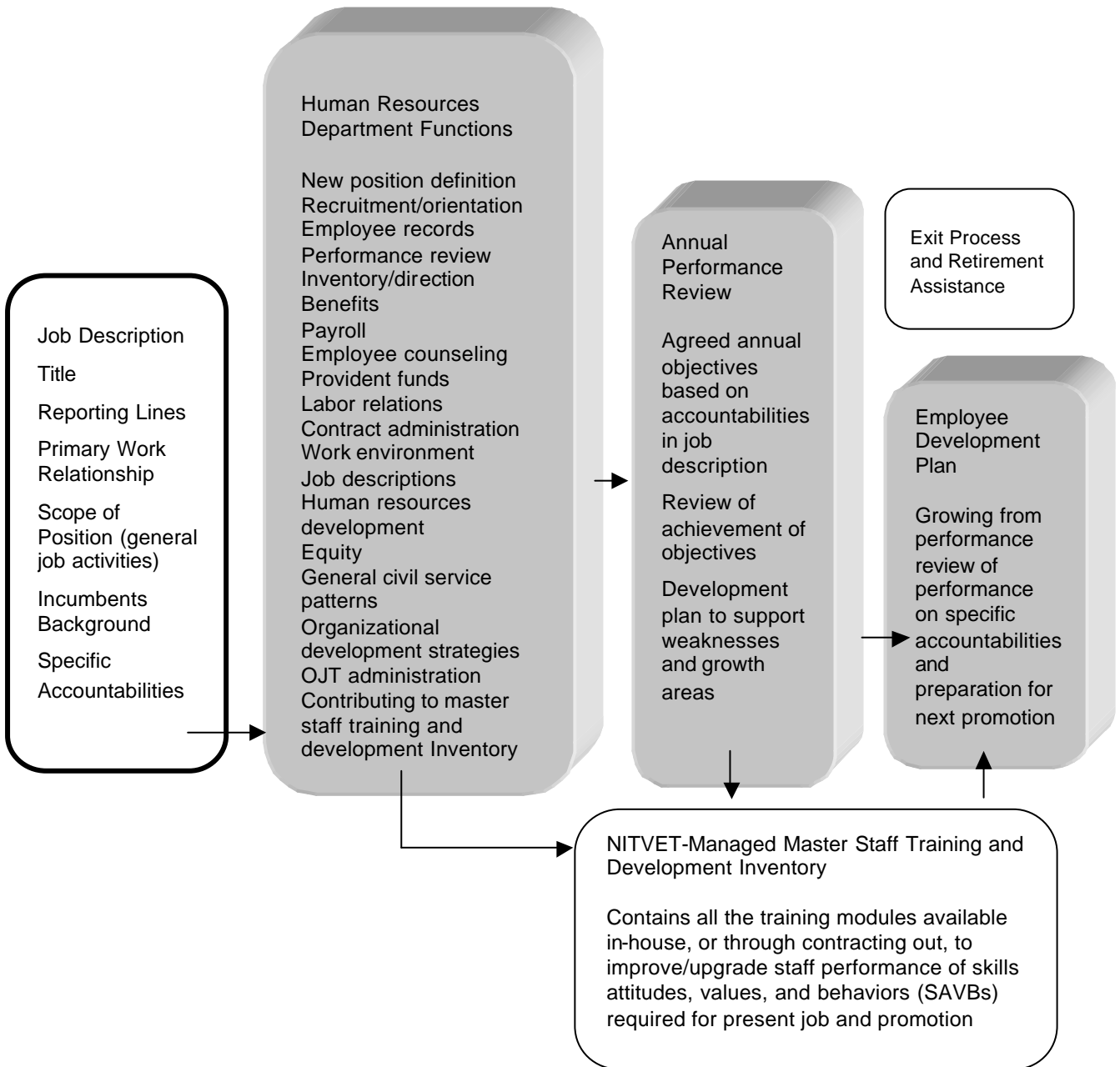
## ALIGNING TESDA TO SUPPORT ITS NATIONAL LEADERSHIP ROLE IN TVET



**APPENDIX 8**

**THE HUMAN RESOURCES MANAGEMENT DEPARTMENT**

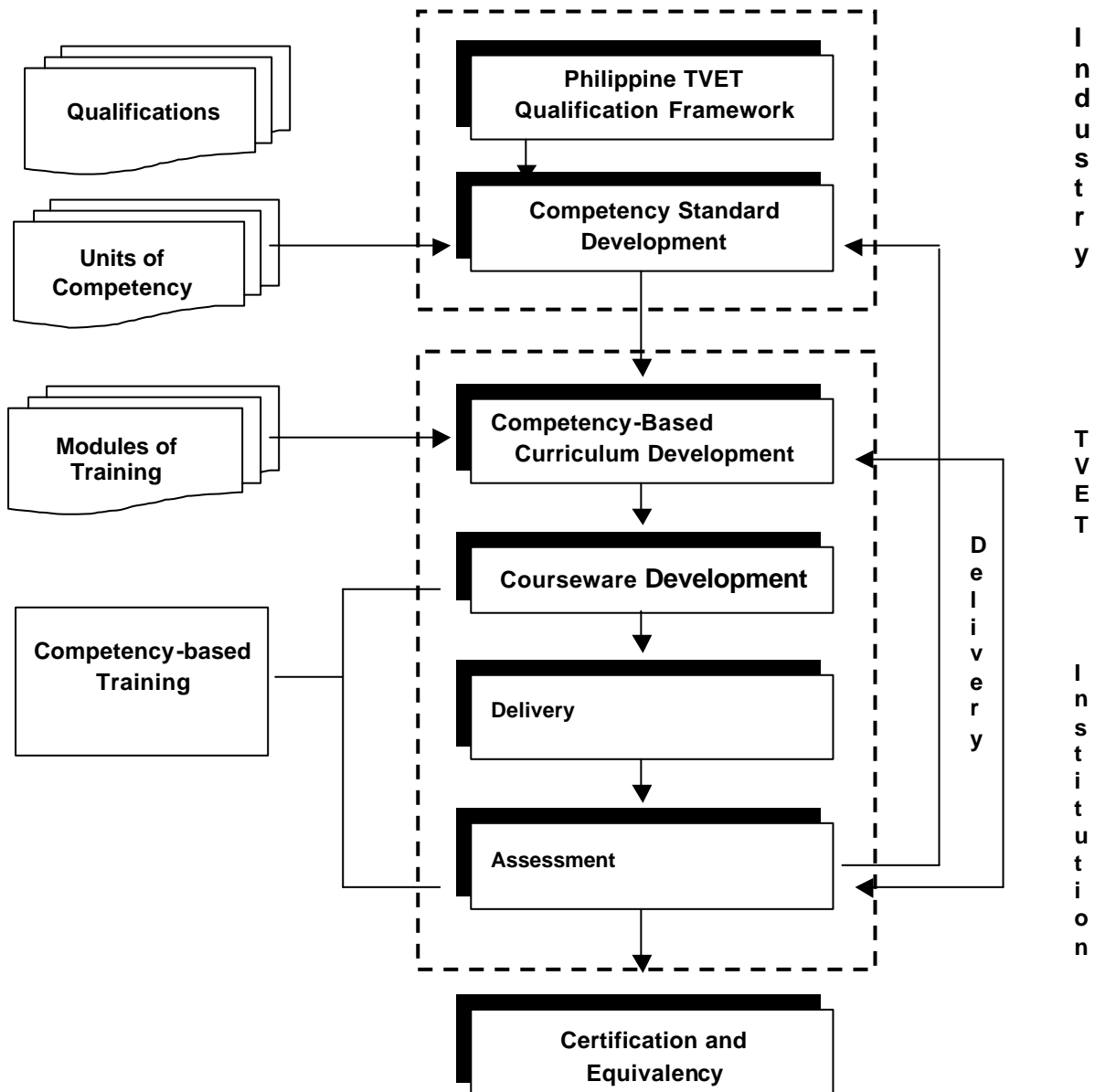
The diagram below outlines the basic requirements for a department that can match training with requirements.



**APPENDIX 9**

**THE COMPETENCY-BASED TVET FRAMEWORK: A PROCESS VIEW**

The diagram illustrates the strategic role of the PTQF in the development of competency standards and competency-based curriculum. The framework brings together the TVET stakeholders from industry (or community, as the case may be) and the training providers to bridge the gap between users and providers of skills.



## APPENDIX 10

### QUALITY MANAGEMENT AREAS (QMAs)

The following QMAs are proposed, and their compatibility with TESDA's Program/ Course Registration elements indicated. They provide an organizational framework for use by institutions when developing quality management systems, as well as for the development of quality standards for programs and institutions. Similar organizational frameworks have been used successfully overseas because most of the staff members within TVET institutions can appreciate the importance of their institutions' developing and implementing quality assurance systems in each of the specified areas.

Quality Management Area (QMA)	Program/Course Registration Element
1. Marketing	
2. Student Admission	Enrolment
3. Student Services	Support services
4. Curriculum Design, Development, and Review	Curriculum
5. Program Planning	
6. Program Delivery/Instruction	Courseware/training materials
7. Student Assessment	Academic requirements Grading system
8. Certification and Reporting	Certification
9. Post-Training Services	
10. Governance and Management	
11. Relationships with Community and Industry	
12. Teaching and Support Staff	Faculty Support personnel
13. Physical Resources	Facilities/equipment
14. Financial Resources	
15. Internal Monitoring, Review, and Audit	

## APPENDIX 11

## Course/Program Registration Requirements Evaluation Checklist

Using this form: The focal person for registration in the Provincial Office shall evaluate the documentary evidences for QMA 2.0, 3.0, 6.0, 8.0, 10.0, 11.0, 12.0, 13.0 and 14.0. The curriculum review unit shall evaluate the requirement for QMA 4.0 and 7.0. The training provider may use this form for self-assessment.

Documentary Requirements	Course Registration Requirements	Complies (Yes/No)	Areas for Improvement And Observations
	<b>1.0 Marketing Practices</b> (No requirements for course registration)		
	<b>2.0 Student Admissions</b>		
Published admission criteria or student handbook	2.1 There is a published admission criteria that is appropriate to the course being offered.		
	<b>3.0 Student Services</b>		
Description of Health Services	3.1 Health services are available to the students/trainees		
Description of Career Guidance and Placement Services	3.2 Career guidance/placement services are available to the students/trainees		
	<b>4.0 Curriculum Design, Development and Review</b>		
Course/Program Outline and Module/Subject Outline following the endorsed template.	4.1 The curriculum document follows the nationally endorsed curriculum document format. All components of the format are properly accomplished.		
	4.2 The course outcome is traceable to an endorsed competency standards. If competency standards are not available, the course outcome is traceable to competencies endorsed by industry, enterprise or community.		
Included in the template	4.3 Curriculum document specifies the equipment, tools, and consumable necessary to deliver the course.		
Included in the template	4.4 The curriculum document specifies the instructional materials (such as reference materials, manuals, slides, video tapes, CD's) necessary to deliver the course.		
	4.5 Practice in an actual work environment is part of the curriculum design.		
	<b>5.0 Program Planning</b> (No requirement for course registration)		
	<b>6.0 Instruction</b>		
List of available instructional materials which may include library collection	6.1 The specified instructional materials in the curriculum document are available and appropriate for purpose.		
	6.2 Instructional Techniques and delivery systems are compatible with the objectives of the course.		
	6.3 The teaching strategies ensure that critical thinking and problem solving abilities are being developed in the student.		

	6.4 The acquisition of oral and written communication skills is an integral part of the learning process.		
	6.5 The acquisition of good work habits and attitude is an integral part of the learning process.		
	<b>7.0 Student Assessment</b>		
Sample Assessment Instrument	7.1 Students are assessed based on the performance criteria listed in the curriculum document		
	<b>8.0 Certification and Reporting</b>		
Published academic requirements and grading system	8.1. Documented grading system, details of which are provided to students/trainees at the start of the course		
Documented rules on attendance	8.2 Rules on attendance are documented and provided to students at the start of their program		
	<b>9.0 Post Training Services</b> (no requirement for course registration)		
	<b>10.0 Governance and Management</b>		
SEC Registration and Articles of Incorporation	10.1 The institution is established within the laws of the Philippine Government and its purpose is education and training		
Board resolution signed by the secretary authorizing the offering of the course	10.2 The institution has a governing board, which is its policy making body and is responsible for deciding what courses are offered.		
List of academic officers and their qualification with attached CV supporting evidences of qualification	10.3 The institution has qualified administrative and academic officers with the experience, competence and capacity to lead the institution.		
	<b>11.0 Relationship with Community and Industry</b>		
Sample of Training Agreement or Memorandum of Understanding between institution and industry.	11.1 There is a relationship with industry in terms of placement for the on the job training of students		
	<b>12.0 Teaching and Support Staff</b>		
List of teachers and their educational and professional qualification and experience with attached individual CV's and supporting evidences of qualification	12.1 The teachers have the appropriate qualification and experience as provided for in the curriculum document or in the relevant competency standard.		
List of support staff and their educational and professional qualification and experience with attached individual CV's and supporting evidences of qualification	12.2 The support staff has the appropriate qualification and experience for the job/s they handle.		
	<b>13.0 Physical Resources</b>		
Proof of Building Ownership or lease agreement for at least a period of five years	13.1 The buildings are owned and if rented with a lease agreement of at least five years.)		

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Current Fire Safety certificate	13.2 The building amenities conform to existing regulations, e.g. sanitary, electrical installation and fire safety requirements.		
List of Available Tools, equipment, supplies and materials	13.3 The tools, equipment, supplies and materials available for the delivery of the course are those specified in the curriculum document.		
	<b>14.0 Financial resources</b>		
Published schedule of tuition and other miscellaneous fees	14.1 The tuition fees and other miscellaneous fees are reasonable		
	<b>15.0 Internal Monitoring, Review and Audit</b> (no requirement for course registration)		

**APPENDIX 12***A ROLL-OUT STRATEGY FOR THE REGISTRATION SYSTEM*

***A two-phase implementation plan is proposed, as follows:***

## **A. Phase I**

1. Review program/course registration standards, requirements, and processes as a result of the experience gained through the introduction of program/course registration compliance audits, internal TESDA audits, management reviews, and the recommendations of the ADB 3842-PHI Program Accreditation Specialist (*May to November 2002*).
2. Obtain necessary approvals for new program/course registration standards, requirements, processes, procedures, and work instructions, and send to the regional and provincial offices for implementation (*by December 2002*).
3. Regional offices conduct program/course registration compliance audits of all TVET institutions offering registered programs/courses. This will need careful planning and commitment of resources, given the limited number of experienced people in regional and provincial offices. (*The target for 2002 is 10 percent of registered programs; suggested target for 2003 is at least another 70 percent of registered programs.*)
4. NITVET staff, when requested by the provincial or regional offices, provides the necessary support and advice to TVET institutions to help them meet program/course registration standards and requirements (*from January 2003 and ongoing*).

## **B. Phase II**

1. TESDA approves quality standards for programs and institutions, and TVET accreditation agency recognition criteria (*by September 2002*).
2. TESDA invites proposals for the setting up of TVET accreditation agencies, leading to the recognition of one or more agencies (*by February 2002*).
3. TESDA-recognized TVET accreditation agencies develop and approve criteria, processes, and procedures for evaluating ("assessing") TVET programs and institutions based on TESDA's approved quality standards (*February to May 2003*).
4. Send out TESDA-approved quality standards, criteria, processes, and procedures to institutions, with an invitation for them to apply for evaluation ("assessment") and an indication of the support available from TESDA (*by June 2003 for the 25 designated Centers of Excellence*).

5. TESDA provides support and advice to TVET institutions to help them develop their own QA systems within their own Total Quality Management System or TQMS.
6. Institutions carry out self-evaluations against the PQA criteria and TESDA's quality standards for programs and institutions (*June 2003 onwards*).
7. Institutions apply to accreditation agencies) for evaluation against the PQA criteria and TESDA's quality standards for programs and institutions (*later part of 2003 onwards*).
8. After a suitable time period, the existence of an approved TQMS becomes a requirement for TVET institutions to access training contracts.

The proposed model is based on the following principles:

- TESDA staff (managers, focal persons, and others) involved in program/course registration and program/course registration compliance audit need to have an in-depth understanding of institutional quality assurance, and the processes to be used in evaluating compliance and effectiveness against program accreditation standards.
- Staff in institutions will need assistance in developing quality management systems which are inclusive of QA systems, reflecting the actual practices within the institution, and meeting TESDA's quality standards for programs and institutions.
- Evaluation ("assessment") teams and other staff working for TESDA-recognized accreditation agencies will need training prior to evaluating programs and assessing institutions against TESDA's quality standards for programs and institutions, and the PQA criteria.
- Where possible, training courses should be designed so that they build directly onto the existing knowledge, skills, and experiences of participants.
- The best approach is "learning by doing."

A sequence of two- to five-day courses is proposed (see Document 5.1).