

## Review of Russian Legislation in National Qualification Framework Development and Application in Touristic Industry.

In the age of labor market globalization, the issues of harmonization of qualification requirements established for the employees in different countries closely cooperating in the areas of economy, finance, culture, tourism, etc. become the question of present interest. Such harmonization ensures the labor mobility for the citizens of the states, whose national qualification framework is harmonized with European frame of reference.

Qualification framework represents an instrument of the labor market and education system integration.

National Qualification Framework of the Russian Federation (NQF) is basically a formalized description of qualification levels generally recognized at the federal level, including their characteristics and the ways of attainment in compliance with effective Russian legislation.

The regulatory and legislative basis for the National Qualification Framework, occupational standards and the Federal State Educational Standards development and updating is represented by the following documents:

1. Edict of the President of the Russian Federation Putin V.V. dated May 7<sup>th</sup>, 2012 № 597 on Activities for the State Social Policy Implementation (subclauses “c” and “d”, clause 1);
2. Decree of the Government of the Russian Federation №487-r dated March 31<sup>st</sup>, 2014 on Approval of the Complex Activity Plan for Occupational Standards Development, Their Independent Professional and Public Evaluation and Application for 2014-2016 Years;
3. Order of the Ministry of Labour and Social Security of the Russian Federation №148n dated April 12<sup>th</sup>, 2013 on Approval of the Qualification Levels for the Purpose of the Draft Occupational Standards Development;
4. Order of the President of the Russian Federation dated April 16<sup>th</sup>, 2014 г. № 249 on the National Council under the President of the Russian Federation on

- Vocational Qualifications (approves the Enactment of the Council and its composition);
5. Federal Law dated 03.12.2012 № 236-FZ on Amendments being Made to the Labor Code of the Russian Federation and Clause 1 of the Federal Law on Technical Regulation;
  6. Decree of the Government of the Russian Federation dated January 22<sup>nd</sup>, 2013 № 23 on Rules of the Occupational Standards Development, Approval and Application;
  7. Federal Law dated May 2<sup>nd</sup>, 2015 № 122-FZ on Amendments being Made to the Labor Code of the Russian Federation and Clauses 11 and 73 of the Federal Law on Education in the Russian Federation;
  8. Guidelines on Occupational Standards Development prepared and approved by the Ministry of Labor and Social Security of the Russian Federation (Order № 170n dated 29.04.2013); the document provides general requirements to the occupational standards development, expert evaluation, professional and public discussion and modification procedures, approves the occupational standard layout;
  9. Guidelines on the Primary and Secondary Training Programmes Development with Due Regard to the Corresponding Occupational Standards and Guidelines on Updating Effective Federal State Educational Standards for Higher Education with Due Regard to the Occupational Standards being Adopted (approved by the Ministry of Education of the Russian Federation in January 2015);
  10. Social and Labor Information Classifiers (ECTS, All-Russian Classifier of Occupations, All-Russian Classifier of Standards, etc).

NQF of the Russian Federation was developed based on the Cooperation Agreement between the Ministry of Education and Science of the Russian Federation and the Russian Union of Industrialists and Entrepreneurs. In course of the NQF development, the European Qualification Framework and Bologna and Copenhagen process Member States national qualification frameworks analysis

results were considered. In course of the implementation process, the text of the NQF RF may be amended based on the experience of its practical application.

Within the period of transition from obsolete qualification manuals to the new vocational qualification system, the Qualification Levels for the Purpose of the Draft Occupational Standards Development<sup>1</sup> (hereafter referred to as "the Qualification Levels") act as the main supporting document determining the qualification levels. In compliance with Qualification Levels, nine qualification levels are established, description of which includes the following characteristics (Appendix 1):

1. Qualification level indices (powers and responsibilities, nature of knowledge);
2. Main ways of qualification level attainment (training/education direction, professional experience).

The qualification levels may be specified, enhanced, but not amended according to the specific industry particular nature.

National Qualification Framework is the component part and foundation for development of the National Qualification System of the Russian Federation (NQS RF). NQS RF is basically a system integrating the industry-specific qualification frameworks, occupational standards, educational standards and the national system of education performance measurement and certification that determines and organizes the unified principles and mechanisms of qualification accumulation and recognition at the national and international level for vocational and higher education of all tiers.

National Qualification System of the Russian Federation involves the cooperation between the representatives of various fields:

- Educational system – ensures content formation and updating of the Federal State Educational Processes (for all levels of education);
- Labor market (employers, employer unions and associations, trade unions) – ensure development of occupational standards and implement procedures of

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<sup>1</sup> Order of the Ministry of Labour and Social Security of the Russian Federation №148n dated April 12th, 2013 on Approval of the Qualification Levels for the Purpose of the Draft Occupational Standards Development

qualification evaluation, as well as professional and public accreditations of training and educational programmes;

- Governmental agencies – provide legal and regulatory basis for creation, development, implementation and further improvement of the National Qualification System.

In compliance with the project purpose, the present research is focused on the National Qualification Framework as the underlying document integrating requirements of the education standards, employers and legislative frame of reference. Practical application of the National Qualification Framework includes the following key processes:

1. Development and updating the Federal State Educational Standards (for secondary and higher vocational education) in compliance with occupational standards;
2. Development and updating the occupational standards according to the actual economic environment and labor market conditions;
3. Harmonization of the Federal State Educational Standards and occupational standards within the specific training and educational programmes.

The instruments of the aforementioned processes control were placed under management of the National Council under the President of the Russian Federation on Occupational Qualifications, whose direct subordinates are industry-specific councils on vocational qualifications (COQ). Currently, there are 22 such councils:

1. Council on Occupational Qualifications in the Welding Industry;
2. Council on Occupational Qualifications for Financial Market;
3. Council on Occupational Qualifications in Nanotechnology Industry;
4. Council on Occupational Qualifications in Housing and Public Utilities Industry;
5. Council on Occupational Qualifications in Construction Industry;
6. Council on Occupational Qualifications in Hospitality Industry;
7. Council on Occupational Qualifications in Informational Technology Industry;

8. Council on Occupational Qualifications for Railway Transportation Industry;
9. Council on Occupational Qualifications in Elevator and Vertical Transportation Industry;
10. Council on Occupational Qualifications in Healthcare Industry;
11. Council on Occupational Qualifications in Electricity Industry;
12. Council on Occupational Qualifications in Engineering Industry;
13. Council on Occupational Qualifications in Shipbuilding and Marine Facilities Industry;
14. Council on Occupational Qualifications in Oil and Gas Industry;
15. Council on Occupational Qualifications in Nuclear Energy Industry;
16. Council on Occupational Qualifications in Motor Industry;
17. Council on Occupational Qualifications in Cellulose and Paper, Furniture and Wood Processing Industry;
18. Council on Occupational Qualifications in Human Resource Management;
19. Council on Occupational Qualifications in the Rocket Engineering and Space Industry;
20. Council on Occupational Qualifications in the Pharmaceutical Industry;
21. Council on Occupational Qualifications of Office Specialists and General Duty Administrative Staff;
22. C Council on Occupational Qualifications in Chemical and Biotechnical Industry<sup>2</sup>.

Interaction of the occupational qualification system participants is shown on the Figure 1. It is obvious that although the system is centralized, the main task of development the industry-specific qualification frameworks and adoption of occupational standards to the regional industry-specific market conditions is performed by the regional governmental authorities and regional employer unions.

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<sup>2</sup> Register of Councils on Vocational Qualifications. URL: <http://profstandart.rosmintrud.ru/documents/2216835/2514856/%D0%A0%D0%B5%D0%B5%D1%81%D1%82%D1%80%20%D1%81%D0%BE%D0%B2%D0%B5%D1%82%D0%BE%D0%B2%20%D0%BF%D0%BE%20%D0%BF%D1%80%D0%BE%D1%84%20%D0%BA%D0%B2%D0%B0%D0%BB.+23+03+16.xlsx/6f25ef00-ec09-4271-8ca8-a603ed0c7259>

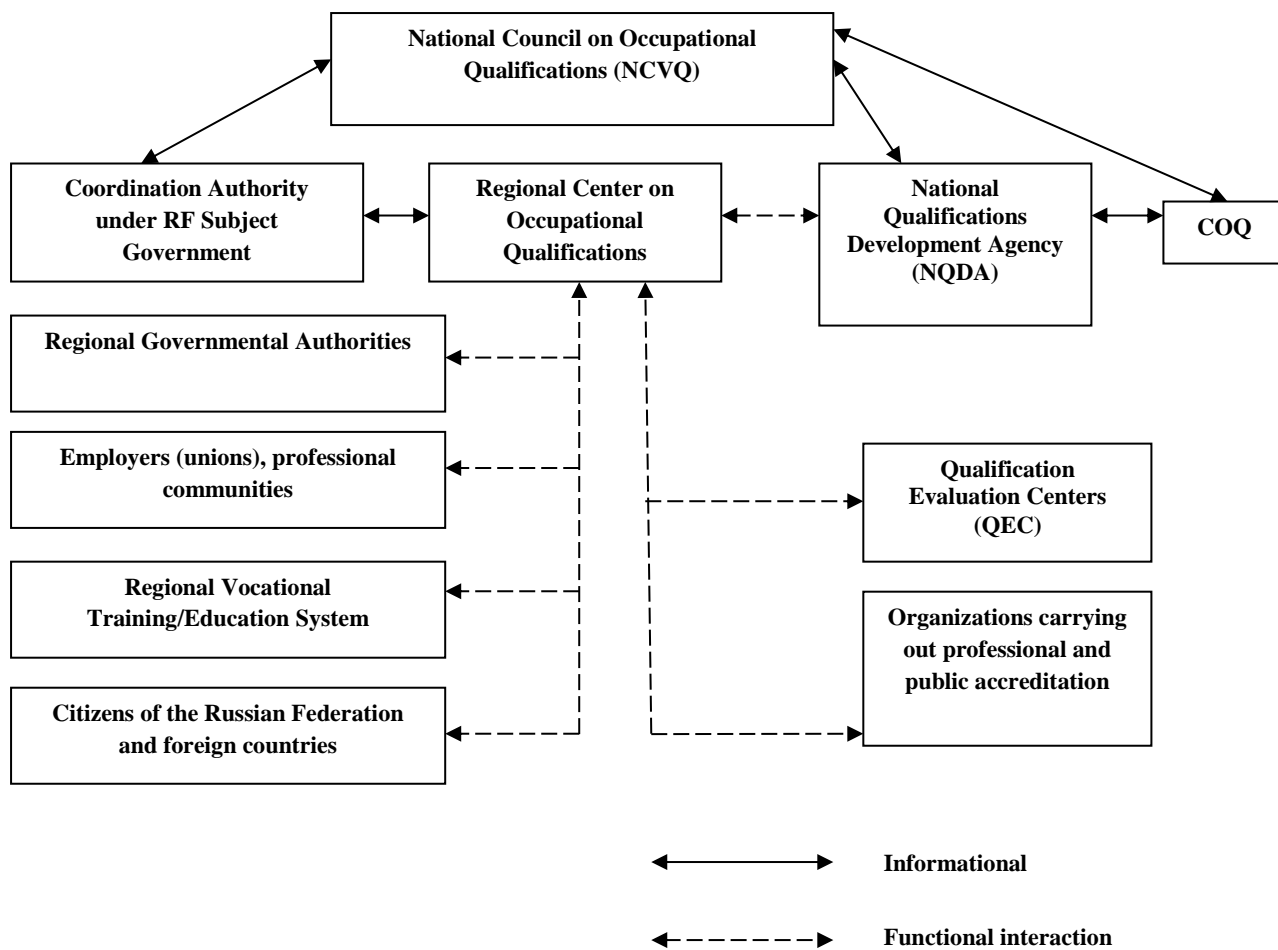


Figure1. National Council and Partners in RF Subjects Interaction Chart.

National Qualification Development Agency (NQDA) created by the All-Russian Employer Association Russian Union of Industrialists and Entrepreneurs (REA RUIE) and All-Russian Non-Governmental Organization Russian Union of Industrialists and Entrepreneurs (RUIE, LLC) for development of the modern efficient interaction mechanisms between the business and educational system actively participates in integrating efforts of the regional employers and other interested parties in development and application of the industry-specific occupational standards. NQDA supports initiative pilot projects of occupational standards and follows up their developers at all stages of occupational standard development.

The main tasks and goals of the National Qualification Development Agency are:

- Rendering assistance in National Qualification System Development in Russia;
- Development of coordinated position of organizations representing the business community in their cooperation with governmental and non-governmental agencies responsible for education development;
- Supporting establishment of independent, including public and governmental, institutions participating in the human resources quality development, educational performance and professional experience measurement<sup>3</sup>.

The procedure of occupational standards development and approval is formalized and documented in the aforementioned legislative regulations.

There are two approved and successfully operating patterns of occupational standards development:

1. In an initiative manner – at the expense of developer;
2. Governmental order – out of public funds based on the public contract (for professional occupations corresponding to the top-priority direction of economic development and proposals set forward by the National Council under the President of the Russian Federation on Occupational Qualifications).

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<sup>3</sup> NQDA official website [http://www.nark-rspp.ru/?page\\_id=170](http://www.nark-rspp.ru/?page_id=170)

Approximately 30% of the occupational standards have been developed out of public funds, while 70% were created at the initiative of developers.

The key stages of the occupational standard development are the following:

- Identification of need for occupational standard development (industry-specific employer unions);
- Creation of occupational standard developers project group (appointment of responsible developer organization, preparation of developer list);
- Working-out the draft occupational standard development plan and instruments;
- Identification of the key organizations and experts for research activities and occupational standard development;
- Conducting analysis of the current condition and prospects of the professional occupation chosen with due regard to the Russian and international trends;
- Conducting analysis of the regulatory, procedural, educational and technological documentation for specific professional occupation and general job description of the specialists within the industry;
- Organization and conduct of the draft occupational standard professional and public discussion;
- Submission of the draft occupational standard of the Ministry of Labor for its expert evaluation and further approval by the National Council on Occupational Qualifications (NCOQ).

After successful completion of all the development stages, the draft occupational standard acquires a status of regulatory document.

For informational support of developers in all the issues related to the occupational standard development and provision of relevant information in the available databases, the hardware and software complex Professionalnye Standarty (Occupational Standards) has been developed and launched in the information and telecommunication network Internet (<http://profstandart.rosmintrud.ru/>).

The industry-specific councils on occupational qualifications (COQ) are granted with the following powers and authorities:



- Monitoring of corresponding industry, including qualification needs, introduction of new professional occupations, changes of nomenclature and occupation descriptions;
- Development, updating and implementation of occupational standards;
- Development, updating and implementation of industry-specific qualification framework and qualification requirement;
- Establishment of requirements for occupational qualification confirmation, organization, coordination and control of activity on evaluating and granting occupational qualifications in the corresponding area of professional activity;
- Participation in identification of needs for education and training, development of educational standards, updating and professional-public accreditation of education and training programmes<sup>4</sup>.

There is no council on occupational qualifications in touristic industry. Occupational standards in hospitality are assigned to the Council on Occupational Qualifications (COQ) in Hospitality Industry. Under the COQ in Hospitality Industry, the Commission on Tourism has been established and operating.

For four years (till 2016 inclusively), the Ministry of Labor and Social Security of the Russian Federation has approved 812 occupational standards (65% of existing professional occupations).

One occupational standard was approved in hospitality industry, and namely – Hotel Complex/Hotel Chain Manager.

One occupational standard was also approved in touristic industry – Tour Interpreter (Guide).

Occupational standard Hotel Complex/Hotel Chain Manager was developed for the professional occupation Hotel Complex and Other Accommodation Means

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<sup>4</sup> Procedure for granting powers and authorities to the councils on vocational qualification URL: <http://www.nark-rspp.ru/wp-content/uploads/%D0%9F%D0%BE%D1%80%D1%8F%D0%B4%D0%BE%D0%BA-%D0%BD%D0%B0%D0%B4%D0%B5%D0%BB%D0%B5%D0%BD%D0%B8%D1%8F-%D0%BF%D0%BE%D0%BB%D0%BD%D0%BE%D0%BC%D0%BE%D1%87%D0%B8%D1%8F%D0%BC%D0%B8-%D0%A1%D0%BE%D0%B2%D0%B5%D1%82%D0%BE%D0%B2-%D0%BF%D0%BE%D0%B4%D0%BF%D0%B8%D1%81%D0%B0%D0%BD%D0%BD%D1%8B%D0%B9.pdf>

Management, it identifies 5 general job descriptions (GJD) corresponding to the 5-8<sup>th</sup> qualification levels in compliance with NQF:

GJD A Management of Hotel Complex Department and Service Employees Daily Activity – 5<sup>th</sup> qualification level;

GJD B – Management of Hotel Complex Department (Divisions, Services) Daily Activity – 6<sup>th</sup> qualification level;

GJD C – Strategic Management of Hotel Complex Development – 7<sup>th</sup> qualification level;

GJD D – Strategic Management of Hotel Chain Development – 8<sup>th</sup> qualification level.

Occupational standard Tour Interpreter (Guide) was developed for professional occupation Excursion Activities, it identifies 4 GJD corresponding to the 4-7<sup>th</sup> qualification levels:

GJD A – Supporting Activities on Sales of Excursion Services – 4<sup>th</sup> qualification level;

GJD B – Organizational Support of Excursion Services – 5<sup>th</sup> qualification level;

GJD C – Excursion Conduct – 6<sup>th</sup> qualification level;

GJD D – Management of Excursion Organization – 7<sup>th</sup> qualification level.

In April 2016, COQ in Hospitality Industry announced development of two more occupational standards for hospitality industry – Specialist on Reception and Accommodation of Guests and Room Attendant; and one occupational standard for touristic industry – Specialist on Development, Promotion and Sales of Touristic Products. The drafts of aforementioned occupational standards are currently under development; therefore, there is no opportunity to familiarize oneself with their content.

Review and analysis of documentation by COQ in Hospitality Industry, incorporated Commission on Tourism, as well as documentation by the Russian Union of Industrialists and Entrepreneurs has shown that touristic industry

currently does not belong to the top-priority directions of qualification development. This is explained by the number of causes, and namely:

1. Current political conditions of interstate relations development between the Russian Federation and the countries previously involved into close touristic contacts (Turkey, Egypt, countries of European Union);
2. Economic condition – current need for support of the Russian economy sectors providing the main portion of GDP under the crisis conditions, for which reason the tasks on Russian tourism development faded into insignificance;
3. Focusing of Russian industry-specific employers on mobilization of economic and organizational resources for “survival” under modern economic conditions and, therefore, switching of their attention from qualifications development to the issues of touristic enterprises “life necessities”.

In 2016, it is planned to develop:

1. 57 occupational standards out of federal budget funds;
2. 129 initiative occupational standards (with NQDA follow-up).

As for hospitality and touristic industry, it is planned to develop only two occupational standards: Specialist on Reception and Accommodation of Guests and Specialist on Development, Promotion and Sales of Touristic Products.

Obviously, many professional occupations in the touristic industry are left uncovered, and the great work on development of occupational standards for touristic industry has to be done in the future.

## Appendix 1

### Qualification Levels Description<sup>5</sup>

Level	Qualification Level Indices			Main Ways of Qualification Level Attainment
	Powers and responsibilities	Nature of skills	Nature of knowledge	
1 <sup>st</sup> level	Managed activity  Individual responsibility	Performance of standard tasks (usually, physical labor)	Application of elementary actual knowledge and (or) limited specific knowledge	Short-term training or briefing  Practical experience
2 <sup>nd</sup> level	Managed activity with elements of independent behavior in performance of familiar tasks	Performance of standard tasks  Choice of method of action under instruction  Correction of actions with regard to its performance	Application of special knowledge	Basic vocational training programmes, vocational training or retraining programmes for labor and civil services jobs, retraining programmes for labor and civil services jobs (usually at least 2 months)  Practical experience
3 <sup>rd</sup> level	Managed activity with elements of independent behavior in solving typical practical tasks  Planning own activity based on the task set by the manager  Individual responsibility	Performance of typical practical tasks  Choice of method of action based on the knowledge and practical experience  Correction of actions with regard to its performance	Understanding of technological and methodological basics of typical practical tasks performance  Application of special knowledge	Basic vocational training programmes, vocational training or retraining programmes for labor and civil services jobs, retraining programmes for labor and civil services jobs (up to one year)  Practical experience
4 <sup>th</sup> level	Managed activity with elements of independent behavior in solving practical tasks requiring analysis of situation and changing environment	Performance of various practical tasks  Choice of method of action among the known methods based on the knowledge and practical experience	Understanding of scientific and technical or methodological basics of practical tasks performance  Application of special	Educational programmes of the secondary vocational education – training programmes for qualified labor and

<sup>5</sup> Order of the Ministry of Labour and Social Security of the Russian Federation №148n dated April 12th, 2013 on Approval of the Qualification Levels for the Purpose of the Draft Occupational Standards Development

	<p>Planning of own activity and/or activity of group of workers based on the task set</p> <p>Responsibility for solving of the task set or results of activity of the group of workers</p>	<p>Current and final control, evaluation and correction of activity</p>	<p>knowledge</p> <p>Unassisted work with information</p>	<p>civil services jobs stuff</p> <p>Basic vocational training programmes, vocational training or retraining programmes for labor and civil services stuff, retraining programmes for labor and civil services jobs</p> <p>Practical experience</p>
5 <sup>th</sup> level	<p>Independent activity on solving practical tasks requiring unassisted analysis of situation and changing environment</p> <p>Participation in management of the set tasks performance within department</p> <p>Responsibility for solving of the tasks set or results of activity of the group of workers or department</p>	<p>Performance of various practical tasks with elements of project development</p> <p>Choice of solution under changing (various) conditions of working environment.</p> <p>Current and final control, evaluation and correction of activity.</p>	<p>Application of professional knowledge of technological or methodological nature</p> <p>Unassisted searches of information required for solution of professional tasks set</p>	<p>Educational programmes of secondary vocational education - training programmes for middle-tier specialists, training programmes for qualified labor and civil services stuff</p> <p>Basic occupational training programmes, vocational training or retraining programmes for labor and civil services jobs, retraining programmes for labor and civil services jobs, professional development programmes for labor and civil services jobs</p> <p>Additional occupational programmes</p> <p>Practical experience</p>
6 <sup>th</sup> level	<p>Independent activity involving unassisted</p>	<p>Development, implementation,</p>	<p>Application of professional</p>	<p>Educational programmes of</p>

	<p>identification of own working tasks and/or working tasks of subordinates for achievement of goal. Ensuring cooperation of employees and neighbouring business units</p> <p>Responsibility for results of activity at the department or organization level</p>	<p>control, evaluation and correction of professional activity directions, technological or methodological solutions</p>	<p>knowledge of technological or methodological nature, including innovative knowledge.</p> <p>Unassisted searches, analysis and evaluation of professional information.</p>	<p>higher education - Bachelor Degree Programmes Educational programmes of secondary vocational education – training programmes for middle-tier specialists,</p> <p>Additional occupational programmes</p> <p>Practical experience</p>
7 <sup>th</sup> level	<p>Determination of strategy, processes and activity management, including innovative activity, with decision-making at the level of major organizations or departments.</p> <p>Responsibility for results of activity of major organizations or departments</p>	<p>Solving the tasks of professional activity area and/or organization development using various methods and technologies, including innovative.</p> <p>Development of new methods and technologies</p>	<p>Understanding of methodological basics of professional activity.</p> <p>Development of new knowledge of demand-driven nature in specific industry.</p> <p>Determination of sources and searches of information required for professional activity area and/or organization development</p>	<p>Educational programmes of higher education – Magister or Specialist Degree Programmes</p> <p>Additional occupational programmes</p> <p>Practical experience</p>
8 <sup>th</sup> level	<p>Determination of strategy, processes and activity management, including innovative activity, with decision-making at the level of major organizations</p> <p>Responsibility for results of activity of major organizations and (or) industry</p>	<p>Solution of tasks of research or project development nature associated with process efficiency increase</p>	<p>Development of new knowledge of interdisciplinary or interindustry nature</p> <p>Evaluation and selection of information required for activity area development</p>	<p>Postgraduate training programmes for academic staff, medical residency programmes, assistantship and probation programmes</p> <p>Educational programmes of higher education – Magister or Specialist Degree Programmes</p> <p>Additional occupational</p>

				programmes  Practical experience
9 <sup>th</sup> level	<p>Determination of strategy, major technical systems, social and economic processes management. Significant contribution in specific area of activity</p> <p>Responsibility for results of activity at the national or international level</p>	<p>Solution of tasks of methodological, research and project development nature associated with process development efficiency increase</p>	<p>Development of new fundamental knowledge of interdisciplinary or interindustry nature</p>	<p>Postgraduate training programmes for academic staff, medical residency programmes, assistantship and probation programmes</p> <p>Additional occupational programmes</p> <p>Practical experience</p>