



Skills for Growth & Development

A Technical and Vocational Education and Training (TVET)
Policy for Pakistan



Ministry of Federal Education and Professional Training
Government of Pakistan



Skills for Growth & Development

A Technical and Vocational Education and Training (TVET) Policy for Pakistan



Ministry of Federal Education and Professional Training

This TVET Policy was developed by a Task Force, established by the Minister of Federal Education and Professional Training. The Task Force was assisted by the TVET Reform Support Programme which is funded by the European Union, the Embassy of the Kingdom of the Netherlands, the Federal Republic of Germany and the Royal Norwegian Embassy. The Programme has been commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ) and is being implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.

Table of Contents

Statement of the Prime Minister, H.E. Mr. Shahid Khaqan Abbasi	4
Foreword by the Minister for Federal Education and Professional Training, Hon. Eng. Muhammad Baligh ur Rehman	6
Message by the Federal Secretary, Ministry of Federal Education and Professional Training, Mr. Akbar Hussain Durrani	8
Endorsement by the Executive Director, National Vocational & Technical Training Commission Mr. Zulfiqar Ahmad Cheema	9
Statement by the Chairman of Nestlé Pakistan Ltd, Mr. Syed Yawar Ali	10
Statement by the President FPCCI, Mr. Mian Muhammad Adrees	11
Executive Summary	12
National TVET Policy	18
• Introduction	
• Objectives	
• Rationale	
• Current arrangements are inadequate to meet the challenges	
• Achieving the policy objectives	
• Implementation measures	
- <i>A national qualification, assessment and certification system</i>	
- <i>Partnership with private sector for skills development</i>	
- <i>Continuing and accelerating reform</i>	
- <i>Collaboration across all government sectors</i>	
- <i>TVET and general education</i>	
- <i>Governance and institutional structures of TVET</i>	
- <i>Making it happen</i>	
- <i>Oversight and review of National TVET Policy</i>	
- <i>Merger of the National Training Board/Bureau with NAVTTC</i>	
- <i>The further implementation of the National Skills Strategy (NSS)</i>	
- <i>Partnerships and Communities of Trust</i>	
- <i>Funding and finance</i>	
- <i>A new legislative framework</i>	

Statement of the Prime Minister H.E. Mr. Shahid Khaqan Abbasi



Although rich in natural resources, Pakistan's greatest asset is its human social capital. We need to do more to equip young people, both in jobs and seeking work with the skills to contribute to the country's economy, to contribute to their communities and to foster individual talent.

This National Policy for Technical and Vocational Education and Training (TVET), sets out – for the first time in our country's history – the commitment to invest in the development of skills that are necessary in our fast-changing and transforming global economy. The Government is committed to increasing access to, and the quality of, basic education. We are improving higher education provision. But as this TVET Policy document demonstrates so clearly, as a nation we must build the skills that are necessary to make the country more efficient and competitive, both at home and overseas. The Government of Pakistan has unwavering resolve and commitment to ensure the implementation of the TVET policy, encouraging technical and vocational education for national and international labour markets.

Our ambitions for Pakistan are described in Vision 2025. The first pillar of this overarching economic and social development strategy is building our human capital. This TVET Policy recognises and gives appropriate emphasis to a component of education and training that has remained neglected for too long in our country. A fresh start is indispensable to improve Pakistan's international competitiveness; benefit from our growing young population; seize the opportunities of an expanding international labour market and challenge individuals in the formal and informal sectors of our economy to hone their skills and seek advancement.

TVET reforms are being introduced in many countries around the world. The introduction of change is never easy and in Pakistan we shall have to confront a number of challenges. These include building partnerships between public and private sectors, based on trust and common goals, mobilising resources, establishing public confidence in an area of education and training that has been viewed as an inferior option and introducing different ways of doing things in a culture that tends to defend the status quo.

The Task Force that developed the National TVET Policy has recognised, quite rightly, that transforming our country's skills is not a job for the Government alone. Government and employers have a mutual interest to secure a more competent and confident work force that can meet the demands of increasing international competition. Government is eager to develop a joint approach – to work in partnership with the private sector – to ensure that the skills for economic growth and social development are identified and put in place. The efforts

and hard work put in by the Task Force, set up by the Minister of State for Federal Education and Professional training, is appreciable.

It is clear that there is much to do to improve the country's skills. Our international competitors have treated this issue with more seriousness and focus; skills development is a neglected area in Pakistan and there are significant challenges to address. This TVET Policy sets out a 'road map' for change, but concerted and sustained action will be required to secure quality training and to create new opportunities for workers and young people. It will take time to establish the programmes and systems that are needed. Already we lag behind other countries that are continuously improving and reinvigorating their skill development policies. Urgent action is required for which me and my Government stands committed. This policy signals a new approach to skills development and the sentiments of the Father of the Nation are salutary: failure is a word unknown to me.

Foreword by the Minister of State for Federal Education
and Professional Training

Hon. Eng. Muhammad Baligh ur Rehman



In June 2014, we established a Task Force to prepare a National TVET Policy. I had cogent reasons to do that, keeping in context the emerging needs for a skilled labour force at national and international levels.

First, there was no accepted vision about the future of skills development, around which government, employers and workers could unite. Second, given the demography of the country and the increasing numbers of young people who will join the labour market, the scale and efficiency of technical education and training required review, including consideration of who should be responsible for creating new and expanded provision. Third, the pace of reform of publicly-funded TVET, which was introduced with the adoption of the National Skills Strategy in 2009, has not been sufficiently robust, complicated by legislation and structures that have not encouraged national/provincial collaboration to the extent required. Finally, there are continuing concerns about the quality of technical education and training and the extent to which this is truly demand-led, and is meeting the needs of our economy.

The Task Force has fulfilled its remit and has presented the first National TVET Policy. I should like to pay tribute to the Task Force, its Chairman and members, for the work that has been completed. I welcome the analysis and the recommendations that have been made. The Task Force has worked quickly and efficiently and completed its deliberations in six months. I should like to thank as well, the TVET Reform Support Programme, which funded the Task Force, its meetings and consultation exercise and which provided a small technical and administrative team to provide practical assistance.

The National TVET Policy sets out an ambitious agenda and highlights related policy areas that still require further work.

The Government believes that increased attention to, and investment in, skills development is a national priority. It hopes that all TVET stakeholders will share this view, including the private sector and education and training providers.

My Ministry is now committed to the implementation of the Policy. This requires the introduction of new activities and structures, the adoption of a fresh way of working, based on collaboration and the creation of partnerships and the identification of additional resources, both personnel and financial. My promise is that implementation will proceed as quickly as possible and that every effort will be made to achieve the milestones that are defined in the TVET Policy.

This is a national policy that will affect training delivered in all parts of the country. Successful implementation will demand a national effort by Federal and Provincial Governments and their agencies and by other stakeholders. We hope, too, that international donors will appreciate the relevance of TVET to our economic and social development, and will continue their support and technical assistance.

It is my pleasant duty to place on record my appreciation for the hard work and the timely accomplishment of the assignment by the Task Force for TVET Policy headed by Dr. Allah Bakhsh Malik. I am cognizant of the practical assistance that has been provided by the TVET Reform Support Programme and its team of technical advisers and I appreciate their hard work.

Message by the Federal Secretary, Ministry of Federal
Education and Professional Training,
Government of Pakistan

Mr. Akbar Hussain Durrani



The Ministry of Federal Education and Professional Training prepares and develops policy proposals to train the workforce to meet national and international standards for skilled labour along with other objectives.

The publication of the TVET Policy is a step forward. It provides a national framework for the design, quality assurance, assessment, and certification of qualifications in which the federal and provincial governments and their agencies can work together to produce the required 21st century skills.

The Ministry welcomes the implementation plan, included in the policy statement. Any policy is only as good as its implementation. The policy sets clear implementation priorities and milestones against which progress can be measured.

The national TVET Policy stresses, the need for all government ministries and agencies to work closely. This is to ensure that training provision is in line; with macro-economic and social development policies and that skills are available to implement infrastructure projects. Training, wherever provided, should be based on competency standards and aligned to the National Qualifications Framework. The Ministry is committed to develop collaborative working through cooperation of other ministries and agencies to develop national approach to TVET.

I wish all concerned success in their endeavours.

Endorsement by the Executive Director,
National Vocational & Technical Training Commission

Mr. Zulfiqar Ahmad Cheema



To achieve the objectives of Vision 2025, Pakistan needs sustained annual growth of at least seven per cent. Inward investment into the country is growing stronger, and the Government has launched ambitious plans for economic development, including infrastructure revamping for supporting the Fifty Billion Dollar CPEC programme.

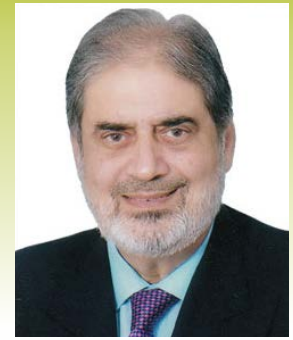
National Vocational and Technical Training Commission is mandated to prepare and develop policy proposals for training of work-force to meet national and international standards for skilled people. This focus on developing occupational standards is necessary to improve the productivity of existing workers, to equip those entering their first jobs with the right skills – both in terms of their abilities to deliver properly and in their attitudes towards work – and to enable people to compete in the international labour market.

Generally public TVET programmes are seen to produce people with skills that are not wanted in our changing economy. Some trainees are unable to complete training successfully and do not get absorbed in the job market. The National TVET Policy is timely and necessary, and proposes a closer integration of economic and skills development policies. The creation of a national certification and assessment system will enable everyone to gain formal qualifications, no matter what route has been followed to gain skills and work experience. Investment in its implementation will add to the country's wealth and prosperity.

The National TVET Policy has established priority areas in the reform process focusing on; securing a national commitment by federal and provincial governments, employers, workers and community organizations to develop the skills and talents of the people, increase training opportunities and programmes for young people seeking work and for workers already in jobs, implementing social goals of inclusivity and widening and increasing opportunities for women and marginalised communities, introduction of a national standards-based qualification, assessment and certification system, design and delivery of competence-based education and training programmes, forging new partnerships between the public and private sectors to develop skills, maintain and expand the export of labour by encouraging people to obtain internationally recognised qualifications, and finally to encourage linkages with the informal sector and continue the reform and revitalization of the public sector TVET.

The National TVET Policy presents principles and a plan of action. I on behalf of National Vocational and Technical Training Commission, welcome warmly the policy objective to reform public TVET provision around which Government, employers, workers, young people and their parents can unite.

Statement by the Chairman of Nestlé Pakistan Ltd
Mr. Syed Yawar Ali



The Nestlé Company was established some 140 years ago. It now enjoys an international reputation for the quality of its products and its business ethics and principles – to create shared value. The success of the company is based on its people. We seek to create a dynamic, passionate and professional workforce. I was nominated to serve on the National TVET Policy Task Force and I am happy to endorse and support its conclusions and the policy statement it has prepared.

The Task Force has made a mature and measured assessment of the economic and social challenges facing Pakistan and the inadequacy of the present training system to deliver the skills required to contribute to addressing them. As with Nestlé, the success of Pakistan will be based on its people – and their capacity and ability to contribute to its economic and social development.

The implementation of the National TVET Policy requires the active involvement of employers at various levels – national, provincial, institutional and in the determination of individual qualifications and programmes. This is a ‘Big Ask’, given the demands to maintain and expand businesses and create jobs in an increasingly competitive world. But I am confident that the business community will respond to the challenge of exercising an even greater role in the development of the country’s skills if its role is meaningful, influential and genuine. I welcome the emphasis that is given to building the capacity of employer associations and representative bodies to assist employers to engage with training issues and the commitment of the Government to review current apprenticeship legislation and the incentives and penalties to which enterprises are subject.

The challenges and opportunities to build a more skilled workforce are clear and addressing them requires sustained leadership and a realistic assessment of resource requirements. There are examples of good practice in the private sector that should influence the design and organization of training and undoubtedly there is scope for greater private TVET provision. As the Policy states, the potential benefits to the country in terms of competitiveness and the generation of wealth are considerable if we train our young people. The consequences of not making this investment are grave.

I commend the National TVET Policy to my colleagues in the business community since investment in training will help them directly and support the creation of the social climate to enable business to flourish.

Statement by the President Federation of Pakistan Chambers of Commerce and Industry

Mr. Mian Muhammad Adrees



Sitara Chemical Industries Ltd, of which I am Chief Executive Officer, was established over forty years ago. It serves various manufacturing sectors of the national and regional economies, including textile, textile printing and processing, sugar, soap, petroleum and other related industries.

By virtue of running my own business, and representation on various local, national and international bodies, I understand that economic development and high economic performance have direct relationship with higher productivity of the workforce for which trained workforce in Pakistan is urgently needed.

The Federation of Pakistan Chambers of Commerce and Industry was established in 1950. Since then it has sought to be a bridge between the business community and Government to argue for policies that promote exports, encourage foreign investment and to stimulate economic growth in the country. As a country we face major challenges: international trade is more competitive; we have youth growing at 3.2% per annum but jobs provision is much below. By providing skills, we can transform this precious asset into a productive resource to support a big push to the economy. We have rich minerals and natural resources, a strategically significant geographical location close to some of the world's largest markets and a tradition of ingenuity and business acumen.

It is appreciative to note that the Government is creating an enabling environment and conditions for businesses to grow and to attract foreign investment. But we will not be successful if we believe that economic growth and transformation can be built on notions of affordable and enough workforce. We need more skilled manpower whereby Government and the business community must make a greater investment to provide a competent and adaptable work force that is able to meet the continued transformation of the economy.

2015 is declared as the Year of Economic Revival by FPCCI. Many initiatives are needed if we are to achieve and maintain the target levels of growth, to sustain and develop our services, infrastructure and to create employment opportunities - for those increasing numbers who will be looking for jobs over the next three decades. I believe that the rapid implementation of the TVET Policy is one such initiative, and it is one that the business community will support with enthusiasm.

Executive Summary

The TVET Reform Support Programme (TRSP) has been designed to implement the NSS in line with its three objectives and twenty key interventions. The development of the National TVET Policy has drawn on the work and experience of the TRSP, which seeks to assist the federal and provincial governments in implementation of the National Skills Strategy. In this context, a number of initiatives have been supported and piloted, which in turn have influenced the approach and design of the National TVET Policy. These include the introduction of a new planning system adopted by NAVTTC and the TEVTAs; the design of a management information system; capacity building throughout the public TVET system; new training programmes for TVET teachers; a fund to stimulate innovative training and a dual training programme to encourage employers and TVET providers to work together. In addition, TRSP has promoted the introduction of competency-based training and design of a National Vocational Qualifications Framework. The National TVET Policy builds on this work which demonstrates, how systemic reform can be taken forward.

This document consists of a policy statement and supporting topics which considers and discusses various aspects of TVET Policy in greater depth.

Policy objectives

The National TVET Policy is based on eight objectives:

- to secure a national commitment to the importance of skills development for achieving sustained economic growth, to increase productivity and provide people with opportunities for contributing to the economy, particularly under privileged segments of society focusing on the youth employment;
- to increase the number and quality of training opportunities so that, at least one million are trained each year. Such expansion will not be achieved by the public sector alone, active engagement of private sector and development partners will be required;
- to introduce a national standards-based qualification, assessment and certification system;
- to design and deliver competence-based education and training programmes for concentrating on the skills required to secure jobs;
- to forge new partnerships between the public and private sectors and encourage employers towards providing direct training and contributing to the reform of public TVET provision;
- to maintain and expand the export of labour by encouraging people towards obtaining internationally recognised qualifications;

- to encourage linkages with informal sector of the economy by providing people with opportunities to gain formal qualifications for the skills acquired through informal means;
- to continue the reform and revitalisation of the public TVET sector.

Rationale for TVET Policy

Whilst basic education is the foundation for long-term prosperity, greater attention to TVET is justified because:

- In an increasingly competitive world, highly skilled workforce is required if national economic and social goals are to be achieved. Industrial productivity and exports are required to be enhanced for an improved GDP;
- Over the next 35 years, the working age population will be doubled. If the youth bulge can find decent work, national wealth will increase, but there are economic and social repercussions if they are unable to find productive roles in society and their communities;
- Remittances from the eight million Pakistanis who work overseas top PKR 200 billion approximately. The export of workforce is a legitimate labour market policy and demand is likely to rise with each passing day. Increasingly importing countries will be employing only those who have acquired internationally recognised skills set;
- Over 70 per cent of skilled workers are trained in the informal sector, through the “*Ustad-Shagird*” tradition and ‘learning by doing’. Providing opportunities for people to gain formal qualifications will make the informal sector more productive and encourage individuals to move into formal jobs.

Greater attention to skills development is imperative to meet economic and social challenges.

Although comprehensive data is lacking, the characteristics of current provision are:

- Allocation for TVET and general education is relatively small, serving only 7.3 per cent of 15-24 year old youth involved in education and training. This funding is inequitable across the country, with gender imbalances. The standard of training varies across the country as there is a dearth of quality assurance practices in the absence of standardized assessment and certification mechanisms. Major criticisms include the failure to provide skills in accordance with the demands of changing labour market and structural inefficiencies;
- A few of the private sector employers provide world-class training to their employees, but estimates suggest that less than 10 per cent of workers receive such training. Apprenticeship legislation imposes obligations on employers of a certain size to provide training, off-set by tax and excise concessions. However, there are only about 22,000 apprentices and this policy approach has failed to produce any meaningful impact.

Employers still need to be convinced of the value of investment in training, to produce desired outcomes;

- There is some private TVET provision, but not on the scale of basic or higher education; currently 70 percent of higher education and 40 percent of schooling is provided by private institutions;
- There are non-governmental organizations that provide skills training, but there is no comprehensive information about their work, scale and effectiveness.

An integrated national TVET system

The development and implementation of the TVET Policy has both national and provincial dimensions. There is a national responsibility for standards and quality assurance. The implementation and management of the TVET systems is primarily a function of provincial administrations. Thus in-puts are required from both federal and provincial governments. Experience suggests that working relations between national and provincial TVET bodies need to improve; a hierarchical approach needs to be replaced by a more collaborative and consultative style of working. Federal structures can complement and strengthen training efforts, wherever required. Resources and TVET facilities vary from province to province, and these inequalities are required to be addressed by the Federal Government.

A national qualification, assessment and certification system

A national qualifications, assessment and certification system will be established. Qualifications gained in different parts of the country must be comparable. The design of qualifications and assessment processes will be quality assured and nationally accredited certificates will provide employers with a credible statement of competencies and facilitate the international acceptance of Pakistani qualifications.

To achieve these goals a Pakistan National Vocational Qualifications Framework will be established. This will provide the core standards to define an integrated national TVET system; it will provide a framework for quality assurance; the standards will be subject to review with foreign qualification authorities to ensure recognition and equivalency; new assessment arrangements will allow people to be tested and certified, whatever training route they have followed – in either the formal or informal sector – and a flexible system to support life-long learning is provided.

The development of the National Vocational Qualifications Framework will involve new functions. These are best carried out independently of direct government influence – to assure employers, learners/trainees and international qualification authorities of the integrity and credibility of processes being followed. New skills will be required to plan, maintain and develop the Vocational Qualifications Framework. Attracting, employing and retaining staff with the appropriate skills mix will be difficult if standard public service conditions of employment are used. For these reasons proper arrangements within the NAVTTC structure will be made to ensure the realization of the above objectives.

An invitation to the private sector to enter a partnership to build the country's skills

The expansion of training and reform of existing provision will benefit from the active involvement of employers and the private sector, because:

- Decisions about training should involve those who create jobs and who understand at first-hand the skills that are needed;
- They have practical experience and knowledge which should be used in the design of competency-based programmes and their implementation. There are business skills that could improve the management of public TVET institutions , agencies and training facilities that enterprises could make available to support the professional development of TVET teachers and to provide practical work experience to learners/trainees;
- A significant increase in training provision will depend on the growth of apprenticeships and employers providing more training, directly and through the establishment of new facilities.

There are compelling reasons why employers should take skills development more seriously:

- Investment in training improves productivity and contributes to increased profitability;
- They have a vested interest in ensuring that the conditions for economic growth and for 'doing business' are stable and robust. It is in the interests of the business community, for example, to help provide opportunities for young people, to prevent the social unrest that increased unemployment;
- Employers have the skills and knowledge to 'make a difference' to generate new training opportunities and to reform public TVET provision;
- Corporate social responsibility suggests that there is a contribution to be made to society beyond immediate business concerns.

The Government, for its part, will introduce a series of measures to encourage greater employer involvement in TVET. These will include:

- Abandoning the current 'carrot and stick' approach used by successive governments to coerce employers to offer apprenticeships. It is accepted that the policy based on legal obligations, mitigated by marginal incentives, has not worked. A more enabling environment is required and Government will seek to establish an early dialogue with employer representatives to discuss and agree how a new working relationship should be established;
- Developing a more supportive framework to encourage employers' representative bodies to support and advise employers on training issues;
- Reviewing the scope for financial incentives to encourage employers to train more;
- Introducing legislation to safeguard the employer role in determining and implementing TVET policy.

Legislation will be introduced to establish the Pakistan Skills Partnership. This will be a stakeholder, employer-led body with wide functions and powers to:

- Advise government on skills policy, priority sectors for intervention and labour market needs - this would include the development and maintenance of the National Skills Information System;
- Oversee the implementation of the National Skills Strategy and integration with economic and social development policies and initiatives;
- Investigate funding options for TVET and undertake research into key areas for development;

- Bring employers and TVET institutions together, including formal bodies such as Sector Skills Councils;
- Commission the development of competency standards and other national resources for TVET;
- Support and enhance apprenticeships;
- Develop human resources in the TVET sector;
- Promote skills development as a route to jobs, further education, training, self-employment and its investment benefits to employers;
- Administer the National Skills Fund (see below);
- Support active labour market initiatives;
- Develop and support national performance monitoring of TVET, in conjunction with federal and provincial governments.

Continuing and accelerating reform

The reforms proposed in the National Skills Strategy (2009) will be continued and accelerated; progress will be monitored by the Pakistan Skills Partnership. In the interim period until this is established the Task Force established to develop the TVET Policy will undertake this role.

Collaboration across all government departments

If TVET is to contribute to the achievement of industrial and economic strategies and if the Pakistan National Vocational Qualifications Framework is to apply to all training, greater collaboration and cooperation will be required across and between ministries and government agencies. The Ministry of Federal Education and Professional Training will be responsible for initiating and maintaining dialogues at national level. Such a coordination and facilitation role might be a function of the TEVTAs, but it will be for each province to determine its own arrangements.

TVET and general education

The feasibility of establishing Technical High Schools will be examined in pilot activities to be introduced by the Ministry of Federal Education and Professional Training.

Governance and institutional structures of TVET

The determination of the most appropriate governance structures for TVET should be based on the following principles:

- The allocation of appropriate responsibilities and functions: these should be clear and unambiguous to avoid duplication;
- Accountability – individuals should be responsible for their decisions and performance;
- Autonomy and devolution: the operational goal to be achieved is that decisions are made, and activities managed, at the closest practical level to where implementation takes place;
- Collaboration and achieving synergy;

New structures required to perform functions will have impact on federal and national bodies. These functions and responsibilities will accordingly be realigned on the above lines to effectively contribute to the implementation of the TVET policy.

The introduction of the National Vocational Qualifications Framework will affect the ways in which TEVTAs and provincial administrations currently operate, and they too will have new functions. Provincial Governments will have opportunities to review their TVET organization,

and in the drafting of new national legislation – in which the provinces will play a part – it is hoped that a coherent set of ‘fit for purpose’ structures will be established.

Funding and finance

The current funding system suffers from piecemeal allocations and a lack of certainty about the levels and timings of release of funds for skills development. Public investment is low – by international standards and having regard to the national challenges to be addressed – and the major portion of the budgetary allocations is spent on non-development expenditures. The scope for raising additional income in the short-term – for example by raising fees or setting up production units in training centres – is limited and adjustments by way of contributions such as charity, donations, fee-concessions etc., are required for the creation of loan and bursary funds to assist the poor. In the medium-term there is a scope to increase income from assessment fees.

TVET funding policies in a number of countries have been studied – including levy and grant systems – but the conditions do not yet exist to enable radical new funding approaches to be adopted. The Pakistan Skills Partnership will be charged to prepare funding options based on the following four principles:

- Funding should include performance criteria, with incentives and penalties;
- Funding should enable students/trainees from different backgrounds to access programmes equally;
- Funding to be adequate to enable the TVET Policy to be implemented and sustainable to support continuous improvements;
- Publicly-provided TVET funds to be available to public and private providers, with annual increases in the proportion of funds allocated based on performance.

In order to begin implementation of the TVET Policy and to demonstrate its commitment to reform, the Government will:

- Introduce a separate, ear-marked TVET budget;
- Commit to increase this budget, provided that progress can be demonstrated;
- Establish a National Skills Fund, for financing special initiatives and innovative trainings schemes for raising the existing skill level and enhance the pool of skills development.

The Government will also initiate discussions with international donors to seek technical and financial assistance to support the implementation of the TVET Policy.

National TVET Policy

Introduction

In March 2015, the Federal Ministry of Education and Professional Education started work on drafting a National Policy for Technical and Vocational Education and Training (TVET). This was prepared by a Task Team composed of government, employers and TVET representatives and was the subject of widespread consultation. Since then, the proposed Strategy has been subject to further comment and debate. Since March 2015, there have been developments in the design and delivery of training programmes. Knowledge and experience of good practice, both in Pakistan and internationally, have grown. The central propositions of the Policy, its objectives and rationale have not been challenged. Indeed, there is growing recognition of the need to build the country's human capital, particularly the skills that are required to grow and sustain the economy. However, there are aspects of the Policy that require revision and which are presented in this document.

The policy sets out a long-term vision. It provides the framework to inform operational strategies and plans. It sets out objectives and principles around which Government, employers, workers and training providers can unite.

Objectives

The objectives of the National TVET Policy are to:

- Secure a national commitment by federal and provincial governments, employers, workers and community organizations to develop the skills and talents of the people to enable them to contribute to the generation of national wealth and productively contribute in their communities.
 - Skills development and investment in the country's human capital is vital if an economic growth target of at least seven per cent is to be achieved and sustained. Basic education is the foundation for national economic and social development. Technical and vocational education and training should build on this, but special attention and focus must be given to skills development in addition to efforts to improve education, particularly for young people looking for jobs, for those people already in work and to improve linkages between the formal and informal sectors of the economy.
 - A strong commitment is needed if industrial development and infrastructure goals are to be attained, if opportunities provided by new technologies are to be seized and if the challenges and opportunities of a young, growing population are to be realised. The first pillar of Vision 2025 –Putting People First – recognizes the priority that must be given to human capital development. Skills development is crucial to the achievement of the national goals set out in Vision 2025.

- Social goals of inclusivity, widening and increasing opportunities for women and marginalised communities can be supported through targeted training programmes that address the needs of individuals and which enable them to play a full part in economic life. Implementing programmes on the required scale, to the dispersed population pose logistical challenges. Increasing opportunities for women to gain new skills opportunities should not target reinforcing gender stereo-types, but aim at gender mainstreaming within the cultural context.
- Increase training opportunities and programmes for young people, those seeking work and for workers already in jobs. In 2014, some 300,000 publicly-funded training opportunities were made available. This number is increasing and continuing expansion is required – not to multiply the number of short-term programmes that all too often do not lead to jobs – but to provide quality training to produce the skills that the labour market needs. TVET must be demand-led. The key criterion to assess the effectiveness of investment in publicly-funded TVET, is not the numbers of people trained, but the numbers who get decent jobs, relevant to the skills that they have acquired. To provide more training opportunities, whilst improving their quality, is challenging, but possible. Given the numbers of young people who will be looking for jobs, training provision must be expanded even further, however. The longer-term objectives are:
 - to increase the number and quality of training opportunities to at least one million;
 - to encourage and incentivise employers to increase training opportunities for their employees and to commit to the principle of lifelong learning.

Given the significant increase in the numbers of young people who will be looking for work, a number of interventions will be required. These might include remedial education, expanded micro-financing initiatives, public works programmes and other active labour market measures. Changes in higher education – including the creation of a National Skills University – and new curricula are also needed. Increased investment is required also in technologies to support teaching and learning. Skills development alone is not the solution to the demands that an increasingly youthful population will make: however, it has an indispensable contribution to offer.
- Introduce a national standards-based qualification, assessment and certification system. Trainees and employers must be confident that training offered in Peshawar or Sialkot, Karachi or Quetta, will be comparable and that national qualifications will be recognized internationally. All training providers will be accredited and certificates will be issued only on the successful completion of a recognized training programme.
- Design and deliver competence-based education and training programmes. People will be equipped with the skills and knowledge to obtain and perform jobs. This means they

will be tested, not just on what they know in theory, but on how well they perform on job-related tasks. Competence-based training is being introduced in publicly-funded TVET programmes already, but it will be the approach adopted by all government departments and should be adopted by the private sector for the delivery of training.

- Forge new partnerships between the public and private sectors to develop the country's skills. Employers will be encouraged to increase their investment in building the skills of their own staff and additionally to provide new opportunities for young people. Currently 70 per cent of higher education and 40 per cent of schooling is provided by private institutions. There is not a comparable engagement with TVET, and there is a greater role for the private sector to play, by training more of their own staff and by contributing to TVET reform more widely.
- Maintain and expand the export of labour by encouraging people to obtain internationally recognised qualifications, through training programmes and new assessment arrangements that will recognise and take account of prior learning and experience.
- Encourage linkages with the informal sector, by providing assessment opportunities that recognise prior learning and experience.
- Continue the reform and revitalization of the public TVET sector. The National Skills Strategy that was agreed in 2009, outlines changes that are required to make publicly-funded TVET more responsive to labour market requirements and to the needs of individuals. The reform of the public sector must continue. This will be achieved through the continuous improvement of standards, the design and implementation of demand-led programmes, the development of a client-focused culture – for example, by addressing equity and access challenges and issues - and TVET will be promoted as a positive route to employment, further education and training or self-employment. This will require investment in the professional development of TVET teachers, trainers and administrators and the development of TVET Centres and Institutes that meet international standards. The apprenticeship system will be reformed, new co-operative training initiatives between employers and training providers will be encouraged and skills development linked to industrial hubs will be promoted. Making publicly-funded TVET more efficient, professional and accountable supports the objectives of Vision 2025. The continued implementation of the National Skills Strategy is a key component of the TVET Policy.

Rationale

Whilst quality basic education is the foundation for Pakistan's long term prosperity and security, greater attention must be given to training and the development of the country's skills – a long neglected area of public policy. The reasons for this can be stated simply:

- Skills development is vital to the achievement of economic growth, social development, poverty reduction and a stable and cohesive society. The economic fundamentals of the country are strong – large and diverse resources, a young population and a favourable location close to large regional markets. Emerging macro-economic policies are designed to achieve sustained economic growth of at least seven percent a year.¹ But growth will depend on increasing exports; raising productivity to improve international

¹ The forecast of the HSBC Bank is that by 2050 Pakistan will jump at least 14 places in international league tables for the size of its economy.

competitiveness; investing in energy and infrastructure; developing new technologies and economic sectors and attracting foreign investment. A better skilled workforce will be an asset and contribute to growth; a lack of skills will hamper and frustrate development. Training provision must be linked, therefore, to industrial and economic policies to meet the demands of a changing economy.

- In 1947, the population was 33 million. It is now nearly 184 million; the median age is 22 years and 60 per cent of the population is under 30 years of age. Although population growth cannot be predicted precisely, it is likely that by 2050 the working age population will double from its present 110 million, and the age group 15-49, which was 96 million in 2010, will top 180 million by 2050. If this young population is in productive work, and is trained to internationally recognised standards to enable jobs to be found overseas, the potential benefits are considerable. Wealth will be generated through production, trade, the provision of services, tax revenues and remittances from overseas workers. This demographic dividend provides a unique opportunity to transform the economy. Alternatively, there will be economic and social costs if the ambitions of young people are not addressed.
- Estimates suggest that eight million Pakistanis are working overseas and sending money back to the country. In 2014 these remittances amounted to over PKR 200 billion, and Pakistan is ranked in the top ten countries for the value of officially recorded remittances. The World Bank is confident that the global migration of workers will increase, but that the export of labour is becoming more competitive. The growth in the numbers of Pakistanis working overseas cannot be guaranteed, therefore, and increasingly importing countries will be looking for skilled people with internationally recognised qualifications.
- Most skills are generated in the informal sector. Introducing opportunities for individuals trained in this way to have their skills assessed and be able to gain a certified qualification, perhaps after some additional training, will provide greater security and status to individual workers. This has two benefits: first, it will make the informal sector more productive and secondly, it will encourage individuals to move into the formal sector.

Skills development must be treated as a priority, because:

- In an increasingly competitive world, highly skilled workforce is required to achieve national economic and social policy goals, and to reverse the decline in Pakistan's productivity and exports.
- Supporting Pakistani workers to work overseas is a positive labour market policy, and it brings significant economic benefits to the country. The operation of the international labour market is changing however. Increasingly importing nations will want workers with internationally recognised qualifications and Pakistan faces competition from countries that are investing in skills development.
- A more productive informal sector will add to the country's wealth. Access by informal sector workers to assessment and the formal recognition of their skills and experience will encourage job growth in the formal sector.

Current arrangements are inadequate to meet the challenges

There is no comprehensive information about skills development in Pakistan; even information about publicly-funded provision is not systematically collated and analysed. There is no formal and comprehensive census of TVET activity that includes the public and private sectors and the work of non-governmental organizations.

However, the principal characteristics of current skills development in Pakistan are:

- Publicly-funded provision is small, serving only some 7.3 per cent of people aged between 15-24 who are involved in education and training and only 0.7 per cent of this total age group. Access to training is uneven across the country, with disparities in provision in the provinces. There are insufficient opportunities for women and a lack of attention to the needs of people with disabilities to acquire the skills to enable them to work. The quality of provision is variable, with no agreed quality assurance policy and practice. There is little sustained evaluation of the investment in skills development, but complaints that those completing training lack the skills that the labour market requires are common. There is no national system to develop and validate qualifications or to certify the skills of those who complete training programmes successfully. The efficiency of public provision, assessed in terms of the utilisation of capacity and facilities is questionable. The major share of recurrent expenditure, which is historically based, is devoted to staff costs, leaving little discretion to allocate resources, provide materials used in practical training or meet the costs of replacing outdated equipment. Development budgets tend to be significantly lower than the bids made for them. Although budget allocations are made, transfer payments from national and provincial treasuries to training agencies can be irregular, creating uncertainties and affecting adversely the efficiency of planning and delivery.
- Some private sector employers, particularly exporters and those with international links, provide world-class training, but they are in a minority. Estimates suggest that less than 10 per cent of employed workers receive training. Government initiatives to stimulate training in the private sector are few. Apprenticeship legislation imposes mandatory obligations on employers of a certain size, off-set with tax and excise concessions. With only some 22,000 apprentices currently, the policy is not working. Many employers are reluctant to invest in training because of its perceived costs. Employer representative organizations have not yet promoted skills development as a major issue, but they lack the resources to provide advice and guidance to employers and to exercise a leadership role.
- Training is provided by some private providers on a fee basis, but not on the scale of private provision in basic, secondary and higher education.
- There are not-for-profit training providers, some with high reputations for the quality of provision and their ability to place students/trainees into decent jobs, but there is no comprehensive information about their numbers or effectiveness.
- Most training is provided in the informal sector, through the Ustad-Shagird tradition and 'learning by doing'. Currently there are few mechanisms to recognise the skills acquired in these ways to encourage workers to gain formal qualifications.

There is a range of programmes and a variety of training providers, but provision is fragmented, of uneven quality, with poor access in some areas of the country and there are insufficient safeguards to protect the interests of learners/trainees to guarantee the integrity of the training that they receive. The term TVET sector is perhaps misleading. Training provision is not based on an agreed vision or a co-ordinated and harmonious set of institutional relationships.

The weaknesses in the scale and organization of TVET were acknowledged in the National Skills Strategy, which was agreed in 2009. This set out an ambitious agenda for change.

Innovations and initiatives have been introduced, many with the support of international donors, but progress has not matched the challenges that must be addressed.

Achieving the policy objectives

Five key principles will guide skills development in Pakistan in the future:

- The commitment to the development of a national integrated TVET system, with clear national and provincial roles and responsibilities. National standards to inform the design of qualifications and the arrangements to assess learners/trainees will be devised collaboratively by the federal and provincial governments and the private sector. A single, national certification system will be introduced to record and recognize qualifications and quality assurance standards and practices will be adopted. It will be a federal responsibility to ensure that standards are developed. It will be a provincial responsibility and function to ensure that training is provided to generate the skills that are required in the labour market and to offer positive opportunities to individuals.
- The expansion and development of TVET is not feasible without the greater involvement of the private sector, with employers encouraged to undertake more training directly themselves, and to be engaged in all aspects of publicly-funded skills development.
- Sustainable funding and financing is a key driver of reform. The Government will make additional resources available for the expansion and development of TVET, but public money will be linked increasingly to performance measures. Ways in which the current dependency on public funds might be diminished will be explored. The Government will continue to seek assistance from international donors to help fund the priorities set out in this TVET Policy.
- Reform of publicly-funded provision will continue and be accelerated, with an emphasis on evidence-based decision-making, performance monitoring and accountability.
- More collaborative and cooperative working relationships, based on mutual trust, will be encouraged between national and provincial TVET entities and amongst education and training providers. A more open, transparent and genuinely consultative approach to issues of policy and implementation will be adopted.

Implementation measures

There are both national and provincial dimensions to the design and implementation of TVET programmes and the creation of an integrated skills development system. The passage of the 18th Amendment to the Constitution may have led to a belief that the national role and perspective was diminished. There is, however, a national responsibility for reviewing and assessing standards and quality assurance, in a way that the totality of national needs are properly addressed. The implementation and the management of the TVET system is primarily a function of provincial administrations.

Figure 1 below describes the respective responsibilities and functions of federal and provincial levels in a national, integrated TVET system. At the Federal level, all roles and functions similar to those performed by Provincial TEVTAs under the respective Acts in their respective Provinces will be performed by NAVTTC for ICT, G.B. and FATA. To further streamline this role, Federal Board of Technical and Vocational Education and Training (FBTVET) will be established at Islamabad for the examination and assessment systems of these regions.

	Provincial role	Federal role	Comment and implications
Policy	<ul style="list-style-type: none"> • Identification of issues and inputs to national policy • Responsible for jurisdiction-based policy, plus application of national policy within provincial economic contexts and priorities 	<ul style="list-style-type: none"> • National leadership and primary location for policy determination • Identify national priorities • Ensure policy agreed with and applicable to provinces 	<ul style="list-style-type: none"> • Essential that both levels of government are involved and agree national policy
Regulation	<ul style="list-style-type: none"> • Provide input into national standards and share authorisation of those standards • Apply standards to their own jurisdiction using institutions with delegated national regulatory authority • Collaborate with national body to audit compliance and performance of bodies with delegated regulatory responsibility 	<ul style="list-style-type: none"> • Development of national standards with input from all stakeholders • Application of standards nationally overseen • Delegation of most regulatory activity to provinces under agreed conditions • Responsible for maintaining quality and national consistency through audits in collaboration with provinces 	<ul style="list-style-type: none"> • Federal and provincial governments share responsibility for national standards and cooperate in regulation • Audit role critical and has to be shared with provinces so problems are recognised and fixed
Funding	<ul style="list-style-type: none"> • Determine budget and fund regulatory bodies and publicly owned TVET organizations (e.g. Institutes) within their jurisdiction • Fund agreed national priorities with support from federal government, plus province specific funding of local priority areas 	<ul style="list-style-type: none"> • Determine budget and fund national and federal organizations. Advocacy for increased budget allocations. • Identify and agree national priorities in conjunction with stakeholders, plus determine budget and fund national priorities 	<ul style="list-style-type: none"> • Both levels of government fund and support training • Primary support is within own jurisdiction • Federal government supports national priorities by providing targeted funding to provinces
Delivery	<ul style="list-style-type: none"> • Responsible for application of TVET standards both under national delegation and through owned institutes • Contract third-party private training organizations to provide training 	<ul style="list-style-type: none"> • Responsible for direct application of standards for TVET in federal jurisdiction. Delivery of training through federally-owned institutes • Operation of some services to support development of national TVET system 	<ul style="list-style-type: none"> • There is scope for the development of cost-effective national services to support TVET throughout the country. These might include training of trainers, training of assessors and recognition of prior learning assessments

A national qualification, assessment and certification system

The arguments for a single qualification, assessment and certification system to support skills development throughout the country are overwhelming. The Pakistan National Vocational Qualifications Framework is being established as the core component of a national integrated TVET system.

The introduction of the National Vocational Qualifications Framework will address a number of critical concerns:

- It is the means to provide the standards to define an integrated national TVET system;
- It provides the framework for quality assurance that TVET has lacked;
- Its standards will be reviewed and discussed with foreign authorities responsible for national qualification frameworks to ensure that Pakistan's qualifications are recognised internationally;
- The assessment standards that it will develop will allow people to be tested wherever they have been trained – by education and training providers in the public and private sectors, by employers in the work place or in the informal sector;
- It provides a flexible system to support life-long learning.

National Qualification Frameworks

Over 100 countries have, or are developing, national qualification frameworks. Their main purpose is to show what a qualification is, so that individuals can understand what it is that they have to do to earn one. The framework demonstrates the relationship of one qualification to another. It consists of a single set of levels, each used to align a group of qualifications that are broadly equivalent. A national qualifications framework is:

“An instrument for the development, classification and recognition of skills, knowledge and competencies along a continuum of agreed levels. It is a way of structuring existing and new qualifications, which are defined by learning outcomes, i.e. clear statements of what the learner must know or be able to do whether learned in a classroom, on-the-job, or less formally. The Qualifications Framework indicates the comparability of different qualifications and how one can progress from one level to another, within and across occupations or industrial sectors (and even across vocational and academic fields if the NQF is designed to include both vocational and academic qualifications in a single framework).”²

The creation of the Pakistan National Vocational Qualifications Framework will involve a number of inter-related activities. These are outlined in Box 1.

- Defining qualifications: describing the competences required to enable an individual to become qualified, and the level of the qualification.
- Developing standards and processes for the design of qualifications, to include:
 - Establishing competence standards – what are the key skills that a person requires to be able to perform a job? For example, in designing qualifications for electricians, what are the core skills for a basic electrician (Level 1) and for a supervisor responsible for a team of electricians (Level 3).
 - Determining learning outcomes: what a training programme needs to achieve;
 - Designing programmes, which make involve a whole qualification or units of a qualification;
 - Defining assessment arrangements: how learners/trainees are to be tested and assessed to determine if they have achieved the necessary competences.
- Establishing standards for the accreditation of training providers and certification bodies. Accreditation is the process which gives an organisation the authority to act. The accreditation of training providers and certification bodies will enable only those with the facilities, equipment and personnel to undertake these functions. Accreditation provides learners/trainees with the assurance that the training they receive is delivered by a competent and reputable organisation.
- Developing standards for the accreditation of TVET teachers and trainers.
- Determining standards for assessors: who can undertake assessments and what qualifications, experience and training do they require to undertake this role.
- Ensuring the equivalency of Pakistani qualifications with international standards;
- Creating quality assurance standards and procedures to ensure that TVET programmes and practices conform to performance and audit criteria.

Box 1: Pakistan National Vocational Qualifications Framework: Key Activities

Currently some of these activities are undertaken by a number of different organizations, but in an uncoordinated manner. This makes for inefficiencies and duplication, and there are no mechanisms to ensure that minimum standards are maintained throughout the country or that the interests of learners/trainees are safeguarded.

² Tuck, R. An Introductory Guide to National Qualifications Frameworks: Conceptual and Practical Issues for Policy Makers, ILO, Geneva, 2007.

The establishment and operation of the Pakistan National Vocational Qualifications Framework is not, however a centralised function. The adopted standards will be employed by federal and provincial TVET stakeholders and governments for consistency and uniformity. For their implementation, the created standards will require the engagement of a range of players. For example, the development of qualifications and programmes might be undertaken by TEVTAs, employer-led groups or by training providers. Assessments will have to be carried out throughout the country by approved and accredited centres. The difference between existing and future practice is not that all activities will be centralised, but that the planning, delivery, assessment and certification of TVET programmes will continue to be undertaken by a multiplicity of bodies, but these will function within a commonly agreed national framework, they will be accredited to perform their functions and will be accountable for their performance and delivery of services.

The creation of the Pakistan National Vocational Qualifications Framework is a new initiative that will generate functions, some of which have not been undertaken before in Pakistan. Its introduction will require a new way of working. It will require the co-operation of federal and provincial TVET interests and the engagement of the private sector. It will demand, also, specialist skills and technical knowledge of a high order. The determination of standards should be – and be seen to be – independent of government, if they are to be credible to employers and to learners/trainees.

Much work has been undertaken already to establish the National Vocational Qualifications Framework. This includes the design of the basic architecture of the Framework; the determination of occupational standards in key economic sectors; the preparation and implementation of pilot competence-based training programmes and the training of assessors. Operational manuals and procedures have been prepared to cover the principal operations of the PNVQF. This progress has been made possible through significant technical assistance and support. The next major tasks centre on:

- The institutionalisation of the PNVQF, to support its sustainability, including legislation to enshrine its principles;
- Broadening understanding of the PNVQF – and the approaches to training that it introduces – amongst training practitioners and TVET stakeholders, notably employers who need to understand and support the new approach to qualifications and training and its implications for them.
- TVET increasingly revolves around the level of competence of a trainee. This is generally gauged through a robust system of assessment leading up to a certificate of competence within the NVQF. Unlike the old conventional style of time bound training delivery and examination, it is now globally established and practised, that an individual can become competent in a variety of ways. What is of essence is the ability to practically deliver or perform on the acquired skill when tested through flexible assessment mechanisms leading to employability. Flexible assessment and certification mechanisms across the globe help sustain the interest of trainees and individuals eager to gain competence. This feature also assists in curtailing drop outs, secures credibility of employers and industry, and in increasing the number of trained workforce.
- Competence of a trainee is also categorized by the level of quality assurance of the TVET

system within a country. International standards prescribe for a quality assured training delivery, assessment and certification system governed by locally and internationally accepted NVQF.

Partnership with private sector for skills development

The envisaged scale of expansion and reform to guarantee the required skills will not be possible without active participation of the private sector. The implementation of the TVET Policy is not a task for government alone.

An enhanced employer role is required for the following reasons:

- Policy and the review of its implementation should involve those who create jobs and who understand the skills that are required currently and which will be needed in the future. The generation of future jobs will depend largely on the efforts of employers. They are best-placed to assess demand;
- There are many ways in which employers can support the reform of TVET. For example, competency-based training will be realised only if employers are engaged in setting standards, programme design, the authentication of learning and teaching materials and assessment processes. Their participation in the management of TVET institutions will support the adoption of a more rigorous and professional management approach. They are in a position to develop partnerships with training providers to support the professional development of teaching and training staff and to offer work experience opportunities to learners/trainees;
- Significant expansion in training programmes and places will depend on an increase in apprenticeships and employers providing more training opportunities, directly or through the establishment of new institutions.

There are examples throughout Pakistan of the contribution that employers are making to raise the levels of skills in the country and networks are emerging to develop new programmes and training facilities. But this activity and engagement needs to be taken to a higher level, to

- Encourage and support employers to undertake more training directly, including providing apprenticeships on a scale comparable to regional countries;
- Incentivise and promote the establishment of more private sector, employer-led training centres and facilities;
- Facilitate the involvement of employers in the reform and management of publicly-funded TVET provision.

Arguments for greater employer engagement in TVET

- It is in the business interests of employers to invest in their own workers and their families. Improvements in productivity and quality will add to the 'bottom-line' and increase profitability;

- Employers have a vested interest to create congenial conditions for business and economic growth. Investment and business growth are not stimulated in societies which lack cohesiveness and where there are risks of civil disturbance. It is worthwhile for the private sector to try to defuse the 'demographic time-bomb', for example, and help to provide positive opportunities for young people;
- The private sector has the skills and experience to 'make a difference' and to inject energy and expertise, both to generate new training opportunities and to support the reform of public TVET provision;
- There is a moral justification for enterprises to demonstrate corporate social responsibility and to contribute to economic and social growth beyond their immediate business concerns.

There are practical measures that can be taken to create a more enabling environment to encourage employers to join a national effort to strengthen Pakistan's skills. These are:

- **To develop a more supportive framework:** the range of potential demands on employers to contribute to skills development is broad. It is clear that not all employers are yet convinced of the benefits of investing in training. The Government believes that employers' representative organizations and associations could play a role in assisting employers to provide training and to become involved in different aspects of skills development (for example, in determining occupational standards or membership of the governing board of a TVET institution). Employers' organizations may not as yet have the capacity to undertake this advisory and supportive work and they may require additional resources and technical assistance to undertake this new role. The Government will explore with employers' representative bodies the scope for providing additional support to them, including access to international technical assistance.
- **To review the scope for financial incentives:** for many years, tax and excise relief has been available to employers who provide apprenticeships and who purchase training equipment. These provisions are little used, however, in part because they are not widely known about and bureaucratic procedures deter the submission of claims. The Government accepts that incentives may be required to promote and expand training, and that the private sector should be able to access public funds that are available for training. These are significant issues that the Government wishes to explore further with employers.
- **To guarantee an employer role:** there are many skills development activities that will benefit from employer involvement. As discussed already, these include the determination of standards, the design of training programmes and the management of TVET institutions. The Government will include in new, comprehensive skills development legislation, the statutory right of employers, and other stakeholders, to be partners in decision-making and in the oversight of national and provincial TVET policy and its implementation.
- **Linkages between trainees, academia, employers and industry:** this has become a recurring need and practice in developed and developing countries. One way of managing this interface is through showcasing of skills, which has become an established norm and serves as a driving force behind successful careers of trainees and in meeting the workforce needs of companies/industries, and employers. This function has been undertaken in a variety of ways, such as job-fairs, skill shows, or through organizing Skills Competitions. The purpose is to generate a competing environment and a level playing field amongst job seekers, employers/industry, and academia, to aspire for the best. Additionally, it helps identify the potential within the world of work in terms

of opportunities of employment, reveals on the spot competence of job seekers, and facilitates networking. Skills competitions serve as incubators for entrepreneurial development. Innovativeness when displayed in such fora, often secures financing leading to self-reliance. These competitions also effectively support in improving the reputation, and in building a positive image of blue-collar jobs.

Continuing and accelerating reform

The reforms proposed in the National Skills Strategy (2009) will be continued and accelerated and the various interventions and initiatives that it sets out will be implemented by no later than 2020. The analysis and proposals set out in the National Skills Strategy have informed the preparation of this TVET Policy. The annual planning system introduced by the TEVTAs and NAVTTC is based on the objectives of the National Skills Strategy. Perhaps unsurprisingly there are marked variations across the provinces in achieving objectives due to the disparity of resources available to them. Currently, there is no formal mechanism for reviewing performance collectively or for the exchange of good practice and experience between federal and provincial TVET organizations.

Collaboration across all government sectors

Skills development is not a discrete and isolated policy area. Investment in training must contribute to the achievement of economic and social policy goals. The introduction of a national standards-based TVET system and competence-based training should include all skills development activities funded and supported by government departments. This means that:

- Mechanisms will be established to determine the skills that will be needed to implement economic, social and infrastructure strategies to inform the design of training programmes to be offered by public and private training providers;
- Information dissemination and capacity development will be required in government ministries and agencies, to inform and support those responsible for the design and commissioning of training, to understand the National Vocational Qualifications Framework and its implications for their work.
- The use of career counselling for choosing between the full range of available opportunities, in relation to individual distinctive abilities, interests and values is considered to be a trainee's crèche. In the international context, labour market information is generally web-based in nature. It is used by trainees and job seekers, to facilitate in selection of trades/courses, with the highest potential of employment and wage. Similarly, employers and industry tap into such resources to make a prudent selection of their workforce needs.
- As a globally recognized practice within TVET, career counselling is complimented through job-placement. Graduates and jobseekers are hooked up through a variety of means with employers and industry, such as; job fairs, apprenticeship programmes, on-job-training, industry-institute collaboration, skills competition and other formal means such as Sector Skills Councils. Technical as well as vocational streams of education widely subscribe to career counselling and job placement.

TVET and general education

Education strategies have argued for the greater inclusion of technical and vocational education in general school curricula. There is experience on which to build that suggests that the successful introduction of TVET in schools demands suitably qualified teachers, sufficient resources for the acquisition of equipment and materials and curricula that are relevant locally.

Two broad approaches are possible. The first concerns curricula that are concerned with introducing learners to the 'world of work', including information about jobs, guidance, 'taster' activities and introduction to basic techniques (for example, use of hand tools, maintenance). Such activities are concerned essentially with exposing learners to potential areas for further learning. The second is training-oriented, designed to provide marketable skills and to encourage self-employment.

The Ministry of Federal Education and Professional Training will initiate a pilot programme to establish Technical High Schools. This will test the feasibility of developing such institutions and provide experience and evidence on which to plan a national initiative. The introduction of the pilots will provide the opportunity for public-private partnerships to establish Technical High Schools.

Governance and institutional structures of TVET

The following principles are adopted for reviewing the required governance and legal structures for needed systemic changes to increase training provision on a massive scale, while raising the quality of programmes and outcomes. These are:

- **Clarity about roles and responsibilities:** there are public TVET organizations with similar and overlapping functions currently and any doubts or ambiguity as to who is responsible for what must be eliminated. Successful TVET should be based on the creation of communities of trust and partnerships, and these are dependent on organizations understanding what is expected of them. However functions may be carefully defined, because of the likelihood of 'grey areas' where formal responsibilities have not been fully specified. Only discussion will resolve such issues and this needs to be based on mutual trust and respect, qualities that still need to be built, especially in the public TVET sector;
- **Accountable institutions and people:** institutions and individuals are responsible for the use of funds and other resources and for meeting operational targets and goals. This means that the relationships between organizations and their lines of reporting must be clear and transparent;
- **Autonomy and devolution:** decisions, especially operational ones, need to be made closest to where implementation happens. The TVET system is still relatively immature and capacity and systems need to be built before delegation and a complete network of autonomous TVET institutions can be created, but the goal should be clear;
- **Synergy and collaboration:** the challenge of expanding TVET provision and raising its quality will provide sufficient work to consume the energies and talents of all existing education and training organizations, however structures and systems are required to foster greater collaborative working;
- **Avoiding conflicts of interest:** functions need to be separated to avoid conflicts of

interest. Thus, for example, the setting of standards should not be confused with the delivery of training; assessment and certification are functions that are linked to, but distinct from, the provision of training. These different accountabilities have become blurred and need to be differentiated clearly.

Making it happen

The implementation of the National TVET Policy will require the development of new functions, the recruitment of high-level technical, managerial and professional skills and institutional arrangements that will secure the engagement of stakeholders, particularly the private sector. The institutional arrangements to implement the National TVET Policy are described below.

Oversight and review of National TVET Policy

A common and shared approach to TVET must be adopted throughout the Federal Government and in partnership with provincial governments and their agencies. TVET is one component of human capital development, which includes higher education, and which cannot be divorced from macro-economic and social development strategies and planning. For these reasons the oversight of TVET policy will be undertaken by the Federal Ministry of Education and Professional Training. The provision of technical advice, including the preparation of reports and relevant statistics and data for the Federal Ministry of Education and Professional Training will be the responsibility of NAVTTC. It will be the custodian of the National TVET Policy and will keep this under review.

The principal role of NAVTTC – as the Federal TVET organization – is to determine, maintain and develop standards and to lead the development of a quality assured national qualifications, assessment and certification system. This will be achieved primarily through the maintenance and development of the National Vocational Qualifications Framework. Qualifications and associated curricula may be proposed and developed by a variety of different entities, but the procedures for designing qualifications are generated by NAVTTC and in time only those qualifications that are registered on the NVQF will be recognised for national certification. The role of NAVTTC is not limited to the day-to-day control of the processes involved in the design of qualifications, the assessment of training that results in their award or the issuing of certificates. It is to define the standards on which these activities are based. Similarly, NAVTTC has the responsibility to ensure that quality standards are introduced and maintained throughout the TVET sector.

Much work has been undertaken to develop new competence-based qualifications, some of which has been undertaken by NAVTTC and some by TEVTAs – with international technical assistance. It is essential that all qualifications are endorsed by stakeholders and that employers particularly have confidence in them. In order to develop the PNVQF, and to provide public accountability for this work, a NVQF Council will be established, within the NAVTTC structure. Its membership will include employers, training providers, higher education and provincial TVET representatives. Its principal functions will be:

- Oversight of the management of the National Vocational Qualifications Framework, including guidance for developing qualifications, their recognition and registration and

- the status of current and historic qualifications;
- Development of specialist provisions within the NVQF, such as recognition of prior learning and credit transfer;
- Oversight and development of assessment processes that will be outcomes-based;
- Oversight and development of the certification system;
- Oversight and review of criteria and requirements for assessors;
- Instigation of periodic reviews into effectiveness of NVQs and the NVQF (for example, as perceived by employers, international qualification awarding bodies);
- Liaison with international bodies responsible for qualification frameworks and with regional bodies developing cross-national VQFs.

The Council will have a small, dedicated technical unit that will be concerned with procedures for developing qualifications and the establishment of review panels to scrutinise draft qualifications, curricula and assessment arrangements. Legislation will not be required to create the PNVQ Council. The NAVTTC Act 2011 gives powers to develop skills standards, curricula and trade testing certification systems and clause 7 (d) states that NAVTTC can set up 'such administrative and technical committees, working groups, skill development councils, trade testing boards or such other bodies and entrust them with such functions as it may consider necessary.'

The establishment of such a Council within NAVTTC follows the precedent of the TVET Accreditation and Quality Evaluation Committee. This was established in 2014 and its membership includes representatives of all the provincial Technical Education and Vocational Training Authorities (TEVTAs), Boards of Technical Education (BTEs), Trade Testing Boards (TTBs), the Federation of Pakistan Chambers of Commerce and Industry, (FPCCI), the All Pakistan Business Forum (APBF), the Employers' Federation of Pakistan (EFP), the National Institute of Science and Technical Education (NISTE), the Pakistan Engineering Council (PEC), the Higher Education Commission (HEC) and the Pakistan National Accreditation Council (PNAC). The Committee considers recommendations for the accreditation of training institutions based on reports prepared by teams of TVET professionals. Including NAVTTC staff. Proposals have been developed to convert the Committee into a Council, under the auspices of NAVTTC, with its own dedicated staff, but these have not been proceeded with.

The creation of the NVQF, with the processes involved to ensure the value and integrity of qualifications, is an important part of NAVTTC's responsibility to assure and promote quality. The arrangements for the accreditation of providers addresses a second key aspect of quality. Embedding a culture of quality in the TVET system will take time. It will be the responsibility of NAVTTC to initiate discussions within the TVET sector to stimulate discussion and commitment so that minimum quality standards can be derived and adhered to.

Merger of the National Training Board/Bureau with NAVTTC

The NTB has functions that mirror those of NAVTTC. In order to rationalise the national TVET landscape, the NTB will be abolished formally.

The further implementation of the National Skills Strategy (NSS)

The TRSP has supported the implementation of the recommendations of the National Skills Strategy, mainly through assisting with the drafting of TEVTA Annual Work Plans. These plans sought to reflect the priorities set out in the NSS. However, the drive to implement the NSS has lacked coordinated leadership. NAVTCC will establish a federal/provincial Task Team to review progress, identify bottle-necks and to determine priority activities so that the NSS will be implemented in full by 2020.

Partnerships and Communities of Trust

A national TVET system is not one that is federally directed or controlled, but one that operates cooperatively within an agreed framework of national standards. These should be defined through discussion and debate. There are other issues where a national approach is desirable. These might include the reward and incentive structures for TVET personnel; the development of shared resources (such as teacher and assessor training centres) or the development of a funding strategy for TVET. There are professional issues, including research, pedagogical developments, the use of ICT and blended learning, where sharing experience and good practice might help to foster a TVET professional community. NAVTTC, TEVTAs, training providers and employers have a shared responsibility to promote collaborative working throughout the TVET sector.

The significant structural changes that we are proposing have consequences for the TEVTAs. Provincial administrations will have the opportunity to review their current arrangements for the oversight and management of TVET and skills issues, and it is hoped that any legislative changes that they may wish to introduce will be harmonised with the drafting of national legislation. One key issue that provincial TEVTAs will need to address is how the standards of the TVET sector, and in particular the operation of the Pakistan National Vocational Qualifications Framework, will apply across the skills development/TVET institutions and the training programmes of all ministries. The answer may differ between provinces, but the role of TEVTAs to promote standards and coordinate training should be part of the considerations.

Funding and finance

Perhaps the single most important factor that will contribute to the building of skills is to secure adequate and sustained funding so that medium-term initiatives can be embarked upon with confidence. The current funding regime is characterised by short-termism and a lack of certainty over the amounts and timing of transfer payments, particularly to fund development and innovation. Public investment in TVET is low, recurrent expenditure is historically based and spent largely on wage costs. Within individual training institutions there is scope for savings if low occupancy levels are addressed and there should be opportunities for rationalizing management structures. At both national and provincial levels, there are opportunities for reviewing the functions of existing bodies to explore possibilities for mergers or abolition.

It would be naive to suggest that proposing the allocation of additional resources to TVET by government is an easy decision, given the competing demands that the national and provincial governments face, but the case is persuasive, given the challenges to be addressed and the return on the investment – assessed in terms of increased productivity and competitiveness, growing remittances, lower poverty levels and greater social cohesion. A clear commitment by Government to the priority status of TVET is likely to leverage donor and international support.

The scope for generating additional income within the TVET sector is limited. In addition to economies that might be made, income could be increased by requiring learners/trainees to pay realistic fees, with provisions to cater for poor and vulnerable groups; encouraging training providers to set up production units (e.g. a training centre that offers carpentry programmes might manufacture furniture for sale; a hospitality programme might run a restaurant). There are arguments for and against each potential revenue stream. Using fees as a more direct way to fund TVET may run counter to constitutional provisions for free education, but with adequate safeguards charging for TVET might make learners/trainees appreciate the experience more, and fees are a feature of the system already. The benefits of production units lie not just in the money they might generate; they provide practical work experience, contact with customers and opportunities for learners/trainees to have ‘hands-on’ experience of running a business. They can also be a distraction and divert training institutes from their principal purpose. However, entrepreneurship should be encouraged, and where feasible such units should be supported, but they are marginal in terms of generating additional funds.

In the medium term, there are prospects of additional funds, particularly from assessments and trade tests if the National Vocational Qualifications Framework is launched successfully. This applies particularly to people seeking certification of skills to help them access the overseas labour market.

International arrangements and trends in the funding and financing of TVET have been reviewed. These include sharing responsibilities between governments, employers and learners/trainees on the principle that the main beneficiaries of training should contribute to costs. Cost sharing involves charging realistic fees to be paid by learners/trainees, usually with loan or bursary arrangements to assist poorer people and so encourage access. Employer incentives include levy and grant schemes. International trends include innovative funding regimes for training providers, including incentive schemes to encourage improved performance and competitive tendering for training provision to encourage the growth of a TVET market as a strategy to improve performance.

The necessary conditions, however, do not exist for major innovations in TVET funding and finance in the short-term, for the following reasons:

- The tax collection system is not sufficiently robust to operate a training levy system that is based on payroll, contract values or other criteria. Its introduction would require detailed planning, both to operate a levy system and to tackle issues of non-compliance, policing and monitoring. To be successful, a training levy should have the support and cooperation of employers and the necessary groundwork and discussion will take time. At present the

introduction of a training levy might be seen as simply a punitive tax; given the history of levies in the country it would be viewed with suspicion and would fail to provide the incentives to encourage employers to invest in TVET;

- Whilst there is accounting expertise in the public TVET sector, there is not enough in depth financial management capability to administer sophisticated or complex funding regimes. The development of TVET Management Information Systems is underway but these need to be completed, along with additional capacity development in financial management and monitoring and evaluation processes before a performance-based funding system can be introduced;
- Radical changes to the fee arrangements in public TVET institutions and centres would require sensitive political preparation and should not be contemplated without the establishment of a loan and bursary system to assist learners/trainees from poor families.

The design and implementation of a sustainable funding regime for TVET remains a priority, and there is much international experience on which to draw.

NAVTTTC will initiate discussions with TVETAs – through the Task Team that it is proposed should coordinate NSS implementation – to develop options for future TVET funding. This work will reflect the following principles:

- Finance and funding arrangements to include incentives and penalties to encourage training providers to deliver programmes more efficiently, by maximising outputs and controlling unit costs, and which accord with economic priorities and objectives;
- Funding should enable learners/trainees from different backgrounds to access training opportunities equally;
- Funding to be adequate to enable the TVET policy to be implemented and sustainable to support continuous improvements in quality provision;
- Publicly provided TVET funds should be available to both public and private training providers on a competitive basis, with annual increases in the proportion of funds allocated through competition.

In order to promote skills development and demonstrate its commitment to TVET, the Government shall:

- Commit to increasing allocations to TVET from 2018 and in each of the succeeding three years, provided that progress in implementing reforms can be demonstrated;
- Establish a National Skills Fund by 2018, open to bids from any legal entity, to encourage innovative training practices and to increase the numbers of people with mid-level skills.

Ministry of Federal Education and Professional Training
Government of Pakistan
C-Block, Pak Secretariat Islamabad.
Phone: 051 9204565, Fax: 051 9204569
www.moent.gov.pk