



The National Skills Strategy

2009-2013

National Vocational and Technical Education Commission
Prime Minister's Secretariat (Public) Islamabad

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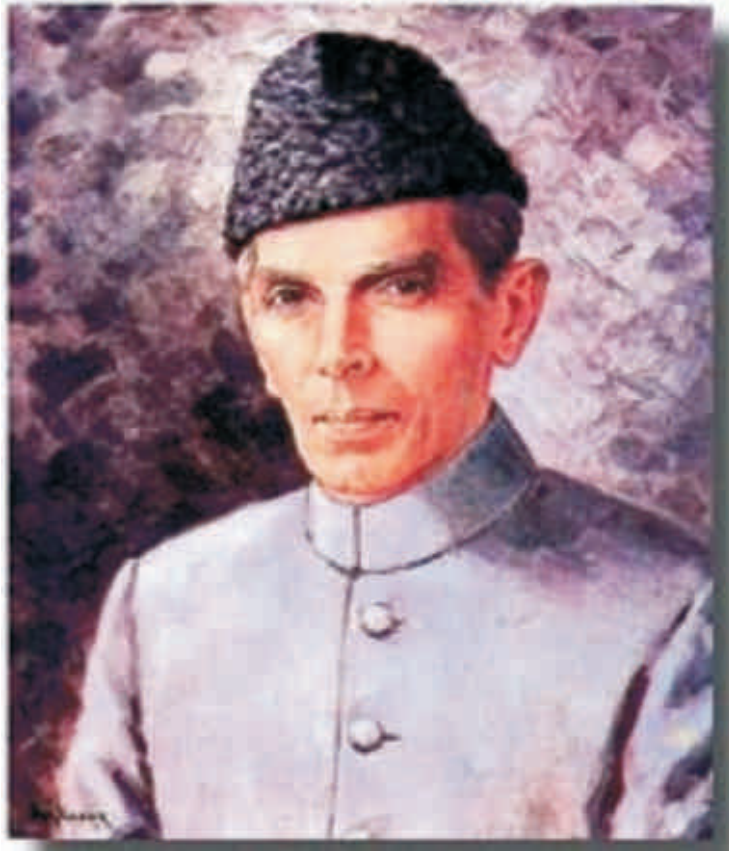
IN THE NAME OF ALLAH
THE MOST GRACIOUS, THE MOST MERCIFUL



وہ خدا کا دوست ہے
جو ہاتھ سے کام کرتا ہے

A WORKMAN IS ALLAH'S FRIEND

THE HOLY PROPHET
(Peace Be Upon Him)



Vision of the Quaid-i-Azam Muhammad Ali Jinnah

There is immediate and urgent need for training our people in the scientific and technical education in order to build up future economic life... But do not forget that we have to compete with the world, which is moving very fast in this direction. Also I must emphasize that greater attention should be paid to technical and vocational education.

Extract from Speech,
November 27, 1947

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Message from Chairman

The National Vocational & Technical Education Commission (NAVTEC) is the country's apex body to provide policy direction, regulate and coordinate the TVET sector. To fulfill the vision of a developed, industrialized, just and prosperous Pakistan through rapid and sustainable development, the present Government is paying special attention to strengthen TVET activities. The *National Skills Strategy 2009-2013 (NSS)*, for the first time in the nation's history, sets a direction in this regard.

In keeping with the present Government's policy, NAVTEC is also paying attention to the youth and neglected populace by offering short-term skill development projects under the Prime Minister's Hunarmand Pakistan Programme and the President's Funni Maharat Programme for uncovered tehsils in the country, through the cooperation of the provincial governments.

Kudos for Mr. M. Athar Tahir-Chowdhry, Executive Director and his team for this important national document. I am also thankful to the Members of the NAVTEC Board for approving it. Now that the NSS has been finalized, I am confident positive transformation in the TVET area will follow.

Adnan A. Khawaja
Chairman

Foreword

The National Vocational and Technical Education Commission (NAVTEC) has developed this seminal policy document titled *Skilling Pakistan: National Skills Strategy 2009-2013 (NSS)*. In view of a hitherto uneven TVET landscape, global scenario and international competitiveness, an intelligent strategy with considered action plans was urgently warranted.

The *National Skills Strategy 2009-2013* proposes a paradigm shift from curricula based education to competency based training. It envisions provision of relevant skills for industrial and economic development, improvement of access, equity and employability and assurance of quality through an integrated approach. To translate this vision into viable reforms, the NSS proposes twenty strategic initiatives.

The National Skills Strategy has been developed over a span of eighteen concerted months with the cooperation of, and extensive consultation with, various stakeholders including local and international experts, relevant Ministries, provincial governments, training providers, trainees, private sector associations and Chambers of Commerce.

NAVTEC thanks all the stakeholders for their contribution, assistance and advice. My particular thanks to the present Chairman for his continuing support and the former Chairman Mr. Altaf M. Saleem who personally participated in the consultation rounds. Mohammad Riaz (Director General Planning), Mr. Wahid Bakhsh Baloch Secretary, Department of Labour & Manpower Training (Balochistan), M. Zaheer, Regional Director (Islamabad & Azad Kashmir), Sultan Orakzai Regional Director (North-West Frontier Province), M. Abid Javed, Regional Director (Punjab), Humayun Aqil Regional Director (Sindh), Frida Khan and Hazrat Hussain (Directors), Muhammad Azhar (Research Associate), Muhammad Munir Anjum (PS), Mr. John Fahy (AusAID), Mr. Trevor Riordan, Ms. Adrienne Bird, Mr. Manzoor Khaliq (ILO) and Ms. Karina Veal (UNESCO) all provided valuable inputs for this vital national document.

M. Athar Tahir-Chowdhry

Tamgha-i Imtiaz; Sitara-i Imtiaz

Secretary to the Government of Pakistan/ Executive Director

Board of Members

- | | | |
|-----|--|-----------|
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| 16. | Mr. Asfand Yar Shah. | |
| 17. | Engr. Kamal Nasir Khan. | |
| 18. | Executive Director, NAVTEC. | Secretary |

Acronyms

ADB	Asian Development Bank
AUSAID	Australian Agency for International Development
CBT	Competency Based Training
FATA	Federally Administered Tribal Areas
HRD	Human Resource Development
IAG	Industry Advisory Group
ILO	International Labour Organization
IQF	Instructors Qualification Framework
IT	Information Technology
KPI	Key Performance Indicators
MTDF	Medium Term Development Framework
NAVTEC	National Vocational and Technical Education Commission
NQF	National Qualification Framework
NWFP	North-West Frontier Province
RPL	Recognition of Prior Learning
TEVTA	Technical Education and Vocational Training Authority
TVET	Technical and Vocational Education & Training
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organization

1. Skilling Pakistan: The National Skills Strategy (2009-2013)

1.1 Vision

Skills for Employability. Skills for All.

1.2 Mission

To provide policy direction, support and an enabling environment to the public and private sectors to implement training for skills development to enhance social and economic profile.

1.3 Goals

To provide a framework for skills development which achieves two main paradigm shifts:

- The shift from time bound, curriculum based training to flexible, competency based training, &
- The shift from supply led training to demand driven skills development by promoting the role of industry in both the design and delivery of TVET.

1.4 Objectives

The proposed paradigm shifts are required to achieve three main objectives:

- Providing Relevant Skills for Industrial and Economic Development.
- Improving Access, Equity & Employability.
- Assuring Quality.

1.5 Reforms

In order to achieve the three objectives, twenty reforms are proposed:

1.5.1 Objective 1: Providing Relevant Skills for Industrial & Economic Development

- Introducing competency based training
- Establishing industry specific Centres of Excellence
- Increasing the role of the private sector
- Reforming the apprenticeship system
- Encouraging entrepreneurship

1.5.2 Objective 2: Improving Access, Equity and Employability

- Expanding geographical provision
- Making training delivery flexible
- Focusing on skills for women
- Training for disadvantaged groups
- Integrating informal economy workers

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- Enhancing the mobility of skilled workers
 - Providing career guidance and placement services
 - Offering vocational education in schools
 - Improving the status of skills development

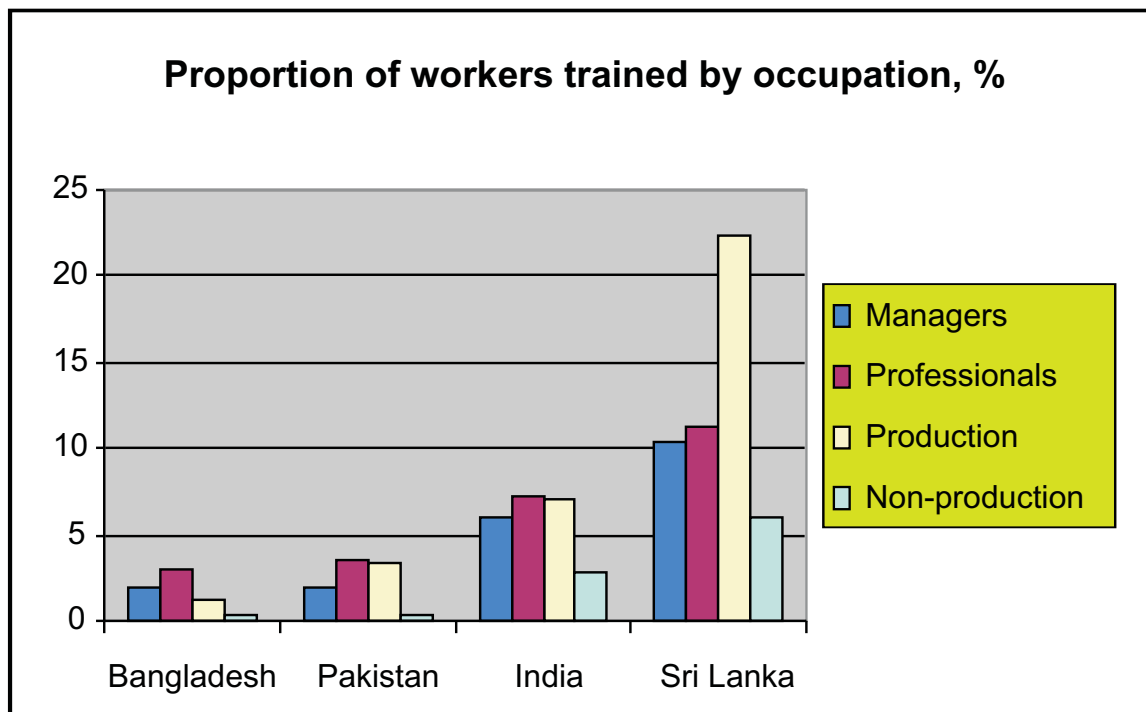
1.5.3 Objective 3: Assuring Quality

- Streamlining policymaking
- Establishing a National Qualifications Framework
- Registering and accrediting institutes
- Reforming the management of training institutes
- Training of Trainers
- Undertaking research

2. The Need for Reform

In developed countries and increasingly so in developing ones, the far-reaching benefits of having a skilled, mobile workforce have been acknowledged. Countries that are successfully competing in the global workplace and achieving social and economic gains, invest heavily in skills development. Pakistan, unfortunately, has fallen behind not only according to international levels of TVET, but also regional ones.

In order to achieve sustained economic and social development, remain globally competitive and be able to respond to changes in technology and work patterns, the Pakistan government has recently made skills development a political priority. This is one reason why the importance of skills features in several contemporary policies including draft policies on Employment, 2007, Education, 2007, the Economic Survey of Pakistan, 2007 and the Medium-Term Development Framework (MTDF) 2005-2010.

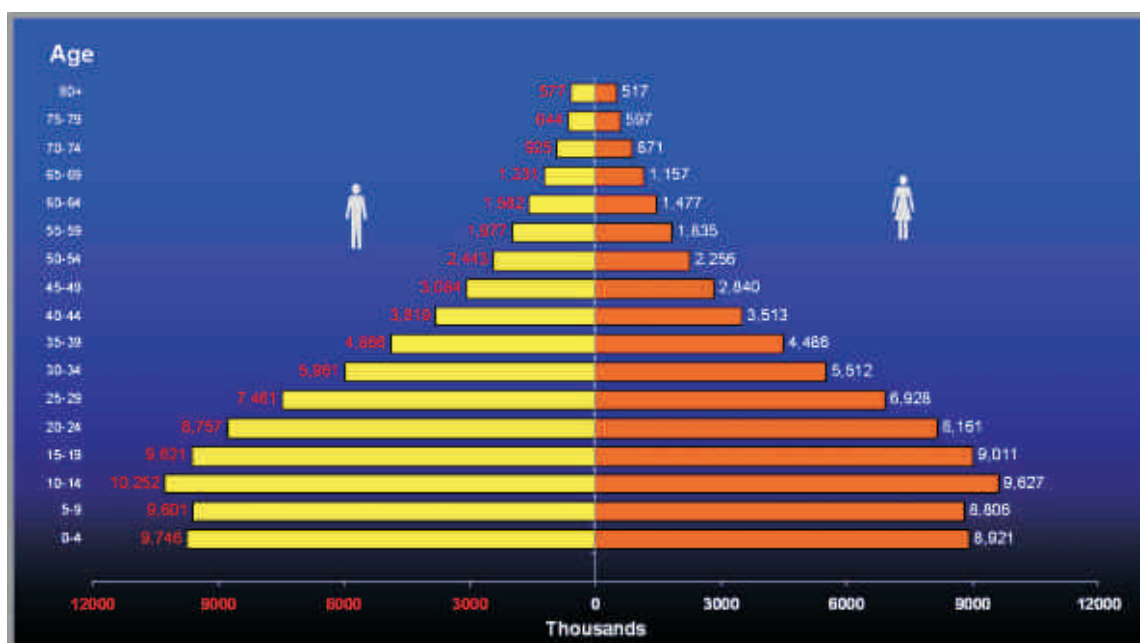


World Bank, 2007

Anticipating strong demand for skilled workers given the current 7% rate of growth of Pakistan's economy, the MTDF 2005-2010 sets an annual training target of 950,000 appropriately skilled workers, of which 700,000 are expected to be trained in public-sector training institutes and 250,000 by private-sector training providers.

There are currently only 315,000 enrolled students across 1,522 technical and vocational education and training institutes in Pakistan. It is quite evident therefore, that major renewal is necessary to achieve this quantitative target.

More importantly, the present system would not be able to deliver the qualitative requirements, either. District-level data reveals that there is little congruity between the local industry and the training available in vocational training institutes. Rather than training according to the needs of the local economy, institutes tend to offer simply what they have traditionally taught, or have been directed to teach through centralised decision making. Trainees therefore, emerge from the system inadequately skilled and consequently, with limited opportunities of employment.



National Institute of Population Studies, 2007

What has been described as a 'time-bomb'¹ could be an imminent situation for Pakistan. The emerging demographic trends point towards a burgeoning population between the ages of 10 to 25 who will enter the labour market expecting to find jobs, only to find that their education and training has not provided them with the appropriate skills. Pakistan must prepare a policy response to such demographic trends and related employment expectations.

Migration of skilled, semi-skilled and unskilled workers has been a constant and encouraged employment trend. Importantly, remittances from the Pakistani diaspora represent a significant source of our foreign exchange earnings.

In 2005-06, foreign remittances from abroad approximated Rs. 4.6 billion², a large part of which originated from the earnings of semi-skilled and unskilled workers. Internationally however, the types of skills demanded are changing and higher skilled workers from other countries are being preferred over Pakistani ones. It is important therefore, to improve the skills profile of Pakistani migrant workers for them to be able

1 - UNESCO, 2003

2 - State Bank of Pakistan

to access better jobs in the international job market and gain higher incomes.

Even at home, Pakistan's domestic industry is no longer sheltered from international competition. While globalization has thrown up many challenges, it also presents increased opportunities. To increase our share in world exports, of both traditional and non-traditional goods and services, and to compete with imported goods domestically, Pakistan has to focus on improving its competitiveness. Upgrading skills to enhance the productivity of our labour force would contribute greatly towards increasing our competitiveness.

The need to reform the skills development system therefore, comes from a number of directions: the need to be competitive globally, to increase the efficiency of the domestic industry, to support enhancement of foreign remittances, to provide employable skills to people in the context of a growing population and to ensure access to new career opportunities.

3. The National Vocational and Technical Education Commission

The Government of Pakistan, realising the gravity and enormity of these challenges, established in 2006, the National Vocational and Technical Education Commission, (NAVTEC) with the mandate to facilitate, regulate, and provide policy direction for technical education and vocational training to meet national and international demand for skilled manpower.

Strategy Development

To provide a framework against which to deliver its mandate, NAVTEC has developed *Skilling Pakistan: the National Skills Strategy, 2009-2013*. The *Strategy* has been prepared according to best practices in stakeholder identification and consultation. Over a period of eighteen months NAVTEC held wide-ranging meetings with a diverse range of stakeholders including local and international experts, employers, trainees, government officials and training providers to ascertain their requirements and expectations. NAVTEC wishes to express its gratitude to the many women and men who gave their time and expertise to this exercise. Many useful comments were received and wherever possible they have been incorporated into the final *National Skills Strategy 2009-2013* document.

To complement this consultation process a review of a wide range of national policy statements by different federal ministries has been undertaken including:

Medium Term Development Framework 2005-10, Planning Commission, May 2005
Medium Term Development Framework 2005-10, Higher Education Commission
National Education Policy (Draft) 2007, Ministry of Education
A Growth Oriented National Employment Policy. Policy Planning Cell, Labour and Manpower Division 2007
Ensuring a Demographic Dividend: Unleashing Human Potential in a Globalised World, Draft Summary of the Poverty Reduction Strategy Paper-II, April 25, 2007, Ministry of Finance
Trade Policy 2007-8, Ministry of Commerce
National Youth Policy (Draft), Ministry of Youth Affairs
National Action Plan, Ministry of Women's Development

The Strategy proposes a framework to create a high quality skills development system that ensures inclusion and employability, is responsive to the changing demands of the local and global economy, and helps promote and sustain social and economic development. It provides the basis of cooperation between industry, training providers, the government and other stakeholders.

Further it provides a basis to:

- identify new priority areas for developing workforce skills.

-
- negotiate and develop national and provincial training plans
 - devise sectoral training strategies in consultation with stakeholders
 - undertake structural changes and reforms necessary to meet policy goals
 - deliver quality training and promote international recognition of the system.
 - support employment generation strategies to address unemployment and poverty.
 - monitor and measure performance

4. Objective 1: Providing Relevant Skills for Industrial & Economic Development

Changes in technology, the emergence of global markets for products and services, international competition, the emphasis on attracting foreign direct investment and new forms of business organisation and production, have created a demand for new, diversified, industry relevant skills and knowledge. To ensure the skills development system in Pakistan is able to deliver accordingly, the Strategy outlines four reforms:

- Introducing competency based training
- Establishing industry specific centres of excellence
- Increasing the role of the private sector
- Reforming the apprenticeship system
- Encouraging entrepreneurship

4.1 Introducing Competency Based Training.

The present skills development system in Pakistan follows a curriculum-based, time-bound approach. Certification is based on completion of courses and passing exams rather than demonstration of competency.

The rigidity of this approach makes it difficult for training programs to meet the skill needs of industry. They focus on how far learners have progressed through an institution's curriculum rather than assessing how well they are able to demonstrate the competencies required in the workplace.

A competency describes exactly what a worker should be able to do and must know in order to effectively perform a job in the workplace. A competency-based training approach therefore, focuses on the demonstration of the actual skills required in the workplace.

The requirements of the workplace can be best determined by the employers themselves. In Pakistan unfortunately, employers play a negligible role in influencing what is taught in TVET institutes. Because of weak institutional linkages with the industry, training is designed around skills and knowledge that are not necessarily relevant to the market.

The government has in the past attempted to liaise with employers in the development of skill standards and endorsement of curricula, but this engagement was not wide enough to be truly meaningful. As a result, only a few skill standards were developed³, which have now become obsolete since they were not properly reviewed, updated or improved according to international best practices.

Many countries have institutionalised employers' input into training through the establishment of industry advisory bodies.⁴ These are employer-led, government licensed, and usually government funded, independent organisations that cover a specific sector in the country. They function as the communication channel between policy makers and training providers and provide accurate industry intelligence about current and future skill needs and training requirements.

What is a 'Competency'?

Sector: Hospitality core competencies:

- Work with colleagues and customers
- Work in a socially diverse environment
- Follow health, safety and security procedures

Functional Competencies: Front Office & Housekeeping

- Receive and process reservations
- Operate a computerized reservations system
- Provide accommodation reception services
- Conduct night audit
- Provide porter services
- Provide housekeeping services to guests
- Prepare rooms for guests
- Launder linen and guest clothes
- Provide valet service

ILO, 2006

Action Plan

To provide the essential link between industry and government, it is proposed to establish sector specific Industry Advisory Groups (IAG). Each IAG will be represented by members of large, medium and small industry, including all sub-industries that fall within the category, international employers, employees and civil society. Their primary responsibilities will be to carryout periodic sector surveys, identify skills needs in their sectors, indicate new and emerging areas and occupations and determine and update competency standards for workers.

IAGs will be established gradually over time, with the aim to establish two each year until all the major sectors are represented.

IAG endorsed competency standards will provide the basis for the development of competency based curricula and training materials to be used by training providers. The competency based system will be supported by the development of Training Packs,

comprising of a set of industry based competency standards, assessment guidelines and eventually, qualification specifications for each sector.

Roles and Responsibilities

Concerned Ministries will assist in identifying existing structures or organisations that perform functions similar to those envisaged for the IAGs.

NAVTEC will notify IAGs, determine their terms of reference, and give them financial support according to terms to be mutually agreed.

IAGs will develop competency standards and endorse them after which they will be certified by NAVTEC.

NAVTEC will work with TEVTAs and Centres of Excellence (where they exist) to develop training materials including curriculum and training manuals.

4.2 Establishing Industry Specific Centres of Excellence

Generally, most public sector technical and vocational institutes tend not to specialise in training for a particular economic sector, but offer a range of generic courses, which do not always correspond to the diversity of actual economic activity.

There are however, examples of some public sector, specialist training institutes, such as the Construction Technology Training Institute, Islamabad. Though no formal evaluation has taken place, the performance of such institutions is perceived to be higher in terms of quality of training and employability of trainees. Such institutions can run the risk of becoming isolated islands of excellence. It is important therefore, to ensure they play a dynamic role in upgrading skills development for their sector across the country.

Action Plan

The government proposes to promote and facilitate the establishment of sector specific training institutes and Centres of Excellence. These institutes are to be located in proximity to relevant industry in order for them to benefit from new technologies, and to facilitate industry placement of trainees and trainers and information flows between the training institute and industry. Where possible, NAVTEC will help Pakistani Centres of Excellence establish partnerships and links with counterpart reputed industry specific training facilities abroad. Institutes to be developed as Centres of Excellence will be chosen through a transparent selection process in accordance with geographical and gender equity goals.

To qualify as a Centre of Excellence, institutes will be required to meet certain criteria such as:

- Appropriate staffing in terms of qualifications and structure.
- Delivering industry need focused training programmes, based on NAVTEC endorsed competency standards.
- Establishing linkages with industry.
- Providing input and expertise towards the development of curricula and training materials.
- Providing career guidance and job placement services.
- Disseminating best practices and acting as a resource centre for other related institutes.
- Collaborating with other institutes of the sector and with Staff Training Institutes for the professional development of staff and the provision of Master Trainers.
- Being accredited.
- Having evidence of positive outcomes for employability for graduates.

NAVTEC will pilot the Centres of Excellence Programme with TEVTA's assistance before rolling it out for all sectors.

Roles and Responsibilities

NAVTEC and TEVTAs will jointly identify and decide institutes which have the potential to be developed as Centres of Excellence.

NAVTEC will coordinate donor assistance in the development of Centres of Excellence and TEVTAs or parent departments of institutes will be the implementing agencies.

Funding for Centres of Excellence initiatives will be shared by stakeholders and will be decided on a case-to-case basis. Once an institute demonstrates it has qualified as a sector specific Centre of Excellence, NAVTEC will notify it as such.

Performance of Centres of Excellence will be measured by NAVTEC against a set of indicators to monitor outputs and outcomes for trainees, and shared with TEVTAs. Institutes continued status as a Centre of Excellence will be decided accordingly, by NAVTEC.

4.3 Increasing the Role of the Private Sector

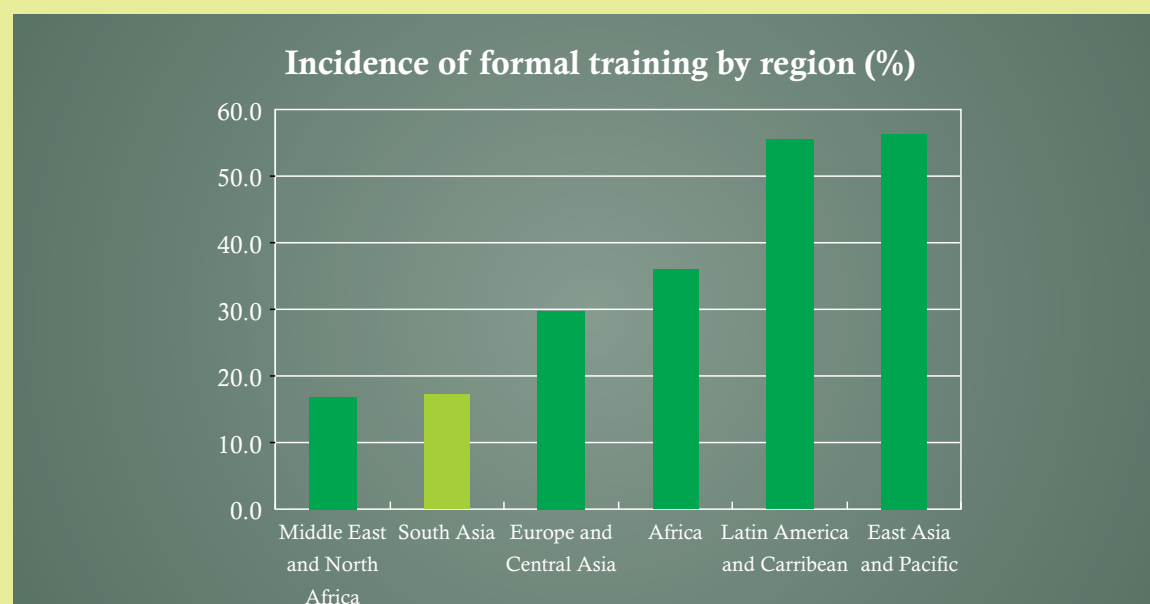
The Strategy envisages a dual role for the private sector in skills development. The most important is institutionalising industry's role in setting standards, determining the content of training programmes as well as assessment of trainees and programmes. The private sector also has an important role to play in the actual delivery of training.

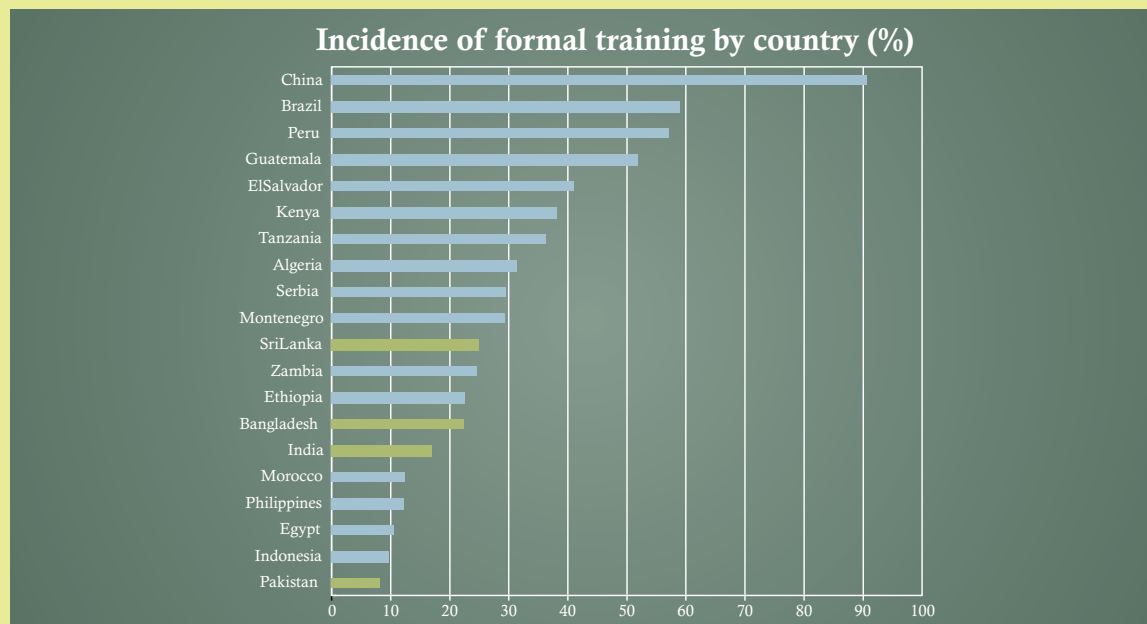
There are two types of training that take place in the private sector. One is in terms of private sector training providers offering TVET courses. The second is training by firms in their own facilities. Such training is usually in-service training and only available to the firm's own employees. It is usually only larger firms that have such facilities and there is a much lower propensity for medium and small firms to train.

Training by firms is usually workplace based and therefore, practical and relevant to industry needs but it does not lead to any nationally recognised certification. Therefore, though workers gain skills, their skills are not formally recognised beyond the boundaries of the firm.

In-Service Training in Pakistan

In the South Asian region the incidence of in-service training is very low. Amongst, the four larger South Asian economies, Pakistan has the lowest incidence of in-service training i.e. at 8%. Major reasons for low in-service training in Pakistan are low demand for training, high turnover rate of workers and limited financial resources. Small and medium sized firms in particular, cannot afford to train their staff and both the firm and their workers, remain therefore, at a disadvantage.





World Bank, 2007

With regards to private sector training providers, though they have a significant presence in the general education sector, their role is fairly limited in TVET. Out of 1522 registered institutes involved in skills development, only 288 are in the private sector. Moreover, they offer training in only a limited number of sectors, notably Information Technology (IT) and Commerce with some specialist institutes involved in hospitality, engineering and telecommunications.

It is evident that private sector involvement in skills development tends to be in those sectors where investment in training delivery in terms of infrastructure, is less capital intensive. It is also significant to note that the proliferation of IT related institutes corresponds directly with the tax incentives and venture capital funding for private training providers, outlined in Pakistan's IT Policy and Action Plan, 2000.

Increasing the capacity of the private sector, both firms and training providers, to deliver skills development training, will also encourage competition between training providers and increase efficiency of the system.

Action Plan

NAVTEC will support industry in delivering skills development and help build their capacity to deliver. Employers will be encouraged to expand the training they offer to include both in-service and general trainees. Moreover, such training must be streamlined with nationally recognised qualifications.

NAVTEC will work with industry through Public Private Partnerships whereby the government can share costs of delivery, accredit courses, and encourage training delivery in a more diversified range of courses. Several models are proposed and these

include:

Procurement of training from the private sector. If NAVTEC finds that training is required in a certain sector or trade, bids from both public and private training providers will be invited and proposals will be weighed against both financial and qualitative criteria. In certain cases, NAVTEC will cover certain pre-determined costs as an incentive to the private sector to participate and to ensure that the best quality training remains affordable.

Equipment and Showcasing. The private sector will be encouraged to lend equipment to training institutes, which would be otherwise expensive for public sector institutes to buy and replace. National and international industrialists and manufacturers may also wish to consider using local training providers' premises to showcase their equipment. Training providers would therefore have access to modern, probably expensive equipment. Industrial manufacturers would have a place to direct interested buyers to see the equipment in use. And industrialists would be ensured of access to skilled workers, trained on the latest equipment.

Industry Sponsorship. Leading firms may consider sponsoring a training unit within a public sector institute, where trainees can be trained specifically on their machines and according to their requirements and standards. Such a model may also be useful for clusters of industries which do not have their own training establishments and have difficulty financing training individually.

Support for Workplace Based Training. NAVTEC will work with industry to develop its own in-house training systems and help build their capacity to deliver training in accordance with their demand for skilled human resource. NAVTEC would also support large employers in establishing Common Training Facilities and linking up with smaller firms to deliver training not only for their own employees, but for other trainees in their sector, according to nationally recognised qualifications.

Apprenticeship Training. NAVTEC will work with governments and employers to reform, expand and strengthen apprenticeship training schemes. (Please see next section).

Private sector training providers will also be encouraged to participate more actively in training delivery by providing them necessary fiscal incentives. Details of such incentives will be finalised by a committee comprising of representatives from relevant ministries such as the Federal Board of Revenue and Ministry of Finance, and private sector training providers.

Roles and Responsibilities

NAVTEC will ensure that all training imparted leads to qualifications that are nationally recognised and will become part of a future National Qualifications Framework (NQF).

TEVTAs will be expected to report to NAVTEC on the performance of industry led workplace based training, which will help NAVTEC evaluate the strengths and weaknesses of different models of training in the private sector and Public-Private partnerships.

NAVTEC will constitute the committee to discuss fiscal measures for private sector training providers.

4.4 Reforming the Apprenticeship System

A system of apprenticeships in collaboration with the industry is in place under the *Apprenticeship Ordinance, 1962*. However, the system is not operating effectively. The main weakness of the present system seems to be that it is coercive and provides little choice to industry in the selection of apprentices, or to trainees in how the training is structured. Trades presently identified in which apprentices can be trained, are by and large those in which men dominate. Therefore, chances for women to benefit from apprenticeship training are limited. For example, the *Ordinance* does not provide for apprenticeship training in a number of new trades such as Services related occupations. There are few incentives for the industry to support the system of training apprentices and many of the legal obligations can be circumvented in practice with ease.

The government realises the strength of an effective apprenticeship training system as an effective way of addressing skill shortages, providing realistic, workplace training, involving employers and ensuring the availability of trained workers.

Action Plan

It is therefore proposed, that the existing Apprenticeship system should be reviewed against similar, successful programmes abroad, discussed with stakeholders and modified according to the Pakistani context, the changing requirements of industry and for the benefit of the trainees. Of particular interest are models that allow for more flexibility in terms of duration and content of training. It should be re-designed in such a way that the Government and the private sector perceive it not as a cost or burden, but as an investment, with significant returns to workers, industry and the economy.

Trades for apprenticeship will be increased to include those in which women tend to be employed, or in which there is the potential to increase their employment.

Trade associations or industry led groups will be encouraged to play a facilitating and supportive role for promotion of the apprenticeship system. Importantly, linkages will be developed to ensure that apprenticeship training is recognised under a future qualifications framework.

Roles and Responsibilities

A representative group of people from government, industry and apprentices, will recommend on how the Apprenticeship training system can be improved, made more flexible and incentivised for employers.

NAVTEC will move for the *Apprenticeship Ordinance, 1962*, to be amended according to consultative, participatory recommendations.

TEVTAs will implement the *Apprenticeship Ordinance, 1962* and report to NAVTEC against decided criteria, on the efficacy of the reforms from the perspective of employers and apprentices.

NAVTEC will work with stakeholders to ensure apprenticeship training is aligned with a future NQF and will also explore possibilities of third party accreditation as a tool to assess the effectiveness of the training.

4.5 Encouraging Entrepreneurship

A large part of our workforce, especially that in the informal economy and within that, many women, are self employed. Self owned enterprises are an important source of earnings for families. It is important they are well managed in order to be successful.

Many trainees have technical, trade specific skills, and would like to run their own businesses, but lack the supplementary skills needed to establish and sustain them.

Action Plan

Modules on entrepreneurship facilitation will be developed which will include information such as developing business plans, financial administration, marketing, conducting market surveys, ensuring quality, and approaching financiers.

Career guides will also be required to inform about self employment options and requirements. NAVTEC will also assist career guidance and job placement centres in developing linkages with microfinance institutes, an essential pre-requisite for those wanting to establish their own businesses.

Roles and Responsibilities

NAVTEC will work with organisations that support the development of small and medium enterprises⁵, international and national experts⁶ and TEVTAs to design modules on entrepreneurship development. The content of the modules will be decided in consultation with local entrepreneurs, trainees, organisations engaged in entrepreneurship development and according to creditable courses.

5 - Such as the National Rural Support Programme (NRSP), Pakistan Poverty Alleviation Fund (PPAF) and Shell Tameer.

6 - ILO and UNESCO have for instance, developed modules on training for entrepreneurship development.

5. Objective 2: Improving Access, Equity and Employability

The most important outcome of an effective skills development system is that it should open up for trainees, opportunities of new or better employment. Employability encompasses the skills, knowledge and competencies that enhance a worker's ability to secure and retain a job, progress at work and cope with change. Moreover, training and subsequent employment opportunities must be available to everyone, and address the requirements and expectations of even the most culturally, economically and geographically disadvantaged groups. A truly effective, equitable skills development system can be achieved through the following activities:

- Expanding geographical provision
- Making training delivery flexible
- Focusing on skills for women
- Training for disadvantaged groups
- Integrating informal economy workers
- Enhancing the mobility of skilled workers
- Providing career guidance and placement services
- Offering vocational education in schools
- Improving the status of skills development

5.1 Expanding Geographical Provision

Though the reasons for low enrolment in TVET are many, one important factor is the inadequate geographical provision of facilities. Currently 46 sub-districts or tehsils in Balochistan do not have a TVET institute. In Punjab, NWFP and Sindh, 15, 28 and 29 tehsils, respectively, are without one.

Regions such as Balochistan, the Federally Administered Tribal Areas (FATA), and the Northern Areas have relatively limited provision of TVET institutes, when compared to other provinces. This disadvantage stems from a number of reasons including the fact there are limited industries established in these areas, and much of their population is widely scattered, living in remote, difficult to access areas. As a result, employment opportunities are limited, and skills development infrastructure is also weak.

Action Plan

In order to expand the provision of skills development opportunities TVET institutes will be established throughout Pakistan so that each district has at least one technical education institute and each tehsil has at least one vocational training institute, ensuring a gender balance in provision.

As far as possible, existing buildings will be used, rather than constructing new ones. First preference will be given to using under-utilised government buildings and secondly, to hiring premises.

In these institutes it would be ensured that skills development conforms to the needs of

the local economy. Where opportunities in the local industry are limited or non-existent, skills requirements of other areas in Pakistan shall be considered.

Roles and Responsibilities

Provincial governments will identify districts and tehsils without TVET institutes and propose premises where they can be established. NAVTEC will contribute towards establishment costs. The level and type of contribution will be decided with stakeholders on a case-to-case basis. Recurrent expenditure will be met from provincial government budget allocations.

5.2 Making Training Delivery Flexible

Presently in Pakistan, most vocational learning takes place in fixed time, teacher led, classroom environments. For people in work, living in remote regions, or bound by other responsibilities, access to skills development opportunities becomes limited. In addition rigid time stipulations on courses have proved to be a discouraging factor. Enrolment in nationally certificated courses, especially in G-II, G-I and diploma level courses is small, probably partly due to the fact that they are full-time, inflexible and longer, compared to those of a shorter duration offered in public or private institutions.

Action Plan

It is proposed that more flexible delivery mechanisms be introduced in Pakistan. These include introducing part-time and evening-shift programmes and using the premises of existing educational establishments, including madaris, during holidays and after regular working hours.

Television, video and Information Communications Technologies (ICT) provide potential for flexible delivery. Distance learning modules using media and ICT will be developed and piloted in remote and difficult to access areas and amongst groups of women for whom restricted mobility is a barrier against developing skills.

Through public-private partnerships in training delivery, industry will be encouraged to make their facilities, equipment and expertise available for the delivery of realistic, workplace training.

Mobile training units will also be piloted in areas which do not offer adequate skills development opportunities.

The structure of training programmes will also be adapted according to the needs of a wider range of learners and situations. Trainees may prefer to have the option of taking several shorter courses over an unstipulated period of time, which combine to form a particular qualification rather than being expected to complete the training as one fixed time course. Similarly, where training combines classroom and workplace learning, some may prefer block allocations of time between both.

Others may prefer a day release system. Modular qualifications will therefore, be designed, which conform to a future National Qualifications Framework.

Roles and Responsibilities

NAVTEC will, with the help of international skills development experts, develop flexible training delivery mechanisms. They will be piloted in collaboration with TEVTAs.

NAVTEC will coordinate international assistance and expertise with curriculum developers in TEVTAs and Centres of Excellence (where they exist), to develop modular qualifications to be piloted in TEVTA institutes.

TEVTAs will be required to report to NAVTEC on the success and problems of both flexible delivery mechanisms and modular qualifications.

5.3 Focusing on Skills for Women

In Pakistan, the reported rate of women's participation in the labour force is very low 28.82%⁷, when compared with other countries of the region such as Philippines, Malaysia and Indonesia, where the female labour force participation rates are 50.2%, 46.1% and 51%, respectively⁸. There are undoubtedly a number of barriers that inhibit women's participation in employment and therefore employment related skills development. These barriers include enduring social and cultural attitudes about women's roles and suitable occupations for them, employers' attitudes, limited mobility of women and girls, their reproductive roles, and lack of access to information, career guidance and skills development opportunities.

Despite such constraints, women can be found pursuing a diverse range of employment. In fact, conventional labour market surveys may not even accurately capture the whole range of occupations in which men and especially women are actually involved, because of well documented methodological shortcomings. For instance, a lot of women's work is confused with reproductive work, or takes place in the informal economy, and therefore is not recognised or reported as productive employment. Much women's work remains therefore, invisible, under-reported and outside the ambit of skills development initiatives.

Other than a few exceptions, training offered in vocational training institutes also reflects this perceived gender division of labour. Training is available to women and girls in only a narrow, more conventional range of courses. Such courses either have poor linkages with the formal labour market or are associated with lower incomes. Vocational diplomas for girls in hand embroidery, knitting and similar skills represent a major proportion of female enrolment. This is not to say, that these courses do not lead to income generation or employment. But that there is over-emphasis on traditional courses for women to the neglect of other sectors. Unless women are trained for a wider, even unconventional range of occupations, they will be at a disadvantage in the labour

market.

Action Plan

Structures and strategies are to be developed that encourage increased enrolment of women and girls in traditional as well as non-traditional areas of training, and its social acceptance. Social mobilisation and raising of awareness among women and girls, their families and communities, and potential employers, would be a necessary, overarching strategy.

To diversify skills development opportunities, research into new and emerging occupations with the potential for women's employment will be conducted, and training targeted accordingly⁹. Training providers will be required to introduce non-traditional courses for women. These courses should be relevant to the labour market and lead to improved employability. Based on initial analyses, sectors including Information Technology, Services, Gems and Jewellery, Health, Agriculture and Textiles and Fashion, have been identified as priority areas where women's involvement can be improved and expanded with training.

Increasing provision of training institutes for women and girls is also proposed as well as improving utilisation in existing institutes. Blended delivery approaches combining classroom and distance learning, will also be introduced.

It is also necessary to recognise the types of work women are involved in, such as domestic housekeeping and childcare, which are not necessarily recognised as trades. Where possible, competency standards and qualifications will be developed around these jobs which correspond to an eventual National Qualifications Framework, giving women greater opportunity to enter into the formal sector and make use of vertical and horizontal pathways to attain higher levels of qualifications and incomes.

Women's organisations, both of employers and employees, will be consulted to help determine women's and girls' training needs.

Skills development for all, but especially for women, will be supplemented, where possible, with post-training support such as access to credit, assets, information, career guidance, participation in job fairs and opportunities to develop entrepreneurial skills.

Roles and Responsibilities

Provincial governments will identify institutes where intake capacity for women and girls can be increased and where new institutes must be established.

Based on research, either existing or commissioned by NAVTEC, NAVTEC will work with TEVTA curriculum development departments and Centres of Excellence (where they exist) to develop training programmes in new and emerging areas which have the potential for greater women's involvement.

9 - This is in accordance with the Convention on the Elimination of Discrimination Against Women (CEDAW) to which Pakistan is a signatory, which includes in its concluding comments, "The Committee...further recommends women be actively encouraged to diversify educational and professional choices."

NAVTEC will create institutional linkages with leading micro-credit agencies to develop post-training support services.

Provincial governments will be required to measure progress on outcomes for gender equity and report to NAVTEC as required.

5.4 Training for Disadvantaged Groups

The physically challenged, orphaned girls and boys, widows, people living in remote or troubled regions, religious and ethnic minorities, craftspeople, informal economy workers and other such disadvantaged groups are often neglected in mainstream policies. Since they do not have equal access to opportunities for skills development and its concomitant benefits, their disadvantage is compounded and they remain marginalised.

People in rural areas are also disadvantaged in terms of lack of skills development facilities, and where they do exist, lack of choice of courses.

Craftspeople face peculiar disadvantages and require targeted attention. Pakistani creative industries are unique. With training according to modern market requirements, our craftspeople can increase worldwide demand for their products. Increasing demand will encourage new trainees towards traditional creative industries thus saving these unique, centuries old skills from dying out. There are many interventions different organisations are making in the crafts sector, but it is important to coordinate these efforts in a nationally accepted structure.

For skills development opportunities to be truly effective in achieving equity and alleviating poverty, efforts must be made to ensure that all disadvantaged groups have access to training opportunities and their special needs are taken into consideration.

Action Plan

Proposed measures include reserved seats for disadvantaged groups, scholarships and special training programmes. Such measures will be in addition to any special concessions made for women in particular.

Providing skills development opportunities for people in rural areas will be a priority and it will be ensured that training offered includes; agriculture, non-agriculture and entrepreneurial skills, relevant to local needs and demanded by local markets.

For craftspeople, special training programmes will be designed and delivered through various training organisations. These programmes will train craftspeople in the whole ambit of crafts production activities, including product diversification, international quality standards, marketing techniques. To coordinate the activities of other ministries, provincial governments and NGOs, it is proposed that a Crafts Coordination

Council be established, to ensure that all crafts related interventions are streamlined and planned in an augmentative, holistic manner.

Roles and Responsibilities

Provincial Governments in consultation with NAVTEC will decide on the number of seats to be reserved for disadvantaged groups and the methodology for identifying and selecting students from disadvantaged populations.

NAVTEC will work with TEVTAs in identifying any specific training needs disadvantaged groups might have and in designing and delivering special training courses.

5.5 Integrating Informal Economy Workers

Of Pakistan's labour force, 73% is employed in the informal economy, a growing percentage of which is women. Work in the informal economy is undocumented, unregulated and characterised by low earnings and low productivity. Skills are passed on from one generation to the next through the indigenous Master-Apprentice, *Ustaad-Shagird*, systems. Skills thus gained are no doubt practically sound, but they are usually outdated, static, job-specific, non-portable, lacking in theoretical understanding, and uncertified.

Informal economy workers are skilled workers, and this learning should be validated through Recognition of Prior Learning (RPL). RPL allows existing skills to be assessed, recognised and certified.

Action Plan

Programmes to compensate for skill deficits identified through RPL processes will be developed to help workers meet national qualifications and therefore, gain access to the formal labour market.

To address skills development needs of workers in the informal sector, innovative approaches¹⁰ which integrate economic opportunities assessment, social mobilisation, training and post-training support will be explored. Imparting core skills such as basic literacy and numeracy would be an essential part of these initiatives. Such programmes should be in conjunction with measures to address the wider legal, credit and macroeconomic environment of the informal economy and to help mainstream informal economic activity.

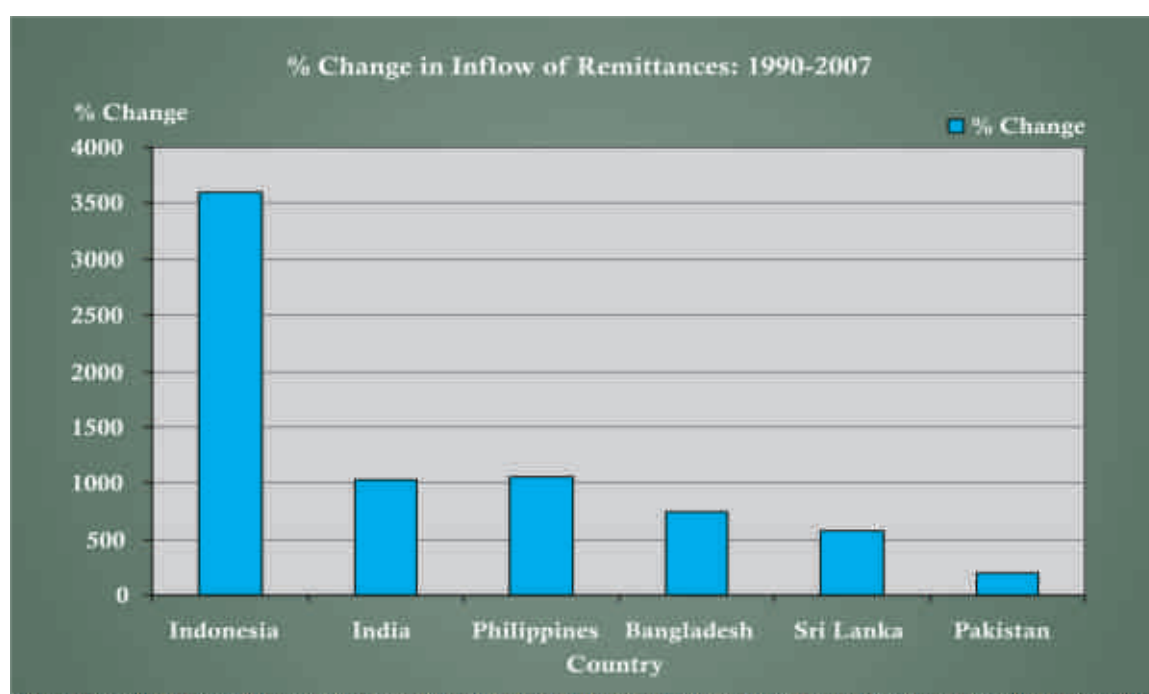
5.6 Enhancing the Mobility of Skilled Workers

Foreign remittances form an important and stable part of Pakistan's foreign exchange earnings. Unfortunately, remittances to Pakistan have increased at a much lower rate than those to other countries, reflecting to some degree the difference in skills people

from different countries in the region have, and the wages they command.

The types of skills demanded in the international job market are also changing. Even countries of the Gulf, which have traditionally welcomed relatively low-skilled migrant workers, are now looking for much higher levels of skills.

It is necessary to be aware of how the demand for skills is changing internationally and the impact this shift will have on our workers. Training will be revised to be commensurate with international standards so that skilled people can access opportunities both locally and internationally. The government will therefore, devise strategies to facilitate opportunities for people to work abroad, gain increased incomes and provide remittances to their families.



World Development Indicators, 2007

Action Plan

NAVTEC will develop an information management system which will collate international skills needs data which will be available to all TVET programme developers to formulate their programme and policy planning.

As part of its information gathering and awareness raising strategy, NAVTEC will focus on the Middle East to interact with counterpart organisations to assess skills needs in the region and opportunities for Pakistani skilled workers.

Supplementary programmes will be developed for skilled workers planning to go abroad. These will include language courses and preparatory information regarding the

social and legal structures of the host country.

On-site training in the country of work, to upgrade workers' skills, will also be organised.

In order to increase recognition of Pakistani qualifications abroad, NAVTEC will work to establish institutional partnerships for international accreditation, joint certification and mutual recognition agreements.

Internationally certified courses will be introduced to increase portability and recognition of skills.

Roles and Responsibilities

NAVTEC will establish a central information management system. All government departments and organisations receiving information related to international skills needs and demand will be required to channel the information to NAVTEC so it can be compiled, analysed and shared with a wider audience. Information of particular use will be that collected by Labour Attachés posted abroad, regional based Skills Development Councils and trade organisations.

NAVTEC will work with training providers and employment agencies in arranging supplementary skills programmes to facilitate people wanting to work abroad.

NAVTEC will work with related Ministries and counterpart organisations abroad on mutual recognition.

5.7 Providing Career Guidance and Placement Services

Career guidance services are almost non-existent in Pakistan, and therefore, many people remain unaware of different training opportunities and career choices. Furthermore, there are no formal employment placement services at the institute level or even the provincial level, except in the case of Sindh where employment exchanges provide placement services for both unemployed as well as new entrants in the labour market.

Pakistan needs to have a more systemised method of career guidance and job placement. Career guidance should make available all necessary information concerning career opportunities and actively disseminate it. It should take into account the needs of industry as well as the individual, and encourage them to pursue training that helps the individuals realise their potential, employability and industry needs.

To facilitate job placement, institutes will have to maintain a close, active liaison with industry. They will have to ensure training is competency based and aligned with industry endorsed competency standards, thereby increasing acceptance of their trainees in industry.

Action Plan

It is proposed therefore, that comprehensive career guidance and job placement services are designed at provincial and federal levels and also in Centres of Excellence. Career guidance and placement cells should interact with human resources sections of regional firms and also have links with microfinance institutes and organisations offering incubation services. Particular attention should be given to guidance for girls and women to ensure that they are encouraged and motivated to take advantage of the opportunities available.

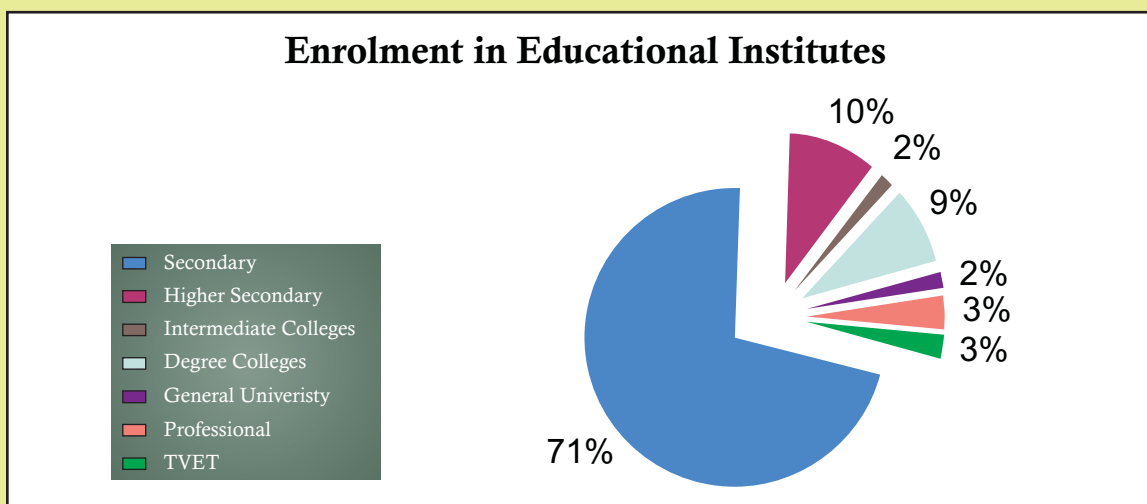
An information management system with labour market information and also connecting employers with people looking for jobs, will be developed at the provincial and federal levels.

Career Guidance and Placement Officers will be recruited and trained.

TVET or General Education: What do students prefer?

About 314,864 students are enrolled in TVET institutes in Pakistan. In comparison, the enrolment in higher-secondary, intermediate and degree colleges is 2.2 million. This means that students in TVET are only 14% of those pursuing general education up to college level. The proportion falls even further if professional and university education is included.

The chart shows that overall only 3% of students pursue TVET qualifications. Even if secondary level enrolment is not counted, people in TVET institutes still only form a mere 9% of the entire post-secondary enrolment.



AEPAM 2007 and NAVTEC Survey 2006-07

Roles and Responsibilities

TEVTAs will work to ensure that all institutes have active access to career guidance and job placement services. They will recruit placement officers as needed. NAVTEC will assist with their training as required on a case-to-case basis.

Provincial government departments will co-ordinate with TEVTAs to develop job information system. This information will also be channelled and collated at the federal level by NAVTEC to ensure wider availability to trainees, workers and local and international employers.

5.8 Offering Vocational Education in Schools

Vocational education and general education are seen as distinct, separate streams in Pakistan, with little overlap. Experiments with vocationalising general education with the introduction of Matric-Tech, have had mixed results. In some cases the vocational/technical stream has failed because of the inability to meet the required expansion of infrastructure and staff. In other cases, it has been successful and is followed even in the absence of supporting policy articulation.

In the absence of school level career guidance, students are forced to choose a particular stream of education. Most prefer the academic over the vocational. As a result, students who may not have fared well in general education but could have benefited from vocational education, remain unable to realise their potential.

There is no doubt that quality basic and secondary education is the foundation on which an effective vocational education and training system can be built. General education should incorporate aspects of vocational education, so that students are aware of different career choices and employment. Perhaps this is why the MTDF (2005-2010) endorses the merit of vocational education in schools.

Action Plan

It is suggested that different ways of introducing school children to vocational education be explored. A closer analysis of the success and failure of the Matric-Tech will be undertaken to help inform future policy on the subject and form the basis of a national dialogue to design a nationally uniform system of vocational education in schools.

School and college qualifications that combine academic and vocational knowledge will also be developed, which would be linked to an eventual qualification framework providing pathways to progress up and across different streams of education.

Roles and Responsibilities

NAVTEC will work in coordination with the Ministry of Education.

5.9 Enhancing the Status of Skills Training

Despite skills development being a national priority, it is not always a priority for parents and youth. In Pakistan, TVET is accorded little social status. It is often regarded as a last option, only to be taken if access to further general education is not possible. The relatively low status of TVET also originates from lack of quality and the fact that the

present skills development system does not adequately prepare individuals for the workplace.

This low status is also reflected in Pakistan's enrolment figures. In developed countries, the ratio of enrolment in post secondary vocational education and training is almost twice as high as enrolment in general education. Compared to this, in Pakistan enrolment in arts and science colleges, universities and professional colleges is 4.5 times the enrolment in TVET¹¹, even though graduates of general education do not always succeed in finding employment according to, or commensurate with, their qualifications.

Action Plan

A reformed, improved system with positive outcomes for trainees will help raise the prestige of skills development. However, the proposed reforms will also be supported by a motivation and awareness raising campaign, in order to inform women, men, girls and boys about the opportunities skills development can offer, and to raise the appeal of TVET.

The media will be involved to disseminate information and awareness. The use of special motivation campaigns, to show people how relevant skills development can be in improving their lives and access to employment, will also be considered.

Skills and Innovation competitions will be organised for students to demonstrate their skills and expertise. Students will also be encouraged to participate in international skills competitions and such competitions will help increase the recognition and esteem of skills development and the opportunities of creativity and innovation it affords.

NAVTEC will also consider establishing awards for skilled workers to recognise their achievements and present them as role models for other trainees.

Roles and Responsibilities

NAVTEC will coordinate with TEVTAs in designing, organising and executing awareness raising campaigns.

NAVTEC will organise Skills Competitions in collaboration with TEVTAs.

6. Objective 3: Assuring Quality

In Pakistan the quality of training differs greatly from area to area, even institute to institute. The reasons for this are many, but one fundamental cause is the absence of uniform quality assurance measures. Quality must be ensured in all aspects of the new skills development system, from design to delivery. This will be achieved through:

- Streamlining policymaking
- Establishing a National Qualifications Framework
- Registering and accrediting institutes
- Reforming the management of training institutes
- Training of trainers
- Undertaking research

6.1 Streamlining Policymaking

It has been said that 'too many actors are doing the same thing for the same target group'¹². Presently, many different departments and organisations are involved in skills development and each tends to have its own, often overlapping, mandates and strategies. This causes inefficiency and inconsistency across policies and programmes, which makes assessment and quality assurance very difficult.

In order to move forward in this critical area of intermediate skills development, alignment and synergies across the work of federal ministries and provincial departments need to be created. NAVTEC suggests that there is no better way to create these, than for all to endorse the proposed *National Skills Strategy* and ensure their place within it.

Action Plan

NAVTEC will compare the mandates of different ministries and departments involved in skills development and in consultation with them, remove areas of duplication.

In the development of work plans for each of the proposed reforms, NAVTEC will ensure that all stakeholder ministries and groups are involved in setting targets, activities and determining responsibilities in order to create synergy and symbiosis in their work towards common skills development goals.

Roles and Responsibilities

NAVTEC will work in consultation with all concerned ministries and groups.

6.2 Establishing the National Qualifications Framework

Presently in Pakistan there are four levels of technical/vocational certification i.e. G-III (basic level), G-II, G-I and diplomas. Though progression within the vocational/technical stream is provided for, pathways from secondary education, to TVET and from TVET to higher education are limited. Neither are there any systems of

¹² - Ministry of Education, National Education Policy (Draft for Restricted Circulation), 2007, pp. 38-9. The same point in ILO Final Report (June -December 2006) Project of Support to the Prime Minister's Programme for Skills Training, ILO Office for Pakistan, Islamabad, pages i and C-7.

credit transfer nor formal linkage between apprenticeships and national qualifications.

A National Qualifications Framework (NQF) provides a way of structuring existing and new qualifications awarded at defined levels. It indicates the interrelationships of the qualifications and how one can progress from one level to another and across vocational and academic fields.

Action Plan

While there are a number of potential benefits, developing an NQF can be technically, institutionally and financially demanding, in particular for developing countries such as Pakistan where there regional disparities in training and little standardisation of quality assurance. It is proposed to study international best practices and the experiences of other countries that have developed NQF. Having examined the potential benefits, challenges and preconditions, it is proposed to develop the National Qualifications Framework for Pakistan to ensure coherence of all national qualifications within the skills development system. The complete implementation of the NQF for all industrial sectors will be done in a phased manner.

Roles and Responsibilities

NAVTEC will work with the Ministry of Education and TEVTAs to develop and implement the NQF.

6.3 Registering and Accrediting Institutes

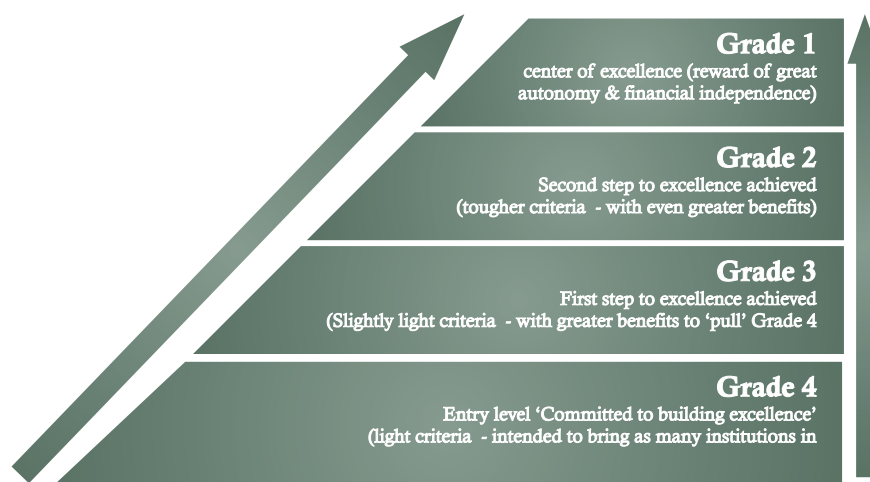
Registration of training providers, their accreditation and continued re-validation are important fundamentals to ensure quality provision of training.

Action Plan

Assessment criteria will be developed against which institutes will be assessed, ranked, accredited and required to report upon periodically. These include:

- Instructors' qualifications
- Facilities and equipment
- Financial management
- Engagement with the private sector
- Career guidance & job placement services
- Professional development of trainers and managers
- Assessment by private sector groups such as the IAGs
- Success rates of graduates.

Institutes will be accredited and ranked according to the criteria they achieve. Those that fall below the minimum criteria will not be accredited. All institutes will be subject to review regarding their ranking and accreditation status. Incentives to improve performance and meet more criteria for assessment will be given.



In addition to accrediting institutes, NAVTEC will also explore other models of accreditation including, programme and organisation accreditation.

Programmes and institutions will be accredited with regional accrediting bodies to facilitate mobility of skilled workers and allow for credit transfers for further education abroad. Internationally certified programmes will also be introduced which will enhance trainees' position in the national and international labour markets.

Roles and Responsibilities

NAVTEC will develop national assessment and accreditation criteria.

Accrediting bodies will be established in the provinces which will assist with accreditation of the Institutes and their ranking. NAVTEC will have the right to check and validate the rank of any institute.

TEVTAs will register all accredited institutes. Renewal of registration will be subject to meeting the criteria at the time of registration renewal.

NAVTEC will appoint a national coordinator for accreditation to assist provincial governments in getting international accreditation for their institutes. The Asia-Pacific Accreditation and Certification Commission (APACC) has been chosen as one of the international accrediting agencies.

6.4 Reforming the Management of Training Institutes

The performance and responsiveness of public TVET institutions in Pakistan is

hampered by the lack of administrative autonomy. Centralised decision making means that individual TVET institutions cannot take decisions on key issues such as curricula, financial and personnel management, and sectors of involvement, thus limiting their capacity to change and adapt according to the needs of the growing economy. Furthermore, institutions emphasise on quantitative expansion and outputs rather than on monitoring performance and outcomes for trainees.

Action Plan

As system reforms are implemented and the capacity of training providers is strengthened, models to create incentives for institutes to better respond to the needs of individuals and employers, and introduce more autonomy to them will be introduced. Financial autonomy will be accompanied by increased financial accountability.

Managers and principals of institutes cannot be expected to comply with reforms unless they understand the reforms, how they will be affected by them and most importantly are enabled and empowered to lead change. It is proposed therefore, that as changes are introduced, managers and principals will be trained to build capacity to undertake the reforms.

Roles and Responsibilities

TEVTAs will design programmes specifically for principals and managers of institutes, and plan for their implementation.

NAVTEC will have the right to review the training programmes and make amendments as required.

NAVTEC will work with TEVTAs in deciding appropriate financial reforms and how and when to introduce them.

6.5 Training of Trainers

Fundamental to the effectiveness and sustainability of a successful skills development system is the quality and quantity of TVET teachers and trainers. The training of instructors within the TVET system in Pakistan however, is uncoordinated and attenuated by issues such as time constraints, lack of equipment, insufficient financing and lack of incentives to train.

Instructor training facilities, except in the case of Punjab, are inadequate. Staff training facilities are often ill-equipped, badly maintained and can only offer training in trades that are not necessarily relevant to industry, or the learner. Institutes are also slow and often unable to provide for the introduction of new trades and technologies. Professional development programmes being run in these institutes also offer a very narrow range of skills upgradation courses.

Lack of well-defined standards leads to varying training quality levels within the same

province. For vocational institutes outside the administrative control of the TEVTAs, instructor training systems are virtually non-existent.

In some of the provinces, low budgetary support to professional development institutes has meant an increasing dependence on federal institutes, primarily the National Institute of Science and Technology, and the National Training Bureau. Though the facilities are much better, both are located in Islamabad. They do offer training for instructors from all over Pakistan, but it is difficult for a teacher to be away from his/her place of posting for an extended period of time. This is especially true for women. Even many men, it has been reported, are unable to attend because they cannot be spared from ongoing responsibilities.

There exists no framework outlining instructors' qualifications for entry into TVET teaching/training or for their continuing professional development. There are cases of teachers having qualifications of the same level they are teaching. In most countries they are required to be qualified at least one level higher. Many teachers have not received sufficient pedagogical training, or training in the use of new technologies and teaching techniques. Similarly, many teachers have not had any workplace experience. Again, this is especially marked in women trainers.

Action Plan

A number of measures are proposed to address these issues. In order to support the new competency based training approach, NAVTEC will assist provinces in delivering two types of teacher training: upgrading knowledge in new technologies, critical for new and/or emerging sectors; and upgrading teaching and assessment skills in competency based training approaches.

Competency standards for teachers and assessors will also be developed. As a competency based training system is introduced in a sector, a comprehensive trainers and assessors training programme will be introduced to bring the knowledge base of the teachers in accordance with the latest competency standards.

A system of continuing professional development for teachers will be established which will combine workplace experience and professional development.

Incentives to attract qualified, experienced people into TVET teaching, and also to encourage them to undergo continuing professional development, will be considered.

Staff training institutes will be strengthened in terms of equipment and variety and quality of courses. Where possible, staff training institutes will be linked with centres of excellence to ensure the provision of current, relevant training courses and master trainers.

An Instructors' Qualifications Framework has been developed in consultation with the provincial authorities and instructor training experts. The Framework describes

instructors' qualifications for entry into TVET teaching, a structure for continuous professional development and a staffing structure for different levels of courses. The framework also sets out financial incentives for trained instructors. The framework will be evaluated and reviewed and adapted as thought necessary.

Roles and Responsibilities

TEVTAs will identify instructors who will undergo NAVTEC supported training.

NAVTEC will devise competency standards for teachers and on its basis design a teaching and assessing qualification.

NAVTEC will work with TEVTAs to implement a system of financial incentives to instructors, linked to continuous professional development.

All planners must ensure that women instructors are given sufficient opportunity to avail training opportunities. Any special requirements they may have with regards to facilities, time and such factors, be accommodated.

6.6 Undertaking Research

There is very little, systematic research conducted specifically on skills development in Pakistan. Reports such as the *Labour Force Survey*, *Pakistan Employment Trends Report*, and the *Pakistan Economic Survey* give some information that relates to skill gaps and emerging trends. A new *Labour Force Survey* currently being piloted in Faisalabad, includes a set of questions specifically on training. However, it is now an acknowledged fact that macro-level approaches, such as labour forecasts, are not alone sufficient to take informed decisions. These have to be complemented by a range of methods such as sector surveys, tracer studies, survey of job opportunities and labour market signals.

Some industries or government departments do carry out their own sector specific research. But more in-depth, systematic, multi-dimensional research needs to be generated. Such research would inform policy on a wide range of issues related to skills development and help design policies and programmes that are more holistic in understanding and effective in implementation.

It is important that information related to skills needs and skills development both at the national and international level, available at different fora, is collated, analysed and made available to a wider audience.

Action Plan

It is proposed that NAVTEC should develop an information and knowledge management system, where information related to skills' needs, best practices in skills development and emerging trends that different agencies generate, can be channelled, collated, analysed and shared.

The government should also develop its own capacity to conduct research, facilitate other organisations involved in research relating to skills development, as well as commission specific research reports and analyses.

All information must be disaggregated for gender. Presenting data in terms of gender, opens up new dimensions of understanding and analysis. This can help guide policies and target programmes more effectively.

Both specific and broad research will be conducted. Specific research would include information and analyses on emerging trends in national and international labour markets, new training methodologies, the effectiveness and impact of training, and the identification of barriers in accessing training. Equally important is wider research that would measure the impact of skills development on progress towards broad social development goals such as poverty eradication and gender equity. Information generated from such goals such as poverty eradication and gender equity. Information generated from such research will help guide not only national and provincial training plans, but all skills development policies and programmes.

Roles and Responsibilities

All government organisations carrying out research or generating data related to skills development will channel their information to NAVTEC's information management system. This includes information regarding international skills needs collected by Ministry of Foreign Affairs' labour attachés, Ministry of Labour's regional Skills Development Councils and Ministry of Commerce's Trade bodies.

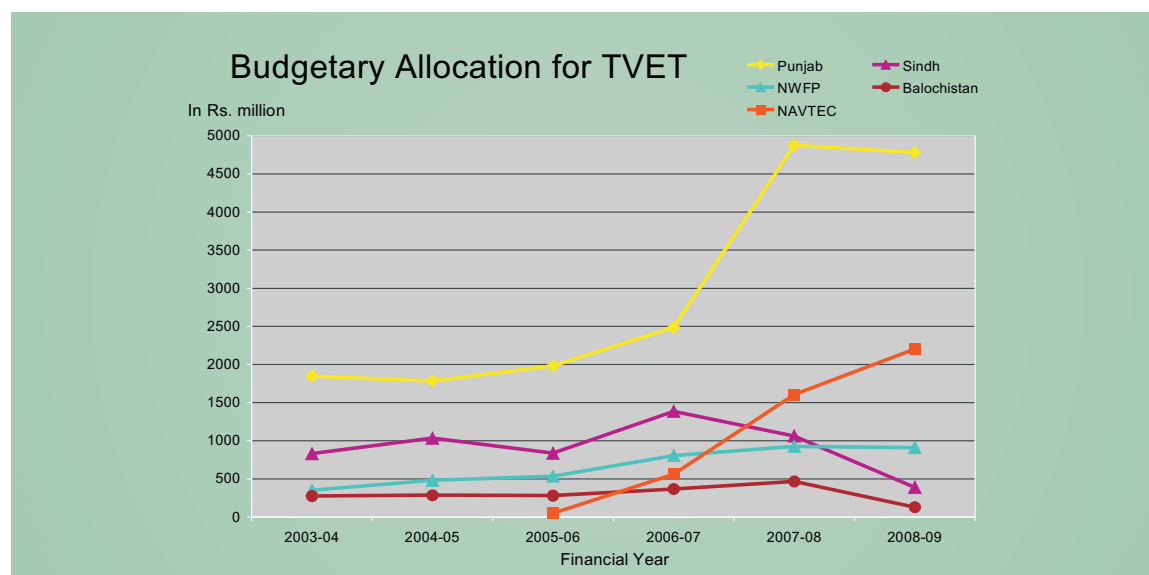
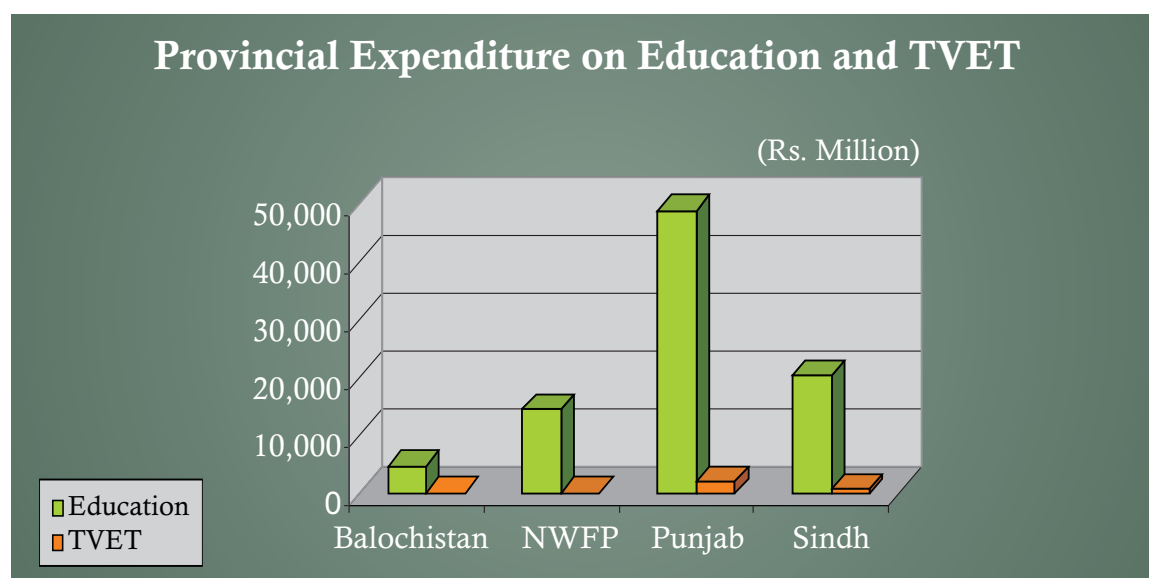
Private organisations such as Chambers of Commerce, or international development agencies, will also be encouraged to make their information available to NAVTEC, so that it can be collated, analysed and shared with a wide group of stakeholders.

Provincial governments will be required to report progress on some key performance indicators to NAVTEC for the purposes of monitoring, evaluation and research.

7. Resources

To achieve the required reforms, considerable financial resources will have to be mobilised. Historically, emphasis has been on general education rather than TVET, and accordingly, funding for skills development has been low. Recently however, provincial and national budget allocations have risen steadily.

Though the importance of increased government budget allocations to TVET cannot be over-emphasised, it is also essential to examine other creative, unconventional ways of mobilising resources and generating revenue. Additional funding mechanisms, besides the traditional direct allocation transfers, can play a role in creating incentives to solicit better response to the needs of individuals and employers, and promote efficiency and relevance.



NAVTEC and Provincial Governments, 2009

The Strategy has proposed several financial reforms such as incentives to the private sector, incentives to trained instructors and targeting assistance to disadvantaged groups. In addition, there are a number of over-arching financing strategies to be considered.

At the level of institutes, performance based budget allocations will be introduced. Financial reforms will also be made whereby institutes are allowed to generate revenue and keep it, rather than send it back to a central pool of funds. This is an important way of encouraging public sector institutes to manoeuvre training towards demand driven courses, introduce additional revenue generating courses, enhance quality and invest in their own improvement.

There are many successful examples in the developing world of self financing institutes. These institutes offer courses which integrate skills development with techniques in marketing and entrepreneurship. Products developed during training are marketed by the students and the profits re-invested in the institute for its continuous improvement and also to subsidise training for financially disadvantaged students. Linking institutes' training activities with the market provides the students a unique experience in combining trade specific skills with marketing and entrepreneurship development, and for the institute to generate and re-invest revenues.

NAVTEC intends to work with TEVTAs to pilot such initiatives. Institutes offering automobile engineering and maintenance related courses can be encouraged to develop market-based auto-repair workshops or industry specific service centres. Hospitality institutes can open their own bakery or restaurant. Rural based institutes also have tremendous potential in producing and selling agricultural products such as organic vegetables, honey, candles, flowers and dairy products, or indigenous crafts.

Some countries have had success in financing skills development through training levies paid by employers. This is an area which needs further study with regards to Pakistan.

8. Implementation

NAVTEC will follow a sectoral implementation approach, whereby different elements of the reform process are strengthened sector by sector. NAVTEC aims to reform training in at least two priority sectors each year.

Hospitality		
Employment	international	•
	national public sector	•
	national private sector	•
	small and medium enterprises	•
	self-employment	•
Learners	new entrants	•
	current workers	•
	women	•
	from remote regions	•
	physically challenged	•
	informal economy	•
Eco	potential for growth	•
	national priority	•

Priority sectors have been and will be chosen according to national economic growth priorities and for their potential in reaching the widest range of learners, including disadvantaged groups and the range of employers that can be targeted, including opportunities for self employment. Priority sectors include dairy and livestock, textiles, hospitality and tourism, oil and gas, mining and gems, information technology, health and engineering. Sectors will be included in subsequent phases according to labour market information and economic priorities, until all major sectors and sub-sectors have been covered.

Reforms will be implemented in a phased manner and progress on each monitored and evaluated.

Detailed annual, work plans with actions, costs, processes, timelines, targets and indicators will be prepared for each of the reform activities. All stakeholders, including line ministries and provincial government departments, will be involved in the preparation of work plans to ensure synergy and alignment across different groups involved in skills development.

Activities	Year 1	Year 2	Year 3	Year 4	Year 5
Expanding Geographical Provision					
Reforming the Apprenticeship System					
Focusing on Skills for Women					
Introducing Competency Based Training					
Enhancing the Role of industry					
Training for Disadvantaged Regions					
Facilitating the Mobility of Skilled Workers					
Training of Trainers					
Encouraging Entrepreneurship					
Undertaking Research					
Streamlining Policymaking					
Developing a National Qualifications Framework					
Establishing Industry Specific Centres of Excellence					
Making Training Delivery Flexible					
Reforming the Management of training institutes					
Providing Career Guidance & Placement					
Accrediting Institutes					
Enhancing the Status of Skills Development					
Introducing Vocational Education in Schools					
Integrating Informal Economy Workers					

9. Monitoring and Performance Evaluation

Each of the reforms will be evaluated according to indicators developed for each work plan. Overall progress towards the realization of the NSS will be monitored through output and outcome indicators to be known as Key Performance Indicators (KPIs) such as those shown below. All data will be disaggregated for gender, regions and target groups.

Objective 1: Providing Relevant Skills for Industrial and Economic Development

Overall Success Indicator

Employers in identified priority sectors have specified the skills they need and have expressed these as competency standards for both learners and teachers; are increasingly able to recruit the skilled people they need in these areas; and are satisfied that the skills people have are assisting them to enhance their productivity and competitiveness.

Key Performance Indicator

Competency Based Training

1. Number of IAGs established and functioning according to established agreements.
2. Number of competency standards endorsed by NAVTEC.
3. Number of training providers using NAVTEC endorsed training materials.
4. Number of certified graduates.

Industry Involvement

5. Number of public-private partnerships (PPP) established.
6. Number of Apprentices enrolled and completing training.
7. Employer satisfaction.

It is proposed that reporting on the KPIs will take place from the institutions to the provincial governments, to the federal government. The provincial governments may decide to develop additional indicators. All training providers in receipt of government funding will be required to report according to the relevant KPIs.

Reporting to the federal government by the provincial governments would be on an annual basis. The frequency of reporting by the institutions may be determined by the provincial governments.

Implementation of the reforms will be evaluated through four annual reports, beginning from June, 2009. All four will report on progress on implementation as well as identify problems, suggest corrections and draw lessons for future strategies.

Objective 2: Improving Access, Equity and Employability

Overall Success Indicator

An increasing number of people, including those from target populations, have the skills they need to secure and create employment.

Key Performance Indicator

Access, Equity and Employment

8. No. of people enrolled.
9. Completion rates.
10. Number of people continuing education.
11. Number of people finding employment, disaggregated for national, international & self employment.
12. Number of blended delivery training programmes.
13. Number of districts without skills development institutes.

Objective 3: Assuring Quality

Overall Success Indicator

An increasing number of institutions per sector deliver quality assured programmes and are positively assessed by both learners and employers for whom they subsequently work.

Key Performance Indicator

Training Instructors and Managers				
14.	Number of Instructors Trained		Men	Women
	Pedagogical	Pre-service		
		In-service		
	Trade specific	Pre-Service		
		In-service		
15.	Number of managers of institutions trained			

Accreditation

16. Number of institutes delivering NAVTEC quality assured programmes.
17. Number of institutes with improved ranking.
18. Number of institutes qualifying as Centers of Excellence.
19. Trainee satisfaction.

10. Conclusion

The Strategy's success requires an explicit commitment from its stakeholders:

- from the government to invest in and facilitate skills development and employment creation
- from employers to interact meaningfully with policy makers, to train their employees and to ensure decent working conditions
- from training providers to deliver training according to the needs of industry and best practice, and
- from individuals to make use of skills development opportunities to advance personal and social development and to contribute to national economic growth.

The National Skills Strategy, 2009- 2013 has endeavoured to build upon existing strengths and opportunities, and to reflect both international best practices and indigenous knowledge. It presents a realistic view of the challenges Pakistan faces and attempts to offer practical proposals for reform. This *Strategy* however, cannot be realised without a genuine, unselfish, concerted and most importantly, combined effort from all stakeholders. Whether we are industrialists, students, teachers, policy makers or donors, we must all work towards the common goal: *Skilling Pakistan*.

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