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# **THE ROLE OF TVET GOVERNANCE AT SUB- NATIONAL LEVELS**

The overall purpose of the research is to review the different ways in which Technical and Vocational Education and Training (TVET) governance and planning are devolved to sub-national levels, and to inform debate about the benefits and challenges associated with different types and levels of devolution in different country contexts.

# THE ROLE OF TVET GOVERNANCE AT SUB-NATIONAL LEVELS – FINAL REPORT

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This document was authored by Simon Perryman and John Perryman of Perryman, Yeandle and Associates Ltd

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## 1. EXECUTIVE SUMMARY:

Devolving the governance of TVET to sub national level is an issue of growing interest to countries across the world as they seek to improve the effectiveness of their vocational education and training systems to meet increasing economic and social demands. Devolution offers the prospect to tailor skills development to meet local demand and engage employers in public services that act efficiently and seem relevant to their needs.

This report seeks to develop an understanding of the challenges and opportunities presented by different models of TVET devolution and to offer some initial recommendations for policy makers, governments and TVET institutions. These are based on analysis of the UK system and those of five countries chosen for the study, Pakistan, Indonesia, Serbia, Morocco and Nigeria.

The report begins by considering the definition of TVET governance devolution, and draws on the current work of the European Training Foundation. A summary of the five country case studies is then presented before a section which sets out proposed frameworks for analysing the model of devolution in each country. These frameworks are used to explore devolution in the UK system and to draw out brief lessons. The challenges and opportunities faced by each of the five countries are examined in more detail to draw out conclusions and recommendations for action.

What emerges in the report is that a complex mix of political, financial, institutional and cultural issues are in play in each country and that each of these factors can both support and stimulate successful devolution of TVET governance or hinder its progress. Each case is different and there is no simple answer to successful devolution, but there does seem to be a hierarchy of models of devolution that emerges from the analysis. These show progressively greater levels of devolution; from centralised government control, through devolved administrations using regional and local arms of government, the introduction of partner based bodies bringing greater coherence at regional level and, more radically, the creation of powerful new regional TVET bodies with policy making as well as delivery responsibilities.

A summary of the conclusions, lessons and most significant recommendations from the report are set out below.

## CONCLUSIONS FROM THE ANALYSIS

### Political factors:

- Politics provides the **impetus for change** and creates the urgency to align TVET systems more closely with wider economic development goals;
- **Political structure** is important. Countries in this study range significantly in size, geographical spread and cultural diversity. Indonesia is a good example. Already highly diverse and complex, politically, ethnically and in religious terms, it becomes a necessity to manage TVET in a devolved way;
- **Coherence of strategy** is a political as well as an administrative consideration. It was encouraging to see that each of the countries in the study had developed sophisticated strategies for TVET reform and were driving these through at the political level. Problems occur where one strategy is layered upon another, creating the risk of confusion about roles and responsibilities;
- Differences in **party political affiliation** also seem to be significant. Where provincial government is from the same party as the federal government in Pakistan it was reported that close ties are built and there is close alignment of strategy;

- **Power** is an issue. It was clear that large Cities tend to be able to exert more political influence than rural communities;
- Politics also has a significant impact on the **stability and sustainability** of TVET reform. Devolution is a relatively long term process that can be disrupted by **changes in political control**.

#### Financial factors:

- The main issues raised by interviewees were about the **availability, sustainability and stability of funding**, although reference was also made to **the balance of funding** available from the national level by comparison with regional funds and by the **way in which funding is absorbed by the system**.
- Devolved systems may be better at drawing in **private sector involvement** and resources.
- The **cost of devolved systems** of administration is an important issue and needs to be balanced against measures of impact and effectiveness.
- There **was little evidence of countries using funding to buy outcomes or to incentivise behaviour** and it was not clear, from the limited evidence we were able to gather, whether devolved institutions were able to use funding in a more flexible and efficient way to improve outcomes.

#### Institutional factors:

- What emerged was a **hierarchy of institutional devolution**, the order of which could be debated, but which serves to demonstrate the range of institutional forms that are helpful in making the transition to more devolved governance of TVET systems. The countries deploy the following approaches:
  - A model of centralised government control;
  - Dispersal of government across regional and district offices;
  - Semi- independent apex bodies at national level which have the capacity and capability to support devolution, but which may also resist change;
  - Regional co-ordination partnerships;
  - Regional agencies with autonomy over policy and implementation

This is a hierarchy related to **geographical distance** from the centre, but is perhaps more importantly about the **degree of independent control** which can be exercised to deliver more effective regional outcomes.

#### Cultural factors:

- A range of cultural issues emerged from the study and it was clear that whatever political and institutional model was chosen, people and cultural issues have the power to make or break successful devolution. Leadership style, relationships, capacity and capability, motivation, language barriers and public perceptions were each cited as important by interviewees.
- **People strategies** are needed as a significant component of wider devolution models and "command and control" leadership may need to be adapted to a listening and influence based approach to support effective TVET devolution.

Our overall conclusion is that there is no “one size fits all” model for the effective devolution of TVET to sub-national levels. The five case study countries have widely different economic, political and cultural contexts. All but one has taken significant steps towards sub-national governance. Each is working in a complex and dynamic environment where institutional, political, economic and cultural factors are both helping and hindering progress.

## **Lessons drawn from the analysis**

### **The lessons we have drawn from the UK analysis include:**

- The value of policy variation within broadly similar models across the UK;
- Standards and qualifications work needs effective national coordination;
- Strong semi-independent NGOs have been important in bringing leadership and expertise to drive implementation;
- There is no right level from which to fund and administer TVET. Autonomy and independence of action may be more important than geographical location;
- New technological developments may become significant, including the use of on line delivery platforms for TVET administration;
- Using funding as an incentive to drive positive outcomes needs to be considered;
- Geographic dispersal of agencies can be expensive and the benefits are not always clear;
- Change is healthy but the importance of system stability should not be underestimated;
- The UK has been resilient in delivering outcomes and has strong capability in managing change.

### **Lessons from the five countries include:**

- The importance of having political impetus for change;
- The need for a coherent devolution strategy including clarity about the roles and functions of each agency in the system;
- Devolution of the policy function may have unintended consequences, including overlapping responsibilities, unless roles are clearly defined and reshaped before devolution takes place;
- The importance of moving from a “command and control” to an “influence” based culture to support devolution;
- Clear and effective leadership and capable staff are needed at all levels to ensure effective implementation;
- Stable and sustainable funding is needed to underpin reform;
- Geographical location of TVET governance may be less important than the scope for autonomy and freedom of action;
- Large cities tend to be treated differently, but rurality and isolated communities are also important;
- Politics and cultural factors are powerful forces which can add impetus to or diminish the effectiveness of devolution if they are not managed effectively.

## **Recommendations.**

This final section of the report sets out more than 20 recommendations for policy makers, institutions and government. The most significant are:

## Recommendations for policy makers

- The importance of building a **clear and coherent strategy** for devolution of TVET governance before implementation begins. This is to include the outcomes and benefits which the strategy is designed to deliver, the functions that will be devolved, and the institutional structure that is most likely to be effective;
- To consider the **impact of devolution policy on existing institutional structures** and to develop a plan for re-purposing them as part of a change management process.

## Recommendations for Institutions

- To ensure that the institution has a clearly defined role and functions within the overall strategy for devolution of governance and that accountabilities are clear;
- To consider the leadership style of the organisation and whether it is appropriate as part of a devolved systems model.
- To have a clear programme of capacity and capability development to ensure the organisation can deliver effective services as part of the devolved TVET system;
- To review the quality of governance of the organisation to ensure the role of the Board is clear and that they are ready and able to take on additional responsibilities and greater autonomy.

## Recommendations for Governments and International Partners

- Government to ensure that there is a clear purpose and rationale for devolution of TVET governance supported by a clear strategy;
- To ensure political engagement and consensus in support of devolution;
- To commit resources ideally over more than one political cycle to provide a degree of sustainability;
- To ensure the ability to execute the strategy effectively, including leadership, organisational capacity and clarity about respective roles and responsibilities across all key partner agencies.

## 2. INTRODUCTION

The overall purpose of this report is to review the different ways in which Technical and Vocational Education and Training (TVET) governance and planning are devolved to sub-national levels, and to inform debate about the benefits and challenges associated with different types and levels of devolution in different country contexts. The report also examines to what extent the UK experience might be useful in supporting the reform agendas in countries where the British Council works and what lessons the UK might learn from the experience of these countries.

The more detailed aims of the research were to:

- Define different models and aspects of devolution in terms of governance and planning of TVET. This could consider geographic, systemic, and/or institutional models;
- Identify benefits and challenges associated with these different models and the relevance of any country context;
- Examine to what extent the UK experience might be useful in supporting the reform agendas in countries where the British Council works and what lessons the UK might learn from the experience of other countries.
- It is intended that this research will inform debate amongst:
  - national policy-makers about the aspects of TVET governance and planning that can be devolved to sub-national levels and the benefits/challenges associated with such approaches;
  - institutions about the extent to which they can work in a devolved structure and the extent to which they are able to meet the demands placed on them;
  - international organisations and national governments about the benefits of TVET devolution and its usefulness in supporting a TVET reform agenda.

### Devolution

Devolution is attracting growing attention as a theme within TVET policy across the world. All five of the countries examined in this report (Pakistan, Morocco, Indonesia, Serbia and Nigeria) are increasingly interested in or actively pursuing a devolution agenda. Within the UK, skills policy has according to Ewart Keep<sup>i</sup>, been “increasingly centralised over the last 30 years” but this trend is now being reversed to some extent as part of a wider drive to devolve powers to the Nations of the UK and to address imbalances in the economic power of English Cities.

**What is devolution?** Before we begin to explore the different aspects and models of devolution it may be helpful to check how the term “devolution” is defined. Merriam Webster describes it as follows: “transference (as of rights, powers, property, or responsibility) to another; especially: the surrender of powers to local authorities by a central government”.

Devolution of governance can take many forms but can generally be understood as empowering decision making and administration at a more local level although still within a national framework

The European Training Federation ETF amplify this definition in their implementation plan for a Strategic Project on VET Governance, WP2017<sup>ii</sup>, which is currently being taking forward through the Torino process. They describe the move to a more decentralised model including a focus on the interplay

between the national, sub-national, local and sectoral levels in VET. The ETF identify three dimensions within this project:

- VET governance including legal frameworks, institutional settings, financing, co-ordination and cooperation mechanisms;
- Horizontal dimension including cooperation and productive partnerships with clear roles and responsibilities;
- Vertical dimension including territorial levels of VET systems for closeness to regional and local needs and specialisation.

The ETF highlights the position of the EU in recognising that “(TVET) policies can no longer be effective unless they are prepared, implemented and enforced in a more inclusive way”. They discuss the concept of “inclusive and anticipatory” governance in improving the capacity of TVET systems to deliver policy results. This includes “coordinated action and shared responsibility” both between government institutions and social partners.

The British Council, in briefing for this project, suggests that it may be useful to explore geographic, systemic and /or institutional models. The **geographic** dimension would seem to align well with the ETF concept of a vertical dimension and be primarily about improving outcomes through a better fit between supply and demand when mediated at a regional or local level. Ewart Keep<sup>iii</sup> draws on the concept of “Metis” developed by Scott<sup>iv</sup> in 1998 to describe the importance of “local knowledge and understanding being brought to bear on complex problems”. It is certainly the focus of pressure for devolution of VET in England where cities increasingly believe that outcomes for their citizens would improve in the longer term if it was possible to more closely join up services relating to education, skills development and employment.

Systemic and institutional models would seem to relate closely to the TVET governance and horizontal dimensions in the ETF model. An **institutional** model would tend to focus on the nature and types of VET organisation in the country, their reach into regions and localities, their capacity and capability to act to address local needs and the locus of power between national and regional level organisations. Issues, as the ETF suggest, are likely to relate to the definition of roles and responsibilities and the degree of communication and cooperation between and within institutions. A systemic model would tend to look more widely at the policy and political structures within which VET governance is able to operate. These might include, as ETF suggests, the legal, financial, political and economic factors that support or potentially hinder the effective devolution of TVET to the sub national level.

In the report that follows, we will firstly provide a short overview, gathered from interviews with British Council staff and partner organisations in addition to a selected literature review, describing the TVET systems of the five countries chosen for this study. More detailed case studies are annexed to the report. This initial thinking and the concepts explored in the introduction will then be used to put forward a framework against which we can develop an analysis of the benefits and challenges relating to devolution and the relevance of any country context. This is then tested against UK experience of devolution to check the validity of the approach, before undertaking a more detailed analysis drawing from the experience of the five countries at the heart of this study. Finally, we will draw some overall conclusions and make recommendations for policy makers, institutions and governments.

### 3. OVERVIEW OF TVET IN EACH OF THE FIVE COUNTRIES:

This section of the paper provides an overview of each countries TVET system, before introducing the framework developed to analyse and understand the findings.

#### Pakistan:

- A national skills strategy for this huge country was developed by the national skills agency NAVTTC in 2009 and the National Ministry of Federal Education and Professional Training was established in 2011. Reform is taking place at both the national and provincial level.
- This is an example of a **highly-devolved model** where there exists a deliberate focus on devolving all aspects of TVET, including policy, to the Provincial level, backed by legislation. Provinces have established increasingly strong infrastructure through TEVTAs to set their own direction on skills policy and implementation. Provinces vary considerably in their approach to skills development and their level of collaboration with the federal government. There are tensions between devolution policy and more recent top down reform.
- Policy to devolve all aspects of TVET to the main provinces of the country was enshrined in 2011 legislation (18th Amendment to the Constitution). A more recent High Court judgement has clarified that this does not absolve the federal Government of its responsibility to provide education for all.
- Strong provincial government organisations lead the development of TVET. These TEVTAs vary in size, organisation and governance and in their relationship with public training institutions in their province. In all but one case the TEVTA has a management relationship with providers, but in Sindh, the TEVTA has taken direct control of the assets of the training providers and employs the teachers.
- It is reported that there is considerable rivalry between the TEVTAs to deliver their target numbers of trainees. Strong leadership seems to be emerging and funding would seem to be more substantial and stable at provincial level than federally.
- Complexity arises because in parallel to devolution, the government has also embarked on a major top-down reform programme, driven by GIZ and the EC, to implement modern TVET systems including institutional capacity building, teacher training, Sector Skills Councils, standards and a national qualifications framework.
- At the national level, responsibility for skills seems to be split between the National Ministry of Federal Education and Professional Training and a separate National Training Board and Bureau. The latter has a focus on LMI and teacher training.
- NAVTTC has its own network of skills institutions throughout Pakistan with ambitious targets for delivery. It is evolving its role to focus on standards, qualifications, SSCs and skills evaluation. It was reported that this body had required some enhancement to leadership and capacity. GIZ are now helping to build capacity as part of the national strategy for skills development.
- There are political and cultural challenges in driving through a devolved TVET model. TEVTAs are no longer obliged to consult NAVTTC about their strategies and increasingly choose not to do so especially where political party affiliation is different at provincial and federal level. Culturally it is reported that the previous “command and control” approach from the federal level has not adapted quickly enough to the new reality, that communications and coordination is weak and that there are substantial overlaps of responsibility.
- In summary, a huge country that has embraced devolution wholeheartedly, with energetic

institutions growing at the provincial level and new positive reform at national level. But, there was concern from those we interviewed about respective roles and responsibilities, capacity and capability at the centre and sense that there was no overall “determining mind” to create the conditions for success.

## Morocco:

- A medium sized country of 35 million people experiencing a wave of reform driven by political and economic forces, particularly the Arab Spring which led to a new constitution to open- up and decentralise the country since 2012 with a strong new focus on TVET as a way of addressing the needs of the high proportion of unemployed young people.
- Following increased demand for TVET programmes, the Government has developed a number of TVET related strategies since 2000. Specifically, both the **National Strategy for Vocational Training** for the period 2015-2021, and the **Vocational Training Vision 2020** aim to increase access to TVET programmes. The strategy includes a right to training for everyone throughout life, gives employers a place on all aspects of governance and emphasises the importance of advanced regionalisation, including the ability to make local decisions to support the labour market.
- The King has strongly backed TVET reform through “**advanced regionalisation**” including the ability to make local decisions to support the labour market and improve the link between policy and delivery;
- The impetus toward devolution is being driven by the development of Regional TVET Commissions with a focus on employer engagement and regional skills needs with stronger links to industrial strategy, together with reform of governance, institutional capacity, curriculum and teaching. But, according to those we interviewed, problems remain, including the lack of a route between TVET and HE, cultural challenges related to language groups and continued problems of fragmentation at national Ministry level where Ministries such as Agriculture continue to separately manage TVET issues for their sectors.
- The vocational training department DFP of the Education Ministry MNEVT has overall control of TVET policy but other Ministries are also engaged, particularly the Ministry of Labour and Social Affairs MEAS. Other Ministries such as Agriculture operate TVET alongside the main system;
- The National Office for Vocational Training and work Promotion OFPPT organises and provides TVET programmes. It operates with financial autonomy and is supported by a training tax. It coordinates TVET across Morocco including representatives of all 12 regions and has over 400 institutions training more than 300,000 people. It is reported as having strong backing from the King and is at the heart of reform;
- Private institutions are important, representing 79 % of all TVET;
- The informal economy is large and difficult to serve with many casual and undeclared jobs in the domestic and commercial sectors;
- School based education outcomes are poor according to OECD data. This creates a challenge in delivering effective TVET.
- Cultural issues were cited by interviewees as affecting TVET effectiveness, including language barriers between French, English and Arabic, resistance to modernisation and reform and public attitudes about the appropriateness and value of TVET, which has historically been a poor option but which is now in much greater demand because of this clear and effective strategy.
- In summary, this would seem to be a country that is making good recent progress on TVET

reform supported by a credible central agency and deliberate involvement and engagement with regions. But, interviewees emphasised the importance of cultural factors and risks associated with a lack of high level coordination.

## Indonesia:

- A large geographically dispersed country with significant cultural and religious and political diversity, arguably making devolution a necessity;
- There was strong political impetus for TVET reform under the 20-year plan of the previous government which has been carried through with a different, more technological, emphasis by the new government, including an MoU to support partnership working and improve school effectiveness;
- Indonesia is undergoing rapid and successful transition to a knowledge based economy and seeks to transform the TVET system to offer practice based and demand driven programmes aimed at improving employability and participation in lifelong learning. The Ministry of National Education that administers formal TVET has increased its investments and made TVET expansion a priority.
- Despite the Indonesian government's efforts to increase the number of vocational secondary schools SMKs and tertiary vocational institutions, demand for vocational education has historically remained weak. Interviewees highlighted the negative image of the TVET system.
- Governance of TVET in Indonesia has been shaped by an environment of active economic planning and reform at national level and a Ministry of Education that has retained a high level of centralised control in relation to curricula and teaching practice at vocational school, polytechnic and university level. Yet it also strongly reflects the cultural diversity and geographical fragmentation of the country by devolving the responsibility for managing the administration and delivery of vocational education to provincial level. It is interesting that only recently this responsibility has moved from district to provincial level to improve co-ordination and coherence
- A range of national Ministries have historically held overlapping responsibilities in relation to TVET. The new strategy has the education and industry departments working alongside each other to tackle supply and demand side issues respectively;
- 34 Provincial offices of education have been established and 497 district offices. Vocational schools have moved from district to provincial control to improve coherence and drive reform;
- Public vocational schools operate with centralised curricula and centrally managed teacher training with little flexibility to encourage work based learning or soft skills development. Polytechnics and Universities are also closely constrained. Quality was said by interviewees to be sometimes poor with funding mainly taken up in paying salaries and administration costs.
- Businesses like Toyota have begun to establish their own training facilities at local level to meet specific industry needs. There is reported concern that these Teaching Company schemes will be too job specific.
- As in Morocco, informal and non-formal TVET is important. Specific training is available to those who have missed formal education, to help them to enter the labour market. There are discrepancies between the quality of education available in the Cities and those in the remoter areas like West Papua.
- In summary, there has been much recent progress on TVET reform and regionalisation, with policy and curricula held at national level and delivery managed at the provincial level. but according to those we interviewed and our review of evidence, there are many cultural and

geographic challenges in building an education and TVET system which can provide high quality on a consistent basis, including to establish practice based training, update teachers, develop meaningful LMI and standards and build effective quality assurance within a clearer overall roadmap for skills development.

## **Nigeria:**

- The largest country in Africa with 182 million people, with large oil and gas reserves, but hit by recent drop in oil prices which is damaging Nigerian public finances;
- Divided into 36 states, 774 Local Government Areas and one Federal Capital Territory. Lagos is the largest city in Africa with 12 million people;
- War in the North East has caused major destruction of lives and infrastructure;
- Education in Nigeria is the shared responsibility of the federal, state and local governments. The role of vocational education is to train low-level workforce, such as operatives, artisans, craftsmen and master craftsmen for commerce, industry, agriculture, and ancillary services. This sub-sector includes technical colleges and vocational enterprise institutions.
- The Ministry of Education manages a network of federally owned Universities, Polytechnics, Technical Colleges and Colleges of Education in each state. Others are owned by State governments;
- The Ministry oversees the whole education and TVET system but focusses primarily on post compulsory education. State and local governments manage schools;
- The National Board for Technical Education handles all aspects of vocational and technical education below degree level;
- To address the numerous issues confronting the TVET sector, various initiatives have recently been implemented, mostly in collaboration with national and international development partners such as UNESCO, the World Bank, and the ECOWAS Commission. Access to TVET is being expanded, concurrently with advancement of skills acquisition through provision of opportunities for PPP, expansion of facilities and equipment and development of teachers/trainers, as well as enhancing social esteem of the sector.
- Notable change has included the introduction of Innovation Enterprise Institutions IEs and Vocational Enterprise Institutions VEIs, the development of a national qualifications framework, upgrading of equipment in polytechnics, accreditation of more private Universities and plans to empower Polytechnics to award their own degrees;
- There are no formal structures for employer engagement although some larger businesses have established their own training schools and skills programmes;
- Devolution of TVET below national level is strongly affected by political issues according to our interviewees. Where there is political alignment between the federal and state government there is progress. Where differences occur, then suspicion and mistrust can undermine good intentions in driving reform, remove the possibility of objective evaluation and lead to poor co-ordination and communications. Political issues have also tended to undermine sustainability as changes in administrations can bring major change in policy and funding.
- Cultural issues are also cited as very important in our interviews. TVET has historically carried a poor reputation amongst the population who tend to see it as a last resort and question its respectability;
- They also described the major difference between the effectiveness of TVET in the capital and elsewhere in the country, especially in more remote and rural areas.
- In summary, Nigeria continues to face major challenges but has pressed ahead with an

encouraging process of regionalisation and reform, much of it led at sub national level such as IELs and VELs and using external donor support to help update facilities, equipment, and trainer training capacity.

### **Serbia:**

- A Western Balkans country of 7 million people in a region still affected by the conflict of the 1990s. An EU pre-accession country which is currently being supported to modernise its political and economic systems, including TVET, in line with European practice;
- Vocational Schools (secondary education) are at the core of the TVET system in Serbia. These schools are local and provide 3 and 4 year programmes to young people from the age of 14, have national curricula based on the previous Yugoslavian model and traditional academic teaching models. Secondary education is not compulsory. There is some work experience, and employer engagement is limited except in Belgrade where there is better quality provision supporting the hospitality and hotel industry;
- There is an increasing focus on building TVET systems across the Western Balkans region that are more responsive to employer needs and to modernise the vocational school system as part of pre-accession talks relating to EU membership.
- There is political support for reform, with EU funded, British Council and other Donor backed initiatives to establish Sector Skills Councils, develop standards, a national qualifications framework and improve vocational school interaction with employers. There is strong political interest in the German Dual System, working with GIZ, Austria and Switzerland;
- Public vocational education remains highly centralised. However there are 147 local municipalities that have education secretaries with primary focus on pre-school education. Curriculum for primary and secondary schools is approved and developed nationally. Head teachers of 450 secondary schools are appointed by the Ministry of Education.
- Teacher salaries are funded centrally. Running costs and maintenance of schools are covered by municipalities. Teacher development is organised through national catalogue of approved courses. Funding for teachers' continued professional development is secured from local, national, and other sources. Also, teachers personally cover the cost of their professional development. Pay rates are very low compared to EU standards. There is little resource available for equipment and facility upgrades.
- The legal framework is narrowly defined, setting out in detail what schools must do. It is not designed to encourage innovation or enterprise. The Government is starting to consider giving vocational schools more autonomy but it is to be seen whether it will be the focus in the future.
- Belgrade is a bustling metropolis with better TVET facilities to serve growing business demand. In more rural areas, demand from industry is low so there is less opportunity for partnerships between schools and businesses.
- Culturally, TVET is being considered as a second choice for many young people. Pupils tend not to be highly motivated and relatively few seek employment in the vocational area they have studied. Employers remain concerned about the employability of those who have taken this route;
- In summary, Serbia is in the process of significant TVET reform but this is primarily "top down" and remains highly centralised, although is highlighted by the ETF as a country that will "undertake a Review of Institutional Arrangements" as part of their project on TVET governance and deliver a pilot in Vojvodina province to explore how improved skills analysis can be linked to VET improvement.

## 4. ANALYSIS FRAMEWORK:

In the introduction to this report we discussed the possibility of using geographical, institutional, and /or systemic lenses through which to examine the TVET systems of the five chosen countries for this study. We also discussed the close relationship between this perspective and that of the ETF in shaping their own strategic project on governance under the Torino process.

The **geographical** model and the ETF concept of a vertical dimension is primarily about improving outcomes through a better fit between supply and demand when mediated at a regional or local level.

An **institutional** model would tend to focus on the **nature and types of VET organisation** in the country, their **reach** into regions and localities, their **capacity and capability** to act to address local needs and **the locus of power** between national and regional level organisations. Issues, as the ETF suggest, are likely to relate **to the definition of roles and responsibilities and the degree of communication and cooperation** between and within institutions.

A **systemic** model would tend to look more widely at the policy and political structures within which VET governance is able to operate. These might include, as the ETF suggests, **the legal, financial, political, and economic factors** that support or potentially hinder the effective devolution of TVET to the sub national level.

From our initial review of the five countries, all these factors are relevant in understanding the degree to which devolution of TVET is taking place and the effectiveness of that transition. What is particularly interesting is the interplay between these factors and the extent to which they either mutually reinforce each other, operate in parallel to each other or at worst pull in different directions. We have therefore attempted to establish an analytical framework that embraces the most important features of each of these models rather than trying to see them in isolation from each other.

Perhaps the strongest insight in trying to shape such a framework has been the work of Mike Hanson relating to the governance of TVET in Pakistan. In his recent report for the World Bank<sup>v</sup>, Hanson highlights the following principals and risks underpinning effective devolution of skills in Pakistan. These are summarised below:

**There are five underlying principles in the National TVET Policy which inform the devolution debate:**

- Clarity about role and functions. Who does what and are there “communities of trust”;
- Accountability. Lines of accountability must be clear and transparent;
- Autonomy. The policy goal is to make decisions as close as possible to where implementation happens;
- Synergy and collaboration; and
- A ‘Fit for Purpose’ model. Functions of each body and the way they operate need to be open and transparent to avoid conflicts of interest.

**However, the following risks and challenges also exist:**

- The value of a national voice on skills, both to link to wider economic policy and for fair

- resource allocation. Risk of missing the whole picture;
- The value of national standards and certification. Employers want consensus on clear and consistent outcome criteria for TVET and to allow international recognition;
- The risk of inconsistency and importance of coherent capacity building;
- The risk of duplication and waste;
- Consistency on fees and entry requirements which relate to fairness and boundary issues;
- Accreditation of Prior Learning needs to be managed nationally.

Although written about one country, this analysis is very helpful in the wider context of this study. It is particularly useful in identifying some key benefits or tests for successful devolution including:

- Decision making as close as possible to delivery;
- Local autonomy to make effective decisions;
- Clarity about roles and responsibilities;
- Greater accountability for decision making;
- Improved flexibility, adaptability, and ability to change;
- Innovation and impact;
- A reduction in bureaucracy.

It is also helpful in identifying that devolution is not in itself a panacea for successful TVET. Indeed, some functions of TVET including policy making, resource allocation, standards development and quality assurance may well be better managed nationally and TVET reform and overall accountability are often functions led from the centre, directly by Ministers.

We may also want to go back to first principles of TVET system design in shaping our thinking on an appropriate framework for analysis.

Successful TVET systems are characterised by their ability to deliver relevant technical skills, knowledge, motivation and attitudes at the quality and scale required to meet the needs of their population and the labour market. Evidence from the case studies and the author's recent work with the Inter America Development Bank IDB<sup>vi</sup> in the Caribbean indicates three underlying factors are fundamental to success. These include:

- having a sufficiently effective secondary education system to position young people to be able to benefit from technical skills development;
- adequate and sustainable funding to provide facilities, equipment, and teaching capacity; and
- the political and economic stability to allow a coherent TVET system to develop.
- Not all the countries in this study would seem to have these basics in place. Without them, it could be argued that more sophisticated approaches such as devolution within the TVET system are unlikely to gain much traction. But, it could also be argued that devolution needs to reach more widely and deeply within the political and economic fabric of these countries to improve economic stability and build more coherent education systems, linking schools and the TVET system.

Beyond this, the primary challenges in TVET system development shared by the five countries in this study would seem to be:

- Meeting the needs of a rapidly changing labour market;

- The challenge of matching the supply and demand for skills;
- Engaging employers and the development of standards;
- Creating relevant curricula and qualifications and keeping them up to date;
- Delivering high quality teaching and learning and maintaining quality;
- Tracking destinations and outcomes.

Devolving the governance of TVET below national level is an important part of the strategy for skills development in all but one of the countries in this study. The **level of devolution** varies between **5 functions** of each TVET system, which for the purposes of this report we have classified as:

- Policy and Strategy development (based on Labour Market Information);
- Standards and Qualifications development;
- Quality assurance;
- Implementation, including funding, contracting and implementation management;
- Delivery by training organisations.

### **Achieving effective devolution:**

Bringing this thinking together, we would argue that the quality of TVET outcomes is strongly affected by the way in which devolution is implemented and the forces that are in play in each country to facilitate or inhibit change. For the purposes of this report and in the light of our analysis above and experience in reviewing the case study countries, we propose a strategic devolution framework based on the following factors:

- **Institutional, administrative and technological capacity:** This is about the ability of national or provincial governments, agencies and training providers to shape clear strategies and policies for TVET, their capacity to make effective decisions in a devolved system and whether they operate in “command and control” or an “influence” based model of leadership. Their administrative model will drive whether a flexible or a bureaucratic and rule bound system is in operation. This links closely to the ETF governance strand and the British Council Institutional model.
- **Systemic factors:**
  - **Political and Legislative factors:** The research we have undertaken for this report has highlighted the impact of political factors in supporting or hindering the devolution of TVET. Clear political direction is necessary to provide the spur to devolution, but conflict can arise between national and provincial governments about the direction of TVET policy, especially where provinces are governed by a different political party. Legislative issues would seem to be about whether the importance of sub national governance of TVET is clearly stated in law, whether there is a coherent body of law for the TVET system which helps to clarify the respective roles of national and provincial governments and whether the law is narrow and prescriptive or acts as a broad enabling framework to allow innovation in delivery.
  - **Funding and Economic factors:** The availability of adequate and sustainable funding is, as described above, a fundamental factor in achieving success in TVET development. Devolution is unlikely to be successful unless money follows institutional

structure and policy intent and that there is coherence between how national and provincial funds are spent.

- **Cultural factors:** This is about the intangibles, the “way things are really done” rather than how they are set down in policy. Perhaps the most important issues identified here have related to communications and coordination between national and provincial players in the TVET system. Do people work together or against each other? Are there strong or weak ties in place? These are closely related to the ETF horizontal strand.

## 5. THE UK EXPERIENCE:

Part of the remit for this report was to identify the extent to which UK experience of devolving TVET to sub-national level might be useful in supporting the reform process in other countries. We have therefore taken the strategic devolution framework set out above and applied it in the UK context. The UK analysis is also set out at Annex 3 in the form of a table based on an analysis of devolution by level and function using the five functions also set out above. This draws out the political, economic and other influences and highlights lessons which may be of relevance to other countries.

Both approaches have some merit. The functional approach is helpful in showing which aspects of TVET systems are more likely to be governed at a sub-national level and why. It also offers a framework which may be helpful in tracking policy change over time. It could be a helpful practical tool for countries to think through their approach to devolution and to make sure they are taking a clear and cohesive approach without leaving “loose ends” or contradictions within their system.

### **The main points about the UK emerging from using a functional approach are:**

- TVET Policy is now devolved to Nation level (Scotland, Wales and Northern Ireland) and increasingly to large cities and their sub regions;
- The primary drivers are political and economic. The Scottish independence referendum has accelerated an existing trend towards national control of education and other key economic levers. It has also released energy in England for the big cities such as Manchester to be able to shape their own economic strategies, including skills development. The potential impact of BREXIT has brought a sharper focus on industrial strategy, improving productivity, strengthening the North of England and improving social cohesion. Skills and devolution are central to these aims.
- What has emerged at nation level is some variation around broadly similar models of TVET. Different models of apprenticeship, employer engagement and post-16 education, including different levels of control over colleges.
- Standards and LMI were developed on a UK wide basis by Sector Skills Councils (SSCs) under the control of a UK wide body - UK Commission for Employment and Skills (UKCES). Standards are now shaped directly by employer groups in England and will fall under a new Institute for Apprenticeships from 1 April 2017. LMI was also under UK wide responsibility of the UKCES. It is not yet clear how this will be managed now the UKCES has closed.
- Qualifications are currently the responsibility of a lead agency in each Nation and their development is managed by a large commercial network of Awarding Bodies. From 2019 there will be consolidation and some greater centralisation of this work in England under the national Institute for Apprenticeships. The influences have been political, economic and to some extent administrative. Government took the view that the existing system is too complex and confusing and there was an urgent need to clarify the structure of technical education. This has now been backed by legislation.
- Implementation through contracting and monitoring delivery has in England fluctuated over time from a highly devolved model managed through Training and Enterprise Councils (TECs) in the 1990s, progressive centralisation through the Learning and Skills Council (LSC), the Skills Funding Agency (SFA) and the Education Funding Agency (EFA) since the 2000s (now merged) and now some modest devolution of adult skills and capital funding promised to Local Enterprise Partnerships (LEPs) at the sub-regional level. Apprenticeship

funding is delivered through an on-line platform from April 2017. Political change has tended to lead to these adjustments and more recently, the need to reduce public sector headcount and funding has led to considerable rationalisation.

- Delivery. A sharp contrast here between public and private provision and the level of autonomy colleges enjoy in each nation. The Devolved Administrations have exercised greater control over private delivery and have close control of college governance allowing them to drive considerable rationalisation in the number of colleges over the last five years. England chose a different path, legislating to allow colleges a high level of autonomy including borrowing powers and independent governance, but within a clear framework of quality and financial controls.

### **The strategic devolution framework model offers a different and higher level perspective:**

#### **Institutional, administrative and technological capacity**

The UK system has been characterised by a broad level of institutional stability in the devolved nations and a fairly constant process of change in England. England has moved from a sector focused and levy based system in the 1970s through Industrial Training Boards, through a highly devolved and employer led model of Training and Enterprise Councils (TECs) based loosely on a US model of Private Industry Councils and then, as Keep describes it in his recent study of devolution and localism for FE in England, “three decades of centralisation” driven by concerns about the administrative costs of a devolved model involving more than 2000 staff in over 70 locations and by concerns about a lack of clear accountability and financial control. The Learning and Skills Councils which replaced the TECs were initially sub-regional organisations with local flexibility and a small centre. Over time, local offices were reduced and then removed, leaving a single national organisation to administer and fund adult skills development. This in turn became the Skills Funding Agency as it was drawn back into central government and has now merged with its sister organisation the Education Funding Agency.

Despite these changes, administration of the system has remained strong and effective, helped by a non-politicised civil service and NGOs/Agencies which bring technical capability and a degree of stability through periods of political change. There are close relationships and ties between officials and generally good levels of communication

But, it should be noted that this debate about centralisation is essentially about the administration of funds and the management of contracts with Colleges and Training Providers. It does not embrace the wider debate about the development of policy or the governance of delivery.

Responsibility for TVET within government has moved on several occasions. It has recently been transferred back to the Department for Education from the Department for Industry (BIS). In practice, officials working on TVET issues tend to move with the function retaining a good level of stability. More problematic is the high turnover of Ministers which may create discontinuity of approach.

Local Enterprise Partnerships and six Cities are now exploring the scope for devolution of TVET funding as part of wider economic development “deals”. FE capital is now under LEP control and it is expected that adult education funds will transfer to LEPs by 2019. But, as Keep notes, this new process of devolution is a “top down process with the centre as an appraiser and authoriser of plans”.

Sector Skills Councils (SSCs), which are employer led sector bodies, licensed by government to develop and approve standards and to support each industry to identify priority skills needs, have been privatised

and no longer control standards development. This role has been centralised and now falls to a new Institute for Apprenticeships which is an agency of government.

Apprenticeship policy and funding, which is central to the policy ambitions of the government, has remained firmly in central government hands and will be administered through a new online system which gives the opportunity to directly reach and tailor services to each firm in England from a central platform. The development of online systems of delivery may raise important questions in future about the relevance and effectiveness of devolving administration of TVET.

Colleges in England have since 2011, been given considerable freedom and flexibility to manage their own affairs. This allows them borrowing rights and the opportunity to shape their programmes to meet local needs. It is a model that places a heavy responsibility on unpaid governors to set strategy and keep an oversight of financial issues.

### **Systemic factors:**

#### **Political and Legislative**

While TVET policy is devolved to each nation, each government then largely centrally manages it. The location of policy has moved around in England between the education and industry Ministries, causing some complexity in the administration of funding on an age-related basis, but the locus of responsibility has been clear, without different Ministries vying for control.

There has been a broad political consensus about TVET, although the current government has a strong belief in market-led solutions and has a concern that intermediary organisations in the system add cost without value. There is an interesting contrast here between the spatial debate about devolution and the wider political debate about markets vs. systems and planning.

The current pressure for devolution of TVET to City/Region level in England is a genuine attempt to bring greater coherence to regional economic development planning. It is argued by Keep that there is a “risk that devolution is being oversold as a vehicle to reduce economic imbalances” and that “national ambitions for devolution are far more limited than local ambitions”. The challenge here is balancing devolution against countervailing pressures to maintain centralised control of key policy priorities, particularly apprenticeships and to continue to support employer-led skills development where the focus needs to be both national and local.

Legislation about TVET in England tends to set broad parameters and boundaries within which the TVET system should operate and define the role of its institutions, rather than prescribe the detail of policy. The most recent Technical and Vocational Education Bill, Oct 2016, for example, set out arrangements to implement the Skills Plan in England which will reform teaching in FE Colleges and widened the remit of the Institute of Apprenticeships.

#### **Funding and Economic factors**

Funding is used as a key tool in the UK to incentivise the behaviour of training providers and colleges towards the delivery of government priorities. There have been experiments since the 1990s to move funding from paying for inputs to paying for outputs and outcomes. This strategic use of funding is particularly important as delivery is increasingly devolved away from the centre. College funding now relates to learner achievement for example and apprenticeship funding will flow through employers to

incentivise employer engagement and drive relevance and quality. There are risks in adopting this approach. The first is that providers “game” the system, focussing where they can achieve the highest rewards rather than meeting real needs. The growth in adult apprenticeships could be argued to be largely driven by funding incentives. The second is that incentives can encourage excessive risk taking. There are currently a number of Colleges that face financial challenges due to over-borrowing. Despite these risks, the strategic use of funding to drive outcomes in devolved systems is a strength of the current UK model.

### **Cultural factors:**

The culture underpinning the UK TVET model could probably be characterised as “can do” and delivery focussed. The nations of the UK have differences of policy and priority, but collaboration mechanisms are in place amongst officials to encourage sharing of ideas and practice and to remove the risk of surprises.

The system in England has experienced considerable change over the last 30 years with system administration and operations being governed at local, regional, national and partly in future at sub-regional level. Throughout this period, delivery has improved; for example, apprenticeships have more than doubled in the last 10 years, due to well managed systems and a pragmatic approach by officials who are able to quickly turn policy ideas into practice. This has been achieved by building communities of expertise in cities like Coventry and Sheffield, by high quality training and by providing the institutional freedom and autonomy encouraging innovation and a customer first mentality. It is easy to take these traits for granted, but looking back at the UK from a distance, it is interesting to note the commitment, collaborative spirit and determination to make the system a success which overcomes our tendency to constant change.

### **What then are the possible lessons from the UK?**

Part of the brief for this report was to examine the extent UK experience might be useful in supporting the reform agendas in countries where the British Council works. The following are some preliminary observations:

- There is value in having policy flexibility below national/federal level, around broadly similar models of TVET, to allow spaces for innovation and development without wholesale system change. But, this requires a high level of policy and political maturity, strong cultural ties and a positive communications culture.
- There is value in the UK model of having strong semi-independent agencies (NGOs) to oversee quality, funding, LMI and standards development. They can offer stability and expertise.
- There is no right way to manage the implementation and administration of TVET including funding and contracting. Highly devolved models, where local offices support training providers, now carry an unacceptable level of cost in the UK. Central systems, which allow a high level of autonomy to training providers, can release a large amount of energy and short term impact but they rely on excellent local leadership and disciplined governance. Automation, through online platforms, can streamline bureaucracy but there is a risk of losing sight of provider behaviour.
- As countries begin to face the challenge of managing change to a modern TVET system, they should look at the resilience of the UK in delivering outcomes from its TVET system despite constant change. Un-coordinated change can leave loose ends and incoherence, but it is

infinitely better than not moving forward.

## 6. APPLYING THE ANALYSIS FRAMEWORK TO THE FIVE COUNTRIES IN THE STUDY

We can see from the description of the UK system, set out in the previous section, that both the functional and devolution analysis frameworks help in understanding the institutional context and demonstrating some of the key drivers and influences in what is a very complex, mature, and relatively stable system. Our conclusion is that while the functional approach may be useful in adding depth to the analysis, the devolution framework is more valuable in presenting a strategic overview and is better suited to identifying benefits and challenges associated with the different models of devolution in each country.

We have also chosen to slightly rearrange the order of the framework to take Systemic factors first, followed by Institutional factors and then Cultural factors. Legislative issues have been combined with wider political considerations because it was clear from our interviews that legislation is helpful in cementing devolution in place, it is not itself a driver of reform.

### 6.1 Systemic Factors: Political and Legislative issues

Politics is a major influence over the likely success of devolving TVET governance in each of the countries studied.

Some statements from the case studies included:

#### Opportunities

- **Pakistan:** a huge country with a clear and deliberate policy to devolve all aspects of TVET including policy to the main provinces of the country, enshrined in 2011 legislation (18th Amendment to the Constitution). A more recent High Court judgement has clarified that this does not absolve the federal Government of its responsibility to provide education for all.
- **Morocco:** a medium sized country of 35 million people experiencing a wave of reform driven by political and economic forces, particularly the Arab Spring which led to a new constitution to open- up and decentralise the country;
  - The King of Morocco has strongly backed TVET reform including advanced regionalisation including the ability to make local decisions to support the labour market and improve the link between policy and delivery;
- **Indonesia:** a large geographically dispersed country with significant cultural and religious and political diversity, making devolution a necessity;
  - Indonesia enjoys strong political impetus for TVET reform under the 20-year plan of the previous government which has been carried through with a different, more technological, emphasis by the new government including an MoU to support partnership working and improve school effectiveness;
  - Indonesia is undergoing rapid and successful transition to a knowledge based economy and seeks to transform the TVET system to offer practice based and demand driven programmes;

- **Nigeria:** the largest country in Africa with 182 million people with large oil and gas reserves but hit by recent drop in oil prices which is damaging Nigerian public finances. It is divided into 36 states, 774 Local Government Areas and one Federal Capital Territory. Lagos is the largest city in Africa with 12 million people;
- **Serbia:** The Western Balkan country of 7 million people in a region still affected by conflict in the 1990s. An EU pre-accession country which is currently being supported to modernise its political and economic systems, including TVET, in line with European practice;
  - There is political support for reform in Serbia with EU funded, British Council and other Donor backed initiatives to establish Sector Skills Councils, develop standards and national qualifications framework and improve vocational school interaction with employers. There is strong political interest in the German Dual System, working with GIZ, Austria and Switzerland;
  - The legal framework is narrowly defined in Serbia, setting out in detail what schools must do and according to some sources, there is room for improvement to encourage innovation or enterprise. Government is beginning to consider giving vocational schools more autonomy but this has yet to be seen.

## Challenges

- **Pakistan:** There are political challenges in Pakistan in driving through a devolved TVET model. TEVTAs are no longer obliged to consult NAVTTC about their strategies and increasingly choose not to do so especially where political party affiliation is different at provincial and federal level.
- **Nigeria:** War in the North East of Nigeria has caused major destruction of lives and infrastructure
  - Politically, devolution is complex in Nigeria. Progress is possible where federal and state level political affiliations align but elsewhere progress can be difficult with suspicion about motives. Political change can also be destabilising and create problems of funding sustainability. Evaluation is resisted as it can be seen to be critical of developments;
- **Serbia:** Public vocational education remains highly centralised in Serbia. There are 147 local municipalities that have education secretary with primary focus on pre-school education. Head teachers for 450 secondary schools are appointed by the Ministry of Education.
  - There is limited understanding of the value of devolving power and authority below the national level.

## Analysis: Politics matters

From the summary of statements above that the most significant factors would seem to be:

- Size of country and complexity of its structure.
- Impetus for change
- Degree of devolution
- Clarity and coherence of strategy

- Party political issues

## Opportunities

Devolving governance to provincial or regional level has clear benefits where countries are large and diverse with strong provincial political leadership. Indeed, it could be argued that devolution of TVET becomes a necessity in these circumstances. Pakistan, Nigeria and Indonesia are perhaps the clearest examples of this. Each is large and has a complex and diverse provincial structure.

Devolution offers an opportunity for regions to take greater control of their own destiny and create impetus for change. This is particularly clear in Pakistan where provinces now have full control of their TVET systems and are building different but powerful agencies and programmes to improve vocational education outcomes. In other countries like Morocco, a more top down reform process has been adopted, backed personally by the King, but with clear intent to devolve responsibility for skills. In a number of cases, there is a “burning platform” driving TVET reform. The Arab Spring has been the incentive in Morocco, EU accession in Serbia, transition to a knowledge economy in Indonesia. In each case, the government is clear that devolution of TVET will enhance and accelerate the reform process.

The degree or level of devolution is significant. Pakistan has adopted a more radical approach than other countries with a clear strategy enshrined in law to devolve all aspects of TVET including policy to provinces. This would seem to have given them advantages by releasing provincial energy to shape TVET to meet regional needs. It also offers the opportunity to compare each provincial approach to learn lesson about what works most effectively. Other countries have been more cautious, tending to manage devolution through a top down approach and retaining policy control and other functions at the centre. Serbia has a growing interest in devolution, but is characterised by a centrally controlled model.

Legislation has played a part in supporting the political decision to move forward with devolved governance, underpinning these models and clarifying their intent. This was particularly significant in Pakistan in underlining the depth of the intended devolution process. The law has however also raised interesting questions in Pakistan about Ministers remaining fully accountable for education that takes place through devolved systems at provincial level. It is assumed that this will also apply to TVET.

## 6.2 Funding and Economic Factors

Funding was shown to be a significant factor supporting devolution in the UK, using government resources to influence behaviour rather than specifying requirements in law and regulation. This is linked to a wider concept in behavioural economics related to “nudge theory” where it is argued that it is more effective to nudge people to act appropriately than to try and tell them what to do. There is little evidence of similar approach in the case study countries, where the main information we were able to obtain related to size of budgets, whether funding flows from national or regional level and issues of sustainability. Some examples were:

- **Pakistan:** Government expenditure in Pakistan on education (% of GDP) is 2.5%; however, studies have suggested that only 1.8 per cent reaches the sector. There is a major EU funded and GIZ led reform programme to support the implementation of the national TVET Policy, ‘Skills for Growth and Development’, published in March 2015.
- The main responsibility for delivering TVET targets in Pakistan sits at the provincial level. Funding would seem to be more substantial and stable at provincial level than federally.

- **Chinese** investment in a new road across Pakistan and nuclear capability provide opportunities for growth. Pakistan also exports a lot of labour to the Middle East whose remittances back to Pakistan are significant in the economy.
- **Morocco:** The TVET system in Morocco is funded by the Government, sponsors and donors, and private investors. Government expenditure on education (% of GDP) is 5.3%. The current budget for TVET is 0.5% of GDP. Public TVET is financed by the vocational training tax and state subsidies. Private TVET programmes are mainly financed by student fees.
- **Indonesia:** Government expenditure on education (% of GDP) is 17.5%.
- **Nigeria:** Government expenditure on education (% of GDP) is 8%; the second largest priority in the budget.
- **Serbia:** Government expenditure on education (% of GDP) is 9.6%. Funding is negotiated with the Ministry of Education. Teacher salaries are paid centrally and teacher development is through a centrally controlled manual of courses. Pay rates are very low.

## Analysis: Funding matters

### Challenges

More work is ideally needed to understand the detail of funding issues and their relation to TVET devolution, but our overall sense from the case study data and interviews was that while education funding as a percentage of GDP has been rising in each of these countries, funding tends to be unstable, affected by political change, does not all reach the sector and is mainly deployed to fund teacher and administrator salaries. In most countries, there were initiatives underway to improve educational facilities, equipment and capability, but these tended to be supported by donor and development agency funds which were not always working in support of the wider devolution strategy. There was little evidence of use of funding to drive behaviour or to incentivise positive outcomes. We were also unable to get any information on the additional costs of administering devolved models of TVET, but we anticipate these will be high where for example the government of Indonesia is paying for several hundred regional and district offices.

### Opportunities

On a more positive note, it was interesting to see examples of the private sector directly funding colleges and their own training centres and interesting to note that a levy applies in Morocco to support their apex body. It was also interesting to see that countries were able to draw on regional as well as federal funds to support their TVET systems. Both are helpful in support of devolution of governance to sub national level.

The wider opportunity from devolved funding should be to get greater spending efficiency through better prioritisation, reducing duplication of effort and simpler administration. It would also be interesting to see progress on output funding with funds flowing per learner rather than simply to pay salary costs. The recent experience in the UK of developing an on line administrative platform for its apprenticeship service is also worth considering as a way of being able to reach across a large and complex country

and deliver TVET administration without the need for local geographical presence.

### 6.3 Institutional, administrative and technological capacity

Looking at the devolution of governance through an institutional lense is crucial in gaining a clear understanding the different levels of devolution being adopted in each of the case study countries and in highlighting opportunities and benefits.

**Some examples from the case studies were:**

- **Pakistan:** Strong provincial government organisations lead the development of TVET. These TEVTAs vary in the size, organisation and governance and in their relationship with public training institutions in their province. In all but one case the TEVTA has a management relationship with providers, but in Sindh, the TEVTA has taken direct control of the assets of the training providers and employs the teachers.
- Complexity arises because in parallel to devolution, the government has also embarked on a major top-down reform programme, driven by GIZ, to implement modern TVET systems including institutional capacity building, teacher training, Sector Skills Councils, standards and a national qualifications framework.
- At the national level, responsibility for skills seems to be split between the National Ministry of Federal Education and Professional Training and a separate National Training Board and Bureau. The latter has a focus on LMI and teacher training.
- There is a skills apex body called NAVTTC which has its own network of skills institutions throughout Pakistan with ambitious targets for delivery. It is evolving its role to focus on standards, qualifications, SSCs and skills evaluation. It was reported that this body had suffered leadership and capacity issues. GIZ are now helping to build capacity as part of the national strategy for skills development.
  
- **Morocco:** A focus on employer engagement and regional skills needs with stronger links to industrial strategy. Regional TVET Commissions have been established;
- The vocational training department DFP of the Education Ministry MNEVT has overall control of TVET policy but other Ministries are also engaged, particularly the Ministry of Labour and Social Affairs MEAS. Other Ministries such as Agriculture operate TVET alongside the main system;
- The National Office for Vocational Training and work Promotion OFPPT organises and provides TVET programmes. It operates with financial autonomy and is supported by a training tax. It coordinates TVET across Morocco including representatives of all 12 regions and has over 400 institutions training more than 300,000 people. It is reported as having strong backing from the King and is at the heart of reform;
- Private institutions are important, representing 79 % of all TVET;
- The informal economy is large and difficult to serve with many casual and undeclared jobs in the domestic and commercial sectors;
  
- **Indonesia:** Confusing range of national Ministries with overlapping responsibilities. New strategy for TVET has the education and industry departments working alongside each other to tackle supply and demand side issues respectively;
- 34 Provincial offices of education have been established and 497 district offices. Vocational

- schools have moved from district to provincial control to improve coherence and drive reform;
- Public vocational schools operate with centralised curricula and centrally managed teacher training with little flexibility to encourage work based learning or soft skills development. Polytechnics and Universities are also closely constrained. Quality is reported to be an issue and funding is primarily to pay salaries and administration costs.
- There are many challenges ahead to establish practice based training, update teachers, develop meaningful LMI and standards and build effective quality assurance within a clearer overall roadmap for skills development.
- Nigeria:** The federal government manages a network of federally owned Universities, Polytechnics, Technical Colleges and Colleges of Education in each state. Others are owned by State governments;
- The Ministry of Education oversees the whole education and TVET system but focusses primarily on post compulsory education. State and local governments manage schools;
- The National Board for technical Education handles all aspects of vocational and technical education below degree level;
- A wide range of reform programmes currently taking place with World Bank and UNESCO support, including the introduction of Innovation Enterprise Institutions IEs and Vocational Enterprise Institutions VEIs, the development of a national qualifications framework, upgrading of equipment in polytechnics, accreditation of more private Universities and plans to empower Polytechnics to award their own degrees;
- There are no formal structures for employer engagement although some larger businesses have established their own training schools and skills programmes;
- Quality remains a major problem. Facilities and teaching are an issue;
- Serbia:** TVET is delivered through 3 and 4 year vocational schools which have curricula based on the previous Yugoslavian model and traditional academic teaching models. There is some work experience, of a mixed standard, and employer engagement is limited except in Belgrade where there is better quality provision supporting the hospitality and hotel industry;
- By EU standards, there is little resource available for equipment and facility upgrades and bureaucracy saps energy and reduces freedom of action;
- Belgrade is a bustling metropolis with better TVET facilities to serve growing business demand. In more rural areas, demand from industry is low and jobs are scarce.

### Analysis: Institutions matter.

The five countries would appear to form a hierarchy of devolution on the following lines:

- Serbia:** Ministry led with direct Ministerial involvement in decisions at the delivery level, a highly centralised system but which increasingly recognises the value of seeding greater autonomy to local vocational schools;
- Indonesia:** Ministry led but managed through a network of 34 regional offices and 497 district offices to support a devolved political structure.
- Nigeria:** Ministry led but responsibility divided between federal, regional and local government, with a national apex body to support coordination and new more autonomous

institutions, IEs and VEs, being established at the regional level to support a greater focus on employer engagement.

- **Morocco:** Ministry with vocational training department DFP as TVET policy and coordination arm. A strong and financially independent levy funded apex body, OFFPT, which controls a federal network of 400 training centres. Advanced regionalisation strategy has created Regional TVET Commissions to build collaboration and industry engagement;
- **Pakistan:** Full devolution strategy driven by TEVTAs in each province that have a policy as well as a delivery role. Significant difference of approach between TEVTA models but characterised by growing capability and effectiveness. Complexity of having separate apex body at federal level, NAVTTC, which controls a federal delivery network and maintains control of standards.

## Opportunities

For a country seeking to devolve governance of TVET, there would seem to be a number of options in moving away from a centralised model in search of improved TVET outcomes.

- Distributing the role of central government through regional offices may yield benefits but choices need to be made about what aspects of TVET are devolved; for example, policy as well as delivery;
- Creation of apex bodies can strengthen the focus on TVET and strengthen capacity and capability, particularly where these can achieve sustainability and a degree of independence from central government;
- Regional coordination partnerships can actively engage the private sector and improve coordination of services. These are a mechanism to move governance into wider partnership hands and to provide a platform for the private business sector to engage;
- Giving colleges and other training providers greater autonomy to deliver within clear policy, programme and quality guidelines. This is more an English phenomenon than anything seen widely in the case studies, but there is something important about releasing local energy and shaping administration systems that have a clearer understanding of what to “hold tight” and where freedom can be given;
- Full scale devolution, driven by creating new employer led regional bodies with wide powers to shape policy and delivery, backed and funded at the regional level.
- This hierarchy is about devolution of governance in a geographical context, but also in terms of distance from direct control of government by placing governance in employer or partnership hands and /or letting go of unnecessary bureaucratic control of training delivery.

## Challenges

At the centralised end of this hierarchy, the challenges of effective organisation of TVET governance relate to the risk of an inflexible and government controlled model that generates poor outcomes and is characterised by high levels of bureaucracy. At the other end of the scale, highly devolved models can open up opportunities for high levels of innovation and release energy and learner/employer focus, but can risk a loss of accountability and democratic control, create a more fragmented system which lacks the potential benefits of planning, nationally agreed standards and qualifications and the loss of a strong policy centre to argue for resources and join skills to wider economic strategy.

A mixed approach also carries risks as shown by the Pakistan case study. In this model a highly devolved approach has been applied to a structure that retains a federal apex body with its own

widespread network of training centres. Communication is no longer a formal requirement between the new TEVTAs and NAVTTC. This is potentially a recipe for confusion about roles and responsibilities and interviewees report a long debate about the positioning of standards and qualifications. On top of this, there is now an EU funded top- down process of capacity building and TVET reform led by GIZ. That is not to say that the Pakistan model is wrong or unsuccessful. It is perhaps the most interesting model we have seen in the study and we would recommend further investigation to track whether output targets are met, how federal v provincial role issues are resolved and whether outcomes improve over time.

## 6.4 Cultural Factors

While institutional structure is central to our understanding of devolution, we were struck by the emphasis interviewees gave to cultural issues. These were observations about relationships and people, about leadership, capacity and capability and about the strength of ties between players in the system. Some examples from the case studies were:

- **Pakistan:** it was reported by an interviewee that the previous “command and control” approach from the federal level has not adapted quickly enough to the new reality, that communications and coordination is weak and that there are substantial overlaps of responsibility.
  - There was a sense from one interviewee that there was no overall “determining mind” to create the conditions for success.
- **Morocco:** Cultural issues also affect TVET effectiveness including reported language barriers between French, English and Arabic, resistance to modernisation and reform and public attitudes about the appropriateness and value of TVET which it was claimed has historically been a poor option but which is now in much greater demand because of this clear and effective strategy.
- **Indonesia:** As in Morocco, informal and non-formal TVET is important. There are huge discrepancies between the quality of education available in the Cities and those in the remoter areas like West Papua.
- **Nigeria:** Cultural issues are important. It was suggested that TVET carries a poor reputation amongst the population who tend to see it as a lower option than polytechnics and university;
  - There was claimed to be a major difference between the effectiveness of TVET in the capital and elsewhere in the country, especially in more remote and rural areas.
- **Serbia:** Culturally, TVET is a second choice for many young people. Pupils tend to be poorly motivated and relatively few seek employment in the vocational area they have studied. Employers remain concerned about the employability of those who have taken this route;
  - It was suggested that too much rests on a few dedicated individuals to drive change and implement reform. Plans can occasionally suffer from poorly led implementation.

## Challenges

It is inevitable that in a research study of this kind, interviewees will tend to focus on issues of concern rather than the positive cultural values that are facilitating change and development of their TVET system. Nevertheless, their comments offer a helpful perspective on the challenges of devolving TVET

governance. The main issues would seem to be:

- Relationships
- Leadership style
- Capacity and Capability
- Motivation
- Language barriers
- Public perceptions of vocational education.

The general message was that political will and institutional structures do not in themselves deliver effective devolved TVET systems. It is the people issues that make the difference. It will be difficult in Pakistan for example to find the right accommodation between the federal and regional TVET agencies without a positive culture of communication and collaboration. This may require the development of a more consultative and listening approach than has perhaps been operating in the past.

Credibility is also key. Institutions at every level need to be able to deliver an efficient and customer focussed service rather than to manage by the rule book. Administration needs to be seen to be fair, transparent and prompt. These issues of capacity and capability may in the end be of greater importance than the level of devolution of the service, although it could be argued that local governance, especially if it can be managed at “arms- length” from government, can bring benefits.

Poor motivation can be the outcome of over- controlled and under- led systems. This in turn can impact on the pace and effectiveness of reform. Implementing a devolved TVET system is complex and time consuming and will require strong leadership and motivated staff to see it through.

Language issues were reported as a challenge particular to Morocco, essentially as a symptom of a wider motivational and communications challenge between different groups within the population. Public perceptions of TVET were reported as low in several countries. One interviewee told us they had withdrawn a brother from TVET after experiencing poor quality and there were frequent comments about the disparity of provision between major cities and rural areas. It was encouraging to hear how public perceptions were improving in Morocco as a result of the new TVET regionalisation strategy.

## **Opportunities**

One of the main opportunities which countries can take to underpin their move to devolved governance of TVET is to ensure that they devote the necessary time and resources to addressing cultural and people issues as part of their overall devolution strategy. It is interesting to see how Pakistan is now investing heavily with donor support in a major programme of capacity and capability development which will reach down from the federal to the provincial level. It would be helpful to track the progress and effectiveness of this work and to consider whether it could provide a blue-print for wider action to underpin effective devolution.

## **Lessons emerging from the case studies**

In addition to the analysis of devolution using the framework above, it may also be helpful to draw out some specific lessons relating to each of the countries in the study:

**Lessons emerging from analysis of Pakistan’s TVET system include:**

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- Strong and relatively autonomous leadership and credible staff (e.g. at TEVTAs) is key to driving effectiveness in devolved TVET systems;
- Standards and qualification reform may be better managed and delivered at Federal level, but needs consideration when designing the devolution strategy or may be difficult to resolve later;
- Devolution of policy, rather than just implementation, can have unintended consequences relating to confused and overlapping responsibilities. The role and leadership style of organisations needs to adapt as devolution takes place or there is a risk of confused roles;
- Communications is key and would be facilitated by adoption of an consultative model of leadership;

#### **Lessons emerging from analysis of Morocco's TVET system include:**

- A country that is making good recent progress on TVET reform supported by a credible central agency and deliberate involvement and engagement with regions.
- Devolution forms a clear strand of a coherent overall reform strategy and is driven through by a credible national agency which operates in a consultative way drawing in all stakeholders;
- The importance of clear and consistent top level backing, in this case from the King;
- The risk of allowing Ministries to follow their own path and the potential negative impact of cultural factors in resisting reform.

#### **Lessons emerging from analysis of Indonesia's TVET system include:**

- The model of devolution adopted here, with national control of policy and curricula together with provincial management of delivery, is appropriate in a country which is so geographically dispersed and politically and culturally diverse.
- Clear policy, political intent and linkage to economic reform is important, but there are cultural and geographic challenges in building an education and TVET system which can provide high quality on a consistent basis. The country will need strong regional institutions to drive through reform.
- There may also be a need to offer much greater autonomy and independence to Polytechnics and vocational training organisations to release their talent and allow them to respond more quickly to the needs of the labour market.

#### **Lessons emerging for the analysis of Nigeria's TVET system include:**

- Devolution is a necessity in a country as large as Nigeria. The question is how to maintain control over such a huge span of activity while driving reform and improving quality from such a low base.
- Large Cities need to be treated differently when they dominate in economic and political terms. It may be important they have their own devolved powers to be able to connect TVET to wider industrial strategy and to meet the urgent demands of their labour markets.
- Rurality is also a major issue. Countries need to have leadership and technical capacity in each region that can drive change and improve quality at the far reaches of remote areas as well as in the major conurbations.
- Politics and culture can have a significant influence. Lack of transparency can undermine reform and disconnect regions from national level reform. Negative public attitudes can also

be a factor to overcome.

**Lessons emerging for the analysis of Serbia's TVET system include:**

- Culture and tradition are powerful forces that can sometimes invisibly undermine attempts to devolve national TVET systems. Their analysis is as important as understanding economic and political forces when planning the reform of TVET and attempting to introduce devolution.
- Clear and effective leadership is needed at all levels, if well intentioned plans for reform are to be carried through to successful implementation.
- There may need to be a “burning platform” to stimulate reform and create the determination to succeed.

## 7. CONCLUSIONS

To help shape our thinking on an analytical framework for devolving the governance of TVET to sub-national levels we considered why the UK and the case countries were being increasingly drawn toward devolution as part of their reform strategy and the benefits they may be seeking to derive from this approach. The main drivers would seem to have been:

- meeting the needs of a rapidly changing labour market and aligning with wider industrial strategy;
- matching supply and demand;
- engaging employers;
- improving quality of outcomes, including more relevant curricula, higher quality teaching and clearer outcomes.

The benefits countries are attempting to realise from the governance of TVET at sub-national levels include:

- Decision making as close as possible to delivery;
- Local autonomy to make effective decisions;
- Clarity about roles and responsibilities;
- Greater accountability for decision making;
- Improved flexibility, adaptability and ability to change;
- Innovation and impact;
- A reduction in bureaucracy.

The factors which were likely to support devolution and those that might oppose and hinder its implementation emerged from thinking about geographic, institutional and systemic models and a comparison with ETF analysis of governance including horizontal and vertical factors. This strategic framework was identified as:

- Institutional and administrative and technological capacity;
- Political and legislative factors;
- Funding and economic factors; and
- Cultural factors.

A separate framework was also developed based on the level of devolution of functions of the TVET system:

- Policy and Strategy development;
- Standards and Qualifications development;
- Quality assurance;
- Implementation, including funding, contracting and implementation management;
- Delivery by training organisations.

Both were tried in presenting our understanding of the UK system, but the strategic framework was

preferred for the analysis of the five case study countries as it gives a higher level perspective.

## **Challenges and opportunities emerging from the five country analysis**

The following key challenges and opportunities for TVET devolution emerged from the analysis of the five countries in the study:

It was clear that political factors play a vital role in both driving and potentially inhibiting the success of TVET devolution.

Politics provides the impetus for change and creates the urgency to align TVET systems more closely with wider economic development goals. The shift of Indonesia to a knowledge based economy and the new Chinese road in Pakistan were both identified by interviewees as important reasons for reform. The Arab Spring was providing a similar “burning platform” for change in Morocco and EU accession planning is having a similar impact in Serbia.

Political structure is important. Countries in this study range significantly in size, geographical spread and cultural diversity. Indonesia is a good example. Already highly diverse and complex, politically, ethnically and in religious terms, it becomes a necessity to manage TVET in a devolved way. Serbia, by contrast, is relatively small and has a recent history of strong centralised political control although it now recognises that managing TVET in this way can inhibit success.

Coherence of strategy is a political as well as an administrative consideration. It was encouraging to see that each of the countries in the study had developed sophisticated strategies for TVET reform and were driving these through at the political level. Pakistan has perhaps the most ambitious devolution model allowing provinces to take control of policy as well as delivery functions. But, Pakistan also illustrates the problem where one strategy is layered upon another, creating the risk of confusion about roles and responsibilities and loose- ends that have not been properly tied up. In this case, it would seem from interviewee reports, that in moving forward with devolution, not enough thought may have been given to reshaping the role of the federal apex body, NAVTTC, or how and by whom standards and qualifications should be developed.

Differences in party political affiliation also seem to be significant. Where provincial government is from the same party as the federal government in Pakistan it was reported that close ties are built and there is close alignment of strategy. Where, for example in Nigeria, parties are opposed to one another, it was reported that there is a tendency to suspicion about engagement with the federal level and a mistrust of evaluation processes which may challenge the effectiveness of the approach being taken.

Power is an issue. It was clear that large Cities tend to be able to exert more political influence than rural communities. Lagos is a case in point, with its own political jurisdiction, although a similar effect was also seen in Belgrade. It is interesting that Cities are increasingly seeking similar devolved powers over TVET in England as their metropolitan districts are drawn together for economic planning purposes.

Politics also has a significant impact on the stability and sustainability of TVET reform. Devolution is a relatively long term process that can be disrupted by changes in political control at the federal or regional

level, including through changes in policy direction which impact on funding. One country in this study, Indonesia, had developed a 20 year TVET strategy that had recently been changed following a change in Government.

Legislation would seem to have had less immediate impact. It was clear that most countries had enshrined their plans for devolution into their laws. Pakistan had quite explicitly used legislation to emphasise the importance and radical nature of the devolution plans they were committing to, although a subsequent ruling by the High Court had made it clear that evolution did not absolve Ministers of accountability at the federal level. Serbia is perhaps the other case worth noting from the authors' direct experience. Here, as across the Western Balkans, the law tends to be quite narrowly defined and explicit about what must be done within the education system. This tends to reinforce centralised control and risks disempowering local vocational schools. This is in sharp contrast with the UK which tends to use the law to frame the boundaries of action but within a more permissive and less controlling framework.

### **Funding and economic factors**

Financial issues tend to flow from the political decisions that have shaped strategy and the preparedness to allocated resourcing to support TVET reform and devolution. The main issues raised by interviewees were about the availability, sustainability and stability of funding, although reference was also made to the balance of funding available from the national level by comparison with regional funds and by the way in which funding is absorbed by the system. For example, it was claimed that provincial funding is larger and more stable in Pakistan than that from the federal level, which helps to reinforce the power and effectiveness of the provincial TEVTA structure. There was concern about the proportion of funding that does not ever reach the TVET system or is absorbed in teacher and administrative salaries.

It was interesting to note the levy system in Morocco which had provided a stable base for their apex body that was now acting to co-ordinate devolution and reform. It was also interesting to note the direct contribution being made to TVET by specific companies in Indonesia and Pakistan by adopting and developing colleges for their own training purposes. This is far from the co-funding models which are now being shaped in the UK, but is a demonstration that devolved systems may be better at drawing in private sector involvement and resources.

Two things did not surface through the research which need consideration. The first is the cost of devolved systems of administration and whether this can be justified against any measure of impact and effectiveness. The Learning and Skills Council in England for example used to employ over 2000 people through its network of sub regional offices. This looked excessive even before the economic crisis in 2008 and could not be justified in the light of the period of austerity that followed.

The second is that funding in the case study countries appeared to be deployed in a conventional manner to fund the direct costs of colleges and training centres against an annual budget, or in some cases by directly paying the costs of teachers. In Pakistan for example, TEVTAs were deploying both these strategies according to whether they held training providers under direct control or not. There was little evidence of countries using funding to buy outcomes or to incentivise behaviour and it was not clear, from the limited evidence we were able to gather, whether devolved institutions were able to use funding in a more flexible and efficient way to improve outcomes.

### **Institutional factors**

Institutional issues were perhaps the strongest set of findings in the study. What emerged was a

hierarchy of institutional devolution, the order of which could be debated, but which serves to demonstrate the range of institutional forms that are helpful in making the transition to more devolved governance of TVET systems. The countries deploy the following approaches:

- A model of centralised government control;
- Dispersal of government across regional and district offices;
- Semi- independent apex bodies at national level which have the capacity and capability to support devolution, but which may also resist change;
- Regional co-ordination partnerships;
- Regional agencies with autonomy over policy and implementation

This is a hierarchy related to geographical distance from the centre, but is perhaps more importantly about the degree of independent control which can be exercised to deliver more effective regional outcomes.

Issues are identified in the main body of the paper about the benefits and risks associated with this level of autonomy including the ability to release energy, focus on employer needs and create more cohesive local planning, but at the potential risk of loss of accountability to central government and fragmentation of approach.

### **Cultural Factors**

A range of cultural issues emerged from the study and it was clear that whatever political and institutional model was chosen, people and cultural issues have the power to make or break successful devolution. Leadership style, relationships, capacity and capability, motivation, language barriers and public perceptions were each cited as important by interviewees.

It would seem people strategies are needed as a significant component of wider devolution models and that the "command and control" model of leadership may need to be adapted to a listening and influence based approach to support effective TVET devolution.

Our overall conclusion is that there is no "one size fits all" model for the effective devolution of TVET to sub-national levels. The countries have widely different economic, political and cultural contexts. All but one have taken significant steps towards sub-national governance. Each is working in a complex and dynamic environment where institutional, political, economic and cultural factors are both helping and hindering progress.

The sheer size and diversity of Pakistan and Indonesia make devolution a necessity as well as an attractive option for TVET development. Pakistan has perhaps gone furthest in attempting to fully devolve policy and delivery responsibilities to provincial level. There is growing leadership and institutional capacity and some real energy now at Provincial level to make a success of devolution, but as in Indonesia, politics, finance and cultural issues can get in the way. Morocco has made considerable headway, spurred on by the Arab Spring and the commitment of the King in modernising and devolving power against a clear strategy. Nigeria has also made progress, but again we see political and cultural issues influencing development. Serbia, by contrast is a relatively small country that has no tradition of devolution, but is now interested in reforming its system to allow employer influence and improve relevance and quality.

The research has been limited in time and scale, but we believe there is enough evidence that the principles, challenges, benefits and factors we have suggested are a helpful way to help understand the devolution of TVET at country level.

### **The lessons we have drawn from the country analysis include from the UK:**

- The value of policy variation within broadly similar models across the UK;
- Standards and qualifications work needs effective national coordination;
- Strong semi-independent NGOs have been important in bringing leadership and expertise to drive implementation;
- There is no right level from which to fund and administer TVET. Autonomy and independence of action may be more important than geographical location;
- New technological developments may become significant including the use of on line delivery platforms for TVET administration;
- Using funding as an incentive to drive positive outcomes needs to be considered;
- Geographic dispersal of agencies can be expensive and the benefits are not always clear;
- Change is healthy but the importance of system stability should not be underestimated.
- The UK has been resilient in delivering outcomes and has strong capability in managing change.
- Lessons from the five countries include:
  - The importance of having political impetus for change;
  - The need for a coherent devolution strategy including clarity about the roles and functions of each agency in the system;
  - Devolution of the policy function may have unintended consequences, including overlapping responsibilities, unless roles are clearly defined and reshaped before devolution takes place;
  - The importance of moving from a “command and control” to an “influence” based culture to support devolution;
  - Clear and effective leadership and capable staff are needed at all levels to ensure effective implementation;
  - Stable and sustainable funding is needed to underpin reform;
  - Geographical location of TVET governance may be less important than the scope for autonomy and freedom of action;
  - Large cities tend to be treated differently, but rurality and isolated communities are also important;
  - Politics and cultural factors are powerful forces which can add impetus to or diminish the effectiveness of devolution if they are not managed effectively;

### **Lessons from the five countries include:**

- The importance of having political impetus for change;
- The need for a coherent devolution strategy including clarity about the roles and functions of each agency in the system;
- Devolution of the policy function may have unintended consequences, including overlapping responsibilities, unless roles are clearly defined and reshaped before devolution takes place;
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- Stable and sustainable funding is needed to underpin reform;
- Geographical location of TVET governance may be less important than the scope for autonomy and freedom of action;
- Large cities tend to be treated differently, but rurality and isolated communities are also important;
- Politics and cultural factors are powerful forces which can add impetus to or diminish the effectiveness of devolution if they are not managed effectively.

## 8. RECOMMENDATIONS

This section of the paper outlines the recommendations that we suggest should be taken forward in the light of the lessons to emerge from the research and the conclusions we have drawn.

### Recommendations for policy makers

- The importance of building a clear and coherent strategy for devolution of TVET governance before implementation begins. This to include the outcomes and benefits which the strategy is designed to deliver, the functions that will be devolved and the institutional structure that is most likely to be effective;
- To consider whether policy, standards, qualifications development and quality assurance are to remain at the centre or not and the potential consequences of their devolution;
- To ensure devolution strategy is coherent with wider education and economic development policy
- To consider the impact of devolution policy on existing institutional structures and develop a plan for re-purposing them as part of a change management process;
- To actively review the options before selecting an institutional structure, including the costs and potential benefits in terms of TVET outcomes.
- Develop a comprehensive programme to address capacity and capability issues as part of a leadership and people development strategy to support implementation.

### Recommendations for Institutions

- To ensure that the institution has a clearly defined role and functions within the overall strategy for devolution of governance and that accountabilities are clear;
- To consider the leadership style of the organisation and whether it is appropriate as part of a devolved systems model.
- To have a clear programme of capacity and capability development to ensure the organisation can deliver effective services as part of the devolved TVET system;
- To review the quality of governance of the organisation to ensure the role of the Board is clear and that they are ready and able to take on additional responsibilities and greater autonomy;
- To review funding arrangements and consider the scope to develop output related funding to incentivise priority outcomes;
- To review the effectiveness of relationships with partners and stakeholders including the efficiency, speed and decisiveness of your relationship with key clients;
- To review financial and quality assurance processes to ensure that the organisation has clear boundaries within which it needs to operate and safeguards over use of funds.
- To create an evaluation process that allows feedback on progress, learning and course correction to take place.

### Recommendations for Governments and International Partners

- Government to ensure that there is a clear purpose and rationale for devolution of TVET governance supported by a clear strategy;
- To ensure political engagement and consensus in support of devolution;
- To commit resources ideally over more than one political cycle to provide a degree of sustainability;

- To ensure the ability to execute the strategy effectively, including leadership, organisational capacity and clarity about respective roles and responsibilities across all key partner agencies;
- To consider how accountability will flow back to Ministers in the devolved system;
- To consider how to achieve public awareness and support for the strategy and manage expectations;
- International partners to support the implementation of devolved governance through funding, capacity building and other actions to enhance strategy and implementation;
- Partners to be particularly aware of the risk of creating a fragmented and incoherent approach through activities that cut across the strategy for devolution
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## 9. ANNEXES

**This section of the report provides the following annexes:**

- Annex 1: Country case studies
- Annex 2: UK's TVET system: Functional model
- Annex 3: The Brief from the British Council
- Annex 4: List of interviewees
- Annex 5: Abbreviations

### Annex 1: Country case studies

**The following annex contains detailed case studies looking at:**

1. Pakistan;
2. Morocco;
3. Indonesia;
4. Nigeria; and
5. Serbia.

### CASE STUDY 1 – PAKISTAN:

#### COUNTRY CONTEXT:

Pakistan is sixth most populous country in the world with an estimated population of 189 million. Under current circumstances, it is expected that Pakistan will attain fifth position in the world in terms of total population by 2050. Pakistan's increasing working-age population gives it a potential demographic dividend but also deep-rooted challenges to provide adequate services, education and training, and jobs. For the country to meet its socio-economic goals, it must continue to build effective and accountable public services and institutions at both the federal and provincial level. The country is administratively divided into four provinces: Punjab, Sindh, Khyber Pakhtunkhwa and Baluchistan, in addition to the federal capital of Islamabad and seven Federally Administered Tribal Areas (FATA). The stats shown below show highlight some of the challenges facing the country.

## **KEY STATS:**

- There are around 24 million out-of-school children in Pakistan, the second highest figure in the world after Nigeria.
- 49.5 million adults are illiterate, two-thirds are women. This is the third largest globally.
- While 8% of men are not in the labour force, the figure for women is 69%.
- Government expenditure on education (% of GDP) is 2.5%. However, studies have suggested that only 1.8 per cent reaches the sector.

## **OVERVIEW OF TECHNICAL AND VOCATIONAL EDUCATION SYSTEM:**

Pakistan's technical and vocational system remains fragmented and ranks poorly compared to other nations regionally and globally. Pakistan has 64 technicians per one million people in its population; exceedingly low compared to technically advanced countries (1,500 to 2,500 technicians per one million people). To attempt to address this, there has been extensive recent development of the TVET system and a push towards greater devolution. The challenge is huge; both demographically and economically, Pakistan is growing rapidly, providing an urgent need for it to invest in human capital. However, current educational outcomes are not providing the skills required by industry – impacting heavily on employment and productivity levels. There is an urgent need to build a coherent system that can deliver both scale and quality.

## **DRIVERS OF DEVOLUTION:**

Below, we examine the key drivers (political, institutional, economic, legal/administrative, and cultural) of devolution regarding the current governance of the TVET system in Pakistan:

### **POLITICAL:**

A national skills strategy for Pakistan was developed by the national skills agency NAVTTC in 2009 and the National Ministry of Federal Education and Professional Training was established in 2011. Reform is taking place at both the national and provincial level. Provinces vary considerably in their approach to skills development and their level of collaboration with the federal government. Provinces with the same political make up as the federal government, like Punjab, have built a more nationally integrated approach. In general, the Provinces are more active on skills development than the national government.

### **INSTITUTIONAL:**

TVET institutions in Pakistan operate at both the federal and the provincial level – a mixed model with varying degrees of devolution built into it:

- The Federal Ministry of Education (MOE) is responsible for TVET general policy planning, coordination and overall guidelines. Some TVET activities are under the federal and the provincial Ministries of Industries, Ministries of Labour and Manpower, and Ministries of Agriculture.
- The four Provincial Education Departments (PEDs), one in each provincial Capital, are responsible for the implementation of policies, programmes and projects set by the federal MOE.
- The National Vocational and Technical Training Commission (NAVTTC) is a Federal Apex Body which regulates, facilitates, and provides policy direction in TVET. The Commission establishes and

promotes linkages among national and international TVET stakeholders. It also creates uniformity in systems and procedures of all TVET institutions across Pakistan. Its purpose is therefore to improve standards and introduce Quality Assurance Mechanisms to TVET Institutions. The mission of NAVTTC is to provide direction, support and an enabling environment to the public and private sectors in order to implement training for skills development. NAVTTC focuses on:

- o National policies, strategies and regulations;
  - o The National Qualification Framework (NQF);
  - o Accreditation, certification, skill standards and curricula;
  - o Performance evaluation system;
  - o TVET Development through public-private partnership;
  - o Labour market information system; and
  - o Oversight of four recently developed Sector Skills Councils. These have been created in Islamabad, Lahore, Karachi and Peshawar to focus on demand led training and brokerage.
- Technical Education and Vocational Training Authorities (TEVTAs), through the provincial governments, are authorised to implement national TVET policies, programmes and projects. Their major function is to impart training and provide infrastructure and administrative facilities. TEVTAs are responsible for setting their own skill standards, developing curricula and certifying courses at provincial levels.
  - Boards of Technical Education and Trade Testing Boards (BTE/TTB) are Provincial Exam and Certification Bodies, with the objective to affiliate public and private institutions in the Province and prescribe courses, competency-based curricula and syllabi of NAVTTC. BTE/TTB are authorised to conduct all final exams pertaining to TVET.

### **ECONOMIC:**

Government expenditure on education (% of GDP) is 2.5%; however, studies have suggested that only 1.8 per cent reaches the sector. There is a major EU funded and GIZ led reform programme to support the implementation of the national TVET Policy, 'Skills for Growth and Development', published in March 2015. However, the main responsibility for delivering TVET targets sits at the provincial level. This fluctuates depending on who is in power and changing priorities, but helps to explain the low level of control from the centre.

Additionally, Chinese investment in a new road across Pakistan and nuclear capability provide opportunities for growth. Pakistan also exports a lot of labour to the Middle East whose remittances back to Pakistan are significant in the economy. The Gulf no longer wants unskilled workers; the hospitality sector which has provided 100,000 workers for Qatar, for example, has grasped this issue and established a Sector Skills Council as a result.

### **LEGAL/ADMINISTRATIVE:**

A High Court judgement in 2011 has ruled that "the devolution of education did not absolve the Federal

Government of its responsibility to seek to provide education for all". This also applies to TVET and raises questions about the respective roles of Federal and Provincial government.

#### **Additional legislation related to TVET is as follows:**

- The Constitution of 1973 provides for equality and well-being of all citizens and no discrimination on the basis of sex, caste, creed or race. Article 37 stipulates that the States shall make technical and professional education generally available and equally accessible to all on the basis of merit.
- The Apprenticeship Ordinance of 2009 provides regulation, coordination and policy direction for TVET. It establishes the National Vocational and Technical Training Commission (NAVTTTC), and defines its management, functions, powers and related operational functions.
- NAVTTTC Act 2011 defines the funding rules for NAVTTTC and Act No XV of 2011 states its core objective as to provide for Regulation, Coordination and Policy Directions for TVET.

#### **CULTURAL:**

Concerns remain about the lack of a formal communication process to connect and coordinate provincial and national action. This is a particular challenge where political differences exist between Provincial and national government. There is also a concern about transparency and openness and a risk of conflicts of interest which hinder the overall effectiveness of the system.

#### **CONCLUSIONS:**

Pakistan is a highly-devolved model where there exists a deliberate focus on devolving all aspects of TVET including policy to the Provincial level, backed by legislation.

Presently, each of the Provinces are taking different approaches and interviewees reported concern about the effectiveness of the national agency NAVTTTC, due to a high turnover of its leadership and executive team. There has been some attempts over the last three years to clarify respective roles and responsibilities, which has led to broad agreement that NOS and qualifications framework should be developed at National level. It is important that this is clear as the recent major reform programme led by GIZ is designed to drive standards and qualifications development and build capacity at national and provincial level.

## **CASE STUDY 2 – MOROCCO:**

#### **COUNTRY CONTEXT:**

Morocco is a country with a population of close to 35 million people. Following the Arab Spring in 2011, it engaged in a program of wide-ranging reforms with the adoption of a new Constitution, which laid the foundations for a more open and democratic society, a more modern state with law and institutions, greater separation of powers, and increased decentralization. Morocco's respectable per-capita income growth in recent years has contributed to eliminating extreme poverty and significantly reducing poverty, although disparities persist and employment remains low. While the poverty rate declined from 8.9% in 2007 to 4.2% in 2014, nearly 19% of the rural population are still living in poverty or are vulnerable. At around 47% in the second quarter of 2016, the employment rate is low and dropping, and the type of new jobs being created are generally informal and precarious. While overall unemployment has

remained broadly stable at around 9% in recent years, the rate among urban youth is much higher, increasing to 38.8% by June 2016. Regions are currently the highest administrative divisions in Morocco; since 2015 Morocco officially administers 12 regions which are subdivided into a total of 75 second-order administrative divisions, which are prefectures and provinces.

#### **KEY STATS:**

- The illiteracy rate in Morocco remains alarming. It is estimated at 32% of the population aged 10 and over.
- Government expenditure on education (% of GDP) is 5.3%.
- PISA results: Morocco is ranked 73rd in a ranking of school performances across 76 countries conducted by the Organization for Economic Co-Operation and Development (OECD) in 2015.
- About 56% of young people are enrolled in secondary education, and 11% are in higher education.

#### **OVERVIEW OF TECHNICAL AND VOCATIONAL EDUCATION SYSTEM:**

Education is still underdeveloped in Morocco. To address this, there has been a wave of reform since 2012 with a strong new focus on TVET as a way of addressing the needs of the high proportion of unemployed young people. Formal TVET programmes are offered at various stages of the Moroccan education system. Upon completing six years of compulsory primary education, students can take TVET specialisation programmes lasting a varied amount of time depending on the type of skills required. Qualification courses are available to students who have completed three years of junior education. Technical Diploma courses are available to those who have completed secondary education. At the secondary education level, students choose between attending general and vocational education programmes. Graduates can proceed to TVET programmes at the tertiary level, offered at public and private institutions, and include: Diploma programmes lasting two years; Advanced Diploma programmes lasting two years; and a four-year programme in higher professional education, culminating in a Diploma in Applied engineering.

#### **DRIVERS OF DEVOLUTION:**

Below, we examine the key drivers (political, institutional, economic, legal/administrative, and cultural) of devolution regarding the current governance of the TVET system in Morocco:

#### **POLITICAL:**

Developing human capital is regarded by the Government of Morocco as one of the main tools for modernising Moroccan society. Following increased demand for TVET programmes, the Government has developed a number of TVET related strategies since 2000. Specifically, both the National Strategy for Vocational Training (Stratégie Nationale de la Formation Professionnelle) for the period 2015-2021, and the Vocational Training Vision 2020 aim to increase access to TVET programmes and empower students to access the labour market. The new strategy includes the creation of Regional TVET Commissions to co-ordinate TVET activity, build collaboration, manage specific regional programmes and evaluate effectiveness. They are to be partnership bodies including employers, employer associations, universities, trade unions and government. The strategy includes a right to training for everyone throughout life, gives employers a place on all aspects of governance and emphasises the importance of advanced regionalisation, including the ability to make local decisions to support the labour market. The strategies also focus heavily on the importance of close cooperation between TVET

institutions and employers to determine the skills needed in different geographical areas of the country. Accordingly, the government involves employers in TVET planning and requests them to present forecasts for future needs. The strategies also aim to:

- Improving the TVET governance system;
- Developing links between the strategic and operational side of TVET;
- Enhancing the organisational, institutional and educational aspects of TVET;
- Encouraging links between industrial policies, public employment policies and vocational training
- Diversifying sources of funding and improving funding and distribution mechanisms.

Centrally, the TVET system in Morocco is regulated by the Ministry of National Education and Vocational Training (Ministère de l'Éducation Nationale et de la Formation Professionnelle) (MNEVT) and the Ministry of Labour and Social Affairs (Ministère de l'Emploi et des Affaires Sociales) (MEAS). The Vocational Training Department (Département de la Formation Professionnelle) (DFP) is responsible for defining and assessing, in consultation with other stakeholders, the direction of national TVET policy. The DFP brings together public institutions attached to various government departments, the National Office for Vocational Training and the Promotion of Work (L'Office de la Formation Professionnelle et de la Promotion du Travail) (OFPPT) and private operators. Other entities responsible for TVET include the National Jobs and Skills Promotion Agency (L'Agence Nationale de Promotion de l'Emploi et des Compétences) (ANAPEC), which has 50 branches and the Labour Department (43 branches).

The National Office for Vocational Training and Work Promotion (OFPPT) is responsible for organising and providing TVET programmes. It has financial autonomy and accommodates regional representatives from all DFPs. Other TVET providers include centres from the Ministry of Agriculture, the Tourism Department, the Maritime Fishing Department and the Small Trades and Crafts Department. OFPPT has strong endorsement from the King and operates with a high degree of independence, enjoying the benefit of funding through a training tax on employers. OFPPT has 400-500 centres across the country and trains over 300,000 people.

As of 2008 there are 1858 private TVET institutions in Morocco, representing approximately 79 percent of the total TVET institutions. Private TVET institutions are encouraged to cooperate with employers and enterprises and also offer TVET programmes in continuing education.

Social partners, such as employers and trade unions, provide feedback on Government TVET policy. For instance, different social partners have been involved in the Torino Process analysis on the impact of TVET reform in Morocco, whilst groups of employers also operate in specific sectors to develop LMI, identify needs and establish standards. Additionally, the informal TVET system plays a significant role in Morocco and casual and undeclared jobs are normally found in the domestic and commercial sectors.

#### **ECONOMIC:**

The TVET system in Morocco is funded by the Government, sponsors and donors, and private investors. The current budget for TVET is 0.5% of GDP. Public TVET is financed by the vocational training tax and state subsidies. Private TVET programmes are mainly financed by student fees.

#### **LEGAL/ADMINISTRATIVE:**

The TVET system in Morocco is underpinned by the following legal requirements:

- Law No 13 (2000) regulates the provision and accreditation of TVET by Private Vocational

- Training Establishments (EFPPs).
- Law 12 (2000) regulates the organisation of apprenticeship training. The Law defines apprenticeships as practical training conducted 80% through on-the-job training and 20% in general and technical education.
- The National Education and Training Charter, signed in December 1999, defines the aims of TVET as follows: (1) to satisfy the needs of industry; (2) to promote youth employment; and (3) to improve new prospects for employees. Specifically, Article 20 of the NETC stresses that TVET is a national priority. The Charter also addresses continuing education as a mean to meet companies' human resource needs and emphasises the need to strengthen companies' performance in the context of globalisation. The Charter recommends the establishment of a contractual continuing education system adapted to the specific characteristics of each professional field.
- Law 39-96 (1996) regulates alternance training in Morocco.
- Decree No 2.86.325 (1987) regulates the organisation of Vocational Training Establishments (Établissements de Formation Professionnelle) (EFP).

## **CULTURAL:**

There was a concern expressed at interview that TVET is seen by the public as a poor option in Morocco, only suitable for those unable to reach University entry. Quality is sometimes perceived as poor in public institutions and resources and curriculum are said to be outdated. Recent modernisation and reform is significant, but has reportedly been resisted by some Ministries where French culture has historically dominated. The education system has struggled because of a change of language from French to Arabic and now increasingly English. Universities continue to teach in French. Large numbers of more academic students leave Morocco to study in France, Canada and increasingly in the USA and UK.

## **CONCLUSIONS:**

TVET is moving in a positive direction with strong political support driving the recent reforms. There is a clear new strategy, an impetus toward devolution, (advanced regionalisation), including through the development of Regional TVET Commissions, and reform of governance, institutional capacity, curriculum and teaching. The Higher Council for Education, Training and Research is helping to improve coordination at the national level and with regions. Curriculum and teaching is still mainly traditional and there is a recognition of the need to improve trainer training. OFPPT is innovative and has recently been doing much to strengthen remote area training, improve employer links, create new sector based provision, such as in renewable energy, and raise the profile of TVET. There has apparently been a shift in the recognition of TVET by the public and courses are currently in high demand, allowing entry criteria to be raised. But problems remain according to interviewees, including the lack of a route between TVET and HE, cultural challenges related to language groups and continued problems of fragmentation at national Ministry level where Ministries such as Agriculture continue to separately manage TVET issues for their sectors.

## **CASE STUDY 3 – INDONESIA:**

### **COUNTRY CONTEXT:**

The largest economy in Southeast Asia, Indonesia – a diverse archipelago nation of more than 300 ethnic groups – has charted impressive economic growth since overcoming the Asian financial crisis of the late 1990s. Indonesia is divided into 34 provinces which are made up of regencies and cities, all of which have their own local governments and parliamentary bodies. Five provinces have special status: Aceh, Special Region of Yogyakarta, Papua, West Papua, and the Special Capital Region of Jakarta. The provinces are officially grouped into seven geographical units.

The country's gross national income per capita has steadily risen, from \$560 in the year 2000 to \$3,374 in 2015. Today, Indonesia is the world's fourth most populous nation (258 million), the world's 10th largest economy in terms of purchasing power parity, and a member of the G-20. An emerging middle-income country, Indonesia has made enormous gains in poverty reduction, cutting the poverty rate to more than half since 1999, to 11.2% in 2015. However, considerable challenges remain in achieving Indonesia's goals. A continued slump in demand for commodities has led to moderating GDP growth. Trade has slowed, as has expansion of fixed investment, and domestic consumption – long the main driver of growth – is also less buoyant. These developments have led to a slower pace of poverty reduction, with more than 28 million Indonesians still living below the poverty line. Another challenge is the slower pace of job creation. Employment growth is now slower than population growth.

### **KEY STATS:**

- Government expenditure on education (% of GDP) is 17.5%.
- PISA results; from 72 countries and economies reviewed every three years, Indonesia ranks 62nd, a slight improvement compared to 2013.
- Indonesia has a youth unemployment rate of around 22%.

### **OVERVIEW OF TECHNICAL AND VOCATIONAL EDUCATION SYSTEM:**

Indonesia is currently undergoing a transition period towards a knowledge economy and increased competitiveness, growth, and employment performance. Skills gaps are significant obstacles in this respect, and the country's government is investing more in the development of the nation's education and training system in order to close these gaps and to transform the Indonesian TVET system into one that provides demand-driven and practice-oriented programmes, aimed at improving employability and participation in lifelong learning. The Ministry of National Education that administers formal TVET has increased its investments and made TVET expansion a priority.

Upon successful completion of lower secondary school pupils may proceed to senior general secondary schools (SMA) or senior technical and vocational secondary schools (SMK), both offering 3-year programmes. Access to senior secondary education also depends on the results of an academic and psychological test. Technical and vocational education consists of 47 programmes in the following fields: technology and engineering; health; arts; craft and tourism; information and communication technologies; agro-business and agro-technology; and business management. A certificate is awarded upon completion of senior secondary school. Students also sit a national examination, and, if successful, they are awarded a national certificate which grants access to higher education.

Higher education in Indonesia is categorised into two types: public and private. The Ministry of National Education supervises both. By 2009 there were 2,975 institutions of higher education and more than 4.2 million students. Of these institutions, 3 percent were public, with 57.1 percent of the student enrolment,

and 97 percent were private, with 42.9 of the student enrolment. Higher education institutions in Indonesia fall under one of the following 5 types:

- Single-faculty academies, that provide instruction in only one field and mostly offer either applied science, engineering, or art studies and grant Diplomas and Certificates for technical-level courses at both public and private levels;
- Advanced schools, that offer academic and professional university-level education in one discipline;
- Polytechnics, that are attached to Universities and provide sub-degree junior technician training;
- Institutes, that provide education programmes in several fields of study by qualified faculty and are ranked at the same level as universities with the right to grant a degree; and
- Universities that offer training and higher education in different disciplines.

## **DRIVERS OF DEVOLUTION:**

Below, we examine the key drivers (political, institutional, economic, legal/administrative, and cultural) of devolution regarding the current governance of the TVET system in Indonesia:

### **POLITICAL:**

The 20-year National Development Plan of the previous administration, to December 2014, included significant educational reform proposals including the development of Community Colleges in specific localities. These have not happened. The new administration has a strong interest in science and technology, including the concept of Techno-parks. A decree on vocational education was issued in September 2016 including an MoU supporting partnership working to make vocational schools more dynamic. This initiative has been led by the Ministry of Research and HR on the supply side and the Ministry of Industry and Trade on the demand side, with GIZ support. GIZ are mainly working in the East Java province. The purpose of these reforms is to strengthen ministerial collaboration and iron out confusions in their respective roles and responsibilities, to actively engage employers in skills development and to build a competence based skills system including standards and a Sector Skills Council type model for the hospitality sector.

### **INSTITUTIONAL:**

Planning and implementation of educational services is conducted by the Ministry of Education and Culture (MOEC). The following units make up the structure of MOEC at the central level: the General Secretariat; the National Institute for Educational Research and Development; the General Expectorate; the General Directorate of Basic and Secondary Education; the General Directorate of Higher Education; the General Directorate of Non-formal and Informal Education; and the General Directorate for Quality Improvement of Teachers and Education Personnel.

Provincial offices of education established in each of the 34 provinces (as of June 2009) and district offices in 497 districts and municipalities represent MOEC at lower level. These offices manage, adapt and implement ministerial policies at the local level. Vocational schools have recently moved from local control at district level to provincial control to provide an opportunity for more coherent development of the system. They operate with a centrally prescribed curriculum, centralised teacher training and

development and with little flexibility to offer work experience or soft skills development. The concept of teaching practitioners is now being explored as teachers currently have academic rather than work or practical experience

Public Polytechnics are managed centrally and public Universities are also managed quite closely from the centre with little autonomy.

The Ministry of Manpower and Transmigration is responsible for the national training system that prepares citizens for the world of work. The National Agency for Professional Certification oversees issuing competence certificates.

Non-formal and informal TVET systems are also important in Indonesia and includes non-formal primary, junior secondary and senior secondary equivalent programmes, known as Pakets A, B and C. The Pakets are a part of so called equivalency programme that allows those who do not have access to formal education system to achieve formal qualifications. In addition to equivalency programmes, both private and public institutions offer short-term non-formal vocational training. This training focuses on preparing workers and trainees to enter the job market with specific, upgraded skills. Public non-formal vocational training providers (known as BLKs), that are under the responsibility of district governments, provide programmes for poor individuals who dropped out of primary or secondary school. There are 4 types of training offer by BLK:

- Institutional training (job training programmes which aim to increase the skills of job seekers);
- Non-institutional training (training programmes for people in remote areas organised through Mobile Training Units);
- Apprenticeship programmes; and
- Demand-based trainings (trainings based on the demand of industries).

#### **ECONOMIC:**

In accordance with the Law on National Education of 2003 the financing of education is the shared responsibility of the government, local government and community. Education expenditure excluding the salary of teachers is allocated at a minimum of 20% of the National Budget and a minimum of 20% of the Regional Budget. Salaries of teachers appointed by government and administration costs absorb the vast majority of this budget. However, while the MOF has consistently earmarked more than 20% of the annual National Budget towards education, the provinces do not contribute to the funds equally. For instance, in 2012 Jakarta and Central Kalimantan provinces allocated 22.51%, and 20% of their respective budgets towards education while North Maluku contributed just 4.7%.

Given the weaknesses in the public system, a number of employers have begun to establish their own privately funded “teaching company” initiatives at provincial level including polytechnics and skills institutions for an auto part manufacturer, for Toyota, a telecoms company and a major publisher. The concern is that these will teach a narrow range of non-transferable skills.

#### **LEGAL/ADMINISTRATIVE:**

The overall structure of the Indonesian education system including TVET is stated out in the National Education System Law, enacted in 2003. It describes all levels of education and the structure attached to each of them. It decrees that evaluation of educational institutions is undertaken in order to monitor and control the quality of education. Evaluation of learners’ achievement, of institutions and of educational programmes is conducted regularly by independent bodies. Accreditation of educational programmes and education institutions for formal and non-formal education is also an important part of quality assurance. The National Board of School Accreditation (BAN) and the National Accreditation

Board for Higher Education are agencies responsible for conducting accreditation. The Teacher Law of 2005 and its respective regulations provide for the organisation of teacher profession and its quality. It mandates that all teachers must complete certification process that requires them to have a four-year higher education degree by 2015. The teachers are certified in line with the standards developed by the National Standards Board (BSNP).

## **CULTURAL:**

Despite the Indonesian government's efforts to increase the number of SMKs and tertiary vocational institutions, demand for vocational education was reported as weak. According to interviewees, the low demand for vocational education can be attributed to the negative image of the TVET system. Parents in Indonesia apparently regard vocational school graduates negatively due to the low salaries, unclear career progression, and low academic capabilities compared to university graduates.

It is also important to note that Indonesia is a large and geographically diverse country with 5 provinces that have special status. Aceh has its own Islamic Sharia law. Yogyakarta has a Sultanate with special powers and classes itself as a region at provincial level, Papua and West Papua have been assimilated in to Indonesia relatively recently and protect their devolved powers, while Jakarta is a Special Capital Region with a particularly powerful governor. Additionally, as an archipelago with more than 17,000 islands, huge discrepancies exist in the availability and quality of education facilities between Indonesia's big cities and remote areas (CIA 2013). In the remote areas in the eastern part of Indonesia in particular, education facilities are underdeveloped. The long distances which students travel in order to reach their schools pose additional challenges to the vocational education system.

## **CONCLUSIONS:**

Governance of TVET in Indonesia has been shaped by an environment of active economic planning and reform at national level and a Ministry of Education that has retained a high level of centralised control in relation to curricula and teaching practice at vocational school, polytechnic and university level. Yet it also strongly reflects the cultural diversity and geographical fragmentation of the country by devolving the responsibility for managing the administration and delivery of vocational education to provincial level. It is interesting that only recently this responsibility has moved from district to provincial level to improve co-ordination and coherence.

Concerns were expressed at interview about the effectiveness of the TVET system, particularly:

- Low correspondence between the practical training and skills taught in TVET institutions and the demands of the labour market;
- A lack of teachers with a practitioner background in TVET institutions;
- A lack of meaningful LMI;
- Fragmented work on competence;
- Inadequate quality assurance;
- No systematic roadmap of the skills required by the country to meet the needs of the economy going forwards.

There is a sense for Indonesia that governance of TVET below national level is a necessity given the cultural and political climate in this geographically diverse and fragmented country. The pattern adopted, which combines top down reform and control of policy and curriculum with provincial management of delivery, is common.

## **CASE STUDY 4 – NIGERIA:**

## **COUNTRY CONTEXT:**

With a population of about 182 million people, Nigeria is the largest country in Africa and accounts for nearly 50% of West Africa's population. It is also the biggest oil exporter in Africa, with the largest natural gas reserves in the continent; nevertheless, much lower oil prices will continue to pose strong challenges for public finance at all levels of government and will also represent a major constraint on the ability of the new federal government to launch some of its ambitious programs. Accelerating the creation of productive jobs through private sector growth and improvements in education (skills) remains the major medium-term challenge. So far, the pace of job creation has been inadequate, leading to increasing frustration among underemployed Nigerian youth. Nigeria is divided into thirty-six states and one Federal Capital Territory, which are further sub-divided into 774 Local Government Areas (LGAs). In some contexts, the states are aggregated into six geopolitical zones. Lagos is the largest city in Africa, with a population of over 12 million in its urban area. In the North East, Boko Haram remains a threat, and millions of displaced persons require assistance. There has been major destruction of infrastructure along with the loss of lives and impoverishment in this region.

## **KEY STATS:**

- Youth unemployment is around 25%.
- Government expenditure on education (% of GDP) is 8%; the second largest priority in the budget.

## **OVERVIEW OF TECHNICAL AND VOCATIONAL EDUCATION SYSTEM:**

Education in Nigeria is the shared responsibility of the federal, state and local governments. The Federal Ministry of Education plays a dominant role in regulating the education sector, engaging in policy formation and ensuring quality control. However, the federal government is more directly involved with tertiary education than it is with school education, which is largely the responsibility of state (secondary) and local (primary) governments. The education sector is divided into three sub-sectors: basic (nine years), post-basic/senior secondary (three years), and tertiary (four to seven years, depending on the major or course of study). Education in Nigeria is provided by public and private institutions.

Post-basic education includes three years of senior secondary education in either an academic or technical stream. Continuing education options are provided through vocational and technical schools. The tertiary sector consists of a university sector and a non-university sector. The latter is composed of polytechnics, monotronics and colleges of education. The tertiary sector as a whole offers opportunities for undergraduate, graduate, vocational and technical education.

The main role of vocational education is to train low-level workforce, such as operatives, artisans, craftsmen and master craftsmen for commerce, industry, agriculture, and ancillary services. This sub-sector includes technical colleges and vocational enterprise institutions. The duration of the programmes offered by vocational training centres is between 1 and 3 years, depending on the vocation. The Government manages a network of federally controlled Universities, Polytechnics, Technical Colleges and Colleges of Education in each state. Others are controlled at state level or privately.

In order to address the numerous issues confronting the TVET sector, various initiatives have recently been implemented, mostly in collaboration with national and international development partners such as UNESCO, the World Bank, and the ECOWAS Commission. Access to TVET is being expanded, concurrently with advancement of skills acquisition through provision of opportunities for PPP, expansion of facilities and equipment and development of teachers/trainers, as well as enhancing social esteem of

the sector. Some of the initiatives include:

- Introduction of Innovation Enterprise Institutions IEs and Vocational Enterprise Institutions VEIs to intensify private sector engagement and improve the relevance of the training to the job market, while providing popular means of skilling and re-skilling workforce;
- Enhancement of Skills/Competence evaluation system by introducing National Vocational Qualifications Framework (NVQF);
- Upgrading of training equipment and facilities in institutions, such as the upgrade of science and engineering laboratory and workshop equipment in 51 polytechnics, with intensive hands-on training for lecturers and technologies in 2010-12; and
- Planned empowering of polytechnics to award their own degrees in their unique areas of core competence, so as to retain their essence, character and tradition.

## **DRIVERS OF DEVOLUTION:**

Below, we examine the key drivers (political, institutional, economic, legal/administrative, and cultural) of devolution regarding the current governance of the TVET system in Nigeria:

### **POLITICAL:**

Devolution is complex in Nigeria. Where State and Federal administrations are from the same party, progress has been possible, but where different, States can misunderstand the value of Federal initiatives and view them with suspicion. There is also a major problem of sustainability. Changes in administration can bring major changes in policy and funding which undermine sustainability. Priorities change when Governors change and there is no overall framework within which to embed and stabilise the TVET system.

There are currently various government reforms and initiatives aimed at improving the Nigerian educational system. These include the upgrade of some polytechnics and colleges of education to the status of degree-awarding institutions, the approval and accreditation of more private universities, and the dissemination of better education-related data, including the recently published Nigerian Educational Statistics.

A National Vocational Qualification Framework (NVQF) has been developed together with work to upgrade facilities, equipment and teacher capability in Polytechnics. The NVQF has been developed since 2010 by a national steering committee under the NBTE and with ILO support. This is a 6 level framework of qualifications supported by NOS development.

### **INSTITUTIONAL:**

Federal and State governments act as legislators and establish and manage in the sector of university, technological, professional and other post-primary education. The federal level authorities are responsible for policy, curriculum, inspections, examinations, the management of schools and federal technical colleges belong to senior secondary education level. The Federal government also bears responsibility over policy design, strategy and management of all federal-owned colleges of education, polytechnics and universities.

The Federal Ministry of Education is in charge of harmonising educational policies and procedures of all the states of the Federation. The Ministry consists of several units and the following departments: basic and secondary education (5 divisions); tertiary education (7 divisions); federal inspectorate service;

human resources; finance and accounting; procurement; and policy planning, education management and research.

The Federal Inspectorate Service performs a number of functions such as: designing monitoring and evaluation instruments for measuring education quality and ensuring linkages with the Nigerian Educational Research and Development Council, the faculties of education, institutes of education and other national and international bodies on development in curriculum content, delivery and pedagogy practices as they apply to secondary technical and vocational education.

The National Board for Technical Education (NBTE) exists under the authority of the Federal Ministry of Education and was established in 1977 with the purpose of handling all aspects of technical and vocational education falling outside of university education.

On TVET, there have been positive developments with support from the World Bank and UNESCO, including the introduction of Innovation Enterprise Institutions (IEIs) and Vocational Enterprise Institutions (VEIs) since 2008. VEIs and IEIs have mainly been developed in the S. West of Nigeria. It was not clear how well these have yet developed. They have not been formally evaluated.

There are no formal structures for employer engagement, but some larger businesses have their own training schools. Nestle has a mechanical/electrical programme which is open to young people, but without a job guarantee. Kellogg has its own school and Samsung run an entrepreneurial skills programme which is open to all. Apprenticeships are not structured. The BC is looking to support reform in this area through the Fast Forward dialogue with policy makers. Skills mismatch issues are growing as the economy develops and industry is concerned about the lack of collaboration with the TVET system and the lack of focus on matching demand and supply.

## **ECONOMIC:**

Funding is a real issue. Federal and State governments are aware of the challenges in TVET and are pressing for additional resources. But there is pressure following extensive strike action, for additional funding to go to HE rather than TVET and funding tends to be more generous in Federal level than State level schools. There is a reported “brain drain” of staff from polytechnics to universities. In this environment, private universities are said to be thriving with parents prepared to sacrifice their income to pay for the higher quality education they provide.

The Federal Ministry of Education funds universities, polytechnics, technical college, colleges of education, and secondary schools in every state of the country. The rest of the tertiary institutions are owned and funded by the state governments, whereas some secondary schools are owned and funded by state governments, communities and private organisations.

## **LEGAL/ADMINISTRATIVE:**

TVET legislation:

- The National Policy on Education implemented in 1977 and most recently revised in 2004 describes main priorities and ways to achieve them for all aspects of Nigerian education system.
- Decree 9 of 1977 establishes the National Board for Technical Education (NBTE), the main coordinating body for TVET in Nigeria.
- A number of decrees and acts regulate various aspects of education including TVET in Nigeria.
- Decree № 17 formally inaugurated in 1991 establishes the National Commission for Mass Literacy, Adult and Non-formal education.

- The Education National Minimum Standards and Establishment of Institutions Decree № 16 of 1985 together with the Constitution of 1999, empowers the Ministry of Education to ensure that minimum standards are established, maintained and constantly improved in all schools of the federation. The Federal Inspectorate Service (FIS) Department and other bodies of the Ministry bear the responsibility of ensuring uniformity of standards in schools and colleges.
- The same Decree № 16 vested the NBTE with the powers of maintenance of standards in Nigerian technical Institution. This power is exercised through a variety of quality assessment processes including visitations for Resource Inspection and Accreditation.
- The TRCN Decree № 31 establishes the Teachers Registration Council of Nigeria (TRCN), which became operational in June 2000.

## **CULTURAL:**

TVET is reported as carrying a poor reputation amongst the people of Nigeria who see it as a second choice if their children are not able to go to University, with concerns about funding, facilities, curriculum staff training and employability.

## **CONCLUSIONS:**

Nigerian TVET is faced with a number of challenges:

- The image of TVET despite the efforts of the government to change it;
- The lack of efficient educational monitoring and evaluation procedures;
- A lack of funding is preventing TVET system from coherent development;
- Teachers in Nigerian TVET are underestimated and there is a great lack of incentives provided for them;
- Rapid technological growth that is hard to keep up with, which results in challenges to the curricula taught in TVET programmes;
- A lack of employer engagement structures;
- A strongly established examination-oriented approach to curricula implementation.
- Devolution of TVET below national level is reportedly affected by political issues. Where there is political alignment between the federal and state government there is progress. Where differences occur, then suspicion and mistrust can undermine good intention in driving reform, remove the possibility of objective evaluation and leads to poor co-ordination and communications. Political issues have also tended to undermine sustainability as changes in administrations can bring big change in policy and funding.
- Despite this, Nigeria has pressed ahead with an encouraging process of reform, much of it led at sub national level such as IELs and VELs as well as establishing an NVQF and using external donor support to help update facilities, equipment, and trainer training capacity.

## **CASE STUDY 5 – SERBIA:**

### **COUNTRY CONTEXT:**

The Republic of Serbia is a country located at the crossroads of Central and Southeast Europe, covering the southern part of the Pannonian Plain and seen as part of the Western Balkans. Serbia has a population of just over 7 million, with a negative demographic growth rate of -0.45. Serbia is a unitary

state composed of municipalities/cities, districts, and two autonomous provinces. Excluding Kosovo, there are 138 municipalities (opštine) and 23 cities (gradovi), which form the basic units of local self-government. Officially, the Serbian unemployment rate is at 20.8%. The gap between supply and demand of a skilled workforce remains and Serbia's education system continues to produce a workforce that isn't well aligned to the needs of the economy. Consequently, the main features of the labour market are high unemployment of people with lower and intermediate education, and worryingly high long-term and youth unemployment that is above 50%. Serbia is an official candidate for membership of the European Union. Serbia is an upper-middle income economy, which has made the greatest progress in the region in terms of overall democratic, economic and governance transformation.

### **KEY STATS:**

- Just over a quarter of Serbia's population is living below the poverty line (25.4%).
- Government expenditure on education (% of GDP) is 9.6%

### **OVERVIEW OF TECHNICAL AND VOCATIONAL EDUCATION SYSTEM:**

Countries in the Western Balkans, except for Albania, have highly centralised education systems based on the model of the previous Yugoslavia. There is an increasing focus on building TVET systems across the region that are more responsive to employer needs and to modernise the vocational school system as part of pre-accession talks relating to EU membership.

Vocational Schools are at the core of the TVET system in Serbia. These schools are local and provide 3 and 4 year programmes to young people from the age of 14. They are typically underfunded, have poor facilities, and teach curricula that is theoretical with only very limited opportunity for work experience with employers. Employer engagement is very limited and employers complain that young people do not have the employability skills they need. It should also be noted that employer demand is low, particularly outside the main towns and cities, making it difficult for schools to engage with them.

Secondary education in Serbia is not compulsory and generally lasts for 4 years. Secondary schools (srednja škola) in Serbia are of following types:

- **Gymnasiums (gimnazija):** This type of secondary school provides general and professional education. Studies at gymnasiums last for 4 years. Upon successful completion of the gymnasium studies, students are awarded a high school diploma.
- **Secondary vocational education:** Secondary vocational education is offered by vocational schools. These schools provide education in specific fields and upon successful completion of the course, a vocational qualification is awarded.
- **Secondary arts schools.** The secondary arts schools provide education in the artistic field-visual art, music and ballet. Upon successful completion of the course, Arts secondary school qualification is awarded.

### **DRIVERS OF DEVOLUTION:**

Below, we examine the key drivers (political, institutional, economic, legal/administrative, and cultural) of devolution regarding the current governance of the TVET system in Serbia:

## **POLITICAL:**

The British Council has recently led a number of initiatives to support schools to engage more effectively with employers, to build Sector Skills Councils in Macedonia and Serbia, to create standards and national vocational qualification systems based on UK and European models and to work with other donor agencies on TVET modernisation. But, progress with reform is slow and there is no tradition of decentralisation below National level.

The Government is strongly interested in the dual- system model and is working with GIZ, Austria and Switzerland on implementation. The local British Council view on this is that a top down delivery model has been adopted and that the structure is rather inflexible compared with the approach which the UK has been encouraging.

Serbia is described as becoming more centralised rather than encouraging devolution. There are 147 local municipalities that have an education secretary with primary focus on pre-school education. Curriculum for primary and secondary schools is approved and developed nationally. Head teachers of 450 secondary schools are appointed by the Ministry of Education.

## **INSTITUTIONAL:**

The Ministry of Education, Science and Technological Development of Serbia is responsible for the education system of Serbia. The Ministry administers the preschool, primary, secondary, and higher education system in Serbia. Also, it promotes scientific and technological research.

Quality Assurance is through two National Institutes for the Improvement of Education which were reported as having overlapping responsibilities.

The Serbian and wider Western Balkans system is characterised by the split between public and private institutions. Private institutions are regulated by a requirement to teach the national curriculum, but they can go further, for example by offering the International Baccalaureate.

Universities are entirely independent with their own degree awarding powers and considerable flexibility. They are co-ordinated in Serbia by the National Council for Higher Education.

## **ECONOMIC:**

Serbia, like the rest of the Western Balkans suffered economically as a result of the conflicts of the 1990s when much manufacturing industry collapsed and subsequently by not yet achieving entry in to the EU. As an accession country, it does receive substantial aid to support TVET reform, but economic growth has been a challenge and the service sector is underdeveloped. The pace of change has been relatively slow.

TVET is not incentivised to reform or build employer engagement. Teacher salaries are paid centrally as are all the costs associated with curriculum development by the national TVET development agency and teacher development which is managed through a central catalogue of courses. Schools negotiate their budget with the Ministry of Education. They operate on a cost based approach, related to salary and other expenses. Salaries are very low by EU standards with many teachers undertaking more than one job to make a living. Schools are not encouraged to generate income from their activities and if they do they can find it leads to a reduction in their government grant. It is an economic model that has led to poorly funded and under-equipped schools with little incentive to modernise or seek employer funding.

## **LEGAL/ADMINISTRATIVE:**

The legal framework for vocational education is tightly defined, setting out in detail what schools must do. This tends to limit the flexibility head teachers feel they have, to innovate and develop their vocational schools. Some strong leaders are pushing these boundaries, recognising the law only defines what they have to do, not what they can do. But, leadership is an issue and the bureaucracy associated with centralised budgeting is claimed to restrict freedom of action.

## **CULTURAL:**

Serbia is a country which in many ways is dominated by its largest city, Belgrade. This is a bustling metropolis with relatively higher growth than the rest of the country, due to increasing Russian, Balkan and Middle Eastern tourism and international convention business. It has stronger TVET institutions than in rural areas including links to employers in the tourism and hotel sector. Elsewhere, jobs are scarce and TVET struggles to make links to industry. Young people tend to go to their nearest vocational school rather than the one that provides the specific sectoral skills they are interested in. TVET is seen as a second choice and of low quality. Pupils tend to be poorly motivated and relatively few young people go on to work in the vocation they have studied.

## **CONCLUSIONS:**

The Western Balkans has a tradition of centralised leadership and there is reportedly limited priority given to devolution. The impact of the conflicts of the 1990s and remaining outside the EU have held back the economy and, despite positive recent work by the British Council and other donor agencies, TVET is not a pathway of choice for many young people. Government is now beginning to debate the merits of giving vocational schools more autonomy and flexibility to invest in their staff, build partnerships with employers and generate income from their services. But it was felt that this was not a high priority in the current political climate.

## Annex 2: Devolution of the UK's TVET system using functional model:

Factor	Level of devolution	Influences	Lessons from UK experience
<b>Policy</b>	<ul style="list-style-type: none"> <li>Devolved to national level (Devolved Administrations).</li> <li>Some LEP engagement in England but central control.</li> </ul>	<ul style="list-style-type: none"> <li>Political drivers have been accelerated by:</li> <li>Devo-max in Scotland (post 2014 referendum)</li> <li>Northern Powerhouse and big cities</li> </ul>	<ul style="list-style-type: none"> <li>Variation around broadly similar models of TVET across the UK – provides valuable flexibility.</li> </ul>
<b>Standards</b>	<ul style="list-style-type: none"> <li>Devolved to Devolved Administrations; different models emerging.</li> <li>English model is employer-led Trailblazers vs NOS elsewhere in UK</li> <li>New Institute for Apprenticeships in England to manage apprenticeship standards</li> </ul>	<ul style="list-style-type: none"> <li>Political and administrative influence</li> <li>Business/ industry influence</li> </ul>	<ul style="list-style-type: none"> <li>Value of keeping simple outcome focused standards.</li> <li>Value of strong employer voice – SSCs.</li> <li>Need to avoid fragmenting standards</li> </ul>
<b>Curriculum and qualifications</b>	<ul style="list-style-type: none"> <li>Currently a market based approach with devolution to over 100 Awarding Bodies</li> <li>Strong national bodies undertaking quality assurance</li> <li>New IFA in England / skills plan.</li> </ul>	<ul style="list-style-type: none"> <li>Political factors backed by legislation and new institutional structure</li> </ul>	<ul style="list-style-type: none"> <li>Bold step to change to '15 routes', removing competition in pursuit of simplicity and coherence.</li> </ul>
<b>Quality assurance of delivery</b>	<ul style="list-style-type: none"> <li>National agencies with degree of autonomy.</li> </ul>	<ul style="list-style-type: none"> <li>Importance of NGOs in the UK</li> </ul>	<ul style="list-style-type: none"> <li>Importance of strong/independent agencies with real expertise and credibility.</li> </ul>
<b>Evaluation</b>	<ul style="list-style-type: none"> <li>Largely undertaken at national level</li> <li>UKCES used to have a role</li> <li>Some LEP involvement and use of external agencies/figureheads.</li> </ul>	<ul style="list-style-type: none"> <li>Economic (cost saving)</li> </ul>	<ul style="list-style-type: none"> <li>Independent institutions add value</li> </ul>
<b>Funding / contracting and monitoring</b>	<ul style="list-style-type: none"> <li>England is a variable story:</li> <li>LEPs have had marginal devolution since 2010.</li> <li>Since 2017, digital platform has been developed to manage apprenticeships.</li> </ul>	<ul style="list-style-type: none"> <li>Political</li> <li>Economic (cost saving)</li> <li>Impact at institutional level – constant change</li> </ul>	<ul style="list-style-type: none"> <li>There is no 'correct' way;</li> <li>Loose/tight issues</li> <li>Cost implications of local administration</li> <li>Full devolution carries risks.</li> </ul>
<b>Delivery</b>	<ul style="list-style-type: none"> <li>Private and public market for FE Colleges</li> <li>Colleges have had a high degree of autonomy since 2010 – but within clear financial and quality boundaries</li> <li>Area-based review – pressure for colleges to merge.</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>

## Annex 3: The Brief from the British Council

### Purpose, aims and audience:

The overall purpose of the research is to review the different ways in which Technical and Vocational Education and Training (TVET) governance and planning are devolved to sub-national levels, and to inform debate about the benefits and challenges associated with different types and levels of devolution in different country contexts. The research also examines to what extent the UK experience might be useful in supporting the reform agendas in countries where the British Council works and what lessons the UK might learn from the experience of these countries.

The more detailed aims of the research were to:

- Define different models and aspects of devolution in terms of governance and planning of TVET. This could consider geographic, systemic, and/or institutional models;
  - Identify benefits and challenges associated with these different models and the relevance of any country context;
  - Examine to what extent the UK experience might be useful in supporting the reform agendas in countries where the British Council works and what lessons the UK might learn from the experience of other countries.
- It is intended that this research will inform debate amongst:
- national policy-makers about the aspects of TVET governance and planning that can be devolved to sub-national levels and the benefits/challenges associated with such approaches;
  - institutions about the extent to which they can work in a devolved structure and the extent to which they are able to meet the demands placed on them;
  - international organisations and national governments about the benefits of TVET devolution and its usefulness in supporting a TVET reform agenda

### Context:

In 2016, the British Council commissioned a small desk research project to examine the question of which Ministry should lead skills development. Amongst other things, it raised the issue of the relationship between central and local structures and policy. This is a topical theme both in the UK and abroad.

In the countries where the British Council works, they had noticed an increasing focus on decentralisation of TVET.

In the UK, national devolution has led to an increasingly divergent TVET system across England, Scotland, Northern Ireland, and Wales. Within nations, particularly England, historically there have been many different approaches to planning TVET and the extent of decentralisation and the models used have varied considerably.

To further understand these issues, the British Council asked us to examine the extent to which five countries TVET systems were devolved to sub-national levels, and to develop an analytical framework to explore the benefits and challenges associated with each countries model.

### Methodology:

- Desk research: To gain a detailed understanding of the way in which TVET systems work in each of the selected countries. This knowledge allowed us to ask pertinent questions during the primary research phase and to begin defining different models and aspects of devolution in terms of governance and planning of TVET in different countries.
- Primary research (stakeholder interviews): Having conducted the desk research, we conducted detailed interviews with stakeholders in each of the five countries. These interviews provided a more nuanced understanding of how the TVET system is structured / governed in each country. The stakeholders we interviewed all had a helpful understanding of the respective countries and could provide contextualised information for us to use in the report. This was particularly useful in understanding the benefits and challenges associated

- with these different models and the relevance of each countries wider context.
- Creating an analytical framework: To better understand the findings from both research phases, we created an analytical framework, developed around five key drivers of devolution. This enabled us to examine the strengths and weaknesses of each countries TVET system in a comprehensive way and then to draw conclusions and recommendations based on this analysis we undertook.

#### Annex 4: List of interviewees

This annex provides a list of people that were interviewed in conducting the primary research, including which country they were associated with.

PERSON	ORGANISATION	COUNTRY
Sarah Parvez	British Council	Pakistan
Mike Hanson	Consultant	Pakistan
Ali Mouzouni	British Council	Morocco
Chinendum Adebomi	British Council	Nigeria
Aleksandar Borisavljevic	British Council	Serbia
Grenti Paramitha	British Council	Indonesia
Jane Rexworthy	People 1 <sup>st</sup>	Pakistan

#### Annex 5: Abbreviations

<b>DA:</b>	Devolved Administration
<b>ECOWAS:</b>	Economic Community of Western African States
<b>ETF:</b>	European Training Federation
<b>EFA:</b>	Education Funding Agency
<b>FE:</b>	Further Education
<b>GIZ:</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit (English: German Corporation for International Cooperation)
<b>HE:</b>	Higher Education
<b>LEP:</b>	Local Enterprise Partnership
<b>LMI:</b>	Labour Market Information
<b>LSC:</b>	Learning and Skills Council
<b>MOU:</b>	Memorandum of understanding
<b>NAVTTTC:</b>	National Vocational and Technical Training Commission
<b>NVQF:</b>	National Vocational Qualifications Framework
<b>OECD:</b>	Organisation for Economic Cooperation and Development
<b>PISA:</b>	Programme for International Student Assessment
<b>SFA:</b>	Skills Funding Agency
<b>SMK:</b>	Sekolah Menengah Kejuruan (English: vocational/pre-professional high school)
<b>TEC:</b>	Training and Enterprise Councils
<b>TEVTA:</b>	Technical Education and Vocational Training Association
<b>TVET:</b>	Technical and Vocational Education and Training

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<sup>i</sup> AoC briefing paper, Ewart Keep, Devolution of Skills policy and funding- some practical issues. November 2014

<sup>ii</sup> [http://www.efp.europa.eu/web.nsf/pages/Governance\\_of\\_education\\_and\\_training\\_systems](http://www.efp.europa.eu/web.nsf/pages/Governance_of_education_and_training_systems)

<sup>iii</sup> Ewart Keep, SKOPE, "The long- term implications of devolution and localism for FE in England", 2016

<sup>iv</sup> <http://www.nytimes.com/books/98/04/19/reviews/980419.19graylt.html>

[https://en.wikipedia.org/wiki/Seeing\\_Like\\_a\\_State](https://en.wikipedia.org/wiki/Seeing_Like_a_State)

<sup>v</sup> Mike Hanson, "Federal and Provincial Mandates for Skills Policy Formulation and Coordination. A study for the World Bank", 2015

<sup>vi</sup> "Skills for current and future jobs in the Bahamas", IDB, 2016.

<http://www.iadb.org/en/news/news-releases/2016-11-02/skills-for-current-and-future-jobs-in-the-bahamas,11625.html>