Skills and Workforce Ministerial Council

Training Package Organising Framework

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SECTION 1: INTRODUCTION

Ministerial Statement

Australian vocational education and training (VET) supports life-long learning, and the development of practical and highly technical skills industry and employers need now and in the future. The Australian VET system is more important now than ever before. Ensuring the VET system continues to deliver world-class skills, promotes labour mobility, and works well for all users—including learners, employers, and industry—will be critical to supporting economic resilience and growth, now and into the future.

In June 2023, the Skills and Workforce Ministerial Council noted that reforming VET qualifications is key to supporting workforce development and a stronger, more resilient and productive economy. Skills Ministers recommitted to important reform, agreeing to a VET qualification system which:

- is high-performing, easy to navigate, and meets the needs of employers and learners now and into the future.
- supports innovation and excellence in training delivery and assessment.
- supports safety and quality in training outcomes.
- delivers an adaptable skilled workforce resilient to structural changes; and
- supports more employers to use nationally recognised training.

Skills Ministers want VET to be known as the sector of opportunity, where Australians from all backgrounds are supported to build their knowledge and skills, to get decent jobs and careers and to benefit from the changing economy. VET is valued and seen as a desirable pathway. VET graduates are known for the productivity, capability and innovation they bring to industries, employers and the community. VET training is practical, engaging and enables knowledge progression.

Australia's VET qualifications aim to improve VET graduate pathways, lift participation in VET, contribute to social inclusion, and help to create a more reputable and stronger VET system overall. Australia's qualifications system is tripartite led and allows for approaches that suit industries and support delivery suited to local circumstances, and improve resource efficiency of the qualifications development process.

To achieve this vision VET training package products are:

- **User-centric**, ensuring the needs of learners, industry, trainers and assessors, training providers and regulators are met through genuine and balanced engagement with stakeholders, supporting relevant, transferable skills and labour market mobility across industries, sectors and occupations.

- **Anchored in good design**, use simple, concise language and clearly articulate requirements. System-wide reforms will see the reduction of over-prescription, duplication, and narrow specificity in training package products, supporting skills transferability and recognition of prior learning. Development and provision of industry-specific, cross-sector and foundation skills will enable learners to realise their individual learning potential, promote lifelong learning, and facilitate better VET, higher education, employment and career pathways.

- **Support quality delivery and assessment** through implementation planning so that content is teachable and flexible, and trainers and assessors can innovate and deliver effectively, supporting excellence in trainer and assessor practice. To reap the benefits of these new arrangements, training package products will be flexible to reduce churn and enable Registered Training Organisations (RTOs) to deliver innovative, high-quality training that is responsive to local needs.
- **Align with related policy**—especially with the Australian Qualifications Framework (AQF) and Standards for RTOs—to deliver timely, industry-relevant and future-orientated skills, knowledge and that empowers each graduate's application of their training, and boost employability outcomes. VET qualification reform contributes to system-wide reforms to promote quality and a focus on continuous improvement, rather than on narrow compliance.

The reform work recognises the importance of full qualifications and the learner's journey through well-structured courses, while recognising the role that skill sets and individual units play in providing learners with targeted skills and knowledge to support educational and career pathways.

A tripartite process has brought together key stakeholders to develop a new differentiated system for VET qualifications to preserve qualifications that are working well while enabling new qualification models to serve different purposes. The new system moves from a 'one size fits all' approach to designing qualifications, to designing qualifications for their purpose (see Qualifications Development Quality Principles).

Ministers expect the strengths of the VET sector to be preserved when industry considers the options available in the new, differentiated approach to qualification design. In particular, Ministers expect industry to use historically successful approaches for protecting the integrity and existing strengths of the trades and licensing requirements, and for protecting worker safety. The new approaches will be useful for those sectors that need them.

New industry engagement arrangements commenced from 1 January 2023, which place industry and learners at the centre of the VET system, and ensure training package product development is more timely, less bureaucratic and less complex while delivering on national and local skills needs.

The Training Package Organising Framework

The implementation and success of the VET reforms is underpinned by training package product development rules, owned by Skills Ministers, that are reviewed regularly to ensure they remain fit for-purpose.

These rules, referred to as the Training Package Organising Framework (TPOF) embeds the new, purpose-driven approach to qualification design. At the same time, the following documents were brought together into a single document: the Training Package Products Development and Endorsement Process Policy (TPPDEPP), Training Package Products Policy (TPPP) and the Standards for Training Packages.

The TPOF sets out the:

- **Product Requirements** – setting the overarching design and development requirements of training package products for endorsement by Skills Ministers and outlining the design rules that must be adhered to when developing or modifying a training package product; and
- **Process Requirements** – outlining the process for developing and seeking the endorsement of nationally recognised training package products.

Training Package developers must comply with all aspects of the TPOF when they develop and update training package products.

This document should be read together with any guidance material.

Key entities in the training package product development and endorsement process

Commonwealth, State and Territory Skills Ministers

Skills Ministers comprise Commonwealth, state and territory ministers with portfolio responsibility for skills and training.

Skills Ministers can hold a Skills Ministers' Meeting, which also acts as the Ministerial Council for the purposes of section 3 of the *National Vocational Education and Training Regulator Act 2011*, to set the training product rules through the TPOF, and to endorse training products.

Skills Ministers are supported by the Skills Senior Officials' Network (SSON), comprising senior Commonwealth, state and territory officials from government departments responsible for skills and training policy.

Jobs and Skills Councils

Jobs and Skills Councils are industry owned and led entities that are funded by the Commonwealth to:

- Undertake workforce planning to identify, forecast and respond to current and emerging skills needs and workforce challenges of their industries
- Develop training package products that improve the quality, speed to market and responsiveness of training package products, including piloting emerging products and testing new approaches to meet industry needs
- Support RTOs to ensure training delivery meets employer needs, career pathways are mapped and promoted, and the impact of delivery is monitored
- Provide strategic advice on skills and workforce needs and the effectiveness of VET system policies and standards.

Jobs and Skills Council performance will be managed by the Commonwealth Government department responsible for skills and training. Shared stewardship of the national VET system requires the national Jobs and Skills Councils to collaborate with relevant stakeholders including government authorities.

The Assurance Body

The Assurance Body has responsibility for:

- Assessing training package product submissions against the TPOF
- Assessing draft proposed new and/or updated training package products against the TPOF
- Making recommendations to Skills Ministers about whether proposed training package products should be endorsed
- Educating, engaging and consulting with Jobs and Skills Councils about training package products and the training package product development and endorsement process.

Qualification Development Quality Principles

A differentiated approach to qualification development

A purpose-driven, principles-based qualification system enables training package products to be designed in different ways to meet the diverse needs of Australia's VET system and acknowledges the different purposes of training, including for new labour market entrants, individuals looking to upskill, and individuals looking to reskill.

All Qualification Development Quality Principles must be applied to all new and updated training package qualifications; however, the extent to which each principle affects the design of a qualification may vary, depending on the purpose of that qualification.

Understanding the purpose of a qualification supports a shared understanding of how qualification design principles are applied. For example:

- Qualifications designed and primarily used for a specific occupation may require a higher level of specificity, e.g. for safety or the integrity of the trades
- Qualifications that prepare learners for multiple, related occupations will consider skill similarity and transferability, with reduction of product duplication and specification where possible, while retaining industry relevance
- Qualifications designed to support pathways, and applied learning may be focused on cross-sectoral and foundation skills units and have a stronger emphasis on reducing product duplication and specification.

Depending on the purpose of a qualification and its characteristics, it is anticipated that qualifications will have an appropriate combination of units that together deliver the competencies and/or learning outcomes to meet the purpose of a particular qualification.

There are several characteristics that may influence qualification design, such as licensing or regulatory requirements, the need for highly technical skills and knowledge, or reference to specific training package products in industrial awards. Where these characteristics are identified, a higher degree of specificity or prescription may be required in qualifications and/or units of competency.

Jobs and Skills Councils will need to consider relevant evidence and data, together with design characteristics and the purposes of training when applying the Qualification Development Quality Principles to their training package product development work.

Qualification Development Quality Principles

The Qualification Development Quality Principles ('the principles') provide guidance and set out the requirements of training package products and their role in meeting the needs of industry, employers, learners and the economy.

The principles have been mapped to key features to provide guidance to Jobs and Skills Councils in developing high quality training package products. The guidance provided to help Jobs and Skills Councils demonstrate with defensible evidence that they have met the requirements of each principle are indicative, and not intended to be limiting.

Principle 1: Qualifications and Units of Competency are informed by learners' needs and aspirations, enabling individuals to adapt to changing job roles and workplaces and transition across occupations and industries.

Key Features	Guidance on evidence that meets this principle
1. Qualifications support learners to realise their individual learning potential and promote lifelong learning	• Training package product design is informed by workforce planning and complemented by data analysis of occupational flows and skills similarity. • Training package product design is supported by engagement with stakeholders. • Consultation logs demonstrating engagement with other Jobs and Skills Councils on cross-sector issues. • Companion Volume Implementation Guide which includes Pathways information.
2. Qualifications support the diversity of learners' needs and aspirations	• Training package product developers can articulate an understanding of learner aspirations. • Training package product design enables multiple exit and entry points for learners to be considered, and for pre-requisites to be minimised. • An assessment has been undertaken that demonstrates that a training package product meets anti-discrimination legislation and associated standards and regulations including the *Disability Standards for Education 2005.* • Access and equity information is included in the 'Implementation information' section of the Companion Volume Implementation Guide and includes guidance and recommendations to enable reasonable adjustments in implementation.

Principle 2: Qualifications and Units of Competency are informed by industry needs and describe industry-relevant and future-oriented knowledge and skills that are adaptable to structural change.

Key Features	Guidance on evidence that meets this principle
3. Training package products are driven by industry need	*Consistent with JSC workforce plans:* • Annual Training Product Development Plan showing the proposed training package product update. • If not in the Annual Training Product Development Plan, a justification of unforeseen or urgent need. • Evidence of appropriate national stakeholder feedback and corresponding actions, broad consensus or justification when consensus is not reached.
4. Training package products reflect broad stakeholder consensus	• A log of stakeholder feedback and responses or changes made in response to this feedback. • Evidence of broad stakeholder consensus in the consultation logs. • Justification where broad stakeholder consensus is not reached on issues.
5. Training package products are responsive to government policy	• Training package products respond appropriately to the priorities of Skills Ministers to rationalise and streamline training packages.

Principle 3: The Application of Skills and Knowledge are considered in the design of Qualifications and Units of Competency, providing coherent knowledge progression within qualifications, facilitating mobility within and across industries, and between educational organisations and systems, as appropriate.

Key Features	Guidance on evidence that meets this principle
6. Qualification design considers knowledge progression, including required level of foundational skills, so that learners can acquire knowledge and skills in a logical sequence to maximise their learning outcomes	• RTOs and educational experts have been consulted in the development of training package products, including through membership on the technical committee and through stakeholder consultation. • Feedback from stakeholder consultations on foundational skills and knowledge progression has been considered and appropriately actioned.

Key Features	Guidance on evidence that meets this principle
7. Qualification design supports learner transition between education sectors	• Provide evidence that pathways from entry and preparatory level training package products facilitate movement between schools and VET. • Provide evidence that pathways between VET and higher education qualifications have been considered and maximise credit and articulation for learners where possible. • Accurately populate the Credit Arrangements Template (where applicable) and provide pathways advice in the 'Implementation information' section of the Companion Volume Implementation Guide.
8. The Application of Skill and Knowledge reflects the purpose of the qualification	• Knowledge and skills are clearly identified in the *Skills and Knowledge* fields of the Unit of Competency template and explicitly linked to associated assessment requirements. • The *Qualification Description* field of the Qualification template includes a high-level description of the application of skills and knowledge.
9. Qualifications support transferability across occupations and industries	• Training package product design is informed by workforce planning and supported by data analyses of occupational flows and skills similarity. • Training package product design is supported by engagement with stakeholders, including on transferable skills and recognition of prior learning. • Qualifications, where possible, serve occupations with similar skill requirements and labour market dynamics and use specialisations if needed rather than stand-alone qualifications.

Principle 4: Qualifications include an appropriate mix of technical and broader skills, including foundation, cognitive, interpersonal and intrapersonal skills.

Key Features	Guidance on evidence that meets this principle
10. Foundation skills are clearly identified	• Foundation skill requirements are clearly articulated within the Qualification or Skill Set template or where applicable, in the Unit of Competency. • Guidance on Foundation Skills at the unit level is included in the Companion Volume Implementation Guide.

Principle 5: Data and evidence underpin decisions relating to the development, update or maintenance of Qualifications and Units of Competency.

Key Features	Guidance on evidence that meets this principle
11. Training package products are fit-for-purpose and valued	Jobs and Skills Councils provide clear evidence that a training package product is required, including: • Evidence of broad consensus and support in consultation logs. • Feedback from stakeholder consultations has been considered and responded to.

Principle 6: New or amended Qualifications and Units of Competency do not substantially duplicate other existing training package products, except where a higher level of detail is required for licencing, high-risk, safety or regulatory reasons.

Key Features	Guidance on evidence that meets this principle
12. Qualifications are differentiated and do not duplicate existing training package products	• Analysis of existing training package products to identify any potential overlap. • Existing products are used where possible, or justification provided where they are determined to be not suitable.
13. Units of Competency are designed to serve multiple occupations with similar skill requirements where possible	• A process has been undertaken to identify occupations with similar skill requirements, including occupational flow and skill similarity analysis. • Consultation logs demonstrating engagement with, and support from industries with related occupations or similar skill needs.
14. Units of Competency include the necessary level of detail to ensure that licencing, high-risk and safety, or regulatory requirements are met.	• Consultation logs demonstrating engagement with, and support from, relevant licencing and industry regulatory bodies. • Regulatory and licencing requirements are clearly specified.

Principle 7: Qualifications and Units of Competency are designed with an appropriate level of specificity that allows for flexible training and assessment, and minimises the need for frequent updates, except where a higher level of detail is required for licencing, high-risk, safety or regulatory reasons.

Key Features	Guidance on evidence that meets this principle
15. Units of Competency include the minimum level of prescriptive detail necessary to enable quality training and assessment	• RTOs and educational experts have been meaningfully engaged in the design and development of training package products. • Rationale for inclusion of prescriptive requirements, including assessment requirements, supported by appropriate evidence.

SECTION 2: PRODUCT REQUIREMENTS

Training packages must specify the knowledge and skills required by individuals to perform effectively in the workplace, known as 'competencies' and expressed in units of competency. Training packages also detail how units of competency can be packaged into nationally recognised qualifications that align with the AQF and into industry defined Skill Sets.

Competency is defined as the consistent application of knowledge and skill to the standard of performance required in the workplace. It embodies the ability to transfer and apply skills and knowledge to new situations and environments.

Competency covers all aspects of workplace performance and involves performing functions; responding to contingencies or breakdowns; and, dealing with the responsibilities of the workplace, including working with others. Workplace competency requires the ability to apply relevant skills, knowledge and attitudes consistently over time and in the required workplace situations, environments and conditions. In line with this concept of competency, training packages focus on what is expected of a competent individual in the workplace as an outcome of learning, rather than focussing on the learning process itself.

Training packages consist of the following nationally endorsed training package products, which are:

- units of competency
- qualifications aligned to the AQF.

Training packages also consist of the following non-endorsed training package product components:

- skill sets
- companion volumes including a companion volume implementation guide.

To support consistent interpretation and implementation of training package products, Jobs and Skills Councils must, when developing their training package products:

- Use simple, concise language and clearly articulate requirements
- Use the following templates as required:
    - Unit of Competency:
        - Application, Elements and Performance Criteria template, **Appendix A,** or
        - Application of Skills and Knowledge template, **Appendix B**
    - Qualification template, **Appendix C**
    - Credit Arrangements template, **Appendix D**
    - Companion Volume Implementation Guide template, **Appendix E.** Note: Jobs and Skills Councils may elect to provide additional material including framework curriculum to meet learner and industry needs
    - Skill Set template, **Appendix F**
- Comply with relevant policies and frameworks including the Australian Qualifications Framework and National Register of VET (training.gov.au) requirements
- Consider implementation arrangements including transition periods.

Training Packages

1.1 Training Packages – coding and titling

1.1.1 Each training package must be identified by a three alpha character code followed by a unique and concise title reflecting the industry covered.

1.1.2 The words 'Australian' or 'National' must not be used in the title.

1.2 Training Packages – foundation skills

1.2.1 Foundation skills must be explicit and recognisable within the training package.

1.2.2 Foundation skills in training packages must reflect, and not exceed, the foundation skills required in the workplace.

1.2.3 Foundation skill requirements must be stated in the 'Foundation Skills' field in the qualification and/or Skill Set template. Where a specialisation stream, group of electives or a specific elective require a higher level of foundation skills, this must be explicitly stated.

1.3 Training Packages – cross-sector units

1.3.1 Cross-sector units address common knowledge and skill needs across industries, support occupational mobility, and minimise the duplication of units within the training system.

1.3.2 Cross-sector units must be developed in accordance with the unit of competency requirements.

1.3.3 Cross-sector units must cover a range of functions relevant to the workplace and be appropriate to cross industry application.

1.4 Training Packages – access and equity

1.4.1 Training package developers in preparing training package products must meet their obligations under Commonwealth anti-discrimination legislation and associated standards and regulations.

1.4.2 Training packages must be flexible, and the Companion Volume Implementation Guide must provide guidance and recommendations to enable reasonable adjustments in implementation.

Units of Competency

2.1 Units of Competency

2.1.1 Units of competency are the smallest component of training that is nationally recognised.

2.1.2 Units of competency must specify knowledge and skill and the application of that knowledge and skill to the standard of performance required in the workplace.

2.2 Units of Competency – specifying requirements

2.2.1 Each unit of competency must describe the essential skills and knowledge required for competent performance and understanding.

- knowledge refers to what a learner knows and understands upon successful completion, and can be described in terms of depth, breadth, kinds of knowledge and complexity.

- skills refer to what a learner can do upon successful completion. They can be described in terms of kinds and complexity and include cognitive skills, technical skills, communication skills, creative skills, interpersonal skills and generic skills.

2.2.2 Units of competency must be developed using either one of the Unit of Competency templates: Application, Elements and Performance Criteria Template at **Appendix A**; or Application of Skills and Knowledge Template at **Appendix B**.

2.2.3 Where the template at **Appendix A** is used, application, elements and performance criteria must be specified:

- Application must:
    - specify the job function
    - provide a high-level description of the knowledge and skills required to competently perform the job function
    - outline the breadth of application (the different contexts the unit can be used within an industry or across industries).
- Elements must:
    - capture the diversity and complexity of knowledge and skills required in the workplace
    - describe demonstrable workplace outcomes.
- Performance criteria must:
    - clearly articulate required knowledge and skills
    - avoid unnecessary repetition and prescription
    - where imported from professional practice standards (e.g. nursing), this link must be explicit
    - may be more specific where required for safety or licencing requirements.

2.2.4 Where the template at **Appendix B** is used, knowledge, skills and application and knowledge and skills must be specified:

- Knowledge describes what a learner knows and understands upon successful completion and can be described in terms of depth, breadth, kinds of knowledge and complexity.
- Skills describes what a learner can do upon successful completion and can be described in terms of kinds and complexity, and may include cognitive skills, technical skills, communication skills, creative skills, interpersonal skills and generic skills.
- Application describes how a learner applies knowledge and skill in context and in terms of autonomy, responsibility and accountability.

2.2.5 Assessment requirements must:

- specify the activities, skills and knowledge to define competent performance
- be demonstrable, measurable and observable and developed in consultation with Registered Training Organisations and educational experts
- specify only necessary requirements and limit prescriptive language
- support holistic assessment of competency.

2.3 Units of Competency – coding and titling

2.3.1 Each unit of competency must be uniquely identified by the combination of its code and title.

2.3.2 **Code:** Each unit of competency must have a unique code that conforms to the following:

- training package identifier—three alpha characters

- alpha and/or numeric characters that comply with the length specified in AVETMISS (no more than 12 characters)
- cross-sector units must have 'X' as the final character
- units that are not cross-sector units must not use 'X' as the final character

2.3.3 **Title:** Unit titles must concisely describe the unit outcome. It must comply with the length specified in AVETMISS (no more than 100 characters).

2.4 Units of Competency – pre-requisites

2.4.1 A pre-requisite unit is a unit of competency in which the learner must be assessed as competent prior to the determination of competency in the subsequent unit.

2.4.2 Pre-requisite units must only be used where essential to achieving the subsequent competency. They must not be used for the purpose of driving delivery order or sequencing.

2.5 Units of Competency – stand-alone units

2.5.1 Stand-alone units are units that are not packaged as part of a qualification.

2.5.2 Stand-alone units must be part of a training package.

2.5.3 Stand-alone units must only be used in exceptional circumstances, for example, when the proposed stand-alone unit is responding to emerging or urgent skills needs not currently covered by a full qualification.

2.5.4 A clear justification must be provided by Jobs and Skills Councils for the proposed stand-alone unit, including evidence of industry need and support for the unit, why it cannot immediately be packaged into a qualification and that the stand-alone unit will be embedded in a qualification wherever possible.

2.6 Units of Competency – importing

2.6.1 Where units of competency are imported into a training package, the endorsed unit code and title from the source training package must be retained.

2.6.2 Where a suitable cross-sector unit exists, this must be imported prior to importing units of competency from other training packages or creating a new unit.

2.6.3 The current version of an imported unit must be used when the training package or qualification is reviewed.

2.7 Units of Competency – mapping

2.7.1 Training package developers must provide unit mapping and a determination of equivalent or not equivalent status.

2.7.2 Unit mapping information must be included in the Companion Volume Implementation Guide. Information must be sufficient for users to identify changes and assist in determining resourcing, impacts on training, and transition arrangements.

2.7.3 If developing a cross-sector unit, the Companion Volume Implementation Guide must include detailed information on contextualisation of the unit for different industry sectors.

2.7.4 Unit mapping information must include an equivalence table, as well as information on the extent of changes (such as minor text revisions, or addition or removal of elements and/or performance criteria) and any changes to the unit's assessment requirements to assist users to identify how previous training and assessment materials can be adapted.

2.7.5 The equivalence table must list the units of competency and clearly identify the status of each unit according to the following categories:

- Equivalent - the workplace outcomes of the superseded and superseding units are equivalent **(refer Section 2.8)**
- Not Equivalent - the workplace outcomes of the superseded and superseding units are not equivalent **(refer Section 2.8)**
- Newly created - the unit has been created to address an emerging skill or task required by industry
- Deleted - the unit is deleted as the skill or task is no longer required by industry **(refer Section 5.2)**.

2.8 Units of Competency – determining equivalence

2.8.1 Where a unit of competency is superseded and the workplace outcome of the unit has changed, the superseding unit must be deemed 'Not Equivalent'.

2.8.2 The workplace outcome can be determined to have changed when the standard of performance in the workplace (skills, knowledge and application of skills and knowledge) of the superseded and superseding units are identified as different.

2.8.3 Determinations of 'Not Equivalent' may also be used to support licensing, regulatory, legislative or certification requirements.

2.8.4 Determinations of 'Not Equivalent' must be substantiated in the Training Product Submission as outlined in the Process Requirements. The detail of these changes must be included in the unit mapping information located in the Companion Volume Implementation Guide **(refer Section 2.7).**

2.9 Units of Competency – coding and titling maintenance

2.9.1 Unit of competency codes and titles remain the same when a minor change, as outlined in the Process Requirements, is made to the unit.

2.9.2 A unit of competency must be assigned a new code, and can be assigned a new title, when the unit is subject to the submission process as outlined in the Process Requirements.

2.10 Units of Competency – mandatory workplace requirements

2.10.1 Mandatory workplace requirements are those assessment components that must be completed in a workplace and cannot be achieved in a simulated environment. They relate to assessment requirements only and not to 'work placement' generally.

2.10.2 A mandatory workplace requirement must be clearly identified in the assessment requirements. [1]

2.10.3 All Assessment Conditions fields must specify any mandatory workplace requirements under the subheading 'Mandatory workplace requirements', noting that:

- The specified requirements must be explicit and unambiguous
- Where assessment must be in the workplace for certain performance evidence items only, those items must be identified
- Where no mandatory workplace requirements exist, insert:

  Assessment of performance evidence may be in a workplace setting or an environment that accurately represents a real workplace.

[1] For guidelines on how and where mandatory workplace requirements are written into training products, refer to the good practice guide on mandatory workplace requirements – On the Mark: 5 Good Practice Principles.

Qualifications

3.1 Qualifications

3.1.1 A qualification is a formal certification issued by a Registered Training Organisation (RTO), which recognises that an individual has achieved competencies and/or learning outcomes relevant to identified professional, industry or community needs.

3.1.2 The Australian Qualifications Framework (AQF) defines the essential characteristics of the different types of qualifications issued across the senior secondary education, VET and higher education sectors, ensuring national recognition and consistency.

3.1.3 Each training package qualification must be appropriately aligned with the AQF.

3.2 Qualifications – Purpose

3.2.1 A training package qualification must have a stated purpose.

3.2.2 The statement of purpose must be justified in the Training Product Submission as outlined in the Process Requirements.

3.2.3 A rationale for the statement of purpose must be provided in the Companion Volume Implementation Guide.

3.3 Qualifications – holistic assessment

3.3.1 Developers may design assessments to enable holistic assessment of learners focusing on knowledge and/or skill acquisition at a key point(s) in a qualification training program. These may include for example proof-point assessments or capstone assessments. Any requirements must be clearly identified in the packaging rules.

3.4 Qualifications – coding and titling

3.4.1 Each qualification must be uniquely identified by the combination of its code and title.

3.4.2 **Code:** Each training package qualification must have a unique code that complies with AVETMISS and conforms to the following:

- training package identifier—three alpha characters
- AQF level identifier—single numeric character identifying the AQF level
- sequence identifier—two numeric characters identifying the sequence of that qualification at that qualification level in the training package
- version identifier—two numeric characters identifying the year in which the qualification was approved for implementation.

3.4.3 **Title:** Qualification titles must meet the requirements of the AQF Qualifications Issuance Policy and comply with the length specified in AVETMISS (no more than 100 characters).

3.5 Qualifications – entry requirements

3.5.1 Entry requirements must be:

- achieved prior to commencing the qualification
- specific to the knowledge, skills, or experience required to commence the qualification, and expressed in terms of competency or licensing.

3.5.2 Where entry requirements are identified, these are mandatory, and a rationale must be provided in the Companion Volume Implementation Guide.

3.6 Qualifications – mapping

3.6.1 Training package developers must provide qualification mapping and a determination of equivalent or not equivalent status.

3.6.2 All qualifications included in the training package must be listed in code order in the Companion Volume Implementation Guide, with any relationships to their predecessors clearly identified. Information must be sufficient for users to see what has changed and to assist them in determining matters such as resourcing, impacts on training for particular qualifications or job profiles, and any transition arrangements.

3.6.3 Qualification mapping information must include an equivalence table and information on the extent of changes to the packaging rules.

3.6.4 The equivalence table must list the qualifications and clearly identify the equivalence status of each qualification according to the following categories:

- Equivalent - the occupational outcomes of the superseded and superseding qualifications are equivalent **(refer Section 3.7)**
- Not Equivalent - the occupational outcomes of the superseded and superseding qualifications are not equivalent **(refer Section 3.7)**
- Newly Created - the qualification has been created to address an original skill or occupational outcome required by industry
- Deleted - the qualification is deleted as the skill or occupational outcome is no longer required by industry **(refer Section 5.2).**

3.7 Qualifications – determining equivalence

3.7.1 Where a qualification is superseded and the occupational outcome and/or the AQF level of the qualification has changed, the superseding qualification must be deemed 'Not Equivalent'.

3.7.2 The occupational outcome can be determined to have changed when the skills and knowledge required to achieve the occupational outcome of the superseded and superseding qualifications cannot be mapped to each other.

3.7.3 Determinations of 'Not Equivalent' may also be used to support licensing, regulatory, legislative or certification requirements.

3.7.4 Determinations of 'Not Equivalent' must be substantiated in the Training Product Submission as outlined in the Process Requirements. The detail of these changes must be included in the qualification mapping information located in the Companion Volume Implementation Guide **(refer Section 3.6)**.

3.8 Qualifications – packaging rules

3.8.1 Units of competency must be packaged so that the resulting qualifications align with the assigned AQF level and include a range of relevant competencies that are sufficient for their identified purpose.

3.8.2 All units of competency in qualifications are to be described as either 'core' or 'elective'.

3.8.3 The qualification structure, including the number of elective and core units of competency and the packaging approach selected, must support the stated outcome and meet the needs of industry, employers and learners. This must be justified in the Training Product Submission as outlined in the Process Requirements.

3.8.4 Qualifications must be based on a structure that allows for flexibility in relation to the occupational outcome of the qualification, or licensing requirements if applicable. Qualifications can include a range of electives sourced from within the host training package, from another training package, or from accredited courses.

3.8.5 Where a core or elective unit has a pre-requisite requirement, the pre-requisite unit and any associated pre-requisite chain of units must be identified in the Packaging Rules field of the qualification template.

3.8.6 Where an imported unit has a pre-requisite requirement, the pre-requisite unit and any associated pre-requisite chain of units must also be identified in the Packaging Rules field of the qualification template.

3.8.7 Electives that relate to a specific focus area can be combined into 'Groups'. Groups must be labelled alphabetically e.g. Group A, Group B, and where applicable, a subtitle can be provided to indicate the focus of the Group.

3.8.8 Groups can be used to provide a qualification with a Specialisation/s. A Specialisation/s is included on the appropriate AQF certification documentation. For a Group to be a Specialisation, the training package developer must:

- provide the name of the Specialisation/s
- indicate how many units of those listed in the Group are required to be completed to meet the Specialisation.

3.8.9 Where a core or named elective unit has a mandatory workplace requirement specifically referenced in the packaging rules, the unit and its requirement must be clearly identified in the packaging rules.

3.9 Qualifications – pathways advice

3.9.1 Information on qualification pathways, such as Australian Apprenticeships and VET delivered to secondary students, must be provided in the Companion Volume Implementation Guide.

3.9.2 Pathways information is advisory and must not limit delivery options or be used to prohibit training pathways.

3.9.3 If a qualification cannot be achieved through an Australian Apprenticeship, an explanation must be included in the Companion Volume Implementation Guide.

3.10 Qualifications – coding and titling maintenance

3.10.1 Qualification codes and titles remain the same when a minor change, as outlined in the Process Requirements, is made to the qualification.

3.10.2 The qualification code's version identifier is changed, but the title of the qualification remains the same, when the qualification is subject to the submission process as outlined in the Process Requirements.

Skill Sets

4.1 Skill Sets

4.1.1 Training package developers must determine the need for skill sets in training packages.

4.1.2 Skill sets are not qualifications and are defined as single units of competency, or combinations of units of competency from endorsed training packages, which link to a licensing or regulatory requirement, or a defined industry need.

4.1.3 The Companion Volume Implementation Guide must include advice about a skill set's relationship with a qualification/s. This must clarify how the skill set outcome relates to a qualification outcome.

4.1.4 Skill sets cannot have electives, all listed units are mandatory.

4.1.5 Where any unit that forms part of the skill set has a pre-requisite requirement, the pre-requisite unit and any associated pre-requisite chain of units must be identified in the skill set requirements.

4.2 Skill Sets – coding and titling

4.2.1 **Code:** Each skill set must have a unique code that conforms to the following:

- training package identifier — three alpha characters
- skill set identifier — two alpha characters of 'SS'
- sequence identifier — five numeric characters applied sequentially to skill sets in the training package.

4.2.2 **Title**: Each skill set must include a title for the statement of attainment.

4.3 Skill Sets – entry requirements

4.3.1 Entry requirements must be:

- achieved prior to commencing the skill set
- specific to the knowledge, skills, or experience required to commence the skill set, and
- expressed in terms of competency or licensing.

4.3.2 Where entry requirements are identified, these are mandatory, and a rationale must be provided in the Companion Volume Implementation Guide.

Training Package Products – superseded and deleted status

5.1 Superseded Status

5.1.1 Superseded status indicates that another unit or qualification is replacing the outcome of the unit or qualification, either fully or partially.

5.1.2 The Companion Volume Implementation Guide must clearly map the relationship between the two units or qualifications. This includes where units or qualifications are combined or separated.

5.1.3 When a unit or qualification is superseded, the superseding unit or qualification that replaces it must be determined as equivalent or not equivalent.

5.2 Deleted Status

5.2.1 Training package developers must determine if a training package, qualification, unit of competency, or skill set is to be given a deleted status.

5.2.2 A deleted status indicates that a skill, task, or occupational outcome, is no longer required by industry.

5.2.3 If the skill, task, or occupational outcome is still required by industry, and the training package developer has identified another more appropriate unit/s, or qualification, the status must be superseded.

SECTION 3: PROCESS REQUIREMENTS

This section sets out the pathways and processes for training package development and identifies specific roles and accountabilities for relevant stakeholders. It also sets out where the full development and endorsement process applies, and when and how minor changes can be made to existing training packages.

Also, of relevance to the design, development and delivery of training packages are the:

- National Vocational Education and Training Regulator Act 2011
- Standards for Registered Training Organisations 2025
- Standards for Vocational Education and Training Regulators 2015
- National Register of Vocational Education and Training
- Australian Qualifications Framework
- Standards for VET Accredited Courses 2021

Workforce Planning

Jobs and Skills Councils are required under their Grant Agreements to periodically develop Workforce Plans which include workforce analysis and strategies to respond to skills needs. The Workforce Plans will draw on the work of Jobs and Skills Australia, including its data analysis, and include job profile mapping and educational and career pathways information, which will inform what training package products are needed.

In addition, each year Jobs and Skills Councils are required under their Grant Agreements to summarise their planned training package product development activities in an Annual Training Product Development Plan published on their website. Annual Training Product Development Plans should:

- Outline the training package products that will be developed
- Determine the schedule for training package product development that complies with the Training Package Prioritisation Framework
- Indicate the reasoning for the prioritisation of training package product development work.

When considering their suite of training package products, Jobs and Skills Councils should clearly identify training package products not being updated to meet a training delivery need and provide a justification for their retention on the National Training Register.

Skills Ministers may also issue strategic directives that require Jobs and Skills Councils to initiate training package product development work. These directives will be used to inform the prioritisation of existing training package product development work undertaken by a Jobs and Skills Council. These directions may be issued at any time in the process, including to ensure emerging needs are being considered.

Jobs and Skills Councils must consult with relevant government authorities and regulators in developing an Annual Training Product Development Plan to ensure a shared understanding of the scope of work, industry imperatives and proposed project timelines.

It is expected that relevant government authorities and regulators will provide early advice to Jobs and Skills Councils about:

- the nature and extent of their engagement in the process
- key stakeholders to be consulted (note: this will be especially important for fast-track projects)
- implementation issues to be considered, including those for RTOs and
- scheduled regulatory changes which might impact the scope and timing of work.

These processes are reflected in 'Figure 1: Training Product Development Process Map' on page 24 of this policy document.

Figure 1: Training Product Development Process Map

Process

Workforce planning and pre-development

Jobs and Skills Councils to **identify the skills and workforce needs** of their industries (based on workforce planning, skills forecasting, industry intelligence, data from consultations with governments and Jobs and Skills Australia.

Jobs and Skills Councils **consult with relevant government authorities and regulators** in developing an Annual Training Product Development Plan.

Jobs and Skills Councils to **commission TPD work** in accordance with contractual arrangements. An Annual TPD Plan is developed based on the Workforce Strategy. This will require balancing stakeholder views and include expected project timeframes.

Skills Ministers may also issue strategic directives that require Jobs and Skills Councils to initiate training product development work.

1. Initial development

1.1 **Jobs and Skills Councils must issue a notice on their website that training product development work is commencing.** Jobs and Skills Councils must develop a consultation strategy that identifies key stakeholders and consultation mechanisms for the drafting of the training products, the management of public consultations on the drafted training products and the treatment of feedback.

1.2 Jobs and Skills Councils **stand-up a technical committee** including subject matter experts in the relevant industry, unions, educational experts, state and territory representatives with relevant expertise, RTOs and regulators.

1.3 Jobs and Skills Councils **notify Commonwealth and state/territory Senior Responsible Officers, the Assurance Body, and the other Jobs and Skills Councils** that a consultation strategy and details of the technical committee have been published on their website.

1.4 Jobs and Skills Councils **produce the initial draft** of the training product (with support from the technical committee).

2. Public and government consultation

2.1 Jobs and Skills Councils **release the draft training package products for public and government comment.** Jobs and Skills Councils must consult with stakeholders outlined in their consultation strategy.

2.2 **Jobs and Skills Council undertakes consultation activities** (minimum four-week period) that meaningfully engages their industries and stakeholders. Feedback should be sought from different types of stakeholders on the training product's impact on industry and whether it meets industry skill needs etc, as well as issues for training delivery and implementation, and whether it meets the needs of learners.

2.3 Jobs and Skills Council to **maintain a 'consultation log' of feedback received** during public and government consultations. This log should include a high-level summary of all feedback received.

3. Incorporating feedback

3.1 Jobs and Skills Councils determine if further **revisions to the draft training package product** are required based on feedback received.

3.2 Depending on the scale of the revisions required, Jobs and Skills Councils may need to undertake **further consultation** to address this feedback.

3.3 Jobs and Skills Councils must provide **clear written justification** for unresolved issues.

3.4 Jobs and Skills Councils are responsible for **resolving disagreements and disputes** between stakeholders relating to the content of its training products prior to them being submitted to the Assurance Body.

4. Senior Officials' Check

4.1 Jobs and Skills Councils **seek feedback through Commonwealth and state/territory Senior Responsible Officers** (minimum two-week period).

This should ensure that implementation issues identified by Commonwealth, states and territories throughout the development of a training product, or issues that have arisen as a result of incorporating feedback on the draft have been addressed appropriately.

5. Finalisation and Submission to Assurance Body

5.1 Jobs and Skills Councils (through CEO) **finalise and submit a pack for the Assurance Body** to consider, including:

a. Finalised training package products.
b. A signed declaration from the Jobs and Skills Council's CEO confirming the submission meets all requirements (contractual, process, quality, support from national and state/territory licensing bodies, risks etc.)
c. Consultation logs outlining stakeholder feedback, changes incorporated and any relevant evidence with clear justification for feedback not incorporated and outstanding issues not resolved with SSON/States and Territories.
d. Mapping information:
   I. for new products, need to outline units of competency, qualifications, assessment requirements, credit arrangements; and
   II. for revisions of existing products, need to provide detailed mapping of changes including determinations of equivalence.

6. Assurance Body consideration

6.1 Assurance Body **considers submission based on compliance** with TPOF requirements, seeking further information as required.

6.2 If compliant with TPOF requirements, the training products are provided to Skills Ministers with an evaluation report and recommendation for endorsement. If not compliant, Assurance Body will instead provide guidance and the Jobs and Skills Council will revise the proposed training product based on this feedback.

6.3 Assurance Body will notify relevant Jobs and Skills Council, Commonwealth, state and territory governments, and VET regulators within 3 days of its recommendation. Any outstanding issues should be identified in the evaluation report.

7. Skills Ministers' endorsement

7.1 Skills Ministers will **endorse/not endorse** a training package product within 15 working days out-of-session, with a simple majority vote required.

If endorsed, the Jobs and Skills Council will be responsible for publishing the training products on the National Register of VET.

7.2 If the training products are not endorsed, the Jobs and Skills Council will need to take remedial action as appropriate or as directed by Skills Ministers. Skills Ministers may also decide to endorse the training package for a time-limited period or impose any other conditional endorsement measures.

7.3 Jobs and Skills Councils must upload endorsed training products and Companion Volume Implementation Guides on the National Register of VET within 10 business days of endorsement.

Indicative Timeframes

- **Outside scope of training product development process**
- 3-6 months — Step 1: Development and drafting of training products
- 1 Month — Step 2: Formal public and government consultation period
- 2-4 months — Step 3: Making revisions after feedback received
- 1 Month — Step 4: Government validation of products
- 1 Month — Step 5: Jobs and Skills Council validation and submission
- 1.5 months — Steps 6 & 7: Assessment by Assurance Body and endorsement by Ministers

Training Package Product Development Process

'Figure 1: Training Product Development Process Map' outlines the steps required to successfully develop a training package product. The purpose of training package product development work is to amend existing or develop new training package products. Jobs and Skills Councils are funded to undertake the technical drafting of training package products, as well as conduct stakeholder consultation and any other necessary processes. Figure 1 includes workforce planning and other pre-development activities in order to show their connection to training package product development.

Each step and sub-step of the training package product development process is set out below and aligns to Figure 1.

The steps should be read with an understanding that Jobs and Skills Councils can decide, where appropriate, to return to a previous step in the process to help address any development issues.

Preliminary Step: Workforce Planning and Pre-Development

Before training package product development begins, Jobs and Skills Councils must identify the skills and workforce needs of their industries (based on workforce planning, skills forecasting, industry intelligence, data from consultations with governments and Jobs and Skills Australia).

Jobs and Skills Councils must consult with relevant government authorities and regulators in developing an Annual Training Product Development Plan, and commission training package product development work in accordance with their Grant Agreement and program guidelines. An Annual Training Product Development Plan is developed based on a Jobs and Skills Councils' Workforce Strategy, in which Jobs and Skills Councils must identify the purpose of each qualification – such as whether it is intended for a specific occupation; for multiple, related occupations; or to support pathways and applied learning. This will require balancing stakeholder views and include expected project timeframes.

Jobs and Skills Councils may also consider proposals for training package product development submitted by interested stakeholders. If supported by the Jobs and Skills Council, approved industry proposals should be reflected in an Annual Training Product Development Plan and would follow the usual development process.

Skills Ministers may also issue strategic directives at this time, requiring Jobs and Skills Councils to initiate certain training package product development work. These directives will be used to inform the prioritisation of a Jobs and Skills Council's existing training package product development work.

Step 1: Initial development

1.1: Commencing development

Jobs and Skills Councils must first issue a notice on their website that training package product development work (based on their Annual Training Product Development Plan) is commencing, and the proposed purpose for each training package product.

Prior to developing qualifications and other training package products, JSCs must first define the purpose of these products by considering:

Key Questions	**Guidance on supporting material to answer this question**
1. What is the purpose of the qualification?	Taking into account the below questions, Jobs and Skills Councils consider the purpose of the qualification, for example whether it is linked to a specific employment outcome, several employment outcomes across an industry, or contains knowledge and skills that could be transferred across industries. <u>Evidence and data to support decision-making</u> • Skill similarity analysis of similar qualifications may identify shared knowledge and skills requirements.
2. How will learners use it?	Jobs and Skills Councils consider if the qualification will be used by learners: • To meet a licencing requirement or has a clear link to a specific job role. • To provide access to many different jobs with common skills and knowledge requirements. • As a pathway to higher education, or produces broad skills not related to any particular occupation or is for personal/non-job reasons. <u>Evidence and data to support decision-making</u> • Examination of the flows between qualifications and occupations may determine if there are tight links between them, or if a qualification has broader outcomes that can be matched to a variety of related job roles. • Qualification and unit of competency enrolments and completions.

Key Questions	Guidance on supporting material to answer this question
3. How will employers use it?	Jobs and Skills Councils consider if the qualification will be used by employers to: • Meet a licencing requirement or delivery mode such as an apprenticeship/traineeship or has a clear link to a specific job. • Screen for core technical skills related to several jobs in the same industry. • Screen for basic introductory knowledge of an industry area or cross cutting skills where industry context is less important. <u>Evidence and data to support decision-making</u> • Examination of the flows between qualifications and occupations may determine if there are tight links between them, or if a qualification has broader outcomes that can be matched to a variety of related job roles. • Skill similarity analysis of similar qualifications may identify shared knowledge and skills requirements. • Evidence of the employment outcomes of graduates and employers use of VET qualifications. • Targeted consultations with employer stakeholders.
4. How will RTOs deliver it?	Jobs and Skills Councils consider the role of a qualification and the current or potential demand of a qualification, including the demand of learners and training providers in the context of broader geographical, occupational and industrial factors. <u>Evidence and data to support decision-making</u> • Qualification and unit of competency enrolments and completions. • RTO scope and enrolments to determine the utilisation of a qualification. • Targeted consultations with RTOs.

Jobs and Skills Councils must develop a consultation strategy that identifies key stakeholders and consultation mechanisms for the drafting of the training package products, the management of public consultations on the drafted products and the treatment of feedback.

Jobs and Skills Councils must engage the following stakeholders throughout the training package product development process:

- employers and their representatives/peak bodies
- employees and their representatives/unions
- the Commonwealth, state and territory governments (including licensing and regulatory bodies)
- RTOs
- educational experts

- learners and other interested stakeholders as appropriate (including those with disability-specific knowledge)
- other Jobs and Skills Councils, as appropriate.

Jobs and Skills Councils must consider the most appropriate consultation strategy for the project, based on the scope and complexity of the training package products being reviewed. This must be consistent with the consultation timeframes outlined in step 2 below and be achievable in the agreed timeframe for the project.

Consultation should reflect the training package product being developed, the scope and urgency of the work, the breadth and geographic spread of the industry sectors to which the training package product applies, the level of risk and industry support, and industry's timeline and requirements for access to new skills.

Consultation should be pertinent to the content and impact of the training package product, giving greater weight to consultation in thin markets and with vulnerable groups where appropriate. Consultation practices should be inclusive and responsive to the needs of the stakeholders concerned, especially for vulnerable or minority cohorts, including women, people with disability, culturally and linguistically diverse communities, and First Nations people. Consideration must be given to capturing the views of stakeholders in metropolitan, regional and remote areas, smaller states and territories, and small businesses.

Jobs and Skills Councils may seek guidance from the Department of Employment and Workplace Relations where there are issues determining which Jobs and Skills Council should be responsible for the development of a particular training package product.

1.2 Establish a technical committee

During the initial development of the training package product a Jobs and Skills Council must establish a technical committee that includes subject matter experts in the relevant industry, educational experts, state and territory representatives with relevant expertise and RTOs. Where the training package product relates to an occupation that is subject to licensing, regulation, legislation or governed by an industrial relations instrument, regulators and unions must be included on the technical committee. Note, educational experts ensure that the technical committee considers the perspectives of learners and those who deliver **vocational** education and training when undertaking training product development. Therefore, individuals need to have skills and knowledge about methods of adult/vocational teaching and learning; but do not necessarily hold qualifications in this field.

The technical committee will draw on their expertise to advise Jobs and Skills Councils on the purpose of a qualification and the application of the principles, training design, delivery and assessment, AQF levels, impacts on learners, possible implementation issues, and identify any additional stakeholders that should be included in the consultation strategy. The Jobs and Skills Council must genuinely consider the advice given by the technical committee.

A statement that the technical committee has reviewed the draft training package products must form part of the submission to the Assurance Body.

1.3 Notify Senior Responsible Officers, Assurance Body and other Jobs and Skills Councils

The Jobs and Skills Council must notify Senior Responsible Officers, the Assurance Body and other Jobs and Skills Councils that a consultation strategy and details of the technical committee, including membership and terms of reference, has been published on their website.

1.4 Drafting process

Once the consultation strategy has been drafted and the technical committee established, the Jobs and Skills Council can commence drafting the training package products. Jobs and Skills Councils should ensure training package products meet or exceed the requirements of the TPOF, so they are of the highest quality. Jobs and Skills Councils should not put forward one project with a small number of changes unless they meet an urgent need or can be otherwise justified.

Proposed changes must be categorised as a 'major' or 'minor' change:

- Major changes are subject to the full development and endorsement process.
- Minor changes are not subject to the full development and endorsement process. Minor changes do not require the Assurance Body's compliance assessment. Jobs and Skills Councils make minor changes to a training package product and associated Companion Volume Implementation Guide in consultation with appropriate stakeholders. This will be identified as a minor release on the National Register of VET.

The criteria for 'major' and 'minor' changes, and the process for making a minor change, is provided at Categories of Change**.**

Where the Jobs and Skills Council proposes to delete a training package product, they must consider the number of learners impacted before requesting approval to remove. If some stakeholders, including Government, oppose the proposal to delete the product, the views of these stakeholders should be included in the relevant consultation logs.

Jobs and Skills Councils must consider if there are suitable existing units of competency prior to developing a new unit of competency.

Prior to proposing the development of a new cross-sector unit, the lead Jobs and Skills Council must consider whether an existing unit could form the basis for a cross-sector unit. A justification must be provided where a decision has been made to develop a new unit where an existing unit of competency could be imported and contextualised. A broader consultation with affected Jobs and Skills Councils should be undertaken during the drafting process where a new cross-sector unit is proposed.

Step 2: Public and government consultation

An open and inclusive national consultation process that enables contributions from key users of the training package product being developed or modified is essential throughout the training package product development process. This will help to ensure industry relevance and stakeholder support for the final training package products as fit for purpose. Consultation is also intended to ensure that

the Qualification Development Quality Principles are applied to training product work throughout the process.

It is expected that stakeholder consultation is:

1. Purposeful: set a clear understanding of what is to be achieved
2. Inclusive: identify relevant stakeholders and make it easy for them to engage
3. Timely: involve stakeholders early in the process and agree on when and how to engage
4. Transparent: be open, honest and set clear expectations
5. Respectful: acknowledge the expertise, perspectives and needs of stakeholders.

2.1 Release of draft training package products

After Jobs and Skills Councils have prepared a training product, they must release the draft for public and government consultation. Jobs and Skills Councils must consult with public and government stakeholders that were identified in their consultation strategy.

At a minimum, Jobs and Skills Councils must make the following information publicly available for consultation:

- a description of the training package product and its purpose
- a detailed summary of the changes made and why
- the draft product for review, including mapping information (limitations may apply for products that are not for public access).
- draft companion volume implementation guide.

2.2 Undertake consultations

Reasonable time must be allocated for consultation with stakeholders to allow for considered feedback and to address conflicting views **(at a minimum four weeks)**. Timeframes should reflect the priority, scope and urgency of the work undertaken.

Feedback should be sought from different types of stakeholders on the training package product's impact on industry and whether it meets industry skill needs as well as issues for training delivery and implementation, and whether it meets the needs of learners.

Jobs and Skills Councils must engage with state-based industry engagement forums where appropriate.

Truncated timeframes for stakeholder consultation may be acceptable for fast-track projects where these are agreed by Skills Ministers. Additional time may be needed for more complex or contentious training package product development work which will be identified in the consultation strategy.

Where training package products include mandatory workplace requirements, consultation with employers must demonstrate evidence of support for proposed requirements (including from small to medium sized enterprises), and employer willingness to support learner work placements. Jobs and Skills Councils must refer to the process set out in the good practice guide on mandatory workplace requirements: On the Mark: 5 Good Practice Principles.

Where a training package product or associated materials are deemed confidential by a Jobs and Skills Council due to security or public safety risks (as set out in the Annual Training Product Development Plan), appropriate controls will be put in place to protect sensitive, confidential and Not for Public Access products of the training package.

2.3 Maintain a consultation log

Jobs and Skills Councils are required to keep consultation logs throughout the training package product development process. Consultation logs should have a high-level summary of all feedback received, and include the following for individual pieces of feedback:

- Date of communication
- Stakeholder
- Category of stakeholder (e.g. employer, peak body, union, learner, etc.)
- Communication method
- Issues raised by stakeholder
- Response from the Jobs and Skills Council

Jobs and Skills Councils are required to make the consultation log publicly available on their websites and include their consultation logs in the submission to the Assurance Body.

Step 3: Incorporating Feedback

3.1 Determine Revisions

Once public and government consultation has ended, the Jobs and Skills Council will determine if further revisions to the draft training package product are required. At all stages, the Jobs and Skills Council should make best efforts to incorporate feedback from stakeholders (including those that participated in the public consultation period), provide a justification where they have not incorporated feedback and ensure that the final product reflects broad stakeholder consensus.

Depending on the scale of the revisions required, Jobs and Skills Councils may need to undertake further consultation to address this feedback.

3.2 Additional consultations if required

If significant changes have been made to the training package product as a result of public and government consultation, Jobs and Skills Councils should undertake further consultation with relevant stakeholders to address this and ensure the final product reflects broad stakeholder consensus. Outcomes of these additional consultations, including a justification for changes, should be captured in the consultation logs.

Timeframes for any additional consultation should reflect the scope and complexity of the proposed changes.

3.3 Provide Justification

Where feedback is not incorporated, clear written justification should be recorded in the consultation logs. Where there is not broad stakeholder consensus on a training package product, the reasons why issues cannot be resolved, the steps taken and the impact on learner and

employment outcomes should be clearly articulated. If a Jobs and Skills Council does not deem it necessary under Step 3.2 to seek further consultation to address feedback, a justification should be provided as part of the submission to the Assurance Body.

3.4 Dispute resolution

Jobs and Skills Councils are responsible for resolving disagreements and disputes between stakeholders relating to the content of its training package products prior to them being submitted to the Assurance Body. Where there is disagreement between one or more industry or government stakeholders, the Jobs and Skills Council must seek to resolve that disagreement. Jobs and Skills Councils must meaningfully engage with parties and be willing to genuinely consider the ideas and opinions of all stakeholders.

Jobs and Skills Councils are required under their Grant Agreement to have a dispute resolution policy to address disputes. This policy must be consistent with the Model Dispute Resolution Policy.

The priority for Jobs and Skills Councils is to resolve disagreements with and between stakeholders as early as possible in the training package product development process and prevent escalation to a dispute resolution and conciliation process. It is crucial that the steps to address disagreements do not slow down the process for developing and approving training package products.

If there is an irreconcilable or significant dispute between the parties, a formal dispute resolution process that engages an Alternative Dispute Resolution (ADR) practitioner can be initiated. This process can only be initiated by a Senior Responsible Officer from the Commonwealth, state and territory, or the Jobs and Skills Council responsible for the training package product. The process for dispute resolution is set out in greater detail in the Model Dispute Resolution Policy.

The formal dispute resolution process should only occur when the Jobs and Skills Council's dispute resolution policy has been exhausted and failed to achieve a result. The use of an ADR practitioner is the end point, and a Jobs and Skills Council will need to decide on the dispute's resolution following this process.

Where there is disagreement on a training package product update, including following a dispute resolution process, the reasons why issues cannot be resolved, the steps taken and the impact on learner and employment outcomes should be clearly articulated in the consultation log.

Step 4: Senior officials' check

4.1 Check by Commonwealth, state and territory Senior Responsible Officers

Jobs and Skills Councils are required to seek government feedback through Senior Responsible Officers for a **minimum of two weeks** to ensure that implementation issues identified by Commonwealth, states and territories throughout the development of a training package product, or issues that have arisen as a result of incorporating feedback on the draft training package product, have been addressed appropriately. If significant implementation issues or issues arising from the incorporation of feedback remain, Jobs and Skills Councils should respond to concerns before submitting the training package products to the Assurance Body.

Feedback provided, and the Jobs and Skills Council's response, must be included in the consultation log.

The final draft training package products and consultation logs must be provided to Senior Responsible Officers for the purposes of this check.

Step 5: Finalisation and submission to the Assurance Body

5.1 Submission of draft training package products to the Assurance Body

The Training Product Submission (the submission) is prepared by a Jobs and Skills Council after training package product development work has been completed. Jobs and Skills Councils must publish the submission on their website at the time of submission to the Assurance Body.

The following information must be provided to the Assurance Body:

Item	**Details**
CEO declaration	1. Signed declaration from the Jobs and Skills Council CEO confirming the submission meets all requirements set out in the *Training Package Organising Framework*. The declaration must include a summary that indicates how the Jobs and Skills Council CEO has been assured that the submission meets the requirements.
Planning documents	2. The Annual Training Product Development Plan (or a link) showing the proposed training package product update/new training package product or, if not in the Plan, a justification of unforeseen or urgent need. 3. A statement as to the purpose of the training package product.
Technical committee	4. The technical committee's membership and terms of reference, including appropriate representation including subject matter experts in the relevant industry, unions, educational experts, state and territory representatives with relevant expertise, RTOs and regulators. 5. A statement that the technical committee has reviewed the draft training package products.
Consultation strategy	6. A consultation strategy consistent with the requirements under Step 1.1 of the training package product development process.
Consultation activity	7. Evidence showing that consultation was substantially consistent with the consultation strategy. If the consultation activities varied from the consultation strategy, a justification for the variation is provided. 8. Evidence that public consultation was for the minimum four-week period. 9. A consultation log outlining:

Item	Details
	• stakeholder feedback from public and government consultation, supplementary consultation (if required), and the senior officials' check • evidence that RTOs, Commonwealth and state and territory representatives and educational experts have been consulted • outcomes from any dispute resolution process • what changes were made in response to this feedback • where feedback has not been incorporated, evidence as to why. 10. Evidence of broad consensus or justification where consensus is not reached on particular issues. 11. Evidence of support from all relevant national/state and territory regulatory and licensing bodies where the training package product work has or is likely to have regulatory, licensing, or legislative implications. 12. Where training package products include mandatory workplace requirements, evidence of support for proposed requirements as outlined at Step 2.2 of the process. 13. Evidence that consultation has been responsive to the needs of vulnerable or minority cohorts, including women, people with disability, culturally and linguistically diverse communities, and First Nations people.
Compliance with requirements	14. A statement that the training package product aligns with the Qualification Development Quality Principles and its purpose. 15. An assessment that demonstrates that the training package product meets anti-discrimination legislation, and associated standards and regulations has been undertaken, including the *Disability Standards for Education 2005*. 16. Evidence that pathways from entry and preparatory level facilitate movement between schools and VET, from entry level into work, and between VET and higher education qualifications. 17. A declaration that a process has been undertaken to assess existing units, and where possible those units have been used. 18. Evidence to support a possible change to the standard transition time (12 months), if required. 19. Mapping information: • for new training package products, Jobs and Skills Councils to outline units of competency, qualifications, assessment requirements, credit arrangements and • for revisions of existing training package products, Jobs and Skills Councils to provide detailed mapping of changes including determinations of equivalence.
Training product content	20. A copy of the full content of the draft training package products including any relevant companion volume implementation guides.

Step 6: Assurance Body consideration

Step 6.1 Assessment of compliance

The Assurance Body is responsible for assessing training package products for compliance with the TPOF, using the completed submission pack as the main source of evidence**.**

In making their assessment, the Assurance Body must:

- ensure that the submission is complete, including checking all templates have been filled out correctly, that the language is clear and error-free, and that appropriate supporting evidence has been provided.
- be satisfied that the Jobs and Skills Council has followed the required steps including establishment of a technical committee with appropriate membership, stakeholder consultation in line with the stakeholder consultation plan and that feedback from stakeholders has been addressed according to the requirements in Step 3.
- be satisfied that the Jobs and Skills Council has provided all the required evidence to support the submission in line with the Qualification Development Quality Principles.

Step 6.2 Opportunity for revision

Prior to making a formal recommendation, the Assurance Body will allow a Jobs and Skills Council to resubmit the proposal if the assurer assesses a training package product does not meet the requirements.

Where a submission does not meet the requirements, the Assurance Body must provide the Jobs and Skills Council with clear feedback to enable them to address any issues for the requirements to be met. The Jobs and Skills Council will then revise the proposed training package product based on this feedback and give the revised proposed training package product to the Assurance Body.

Step 6.3 Assurance Body recommendation and notification of decision

Once the Assurance Body has made a recommendation, it will notify the relevant Jobs and Skills Council, Commonwealth, state and territory governments, and VET regulators within three days of their recommendation, outlining its reasoning.

The Assurance Body will complete an evaluation report that outlines the reasons for its assessment.

Step 7: Skills Ministers' Endorsement

Under the *National Vocational Education and Training Regulator Act 2011*, Skills Ministers have authority to endorse training packages.

Step 7.1 Protocols for Skills Ministers' endorsement

Training package products, assessed and recommended for endorsement by the Assurance Body on the basis that they are compliant with the relevant requirements (see Step 6), are provided to Skills Ministers for endorsement out-of-session.

Out-of-session endorsement will be sought in line with the following protocols:

- Skills Ministers generally have 15 working days to respond to the out-of-session item (note: a truncated endorsement process may be requested for fast-track projects)
- Skills Ministers matters will be resolved once a simple majority vote is recorded by the secretariat, regardless of the deadline for members' responses or any extensions granted.
- Training package products considered to be of higher risk to the system, or where significant issues have been raised in the development process, are held over for consideration at the next Skills Ministers' Meeting.

Decisions of Skills Ministers will be provided to Jobs and Skills Councils and the Assurance Body.

Step 7.2 If Skills Ministers choose not to endorse a training package product

In the event Skills Ministers decide not to endorse a training package or its components, Jobs and Skills Councils will take remedial action as appropriate or as directed by Skills Ministers. Skills Ministers should provide reasons as to why a training package product has not been endorsed to assist the Jobs and Skills Council to amend the package in line with the decision by Ministers.

Skills Ministers have the power to issue directives for Jobs and Skills Councils to undertake further consultation or other work as required before returning a training package product for their endorsement. The Assurance Body will review training package products after remedial action is taken by Jobs and Skills Councils to ensure any changes meet training package product requirements, except where Skills Ministers have directed otherwise.

Skills Ministers may also decide to endorse training package products for a time-limited period, or impose other conditional endorsement measures, to mitigate any risks and review the training package products following a shorter period of operation. These conditions and any additional requirements will be provided to Jobs and Skills Councils for action.

Step 7.3 Publication of training package products

Training package products are publicly released on the National Register of VET once endorsed by Skills Ministers. Jobs and Skills Councils must upload endorsed training package products and companion volume implementation guides on the National Register of VET within 10 business days of endorsement.

Categories of Change

Changes to qualifications	
Major change	**Minor change**
• Creating a new qualification. • Deleting a qualification from the national training system (except where the deletion is the result of Skills Ministers priorities to remove unused products and there have been no enrolments over the previous 3 years). <u>Changes to units of competency in the core</u>: • Adding or removing a unit of competency to or from the core of the qualification. • Revising a unit of competency in the core of a qualification (which includes any changes to a pre-requisite unit of competency). <u>Changes to units of competency in the elective bank</u>: • Removing units of competency from the electives within a qualification. <u>Changes to the Packaging Rules</u>: • Changing the total number of units required to complete a qualification. • Creating a new specialisation or removing an existing specialisation. • Adding or removing units of competency to or from a specialisation within a qualification.	• Correcting errors including to ensure the training package on the National Register of VET accurately reflects the relevant Assurance Body decision. **<u>*NOTE*</u>: these may be classed as a minor change without minor release and would generally be grammatical and/or spelling errors only. • Updating outdated references (for example to licensing and regulation requirements). • Providing clarification to the text of the training package (qualification) without changing the requirements. • Deleting qualifications which have had no enrolments over the previous three years where the proposal to delete is as the result of meeting the Ministers' priorities to remove training package products that have not been implemented within the past three years. <u>Changes to units of competency in the elective bank</u>: • Adding an existing unit of competency to the electives within a qualification. • Updating (revising) elective units of competency in a qualification that do not form part of a specialisation. • Adding, updating or removing groups of electives (without adding or removing units of competency to or from the qualification itself), where this does not change the number of units required to be completed.

Changes to Units of Competency (includes Assessment Requirements)	
Major	**Minor**
• Creating a new unit of competency. • Deleting a unit of competency from the national training system (except where the deletion is of a unit not packaged in the core of a qualification and is the result of Skills Ministers priorities to remove unused products and there have been no enrolments over the previous 3 years). <u>Changing pre-requisite requirements:</u> • Adding or removing a pre-requisite to a unit of competency. • Updating (revising) a pre-requisite to a unit of competency. <u>Any other change</u>: • Any other change to a unit of competency (including to its associated assessment requirements) where the change does not meet the criteria for a minor change.	• Correcting errors including to ensure the training package on the National Register of VET accurately reflects the relevant Assurance Body decision. **<u>*NOTE*</u>: these may be classed as a minor change without minor release and would generally be grammatical and/or spelling errors only. • Updating outdated references (for example to licensing and regulation requirements). • Providing clarification to the text of the training package (unit of competency, including to its associated assessment requirements) without changing the requirements. • Deleting units not packaged in the core of a qualification which have had no enrolments over the previous three years where the proposal to delete is as the result of meeting the Ministers' priorities to remove training package products that have not been implemented within the past three years.

Making minor changes

Minor changes do not need to go through the endorsement process.

In making a minor change, Jobs and Skills Councils must:

- keep a record of the minor change, setting out the date the change was made, a detailed description of the change, the reason for the change, and any relevant evidence of support for the change
- advise relevant stakeholders, including STAs and RTOs, of the minor change at the same time or prior to its release on the National Training Register.

This will be identified as a minor release on the National Register of VET.

Minor changes without a minor release

In extenuating circumstances, minor changes can be made to a training package product without a minor release. In these circumstances, Jobs and Skills Councils must seek agreement from the

Assurance Body. In making its recommendation, the Assurance Body will consider the following factors:

- the impact of the error to be corrected
- the complexity and size of the training package product
- the number of RTOs with the training package product on scope
- the level of uptake of the training package product
- the time since the last release of the training package product
- the impact on current students
- licensing and regulatory implications.

Training Product Prioritisation Framework

The Training Product Prioritisation Framework (the framework) sets expected **maximum timeframes** for training package product development work. These are set out in the table below, along with the key characteristics for each prioritisation category:

Priority	**Key characteristics**	**Expected maximum Timeframes**
Fast-track	• Training package product update is urgent (e.g. due to health and safety reasons, regulatory/legislative changes, royal commission recommendations, coronial inquest findings) o For example, mandatory changes to first aid/ CPR courses which have high enrolment and are important for health and safety reasons • Training package product update is important (e.g. given high employment/employment growth, rapid task change, high enrolments)	6-8 months
Routine	• Training package product/s needs to be updated but the change is not urgent, or complex based on industry intelligence and analysis o For example, an update to a business qualification that is neither urgent nor complex	12 months
Complex	• Training package product update is more difficult due to a range of factors e.g. cross-industry, significant legislative changes, industrial relations implications, and therefore will take longer to update o For example, development of new cyber security training package products that cut across sectors and involve large changes	18 months

Each project will relate to training package products falling within a single prioritisation category – **fast-track, routine,** or **complex**.

Jobs and Skills Councils are encouraged to group training package products for review wherever possible and appropriate, to minimise churn for stakeholders and to maximise opportunities for rationalisation.

Model Dispute Resolution Policy

Purpose of this policy

Jobs and Skills Councils are required to have a dispute resolution policy as part of their Grant Agreement with the Commonwealth department. The purpose of this section is to outline:

- the expectations of Jobs and Skills Councils with respect to dispute resolution
- the principles that should guide the resolution of disputes (to be reflected in policies developed by Jobs and Skills Councils)
- the options for managing disputes relating to training package products, processes and conduct, and
- the options relating to alternative dispute resolution (ADR) which may be used by Jobs and Skills Councils in exceptional circumstances.

Expectations of Jobs and Skills Councils with respect to dispute resolution

As detailed in Section 3, Jobs and Skills Councils are expected to design and develop a consultation strategy, seek the input of key stakeholders and consult in a way that is pertinent to the content and impact of the training package product. Jobs and Skills Councils are also expected to make best efforts to incorporate feedback from stakeholders and to ensure the final product reflects broad consensus.

It is however recognised that there may be circumstances where:

- stakeholder groups have polarised views on certain issues
- broad consensus on the training package product is not readily able to be achieved
- the Jobs and Skills Council itself is unable to reach agreement on key elements of a training package product
- state or territory governments have concerns about a training package product such that one or more Ministers may not be able to endorse the training package product.

Jobs and Skills Councils are expected to make best efforts to resolve these issues. Likewise, stakeholders are expected to understand that not all elements of all training package products will be preferred by all stakeholders. By increasing transparency and publishing consultation logs, all stakeholders will however be able to see how their feedback has been addressed and the reasons why the Jobs and Skills Council has adopted the approach it has.

Despite the efforts of Jobs and Skills Councils and the improved feedback loops, it is recognised that there may be circumstances where the Jobs and Skills Council's internal dispute resolution processes require augmentation. This policy describes how Jobs and Skills Councils will be able to utilise ADR in exceptional circumstances.

Principles guiding dispute resolution

In managing disputes between stakeholder groups in relation to the content of training package products (or disagreements within Jobs and Skills Councils), Jobs and Skills Councils are expected to:

- resolve disputes as early as possible
- use resources efficiently
- limit the issues in dispute
- act fairly
- handle information relating to disputes sensitively
- be transparent such that the dispute resolution process is clear to all
- resolve disputes in a manner that enhances stakeholder understanding of, and confidence in, the training product development process.

Issues relating to content of a training product

As noted above, where disputes arise in relation to the content of a training package product, Jobs and Skills Councils are expected to resolve these through the training package product development process.

This may involve:

- undertaking further consultation
- seeking the further advice of a technical committee
- undertaking further research into the impacts of a training package product (for example, if concerns about unintended impacts of the training package products are part of a dispute)
- working with a small group of stakeholders to develop a consensus position on an issue.

It is expected that these routine processes will enable the resolution of the vast majority of disputes. In other cases, the Jobs and Skills Council will be able to settle on an agreed training package product, even if all of the details of that training package product are not agreed by all stakeholders. Where this is the case, Jobs and Skills Councils will detail (as part of their submission to the Assurance Body) the areas where broad consensus has not been reached and the justification for this.

Role of ADR

It is recognised that there are some exceptional cases where disputes can be so significant (or impactful) that this delays the development of the training package product or may undermine confidence in the training package product.

To address this scenario, Jobs and Skills Councils may engage an Alternative Dispute Resolution (ADR) practitioner to assist in the resolution of the dispute.

It is intended that:

- the ADR practitioner would be an independent person skilled in mediation and conciliation and able to bring ‘fresh eyes’ to an issue
- the ADR practitioner would assist the Jobs and Skills Council to resolve the issue such that the training package product can be finalised

- the ADR practitioner would consider the relevant information, may speak with stakeholders and may gather further information to enable them to make a recommendation to the Jobs and Skills Council. The recommendation would not be binding on the Jobs and Skills Council but is expected to be highly persuasive
- the Jobs and Skills Council would make a public notification that the ADR process has been triggered because this will impact on timeframes for finalisation of the training package product. The issues in contention or dispute would also be identified publicly. The outcomes of the ADR process would also be included in the summary of feedback that is provided to stakeholders when the training package product is finalised
- the ADR process would be conducted in a timely manner, taking no longer than 2 months.

Noting the expense associated with engaging an ADR practitioner, the impact on timeframes and the need for a consistent approach to the use of ADR practitioners by Jobs and Skills Councils, this policy sets out some general expectations and parameters around the use of ADR practitioners. The dispute resolution policies of individual Jobs and Skills Councils may include further detail.

Triggering ADR

It is proposed that an ADR practitioner may be engaged:

- if this is requested by the Commonwealth or a state or territory, or
- the Jobs and Skills Council determines that this is necessary in order to enable the finalisation of a training package product.

In either of the above cases, the relevant jurisdiction or Jobs and Skills Council must be satisfied that the circumstances warrant the engagement of an ADR practitioner.
It is expected that the ADR process be reserved for those exceptional circumstances where one or more of the following criteria applies:

- The Jobs and Skills Council makes a judgement that broad consensus cannot be reached regarding the content of the training package product, such that this is likely to impact confidence in the training package product.
- There is a significant concern by one or more major stakeholders such that this is impacting confidence in the training package product.
- There is a significant concern by one or more regulators, including licensing bodies, such that the training package product may not be able to be relied upon for licensing or might not meet relevant regulation.
- There is a significant concern held by the Commonwealth or one or more states or territories such that the training package product could not be reasonably supported by that jurisdiction.
- The Board of the Jobs and Skills Council cannot agree on key elements of the training package product.

Preparing for ADR

If the Commonwealth or a state or territory has requested ADR, or the Jobs and Skills Council has formed the judgment that it is necessary (for one of the reasons detailed above), there needs to be clarity about the issue in dispute and the relevant considerations.

To support such clarity (and enable the engagement of an ADR practitioner) it is proposed that the Jobs and Skills Council would put together a brief including:

- the reason why ADR is required
- the issue or issues in dispute
- the timeframe for the ADR process (up to a maximum of 2 months)
- any considerations of relevance to an ADR practitioner
- contact details of the key stakeholders that may be able to contribute further information
- relevant documents (including the outcomes of previous consultation in relation to the issues in contention)
- the budget for the ADR process.

Engagement of an ADR practitioner

It is proposed that Jobs and Skills Councils would directly engage the ADR practitioner.

The ADR practitioner should be:

- accredited in mediation and/or conciliation
- independent (not having an actual or perceived conflict of interest in relation to the Jobs and Skills Council, the training product or the issue in dispute)
- familiar with VET but need not be an industry expert or representative.

The ADR practitioner should be provided with:

- a copy of the brief created by the Jobs and Skills Council
- a report and recommendations template, including any instructions for the ADR practitioner about the format the Jobs and Skills Council will expect outcomes to be captured in (e.g. reasons, etc).

When an ADR practitioner is engaged, the Jobs and Skills Council is responsible for updating the website to reflect:

- that an ADR process has been triggered
- the reason that an ADR process has been triggered
- the party who triggered the ADR process (being either the Jobs and Skills Council, or the Commonwealth, or a state or territory)
- the issues in contention
- an indicative timeframe for the ADR process.

Once completed, the outcomes of the ADR process would be published on the Jobs and Skills Council's website as part of the Training Product Submission that is published on their website at the time of submission to the Assurance Body.

Determining the most appropriate ADR method

ADR may take many forms. While the Jobs and Skills Council may provide guidance to an ADR practitioner about a preferred approach to the ADR (informed by their knowledge of stakeholders

and the previous efforts at reaching consensus), it is expected that the ADR practitioner will determine the most appropriate ADR method in the circumstances.

For example, an ADR practitioner may do one or more of the following:

- review submissions and documents provided and determine a resolution 'on the papers'
- request additional information from stakeholders (where identified) about matters that are missing from the brief but which are critical to the resolution of the issue
- meet with and/or speak to stakeholders (including members of the Jobs and Skills Council) to gain further insights about the issues and possibilities for resolution
- mediate or conciliate between stakeholders to explore solutions to an issue (where they agree to participate).

The role of the ADR practitioner is not to re-prosecute consultation submissions or to determine if the Jobs and Skills Council sufficiently considered feedback as part of complying with Section 3 in relation to process; rather it is to help identify solutions and provide recommendations to the Jobs and Skills Council about ways to resolve difficult issues.

Reasonable time must be allocated for the ADR practitioner to consider the issue and to explore views and options. The ADR process would generally be expected to take between 3-4 weeks with a maximum timeframe of 2 months.

Outcomes of ADR process

ADR practitioners will be expected to complete a short report, which summarises:

- the issues that were referred to them (including any additional issues that were identified)
- the process undertaken by the ADR practitioner (including who was spoken with, what information was provided and considered, what ADR methods were used etc.)
- their recommendations to the Jobs and Skills Council and accompanying reasoning.

Recommendations may be presented as a single position or offered with options for consideration by the Jobs and Skills Council.

Recommendations are not determinative and will not be binding on the Jobs and Skills Council or on the stakeholders (if any) spoken with as part of the ADR process.

The Jobs and Skills Council is required to consider the recommendations and use them to make an informed decision about how to settle the training product content.

While the Jobs and Skills Council may seek clarification from the ADR practitioner regarding the recommendations, the Jobs and Skills Council cannot direct the ADR practitioner to re-examine the issue or to undertake another ADR process.

Submission to the Assurance Body

Where an ADR process has been utilised, this should be noted in the Training Product Submission prepared for the Assurance Body and published on the Jobs and Skills Council website.

Submission for endorsement to Skills Ministers

One of the reasons for incorporating an ADR process into the dispute resolution process is to reduce the risk of indefinite delays to the development of training package products and to reduce the risk of training package products not being endorsed by Skills Ministers because there are significant outstanding issues, disputes or a lack of broad consensus.

Ministers will, however, retain the right not to endorse a training package product or to issue directives for Jobs and Skills Councils to undertake further consultation or other work before returning a training package product for endorsement.

It is proposed that Skills Ministers would also be able to direct the Jobs and Skills Council to engage an ADR practitioner if they considered that this was necessary to assist in resolving the issue of concern. If an ADR process has already occurred before the product is presented to Skills Ministers for endorsement, it is not expected that the same process would again be directed by Skills Ministers.

Issues relating to the process or conduct of a Jobs and Skills Council

While most disputes arise in relation to the content of a training package product, disputes may also arise regarding the Jobs and Skills Council's process or conduct.

For example, some stakeholders may have concerns regarding the period of consultation, the way stakeholder views were sought, the number and type of stakeholders engaged with, or perceived conflicts of interest within the Jobs and Skills Council.

Such concerns are likely to be reduced because of the changes proposed to the training package product development processes. This includes earlier engagement with key stakeholders about the consultation strategies, more opportunities for consultation and better feedback about the outcomes of consultation.

As part of their quality assurance role, the Assurance Body will also be checking that the Jobs and Skills Councils consultation strategy is consistent with relevant requirements, that consultation was reasonably consistent with the consultation strategy, the public consultation was undertaken for a minimum four-week period and that a consultation log reflects the outcome of stakeholder consultation. The Assurance Body will provide advice back to the Jobs and Skills Council if it has not met the requirements of Section 3 and needs to take further actions before it resubmits the Training Product Submission.

If stakeholders have concerns regarding the process of Jobs and Skills Councils or their conduct, these concerns should first be raised with the Jobs and Skills Council themselves. This gives them an opportunity to address the issue and to continuously improve. If stakeholders have ongoing concerns or do not wish to raise their concerns with the Jobs and Skills Council, concerns may also be raised with the Commonwealth department.

Monitoring dispute resolution

The Commonwealth department is responsible for:

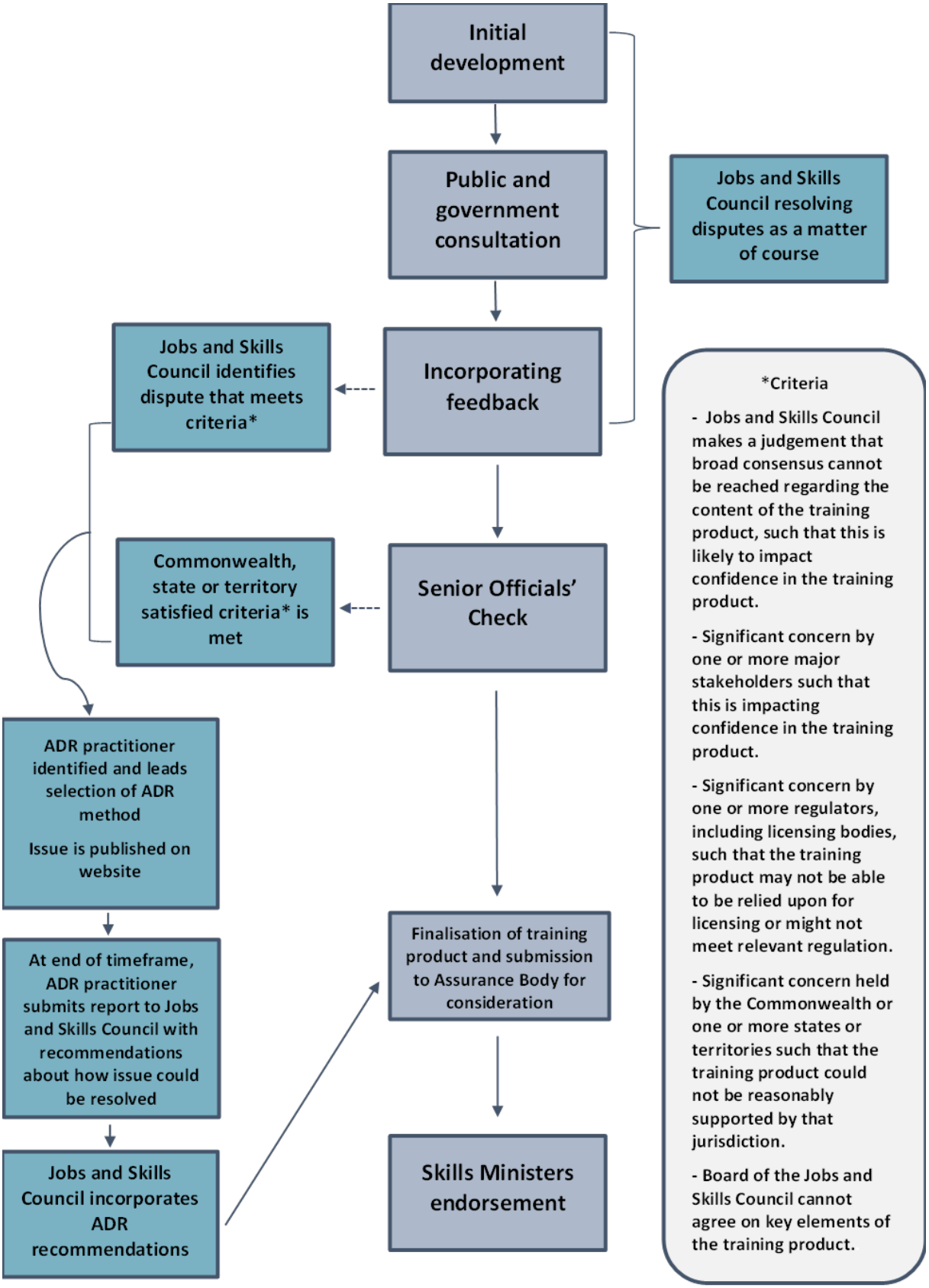
- monitoring the performance of Jobs and Skills Councils

- responding to complaints about the conduct of Jobs and Skills Councils and process concerns about the development of training package products.

As part of these functions, the department will consider and review:

- the effectiveness of Jobs and Skills Councils in resolving disputes early in the development process (including so that learnings regarding best practice can be shared across Jobs and Skills Councils)
- the use (including any over-use) of ADR practitioners where issues arise that meet the relevant criteria
- how Jobs and Skills Councils engage with ADR recommendations to inform their decision-making opportunities to improve this model policy.

High level overview of dispute resolution



GLOSSARY

Assurance Body
The Assurance Body is a body nominated by Skills Ministers to assess draft training package products against the Training Package Organising Framework and make recommendations to Skills Ministers about the endorsement of proposed training package products.

Australian Qualifications Framework (AQF)
The Australian Qualifications Framework (AQF) is the national policy for regulated qualifications in Australian education and training.

Companion Volume Implementation Guide
The Companion Volume Implementation Guide is designed to assist assessors, trainers, RTOs and enterprises to deliver the nationally endorsed industry training package.

Conciliation
Conciliation is a process where parties try to solve their dispute with the help of an impartial person who is known as the conciliator. It is different from mediation because the conciliator takes a more active role in discussions and can make recommendations for resolution.

Consultation Log
A consultation log includes a high-level summary of all feedback received during consultation, evidence of consultation, outcomes from any dispute resolution and conciliation process, changes incorporated and any relevant evidence with clear justification for feedback not incorporated and outstanding issues not resolved.

Consultation Strategy
A consultation strategy identifies key stakeholders and consultation mechanisms for the drafting of the training package products, the management of public consultations on the drafted products and the treatment of feedback.

Cross-sector unit
Cross-sector units address common knowledge and skill needs across industries, support occupational mobility, and minimise the duplication of units within the training system. Cross-sector units are developed through a deliberate process to create industry-neutral units of competency. As such, they differ from industry-specific units of competency which can be imported into other training packages where they are relevant or useful.

Disagreement
A disagreement is when Jobs and Skills Councils and another party disagree on the training package product during the public and government consultation phase. During a disagreement, the two parties can share their positions and may settle the disagreement before it becomes a dispute. A disagreement is considered informal.

Dispute
A dispute is triggered by a Commonwealth or a state or territory party formally writing to a Jobs and Skills Council about their disagreement or by a Jobs and Skills Council in order to enable the finalisation of a training product. At this point it becomes a dispute instead of a disagreement. A dispute is formal and triggers the Jobs and Skills Councils to begin the processes in their dispute resolution policy.

National Training Register (NTR)
The National Training Register (NTR) covers both training.gov.au (TGA) and the new training package content (TPC) authoring system. The NTR contains the authoritative information about RTOs, Nationally Recognised Training, and the approved scope of each RTO to deliver NRT as required in national and jurisdictional legislation within Australia.

Registered Training Organisation (RTO)
Registered Training Organisation (RTO) as defined under the *National Vocational Education and Training Regulator Act 2011* (Commonwealth) is a training organisation listed on the National Register as a registered training organisation. RTOs deliver nationally recognised courses and accredited Australian Qualifications Framework VET Qualifications.

Senior Responsible Officer
Senior government official nominated by a Commonwealth, state or territory department with responsibility for skills and training policy.

Skills Ministers' Meeting
Acts as the Ministerial Council for the purposes of section 3 of the *National Vocational Education and Training Regulator Act 2011,* to set the training product rules through the TPOF, and to endorse training package products. Within this document any reference to Skills Ministers refers to the Skills Ministers' Meeting rather than Skills Ministers in their individual capacity.

Skills Senior Officials' Network (SSON)
Group comprising senior Commonwealth, state and territory officials from departments responsible for skills and training policy.

State Training Authority (STA)
Each Australian state and territory government has a training authority that administers VET–allocating funds, registering training organisations and accrediting courses. The state and territory training authorities are accountable to their minister.

Training Product Submission (the submission)
A Training Product Submission is prepared by Jobs and Skills Councils after training product development work has been completed. The submission, which includes the documents and evidence as set out in Step 5.1, is provided to the Assurance Body for assessment of compliance with the TPOF.

Technical Committee
Technical committees need to include individuals with technical expertise alongside a broad range of stakeholders from across the VET system, higher education system and employers. They will advise

Jobs and Skills Councils on the design and development of training package products, as well as on the consultation strategy.

Training Product/Training Package Product

Nationally endorsed training package products are:

- units of competency, which specify the standard of performance required in the workplace
- assessment requirements (associated with each unit of competency)
- qualifications aligned to the AQF

Non-endorsed training package products are:

- skill sets
- companion volume implementation guide

VET Regulator
A VET Regulator, as defined by the *National Vocational Education and Training Regulator Act 2011* means:

- the National VET Regulator; and
- a body of a non-referring State that is responsible for the kinds of matters dealt with by the Act.

Workforce Plans
A piece of work that is developed periodically by Jobs and Skills Councils outlining strategies to respond to current, emerging, and future skills needs and workforce challenges in their industries, across a range of educational and career pathways. These plans can help inform training package product development.

APPENDIX A

Unit of Competency – Application, Elements & Performance Criteria template

Unit code *Mandatory field*	The unit code contains the three alpha characters identifying the Training Package, followed by alpha and/or numeric characters. It must comply with the length specified in the AVETMIS Standard (no more than 12 characters).
Unit title *Mandatory field*	The title concisely describes the unit outcome. It must comply with the length specified in the AVETMIS Standard (no more than 100 characters).
Application *Mandatory field*	The application section briefly describes how the unit is practically applied in the industry and in what context(s) the unit may be applied and includes: ▪ a summary statement of unit content ▪ focused, useful information on how and where the unit of competency could be practically applied and who might use it and ▪ the unit of competency's relationship to any licensing, legislative, regulatory or certification requirements. Where no requirements exist, insert: *No licensing, legislative or certification requirements apply to this unit at the time of publication.*
Pre-requisite unit *Optional field*	List any unit(s) in which the candidate must be deemed competent prior to the determination of competency in this unit.
Competency field *Optional field*	Used only when the Training Package developer wishes to categorise a set of units within a Training Package in relation to a type of work.
Unit sector *Optional field*	Used only when the Training Package developer wishes to categorise a set of units within a Training Package in relation to an industry sector.
Elements *Mandatory field*	**Performance criteria** *Mandatory field*
Elements describe the essential outcomes.	Performance criteria describe the performance needed to demonstrate achievement of the element. Required knowledge, skills and application should be considered and clearly articulated.
1. Elements describe actions or outcomes that are demonstrable and assessable.	1.1 Performance criteria clearly relate to the element. 1.2 They are expressed as a standard. 1.3 They specify the required performance in relevant tasks, roles, and skills.

	1.4 They reflect the applied knowledge that enables competent performance.
Foundation skills *Optional field* Where a unit of competency is a standalone unit or has high delivery as a single unit (e.g. First Aid), Jobs and Skills Councils may use this field to describe foundation skills that are essential to performance.	
Range of conditions *Optional field* Specifies different work environments and conditions that may affect performance. Essential operating conditions that may be present (depending on the work situation, needs of the candidate, accessibility of the item, and local industry and regional contexts) are included. Range is restricted to essential operating conditions and any other variables essential to the work environment.	
Assessment Requirements	
Performance evidence *Mandatory field*	▪ specifies the required product and process evidence. ▪ specifies the relationship between the product and process evidence and the performance criteria.
Knowledge evidence *Mandatory field*	▪ specifies what the individual must know in order to safely and effectively perform the work task described in the unit of competency. ▪ relates directly to the performance criteria and/or range of conditions. ▪ indicates the type and depth of knowledge required to meet the demands of the unit of competency.
Assessment conditions *Mandatory field*	▪ stipulates any mandatory conditions for assessment. ▪ specifies the conditions under which evidence for assessment must be gathered. ▪ specifies assessor requirements, including any details related to qualifications, experience and industry currency. ▪ stipulates any mandatory workplace requirements. Where no requirements exist, insert: *Assessment of performance evidence may be in a workplace setting or an environment that accurately represents a real workplace.*
Unit mapping information *Mandatory field*	Specifies code and title of any equivalent unit of competency. If no equivalent insert: *No equivalent unit.*
Links *Mandatory field*	Link to Companion Volume Implementation Guide.

Mandatory fields are highlighted ☐

APPENDIX B

Unit of Competency – Application of Skills and Knowledge template

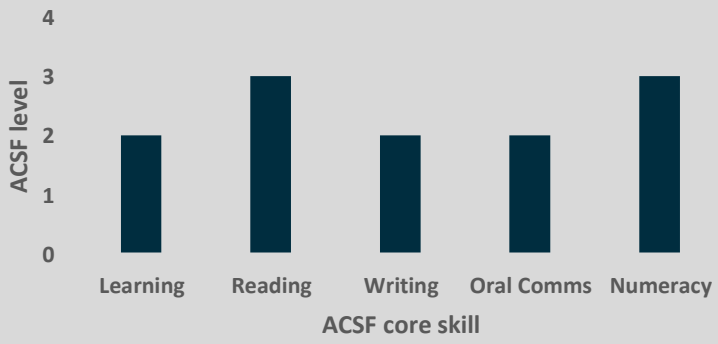
Unit code *Mandatory field*	The unit code contains the three alpha characters identifying the Training Package, followed by alpha and/or numeric characters. It must comply with the length specified in the AVETMIS Standard (no more than 12 characters).
Unit title *Mandatory field*	The title concisely describes the unit outcome. It must comply with the length specified in the AVETMIS Standard (no more than 100 characters).
Unit outcomes *Mandatory field*	A high-level statement of the knowledge, skills and application of the knowledge and skills a learner will be able to demonstrate on completion of training. This section also briefly describes how the unit is practically applied in the industry or industries and in what context(s) the unit may be applied. Where the unit is primarily knowledge-based and/or focused on building foundation and employability skills to support a learner to undertake further vocational training **OR** on preparing a learner for articulation to tertiary education, this must be clearly stated. The unit's relationship to any licensing, legislative, regulatory or certification requirements must be specified. Where no requirements exist, insert: *No licensing, legislative or certification requirements apply to this unit at the time of publication.*
Knowledge *Mandatory field*	Describes what a learner knows and understands upon successful completion and can be described in terms of depth, breadth, kinds of knowledge and complexity. Knowledge must: • Clearly relate to the unit outcome statement and required skills. • Identify the depth, breadth and complexity of knowledge required. • Be demonstrable and assessable • Be expressed as a standard
Skills *Mandatory field*	Describes what a learner can do upon successful completion and can be described in terms of kinds and complexity, and may include cognitive skills, technical skills, communication skills, creative skills, interpersonal skills and generic skills. Skills must: • Clearly relate to the unit outcome statement and required knowledge • Identify the kinds and complexity of skills required • Be demonstrable and assessable • Be expressed as a standard

Application of Knowledge & Skills *Mandatory field*	Describes how a learner applies knowledge and skill in context and in terms of autonomy, responsibility and accountability. Application of knowledge and skills must: • Clearly relate to the unit outcome statement • Identify necessary context • Be demonstrable and assessable • Be expressed as a standard
Pre-requisite unit *Optional field*	List any unit(s) in which the candidate must be deemed competent prior to the determination of competency in this unit.
Competency field *Optional field*	Used only when the Training Package developer wishes to categorise a set of units within a Training Package in relation to a type of work.
Unit sector *Optional field*	Used only when the Training Package developer wishes to categorise a set of units within a Training Package in relation to an industry sector.
Foundation skills *Optional field* Where a unit of competency is a standalone unit or has high delivery as a single unit (e.g. First Aid) or as part of a training package skill set, Jobs and Skills Councils may use this field to describe foundation skills that are essential to performance.	
Range of conditions *Optional field* Specifies different work environments and conditions that may affect performance. Essential operating conditions that may be present (depending on the work situation, needs of the candidate, accessibility of the item, and local industry and regional contexts) are included. Range is restricted to essential operating conditions and any other variables essential to the work environment.	
Assessment Requirements	
Performance evidence *Mandatory field*	▪ specifies the evidence required for an individual to demonstrate they can competently apply what they have learnt in different contexts. ▪ specifies the relationship between the performance evidence and the application of knowledge and skill.
Knowledge evidence *Mandatory field*	▪ specifies what the individual must know to competently meet the unit outcomes. ▪ relates directly to the knowledge criteria and/or range of conditions. ▪ indicates the breadth, depth and complexity of knowledge required to meet the demands of the unit of competency. ▪ JSCs may provide mandatory information on grading/proficiency or non-mandatory guidance in the CVIG.

Assessment conditions *Mandatory field*	▪ stipulates any mandatory conditions for assessment. ▪ specifies the conditions under which evidence for assessment must be gathered. ▪ specifies if assessment should be undertaken in a real or simulated work environment. ▪ specifies assessor requirements, including any details related to qualifications, experience and industry currency ▪ stipulates any mandatory workplace requirements. Where no requirements exist, insert: *Assessment of performance evidence may be in a workplace setting or an environment that accurately represents a real workplace.*
Unit mapping information *Mandatory field*	Specifies code and title of any equivalent unit of competency. If no equivalent insert: *No equivalent unit.*
Links *Mandatory field*	Link to Companion Volume Implementation Guide.

Mandatory fields are highlighted

Qualification template

Qualification code *Mandatory field*	The qualification code contains the three alpha characters identifying the Training Package, a numeric character identifying the AQF level, a two numeric character sequence identifier, and two numeric characters identifying the year the qualification was endorsed. It must comply with the length specified in the AVETMIS Standard.
Qualification title *Mandatory field*	A unique title that reflects the qualification outcome. It must comply with the length specified in the AVETMIS Standard (no more than 100 characters).
Qualification description *Mandatory field*	A high-level statement on qualification purpose and knowledge and skills outcomes relevant to the AQF level criteria of the qualification. The statement should identify the knowledge and skills outcomes of the qualification and what a learner will be able to do and know in the workplace on successful completion of the qualification. Any licensing, legislative, regulatory or certification considerations. Where none exist insert: *No licensing, legislative or certification requirements apply to this qualification at the time of publication.*
Foundation skills outcomes *Mandatory field*	Indicates the foundation skill outcomes a competent learner is expected to have upon completion of the qualification. Separate assessment of foundation skills is not required. It should be reflected as a bar chart and include each of the five Australian Core Skills Framework skills (learning, reading, writing, oral communication, numeracy). Digital literacy outcomes are optional and can be specified as a descriptive statement below the foundation skills outcomes. *Example: The foundation skills outcomes implicit in this qualification are outlined in the below bar chart.*  *Digital literacy outcomes may be included in the Companion Volume Implementation Guide as appropriate.*

Entry requirements *Optional field*	Specifies any mandatory entry requirements.
Packaging rules *Mandatory field*	Specifies the total number of units of competency required to achieve the qualification. Specifies the number of core and elective units. Lists all core and elective unit codes and titles, including pre-requisite units where they apply. Lists electives groups and specialisations. Where a core or elective unit has a mandatory workplace requirement, the unit and its requirement must be clearly identified in the packaging rules.
Qualification mapping information *Mandatory field*	Specifies code and title of any equivalent qualification. If no equivalent insert: *No equivalent qualification.*
Links *Mandatory field*	Link to Companion Volume Implementation Guide.

Mandatory fields are highlighted ☐

APPENDIX D

Credit Arrangements template

Credit arrangements for [insert Training Package Code and Title] *Mandatory field*		
Qualification code *Mandatory field*	**Qualification title** *Mandatory field*	**Credit arrangement details** *Mandatory field*
		Specifies existing credit arrangements between Training Package qualifications and Higher Education qualifications in accordance with the AQF. Where there are no direct credit arrangements in place the following statement is inserted here: *At the time of endorsement of this Training Package no national credit arrangements exist.*
Links *Mandatory field*	Link to Companion Volume Implementation Guide.	

Mandatory fields are highlighted ☐

APPENDIX E

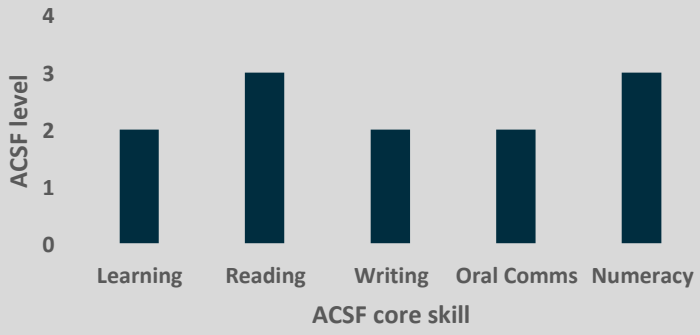
Companion Volume Implementation Guide template

Overview information *Mandatory field*	▪ Version control and modification history. ▪ List of AQF qualifications, skill sets and units of competency in the Training Package. ▪ Unit mapping information, including an equivalence table linking old to new units of competency. ▪ Qualification mapping information, including an equivalence table linking old to new qualification. ▪ List of imported and pre-requisite units in the Training Package. ▪ Key work and training requirements in the industry. ▪ Regulation and licensing implications for implementation. ▪ Where units that form part of skill sets include pre-requisite units, list these pre-requisite units.
Implementation information *Mandatory field*	▪ Information on the key features of the Training Package and the industry that will impact on the selection of training pathways. ▪ Industry sectors and occupational outcomes of qualifications. ▪ Explanation of any mandatory entry requirements for qualifications and skill sets. ▪ Pathways advice, particularly in line with requirements of the AQF Pathways Policy. ▪ Access and equity considerations. ▪ Foundation Skills including advice on the levels a learner is expected to have on successful completion of a qualification mapped to the Australian Core Skills Framework. ▪ Advice on any health and safety implications in the industry. ▪ Advice about a skill set's relationship with a qualification/s. ▪ Resource and equipment list relevant to the Training Package. ▪ Legal considerations for learners in the workplace/on placements. ▪ Other information relevant to implementation of the Training Package.

Links *Optional field*	Resources supporting the Companion Volume Implementation Guide. ▪ Other companion volumes as required including: o Learning strategies guidance, describing the diversity of learners and learning strategies o Knowledge guidance, identifying contextual information such as knowledge requirements and resources o Assessment strategies, providing guidance on implementation of assessment requirements. ▪ Training Package developer's quality assurance process for companion volumes.

Mandatory fields are highlighted

Training Package Skill Set template

Skill set code *Mandatory field*	The skill set code contains the three alpha characters identifying the Training Package, a skill set identifier – two alpha characters of 'SS"; and a sequence identifier – five numeric characters applied sequentially to skill sets in the training package.
Skill set title *Mandatory field*	Each skill set must include a title for the statement of attainment.
Skill set description *Mandatory field*	Provides a description of the skill set outcome. Any licensing or regulatory considerations must be specified. Where none exist insert: *No licensing or regulatory requirements apply to this skill set.*
Pathways information *Mandatory field*	Provides information about the skill set's relationship with a qualification(s). This must clarify how the skill set outcome relates to a qualification outcome.
Entry requirements *Optional field*	Specifies any mandatory entry requirements that must be achieved prior to commencing the skill set. Entry requirements must be expressed in terms of competency or licensing.
Foundation skills outcomes *Mandatory field*	Indicates the foundation skill outcomes a competent learner is expected to have upon completion of the skill set. Separate assessment of foundation skills is not required. It should be reflected as a bar chart and include each of the five Australian Core Skills Framework skills (learning, reading, writing, oral communication, numeracy). Digital literacy outcomes are optional and can be specified as a descriptive statement below the foundation skills outcomes. *Example: The foundation skills outcomes implicit in this skill set are outlined in the below bar chart.*  *Digital literacy outcomes may be included in the Companion Volume Implementation Guide as appropriate.*

Skill set requirements *Mandatory field*	Lists all the unit(s) in the skill set that must be completed to receive the skill set statement of attainment. Where any units that form part of the skill set include pre-requisite units, those pre-requisite units must be clearly identified.
Skill set mapping information *Mandatory field*	Specifies code and title of any equivalent skill set. If no equivalent insert: *No equivalent skill set.*
Links *Mandatory field*	Link to Companion Volume Implementation Guide.