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***Donor Policies in TVET and
Skills Development: a review
(1996-2000)***

**WORKING GROUP
FOR INTERNATIONAL COOPERATION
IN SKILLS DEVELOPMENT**

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DENMARK¹

1. Policy Objectives

The main objective of the DANIDA Sector Programme Support strategy is to promote the effective and sustainable reduction of poverty by emphasising national ownership of development efforts, including donor assisted efforts. The national ownership of development efforts should not only be at the central government level, but also appropriately established at regional and local levels.

Denmark has identified three cross-cutting themes which are to be pursued across all levels and sectors of Danish development assistance. These are:

- promotion of women's participation in development processes;
- promotion of environmentally sustainable development; and
- promotion of respect for human rights, democracy and popular participation.

2. From projects to sector support

During the last couple of years DANIDA has changed its approach to development assistance from a project oriented approach to a sector support oriented approach. This strategy implies that the bilateral Danish assistance will be provided mainly to a limited number of sectors (2-4 sectors in each country with which there is cooperation). A sector is defined as a coherent set of activities which need to be looked at together to make a meaningful assessment, and which can be relevantly distinguished in terms of policies, institutions and finances.

Compared to the project approach, the Sector Programme Support strategy is a longer-term framework for broader Danish assistance to a sector. This is to avoid the creation of donor-driven and donor-managed "project islands" where national institutions are not assisted to cope with future responsibilities, and where investments in the projects are unsustainable and out of proportion with investments in related areas. This means in principle that in the future there will not be a "DANIDA Sector

¹ This donor policy was published in: WGICSD, *Donor policies on TVET*, Paper 1, WGICSD, Bern, 1996.

Programme”, but instead DANIDA will support a national sector framework and specific elements of this framework. DANIDA will consequently not perform its “own” projects or programmes in developing countries but support national activities.

3. Conditions for support to TVET

A general condition for assistance to the TVET sector in a specific country is in principle that one of the following conditions is met:

- A TVET policy and strategy is available, or
- policy formulation and strategy planning activities have commenced, or
- local TVET authorities have decided to develop a policy and strategy.

This implies that support proposed or initiated at earlier stages may be discontinued or drastically down-scaled, if a TVET sector review has identified major policy problems for which the solution is outside the scope of the intervention, or where the political will to make adjustments is not demonstrated.

When entering a new cooperation country the first step will typically be a policy dialogue (possibly jointly with other donors) and the first components could be to assist the country concerned to formulate policies and strategies and prepare plans for the sector. These activities could be supplemented with pilot projects of different kinds, including institution building activities.

4. Key elements of potential support to TVET

In supporting development of the TVET sector, DANIDA considers the following elements important for an effectively functioning TVET sector:

- training is organized according to needs;
- stakeholders, including employees’ and employers’ organizations, are involved in the management of the sector;

- a sustainable mechanism for financing of recurrent and capital costs is developed; and
- training can be shown to cater for the formal as well as for the informal sector.

This strategy has been applied in Tanzania and Zambia for some years, and the results seem to be encouraging. A dialogue for supporting the TVET sector has also been initiated in Eritrea and Malawi. In the above countries, DANIDA support, together with support from other donors, is expected to play an important role in the development of the TVET sector. In other countries smaller involvement is expected within the TVET sector, but the above principles will apply in designing the interventions.

GERMANY²

1. Trends in German assistance to TVET

Technical and vocational education and training (TVET) has always been and still is of particular importance within the scope of GTZ. Initially, the emphasis of its assistance concentrated on the physical establishment and organisation of training centres for skilled labour. Such a concern included curriculum development, centre management, teacher training and, in exceptional cases, advisory services in system development. In a later period, during the eighties, co-operation was sought with the future employers during the training process and training was oriented more explicitly towards the demands of industry.

2. A differentiated approach

At present, the assistance offered by GTZ is more differentiated. A holistic approach is favoured. This involves advising partners on all levels of planning, co-ordinating and implementing training strategies. Partner agencies of GTZ, to a large extent, remain the local ministries of education, labour or industry, but numerous countries are establishing autonomous organisations for the national co-ordination of TVET. These National Training Authorities allow for a wider participation of other representatives of the society, like employers federations, chambers of commerce and industry, unions and other important actors within the TVET sector.

The differentiated approach also takes into account different target groups and various levels of training. Employment orientation has become a major emphasis not only in the modern sector but also in the informal sector. The latter is where the vast majority of the population in developing countries will find their only chance of employment or income generation.

3. The 1992 sector policy paper

The sector policy paper of the German Federal Ministry of Economic Co-operation and Development (BMZ, 1992) was a remarkable milestone with regard to the concepts for future technical assistance in the field of TVET.

² This donor policy was published in: WGICSD, *Donor policies on TVET*, Paper 1, WGICSD, Bern, 1996.

The sector paper reflects the change of objectives noted above. The following are some of the more important aims of the sector paper and these are accompanied by a brief comment on the degree to which they have already been achieved:

3.1. Linking assistance across levels

In an increasing number of current projects, and in almost each new project, GTZ offers assistance to concepts linking all levels of planning, co-ordination and implementation of TVET and seeks to ensure the inclusion of all important actors in the training system.

3.2. Developing a demand-oriented approach

Sector surveys, including labour market surveys, analyses of the existing training system and tracer studies are instruments applied in the project planning process to identify the skills required and to discover the strengths and weaknesses of the training system. Active participation of employers in the planning and the delivery of TVET is sought to secure that training programmes correspond to the demand of the private sector.

Enterprises of the formal sector of most developing countries are by no means in a position to absorb the increasing demand for employment. The majority of people will have to make a living in the informal sector. The TVET system must react to this situation and although a number of projects offer a larger range of different training programmes, more initiatives are required for the existing training institutions to address a greater variety of target groups, particularly the more disadvantaged.

Integrated approaches and programmes are necessary to prepare individuals for employment or self-employment in the informal sector. GTZ has introduced regional teams comprising the know-how of various sectors, such as economic policy development, private sector promotion, small-scale enterprise promotion and creation, self-employment, credit and finances and vocational training. After the experiences of special employment-oriented training and promotion programmes for refugees in the Sudan and in Pakistan, GTZ presently supports pilot programmes in Laos and Cambodia and the assistance to an integrated promotion programme in Zambia is about to start.

3.3. Promoting appropriate models of management and finance

GTZ assists an increasing number of countries in reforming their TVET systems (e.g. India, China, Indonesia, Thailand, Philippines, Pakistan, Laos, Botswana, Lesotho, Uganda, Tanzania and Jamaica). Many partners are in the process of establishing autonomous institutions and organisations and are delegating a great part of the responsibilities for the co-ordination and delivery of TVET to these (tri-partite) organisations and to the private sector. At the same time a decentralisation process can be observed in an increasing number of countries.

Financing TVET deserves special attention in a global situation of shortages of public funds. While, in some of the projects, finances are secured by introducing a levy fund, other examples try to delegate cost intensive practical training to the private sector. In many cases this leads to an increase of efficiency and effectiveness of training at the same time. The financing problem in countries of the former Soviet Union is a particular challenge. A special GTZ sector programme organises the exchange of experiences and workshops to work out new concepts for a TVET financing system.

3.4. Integrating gender sensitivity into all TVET activities

Women have always been under-represented among the target groups of TVET support. In order to change this, GTZ has in this sub-sector developed a guideline for planners and field staff containing instruments and strategies for the consideration and integration of women into TVET programmes. It contains recommendations and examples which refer to job-opportunities for women in different cultural societies and to different stages of the project cycle. (An English version of the guideline is under preparation).

3.5. Making use of existing forms of on-the job training

Existing forms of traditional on-the-job training have largely been neglected in the design of training modes as assistance was concentrated on the formal training system for the formal sector. Considering the wide scope of training actually being performed, the awareness of traditional modes of on-the-job training needs to be increased, particularly with respect to

employment opportunities in the informal sector. GTZ is conducting case studies in Zimbabwe and Tanzania to learn about different forms and the coverage of traditional training, non-formal or formal arrangements between the employer, the trainee and his/her parents, and their links to the formal training system.

The experiences GTZ has gained in the great variety of TVET assistance projects already undertaken are thoroughly evaluated both in a project specific context as well as in sector review programmes. In addition, special sector pilot projects enable GTZ to assess previous experiences and to develop further concepts and programmes and thus add to the know-how in this sector.

SWEDEN³

1. Introduction

SIDA's policy and strategies can be found in its Policy for Co-operation in Basic Education and Education Reform document. This is presented here along with a recent inventory of Skills Development components in sponsored projects and SIDA's present plans to develop a comprehensive education policy, including the practical aspects of primary education.

2. The Policy for Co-operation in Basic Education and Education Reform.

One of the important objectives of education is to prepare individuals for working life. The dynamics and complexity of the labour market, however, make it difficult to adjust education to market needs. Those who are trained for a certain profession may end up elsewhere professionally. Moreover, both skilled and unskilled workers over time may move between the formal and informal sectors.

It will continue to be important to consider the relationship between what children learn in school, and what skills they need in working life. In addition, whatever these skills may be, it will be important for people to learn how to adapt to new situations and build upon their basic education. Conclusions drawn about what needs to be learnt will affect the present relationship between education and work in developing countries as well as developed countries. Some of the factors in such a decision are listed below:

2.1. Expectations of modern sector employment

Expectations of well paid posts in the public sector or in modern industry have been the main force behind demand for education. As a result, the number of school leavers and higher education graduates far exceeds the number of jobs available in the formal sector.

³ This donor policy was published in: WGICSD, *Donor policies on TVET*, Paper 1, WGICSD, Bern, 1996.

2.2. The weakness of TVET institutions

Difficulties exist in replicating the conditions of industry in institutions for vocational training due to rapidly changing technology. Reform of vocational and technical education will be necessary, probably with an increased emphasis on general education subjects in preparation for the world of work.

2.3. Recognition of the informal sector

The growing importance of the informal sector affects how education is defined in relation to the world of work. Activities in this sector constitute a large part of the economic activities in the poorest countries.

2.4. The need to consider more than just schooling

It is necessary to consider what should be done in addition to general strengthening of basic education for children and adults. This will lead to a particular exploration of the role of NGOs, and provision outside the field of formal education and training more generally.

3. The Survey of Skills Development Components in Projects 1996.

After the amalgamation of all Swedish government aid agencies into one agency, a survey of all projects/programmes with a skill training component was carried out. The survey included skill training in all vocational areas, both pre-service and in-service training. However, it only included such training if it was done in a planned and organised way. Moreover, support to Eastern Europe and to university-based training was not included in the survey.

The survey revealed that a total of some 243 MSEK (38m US\$) was allocated for skills development components in Swedish development aid during 1996. Out of this, 70 MSEK (10m US\$) was allocated to support for reform of vocational training systems and vocational schools in a total of 17 projects. Support to Skills Development (SD) projects through the Education Division amounted to 22 MSEK (3.5m US\$). Strikingly, it has only the 4th largest level of divisional support to SD. The most important

departments or divisions are Health- 112 MSEK (17m US\$), Natural resources- 36 MSEK (5.5m US\$) and Technical Co-operation- 26 MSEK (4m US\$).

The support gives emphasis to in-service training, both specific skills training and management training. Another area for Swedish support is entrepreneurship training. In addition to what is surveyed in the above mentioned report is support through Swedish Non-Governmental Organisations, through the disaster relief funds and through international courses.

It is reasonable to assume that the concentration on in-service training and further education, which is indicated by the survey, will continue. The type of vocational training that will be supported, in most cases, will concern a certain field of work or a certain organization and most probably will be closely related to other activities supported by Swedish development assistance. The necessary co-ordination of activities within such assistance will be met through the normal project preparation work.

4. Development Work on a Policy for Skills Development.

At present SIDA does not have a policy that covers the field of skills development, but it does support a number of projects with skill development components. As indicated above, these are scattered over the whole structure of the agency. In the future a decision will have to be taken centrally regarding the appropriate way to handle issues common to the whole organisation, e.g. policies on project-related training and employment promotion. However, in the area of TVET institution-based (or basic) skills development, a policy proposal will be developed by the Education Division. The policy work will build on and expand the already existing policy for Co-operation in Basic Education and Education Reform and will deal with the issues of practical training in basic education, the relevance of basic education in preparation for the world of work, and connections between basic education and skills training.

Among the issues that the Education Division will look into during the development work are the following:

4.1. Making primary education more relevant

In what way can the primary school curricula be made more relevant for all students that pass through primary education? Some 80% of students in the developing countries do not continue schooling after primary school. Have their needs for a relevant curriculum been sufficiently accounted for? Should the curriculum perhaps contain practical elements not present today?

4.2. Getting the balance right in Non-Formal Education and Training

Many adults and youth in developing countries do not learn basic reading skills in schools but in non-formal training programmes. Do their training programmes contain the appropriate mixture of basic reading, writing and arithmetic skills compared to basic practical training? Are there lessons to be learnt for primary education from what is done in practical training in non-formal education?

4.3. Training for retrainability

In the developed world, youth are prepared for a world of work for which they need to be retrainable over their entire life span. Any worker will have to be prepared to change profession as job opportunities alter. This normally means a prolonged and more theoretical preparation for the world of work or in some cases a wider basic practical training. In fact it means that training should provide the students with a platform for further training. The crucial question in such a context becomes the composition of this platform.

4.4. Preparing school leavers for self-employment

In many of Sweden's countries of cooperation, job creation in public and private enterprises does not match the number of graduates from the school systems. For these school graduates an alternative would be self-employment. Are there therefore ways of preparing them for self employment by including a certain range of skills in their preparation at school?

4.5. Supporting training materials production

Training material provision for practical subjects in prevocational training is also an issue of concern. Demand for textbooks for specialised training tends to be rather small and, therefore, the field has limited interest to commercial publishers. What are the possibilities for donors to support this special field?

4.6. Agreeing on the same concepts

Many different ways of describing the concepts of practical training exist. Almost all the donors use different concepts. Therefore, it is necessary to try to define and categorize these different concepts.

SWITZERLAND⁴

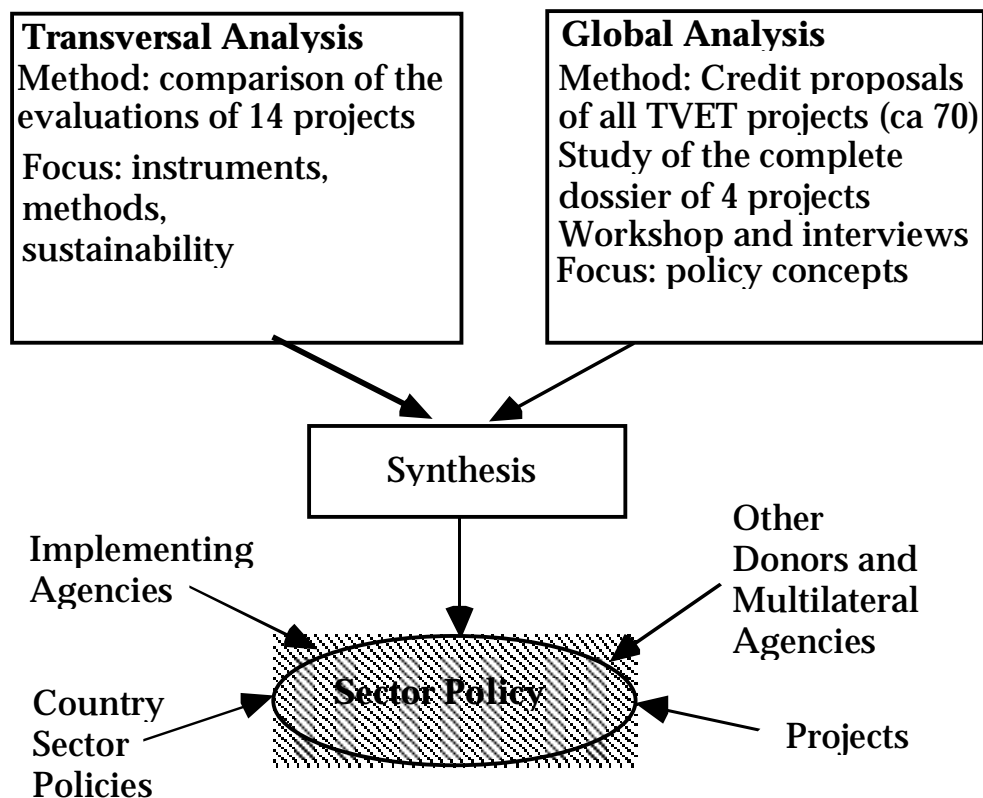
1. Introduction

As in many other agencies, the programmes of SDC emerged from individual projects and interventions. The programme perspective, and even more so the perspective that a programme is more than the sum of individual projects, is a comparatively new perception. To-day, sector policies are compulsory instruments in Swiss development assistance. Their development and monitoring is a major task of the respective sectoral services and their form is prescribed at the level of the operational manual of SDC.

The broad field of technical education and vocational training continues to be a centre of gravity for SDC, as about 15% of the total spending is directed towards the sector.

2. The Sector Policy development process

⁴ This donor policy was published in: WGICSD, *Donor policies on TVET*, Paper 1, WGICSD, Bern, 1996.



The above diagram illustrates the complex process involved in the development of the sector policy. It started with two major studies, followed by a synthesis and the formulation of the sector policy, which in turn again was influenced by the development in other donor and multilateral agencies, by projects, by implementing agencies and even through simultaneous endeavours in individual countries to develop a country sector policy.

3. The synthesis paper- main issues

Questions and recommendations of the synthesis paper were as follows:

- A decision on the appropriate level of potential interventions (post-primary, secondary, post-secondary, tertiary) ought to be taken;
- The appropriateness of projects and programmes within the local context should be carefully examined;

- There is no universally applicable, single best way or model of a vocational training system. Thus, the use of different approaches and instruments is indicated;
- Though some centres of excellence are quite successful, a question mark should be put around an approach based on support for such centres;
- TVET interventions should become more employment-oriented and thus contribute towards poverty alleviation;
- In addition to co-operation with government partners, co-operation with other partners ought to be investigated;
- Co-operative forms of vocational training ought to be promoted;
- Interventions should include the different levels (micro, meso and macro) and thus include a policy dialogue.

4. Orientation of the sector policy

On the basis of the above recommendations, the sector policy for TVET was formulated. It centres on two principal objectives:

- vocational and personal qualification of craft and other workers in the SME sector; and
- TVET oriented to disadvantaged target groups in the informal sector.

The sector policy also implies the following trends:

From	Modernis- ation strategies	towards	Employment orientation
From	Centres of excellence	towards	Co-operative training forms
From	Education	towards	Skills training
From	Government partners	towards	NGOs Employers Associations

From	Formal training	towards	Non-formal training
From	Male dominated vocations in the modern sector	towards	Gender balanced approaches
From	Individual projects	towards	TVET systems
From	TVET projects	towards	Vocational training as an instrument within other projects

These are developmental trends and a general orientation, but they do not constitute a complete shift in priorities and practices. SDC still supports formal training and continues to co-operate with government partners, in particular at the policy level.

5. Implementation

The sector policy only was approved in 1994 and the experiences thus far are not yet highly conclusive. Nevertheless it can be indicated that the re-orientation of country programmes has started and the following trends are noteworthy:

- Interventions at the tertiary level, except for instructor training, are gradually being reduced;
- In an increasing number of projects, in particular within small enterprise promotion programmes, vocational training activities have been introduced as an instrument;
- Co-operation with a variety of new partners (associations, training centres, NGOs, employers) has been initiated;

- More effort is put into policy dialogue and into the support of vocational training systems as a whole;
- Individual country sector programs have been re-oriented accordingly and new projects are being formulated along the lines of the new sector policy.

UNITED KINGDOM⁵

1. Aims and responsibilities

The Education Division in ODA⁶ is responsible for advice on all matters relating to education including technical and vocational education and training (TVET). ODA adopted a new “mission statement” in 1995, the purpose of which is to “improve the quality of life of people in poor countries by contributing to sustainable development and reducing poverty and suffering”. To this end ODA aims to:

- encourage sound development policies, efficient markets and good government;
- help people achieve better education and health and widen opportunities- particularly for women;
- enhance productive capacity and conserve the environment;
- promote international policies for sustainable development and enhance the effectiveness of multilateral development institutions.

2. The Education Division’s Existing Policy on Skills Development

The Education Division has produced a policy document, *Aid to Education in the 90s*, (1992) which states that “in essence the policy involves a modification of current support to lay increased emphasis on the provision of basic education (including adult literacy and non formal), and on education management and planning. However, the overall increase should not involve neglect of other levels and areas of education...”.

Tertiary education is recognised as essential within the policy, for academic and economic development, but aid to the tertiary sub-sector as a whole will not be a major strand of ODA’s policy for global assistance to education. With reference to TVET, the paper states that: “Technical and vocational education and training at tertiary level will be appraised on a country specific basis taking into account labour market demand for its graduates as well as its efficiency and provision of access.”

⁵ This donor policy was published in: WGICSD, *Donor policies on TVET*, Paper 1, WGICSD, Bern, 1996.

⁶ As of May 1997 the ODA has become the Department for International Development (DfID).

3. Priorities and Geographical Coverage

Priority in relation to TVET has changed in the past ten years. ODA does not now normally invest in “diversified” education or vocational training at school level (the exception is in Central and Eastern Europe and the former Soviet Union, under the Know How Fund). The emphasis has been on post-school TVET including higher education. There is investment however in relation to “technology” and enterprise education at the school level.

Geographical coverage in terms of projects being implemented has shifted since 1992. Involvement in projects in Africa, including North Africa, has been reduced such that the area is not now one of major activity. There has been increased activity in Central and Eastern Europe and the former Soviet Union, and continuing activity on the Indian sub-continent and in the Far East. The result of the change in priorities has been a reduction of about 40% in the number of TVET projects, with a reduction by nearly 80% in sub-Saharan Africa.

The ODA continues to place a major emphasis on research in the field of TVET. Six research projects in this field have been completed during the past few years, concerned with:

- Reducing the Costs of TVET
- Distance Education in Engineering
- Education and Training for the Informal Sector
- Labour Market Signals and Indicators
- In-Service Support for a Technological Approach to Science Education
- Education and Training of Artisans in the Informal Sector in Tanzania.

(the final reports of all of these projects are available free from the ODA)

4. The Future

Within the framework of the four aims referred to above, TVET straddles the first and the second, but perhaps has a stronger relationship in

operational terms to aim 3 - the enhancement of productive capacity and conservation of the environment. However, the influence of general education on productive capacity and the environment needs no emphasis.

The Education Division is about to begin a review of policy as laid down in the 1992 document. This will inevitably be written with the four aims in mind and will probably be planned around these four aims. It is not possible to indicate what the process will lead to, but it is unlikely that the role of TVET in the emergent policy will be less than at present.

A major change to TVET policy is an increased emphasis on the importance of training for the informal sector. A measure of the change is the agreement within the Education Division to fund a major research project on the informal sector, an initiative which has resulted in the largest commitment of research funds on one project to date in the Education Division. This emphasis has in part been influenced by two papers referred to above on Artisan Training in Tanzania and Training for the Informal Sector.

AUSTRIA⁷

1. Development policies in the field of education, training and skills development

In common with most developing countries and donor agencies, Austria holds the view that the right to education and training - along with other infrastructural sectors in society - contributes substantially to economic, social and cultural prosperity and plays a major role in the development process.

Furthermore, Austria considers assistance in the field of educational and/or training to be a very delicate matter, which requires specific procedures based on an in-depth understanding of the partner country's social, economic, cultural and political environment as well as close cooperation with officials of the partner country, experts, and the targeted group.

1.1. Instrumental and sectoral approaches

In the light of this, Austria distinguishes two basic functions or roles:

- an **instrumental role** in supporting other fields or sectors of cooperation. This is of utmost importance in achieving sustainability, as the continuation of a project will depend largely on strengthening and enlarging the capabilities of the personnel for problem-solving.
- a **sectoral role**, serving the reproduction and expansion of national policies, education/training systems and individual development in knowledge and skills

1.2. Support to skills development

Austria's commitment to TVET cooperation is dictated by both personnel and institutional capacities as well as by budgetary limitations. Nevertheless, there is a focus on:

⁷ This donor policy was published in : WGICSD, *Donor Policies in Skills Development*, Paper 2, WGICSD, Bern, 1997.

- **vocational training**, ranging from skill development to technical education including teacher/instructor training
- **academic studies in preparation for professional activities** at higher levels (post-secondary, university and post-graduate)
- **science and technology** in support of and/or relation to development or project activities

As regards basic education and/or literacy, Austria follows a strategy which integrates activities into skills development projects.

1.3. Sectoral approach

For several years, Austria has been taking a sectoral and programmatic approach which also facilitates networking with other projects and/or co-ordinating with other developmental concerns of national ministries and donor agencies. In view of the complexity and effects of the cooperation in the field of education and training, a long term approach is preferable.

2. Supporting national policy

In its bilateral country programmes Austria has adopted the following guidelines:

- to follow and observe any national TVET guidelines. In the case that a partner country has not yet developed national TVET policies, Austria may offer additional support for their development.
- to consider feedback from activities in TVET in the country.
- to identify and promote preliminary conditions for adapting existing training systems to alternating and/or dualistic training activities.
- to collaborate with government, employers' and workers' representatives in order to enhance the effectiveness of skills development by involving all partners.
- to co-ordinate Austria's assistance with national development initiatives and with programmes of other donor agencies.

3. Experience in skills development

Austria's long-term involvement in the field of skills development has brought important lessons. Two case studies illustrating some of these lessons are offered here.

3.1. Skills development in small and micro-enterprises in Burkina Faso

It is widely recognised that on-the-job training is an effective method of transferring professional skills. This has led to the use of dual system approaches in many countries, including Burkina Faso.

However, the significant lesson learnt out of more than thirty years experience of bilateral assistance is that a dual system, with the strong involvement of entrepreneurs, does not respond to social, economic and political requirements in countries such as Burkina Faso. In a dual system the majority of training activities and the financing of training fall on the entrepreneur. However, the current economic situation in Burkina Faso does not allow for such a contribution. As the necessity of training at the work place remains an important condition for preparing someone for professional life, another model of alternance is necessary which can make use of the experience, skills and networks of entrepreneurs without imposing on them the primary burden for the management and financing of training.

3.2. Counselling and training small entrepreneurs

The importance of promoting entrepreneurship in the informal sector is now a well-established feature of cooperation thinking and reflects wider mainstream political and economic ideology. Supporting micro-enterprises, especially in rural areas, through NGOs has come to be seen as an important approach for generating local employment and raising incomes. In Burkina Faso, Senegal, Cabo Verde, Namibia, Zimbabwe and Uganda technical assistance is provided to traditional blacksmiths, mechanics for motorcycles and small water pumps, welders etc. The assistance is mainly focused on obtaining loans or credit and on developing technical and managerial skills. Knowledge in planning, work organisation, cash and credit management, costing, budgeting, controlling,

etc. are modules of training programmes for managerial skills development as they are essential for the survival and sustainability of SMEs.

Two main principles are observed in order to up-grade the professional profile of entrepreneurs:

- counselling/advisory services
- training courses and/or seminars

Advantages of this approach are:

- direct response to problems of the entrepreneur
- orientation of entrepreneur towards training
- improvement of business organisation
- flexible and trainee-oriented approach to learning
- assistance based on individual training needs
- linking credit to business development

Disadvantages of this approach are:

- long-term assistance is necessary
- relatively high initial costs
- reluctance of entrepreneurs to pay for counselling services.

EUROPEAN COMMISSION⁸

1. Commitment to TVET

The European Community has given strong support to TVET throughout the period of the Yaoundé and Lomé Conventions. The policy has focused on industrialisation, regional cooperation and international trade and, since the European Development Council Resolutions of 1994 and 1996, poverty alleviation and employment. Originally, the emphasis was on skills training. From this developed a concern for capacity-building to provide this training both in-country and within the region. In recent years, there has been an increasing emphasis on the development of institutions to strengthen market linkages and to improve the quality, efficiency and relevance of the training provided. There is also an increased policy emphasis towards on-the-job training and towards training for the informal sector, though the implementation is not immediately evident, partly because such activities are carried out as components of projects that are not themselves categorised as TVET.

2. Mechanisms for development assistance

Community support to developing countries goes through two major channels:

- support from the European Development Fund (EDF) to Africa, the Caribbean and the Pacific (ACP), which is the responsibility of Commission Directorate General VIII (DGVIII) - Development;
- budget line support for other parts of the world, with DG1B responsible for Asia, Latin America and the Mediterranean, and DG1A responsible for countries in transition - the former Soviet Union and Eastern Europe.

⁸ This donor policy was published in : WGICSD, *Donor Policies in Skills Development*, Paper 2, WGICSD, Bern, 1997.

2.1. European Development Fund

The bulk of EDF funds are programmed in relation to National Indicative Programmes (NIPs) and Regional Indicative Programmes (RIPs). Negotiations between the EC and ACP countries for EDF8 NIPs and RIPs are currently underway, the basis for discussion on the EC side being Country and Regional Strategy Papers as approved and commented on by the EDF Committee.

There is an emphasis on ownership by the ACP state. For project activities, the fund underwrites government contracts that have been vetted by the Commission and EDF Committee for their physical and financial viability.

2.2. Budget line support

Budget line support is less globally structured and generalisations are thus more difficult to provide. There tends to a similar emphasis on government ownership (albeit with funds not necessarily directly allocated to the countries concerned), and on co-ordination with the World Bank.

3. New policies and priorities

Two events in the early 1990s have had a profound impact on European support for Education and Training:

- the 1990 Jomtien Conference with its focus on basic education.
- the 1992 Treaty of European Union requiring the co-ordination of European policy and operations.

3.1. Horizon 2000 and the 1994 Resolution

In response the Development Council launched the “Horizon 2000” initiative. It included a requirement for improved policy co-ordination in support to education and training.

In November 1994, the European Development Council adopted a Resolution on Education and Training in Developing Countries. This noted the crucial importance of education for development and the need to

increase resources for education and training in developing countries. Following Jomtien, it acknowledged basic education as a fundamental right.

Guidelines were provided for policy and co-ordination of European support to TVET. This meant that European Community aid to education and training should no longer be determined solely by the priorities of the recipient countries. Instead, the guidelines in the Council Resolution form a basis for dialogue.

In the 1994 Resolution, the importance of TVET for the creation of the skilled manpower for both formal and informal sectors was acknowledged and it was stated that this could be supported through both formal and non-formal educational channels.

In particular, combating poverty, meeting the basic needs of more vulnerable groups and providing training for informal economic sectors were emphasised. In addition, there was a move away from a concentration on official TVET providers and a greater focus on the role of the private sector in skills development.

3.2. 1996 Council Resolution on Human and Social Development

This Resolution lays emphasis on enabling partners to define and implement their own education and training policies; support improvements in the effectiveness of education and training systems; and target special attention to girls and disadvantaged groups.

4. Donor coordination

The 1994 Resolution contains guidelines for improving coordination.

4.1. Coordination at commission level

Meetings of the “Horizon 2000 Education Experts Group”, comprised of staff from the Commission and member states’ agencies are held biannually. In April 1995, eight pilot countries for co-ordination (Burkina Faso, Costa Rica, Côte d’Ivoire, Ethiopia, India, Mozambique, Tanzania)

were selected. TVET plays a significant role in these discussions. A seconded expert has also been appointed to further this coordination process. In October 1996 a policy “platform” was agreed on support to Education Sectoral Development Programmes covering the whole of the Education and Training sector.

4.2. Pilot country programme

Donor groups on Education and Training are meeting in each of the ACP pilot countries, in some cases led by the Government. In two countries (Ethiopia and Mozambique) EU groups have been established to enhance preparation for wider government-led co-ordination of donors.

In Ethiopia, a pilot study is underway on the co-ordination of information on the education sector (government, donor and research). This is a joint study between the EU (financed by the EC and DfID) and the ADEA Working Group on Education Sector Analysis. In Tanzania, steps are being taken to enhance the co-ordination of programming of aid by the government, laying the foundations for a Sectoral Development Programme. Representatives of governments from several of the pilot countries have taken part in meetings of the Experts Group in Brussels to lead discussion of Co-ordination in their countries.

4.3. Education Sectoral Development Programmes

In April 1996 a proposal was made to work towards Sectoral Development Programmes (SDPs) in a limited number of sectors, including education, and countries. Tanzania was selected for education. Simultaneously, the Horizon 2000 Education Experts agreed that the EU should be moving towards co-ordinated sectoral approaches to aid.

This has led to assistance to the Tanzanian Government in planning a Sectoral Development Programme. This will include a basic education masterplan; a secondary education masterplan; institutional improvements - including the rationalisation of tertiary technical education; and improved education for disadvantaged groups.

FRANCE⁹

1. Policy orientation

Recognising the multiplicity of relationships between the peoples of France and the countries with which it has development cooperation activities, French Cooperation seeks to offer a policy orientation for such relationships. In a similar way, France does not seek in official development assistance to impose its own policies on the states with which it cooperates. However, it acknowledges the danger that donor policies may simply be copied by partner countries.

2. The role of social actors

French assistance should be viewed within the context of its stated concern with democratisation. Thus, France insists that any request must have been written with the cooperation of local economic actors. Moreover, use is made of the long tradition of conferences between France and partner countries. Mixed commissions have been established which include French and partner country representatives of state, economic actors and NGOs, meeting in parallel sessions. These mixed commissions create bilateral 2 year programmes for development cooperation.

3. The role of skills development

France has a strong commitment to basic education and to the amelioration of the conditions of the poorest in the countries with which it cooperates. It is in the light of these concerns that the emphasis of French skills development policy on small enterprise must be seen.

France sees a close relationship between the goals of social and economic development. The inferior position of women, the high levels of illness and disease and the low quality of life apparent in many partner countries must be addressed in education policy generally, and skills development policy in particular.

⁹ This donor policy was published in : WGICSD, *Donor Policies in Skills Development*, Paper 2, WGICSD, Bern, 1997.

This is reflected in two strands of skills development activity:

- further training
- insertion of youth into the labour market.

3.1. Further training

France sees economic development as a major engine of positive social change. As a result it supports the development of a larger and better equipped body of skilled workers. This leads to an emphasis on more dynamic TVET sectors. It is concerned with the revitalisation of funding mechanisms and the development of greater institutional capacity and autonomy. Training provision should be diversified to give a greater role to the private sector.

Of particular importance is the consideration of the relationship between the TVET system and the local labour market. A better knowledge of the local labour market is a fundamental requirement of successful TVET institutions. Labour market surveys can play a vital role here.

3.2. Youth Insertion

A number of strategies are being followed here:

3.2.1. Improved vocational schooling.

There is a strong policy focus on improving existing provision through the development of work experience agreements with formal and informal sector employers and the introduction of programmes for follow-up of graduates.

3.2.2. Enhanced traditional apprenticeships.

New relationships with artisans are being forged. These include bringing them on to the management boards of training centres; providing them with upgrading services and facilities; and the development of alternance programmes with training centre preparation linked to work experience in small enterprises.

3.2.3. Services to TVET graduates.

A number of services are being offered with the intention of enhancing the possibility of TVET graduates being able to make a living in their chosen trade. These include access to workshops; production contracts; management training and insertion into the above scheme for enhanced traditional apprenticeships as masters.

3.3. Donor cooperation

France places great emphasis on cooperation with other donor agencies. Many French funded projects have been, and continue to be, supported jointly with other bilateral and multilateral agencies. France also plays a key coordinating role in sharing information between those involved in skills development in Central and West Africa and collaborates with the International Labour Office in the convening of workshops of TVET reform, both in Turin and in Africa.

FINLAND¹⁰

1. Finnish Development Cooperation

The Finnish Decision-in-Principle of 1996 places development cooperation within the broader ambit of Finnish foreign policy. In keeping with broader trends and agreements between OECD countries and development agencies, this identifies the following goals for development cooperation:

- poverty reduction
- sustainable development
- promotion of human rights, good governance and equality.

Finnish bilateral operations are based on long-term relationships and partnerships. Nonetheless, the intention is to review and extend the range of partner countries. The Finnish Government is committed to raising the development cooperation budget to 0,4% GNP by 2000 and remains focused on the longer term target of reaching 0,7%.

2. General Principles for Support to Education and Training

In the education sector Finland is concerned to:

- channel assistance expressly into the development of the human resources and independent capabilities of developing countries. In this Finland seeks to act as a catalyst for development.
- emphasise basic education as crucial to the empowerment of poor people to be included in development
- increase efforts to strengthen the participation of women in the wide range of social and economic activities, for instance through the extension of basic education provision to women and girls
- draw particular attention to the status of disabled people in developing countries.

¹⁰ This donor policy was published in : WGICSD, *Donor Policies in Skills Development: Reforming Education and Training Policies and Systems*, Paper 3, WGICSD, Bern, 1998.

3. The Extent of Finnish Bilateral Activities in Education and Training

Assistance to the education sector amounts to c4% of the development budget. Although, spread across a number of sectoral portfolios, disbursements on training probably amount to a similar percentage. It is anticipated that the Decision-in-Principle will result in an increased share for education of the total budget.

Finland continues to work with its “traditional” educational partners: Ethiopia, Mozambique and Zambia. In addition, it has commenced cooperation with Nepal, Nicaragua, Tanzania and West Bank and Gaza. It is possible that other countries may be added to this list in future.

3.1 The Sectoral Development Programme Focus

Finnish aid is now organised according to the project approach, although there is a discussion underway about the possibility of moving towards sector-wide development programme approach with more emphasis on budgetary support.

3.2 Education Sector Activities

Under the heading of education would be included support to the Asia Institute of Technology for the development of departments in telecommunications and pulp and paper engineering. Cost sharing and private sector participation have been central elements of both programmes. In the latter there has been a major focus on environmental issues.

In Zambia Finland has been involved in the promotion of a demand-driven vocational education system. This has included support for a pilot project on the development of competency-based modular training. This process has involved local employers’ associations, particularly in the construction industry.

3.3 Education and Training Activities Classified under other Sectors

The programme Support to Agricultural Training in Mozambique (SATIM) is classified under the agricultural sector. However, its content is entirely

in the area of education and training. This programme has been aimed at developing the curriculum and strengthening teacher education. The experiences under SATIM have been highly relevant for the subsequent attempts of the Government of Mozambique to reform the whole vocational and technical education system.

The Rural Integrated Programme Support (RIPS) in Tanzania is a multi-sectoral participatory development programme covering Mtwara and Lindi regions. Since 1993, when RIPS began, there has been a strong education and training element. On-the-job training has been provided for fisherman, carpenters, blacksmiths, etc. and vocational subjects have been piloted in both general and technical secondary schools. Similar examples have occurred in rural development programmes in Nicaragua, Vietnam and Zambia.

4. Finnish Commitments to Multilateral Development Cooperation

In addition to bilateral activities and concerns, Finland is seeking a more active role in multilateral activities. This means a desire to move beyond contributions to multilateral funds and support for multilateral agreements. Active development of new modalities and partnerships is being sought. Support to the Association for the Development of Education in Africa and for the special programmes of UNESCO are an integral part of the Finnish education programme.

UNITED STATES OF AMERICA¹¹

1. Overall Strategic Objectives

The United States Agency for International Development's mission is to contribute to U.S. national interest through supporting the people of developing and transitional countries in their efforts to achieve enduring economic and social progress and to participate more fully in resolving the problems of their countries and the world. USAID has identified six strategic objectives:

- encouraging broad based economic growth and agricultural development
- strengthening democracy and good governance
- building human capacity through education and training
- stabilising world population and protecting human health
- protecting the world's environment for long-term sustainability
- saving lives and reducing suffering associated with natural or man-made disasters and re-establishing conditions necessary for political and/or economic development.

Human capacity development became an Agency strategic objective in 1997. Whilst basic education is the central concern of this objective, it also provides for refocused American support to higher education, skills development, training and information technology.

2. The Centre for Human Capacity Development

Each of the six strategic objectives has a centre in USAID's Global Bureau responsible for the development of global programmes, field support and research. The Centre for Human Capacity Development focuses on:

- helping nations and USAID field missions to improve education and training systems

¹¹ This donor policy was published in : WGICSD, *Donor Policies in Skills Development: Reforming Education and Training Policies and Systems*, Paper 3, WGICSD, Bern, 1998.

- applying proven human resource development techniques creatively
- promoting new learning technologies.

2.1 Centre Structure

The Centre is organised into four teams:

- basic education
- higher education, including skills for employment
- training
- information technology policy and applications.

3. Participant Training

Training in USAID traditionally referred primarily to the training of host country “participants” in the United States. There is an extensive use of American support for providing training for persons involved in development projects and programmes. Historically, large numbers of students have come to the United States to study for degrees. In-country and third country training have also been included in the concept. In recent years, however, the numbers being trained in the United States have declined substantially.

A significant rise has been observed in the numbers receiving in-country training. Approximately 1,5 million training events took place in-country in Fiscal Year 1997, although this figure includes a vast array of different types and qualities of training activities. Agency training programs seek improved individual performance and increased effectiveness of host country organisations.

4. Workforce Development

Programmes for workforce skill development currently fall under the broader area of higher education. The term “workforce development” describes an interdependent system of linked policies, strategies and

actions that create an enabling environment where demand responsive learning institutions and processes enhance workplace skills and competencies. Based on field experiences and a study of 20 workforce development models world-wide, emphasis is placed on the following program elements:

- fostering policies that support public/private partnerships and training initiatives matched to workplace demands
- promoting community based assessments and collaborations for decision making
- encouraging credit access and business training linked with opportunities
- helping design systems for rapid workplace skill adjustments in transition situations.

Results being sought in USAID-assisted nations include:

- increases in the employability and job retention of local workforces
- increases in business and entrepreneurial skills
- improved employment policies
- enhanced productivity.

5. Multi-Disciplinary Concerns

Workplace development staff have been engaged in recent conversations with other USAID staff responsible for supporting emerging markets, small enterprise development, gender balance and the role of unions in enhancing worker rights. This has led to the creation of a multi-disciplinary coalition committed to sharing insights and promoting mutually reinforcing approaches and shared programmes for the full span of workforce development policy development and programming.

SKILLS DEVELOPMENT AT THE INTER-AMERICAN DEVELOPMENT BANK¹²

1. The history of IDB involvement in skills development

The IDB has a long history of involvement in skills development programmes across Latin America and has a wealth of experience of what does and does not work. For much of its history, the IDB has been involved in the support of the national vocational training institution systems and the technical secondary schools. However, this pattern of support changed in the 1990s as part of the broader transformation of Latin American technical and vocational education and training. The IDB now focuses on youth employment programmes, supporting the new national training systems and assisting the transformation of academic technical schools.

2. Experiences with the new approaches

Youth employment programmes supported by the IDB have largely been successful (see above). They have trained large numbers, mobilised new funds and promoted outcome focused training. The evolving TVET system has seen the emergence of new post-secondary technical provision, the emergence of stronger tracks within secondary schooling and a narrowing of the excessive range of secondary technical programmes in favour of broader pre-occupational courses. Institutional change programmes with the existing national providers are still developing but show signs of promise.

3. The IDB way of working

At the heart of the IDB's way of working is its very strong connections to its member countries. All programmes must be agreed with the relevant government. Staff working with countries typically have a very rich understanding of the context of the country and long-established relations with important stakeholders. This gives the IDB's work a special rootedness. However, the IDB is concerned to improve its work. It is trying to strengthen its analytical capacity and to focus its interventions far

¹² This donor policy was published in: WGICSD, *Poverty, Growth and Skills Development: a Focus on Latin America*, Paper 5, WGICSD, Bern, 2000.

more on knowledge gained prior to programmes. It is also seeking to work in partnerships with other donors.

4. The conceptual basis for IDB programmes

The IDB does not seek to enforce strong conditionalities. Nonetheless, it does view a series of positions to be important. It argues that training requires an enabling environment, without which it will not be effective. It views training and education as complementary, with education being somewhat more important. Good training also has educational value and should be seen as broader than technical competence. Training when well targeted and well constructed is a sound investment. However, where there is no demand, training should not take place. However, this should be seen as including a role for training providers to proactively generate demand. A demand focus should not blind programme designers to equity issues. Some element of cost recovery should be included in all provision but needs to be treated flexibly. In particular, it must be remembered that training creates hard to quantify externalities. This suggests that total cost recovery is not necessary or desirable. The state will always have an important role in training, but this will often not be in provision.

5. Priorities for future IDB programmes

These understandings shape the IDB's view regarding future priorities.

6. Institutional reform

The effectiveness of conventional Latin American training systems has declined over time. Efforts need to be made to redress this. In all cases this will include promotion of better market responsiveness. Links to internships; moves away from a state provider role; and greater employer control are possible approaches. However, there is not a single blueprint that can be used in each country.

6.1 New modes of apprenticeship

The idea of using the workplace as a learning place remains valid. However, attempts to reproduce the dual system have had very mixed results. The approach appears particularly worth continuation in sophisticated segments of the labour market that are judged to be strategically important to national development. Traditional on-the-job training is also in need of cognitive upgrading. Self-learning needs also to be supported.

6.2 Promotion of lifelong learning

Lifelong learning will be increasingly important to individuals, enterprises and societies in the emerging global economy. Encouragement should be given to the expansion of such provision, most of which is not state-provided. However, the public should be protected from exploitative provision in ways that do not undermine the overall levels of provision.

6.3 New forms of delivery to forgotten clienteles

Latin America has a good record in provision of training to conventional clientele. However, its record in reaching below this has been poor. Existing training providers will only be able to reach such populations if they can develop lower cost methodologies, including franchising and distance learning. It is more likely that other providers will be more successful and the Joven type projects offer potential in this area. A greater focus is required on promoting self-employment. Often unemployed youth are unpromising clienteles for such courses. Instead, best results typically come from focusing on the needs of existing enterprises.

6.4 Upgrading training for the modern economy

Economic modernisation requires increasingly complex forms of training. Therefore, providers must seek to respond to the needs for technological upgrading. There is a need for better articulation with the education system to promote this. Links with enterprises are also essential.

6.5 Materials production and training instructors

The provision of training requires prior investment in trainers, methods and materials. This requires institutions capable of making such investments. This provision requires a longer term planning horizon than is the case for training provision. Ensuring that trainers have technical skills, workplace experience and conceptual knowledge is a prerequisite for high quality training.

6.6 Training as a social policy

Training has increasingly been used as a social policy tool. However, equity focused training can only be effective if it results in jobs or increased incomes. There is a need to balance the desire to reach the poorest and the need to provide them with good enough training to access (self) employment on completion of training.

JAPAN INTERNATIONAL COOPERATION AGENCY AND SKILLS DEVELOPMENT¹³

1. The skills development effort of JICA

JICA sees skills development as lying at the heart of its activities. JICA is committed to capacity building in all its development cooperation activities and seeks to build up the skills set of partners in each activity.

In training as more conventionally understood, JICA is particularly active in Asia. JICA's involvement can be seen to have five elements. First, it is involved in the training of personnel from partner countries in Japan; in training in partner countries; and in regional training for partners. Second, it provides technical assistance through the placement of Japanese expert counterparts in partner countries. Third, it provides equipment that can support skills development. Fourth, it runs comprehensive projects that combine the first three elements. Fifth, it can support and operate development surveys that can assist in the identification of skills availability and needs in partner countries. JICA also manages the Japan Overseas Cooperation Volunteers programme, which helps to provide support to skills development. Although stand-alone technical vocational projects are currently few, the above shows clearly that JICA is actively involved in skills development.

2. JICA's vision for skills development

Japan's official development assistance programme seeks to support south-south cooperation and JICA's approach to all its activities reflects this basic goal. In particular, its regional training programme is designed to spread the skills and knowledge developed with its partners in one country to others in the region and to help build sustainable learning networks. Through this programme, countries with cultural and linguistic similarities can share their knowledge and with JICA's help identify their areas of comparative advantage. Japan may at a later date support the development of these areas through its assistance.

JICA recognises the importance of public – private partnerships. JICA is very aware that dialogue among all stakeholders (the private and public sector and civil society) is crucial in identifying the training needs of a

¹³ This donor policy was published in: This donor policy was published in: WGICSD, *Poverty, Growth and Skills Development: a focus on Latin America*, Paper 5, WGICSD, Bern, 2000.

country. JICA's training programme is geared towards providing those skills that have been identified by the partner country as necessary to contribute to its economic growth. In general, JICA's training and training of trainers is aimed at high to mid-level professionals (government employees). Although, these activities do not target youth or the poor, the work of the JOCV or JICA's youth invitation programme can.

JICA also emphasises the importance of improved articulation between skills development and general education. In designing its training, JICA takes into account the links (or gaps) between general education and technical training. For example, in a country where certificates are important proof of having successfully completed a course in training, JICA is careful to ensure that that this issue is considered and that the necessary general education groundwork is there. In emphasising improved articulation, JICA highlights the need for a holistic notion of skills that acknowledges not only the technical but the social, spiritual and intellectual elements of skill and training.