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SKILLS
DEVELOPMENT

*Post-Primary Education
and Skills Development*

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PREFACE

This discussion paper reflects the proceedings of a Working Group for International Cooperation in Skills Development, meeting held in Paris in November 2007. This meeting was co-hosted by the International Institute for Educational Planning (IIEP), UNESCO and the French Agency for Development (AFD). Due to disruptions caused by industrial action in Paris, the whole of the meeting eventually took place at IIEP and our especial thanks go to David Atchoarena and his colleagues at IIEP for extending their welcome to us at very short notice. However, thanks are also due to Jean-Claude Balmès, Ewa Filipiak and Richard Walther at AFD for their involvement in planning the meeting.

The meeting was organised by Michel Carton, Kenneth King and Stephanie Langstaff at IHEID, Geneva and chaired by Michel Carton and Kenneth King, University of Edinburgh. This paper is edited by Simon McGrath, University of Nottingham.

The discussion that follows reflects a dialogue between professionals rather than official agency positions and should be read in this spirit.

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SECTION 1: INTRODUCTION

1.1. LOOKING BEYOND PRIMARY EDUCATION

*Simon McGrath*¹

1.1.1. Introduction

This Discussion Paper of the Working Group for International Cooperation in Skills Development looks at the emerging notion of post-primary education (and a range of similar and overlapping terms). As will become clear in this paper, the range of meanings and concepts in this area is significant.

However, first we should acknowledge the need for historical grounding of the debate. This suggests that we should consider why this debate has emerged at this particular point in time. It also means that we need to reflect on the lessons of previous expansions of post-primary education. This would include us re-examining, for instance, African experiences after independence of a rapid rise in general secondary provisions but also East Asian expansions at around the same time. We also should consider the historical trends in many countries towards vocationalisation in various forms and how these have enjoyed varying popularity with participants, policymakers, donors and researchers. We could also profitably reflect on the reasons for the rise and fall of non-formal education in the late 1960s and early 1970s across regions.

1.1.2. The EFA Storyline

Whilst the lessons of the past need to be heeded, there is an equal need for reflecting on how different current contexts are. Clearly at the heart of the contemporary story internationally is the EFA/MDG orthodoxy. The strengths and weaknesses of the EFA/MDG approach have been debated at great length elsewhere. What is most pertinent for this Discussion Paper is the core storyline about how successful the EFA drive has been. We are approximately halfway in time between the Dakar meeting of 2000 and the principal EFA target year of 2015. This has led to the construction of an argument that says essentially that EFA has been successful. However, this success leads on to two qualifiers, which permeated presentations and discussions in this WG meeting.

First, there is a (perhaps inevitable) “but”. Let me quote the summary of the *Global Monitoring Report 2008*, presented later in this Discussion Paper:

There has been substantial progress on primary education enrolments. This is especially the case in Sub-Saharan Africa, which has seen a 36% increase in enrolments since 2000. The number of out-of-school children has declined from 96 million to 72 million in the same period.

One dimension of the “but” becomes immediately clear- 72 million children are still out of school. The GMR Report and other pieces in this Discussion Paper also

¹ This introduction inevitably owes much to the general discussions of the Paris meeting. However, it also is particularly informed by the inputs of four discussants who formally presented during the course of the meeting: Jon Lauglo (see Appendix 3), David Atchoarena, Kenneth King and Claudia Jacinto.

point to further weaknesses at the aggregate quantitative level, for instance in access to early childhood care and education and to adult literacy. Equally, gender imbalances in participation continue to be common – with as many countries showing imbalances in favour of girls as boys. Inequalities of access by location and wealth remain significant and are rising in some areas. Moreover, there have been growing concerns that progress of quantity has been at the expense of serious failings in terms of quality. More children are in school² but they are learning less. It is also apparent that there are huge intra-continental disparities. The countries in the far South of both Latin America and Africa typically fare better than their poorer Northern neighbours. In Asia, the split crudely is an East-West one, reflected even at the country level in the case of China.

Second, there is an “and now”. Leaving aside all the problems noted in the previous paragraph, it is clear that the EFA drive has led to increased enrolments in primary schooling. It seems inevitable that this increase will continue over the second half of the Dakar period.

This brings the inevitable question of “what next?”. In so far as EFA talks of basic education, then it is clear that universal junior secondary education was always considered as a logical development from universal primary education, at least in most cases. However, for parents, pupils and politicians, it appears clear that the growth in primary education requires a growth of secondary provision. This is largely bound up with aspirations towards socio-economic betterment (as was much of the growth in secondary education of the second half of the 20th Century). This inevitably means that it is also something taken very seriously by politicians. However, it is clear that there is also a human capital argument for the expansion of secondary education, as the World Bank presentation below notes.

Equally, there is a growing awareness that the effects are not simply mono-dimensional, with expanding primary schooling leading to expanding secondary provision. Rather, part of the motivation for growing enrolments at the primary level is the widespread belief that primary education can lead to higher levels of education and that it is these that offer the best opportunities for economic and social advancement. Parents and learners have little time for agency claims about the major impacts of a few years of primary schooling on agricultural productivity, health, fertility, etc. Rather, they are convinced that at least secondary education is needed to access formal employment in most developing countries. Whether this is because of a supposed shift towards a globalised knowledge economy or simply certification inflation makes little difference to them.

Thus, in part, a growth of secondary (and tertiary) educational opportunities is needed in order to reinforce and sustain enrolments in primary education. This again has been reinforced in the minds of planners by a growing concern with teacher development, which requires significant flows into higher forms of education.

Any discussion of a new focus on post-primary clearly needs to be located within an understanding of the continued quantity, quality and equality challenges of primary education; and the necessity of responding to the question of “what next?”.

² Or at least registered with schools- actual attendance is a very different matter.

1.1.3. Meanings

It was evident in the discussions of the Working Group in Paris that there was considerable unease with the need to invent a new concept of “post-primary education”. First, it was asked, why not just talk about secondary education? Does the notion of post-primary imply (as some fear it does), a cheaper and inferior substitute? Does it instead point to the need to find a mass model for a new time that must be radically different from previous models of secondary schooling? Certainly, there is a strong case that the current wave of secondary education expansion is in danger of failing because of the lack of consideration of how quality and relevance can be addressed. However, this might take us back into a consideration of how successful secondary expansions have worked historically (for instance, in East Asia) as much as into approaches that seek to diversify the curriculum or move to a greater use of non-formal and flexible delivery approaches.

There was clear disquiet too about the word “post”. This was seen both as an impoverished word, implicit for some of an impoverished provision, as noted above, and too strongly related back to the noun that it was qualifying – “primary”. There are potential dangers in seeing primary education as the principal reference point for what comes next, rather than focusing more sharply on what the next level’s purpose is in itself. For some, therefore, the concept of “beyond” was a more comfortable one. Moreover, this was seen as a concept that should shape thinking about purpose and articulation across elements of the education system rather than a term, like post-primary education, that could be applied as a simple descriptor to replace secondary.

“Post” of course also may imply that post-primary education should take place immediately after primary education. Naturally, this will be an important thrust of PPE, particularly because of some of the reasons noted above. However, PPE is also being used to incorporate “second chance” provision for youth and adults. It is important, therefore, that conceptions of what PPE means should acknowledge the varying points in the lifecycle at which participants will access the system. Indeed, it may be valuable to think about whether there are actually benefits in developing approaches to teaching and learning across PPE that draw on the experiential tradition of adult learning, taking cognisance of the fact that even the young poor are likely to be working, even if “only” in subsistence activities.

Equally, there were concerns that the use of post-primary education reflected a retreat from an accepted international position about basic education. As primary and basic are not synonymous, the term PPE risked conflation and confusion between the already mandated universalisation of basic education and a focus on those elements that come after the basic entitlement.

It is also noticeable that there is some slippage between the terminology of post-primary education and post-primary education and training. It seems apparent that some notion of training is lurking quite clearly in the vocationalising tendency of PPE. However, it may be that the reluctance at some times to use the “T word” relates to the perennial divide between programmes owned by Ministries of Education and those owned by Ministries of Labour. As will be in evidence later in this Discussion Paper, the failure to engage meaningfully across the education – training divide at both agency and national government levels suggests major problems ahead for post-primary initiatives.

1.1.4. The Vocationalisation Question

In spite of the shyness about speaking about training, it is evident from much of the discussion in this volume that some form of vocationalisation is seen as important as part of PPE. What vocational means in the minds of PPE proponents, however, is often harder to ascertain. Moreover, how its conceptualisation relates to the historical debates about vocational schooling is also uncertain.

Under what conditions (if any) is vocationalisation of schooling justified? Can it ever be popular with learners and parents? In the possible return to vocationalisation, is a narrow focus on technical skills development implied (as in the Anglophone competency approach) or is there a broader notion of vocational learning including socialisation and identity formation (as in Germanic and East Asian conceptions)? Should any vocationalisation be "light" - essentially pre-vocational and orientational - or should it aim to produce fully-formed workers for specific occupations? Is a new vocationalism for the globalised knowledge economy (whatever that means) what is required, focusing on the necessary range of skills, knowledge and attitudes for an increasingly service sector-driven economy? How does vocationalism respond to the context of jobless growth in the formal economy, as experienced in many countries? Equally, how should vocationalised PPE respond to the realities of the informal economy, the majority economy of many of the most aided countries?

1.1.5. A Role for Non-Formal Education?

The latest *Global Monitoring Report* is symbolic of a recent rebirth of interest in non-formal education. As with the other notions I have discussed in this introduction, it is important to take a moment to consider why NFE is back on the agenda and what we can learn from its earlier fall from grace. Particularly in the Latin American section of this Discussion Paper, there is widespread interest in alternative forms of delivery of education, although there is often hesitation about using the term non-formal. The PPE notion appears to appropriate existing forms whether called alternate, equivalent or non-formal.

There is a strong case for keeping non-formal and, indeed, informal learning in mind when thinking about educational futures, perhaps as part of a wider notion of lifelong learning. However, there are key questions about the nature of NFE offerings. These include concerns about quality and sustainability, although the formal system is by no means immune from such concerns of course.

There are also issues of parity of esteem, articulation and progression. However, we need to be mindful of the ways in which many attempts to promote these have increased bureaucracy and privileged system design rather than acting as a positive force to aid learners and employers.

1.1.6. The Rural-Urban Divide

Sometime explicit in the discussions of the Working Group, but more often implicit, there lurked the question: do rural areas need something special? This is apparent in the rural focus of much of the Latin American discussion of alternative forms of provision seen below. However, equally, it could be asked whether the urban poor are also particularly marginalised. However, behind both

questions lurks a concern that we are working from a deficit assumption in wanting a post-primary provision that does something to address the failings of a particular constituency and context.

1.1.7. Theory, Policy and Politics

It is evident that post-primary education is essentially an agency construct that reflects the dominant international education and development discourse linked to EFA and the MDGs. Thus far it only appears to have gained influence in developing countries where those countries are heavily donor dependent. However, even where it has been inscribed in policy, it is unlikely to be enacted. There are two main reasons for this. Whilst it is possible to influence technocratic planners of donor logic, it runs clearly against the bureaucratic logic of how Ministries of Education and educational institutions are structured. Moreover, the real decisions about educational reform are often taken by politicians, whose concepts tend to be very conservative in the search for connection with the voters. Thus, an essentially technical and alien term – post-primary education – has far less political value than does secondary education, with all the meanings this has accumulated over the decades.

1.1.8. Measuring Skills

The tendency of the EFA/MDGs agenda towards a narrow measurable model of education has already marginalised skills development. As noted above, the latest *Global Monitoring Report*, whilst clearly in the business of measuring, is at least trying to broaden out the understanding of EFA, back to the wider conceptualisations of Jomtien and Dakar. However, in so doing it shows the methodological challenge of working to rebroaden the agenda whilst remaining within the discourse. It is evident that EFA Goal 3 is almost impossible to operationalise. Moreover, there are no strong international datasets that are already in existence that the GMR can utilise. In using NFE as a conceptual tool to broaden out the discussion, the GMR has raised the further problem of distinguishing between formal training and non-formal education, with their potentially very different institutional and systemic logics.

1.1.9. Contexts

Targets, measurement and development agencies' international reach all lead to tendencies towards single definitions and universal policy and solutions. However, it is apparent in discussing post-primary education (as any other concept) that the search for uniformity is in conflict with the reality of diversity. Many of the notions that I have briefly discussed in this introduction vary considerably both North and South, reflecting differences of culture, language and historical influences on system development. A simplistic attempt to bring a new term such as post-primary education to bear on this complexity will inevitably result in much being "lost in translation". Terms inevitably become infused with new meanings that cannot easily be managed. Clearly PPE is understood very differently by almost all of those who encounter it as compared to those promoting the concept.

Another concept with a slippery meaning is harmonisation. Too much of the discussion of the need for donor harmonisation is about the search for singular meanings. However, this is not what harmony means. Rather, harmony semantically refers to a successful blending together of different voices. In talking about what we do beyond the drive to universal primary education, it is the interplay of different voices that needs to be promoted, not a single, oversimplistic concept such as post-primary education.

SECTION 2: POST-PRIMARY EDUCATION IN COMPARATIVE PERSPECTIVE

2.1. A VIEW FROM THE DEVELOPMENT AGENCIES

Kenneth King

2.1.1. Introduction

The original concern that lay behind the title of this meeting of the Working Group was whether, as agencies began to focus some of their attention beyond primary, or beyond basic education, in response to the dramatic numbers of youngsters completing the first cycle, they might come to assume that the natural next step was principally secondary education. Even if agencies used wider terms, such as post-primary or post-basic, might it be that country pressures would translate these to mean secondary school expansion? What might happen to technical and vocational skills development (TVSD)?

This brief review of the place of skills, life skills, technical and vocational education and training (TVET) and skills development in the most current education policies of some 13 agencies would suggest that, in its different titles, technical vocational skills development (TVSD) is still very much in evidence. Indeed for a whole series of agencies, including some not mentioned in this review, basic education and some version of TVSD are both very evidently on their current agendas.

The conceptual challenge, however, is to assess what is the coverage of the terms agencies use to refer to skills, post-primary, TVET or post-basic. Thus, many agencies and probably most ministries of education may use post-primary in its regular sense to refer to junior and senior secondary education. A few others may be exploring whether post-primary education (PPE) can be used to cover a wider range of provision, both formal and nonformal. Similarly technical and vocational education (TVE) and TVET are used to refer narrowly to the regular provision of vocational secondary education, but the terms can be expanded to cover some of the other main sites of technical and vocational provision, beyond schools, at the work place, both formal and informal. One reason agencies and one or two governments have adopted "skills development", or "vocational skills development" is precisely because it can refer more easily to multiple sites of provision. The same distinction applies to the regular use of post-primary education (to mean secondary education) versus the expanded notion of post-primary education (see ADEA, this report), and thus, by extension, post-basic education.

2.1.2. Multilateral and Bilateral Diversity in Shaping the Relationship between Basic Education and Skills Development³

2.1.2.1. World Bank

It is difficult not to reach a conclusion in respect of several recent Bank reports - *Expanding opportunities and building competencies: a new agenda for secondary education* (2005), *Education Sector Strategy Update* (2005), *The World Development Report* (2006), *Choices for secondary education and training in Sub-Saharan Africa* (2007) - that they do not sufficiently engage with or satisfactorily incorporate the huge amount of analytical work that went into the Bank's 1991 and 2004 studies on skills development - *Vocational and technical education and training. A World Bank policy paper* (1991), *Skills development in Sub-Saharan Africa* (2004). For example, the highly influential 1991 policy paper on Vocational and Technical Education and Training succeeded in substantially reconceptualising the range and scope of vocational and technical skills in a pattern that has influenced many subsequent reports. In this report the Bank proclaimed its principal proposition about the relationship of school to skill to be that making general primary and secondary schools good in their teaching of language, maths and science is a better way of improving work force skills than making schools technical or vocational. Hence the Bank's position on school and skill is that you do not need to make the school curriculum technical or vocational for school to contribute to skill.

2.1.2.2. UNESCO

As the UN agency specifically concerned with education and culture, it should not be surprising that historically UNESCO has been more concerned with school- and post-school-based technical and vocational education than with technical and vocational training. But in view of this WG's interest in the scope of post-primary education in relation to skills development, it will be important to note that UNESCO's *Draft Programme and Budget, 2006-7* has a specific section on "Supporting Post-Primary Education Systems".

2.1.2.3. DFID

It is precisely because of DFID's very strong priority for primary education (rather than basic education in the Jomtien sense) since 1997, that DFID now uses "post-primary" in preference to "post-basic" to mark something of a shift in emphasis. But it is probably the case that despite secondary and vocational having been secured in briefing papers, and implicitly in DFID's strong support to SWAPs and direct budget support, there is, unlike Switzerland to which we now turn, still very little direct support to technical and vocational skills development in DFID's current portfolio.

³ This analysis looks at how terms are used in policy papers and does not examine how agencies divide their money up in practice among the different sub-sectors - this latter would certainly be an interesting exercise to do, however.

2.1.2.4. SDC

SDC certainly has room for skills development in its concept of basic education, which includes pre-primary, primary, and increasingly lower secondary, as well as nonformal education, following the definition of basic learning needs from Jomtien. But to an extent that is unusual amongst development agencies, it has stood (since at least 1994) for the essential complementarity of basic education (BE) and vocational skills development (VSD).

2.1.2.5. BMZ/GTZ

Germany, like Switzerland, sees itself as having had a long tradition of supporting technical and vocational education and training (TVET) as well as having developed policies for support to basic education since Jomtien. Germany is perhaps also unusual in having within GTZ a relatively new section on Post-primary Education. This is separate from the section dealing with TVET, both formal and nonformal, but it covers a great deal of the levels of formal and nonformal education, including transitions between levels, and even pre-skills training for TVET. So there certainly doesn't seem to be a lack of room for an expanded coverage of TVET alongside Germany's basic and post-basic education provision.

2.1.2.6. USAID

USAID employs a different terminology, "workforce development", for what is widely called TVET or TVE in other agencies. The most recent (2005) USAID education policy statement carries two objectives. Objective 1 is "Providing equitable access to quality basic education" and this can include "flexibility beyond primary education", offering the possibility for instance of providing "both basic education and specific job skills". Objective 2 is entitled: "Beyond basic education: enhancing knowledge and skills for productivity". All of this sounds very positive, but it should be remembered that the great bulk of education funding goes to basic education (75%) along the lines of the six Dakar Goals, and much of the rest to higher education. There is very little left for workforce development within education despite the very positive policy rhetoric. This is leaving aside, of course, what goes go workforce development through the economic growth channel. There is also apparently the expectation that USAID's sister agency, the Millennium Challenge Corporation, will put more money towards TVET in the years to come.

2.1.2.7. JICA

JICA does not use the expanded discourse of "post-primary" and "post-basic" in its general guidelines for basic education or those for Sub-Saharan Africa. But it has long worked for the improvement of quality through teacher training improvement, especially in the areas of maths and science in many different countries. So there is no question of there needing to be a case made for working "beyond primary". Their TVET guidelines are currently being revised, but it is clear that beyond the basic education dimension of skills there is a very full range of possibilities being planned.

2.1.2.8. AFD

There is no doubting the interest AFD is taking in technical/vocational training; it has even set up an international group of TVET experts (GEFOP) to provide better documentation on the domain.

2.1.2.9. Minbuza

The Dutch Ministry of Foreign Affairs has thought the whole area of TVET sufficiently important that it has commissioned a large study on *Strengthening institutional and technical aspects of TVET in the Netherlands partner countries* (2007).

2.1.2.10. KOICA

Korea recognises the "important role vocational training centres had during Korea's economic development" and fully supports vocational as well as IT training in its aid programmes.

2.1.2.11. AusAID

The recent (May 2007) education policy of AusAID covers vocational and technical education within its two broad priorities. AusAID is quite explicit that their plans to expand opportunities for those who have completed a full primary education involve both secondary education and vocational and technical education. The discourse of post-primary and post-basic being explored by the Working Group is not used at all in this education policy paper. Nor is there any discussion of VTE for the informal sector.

2.1.2.12. ADB

The ADB have just produced a major report on *Skilling the Pacific* (2007). This report makes virtually no use of the terminology of post-primary and post-basic.

2.1.2.13. AfDB

The African Development Bank's education policy paper has been available since 1999, but currently the Bank has been developing sub-sector policies, for example, in higher education science and technology. They are considering also TVET and mid-level skills policy. The 1999 report doesn't use the language of post-basic or post-primary.

2.1.2.14. ADEA

ADEA has been responsible for putting post-primary education to the fore in the name of one of its own Ad Hoc Working Groups, including making it the overall title for its Biennale in May 2008. It would certainly appear that there is a great deal of room for technical and vocational education within the framework of the Biennale as planned. Whether ADEA's attempted expansion of the concept and framework of post-primary education, to include formal and nonformal provision, will work, in the sense of translating into wider usage at the country and agency level, remains, for now, an open question. Education systems are notoriously conservative, and parents, children and communities hold on to what they think of as the meanings and original significance of words like "grammar", "baccalaureat", "apprenticeship", or "skill", long after there have been political attempts to expand, replace, revise or modernise them. The same may be true of "post-primary" to mean secondary rather than the range of formal and nonformal provision.

2.1.3. Concluding Remarks

The problem with the attempted expansion of the regular meanings of TVET, post-primary or JSE level is the same for all of them. It is this: that unless some new terminology is adopted, many, and especially professional, constituencies, will continue to use the terms in their traditional time-honoured ways. The success of Philip Coombs (the first Director of the IIEP) in getting the term, "nonformal education" (NFE), adopted, almost 40 years ago, was that he provided a new phrase for a range of learning that was not adequately covered by "adult education" or "out of school" education at the time. But it is worth noting that when nonformal education enthusiasts sought to include under NFE a whole series of activities and practices in other ministries such as agricultural extension, or small business development, this was resisted. There are perhaps lessons in this NFE experience for the current attempt to expand dramatically the meanings of PPE.

So we might want to argue that skills development has been selectively adopted over the last 10 years precisely because it was a much wider term than TVET, covering all the different locations where work (and life) skills can be acquired. From this perspective, we would want to claim that there is no difficulty with stating that there is room for TVET in post-primary education (in their regular meanings), but currently the term, post-primary education, has not been sufficiently expanded satisfactorily to cover the many other learning sites of skills development. Whether the ADEA Biennale in 2008 will help to legitimate a much wider expansion in the meaning of the term, post-primary education, is a moot point. But logically, it would be easier to argue that there was room for "skills development" within the wider term, "post-basic education and training" (PBET), than within PPE. I suspect, therefore, that it will be easier for formal TVET to continue to find its place within the traditional use of post-primary education than will the expanded and more complex concept, skills development, be able to find situations where there is a substantially expanded concept of post-primary education in place. In other words, we suspect that the wider concept of skills development will be adopted more rapidly than the wider conception of post-primary education.

2.2. A VIEW FROM DEVELOPING COUNTRIES

Robert Palmer

2.2.1. Introduction

Various multi- and bi-lateral agencies have adopted the terminology of post-primary education (PPE) and that of skills development (SD) (see King, this report). But what is the situation at the country level?

- To what degree have countries appropriated – if at all – the terminology of PPE and SD in policy documents?
- Is their use of SD or PPE different from that being used by some agencies?
- Do Ministries of Education/Labour talk about post-primary and mean just lower secondary education only? Or SD and mean just formal TVET? Or do they use SD and PPE in a broader sense – like a few of the agencies?
- In other words, what room is there for SD in PPE at the country level?

10 countries - seven in Sub-Saharan Africa (Ethiopia, Ghana, Kenya, Rwanda, South Africa, Tanzania and Uganda) and three in Asia (India, China and Vietnam) – are examined to try to suggest some initial answers to these questions.

2.2.2. The Extent to which Selected Countries Use the Terminology of Post-primary Education

Evidence (official government education policy documents and/or ministry of education/labour websites) from the ten countries suggests that just over half (Ghana, South Africa, Tanzania, India, China and Vietnam) do not appear to be using the terminology of post-primary education (PPE) and instead continue to refer to the separate sub-sectors of the education and training system at the post-primary level (e.g. secondary, TVET). The other four countries (Rwanda, Kenya, Ethiopia and Uganda) use the PPE terminology to varying degrees. The question is how these countries use the terminology and how similar – or not – is their use of it to the “expanded” definition of PPE (e.g., that ADEA uses, see this report).

In Rwanda, PPE appears to refer only to formal lower secondary school. But Rwanda’s Education Sector Strategic Plan (2006 – 2010) uses the “post-basic education and training” (PBET) terminology. Since Rwanda’s definition of basic education includes components of skills training, PBET should logically include upper secondary and tertiary as well as non-formal skills development at a higher level.

In Kenya, the Education Sector Support Programme does not use the PPE terminology, but PPE is used by government ministers. For example, a speech made by the Assistant Minister for Primary Education (Feb 2007), clarified what PPE includes:

Post-Primary Education refers to more than just “secondary school”. It includes all learning opportunities for adolescents:

- formal schooling in lower and upper secondary that may be followed by higher education;
- vocational and technical education, and job training;
- life skills, health education, and income generation programmes.

This is similar to the expanded definition of PPE used by ADEA.

In Uganda, the PPE term appears to be most openly embraced; since 2002 the government has used “post-primary education and training” (PPET) in major policy documents. The Ugandan definition of PPET is broadly similar to that of ADEA; general secondary education and business, technical and vocational education and training (BTVET) are covered (BTVET covers a wide range of formal and nonformal TVET, delivered both through institutions and on the job).

Of those countries that are using the PPE terminology (4 out of 10 examined) only two (Uganda and, to a lesser extent, Kenya) are using it in the more expanded sense of the term (like ADEA). In these countries, at least, the term PPE has been sufficiently expanded to cover the many other learning sites of skills development.

2.2.3. The Extent to which Selected Countries Use the Terminology of Skills Development

Generally, it would appear that the evidence (from government documents, websites of the ministries of education/labour and experts in these countries) suggests that countries continue to use more traditional terminology - vocational education and training (VET) (Rwanda, Tanzania, India), vocational (and technical) education (China), vocational training (Vietnam), technical and vocational education and training (TVET) (Ghana, Ethiopia), technical, industrial, vocational and entrepreneurship training (TIVET) (Kenya), business, technical and vocational education and training (BTVET) (Uganda) – and not “skills development”.

Of the 10 countries examined only South Africa uses the term “skills development”; the use by South Africa may be a reflection of the dominance of industry, unions and the Department of Labour - who use this language (as opposed to the Department of Education who refer to “Further Education and Training”).

While the other countries continue to use the older terminology of TVET, at least three of these countries (Ethiopia, Ghana and Uganda) use a more expanded definition of TVET (or BTVET in the case of Uganda) which is similar to the “skills development” terminology; in other words in these countries there is recognition that skills can be acquired formally or informally, in the public or private sectors, in schools, institutions and on the job (see below).

2.2.4. Some Country Examples

2.2.4.1. Ethiopia

TVET (Technical and vocational education and training) policy concentrates on institution-based training; this includes public and private TVET schools and skills development centres. While ongoing formal and informal non-public and private company-based training (including informal on-the-job apprenticeship training) accounts for a large majority of trainees, job seekers (creators) and working people, these different training approaches are not yet part of the overall training system; but are recognised as part of TVET.

2.2.4.2. Ghana

The formal TVET (Technical and vocational education and training) sub-system consists of institutions that provide classroom and workshop-based instruction. They follow written curricula and students take formal examinations for which certificates are awarded. Non-formal TVET covers the traditional apprenticeship system, on-the-job training and all those skills training activities that do not lead to formal certification.

2.2.4.3. Uganda

BTVET (Business, technical and vocational education) refers to formal education system as well as apprenticeships and non-formal training system. The BTVET system comprises of three pillars – public, private and firm based training. Private training service providers outnumber public institutions four to one. An unknown number of apprenticeship and enterprise-based training programmes operate in Uganda. The private sector provides an unknown but significant volume of training of various kinds.

2.2.5. The Degree to which Countries Emphasise Skills Development at the Post-primary Level

How is skills development (SD) at the post-primary level defined in these countries from a policy-as-practice perspective?

There is scope for future research to examine how the different terms, with their different meanings, translate into proportions of support for the different areas of SD at the country level. For example, agency supported activities and country activities could both be examined.

2.2.6. Lack of Data on the Issue

Skills development takes so many different forms, in different settings, of different lengths in different countries, and is under so many different ministries, comparative data on SD systems are difficult to compile. UNESCO (UNEVOC)

has data on the percentage of post primary (secondary) school enrolments in TVE. But this only shows a small part of a country's skills development system and there is no similar comparative information on SD in ministries other than education, or on non-formal or informal TVET (especially informal, or traditional, apprenticeships).

SECTION 3: POST-PRIMARY EDUCATION IN AFRICA

3.1. ASSOCIATION FOR THE DEVELOPMENT OF EDUCATION IN AFRICA

Hamidou Boukary

3.1.1. The Return of ADEA to the Field of VET

An ADEA (originally Donors to Education in Africa) Working Group on VET ran from 1989 to 1995.

In 2003 ADEA asked the question of what would happen if EFA was achieved by 2015. This led to a return to thinking about vocational issues. In the same year, ADEA co-organised the first of a series of conferences on Secondary Education in Africa with the World Bank. In 2004 ADEA created an ad hoc Working Group on Post-Primary Education. The major concern behind this was that vast numbers of young Africans are not going to get into traditional secondary education.

This led to a 2005 experts meeting, which defined ADEA's PPE approach.

3.1.2. The ADEA PPE Approach

This is based on three core principles:

- Holism: exploring the totality of the post-primary field of education and training;
- Integration: linking PPET with the unfinished business of basic education and economic growth and employment;
- Diversity: highlighting some of the complexities thrown up by developments in this sub-sector.

3.1.3. The ADEA Definition of PPE

PPET covers those programmes of education and training which build upon primary and basic learning, and offer all young people a continuing education and training experience aimed at equipping them with advanced knowledge, skills and competencies enabling them to succeed in the world of work, provide security to their families, participate effectively in social and economic development, live a healthy life, and become critical and proactive citizens.

3.1.4. The 3 Themes of ADEA's PPE Focus

ADEA's approach is based around three themes:

- African countries should extend basic education to 8-10 years;

- they should address the relationship between TVET and labour markets in urban and rural settings; and
- there should be articulation between universal secondary and higher education.

3.1.4.1. Theme 1: Expanded Basic Education

EFA resulted in significant progress in enrolment at primary level in an increasing number of countries in sub-Saharan Africa. Nonetheless, UPE is still a challenge for many African countries.

In extending basic education to 8-10 years, African countries will need to address the reality that an increasing number of children and youth are now to be found within non-formal education programmes. Equally, they will need to engage with the increasing pressure for reform at, and expansion, of the post-primary level. Reforms will need to be driven by the principles of equity and integration.

3.1.4.2. Theme 2: TVET and Labour Markets

Skills development exists in an extreme diversity of forms as part of the curriculum at all levels of PPE. However, all forms need to take account of the challenge of the economic integration of youth. Therefore, they must address the relevance of PPE to the world of work. There are particular concerns within rural contexts.

3.1.4.2. Theme 3: Articulation between Upper Secondary and Higher Education

The upper secondary level is the final segment of secondary cycle before entry into employment, vocational and skills training or higher education. The latter reality requires consideration of articulation between the two levels. Moreover, in reality, higher education includes all types of post-secondary provision offered by universities and non-university tertiary institutions such as polytechnics, professional training institutes and colleges of further education. As such, it also must articulate particularly with the vocational components of upper secondary so that there are possibilities for progression up skills levels. Articulation requires horizontal and vertical linkages, partnerships and synergies that facilitate transition from upper secondary to higher education.

3.2. THE WORLD BANK'S SECONDARY EDUCATION IN AFRICA INITIATIVE

Steven Obeegadoo

3.2.1. Introduction

The focus of the World Bank's SEIA initiative is on the development of knowledge and competencies for economic growth and social cohesion. The initiative's emphasis is on general secondary education and it should be seen as complementing the Bank's previous work on Skills Development for the region.

3.2.2. The Context

There has been significant progress on EFA in several countries in the region. This resulted in a Gross Enrolment Rate of 93% by 2004 and a completion rate of 62%. This has inevitably increased social demand for secondary education. This is reinforced by a strong economic rationale for the expansion of secondary. The prediction of major growth of youth population in the region also further highlights the inevitable growth of demand for secondary education in Africa.

3.2.3. Key Challenges Facing African Education

There has been progress in Net Enrolment Rates towards the achievement of EFA, but population growth will require extra budgetary support if progress on EFA is to be continued. At the same time, demand for both junior and senior secondary education has been growing. There is a trend toward 9 years of basic education, followed by pathways to upper secondary education and TVET.

It is apparent that African economies need better-skilled labour for growth and foreign investment. In most SSA countries local employers are dissatisfied with primary and junior secondary graduates' knowledge and competencies. However, reliable data remain scarce in this area.

The commitment of further public resources to education needs justification. Sustainable post-basic expansion requires significant gains in cost-efficiency. In SSA as a whole less than 25-30% of the age cohort completes junior secondary education and less than 10-20% completes senior secondary. This amounts to significant wastage.

Africa needs to take the lesson from East Asia of improving and maintaining quality whilst expanding the system. Put another way, Africa's challenge will be to "transit" from an elite post-primary model to a mass junior secondary system, with increased, and equitable, enrolment at post-basic levels supported by flexible lifelong learning pathways. However, even at current transition and attainment rates, African secondary enrolments will put significant pressure on the existing education systems.

3.3. THE AFRICAN DEVELOPMENT BANK

André Komenan

3.3.1. African Development: the Balance Sheet

There have been notable improvements in access to primary education in Africa in the last 7 years (from an average NER of about 55% to 70%). There has also been sustained economic growth over the last 5 years (5.5% in 2006).

However, there are continued problems. Youth unemployment is increasing and is above the level for the adult population as a whole (18% against 10%). The size of the informal sector is growing. Africa is playing a decreasing role in world trade (less than 2%). It has the lowest labour productivity in the world (25% of the world average) and this is showing very slow progress. Globalisation is now driving change through knowledge economies but most of Africa is poorly placed to respond.

Inevitably, there are large disparities among African countries with South Africa and the Maghreb countries displaying a different profile from the most of the rest.

3.3.2. The Importance of Skills to African Development

Skills are important to productivity, growth, and equity. They are acquired in many ways over a lifetime, and vertical and horizontal pathways are essential to lifelong learning and workforce flexibility.

Sustained financing is key to the success of any TVET system. Stakeholder participation is key to the relevance of TVET. Training in the workplace is most effective. Equally, strong basic education is essential to successful skills acquisition

However, TVET policies and sustainable financing schemes are rarely in place. Stakeholders are not always prepared to play their role and need strengthening. Enterprises able to offer training opportunities are limited

Therefore, to sustain the resumption of economic growth; to improve labour productivity at all levels; and to ensure the largest participation possible in world trade, African economies need better-skilled labour for growth and increased foreign investment. This is the basis for the general renewed interest in the training of mid-level skills.

3.3.3. The African Development Bank's Education Priority Areas

The main focus of the Bank's interventions since 2000 has been on primary and basic general education. However, the current reality requires rebalancing assistance between general education (basic and higher levels), and middle and higher level skills development, and strengthening the linkages between effective general education and technical and vocational training systems.

A Higher Education, Science and Technology Strategy has just been completed, and a TVET Strategy has been begun.

3.3.4. The Main Thrusts for the Bank in TVET

The Bank will seek to respond to demand through markets, leading to an emphasis on the importance of information on labour market and skills demand. It will focus on productivity. It will seek to improve the flexibility of multiple systems of delivery, including informal sector training. It is also convinced that general skills are essential and career guidance is critical. It will stress a lifetime learning approach to adapt to change.

The Bank will support the development and implementation of TVET policies (including sustainable and adapted financing schemes drawing on public and private sources). It will build the capacities of stakeholders (employers, workers, and government) to effectively play their role in the management of the system. It will support the development of private provision of TVET. At the same time, it will also support the establishment of public training centres in areas of sustained demand and limited training opportunities from other sources. It will contribute to the building of strong training information systems and effective systems for decision-oriented evaluation. It will seek to promote the linking of initial training with lifelong learning through pathways and career guidance. In African contexts, it is vital to remember skills development in agriculture and to engage seriously with the informal sector.

In all this, countries and donors must work together to support country's policy and reform frameworks. They must seek to integrate discussions of TVET reform into that of education reform as a whole. They should build networks for the exchange of experience; support research and dissemination and commit to long term partnerships based on performance.

SECTION 4: POST-PRIMARY EDUCATION IN ASIA/PACIFIC

4.1. UNITED NATIONS EDUCATION, SCIENTIFIC AND CULTURAL ORGANISATION

Sheldon Shaeffer

4.1.1. Introduction

4.1.1.1. The Current Context

Southeast Asia and the Pacific region have experienced the highest increase in youth unemployment in recent years. It is forecast that the region's youth workforce will grow by another 11 million by 2015. There has also been a rapid growth in inter-regional labour migration.

Even highly educated youth cannot be assured of decent jobs. Indeed, many will be over-qualified. About 400 million "new and better" jobs have to be created.

4.1.1.2. A History of Involvement in the Region

In order to understand UNESCO's ways of working it is important to note that it is a normative agency, relying mainly on texts generated from Paris, rather than primarily being an implementing agency.

UNESCO Asia-Pacific is currently working on a 6-year strategy. It has a tradition of supporting non-formal education and training alongside the regular schooling system. Over time, its focus on gender-specific programmes has grown, as has a focus on skills development for post-conflict and post-disaster contexts.

4.1.2. Modalities

UNESCO does much of its work through the technical assistance approach. It has also developed what it terms "mobile training teams". These are structured international study visits for teams of professional and policymakers. UNESCO also promotes dialogues and international exchanges. It serves as a clearing house and an information disseminator.

4.1.3. The Three Emerging Core Themes of UNESCO's Regional Work in Post-Primary Education

In the Asia-Pacific Region, UNESCO is likely to increasingly focus on:

- TVET for poverty reduction and marginalised groups;
- TVET in secondary and vocational pathways; and
- Regional Qualifications Frameworks.

TVET for poverty reduction focuses on the employment of rural youth, especially in its work through Community Learning Centres. There has also been a major emphasis on TVET provision following natural disasters (following the earthquake in Pakistan; and the Tsunami in Sri Lanka, India and Indonesia).

However, it is important to note that this does not necessarily mean programmes to keep these youth in rural areas. Rather, some of this (for example, in China) is about how to support successful migration to the cities.

In supporting secondary and vocational pathways, it is clear that UNESCO and its partners must think very carefully about what is the way forward here. For instance, the issue of the stigma associated with attending vocational schools must be addressed in programme planning.

There is strong interest within the region for Regional Qualifications Frameworks (for instance, for the Mekong countries) to facilitate the already significant phenomenon of labour migration.

4.2. AUSTRALIAN AGENCY FOR INTERNATIONAL DEVELOPMENT

John Fahy

4.2.1. Vanuatu: a Case Study

4.2.1.1. The Context

Vanuatu is a tiny multi-island nation. In spite of its size, there are more than 80 local languages spoken there plus Bislama (a national English pidgin), English and French. The Gross Enrolment Rate in secondary education is 32% and literacy is 34%. There is a tiny TVET spend. 85% of employment is in the informal economy. GDP per capita is approximately US\$1500, with more than 10% of this being accounted for by official development assistance.

4.2.1.2. AusAID's Strategy

AusAid is seeking to strengthen the institutional base of TVET both at the provider level and at that of the Vocational Training Council. It is also trying to support rural and urban skills development. An Employment and Training Fund will be established and there is a focus on developing an overall HRD strategy, which will inform the desired outcomes of the TVET system. At present, the HRD Strategy is owned by the Ministry of Education alone. There is an attempt to move towards a focus on outcomes. There is a danger in the Vanuatu context of measuring the key outcome in terms of employment rather than income improvement. However, this would be to ignore the cultural tradition of dropping in and out of wage employment depending on whether income is needed. AusAID is supporting the development of a labour market information system. With stakeholders in Vanuatu, it is exploring vocational schooling. It is also seeking to achieve greater responsiveness of the single public training provider. This is partly through making funding more output focused. AusAID is also supporting efforts to improve the flexibility of training staff. There is a growing focus on business services as part of TVET delivery, on employment or increased income as outcomes of training and on methods to increase on-the-job training. The current approach seeks to build in sustainability by reducing donor funding over time but after beginning at a level of external funding that is necessary to kick-start the change process.

4.2.2. The Australia-Pacific Technical College

4.2.2.1. Introduction

For the Island states, the desire to increase remittances and concerns about the effects of rising sea levels have been driving attempts to promote labour migration, particularly to Australia. For Australia, the management of such immigration was also clearly a policy priority.

This led to the announcement of the Australia-Pacific Technical College initiative in 2005 at the Pacific Forum. A\$150 million has been allocated to its development upto June 2011. It is planned to have upto 3 000 graduates in its first four years.

4.2.2.2. The APTC Approach

Training in the APTC will be to Australian standards. There is also a focus on promoting regional development and cooperation.

The APTC has four main campuses in Fiji, Papua New Guinea, Samoa and Vanuatu. It focuses on five economic sectors:

- tourism/hospitality,
- manufacturing,
- automotive,
- construction and electrical and
- health and community services

The APTC is designed to avoid competition with existing training providers in the region. All students undergo an initial skills assessment and the APTC then bridges from this initial skills profile to Australian levels.

It builds the capacity of Pacific Island training staff, many of whom have been involved in study visits to Australian Technical and Further Education institutions. The APTC has a budget of A\$10 million for scholarships.

SECTION 5: POST-PRIMARY EDUCATION IN LATIN AMERICA

5.1. CAPLAB

Juan Carlos Vasquez

5.1.1. Introduction

CAPLAB is a Peruvian vocational training programme established in 1997. It is a partnership between the Ministries of Education and Labour and SDC. It works with a variety of partners at different levels across 12 regions, both urban and rural, and in three other countries: Nicaragua, Bolivia and Ecuador.

5.1.2. Weaknesses of Skills Development in Peru

There is a clear gap between the supply of skills in Peru and the demands of the labour market. Provision is characterised by inadequate infrastructure; obsolete and insufficient equipment; vocational teachers with inadequate qualifications. Programmes are poorly articulated across levels. There are weak mechanisms for providing information and guidance on the labour market.

5.1.3. CAPLAB's Aim

CAPLAB aims to improve the lives of young people and women living in poverty in rural areas through training that is articulated with local and regional development opportunities and initiatives. It seeks to improve their capabilities and their opportunities for either employment or self-employment.

5.1.4. Building Demand Responsiveness

CAPLAB has intervened to design programmes and curricula that respond to labour market realities and the possibilities of both wage and self-employment. It focuses on articulation between training centres at the local level and the relevant economic sectors. To support this, it enters into agreements with local and regional governments. It has developed competency-based modular training with clear certification.

5.1.5. Training of Trainers

Principals, managers and teaching staff have undergone training on managerial, technical, pedagogical and self-employment aspects of their work.

5.1.6. Labour Market Information Systems

CAPLAB has developed placement activities, designed to facilitate the articulation of labour supply and demand. The major tasks were to establish contacts with the local companies, to identify vacancies and to support the programme graduates, and other local job seekers, in finding jobs.

5.1.7. CAPLAB's Main Achievements

CAPLAB's main achievements include the following:

- 30 000 students per year receive training;
- More than 4 000 trainers have been employed;
- an internet learning platform has been implemented nationwide;
- 135 instructors are promoting self employment;
- 50 new modules have been delivered; and
- 35 000 people are successfully inserted into the labour market every year by Network CIL PROEmpleo

5.1.8. Specific Achievements in Rural Areas

These include:

- successful adjustment of the CAPLAB model to the rural context, both generally and to the locality;
- strengthened competences for self employment for young people and their families;
- development of new alliances of rural development institutions;
- contribution to wider processes of participatory local development;
- engagement with the challenge of rural-urban migration; and
- strengthening the innovational capacity of rural training centres.

5.1.9. Lessons Learned in the Rural Areas

The adjustment of CAPLAB to rural contexts required a process of analysis of the twin concepts of rurality and employment. The latter requires a particular focus on the nature of self-employment and its position within the wider labour market. Successful training requires the commitment and involvement of both public and private entities, including the Ministries of Education and Labour.

5.2. POST-PRIMARY EDUCATION AND SKILLS DEVELOPMENT IN LATIN AMERICA

Enrique Pieck

5.2.1. Some Conceptual Concerns about Post-Primary Education

PPE is applied to developing countries, vulnerable sectors and individual drop outs. Thus, it is essentially a deficit model, with the problems inherent in such an approach. It also refers back to a lower level of education rather than looking higher.

The need to develop the notion also appears to be indicative of perceived problems with existing concepts. PPE is not simply the post-primary element of existing notions of basic education, also known as junior secondary education; nor is it synonymous with post-basic education and training. It may be implicitly about using vocationalisation approaches to deal with drop outs and out of school youth.

5.2.2. The Latin American Context

Coverage in basic education differs hugely between urban and rural settings in Latin America. Moreover, the size of rural populations in Latin America varies hugely. There is an average primary completion rate of 83% but quality and attainment remain poor. The 62% average entry rate to junior secondary education points to the large numbers that do not make the transition from primary to secondary education. Even in relatively wealthy Mexico, only 22% of adults have senior secondary education. To give another perspective of scale, in 2000 15 million out of 50 million young people had dropped out of schooling before completing 12 years.

Moreover, the quantity of schooling is far better than performance on quality and equity. Strikingly, on average, children from wealthier families experience 5-7 more years of schooling than those from poorer backgrounds.

5.2.3. The Scope of this Study

This study looked at 5 PPE examples from Latin America; 3 with work components. Two of the studies come from Mexico, and one each from Colombia, Peru and Guatemala.

5.2.4. The Aims of Post-Primary Education in Latin America

The five programmes aimed to:

- extend coverage and improve quality of basic education in rural areas;
- provide a relevant education;
- deliver skills development for successful labour market insertion;

- promote continuing education;
- anchor young people in rural areas; and
- prepare for lifelong learning.

5.2.5. Positive Effects of the Programmes

Overall, these programmes have led to a series of positive effects, including:

- the development of integrated strategies across sectors and government agencies / Ministries;
- the promotion of strong community links;
- the combination of education with production;
- an emphasis on the holistic development of people; and
- the creation of institutional links and networks.

5.2.6. Outstanding Challenges

However, these positive elements need to be contrasted with the powerful, conventional arguments about the failings of such programmes. It is alleged that vocational skills are always for the poor. They are also seen as unable consistently to match the vocational curriculum with labour market opportunities. Historically, there have been concerns regarding the low impact on self-employment. Rate of return analyses typically suggest that general secondary education gives a better return. It is common for teaching staff to lack both technical and pedagogical skills. Such programmes tend to be more expensive than general education. Institutions tend to lack resources. Finally, vocationalisation of junior secondary education is seen as tending to result in premature specialisation.

5.2.7. The Possibilities for Rural Vocationalism

However, the rural context is different and we need to take this into account. There can be scope for an appropriate, modest rural approach. This can be popular with parents and students. Nonetheless, there is clearly need for research on such experiences to see what are the key characteristics.

SECTION 6: EFA AND TVET

6.1. EFA AND SKILLS DEVELOPMENT: THE WEAK LINK OF THE DAKAR FRAMEWORK?

David Atchoarena

6.1.1. A Narrowing of Vision

Education For All and the Millennium Development Goals emphasise primary education above all other aspects of education. This has led to a declining focus on TVET and preparation for work.

However, this does not reflect the full breadth of the EFA vision. Rather, both donors and national governments overlook the range of the Jomtien-Dakar Framework and Dakar goals 3 and 6 in particular.

6.1.2. A Growing Challenge to Return to the Broader Sense of EFA

There has been significant progress towards the narrow definition of EFA as universal primary education, but there is much still to be done. As progress has been achieved in this domain, however, growing concerns have emerged that secondary education cannot absorb the rising numbers of primary graduates. The majority of learners receive no meaningful preparation for the world of work.

6.1.3. Problems with a Broader EFA Vision

The Global Monitoring Report team see goal 3 as the hardest to define and measure. Therefore, there is a serious challenge of developing meaningful policy objectives and of being able to monitor and adjust these as necessary.

6.1.4. The Need to Reprioritise Skills Development as a Key Tool in Poverty Reduction

Appropriate learning should involve the acquisition of practical competences and knowledge that contribute to inclusion in labour markets and societies. Such learning can be acquired formally and informally, in both formal and informal economies; in both rural and urban settings.

Poverty in Sub-Saharan Africa is growing and skills can play a key role here, as is recognised in some Poverty Reduction Strategy Papers. Skills can also contribute to the promotion of citizenship and social cohesion. However, skills are not enough.

6.1.5. Weaknesses in Current Approaches

Approaches to developing skills for the poor are characterised by data problems; a huge diversity of provision; and major challenges of coordination and sustainability. Often rural and informal economies are overlooked by policymakers and planners. Non-Formal Education and Vocational Education and Training are given inadequate budget support. Institutional impoverishment is common.

6.1.6. Areas for Future Development

There is a need for a particular focus on rural areas in attempts to address skills development for poor people. This must be linked to a renewed understanding of the importance of agricultural development. Unfortunately, this is an area where neither the World Bank nor the United Nations' specialised agencies have been successful.

There is a parallel challenge of skills development for the informal economy, which remains uneven. There needs to be a stronger focus on developing ways of combining education with support to insertion into the labour market, particularly in rural and informal contexts.

Within the formal education system, there is a clear need to address access, retention and quality. Equally, countries must seek to develop alternative pathways for out-of-school youth.

At the overall level, a multi-dimensional EFA approach is required. As part of this, UNESCO needs to build stronger partnerships with other UN specialist agencies. This is reflected in UN reform proposals at the country level

6.2. THE EFA GLOBAL MONITORING REPORT 2008: MEETING THE LEARNING NEEDS OF YOUTH AND ADULTS

Anna Haas

6.2.1. Introduction

The Global Monitoring Report seeks to provide evidence and analysis for policy and action in basic education. It is prepared by an independent, multidisciplinary team based at UNESCO, Paris and is funded by eleven bilateral donors and UNESCO.

It charts progress toward the six EFA goals adopted by 164 countries in 2000. It assesses aid to education. It highlights effective policies and practices to accelerate progress. It draws attention to emerging challenges.

There have been six reports since 2002. This year's report is a mid-term review of progress up to 2015.

6.2.2. Key Messages

6.2.2.1. Early Childhood Care and Education

There has been little progress towards the development of Early Childhood Care and Education, especially in Sub-Saharan Africa and the Arab States. Moreover, there are huge equity problems in accessing what provision there is.

6.2.2.2. Primary Education

There has been substantial progress on primary education enrolments. This is especially the case in Sub-Saharan Africa, which has seen a 36% increase in enrolments since 1999. The number of out-of-school children have declined from 96 million to 72 million between 1999 and 2005, but important gender inequalities remain in Arab States and South and West Asia.

6.2.2.3. Adult Literacy

There continues to be minimal attention to adult literacy internationally and 774 million adults remain illiterate. However, it needs to be noted that the data on which this figure is based is very problematic. Indeed, direct testing of literacy suggests that the official global figure is an under-estimate.

6.2.2.4. Gender Equality

Gender inequalities still prevail in education internationally. Although 75% of countries are close to or have achieved numerical parity in primary education; only 47% have done so in secondary education. Strikingly, at the secondary

level, the imbalance in enrolments at the national level favours girls in as many countries as it does boys.

6.2.2.5. Educational Quality

The survival rates to the last grade of primary schooling average only 63% in Sub-Saharan Africa. A range of international assessments of learning point consistently to low achievement in a range of countries.

6.2.3. Lessons and Challenges for Post-Primary Education

At the core of the message for PPE are the following two points:

- Demand for and participation in secondary education are growing as more countries progress towards UPE.
- As labour markets increasingly demand higher levels of skills, training and knowledge, access to secondary and tertiary education provides an important avenue for meeting the learning needs of young people and adults.

Most governments today view the universalisation of basic education, rather than simply of primary education, as an important policy objective:

- An analysis of 113 national definitions of basic education in relation to the formal education system shows that in two-thirds of the countries, the term follows the ISCED and covers primary and lower secondary.
- In addition, three out of four countries in the world, accounting for 80% of children of secondary school age, include lower secondary in compulsory education.

The 2008 Report also points to an increased diversification in the supply of secondary programmes over the last decades. These changes go beyond distinctions between lower and upper secondary education, on the one hand, and between academic and technical/vocational enrolment, on the other.

6.2.4. GMR08 and Non-Formal Education

EFA Goal 3 is difficult to define and monitor. There is no quantitative target and a lack of common understanding of what should be included. There are very few international indicators which could be used as proxies.

GMR08 paid particular attention to Non-Formal Education. It includes 30 country profiles of NFE. There is also a meta-analysis of household survey data for scope of participation.

It is clear that NFE is very diverse, although a basic typology can be discerned:

- large-scale literacy programmes (typically not pure literacy but including elements that are focused on health, livelihoods, etc.);

- equivalency programmes;
- skills development programmes; and
- rural development programmes.

There is a risk that the gap between formal and non-formal provision may get bigger as a result of the growth of formal secondary provision.

SECTION 7: BILATERAL TRENDS

7.1. THE MINISTRY FOR ECONOMIC COOPERATION AND DEVELOPMENT (GERMANY) AND GERMAN TECHNICAL COOPERATION

Edda Grunwald

7.1.1. The Significance of, and Relationship between, TVET⁴ and the Labour Market in Development Cooperation

Increasingly, the interface between Technical and Vocational Education and Training (TVET) and human resource development (HRD) with the labour market in development cooperation has assumed centre stage as there has been recognition of the relationship between poverty reduction and TVET/HRD. The interlinked BMZ/GTZ portfolio in developing countries has highlighted the importance of this link. This has led to an emphasis on relating what was seen in the past as an educational paradigm to a labour paradigm, and both to an overall pro-poor growth perspective that looks beyond the immediate concerns of income to a much broader definition of sustainable pro-poor growth in form of a pro-poor benefit and growth concept.

7.1.2. The Changing Trajectory of the BMZ Concept/Strategy around TVET and the Labour Market in Development Cooperation

The BMZ concept or strategy shapes the way in which Germany interacts both in its work in developing countries and in its relationship with other donor countries in its commitment to harmonisation.

The more clearly BMZ is able to articulate its developing understanding of key issues such as the relationship between TVET and the labour market in the context of a commitment to the Millennium Development Goals (MDGs), the more coherent its approach to MDGs and the eradication of poverty becomes.

In addition, it is also able to give more guidance to its implementing agencies, including GTZ in their work in these areas. Moreover, BMZ is mindful of its commitments under the Paris Declaration of 2005 to harmonise, as far as possible, the work being done by donor countries in common areas of concern. The clearer BMZ is about the concepts, the more transparency there is likely to be in its dealings with both partner countries and other donor countries.

The BMZ concept of TVET has developed over time, as a result of the experience of all German implementing agencies in the field and the challenges of the changing international thinking, to which it, in turn, has contributed. During the 1980s, the BMZ concept of TVET was defined by modernisation theory. This was predicated on the movement of developing countries towards the traditional forms of modernisation prevalent in the West. This would include the trickle down of benefits through the development of skilled labour. Development cooperation underlined the importance of setting up of vocational training schools and

⁴ TVET is the official translation of the German: "berufliche bildung". However, the German concept is a richer one than the English, keeping a stronger sense of vocational in its original meaning and containing a far more profound sense of holistic human development.

colleges and supporting formal apprenticeships, usually implemented through individual projects in developing countries.

By the 1990s, however, circumstances were forcing a rethink on many of the accepted shibboleths about the way in which vocational and technical training impacted on the labour market. Throughout the world, there was recognition that TVET in its then current form was not producing the results that had been anticipated. TVET was facing a number of crises:

- A *crisis of access*, which meant that those who needed training did not have the qualifications for entry into the relevant institutions. In developing countries, the situation was further complicated by the difficulties of access for people who were already working and could not afford the opportunity cost involved in full-time learning. The problems for women were multiplied as they were already balancing the double load of work and motherhood.
- The *crisis of relevance*, which was perhaps the most serious of all, given the resources being ploughed into technical institutions. Tracer studies on graduates of these institutions pointed to limited labour market success. This led to questions being asked about curricula and pedagogy. It was increasingly clear that TVET met the needs of the changing labour markets, characterised by growing capital-intensiveness of the formal economy and growth in the informal economy. A rethink of how human capital should be developed was needed, accompanied by reforms of TVET systems in developing countries. During this period BMZ supported the implementation of its development cooperation under a long-term perspective for its work on TVET. Programmes were seen as being multi-phased and implemented over 10-15 years.
- The *crisis of cost*, which was closely linked to the crisis of access. People who needed TVET training could not afford either the financial cost or the opportunity cost of lengthy full-time training. The training itself, in terms of the way it was conducted, was costly, involving a considerable amount of infrastructure.

Increasingly, it was clear, in terms of inputs and outputs, that the system was not working according to expectations. The policy guidelines issued by BMZ in 1992 for development cooperation in the field of vocational education stated that the overall goal of German development cooperation in the field of vocational training was to improve the economic and social situation of people in developing countries and to develop their creative capabilities. Two approaches were followed:

- Coordinated, practice-oriented initial training and further education to produce specialist and management manpower in the different sectors and branches of the economy, with a focus from the semi-skilled level upwards;
- Special vocational training courses to address the needs of target groups in the informal sector, particularly the neglected groups of the population, in order to help them to improve their earning potential and life situation. In other words, training that would lead to an effective livelihood in the scope of the subsistence economy.

By 2005, the conceptual link between TVET and the labour market had been firmly established. In its 2005 strategy paper, BMZ moved to a focus on productive employment in reducing poverty. The paper highlighted the importance of active labour market policy in mediating between demand and supply in the employment market.

There is recognition that demand-oriented TVET is one crucial factor in making developing countries globally competitive economically, that competitiveness is a precondition for economic growth, but that neither TVET nor economic growth, in themselves, create more and better employment.

BMZ was responding to the changing environment and conceptual thinking anchoring its TVET and labour market policy in the wider realm of un- and under-employment as a contributing factor to poverty in the developing world. The role of HRD, within both the formal and informal economy, was now seen as part of a specific pro-poor growth conceptualisation which took into account both human capital and social capital. TVET and active labour market instruments in an integrated sense had come to be seen as a "tool" for social inclusion and for the integration of individuals into the labour market economy.

BMZ's increasing concern with an impact orientation was evident in its focus on results chains where outcomes could be seen as having a plausible link to higher level impacts such as poverty reduction. Where, in the past, TVET had been seen as falling specifically under single ministries' interventions such as education or labour in partner countries, it now had much wider application as development programmes became more integrated and decentralised, with shorter timespans for achieving direct benefits that could be seen as linking to higher level impacts.

At this point, the BMZ's TVET and labour market concept for development cooperation is implemented largely through projects and programmes that promote decent, productive and sustainable employment or self-employment. Projects and programmes support strategy and policy formulation related to skills development, labour markets and employment; they contribute to capacity development to enhance the implementation of a mix of skills development combined with the application of active labour market policy instruments.

This is based on an underlying understanding that:

- social and cultural factors matter as well as economic considerations;
- sustainable economic growth requires social coherence;
- employment-intensive growth necessitates the development of human and social capital;
- free market-driven TVET models fall short on the social capital side;
- social market economy-driven models can go some way towards keeping a balance between the development of human and social capital; and
- labour market security is a more useful concept than workplace security.

7.1.3. Employability

This new understanding of HRD's role in development requires a different understanding of employability, and a move from *passive employability* to *initiative* or *interactive employability*. Instead of a passive approach, focused on how individuals could fit themselves into existing labour market policies, or be put through training programmes which fitted them for the needs of their companies, by the mid-1980s people were beginning to speak of *initiative employability*. Here the focus was on the individual and his/her skills, rather than on the position to

be filled. In *initiative employability*, social capital or social network ties are seen as important factors in individual employability. Individuals need to be flexible in fitting the needs of the changing labour market, with "boundary-less careers". Such flexibility means developing a lifelong learning mindset; having information about the changing labour market; and understanding and responding to the flexibility of the labour market.

Since the mid-1990s, the notion of *interactive employability* has expanded the notion of *initiative employability*. It builds on the more individual focus of initiative employability, but goes beyond it, stressing the only partial capacity of an individual to achieve meaningful employment, given the interaction between his/her personal characteristics and the labour market. It focuses on the interaction of individual characteristics and trajectories with the observed or predicted labour market performance. Rather than placing the responsibility for employability entirely on the shoulders of the individual, which *initiative employability* tends to do, or the state (as a type of regulatory authority for ensuring secure passive employability as a right), *interactive employability* involves labour market relations, education and training, and company-based adaptive qualification schemes. The dynamic interaction between the capacity of the individual and the requirements of the labour market become primary in *interactive employability*. Individual capacity includes qualifications and a range of competencies such as social, problem-solving and attitudinal competencies and a degree of flexibility to enable adaptation to new situations. Inherent in personal capacity are the circumstances of the individual which allow him or her to interact with the labour market needs. Finally, external factors have to do with the wider macro-economic situation, with working conditions, forms of contract and companies' recruitment policies. Thus the companies' human resource management policies are part of the equation. In such an equation, companies also contribute to the development of employability through training, and through different forms of work organisation. Companies become learning organisations. Employability is a balancing act combining flexibility, stability and mobility.

This understanding of employability has stimulated a new impetus in German development co-operation in the field of TVET & LM: It now has a human resource development focus that goes beyond the acquisition of technical skills which may, in any case, become outdated relatively quickly. Furthermore, if employment is the desired outcome or direct benefit, and poverty reduction or eradication the intended impact, then TVET & LM needs to concern itself with cultural factors, informal institutions and localisation in many dimensions. The latter mentioned is rather more than just decentralisation (using the principle of subsidiarity to ensure that control and accountability are at the lowest level possible). It is not only matching the supply and demand of the labour market. It is adjusting and matching the demand of the individual in his/her social (local) environment.

This is *initiative employability plus* framework conditions and an enabling environment that includes the state, the private sector and civil society. *Public private & civil partnerships (PPCP)* then become an integral part of TVET & LM and part of the collectively negotiated and regulated mechanisms that match supply and demand in a market place driven by social values.

7.1.4. Implications for BMZ/GTZ

The developments in conceptual thinking have meant that the GTZ portfolio in TVET has had to change over time to TVET & LM (in an integrated sense) and, in

addition, GTZ has had to work on capacity development among its own staff and future staff to enable them to engage effectively with the new directions. This is not something that happens overnight and the challenges have been considerable, but also exciting. The staff involved has included some 320 experts, more or less 100 of them international and 220 local, working on over 70 projects/programmes around the world.

Ongoing projects mostly have their origins in the post-1992 period, where the quality of the TVET system was the key determinant. They have had to meet the challenges of moving towards an understanding of TVET as a poverty reduction tool – to show related direct impact -, and a more comprehensive understanding of pro-poor growth that goes beyond economics and anchors HRD within a wider understanding of social and political order – in a *pro-poor benefit & growth* concept.

With the emphasis now on such a *pro-poor benefit & growth* concept productive, decent and sustainable employment is a development issue. The conceptual backbone in the field of TVET & LM has to be *interactive employability*, contributing to economic growth based on strengthening the competitiveness of the economy and at the same time through enriching the human and social capital of society overall.

In this vision, TVET/HRD is:

- part of lifelong learning, as both a public good as well as a market and demand-driven process;
- building human capital towards interactive employability in which the public sector, the private sector, civil society and individuals engage in a proactive and innovative manner;
- building social capital that supports social inclusion and social coherence and contributes to strong participatory democracy; and
- a significant factor in enabling people, families and communities to escape from the poverty trap and make a valuable contribution to building strong societies which are not undermined by huge disparities in wealth and status.

7.2. JAPAN INTERNATIONAL COOPERATION AGENCY

Tanaka Kaori

7.2.1. JICA's conception of TVET

JICA sees TVET as crossing a range of levels from primary to higher education and as including agricultural skills development, traditionally an important element of Japanese development cooperation.

TVET includes:

- technical education (upper secondary and non-advanced tertiary);
- vocational training (lower/upper secondary); and
- non-formal education and training (basic education and beyond, focused on training)

Post-Secondary Education includes:

- pre-degree level education and training (Engineering related fields) [this is part of TVET] and
- higher education.

JICA sees Skills Development as a broader concept than TVET, which includes Life Skills Education, Literacy, Business Skills, etc. It is outcomes-focused and poverty-oriented.

7.2.2. JICA's Approach to TVET

This will be affected by the merger between JICA, a technical cooperation agency, and the Japan Bank for International Cooperation, a financial cooperation agency. The new JICA will seek to develop a holistic approach to the education sector.

TVET in JICA is two-pronged. First, it is economic growth oriented. This comprises an industry HRD focus, emphasising institutional strengthening, public-private partnership and training delivery. Second, there is a poverty reduction orientation, emphasising the delivery of basic skills and knowledge for work. This too has a strong focus on institutional strengthening.

7.2.3. JICA's Support to TVET in Africa

JICA is increasing its assistance to TVET in Africa. This is located within the broader context of assistance to Africa in TICAD IV.

Support will focus on:

- an emphasis on post primary and post secondary education;

- a sector wide approach;
- an orientation towards economic growth;
- a desire to support the creation of knowledge based economies, science, technology and innovation; and
- support to post conflict, peace building.

7.2.4. JICA's Advantage

JICA's work is facilitated by its long term commitment to partnerships. It has a long history of achieving tangible results. It is also committed to sharing successful Asian experiences with Africa.

7.2.5. The Challenge to JICA

JICA faces the challenge of scaling up what was developed previously in the project mode as it shifts increasingly to using budget support as an additional modality. It must also be conscious that there is unique TVET system and labour market in Japan, and the applicability of Japanese experience to African contexts cannot simply be assumed.

7.3. DEPARTMENT FOR INTERNATIONAL DEVELOPMENT (UK)

David Levesque

7.3.1. What Does DfID Mean by "Post-Primary Education and Training" and How is Skills Development Taken into Consideration?

DfID mainly uses the term post-primary, because we give priority to universal primary education and the MDGs. We recognise that many agencies and government partners prefer to use basic education. However this is increasingly interpreted as implying 9 or 10 years of education, way beyond MDG education goals and targets.

Basic can often be taken to mean content levels, basic literacy, numeracy etc, rather than numbers of years of Education. We use an inclusive definition of skills development, including skills obtained in primary school, job related skills through training and experience and lifelong learning.

Greater investment is needed at all levels of education if we are to reach the (MDGs). DFID gives priority to supporting primary education for all children – especially girls – in countries that are off-track for reaching the MDGs for education. It will continue to do so. But investment is also needed in secondary, tertiary and vocational education, lifelong learning and skills, in order to increase the ability of governments and the private sector, to deliver basic services, and to promote sustainable growth. The best way to do this is by supporting the whole education system and using the contributions to education that other sectors make.

7.3.2. What is the Policy for Post-Basic Education and Training in Sub-Saharan Africa?

The UK has promised to spend £8.5 billion on education in developing countries over the next ten years. In doing so, it will focus on supporting partner governments' plans to distribute funding in a balanced way across all levels of their education systems, in order to meet the MDGs.

DfID will encourage the international community to put more funding into post primary education. It will talk more about post-primary education with governments, other donor agencies and civil society partners, within the context of a sector-wide approach, national plans and budgets, poverty reduction plans and growth strategies.

DfID will improve the ability of its developing country partners to provide education by working with them, the international community and across UK government departments to encourage effective approaches, lesson learning and research.

It will support the African Union and the New Partnership for Africa's Development (NEPAD) in producing plans to develop higher education and science and technology in Africa.

From DFID central funds, a number of innovative post-primary programmes will be directly supported.

7.3.3. Policy Implications

DfID remains committed to whole sector development and will build its response to post-primary in this light. It will continue to emphasise a focus on quality and the goal that most children should achieve an acceptable minimum of core skills. Attention will be paid to links, particularly at the post-primary level, between education skills, decent employment and economic growth.

There is need for a stronger international partnership to reach the MDGs and beyond, including skills development. This must include a combination of research, technical assistance and dissemination of good practice.

7.4. FRENCH AGENCY FOR DEVELOPMENT

Jean-Claude Balmes

7.4.1. Background

AFD has a long tradition of working in the field of TVET, linked to its overall support to the public and private sectors and agriculture. However, education is a relatively new sector for AFD. It was only in 1988 that AFD began to support the education and health sectors. Since 2004 it has become the implementing agency for French bilateral aid to all programmes and projects related to the MDGs.

7.4.2. Main Contextual Challenges for Support to TVET

Education in developing countries is still struggling to achieve universal primary completion. Primary school admission rates have improved substantially but weaker performance in terms of equity and quality remains. Recently, there has been increased pressure for an expansion of post primary education as a result of EFA's successes.

The education sector is characterised by weak external efficiency, with few jobs created in the modern (formal) sector of Sub-Saharan economies. There is a financial gap but above all a capacity gap (lack of political will or lack of consensus to undertake reforms, deficit of technical or managerial capacities, insufficient accountability of public administrations).

The Paris declaration on aid effectiveness challenges traditional modes of aid delivery. It implies that need to keep the education MDGs as the primary priority whilst investing more in a global and holistic approach to the education sector and its relationship to growth and development. It also highlights the need to pay more attention to outcomes. This relates to quality issues as well as access to jobs. Finally, it is vital that all programmes should contribute to capacity development in both civil society and public administrations.

7.4.3. The Restructuring of TVET

AFD sees the restructuring of TVET systems as a continuing priority. It seeks to put the company at the heart of the training system. It also aims to build partnerships between public and private actors, and where appropriate to create partnerships between national and French employers and workers organisations.

AFD supports the creation of new training centres and the rehabilitation of existing ones. This is typically done on a sectoral basis, with close links to relevant industrial bodies. A transition to competency-based modular training is encouraged, as is alternate or apprenticeship approaches. Customised training is promoted. There is a growing focus on issues of certification and qualification articulation, including for the informal sector. Training is seen as covering all functions in a company, not just the technical level.

APPENDIX ONE: THE PROGRAMME

TUESDAY, November 13th

Chairs: Michel Carton and Kenneth King

Venue: UNESCO headquarters (Fontenoy)

PRE-MEETING ON THE FUTURE OF THE WORKING GROUP

- 18:00** **Assessment of the WG and proposals for the future**
Simon McGrath (University of Nottingham & IJED)
- 18:20** **Discussion (objectives, governance and funding of the WG)**
- 20:30** **Dinner**

WEDNESDAY, November 14th

Chair: Michel Carton

Venue: IIEP

- 9:00 - 9:10** **Welcome**
Françoise Caillods (Deputy director, IIEP)
- 9:10 - 9:20** **Introduction to the meeting**
Michel Carton (NORRAG)
- 9:20 - 9:40** **Presentation of the background documents**
Kenneth King and Robert Palmer (NORRAG)
- 9:40 - 9:55** **Reactions to the background documents**
David Atchoarena (IIEP) and Jon Lauglo (University of Oslo)
- 9:55-10:15** **Discussion**
- 10:15-10:30** **SKILLS DEVELOPMENT IN “POST-PRIMARY EDUCATION”: INTERNATIONAL COOPERATION IN SUB-SAHARAN AFRICA**
Reflection on BMZ ‘s new policy on TVET and Labour Market, against the outline of their existing projects in Sub-Saharan Africa
Edda Grunwald (BMZ-GTZ)

- 10:30-10:45 Discussion**
- 10:45-11:10 Coffee break**
- 11:10-12:10 Panel: What room for skills development on the international agenda for “post-primary education” in Sub-Saharan Africa?**
Moderator: Richard Walther (AFD)
Speakers: Steven Obeegadoo (World Bank), Hamidou Boukary (ADEA), André G. Komenan (African Development Bank), Tanaka Kaori (JICA) and David Levesque (DFID)
- 12:10 – 13:00 Discussion**
- 13:00 – 14:00 Lunch hosted by IIEP**
- SKILLS DEVELOPMENT IN “POST-PRIMARY EDUCATION”: INTERNATIONAL COOPERATION IN ASIA AND THE PACIFIC**
- 14:00 – 14:20 New strategies for UNESCO’s support to TVET in Asia**
 Sheldon Shaeffer (UNESCO) and Kenneth King (NORRAG)
- 14:20 – 14:40 Discussion**
- 14:40-15:00 AusAID ‘s support to TVET in Vanuatu & the Pacific**
 John Fahy (AusAID)
- 15:00:15:20 Discussion**
- 15:20-15:50 Coffee Break**
- DIVERSITY OF LEARNING PATHWAYS FOR POST-PRIMARY EDUCATION IN LATIN AMERICA**
- 15:50 – 16:10 SDC’s support to training at post-primary level for employment in Peru: the CAPLAB⁵ programme**
 Juan Carlos Vasquez (CAPLAB) and Ruth Huber (SDC)
- 16:10-16:30 Post-primary and Skills Development in Latin America**
 Enrique Pieck (Universidad Iberoamericana, Mexico)
- 16:30-16:40 Comments on the two presentations**
 Claudia Jacinto (redEtis⁶, UNESCO-IIEP & IDES)
- 16: 40– 17:20 Discussion**

⁵ Labour Training Programme

⁶ red Educación, Trabajo, Inserción Social - América Latina (Network for Education, Labour, Social Integration - Latin America)

19:00 Buffet hosted by IIEP

THURSDAY, November 15th

Chair: Kenneth King

Venue: IIEP

8:45 – 9:00 Synthesis of the previous day’s discussions

Kenneth King (NORRAG)

**EDUCATION FOR ALL (EFA) AND SKILLS
DEVELOPMENT (SD) IN THE GMR 2008 AND FUTURE
OPTIONS**

9:00 – 9:20 EFA & SD, the weak link of the Dakar Framework?

David Atchoarena (IIEP)

**9:20 – 9:50 The EFA Global Monitoring Report 2008: Meeting the learning
needs of youth and adults**

Anna Haas (UNESCO)

9:50 – 10:30 Discussion

**10:30 – 11:00 Activities of the French Development Agency (AFD) and of
GEFOP⁷ in the field of vocational training**

Ewa Filipiak (AFD/GEFOP)

11:00-11:15 Coffee break

11:15 – 12:00 Future activities of the WG and evaluation of the meeting

Michel Carton and Kenneth King (NORRAG)

⁷ *Groupe International d’Experts en Formation Professionnelle / International Vocational Training
Experts Group*

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APPENDIX THREE: PAPER PRESENTED BY JON LAUGLO

Comment on Kenneth King's paper entitled "What room for skills development in post -primary education? A view from the development agencies"⁸, JON LAUGLO, University of Oslo

King's Paper is impressively wide in its scope and thorough in its use of relevant documentation. It performs a very useful function in tracing the concepts used in policy documents as well as some of the arguments and positions that agencies take on these concepts. I have no quarrels with it and will selectively comment on a few issues.

Is "Sticks and stones can break my bones, but words can never hurt me" untrue?

The launching of new terms (like "post-primary education") can be seen as attempts to control what words **should** mean. Perhaps export of new concepts by international bodies can only influence policy if they piggyback on financial transfers which are tied to plans that use these new concepts? In any event, it is my impression that economically "advanced" countries are quite immune to the latest fashion in concepts produced and purveyed by international bodies—unless they voluntarily see it in their interests to for example harmonize their institutions with those of other countries (e.g., the Bologna process in European higher education). Terms referring to stages of education also need to match the institutional arrangements which are in place. If there is no institutional unity in "post-primary education" nor any unity in the administrative organs responsible for these institutions, then the concept will also have little use. Further, if we are only concerned with communication, rather than with experting influence, what matters is not what we might think words **should** mean, but their actual usage and whether they are precise enough for the distinctions we wish to make.

Post-primary: "post-" after how long?

The very term "**post-primary**" directs our attention to a particular target group: those who come **directly** from primary education. Post-primary will therefore connote provisions which follow lock-step after primary education. On the other hand, some of the non-formal provisions we have in mind for inclusion under a wide concept of post-primary education, would be catering for those who have been out of school at least for some years, possibly many years—even if primary completion is their highest level of schooling.

It seems to me that some of the 'nonformal character' of nonformal education follows from the fact the learners in many cases have other main activities in their life, than being educated or trained, and that they have been engaged in these other activities (having children, making a living) for some years after they left school. Usually, they are no longer children. In many localities, the supply of a non-formal course may exhaust its demand. Such loosely institutional nonformal provisions will not tally well with stably organized provisions catering for large portions of those who have just completed primary school.

Skills development combined with literacy/numeracy in nonformal education

If "post primary" should be stretched to include nonformal provisions for those who "once completed" primary, chances are that it will have a dual function: on the

⁸ See page 12 of the report. The full background paper prepared by Kenneth King for the WG meeting in Paris is available on the WG website (www.norrag.org/wg/papers.php).

one hand further development of key general education skills (mainly literacy, numeracy) and on the other hand “practical skills” that more directly purport to help the learners improve their livelihood. The teaching of such practical skills is difficult to organize if the goal is actually to improve people’s livelihoods.

John Oxenham and collaborators did a comprehensive review in 2005 of the evaluation documentation on such dual-function programs—with special reference to Sub-Saharan African countries. They identified some programs that seemed to succeed, but **none of these had succeeded in transforming themselves from small to medium or large scale** operations. They concluded that it seems to be much **easier to achieve success with such dual function programs when training in literacy and numeracy skills is grafted onto courses whose main function is training in livelihood skills, rather than the other way around.**⁹ These two main findings are of strategic importance; but since good evaluation material was very scarce, these questions need further work. Do nonformal programs with such a dual purpose need to be mainly driven by “skills development” and **its** requisites, in order to have a chance of succeeding? How to go to scale with what seems to succeed on a small scale?

Vocationalization of secondary education

King refers to a book that Rupert Maclean and I edited in 2005¹⁰, noting that this book (which was a joint publication between UNESCO-UNEVOC and the World Bank) was referred to in World Bank’s 2007 Secondary Education in Africa (SEIA) document as part of the argument against vocationalization of general secondary education and in favour of “specialized institutions with close links to employers”.

Our work on Vocationalized Secondary Education certainly was concerned with Sub-Saharan Africa and drew mainly on case studies and sources concerned with that part of the world.. To prevent misunderstanding, I want to point to our main findings as well as commenting on issues we did not address.

Does “light dosage” skills training have benefits?

Our focus was NOT on in-depth vocational training. “Vocationalized secondary education” referred in our study to **light dosage** vocational skills training that occurs within mainstream secondary schools and which typically takes no more than 10-25 per cent of the a students weekly timetable. On this theme our conclusion fits the view that such light dosage vocational skills development does not seem to improve young people’s chances in the labour market. Findings from tracer studies are consistent on this point but there are few such studies. **More tracer studies should be done if there now is a resurgence of interest in such “light dosage” skills training, in spite of the earlier grounds for caution.** We point to the usual cost and implementation problems which such courses typically have. We stress however, that practical subjects can be **justified as part of a well-rounded secondary education**, just like art or geography—simply as part of general education. But they are typically costly and complex to introduce and sustain; and a question is whether other curriculum priorities are more important? We do of course in that book also point to the labour market value of **the general educational skills** that schools seek to teach.

Does school-based TVET have benefits?

We did find some support for the argument that skills development needs “depth” to have labour market benefits. This means TVET rather than the light dosage

⁹ J. Oxenham, A.H. Diallo, A.P. Kataoire, A. Petkova-Mwangi & O. Sall (2002) *Skills and Literacy Training for Better Livelihoods* (2002) The World Bank, March 2002. On the web at <http://www1.worldbank.org/education/adultoutreach/>

¹⁰ J. Lauglo & R. Maclean (2005) *Vocationalized Secondary Education Revisited*. Dordrecht: Springer.

“vocalized” version. Case studies by Billetoft & Austral on Mozambique and by Bishop on the USA, both published in our book (as well as the review of literature) supports the view that it is entirely possible to teach TVET in secondary schools and that such courses can be of labor market benefit so long as it is a main thrust rather than a minor adjunct in the students’ curriculum. There clearly is no iron law which dooms school-based (or secondary school-based) TVET to failure. (Nor is there an iron law which dooms such courses to such a low status that it has demoralizing consequences). There is also good reason to expect that much will depend on the labour market.

Specialized TVET provisions or unified provisions within secondary schools?

If TVET is to be school-based, should TVET be provided within “mainstream” secondary schools or should be institutionalized separately? Closer scrutiny of arguments for separateness versus arguments for institutional integration of TVET and general education—and of the evidence behind these arguments-- is now needed. Below are a few relevant considerations.

What proportion of the age group?

In my view, policies favoring multi-purpose institutions (and unification of organizational frameworks) tend to be triggered by enrolment expansion. What organizational arrangements makes sense will depend on the portion of the age group to be catered for. If such provisions enrol nearly a whole age cohorts, the argument for catering to the varied learning needs of the entire cohort in a concerted and unified way, will be strengthened. This is less obvious when only a minority of youth can be expected to enrol. The case for institutional separateness at post-primary (or post-basic) level, will accordingly be stronger in low-enrolment countries than in countries with high rates of school enrolment.

Cost and practicalities

Vocational skills development is characterized by high unit cost and by staffing shortages. There are also other special complexities—maintenance of equipment, procurement of consumables. Under such conditions, there are gains in concentrating resources rather than spreading them thinly on many sites. Also in countries which enrol nearly the whole age group, there are efficiency arguments in favour of institutional specialization. Norway and Sweden are examples. There is in these countries considerable specialization among different schools within a formally unified upper secondary stage. Some large schools are in effect multipurpose vocational training institutions. Others remain overwhelming providers of general education—all within a nominally unified system. Good capacity utilization of physical and human resources is harder to achieve if highly specialized provisions are widely spread on many sites. Such concerns will be even more important in countries with weakly developed economies.

Implications of integrated timetable frameworks

Specialized TVET schools often have longer school days than general education schools. One of the reasons for this difference is that the teaching of many TVET courses depend on practice in a workshop at school, while general subjects can make use of homework to be carried out outside of the classroom. Merging both types of courses into the same institution, can mean loss of weekly hours for TVET.

Links with the world of work?

A recurring issue for school-based TVET is how to achieve “close connections” with employers and with the world of work generally. Claudio de Moura Castro

has spelt out arguments why institutional separateness of school-based TVET increases the chance of connections with the respective sectors of the “world of work”.¹¹

“Formal skills”: Just a game with words?

King’s paper refers to a distinction between “formal” and “nonformal” skills (p. 3) which is not explained in the text. One can distinguish between formal and informal **assessment** of skill, and one can refer to formalization in the **certification** that is based upon such assessment. But it is hard for me to see that formal **skill** is already established usage. In the Paper it is probably shorthand for formally certified skills. Nonetheless, if there were such things as “formal skills”, what might that be?

In Germany, Wilhelm von Humboldt introduced in the 19th century the concept of *Formal Bildung* to the field of curriculum theory for academic secondary education. Of course, Humboldt was hardly concerned with “skill”. Quite to the contrary, in keeping with Platonist dualism he assumed a distinction between “pure” and “applied” knowledge and the greatly superior worth of the former. **But he did try to identify learning which would be generally valuable regardless of what a person later would do.** He then had in mind classics and mathematics as especially valuable preparation for university regardless of the subject a person would pursue there. He argued (of course few would follow him today) that such knowledge would sharpen the mind so that it would learn better—we might be tempted to say he sought to define a type of **generic skill for subsequent academic learning** (though *Bildung* is much wider than skill).

We face a similar challenge with a very different substance, when thinking of skills development in post-primary education. We already have terms about skills which for the world of work parallel Humboldt’s attempt to identify elements which would be generally valuable preparation for academic scholarship. It is no accident that the pioneering work was done in Germany. In the 1980s such skills were by *Bundesinstitut für Berufsbildung (BIBB)* coined as *Schlüsselqualifikationen* (literally “key qualifications”). In English they are commonly referred to as “generic skills”. These skills may be formulated in different ways, but they would include such familiar terms as literacy (communication skills), numeracy (practical mathematics), as well as learning to take initiatives, to take responsibility and to cooperate/work in teams etc.

Had we not already had the term “generic skills”, “formal skills” might have been a good term for drawing our attention to skills which are generally useful valuable skills for working life. However, it quickly becomes apparent that what generally valuable learning for the world of work (as for life in general) would also need to include character traits which we hardly would call “skills” (e.g., honesty, enterprise, reliability, being hardworking, and being keen to learn). There is of course a German theoretician for such *Bildung* in vocational education too, namely Rudolf Kerschensteiner. In fact, it is not hard to find concepts that denote skills and other learning that are generally valuable for working life, and that skills will not capture all these elements. The closer post-primary education is to primary education, the more it will be concerned with continuing the laying of such a broad foundation of knowledge, skill and character traits that is generally valuable for life. Since “Bildung” and “education” are close, pity, isn’t it, Kenneth, that the term “Formal Vocational Education” is already occupied in English?

¹¹ De Moura Castro, Claudio (1988) The soul of vocational schools: training as a religious experience, *International Review of Education*, 34, pp. 195-206.