TECHNICAL EDUCATION
AND VOCATIONAL TRAINING
REFORM IN THE KNOWLEDGE
ECONOMY

Challenges and Opportunities
at the Secondary Level

International Conference, Paris, France

December 16-18, 2003
We are pleased to present the Proceedings of the Conference on Technical Education and Vocational Training in the Knowledge Economy: Challenges and Opportunities at the Secondary Level, which took place Dec. 16-18, 2003 at the Centre International d’Études Pédagogiques (CIEP) in Sèvres, France.

The initial idea for the Conference came to us in the Fall of 2002, and the CIEP-World Bank partnership was subsequently confirmed during a visit to the Bank by Messrs. Prévos and Mazeran in December of that year. We have been privileged to have the support of the two lead institutions (the CIEP and the World Bank), as well as of the European Training Foundation, UNESCO, and the French Ministries of Education and of Foreign Affairs in the design and implementation of this important project.

The Conference gathered some 120 participants from 30 countries and 10 international institutions. Participants included representatives of Ministries of Education, Vocational Training, Labor, mostly Directors, some deputy Ministers, as well as of employer federations, trade unions, and academia.

It was a highly innovative event. It was innovative in the choice of themes, particularly the importance of Technical Education and Vocational Training (TEVT) and the exploration of TEVT as instrument of socioeconomic policy for forgotten sectors or social groups (rural sector, informal sector, socially excluded populations). It has also innovated in terms of methodology. Two aspects in particular stand out.

The first concerns selectivity. The Conference Steering Committee, composed of representatives of the six partner institutions) has been careful to be selective about certain things, and not about others. We were selective about the quality of the speakers invited; and about the choice of individual country attendees, whose participation often needed to be approved by two or more institutions in the Steering Committee. As a result we had high quality presentations, and a committed audience.

But we were deliberately not selective, in the usual sense of the word, about the institutional points of view represented, or the socioeconomic level of the countries invited. In fact we deliberately cast the net far and wide for both.

The first effort resulted in a stimulating «constructive confrontation» of ideas, and gave the audience a taste of the complexity of the topic. The second effort resulted in genuine exchange of ideas between countries.

This may help explain the unusually high commitment of the participants, who clearly appreciated each other’s interactions. This is borne out by informal feedback and some anecdotal evidence – e.g. nobody was absent during an afternoon workshop session, in spite of the good weather and the proximity of Paris sights... It was also surprising to hear a TEVT Department Head from an Eastern European country (now an EU member) saying after the first workshop: «I was astounded to see that we are facing the same problems as colleagues in sub-Saharan Africa...». Naturally it was clear that this official knew there were differences between the two countries, but the appreciation of the opportunity for genuine dialogue was striking.

The Conference highlighted, therefore, the importance of TEVT, particularly at the secondary level, and drew the attention to long forgotten topics.

As a first follow-up to the Conference, the CIEP has set up a website with all text and Power Point presentations. We now have the pleasure of presenting these Proceedings as the second follow-up.

Dialogue will continue on different fronts: an electronic forum; a new conference, on intermediate technical higher education; and on TEVT in sub-Saharan Africa.

Finally we wish to thank all the speakers for their high quality contributions, the participants for their active role throughout the Conference, our distinguished colleagues on the Conference Steering Committee for their dedicated work and stimulating contributions, as well as our colleagues in our respective institutions’ Advisory Committees for their quality advice on substance, format, and participants.
Participating Countries:

Germany
Bosnia Herzegovina
Brazil
Cameroon
Chile
Colombia
Egypt
Hungary
Mauritius
Lebanon
Madagascar
Mali
Morocco
Mexico
Nigeria
Norway
Uzbekistan
Poland
Republic of Korea
Russian Federation
Senegal
Sudan
Palestinian Authority
Thailand
Tunisia
Turkey
Vietnam
Yemen
Within the two initial partner institutions, the World Bank and the CIEP, two advisory committees have also helped in the preparation. We would like to thank them for their valuable contribution.

We would like to particularly thank our two concluding speakers Messrs. André Gauron and John Middleton for their thoroughness and insights.

We would like to thank also:
F. Divisia MJENR - Délégation aux relations internationales et à la coopération
A. Metayer Ministère des Affaires étrangères - Direction du développement et de la coopération technique
M. Nozawa UNESCO.

NB: Finally we would like to thank Candice Chenu for the preparation of these Proceedings.
Note to the reader and website

1) Presentations

These articles are not intended for later scientific publication but should rather be considered as transcripts of live presentations, often accompanied by slides (PowerPoint).

Therefore the speakers often resorted to shortened or elliptic modes of presentation, which we preferred to leave in their original form.

It is advisable to refer to the corresponding figures, charts or statistics.

INTERNET PAGES DEDICATED TO THE CONFERENCE HAVE BEEN CREATED AT.

These pages include:

- the detailed program of the conference,
- the participants’ profiles and backgrounds,
- the summaries of the presentations
- Conference Proceedings (Pdf format),
- the PowerPoint documents used during presentations.

http://www.ciep.fr/etfp/index.htm

2) Debates, questions and answers

We chose not to make major changes to the transcriptions except in the structure and the grouping order, so as to present a classification by subject. In fact we thought it wiser to avoid simply publishing a chronological list of questions and exchanges which were sometimes obscure, though always lively and often passionate.

Please note that it was sometimes difficult to identify the speakers during these exchanges, since very few of them introduced themselves before speaking. Nevertheless, we did note the identity of the participants in the debate wherever possible, specifying « unidentified speaker » when this was not possible.

Note on the « TEVT » acronym : throughout the Conference the organizers have used in English the expression « technical education and vocational training ». Reflecting the extreme diversity of the topic, however, some speakers used expressions with which they were more familiar, such as « VET », « TVET » , etc. In these Proceedings, we have kept the speakers’ acronyms .
# PREFACE

PARTICIPATING COUNTRIES

STEERING COMMITTEE

NOTE TO THE READER AND WEBSITE

OPENING SESSION OF THE CONFERENCE

<table>
<thead>
<tr>
<th>Name</th>
<th>Position/Institution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mr. Albert Prévos</td>
<td>Directeur – Centre international d’études pédagogiques</td>
</tr>
<tr>
<td>Mr. Xavier Darcos</td>
<td>Ministre délégué à l’enseignement scolaire, France</td>
</tr>
<tr>
<td>Mr. Peter de Rooij</td>
<td>Director – European Training Foundation</td>
</tr>
<tr>
<td>Mr. John Daniel</td>
<td>Deputy Director General for Education – UNESCO</td>
</tr>
<tr>
<td>Mr. Jean-François Rischard</td>
<td>Vice President for Europe – World Bank</td>
</tr>
<tr>
<td>Mr. Serge Tomasi</td>
<td>Sous-directeur du développement social et de la coopération éducative – Ministère des Affaires étrangères, France</td>
</tr>
<tr>
<td></td>
<td>Pour le Comité de pilotage de la conférence : M. Francis Steier</td>
</tr>
<tr>
<td></td>
<td>Senior Education Economist – The World Bank</td>
</tr>
</tbody>
</table>

## Session 1 : TEVT AND GLOBAL CHALLENGES

- **TEVT : history**
  
  Mr. Jacques Mazeran – CIEP

- **Vocational education and training and the challenges of the knowledge based economy**
  
  Mr. Peter de Rooij – ETF

- **Secondary education : preparing youth in the knowledge economy**
  
  Mr. David Fretwell – World Bank

**General discussion**
Session 2: EXPECTATIONS AND PROBLEMS OF PARTICIPANT COUNTRIES / WORKSHOP REPORTS

- Workshop report A .......................................................... 59
- Workshop report B .......................................................... 60
- Workshop report C .......................................................... 61
- Workshop report D .......................................................... 62

General discussion .......................................................... 63

Session 3: OBJECTIVES OF TEVT (part 1):

- Skills Development in Sub-Saharan Africa ......................... 69
  Mr. Arvil Van Adams – World Bank
- Technical and vocational education and training in French-speaking Africa ........................................ 73
  Mr. David Atchoarena – IIPE, UNESCO
- Training for work in the informal sector: the lost agenda? .......................................................... 77
  Mr. Fred Fluitman – ILO

General discussion .......................................................... 83

Session 4: OBJECTIVES OF TEVT (part 2):

- The social dimension of technical and vocational training: the legal standards of the Council of Europe and its action in favor of Roma communities in Europe .................... 91
  Mrs. Olöf Olafsdottir – Council of Europe
- The challenges of farmer training: the example of french-speaking west Africa ................................. 97
  Mr. Alain Maragnani – Ministère de l’Agriculture, France

General discussion .......................................................... 103

Session 5: TEVT IN THE CONTEXT OF SECONDARY EDUCATION .................................................. 111

- Links between general education and TEVT: shared foundations .................................................. 113
  Mr. Wataru Iwamoto – UNESCO
- TEVT in Nigeria: current issues and reform strategies .......................................................... 117
  Mr. Nuru A. Yakubu – National Board for Technical Education, Nigeria
- Comments
  Mr. Phillip McKenzie – OCDE ................................................. 123

General discussion .......................................................... 127
Session 6 : TEVT IN THE CONTEXT OF LIFELONG LEARNING ........................................... 133

> Lifelong learning:
a framework for the development of TEVT in Latin America? ...................................... 135
Mr. William Experton – World Bank

> Lifelong learning and vocational education:
the experience of the candidate countries .......................................................... 139
Mr. Jean-Raymond Masson – ETF

General discussion ................................................................. 143

Session 7 : ROLE OF THE STATE AND OTHER SOCIO-ECONOMIC ACTORS ....................... 147

> The Political Economy of Secondary Education Reform .................................................. 149
Mr. Ernesto Cuadra – World Bank

> Socio economic structures of TEVT and reform in Finland ............................................. 153
Mr. Kari Pitkänen – National Board of Education, Finland

> The Role of State-funded Policy Research Institutes in TEVT Governance and Management:
the Case of Korea ............................................................................................................. 157
Mr. Sung-Joon Paik – KRIVET, Korea

General discussion ......................................................... 161

Round Table : EXPERIENCES OF TUNISIA AND CHILE .............................................. 165

TUNISIA

> Vocational Training Reform in Tunisia Opportunities & Challenges ................................ 167
Mr. Moncef Ben Saïd – Ministère de l'éducation et de la formation, Tunisia

> Education, businesses and economic and technological changes .................................. 175
Mrs. Turkia Tlemceni – UTICA, Tunisia

CHILE

> TEVT reform in Chile ........................................................................................................ 179
Mr. Pedro Montt – Ministry of Education, Chile

> Experiences from the Agricultural and Agribusiness Sector in Chile .................................. 183
Mr. Juan Guido Vidal – SOCODER, Chile

> Comments ...................................................................................................................... 187
Mr. William Experton – World Bank

General discussion ................................................................. 189
### Session 8: ORGANIZATION AND IMPLEMENTATION OF TEVT

<table>
<thead>
<tr>
<th>Topic</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Career guidance and public policy: bridging the gap</td>
<td>197</td>
</tr>
<tr>
<td>Mr. Richard Sweet – OCDE</td>
<td></td>
</tr>
<tr>
<td>European cooperation in TEVT</td>
<td>203</td>
</tr>
<tr>
<td>Mr. John Mc Carthy – European Commission</td>
<td></td>
</tr>
<tr>
<td>Towards building new vocational education diplomas within a common international reference system</td>
<td>207</td>
</tr>
<tr>
<td>Mr. George Asséraf – Ministère de la Jeunesse, de l’Éducation nationale et de la Recherche</td>
<td></td>
</tr>
<tr>
<td>General discussion</td>
<td>213</td>
</tr>
</tbody>
</table>

### Session 9: EXCHANGING EXPERIENCES AND GOOD PRACTICE BETWEEN COUNTRIES

| Workshop report A: international co-operation / partnerships          | 219  |
| Workshop report B: coherence in training                              | 221  |
| Workshop report C: the forgotten, the excluded and minorities         | 223  |
| Workshop report D: reforms, management and human resources            | 225  |

### Synthesis and next steps

| Mr. André Gauron                                                      | 227  |
| Conseiller – maître à la Cour des Comptes, Président du Haut Conseil « éducation, économique, emploi », France |      |
| Mr. John Middleton                                                    |      |
| Senior Adviser, World Bank Institute, and Adjunct Fellow, East - West Center, Honolulu |      |

### CLOSING REMARKS

| Mr. Jean Paul de Gaudemar,                                           | 243  |
| Directeur de l’enseignement scolaire – Ministère de la Jeunesse, de l’Éducation nationale et de la Recherche, France |      |
OPENING SESSION OF THE CONFERENCE

Mr. Albert Prévos,
*Directeur – Centre international d'études pédagogiques*

Mr. Xavier Darcos,
*Ministre délégué à l'enseignement scolaire, France*

Mr. Peter de Rooij,
*Director – European Training Foundation*

Mr. John Daniel,
*Deputy Director General for Education – UNESCO*

Mr. Jean François Rischard,
*Vice Président for Europe – World Bank*

Mr. Serge Tomasi,
*Sous directeur général du développement social et de la coopération éducative – Ministère des Affaires étrangères, France*

Mr. Francis Steier,
*Senior Education Economist, World Bank*
« Ladies and Gentlemen Ministers,
Mr. President,
Ladies and Gentlemen General Directors and Directors,
dear Colleagues, dear Friends,

It is a great pleasure and a great honor for me to welcome you to Sèvres today. The International Center for Pedagogic Studies is pleased and proud to have contributed to the organization of this international conference on technical education and vocational training, the principle of which was adopted exactly a year ago to the day at the World Bank when J. Mazeran and myself were on a mission in Washington. Messrs. Jamil Salmi and John Middleton have thereby played a decisive role from day one, which I trust they will allow me to acknowledge today, a driving force which has been followed up with determination here by Francis Steier. A perfect partnership has resulted between us, embodied by the presence here of Mr. Jean-François Rischard, Vice-President of the World Bank for Europe, whom I sincerely thank for being with us today.

The fact that this event is actually being held is due to the following prestigious partners, active and committed as they are, coming to join us in the preparation of this conference. I would hereby like to thank:
- UNESCO, and also to welcome Mr. John Daniel;
- the European Foundation in Turin, whose director Mr. Peter de Rooij we are pleased to have here amongst us;
- the Ministry of Foreign Affairs who were very involved in the preparation of this event, and I would like to thank Mr. Serge Tomasi for representing Mr. Claude Blanchemaison, General Director of International Cooperation and Development;
- the Ministry of Youth, National Education and Research, through its General Inspectorate, which notably acted as coordinator for the special issue of our review, the "Revue internationale de Sèvres", published to coincide with this conference, a copy of which you will find on your tables; the Directorate for School Education, and the Directorate for International Relations and Cooperation, a ministry represented here at its highest level by the presence of Mr. Xavier Darcos, Minister of School Education, who was particularly keen to accept our invitation and whom I thank for according us the honor of opening this conference.

We are welcoming you, dear friends, in a building full of history, which I hope you will have time to visit. It does have its charm but you will also sometimes find that it bears witness to the past in the form of tired walls or uneven floors. Together with the kind help of our Ministry we have undertaken to restore everything, however I do ask you to make some allowances since, and herewith I bring this welcoming speech to its close, the entire staff at the International Center, and in particular the team gathered around Jacques Mazeran, worked very hard to prepare and give substance to this conference. They, and I, are at your disposal during these three days to facilitate your stay, make it more enjoyable and conducive to study, allowing you to give the utmost attention to your work.

Thank you. »
« Ladies and Gentlemen, dear Friends,

I am very happy and honored to be opening this international conference, and to welcome you all to this International Center for Pedagogical Studies (CIEP). I am aware of your distinguished positions in the education systems of your respective countries, and I would particularly like to greet the Minister of Education and Professional Training of Mali, the Minister of Technical Education of Yemen, the Minister of Education and Higher Education of the Palestinian Authority, the Secretary of State for Education of Turkey, the Secretary of State for Vocational Training of Tunisia and the Secretary General of the Ministry of Education of Madagascar.

I am therefore grateful that you have taken the time to travel to Paris and, for these three days, to share your experiences, actions, points of view, analyses, good ideas and good practices. I would like to thank in particular Mr. Jean-François Rischard, Vice-president of the World Bank for Europe; Mr. Peter de Rooij, Director of the European Training Foundation; Mr. John Daniel, UNESCO’s Assistant Director for Education, with whom we have already worked, not forgetting the two key figures attending this conference, Mr. John Middleton, Senior Advisor to the Vice President of the World Bank Institute and Mr. André Gauron, President of the High Committee for Education, Economy and Employment. I also thank my friend Mr. Albert Prévos, Director of the CIEP, for hosting this event.

I would like to welcome the Director of Central Administration of the various French Ministries involved and especially Serge Tomasi, who is here to represent the General Administration of International Cooperation and Development at the Ministry of Foreign Affairs. I also thank, for it is always quite a task, the entire CIEP team around my dear friend Prévos, for organizing everything competently and efficiently.

It is obviously not my intention, Ladies and Gentlemen, to sketch a universal set of problems in technical education and vocational training summarizing the thoughts and concerns of every one of you. In various ways, you represent countries which are too different for one to be able to put forward many common denominators. Nor do I intend, I assure you, to go over the history of this type of education in France. I believe, however, that it is appropriate to recall, for the purpose of your debates, how France has tried to make its vocational training system evolve over the last twenty years and in particular its initial vocational training system. And then I shall make some comments on what is at stake in this conference, from which we are expecting a great deal. One cannot speak of technical and vocational training in France without first recalling that the main reforms of our educational system over the last twenty years have fundamentally corresponded to two main priorities, which are in fact shared by many countries: to offer young people equal opportunities and boost their level of qualifications, in order to better respond to the economy’s new requirements and fast-changing techniques. These two priorities are closely linked, since the success of a nation depends on the professional success of the men and women of that nation. In France this has been represented by the well-known pledge to get 80% of a class of appropriate age to Baccalauréat level and ensure that 100% of these achieved some sort of qualification. To achieve this target, France made an enormous effort, shown by three simple statistics: from 1960 to 1995, the number of French students has been multiplied by seven and the number of high school students by five. Thirty years ago, one pupil in ten passed their Baccalauréat, whereas today the figure is over six in ten. Parallel to this growth in the level of studies, the stages of early career guidance have been gradually phased out. Today, almost all pupils in France study continuously up to the age of sixteen – the end of compulsory education – and it is not until that point that those who wish to can take a vocational path. They then have the choice between vocational high school, where they have school status, and apprenticeships whereby they alternate between school and the workplace, where they have an employment contract. There are 700,000 young people at vocational high schools and 360,000 apprentices. At the age of seventeen, those who did not take the vocational path chose

Xavier Darcos,
Ministre délégué à l’enseignement scolaire, France
between the general stream and the technological one. Regarding the technological path, I’d say it is a specific feature of the French system. The aim is not to prepare for direct entry to the workforce, but to train the Baccalauréat graduate to go on a short course of higher technological education, where they might attain technical qualifications such as the BTS (professional technical qualification) or DUT (post-Baccalauréat technical qualification).

I shall now concentrate on initial vocational training. This greatly contributes to improving the level of training of young people in France by taking – and this figure is important – nearly 40 % of an age group and preparing them, no doubt better than before, for the uncertain society we are now living in. This has only been possible thanks to important developments that have never made us forget a major principle to which all French are attached. This principle is that national education aims to train not just future workers but also responsible, enlightened individuals capable of taking part in a vibrant democracy. The economic dimension goes hand-in-hand with the human dimension. We therefore think that schools must not aim mainly, when defining its missions and teaching, for productive efficiency, as this would be contrary to their role which is above all to provide general education. It would furthermore be inefficient economically, because we all know that, even though education must take into account the immediate needs of the world of work, it must, even more so in a world of constant evolution, make sure people are adaptable in the medium term. We must train young people and not format them. Coming back to the developments I was just discussing, it is appropriate first to underline the appearance of new diplomas which have completely transformed the architecture of our initial vocational training system. For a long time, there was only the Certificate of Vocational Aptitude (CAP) and the Vocational Studies Qualification (BEP). So the creation in 1985 of the vocational Baccalauréat was an event, because it considerably increased pupils’ levels of educational qualification and contributed to giving the vocational path as high an esteem as others. The vocational Baccalauréat has been very successful, and it currently also enables a good entry into the employment market. Since then we have resolutely continued to improve the image of vocational training, notably by opening the door to higher education. Three years ago, the Licence professionnelle degree (Bac + 3) was created as well as trades high schools, whereby one of the aims was to strengthen the links between secondary and higher education. Apprentices have also been encouraged to continue their studies and since then, over five thousand engineering qualifications a year have been awarded through the apprenticeship pathway. The developments in the way diplomas are obtained have not been of lesser significance. As you know, one of this country’s traditions is to prioritize initial training, which explains why we have so many grandes écoles and why we prize – perhaps too highly – qualifications, and even where these qualifications were awarded. In France you are a "former pupil of such-and-such a school..." for life. But, thank God, our mentalities are changing. The rapid evolution of techniques and the upgrades imposed by it, have quickly taught us to dedicate as much to lifelong learning as to knowledge acquired through vocational experience. We have got to the point now, I believe, where we are implementing pathways which are both flexible and consistent, and allow everyone, throughout their life and depending on their vocational route to access levels of higher education validated by the National Education system.

The last change is perhaps the most remarkable : the coming together of schools and enterprises. For a long time in France, for essentially ideological reasons, the world of education and the world of work have ignored each other. Teachers and employers did not communicate. But in this respect too, mentalities are changing, despite resistance, because attitudes to employment are no longer the same. Worried by the threat of unemployment, young people and their families are asking schools to provide, as far as possible, preparation for entry into the professions. There is still a growing need for a solid and long-lasting partnership between schools and businesses, and this is becoming increasingly evident. We have drawn conclusions from this need : today, all initial vocational training is based on close collaboration between the professional world and institutions. Businesses have understood how crucial it was to participate directly in the common task of training. Despite the constraints of competition and profitability, which are business constraints, they have all got involved in actions that make it possible to facilitate the entry of young people into the labor market, to better define skills and knowledge required for working and to show pupils the realities of the world of work. A fortnight ago, I was revising an agreement between the MEDEF, which is the French employers’ organization, and secondary schools. This last point seems absolutely essential to me. In spite of
all our efforts, far too many young people are not acquainted with the world of work, do not know what it is really like; they therefore do not have all the information that they need to make a decision when the time comes to specialize, and they risk not choosing a pathway which would have perfectly complemented their skills and which would have led them to success. This is particularly true for certain pupils who reject the over-general nature of the teaching that they receive at school and find themselves failing around the age of fifteen. We are currently working in order to allow them, if they wish, to alternate their studies with short periods in businesses where they can have other experiences, discover other possibilities and build self-confidence. We really believe in these alternating systems and we think that they will contribute to tackling a very worrying phenomenon – perhaps the most worrying that France will face – namely, that each year 60,000 young people leave our education system without any qualifications. So it is therefore essential to continue bringing together the worlds of education and business in the interests of young people, and also in the interests of businesses, who in many sectors have difficulty recruiting. Therefore today in France we paradoxically have young people without trades and trades without young people, which shows that we still face an immense task to remedy this situation.

In short, this is in broad terms the experience in France over the last twenty years. I believe that it was appropriate to mention it because it is old and allows us to look back over a long period with a critical eye, because it was rather diverse and lastly because it gives good examples of successful partnerships with the business sector. France has nevertheless no model to propose, simply because it has regularly questioned its own model, its contents, its programs and even the aims of its teaching, and because it has developed its training and validation processes. France has no certainty, but does have a permanent desire to adapt its system to the needs (the needs of the economy and the needs of society). That is why we have just launched a great national debate on the future of schooling which concerns all the citizens of France, and whose aim it is to define the main objectives of our country towards a fifteen or twenty year horizon and which will fix, in some way, the objectives on the horizon for the school of the nation.

Furthermore, the triple phenomenon of globalization, technological acceleration and general access to information and communications imposes new approaches to training issues upon us, in terms of:
- methods
- pedagogical materials,
- teacher-training,
- financing because these all have costs,
- responding to the job market,
- the respective roles of the players concerned, be they the State, businesses or associations; France, like all its partners in Europe and the world, is also confronted with new issues. Our country is therefore a stakeholder in these matters in order to adapt to a profoundly-changing world. We have no miracle solutions to propose but we are tackling the big challenges before us with both humility, certainly, and the will to develop quick and effective responses because the future depends on it. For this reason, this conference is taking place at the right time and will enlighten us. This conference at last offers the opportunity to state the importance of vocational training and technical education at a time when young people are sometimes disinterested in them, fighting failure at school, making pathways more flexible, valorizing talent, acquired knowledge and experience, and organizing mobility. These are the challenges faced by the reforms to technical education and vocational training. As an important player in public assistance to development, France also cares about the problems of educational reform in this field. Our contribution to this cooperation takes many forms, whilst remaining aware of the economic, social and cultural stakes linked to this cooperation. We have experience and know-how that allow us to significantly support a number of partner countries, some of which are represented here. We are therefore ready to continue along this path, looking for greater effectiveness and combining our efforts with those of other countries, especially European countries. To this end, we need to listen to others and to listen to what is happening in the world. I am confident that this conference will enlighten us and therefore contribute to this.

Thank you. »
It is an honour and a pleasure for me to represent the European Training Foundation in this historic place where for many centuries already I think, well trained and skilled people have produced very beautiful products and I think that tradition continues with the activities that we find in the building these days. The CIEP has a tradition of quality and it has been our pleasure for many years already as the European Training Foundation to cooperate, and to combine that good cooperation with a conference that is also organized by the World Bank is really a challenge and an honour and that’s what we’re looking for too, a real international conference where all continents from the globe are represented realizing that there is no real universal best practice but that we need to look to each group of countries or maybe even to each and every individual country for tailor-made approaches, but nevertheless that we could find some common basic principles when it comes to technical education and vocational training. Good practice that we could share and that could be a source of information and inspiration for other regions, an exchange of views, a sharing of expertise, I think that is what this conference could bring us, and there exists, there do exist I think a number of common principles.

First of all there is the very basic principle that all key stakeholders, government, social partners and regional authorities should work together when it comes to technical and vocational training. There is lifelong learning as a guiding principle and I think there also the consequences for secondary level technical and vocational training should be discussed, they exist. Of course there is the common principle that we need transparency when it comes to supply and demand, what supportive structures could we envisage or have been created to help, to counsel and to guide young people and adults to find their place on the labour market or in the training system. Of course the role of teachers is a universal problem and it is good to share good experiences of solutions for vocational and technical education and training teachers who have been prepared in the philosophy of life-long learning for a completely new way of doing their job. And last but not least, how to avoid dead-end roles, how to create flexibility horizontally and vertically in the systems in order to avoid drops-outs and social exclusion. I think that is what is at stake when we speak about common principles.

The European Training Foundation, being an agency of the European Union, is working with forty countries outside the European Union; in the former Soviet Union, in the former Yugoslavia, Albania, in the group of countries in Northern Africa and the Middle East and last but not least the group of countries who very soon will enter the European Union and become the ten new members. All of them have gone through a process of transformation and also their systems of education and training are at stake when it comes to restructuring and the European Training Foundation has actively, for almost ten years now, contributed to that process of change and restructuring.

Secondary education, that is our focus and in particular the technical and vocational parts. Secondary education, I think we realize more and more, is a decisive part of the whole system of education and training because there the real preparation for life, for a lifetime career, should take place. Either the preparation for higher education or the preparation for a first job, the first entrance into the labour market, a good
start there, is at stake when we speak about secondary education. But also as just indicated by the Minister, secondary education is very often associated with high drop-out rates and risk, unemployment and social exclusion are very often linked and we need to find mechanisms, safety nets in order to avoid this. How, I think, are our main questions for our conference today and tomorrow. How could we make secondary education, and in particular what role could technical and vocational training at a secondary level play in making secondary education more accessible, more attractive for young people, more effective in what it brings to society and the labour market as a whole and also how could it become adaptable, adaptive to changes in the requirements from the labour market and from society in general.

I hope this conference will bring us new views of sharing best practice, create synergy among many organizations that are represented among the participants but also a lot of synergy among the participants individually, I think that will enrich our experiences and will strengthen our expertise. The goal I think we have with this conference is to find a basis for further improvement in secondary education, in particular the part linked to technical and vocational training, and those who will benefit from that at the end of the day will be young people who will get better chances, better chances on the labour market and better chances in society in general. Secondary education will really contribute to that and in doing that, I think it’s as simple as that, it will also create a better world and that is what we will discuss today, tomorrow and the day after. I hope we will be successful.

Thank you. »
Honored Minister, honored Director, your Excellency, dear colleagues,

It is with pleasure that I, on behalf of UNESCO, greet you and share with you how pleased UNESCO is to participate in the organization of this conference. I also acknowledge the teamwork demonstrated by the partners in the preparation of these sessions.

At the general conference of UNESCO which was held in October, the great importance that our 190 member states attached to technical education and vocational training became very clear. Since the Dakar forum in the year 2000 UNESCO has put its primary focus on the worldwide campaign to achieve education for all. But as that priority has become clear and embedded there have been two consequences.

- The first is that our member states and our staff have realized that we must use, with as much effectiveness as possible, the resource that is dedicated to purposes other than the strict Education for All campaign, notably higher education, secondary education and technical vocational education and training.

- The second consequence is that as more and more countries now see the prospect of achieving universal primary education, they begin to realize the huge challenge that they face at the secondary level, and particularly the challenges that they face in technical education and vocational training.

And it is not easy to respond to those challenges because perhaps more than any other aspect of education, technical education and vocational training must reflect the social and economic reality of the particular country and be well integrated with it. This became very clear for those who took part last week in the world summit on the information society down in Geneva. We may talk about a knowledge economy but in different countries, the knowledge economy means different things and technical education and vocational training must reflect that so that we no longer have the phenomena of training carpenters in countries where there is no wood.

Therefore on behalf of UNESCO, I have the pleasure of wishing you a very good conference. Moreover, during its sessions, you will have the opportunity to learn something about UNESCO’s own activities in the sector, not only at our head office in Paris, but also at our external offices and institutes.

Thank you very much. »

John Daniel, Deputy Director General for Education – UNESCO
« Monsieur le Ministre, distinguished guests, friends and colleagues,

I am delighted to participate in the opening of this very interesting conference on the reform of Technical Education and Vocational Training (TEVT) systems.

From where I sit, it is an interesting conference because it is looking at TEVT reform not in itself, but in the context of one of the most important phenomena of our times – that of the emergence of a new knowledge-based economy paradigm. Paradigm shifts of that magnitude do not happen very often, and it’s clear that we’re engaged in one such shift. And I am convinced that it’s still early days – in a book I wrote recently, I estimated that 80 % of the entirely new world economy force that drives this paradigm shift is still ahead of us.

So this conference is timely – for many, if not for most countries, it is better to rethink TEVT now as the new paradigm is still shaping itself, than to wake up twenty years from now having badly missed the boat.

In the next few minutes, I’ll try to explain three things:
• What the new world economy means in terms of the importance of education at large,
• Why TEVT is an especially important area that needs both rethinking and turbo-charging,
• How a conference like this one could contribute to all of this.

The new world economy and the importance of education in general

The new world economy we’re steaming into is driven by two engines: an economic revolution, and a technological revolution.

The economic revolution, has to do with moving from 1.5 billion people living in countries pursuing market-oriented policies 30 years ago to 6 billion pursuing such policies today – only Cuba and North Korea are on the old central planning track.

The technological revolution is centered around increasingly cheap telecommunications and informatics technologies. Unlike earlier technological revolutions, which had to do with transforming raw materials or energy, this one has to do with transforming time and distance – that’s why it goes much deeper into the fabric of society. And it also turns knowledge into the most important factor of production – more important than capital, raw materials and labor narrowly defined.

Whether one likes it or not, this new world economy – with these two revolutions as engines – changes the way everything gets done. It produces new products, new markets, new services, new forms of organization, even new ways of interfacing – not to mention new ways of teaching and learning. That’s an immensely positive aspect, and one which is shared by all countries, rich and poor.

But this new world economy also has its stressful aspects – it changes the rules deep down:
• It’s a high-speed economy, so the first rule of the game is that you have to be agile.
• It’s a highly transnational economy, so you have to be good at networking across borders.
• It’s a hyper-competitive economy, so you have to be 100 % reliable – if you’re only 99 % reliable, the business will shift to someone else.
• It’s a knowledge-intensive economy, so you have to be able to continuously learn new tricks – if you’re static, you fall behind.

Besides the traditional distinction between rich and poor countries, there are now other distinctions: between fast vs. slow countries; countries that plug themselves in through networking vs. countries that remain isolated; countries that are highly reliable vs. those that aren’t; countries that keep on learning vs. static ones.

These new rules are stressful because the new world economy rewards those countries and players that are very good at those four things, but penalizes those that aren’t good at them. You can see this very clearly from the record of the 90s:

• Rich countries with a population of 1 billion had a 2 % p.c. growth rate during this decade.
• Some 30 poor countries with 3 billion inhabitants grew at 5 % p.c., that is, 2.5 times faster than the rich countries. Those were the ones that opened up, pursued good policies, including in the education sector – in short those that more readily embraced the paradigm of the knowledge-based economy. Incidentally, that group of countries has managed to reduce poverty dramatically.
• Over a hundred poor countries with 2 billion inhabitants had – 1 % p.c. growth rates. While there were many other reasons, those countries were by and large the ones that did not do well at the four new rules of the new world economy. Poverty picked up in those countries.

The middle group is also interesting in that it seems to be leapfrogging in many areas. For example, while the US and many other rich countries went from 20 % of the labor force in industry in 1900 to 40 % in 1950 and back down well below 20 % by 2000, this middle group seems to grow its service sector faster, and does not seem likely to replicate this up and down movement of industrial employment to the same extent than the rich countries decades ago. In other words, those countries seem poised to leapfrog from agricultural dominance straight to more balanced economies with strong services sectors.

At any rate, the point I would like to make is that it is clear, in the new world economy context, that the education sector of countries has become a key factor in a country’s success or failure.

This is true both for the quantity and the quality aspects of the education sector. Studies actually show that countries do not take off if their populations have less than 6 years of schooling on average. They also show that one more year of basic education buys an increase in a country’s growth rate’s of 0.4 %. And that a move up the science score ladder by one standard deviation raises the growth rate a full 1 percent. There is also more direct country-based evidence: even though Korea and Ghana had the same GDP per capita 40 years ago, Korea now has a GDP per capita more than 20 times that of Ghana, in part because of its high quality education system, which is among the world’s best, as shown by the OECD’s PISA study.

So education is clearly one of the most crucial sector of all, if not the most crucial one. First, because success in the new world economy now depends enormously more than before on the quality and quantity of education. I think I gave you a sense of why this is the case.

But there are other reasons as well for elevating education to the top priority level in development work.
Indeed, a second reason is that education is also one the most powerful ways to fight poverty and inequalities. It has strong links to health, to people’s ability to care for the environment, even to population stabilization.

I would even add a third reason: education is central to the construction of genuinely democratic societies. You could argue that education is a kind of universal right, because it provides, as Nobel Prize-winner Amartya Sen has remarked, the essential and individual power to reflect, make choices, and steer towards a better life. With almost one billion adults still illiterate, we’re far from having realized this universal right.

It is in recognition of these three reasons, and of the immense increase in the importance of education which they entail, that the World Bank (which had been an education player since the first such loan to Tunisia in 1966) has lately tripled its lending for education from $700 million in 1999/2000 to some $2.1 billion today (about 15% of total lending), making it the world’s largest single source for education funding to the developing world. That’s also why the Dutch government decided a few months ago to devote the largest share of its bilateral aid to education (15%). That’s why Norway has also decided to give the highest priority to aid for education. And that’s why some of the main Millennium Development Goals (MDGs) are about education, and why there is so much interest for the Education for All initiative, which aims at universal and complete primary school completion.

Let me now say a few words on how TEVT fits into all this.

**Technical Education and Vocational Training**

I think it is fair to say that at the World Bank, and in the development profession at large, much attention has gone to the MDGs and the basic education targets which they set forth – but that not enough attention has been paid to secondary and tertiary education. In my institution, this imbalance is now being corrected; in the last twelve months, there have been three important reports on: higher education reform; the role of science and technology; and lifelong learning.

So we’re beginning to look at education in a more holistic way, which is good news. But within this more holistic thinking, there are strong reasons to also zero in on the special role of TEVT. This is true for my institution as much as for the development profession as a whole.

Indeed, there’s a lot of rethinking needed in this sub-sector. In many countries, TEVT has often been seen as the "parent pauvre" of the education system (as the system, as it were, where those go that have failed in the general education stream) – when in fact it is bound to play a new and far more important role in the future.

Traditionally, two reasons used to be given for why the TEVT system is important:

- The secondary school system, and TEVT in particular, have often been correctly described as an important bridge between basic education and the needs of the economy.
- The other reason for developing good TEVT systems has been that its very existence creates stronger incentives for parents to send their children through the full basic education curriculum.

But I think that the new world economy – and the knowledge-based economy paradigm it brings with it – adds several even more powerful new reasons reasons for why countries should rethink and push their TEVT systems:
• First, TEVT systems are not just important relays between basic education and the economy, but they could be even the main source of the new armies of workers which are crucial to the knowledge-based economy. Peter Drucker, the grand old man of the new world economy, calls those workers the « knowledge technologists ». Those are not the graduates and PH.Ds – but rather the computer repairmen, the X-ray equipment manipulators, the electrical technicians, the appliance fixers, the car mechanics, the printing shop assistants, the basic nursing home personnel, the water quality testers, what have you. If you think about it, three systems could cater to the production of these essential knowledge workers : the TEVT system, the upper secondary system, and the lower tier of tertiary education (the IUTs in France, the technical colleges in Ireland, the community colleges in the US…). If you think further, it is clear that these three systems should also be ideally be interlinked, with the TEVT system benefiting from these links and becoming in the process anything else but the parent pauvre it may have been. (I am told that these inter-linkages have begun to appear in France, Tunisia, Chile…)

• A second new reason to take a serious interest in TEVT : TEVT systems can also been one of the linchpins and basic platforms for lifelong learning, and for a closely associated concept : employability, as opposed to employment per se. Seen in that light, TEVT systems should be rethought so that they encompass not just learning around a detailed professional competence, but also more generic learning (such as in basic computer navigation, basic math skills, basic team-working skills) that will sustain employability even beyond the narrow skills that have been taught.

• A third new reason : TEVT are also a sub-sector of the education system where distance learning can find the most ready, cost-effective and learning-promoting applications. For some ten years, I have been an aficionado of distance learning, and some of the earliest distance learning applications I ever saw were precisely in the TEVT area. Not just for TEVT itself, but even for teaching the TEVT teachers themselves.

• A fourth new reason : TEVT systems also provide excellent platforms for pursuing urgent social initiatives, for example, along the lines of the brilliant « écoles de la deuxième chance » in Marseille and now elsewhere. Drop-outs that would normally swell the ranks of gangs or criminal rings can be taught even pointed technical skills in a short time, with outstanding results in terms of finding employment in that skill area. These schools look expensive, but are in fact far less expensive to society than the alternative.

• A Fifth reason to see TEVT in a new light : accreditation of competencies. I happen to be a big believer in accreditation, and if the world developed such systems of accreditation by competence, not by degree, then this would bestow on good TEVT systems yet another raison d'etre, and a powerful one at that.

I could go on and on, even though I am not at all a TEVT expert. But I think I know a thing or two on the new world economy and the knowledge-based economy paradigm, and for me, TEVT clearly has a central role to play in all this.

At any rate, TEVT systems must clearly be rethought in a very different light – and I think that’s what this conference is about. I am very eager to see the proceedings later.
Final words on the conference itself

Like the very topic of rethinking the TEVT context itself, this conference is innovative in itself. It has been organized in a partnership mode with the European Training Foundation, UNESCO, the Centre International d'Etudes Pedagogiques (CIEP), France’s Ministries of Education and Foreign Affairs, our own World Bank, and others. Such partnerships and conferences are not always easy to organize, but their partnership philosophy always pays off – in fact, development partnerships are the wave of the future.

But it’s also an innovative partnership in another sense. Participating countries come from all over the world, with a very wide range of living standards. They also come from countries with a very wide range of TEVT experiences, from Yemen with only 3% of the age group enrolled in TEVT all the way to Uzbekistan where this percentage, so I’m told, reaches 80%.

And finally, the participants are also diverse in background. They come from ministries, from employer federations, trade unions, academia, international organizations.

All this promises a fascinating dialogue and exchange of perspectives, experience and degrees of ambitions. I hope that one of the outcomes will be the establishment of robust follow-up mechanisms and channels, including dissemination and maybe even the creation of an exchange network. I am saying this because today’s subject – the rethinking of TEVT in an entirely new, fast-changing context – is too important to be left to a one-off conference, no matter how exciting this conference turns out to be.

Thank you, Mr. Chairman. »
The Ministry of Foreign Affairs is delighted to participate in the initiative taken jointly by the World Bank, the International Center for Pedagogical Studies in Sèvres, UNESCO and the Turin Foundation in gathering representatives of administrative bodies and institutions from countries undergoing reforms or involved in national policies for technical and vocational education and training together for three days. The subject that you are going to debate over these three days is paramount to the mobilization of the international community, in putting an end to what I would call the "falling out of love" between the donors and technical education and vocational training. Indeed, during the 1990s, many donors stopped all support to secondary technical education, others chose to focus primarily on supporting technical education in universities or adult vocational training. There are many explanations for this. Among them I’ll cite the problems due to the inadequacy of the training offered in meeting economic demand, high unit costs and the question of financing, the increasing difference between training opportunities and the economic structure of some developing countries, initially suffering the effect of the broadening of the informal sector. But today, things are changing. Some emerging countries, whose representatives are among us, have shown that a tailored technical and vocational education and training system could act as the lungs for investment and economic growth. During the Millennium Summit, the international community came together to discuss ambitious targets regarding Education for All. Based on many empirical studies and theoretical analyses, everyone today generally believes that the accumulation of human capital is a key factor for economic growth, and that access to quality basic education and lifelong training are important vehicles in the strategies for the reduction of poverty and inequality, and also for the promotion of essential human rights. As you know, France is currently presiding over an important multilateral initiative called Education for All – the « Fast Track Initiative » – whose aim it is to accelerate the schooling process in order achieve universal primary education by 2015. However, the progress achieved in primary education raises even more acutely the question of the future for those pupils who have thus completed only the primary cycle. We do know that in many countries it will not be possible to welcome a whole class – even though it is of age – to general secondary education, often aimed at preparing entry to university. In any case this is not desirable for economical, financial and social reasons. At the other end of the scale, we cannot accept seeing children who, having successfully completed their primary cycle, suddenly leave school and run the risk of falling back into the cycles of exclusion and exploitation or to fall into the poverty trap without a safety net. There is certainly room between those two extremes for systems of post-primary education or technical and vocational education and training which would facilitate the insertion of new generations through employment, responding better to the needs of a poorly-structured economy. Due to the questions already raised above and following a recently-finished long-term evaluation of our cooperation in the field of technical and vocational education and training, the General Directorate for Development and Technical Cooperation has created a group, charged with suggesting new strategic directions for our cooperation in the field of technical education and vocational training by next summer. For us, this seminar represents an ideal opportunity to echo your comments on the various aspects of this problem, to learn some lessons which can be used as examples and could be reproduced, at least in part, in other countries and to compare the different approaches and thoughts of the World Bank, UNESCO, the European Commission and the Turin Foundation, whose representatives I greet again. We keenly look forward to your reactions and thoughts and will particularly focus on your suggestions. We need your help to make progress, and we wish to progress for the sake of better cooperation and exchange. I, in turn, wish you an excellent stay in Sèvres and much success in your work.

Thank you. »
I would like to make a very brief introduction to this Conference. In four points:

First, a « guided tour » of the plenary sessions and the workshops, as well as of the Conference themes. Session 1 will place technical education and vocational training (TEVT) in its context – historical as well as contemporary. It will be followed by two sessions, which will review, from both a conceptual and a practical perspective, the various national and international definitions and objectives of TEVT. The session that follows will be devoted to TEVT in the context of general education. It will be followed, first by a session that places TEVT in the context of lifelong learning, then by one that reviews the role of the State and other socio-economic actors. At the end of the second day, a round table will present the interesting experience of Tunisia and Chili. Finally, the last plenary session, that of Thursday morning, will cover specific implementation issues; it will be followed by workshops, then by the concluding comments from our two « expert observers », Messrs. Middleton and Gauron.

There will be thematic overlaps between sessions, of course, but this is to be expected.

My second point, has to do with the spirit with which we have, in the Steering Committee, designed this Conference. We had a dual mindset – wishing both a « constructive confrontation of ideas » and the active participation of all participants in the discussions. The latter will take place in the « Q&A » periods, and during workshops.

It is with this idea in mind, in fact, and this is my third point, that we have designed the workshops. There will be two workshops: one this afternoon, the other on Thursday morning. In the first series of workshops, we will ask you to create 4 evenly divided groups. There, you will do a number of things – including giving a brief overview of your country’s TEVT experience, including with respect to bilateral and multilateral aid to your country. We invite you to comment on this freely – it should be quite interesting (!) You will then be sharing your expectations, particularly vis-à-vis the case studies you will be submitting for Thursday morning’s workshop. You will choose countries and themes so that there may be some free « technical assistance » from the workshop participants. We know this is quite an ambitious agenda, but it’s worth a try.

Finally a word on specific challenges related to this Conference.

You have probably heard of the story of Einstein, who, at the end of the second semester of a university course he was teaching, asks his assistant to make copies of the final exam subject matter for the students.

The assistant leaves with the exam original, and comes back after five minutes, totally panicked:
- « Professor », he said, « you made a mistake, we cannot give this exam to your students ».
- Surprised, Einstein asks him: « Why not? ».
- The assistant responds: « It’s the same exam as last semester – the same questions! »
- To which Einstein replies: « That’s not a problem. It’s the same questions alright – but not the same answers... »
In this Conference, we will be addressing a topic where not only the answers change, but the questions keep changing as well. So we have a particular challenge, and I would like, if I may, ask both speakers and participants to display some level of discipline. I’d like to ask speakers to limit their presentation to a maximum of 20 minutes – and we have asked session chairs to strictly enforce this. As for the rest of the participants, given the very broad themes we will be tackling, we run the risk of being literally « all over the map », particularly during the workshops. So we’d like to request that the workshop chairs bring some order into this whenever necessary …

…without a diplomatic incident, of course!

Thank you. »
Session 1: 
TEVT AND GLOBAL CHALLENGES

TEVT: history
Mr. Jacques Mazeran – CIEP

Vocational education and training and the challenges of the knowledge based economy
Mr. Peter de Rooij – ETF

Secondary education: preparing youth in the knowledge economy
Mr. David Fretwell – World Bank

General discussion

Mohamed ELSAID
Chair
EGYPT
Summary

In the beginning, there was vocational training: learning to use tools and trying to improve them was one of man’s primary occupations at the dawn of human society.

Thereafter, social organization and the development of techniques made the mastery, maintenance, and improvement of know-how necessary. The acquisition of skills therefore has a ‘social value’ and is a vehicle for social integration. Rising from apprentice to assistant provided a job, income, and status. Rising from assistant to master brought social recognition based on know-how and teaching skills.

But progress in science and technology means that know-how alone is no longer enough. People need more knowledge; they must first learn and then be trained. Increasingly, vocational training must make room for general training; technical education stems from this need.

With the explosion of new technologies, globalization, and readily available information – but also the terrible economic, social, and cultural imbalances worldwide – a new set of problems appears: How to train? How to prepare students and trainees for jobs? What sort of jobs? For how long? Using what means? And which methods?

New doubts are also emerging: What will tomorrow’s jobs be? Will there be employment for everyone? What are the keys of development? Does this concept have the same meaning everywhere? Training people remains a major imperative for human societies: first of all to give everyone the means to live (and sometimes to survive), then to adapt to change, to be responsible citizens, and, finally, to find a place in the knowledge society.

Objectives of the presentation

Ladies and gentlemen,

After the presentations that you have listened to so far, all of which dealt more or less with historical topics, I am not going to impose a history course on you, especially not in the space of a few minutes. As one of the initiators of this conference, my aim is far simpler and more modest. I will stay within the perspective of an opening presentation, namely to try to place our thoughts and discussions in a framework in which we remember the past and perhaps extract from it some elements that could be of relevance today.

I. In the beginning, there was vocational training...

To start with, I would like to paraphrase the holy saying by stating that in the beginning, there was vocational training. The historian, Leroi Gourhan, shows very clearly how the behavior of early humans toward language and tools was not very different from that of today’s technician, who is responsible for the development of techniques. The combination of language and tools enabled the transfer of know-how and experience.

Gourhan also shows that a few thousand years later – just 2000 years ago – the development of techniques in China, which was years ahead of the rest of humanity in those days, was directly and almost mechanically linked to the development of trades and means of communication, as well as to the mobility of artisans. He also tells us that, in China, when the literati were in power, a period of stagnation began. However, when the emperors, the Han dynasty in particular, encouraged craftsmanship, agriculture, and chemistry, and the literati offered their support (since there was intellectual work to be done as well), inventions appeared on all sides.
A thousand years later, in the Europe of the Middle Ages, we observe the same phenomenon. Only a very small proportion of society had access to advanced education. Meanwhile, artisans, traders, bankers, architects, and artists, constantly on the move, combed Europe in search of new techniques and new knowledge to take back to their countries. After having enriched their own know-how, they passed their skills on to their pupils. This is how techniques were developed in the Europe of the Middle Ages.

II. Training came directly from the trades

Craftsmanship remained the first source of technology and know-how for a long time. In those days, even medicine progressed by means of trial and error, as well as experimentation. To learn a trade was both a source of income and a way of finding a place in society. Teaching the techniques of the trade bestowed social recognition. We can say that the fabric of vocational training was born from the relationship between a master and his assistant and between an assistant and his apprentice in the Middle Ages.

The dynamism of societies seems linked to their ability to make contact, to encourage exchange, which led to innovation and to the transfer of acquired knowledge. I would stress, therefore, that professions and professionals are the initiators of what was to become what we now call vocational training. Vocational training did not come from schooling; it came from the professions.

III. The appearance of vocational schools and the emergence of a controversy

Toward the end of the 18th century, it became necessary to further organize the transfer of knowledge. Private schools were created in many locations in Europe in accordance with the needs of local entrepreneurs. In various regions of France, Germany, and England, a large number of schools appeared, located close to businesses and manufacturers. Public schools also began to appear on the initiative of groups, associations, or the state.

But then a controversy erupted. On September 15, 1793, the French revolutionary government decreed that three levels of instruction should follow primary school: « The first level is to dispense the knowledge necessary to artists and workers of all trades, the second is for further knowledge needed by those who wish to take up other professions within society, and the third is dedicated to teaching difficult subjects of which not everyone may be capable. » A wonderful program. But the decree received so much negative criticism that it was withdrawn the very next day. This was France, after all. And Cambon, a member of the National Convention, gave the following argument: » They want us to believe that a well-made shoe can only be made in a school using a compass, when in fact shoes should be made in the cobbler’s workshop. » Thus, the tone was set and the controversy would not go away. Judging by current debates, one might suspect that it still haunts vocational training.

The 19th century saw many new schools spring up. In search of an identity, they bore names reflecting their hesitation. There were industrial schools, business schools, advanced primary schools, classes for intermediary studies, professional institutes, and even « real schools. »

It was not until 1885 that a new expression appeared – « technical education » was quickly accepted into common usage. Technical education was defined by the rapporteur of the project that conceived it as a form of education particularly geared toward the needs of the industrial and trade sectors for which the pupil was destined. » I find this definition interesting, » the rapporteur commented, » because it places the pupil and his professional goals at the heart of the process. » They were already dealing with employability.
The discussions of the era show that two major problems already existed.

a) A technical problem: What should be the content of training? How much general education should be included? At what level should it begin?

b) And a major socio-economic issue: For what, exactly, does this training prepare students? Who is it for? Should it open upward? Should we provide bridges to other forms of education?

Those issues persisted at the close of the 19th century.

IV. Diversification of vocational training

Ancient history ends here. I will speak now about the 20th century, when all of the European countries organized to develop technical education on a large scale. Of course, the methods differed. In England, businesses rule vocational training and legislation follows behind. In France, the opposite is true: the state organizes the schools, structures the curriculum, and trains the teachers; in time, technical education gets closer to businesses. In Germany, the famous dual system combines both players right from the start. However, since the beginning of the 20th century, we have taken into account that technical progress and technological expansion raise demand among businesses for quality technicians. In Europe, it is clear that during the 20th century, diversified vocational training of good quality existed, thrived, and developed while including varying amounts of general education.

V. Technical education and vocational training as a development factor

Technical education is an essential factor for development. (You will have noticed that I, too, employ ambiguity: I say « technical education », but I mean « technical education and vocational training ».) In 20th-century Europe, technical education as a factor for development had four main points:

a) First, it supplied generations of creators, designers, and managers of small and medium businesses – and it encouraged innovation. I know many business managers in my region who left technical school with a draftsman’s certificate or vocational qualification and then created successful businesses.

b) Technical education broadened access to higher levels of training, making it available to more people. The creation of a vocational "Bac" in France will be a real revolution. We mustn’t forget that in France, Germany, and Canada short technical higher-education courses were very successful because they provided an opening to the world of business.

c) Technical education led to new paths of social recognition.

d) Last, but not least, it was an important element in social solidarity because it was a key factor in the development of the middle classes.

To complete this brief study, I would suggest we look at what was happening at the turn of the century in France (that is, in 2000-01) in "terminale," the last grade of secondary education, in the three main types of education: General classical education, Technological education, which the ministre defined in his presentation as a French particularity, And vocational education, which prepares the student for a career. Let’s look at these types of education according to four categories of people:
• Catégorie A : Workers
• Catégorie B : Employees, shopkeepers, craftsmen, and people in other professions (in short, the middle classes),
• Catégorie C : Independent professionals and higher management,
• Catégorie D : Others, including farmers, retirees, and the unemployed.

[Refers to PowerPoint presentation]

I will highlight just a few figures:

1) Comparison between workers’ children and those of senior executives.
- Only 15% of students in classical education are children of workers, compared to 38% in vocational education. For children of managers, the proportion is reversed.
- 30% of pupils in classical education are from the families of managers and independent professionals, whereas just 5% of students in vocational education come from those backgrounds.

There is food for thought here.

2) Scholarships
I will give you another figure. In France, one in four secondary-school students receives a grant from the state. In classical education, grant holders represent 16% of all students; in vocational education they represent 37%. It is thus clear that social divides are part of these three main types of education.

Because classical sectors are much more prestigious, it is therefore not surprising to find the different levels of society reflected in education, which may help to feed the old cultural fantasies of French society. Nevertheless, I would like to stress that technical and vocational education and training do play an important role as a social elevator as long as they remain open to everyone.

VI. And tomorrow?

The new technological revolution is here – accompanied by an explosion of information and communication technologies. The so-called knowledge economy presents new challenges to our societies. To open the rest of the conference, I will pose a few questions without trying to answer any of them.

Reports from experts show that two directions seem to be emerging. The first is a tendency toward diversifying solutions: Could this be the end of dogmas? Does it mean that the royal road offered to us all will no longer exist? And then taking into account special cultural, sociological, and economic situations: will models disappear?

And two major questions for all our societies:
• How to find the right balance in technical and vocational education and training between know-how on the one hand and life skills on the other?
• What is the proper place for this training in our society? What is its social function? How much should we pay for it? How much will we pay? Where will the money come from? Should we wallow in pessimism, telling ourselves that there are no solutions to counter the general employment crisis, the relative scarcity of resources, and the brutality of worldwide imbalances? Or should we wager on the three main trends featured in the Revue Internationale de Sèvres 34, edited by Anne-Marie Bardy:
  - The generalization of technological education, which promises a stronger alliance between vocational skills, true vocational training, and general training. This perhaps corresponds to what we have tried to achieve in France with technological education.

Are we going to favor technical skills, or should we favor the keys to adaptability and citizenship?
- Recognition of diplomas and qualifications at local, national, and regional levels, because we need new synergies among states, businesses, associations, and other groups.

- Changes of scale.

Could lifelong learning be our solution? For 20 years, continuous training has played a major role in many countries. New methods are being implemented – among them the validation of acquired experience. However, it is necessary today to go further in this field. We know that lifelong learning is the key to the future. But we must not allow that fact to overshadow fundamental questions regarding youth.

Our wish and hope as organizers, who have the pleasure to welcome you, is that this conference will bring you some answers.
Vocational education and training and the challenges of the knowledge based economy

P. de Rooij
Director
European Training Foundation of Turin

Summary

The policy makers’ conference jointly organized by the World Bank and the ETF in 2000 for the Meda countries raised some key challenges for the future of the education and training systems. They were about developing new skills, training adequately teachers, increasing financing, involving stakeholders and setting up strategic management of the systems.

Many changes happened since 2000: globalisation is increasing, ICT continue to develop, and there is an increased recognition of the value of education and of investment in human capital and social capital. In this context the Lisbon objectives offer clear guidelines for preparation of the EU for the knowledge based economy and society. Education and training play a key role in this strategy and specific objectives and processes have been set up through the lifelong learning approach:

- the concrete objectives for education and training program,
- the specific objectives relating to VET as part of the Copenhagen declaration,
- and the EU employment guidelines.

According to the recent draft interim report on Lisbon and the report of the high level task force on employment issues, the situation is disappointing and corrective measures are under discussion in the EU countries. Nevertheless, work is in progress as part of these EU processes for all key issues relating to VET and the ETF is contributing to this work, as well as in the acceding and candidate countries. In addition, the ETF is also preparing for to the « wider Europe » strategy by promoting the relevant EU message on VET related issues.

Introduction, the Turin conference in 2000

First of all, I would like to remind you about a conference organized in 2000 by the European Training Foundation together with the World Bank focusing on the knowledge and skills for development. That was a conference in Turin on the MEDA countries where a lot of French experts and support from Italy was involved. In that conference three and a half years ago we already recognized the increasing need for profound change in secondary education. First of all there was the recognition already then that there was the need to involve all the stakeholders. There also was the recognition of the potential of the curricula to stimulate the potential, the capacity, the attitudes in individual people to acquire skills during their whole lives. A third element was that there needs to be much more horizontal and vertical relationships, pathways in order to avoid dead-end roads for young people. And on top of that there was the recognition also that government needs to concentrate on strategic elements of the management of the system and that decentralisation, de-concentration, bringing education and training to the regions and creating ownership in the regions for education and training was an important topic. And last but not least teachers and teacher training are an important element of the success of the system and teachers don’t grow on trees so we need to work on the revitalization also of the teacher training possibilities.
Since then we have seen many changes, increased globalization challenges and competition between different countries and regions in the world and these are certainly stimulated by the many changes and new opportunities that are accessed in ICT. Education and training have considerably benefited from that.

There also is the recognition of the value of education and training, in particular life-long learning. There is recognition that economic development, growth, social cohesion, employment, sustainable development, poverty alleviation and also the individual development of people are dependent on education and training. Increased recognition that investment in human capital has a much higher return on that investment than investment in physical things. This has been taken as a fact now but at the beginning of the decade that was really a difference.

There is ongoing interest around the world not only in education and training in general terms but in particular also in secondary education.

So there is the need to improve the quality of this secondary education and I think that many partner countries that the European Training Foundation works with have been actively involved in restructuring, inspired by examples in neighbouring countries. The regions we work with, are the former communist countries, in ex-Yugoslavia, in Central and Eastern Europe, the former Soviet Union, and also countries in Northern Africa and the Middle East.

Within the European Union, since the year 2000 we have also seen a very strong political interest in education and training in particular, very different from the situation before the year 2000. That started in Lisbon when the heads of government met in March of the year 2000 and created what is now called the Lisbon 2000 movement, with the following statement: « The EU should become the most competitive and dynamic knowledge-based economy in the world, capable of sustainable growth with more and better jobs and greater social cohesion. » The social component is important. This is not only words, there is a lot of action that is on-going on and I would like to share some of the elements that accompany this important statement at the moment.

We have three so-called pillars that support this strong policy in Europe:

a) Firstly we are aiming at preparing the transition to a competitive, dynamic and knowledge-based economy through a series of concrete measures. First of all to open the information society to as many people as possible, then to establish a European area for research and innovation, to create a friendly environment for the start-up of small and medium-sized enterprises which is the fastest-growing part of economy and of jobs on the labour market and last but not least, there is the reform for a complete and fully-operational internal market, all supported by the development of measures linked to education and training.

b) The second pillar focuses on modernizing the European social model, investing in people and actively building a welfare state. Education and training, of course, are key priorities in order to establish this knowledge-based society. More and better jobs will be the outcome. Developing active employment policy through all kinds of measures. A war against unemployment, I think that was part of the reasoning behind it, and modernizing also the systems in Europe that deal with social protection, promoting and fighting against social exclusion.

c) These objectives are now supported by what should be considered as another pillar, the so-called open: method of coordination. Having fifteen, very soon twenty-five European Union Member States with their own responsibilities, their own autonomy, there is now a method, which respects the member states’ own responsibility, that will stimulate the integration, working together, sharing methods and expertise in a transparent coordinated way, and accompanying that is the increased role of life-long learning, that was adopted in the same summit as a key topic for the European Union.
II. The European policy framework for Lifelong learning, education and vocational training

This life-long learning framework, the education and training philosophy in Europe has become more concrete, in setting concrete targets, concrete criteria that will bring us to a specific situation with benchmarks set for the year 2010. There has been an in depth consultation in the member states and also in the future member states on the EC Communication on lifelong learning after adopted in 2001. Then, in 2002 in the Barcelona summit, commitment was taken to make the European Education and training systems as a quality reference in the world, and the process called now « education and training 2010 » was launched. At the same time, a Council resolution was taken to launch the process of regular review of progress in implementing lifelong learning strategies and actions.

As part of the « education and training 2010 » process, are a number of criteria. Among them, the level of dropouts should go down, the percentage of people who take mathematics and science in their packages at secondary and higher education level should increase. The percentage of people who have completed upper secondary education by the age of twenty-two should go up. Other criteria to consider are the reading literacy proficiency that is supported by the OECD’s PISA studies, the participation of adults in education and training, and last but not least the percentage of GDP that is spent on publicly on education and training.

Then there is the Copenhagen process launched in Autumn 2002 where the focus is in particular on the vocational and educational training. It is a strategy for improving the overall performance and quality and attractiveness of vocational education and training in the European Union Member States and it improves the transparency in order for citizens to know where and what kind of study can be done, it ensures a higher quality in all kinds of measures that are developed at a very practical level. There is a transparency framework that will enable people to study in different countries and develop a credit transfer system that will enable you to build up your diploma in different countries of the European Union. There will be quality enhancement that is linked to it.

Then, of course, the political relevance of education and training in Europe is highly dependent on what we call the European Employment Strategy, the war against unemployment, the really forceful way in which Europe tries to stimulate social inclusion. Also the progress with statistical support is monitored, there is a boost of the different practical active employment measures and there is a strong sharing of experiences of good practice within the different member states of the European Union. Every year, and the next one will be next spring during the Irish presidency, there will be a report that will tell us what progress there has been and it is clear in the total package of documents and in the different policy documents in particular, that there is a key role for vocational education and training. Employment, competitiveness and social inclusion also depend heavily also on a successful implementation of the quality enhancement of the transparency in the field of education and training when it comes to its link to the labour market. Stakeholders at local, regional and national level are, and should be more and more involved.

III. The draft interim report

A report that will be published, and we know about the drafts already, indicates that after three years the European Union is suffering a certain lagging behind, there is the critical feeling that we will not attain the objectives in the year 2010 if we do not speed up. Some member states have different feelings; the European Commission has the feeling that we really need to boost this otherwise we won’t make it. There is the need to concentrate much more on the reforms and there should be much more coherence and comprehensive approaches where life-long learning is included. Last but not least, a task force chaired by the previous Dutch Prime Minister Mr Kok, has indicated that also the investment in human capital in each and every member state should be much higher and all stakeholders should be mobilized otherwise it does not work.
IV. The ETF approach

So, there is a lot of attention, inside the European Union and sharing this expertise and the good practice that goes with this movement is an important role of the European Training Foundation. We are of the firm belief that only tailor-made approaches in each and every country and maybe even in regions is the only way it could work. So we have developed that with individual countries over the past ten years.

During a big conference we organized a month ago in Turin, the conclusion was that it’s worth sharing the expertise and experience within the European Union with all our partner countries and also to use that to raise awareness, to create synergy among the many partners in the countries that are involved, because partner countries are really able to learn from each other. There is a learning process and an enhancement, but also inspiration and in particular when the countries you take as an example are not too far away historically or culturally from your doorstep.

Also donor organizations should work closely together and avoid all kinds of clashes, that is our firm belief also and that was confirmed during our conference, and I think there we have what we call policy learning. All stakeholders, national level, regional level, education and employment and international organizations all together should develop a tailor-made approach and create a system of education and training that is embedded in the specific situation of a country, and that’s a long-lasting learning process. Policy learning creates ownership, creates sustainability of the reform process and is, in doing that, also building capacity for further restructuring.

V. Key issues for the conference

What do we need to focus on for this conference: First of all, we should deepen the questions that are already on the table for many people in conferences you have attended over the past couple of years.

We should think about the relationship between secondary education in general and vocational and technical education in particular at the secondary level, in the framework of life-long learning. I think that is an important challenge, for young people and for adults. How to address this phase of competitiveness and social inclusion and cohesion is another problem.

Secondary vocational education and technical training could play an enormous role in avoiding the high percentages of dropouts, and I think we could develop ideas on how to implement that much better.

Then there is the new model of government: how to finance, how to involve players other than government in for example, the financing and the management at a national and regional level of the systems? And how to share the benefits of developments with the rest of the world? That will be part of our contribution.

And then the «tailor-made» approach. What is really needed in each and every region, and how could we really realize that using broad concepts for specific situations?

They are questions that I would like share with you and that we should focus on.
Summary

There exists an obvious link between the knowledge economy and human capital, and the latter is itself indirectly linked to secondary education. It is not possible any more to neglect market data when making decisions on secondary education. However how does one obtain reliable information, and, more importantly, how does one use it wisely? This presentation invites us to ponder the matter, and stresses the need for caution, as there exists no ready-made solution.

Introduction

I was asked specifically to talk about the labour market linkage so I’m not going to go into financing, staffing, access, equity issues in secondary education. There are people in this room right now who are making major decisions about which programmes they are going to start, what type of equipment they are going to buy and what kind of teachers they need. Like many of you I’ve been a teacher in vocational training and I’ve been a headmaster who has had to make these types of decisions, to start a programme or close one down. I have also worked at the state and national levels and I see a number of good friends in the audience who know what it’s like to close a programme, to start a programme and make those investments. That’s what we are talking about here this morning.

When you make the investment you’re using public money and you are committing youth to a course of action, these are important decisions and I would like to address three related topics.

- The first topic we have already talked about a lot so I’m going to go through it quite quickly, the linkages between the knowledge economy and human capital.
- Second, I would like to talk about some of the technical issues about how can you get reliable labour market information in your countries to make decisions, because in the end you are going to have to make decisions, with or without good information.
- Third, when you a get the information, how do you apply it in the secondary education environment. Please note that the topic of my presentation is « Secondary Education and the Knowledge Society ». I have deliberately used these terms because I don’t think we can or should separate planning for secondary and general education, and the term knowledge society includes the economy and the social aspects of development, as Peter DeRooij just emphasized, and not just the economic aspects.

I. Links between secondary education and the knowledge economy

With regard to the first topic, the linkage between secondary education and the knowledge society, the key is to « think globally but act locally ». This is I think what Peter was saying, but how do we bring all these nice ideas down to reality? « The knowledge society ». There are many definitions floating around about this term. A lot of them deal just with high technology issues, but I think we need a broader definition. One definition is « an economy that makes effective use of knowledge for its
economic and social development ». Again Peter touched on this definition. If a society is to accomplish this goal it must tap foreign knowledge, adapt this knowledge, as well as create local knowledge for specific needs. Last night I came home at midnight from a wonderful dinner on the Champs-Elysées and I turned on the TV to a BBC program. They had an interesting programme on the usage of technology in India where « knowledge centres » had been created in rural areas where there was no electricity, no phones, but they were able to install some computers using solar energy. The community was tapping information on the weather with the computers and were able to tell the fishermen « don’t go out because there is a cyclone coming ». They were accessing cost of grain so that the villagers would know which middleman to sell it to for the best profit. So the knowledge economy can apply to rural agriculture; it’s not only for the most developed countries and high technology sectors.

There is interesting data from the OECD that shows the growth in world GDP per capita and population. At the end of that graph, you can see an explosion caused by the industrial revolution and the knowledge economy. The very interesting thing is what has happened in the last 100 to 150 years. But one of the issues is the growing differences, these are very worrying, and Jean Rischard also mentioned this issue as part of the poverty gap. You see here (chart reference) how the United States and Western Europe moving forward, but Latin America, Asia, and some other countries are at the bottom and are lagging behind. So there is a growing digital and knowledge divide and poverty divide.

Another graph shows the difference in GDP growth due to physical and human capital in Korea, and the difference attributed to knowledge. The graph for Ghana is flat, but Korea is not, and there are great differences. So here we have the example of two economies that started out at about the same place in 1960 and look at the difference now! There are other examples that give clues to what the driving forces are for GDP per capita. Turkey is an interesting example. The purple (see chart) is the working age population as a percentage of the total population. If you look at Turkey, they have a very young population – different to Europe – so they are getting a boost right now. But if you examine the level of employment versus the working age population, there is a negative trend because the actual percentage of active population in the workforce is only 47%. So Turkey has got unused workforce potential. It’s very interesting when you looking at how the various factors interact, and the message is that the labour, productivity and their interaction in the workforce is a major part of the overall GDP growth.

There are several sources of worldwide labor force trends. It you look at ILO data, productivity per person is generally up in some developing countries but not in all. The ILO’s new employment report notes that productivity, diffusion of ICT, an enabling economic environment, and service sector growth are key trends. Agriculture employment is down; and productivity is higher in developing countries. But the ratio of 1 : 650 is the productivity per worker in the US versus Vietnam. If you could move the productivity up in Vietnam, just think how you could attack poverty and create income. The ILO is one very good source of data on what’s happening worldwide in the labor market.

Another source is the World Bank. The World Bank Institute has indicators from all the countries sitting in this room from many sources. I just picked a few human development indicators (see chart). For example let’s look at secondary school enrolment. It’s 35% in Africa and run across the line and look where it is for other countries. Gross tertiary enrolment: look at the differences. Let’s go down to the professional technical part of the workforce, again large differences between countries. Computers and telephones per thousands of people, again there are very wide differences.

The ILO also has some good sources of data on youth unemployment in selected transition economies, including Central and Eastern Europe. Poland and Slovakia have some of the highest youth unemployment, but the situation is more positive in Hungary. Part of the difference is economic development trends, but it is interesting to note which country has transformed its secondary education system since 1990 (Hungary), and which countries have not (Poland and Slovakia).
Reform in Poland has stalled; and Slovakia has not done changed their secondary programs very much. They have a thousand specialities in secondary education. One hundred in electronics alone, and one must ask is this preparing youth for lifelong learning and entry to a changing economy and labor market? There are also great differences in youth unemployment in other countries for various reasons. In Asia the Philippines is an outlier, but why? In Latin America, Columbia is the outlier, why?

If you look at the data it is clear that in the same region there are very different trends. If you examine the information carefully you often find possible ideas why there are differences. In summary, education is a major enabler, more education contributes to GDP growth, higher returns to higher levels of education are occurring, increased participation of workers in continuing education is important and as is the globalization of education. If you are buying stock, some of the highest return stocks right now are in international education companies according to a recent article in the Herald. The role of corporate training and the use of ICT is also an emerging trend.

II. How to obtain useful data on the labor market

Now let’s change topics and move from a discussion of general data and worldwide trends, and talk about your country, how you can make decisions, and where you can get labour market information to start and stop programmes, to define occupational standards, to get training standards, and assess the impact of training. Let’s focus on the issue of how to determine if you should start or stop selected vocational training programmes. Let’s look at some of the specific sources. We’ve already talked about international sources including from the World Bank, ILO, and the OECD (the latter tends to emphasize data from upper-level countries).

• National enterprise data. All of you have this data in one form or another (at least for the formal sector). You can tell which enterprises are growing in size in the economy. It may not, however, tell you much about what’s going on inside the enterprise in terms of specific occupational skills, but at least you know what the general trends in overall employment are. Some counties have sample surveys which provide occupational profiles by sector. The trouble is that if you try to do a census of all enterprises, it is very expensive.

• Second, census data. This data is provided only about every 10 years and people are stating what their job is, which may not be very accurate.

• Social security This data can be important because it includes death and retirement rates which can immediately give you signals on demand for certain occupations.

• Medium-term qualitative surveys: these are used in many countries such as Sweden, Hungary and Poland and they’re linked with some of the work the ILO does on the “key informant surveys”. These surveys can provide qualitative, but not reliable long term quantitative, data.

• Employment service job banks: This data sources is sometimes abused and misused because of the low penetration the public employment services into the labor market (i.e. only about one third of jobs in the labour market are listed at the employment service at best), and the data often reflects jobs at the lower end of the labor market. The data is volatile and short term, but can be useful if carefully analyzed.
• Employer advisory committees: These are the committees of social partners that Peter was talking about. I think they can provide good input on curriculum content, but I have concerns about using their input to get long-term trends for occupational demand. Research shows that employers cannot predict more than about 6 or 12 months ahead, and beyond that employers don't really know what's going to happen in the labor market. If we are spending four years to develop a curriculum and then you're going to implement it for four years, we need to be careful about making decisions just based on input from a few employers. I used to work for Ford Motor Company and Western Electric and we had something called « just in time » training and « just enough » training. Very little and short because we didn't want workers to move to General Motors or some other electrical enterprises. In short employers, and rightly so, have their own immediate self interests at heart, but this may not be exactly the same objective as a secondary school has as it attempts to prepare a youth for lifelong learning.

• Graduate follow-up surveys: How many ministries represented in this room have regular follow-up surveys nationally of all their secondary school graduates? Two hands. Need I say more. This is an important source of data, but not one that should be the major source for decision making. Waiting to find out that graduates, who have invested four years of their lives in attending a secondary school but still cannot find a job or gain access to post-secondary training, is a belated way to make major planning decisions.

III. How to use the data gathered

Now let's move to the third topic, how to apply and use the previously mentioned international, national, and local data in a practical situation. Imagine you are a school manager or a Ministry official, and you're borrowing money from the World Bank or you're getting money from the EU, or asking your finance Ministry for investment funds. What are you going to do? You are convinced of the linkage between secondary education enrolment and GDP per capita, and if you invest in secondary education, GDP will go up. Brazil is an excellent example (see chart) of returns to schooling, the data shows higher returns as the level of education increases because of demand for better educated personnel in the knowledge economy.

The first question to ask is: what are the alternatives for secondary education? Establishing a platform for lifelong learning which Peter talked about, entry to post-secondary education, entry to the job market, or a combination of all three alternatives. The choices now are probably quite different than twenty years ago, particularly if your country is participating, and wants to compete, in the global knowledge economy. When you get close to 60 to 100% enrolment in secondary education, and the knowledge economy begins to really impact the economy in your country, it is perhaps time to question if secondary education can meet all the previously listed objectives. This is the key issue, and as Peter and others have said, the answer will vary from country to country.

There is a very interesting study done by the OECD which looks at the general competencies required to function effectively in a knowledge economy. They have identified three major areas of competency: first, acting autonomously, defending and asserting rights, making decisions; second, using tools interactively, including basic knowledge, ICT and languages; and third functioning in a heterogeneous society. This was an in-depth study that provides some excellent ideas for decision makers who are trying to determine the major goals of secondary education, which is the key transition point for youth to adult responsibilities and the world of work.
How do you fit these OECD ideas, and national labor market trends, into decisions about the content of secondary school education? What are the general and vocational competencies that should be provided? Countries are at different stages of this decision. If you go to the UK, you will find that there is little emphasis on vocational education at the secondary level, most of the programs focus on general education, but there are discussions about adding technology skills (ICT) as basic skills.

On the other hand, in Uzbekistan as we heard a few minutes ago, 80% of secondary education is focused on specialized vocational training. Slovakia has a similar approach, but Hungary has basically delayed vocational programs to upper secondary, and made them more general (i.e. about 20 broad areas). So where are you along this continuum and where do you want to be in the future?

Perhaps we need to look at a specific example of how general and vocational education could co-exist at the secondary level (see chart). Let’s say we are looking at the occupational field of «electricity and electronics» and you feel there is a growing demand for these occupations in your country and you want to expand programs in secondary schools in your country.

Do you teach young people to be electronic assemblers, appliance repair persons, or other specific occupations in the job family? Or do you want to teach the common core competencies which would give the graduates the ability to get that first job as an appliance repairer or electronic assembler, but at the same time have some skills to go on to post-secondary, even university to become a technician or engineer? That’s a decision many of you are having to make. You’ve found out that in your country there are growth sectors were specific occupations predominate, and what impact will this have on your secondary programs? In Slovakia, in electronics, there are 104 specialities for the graduates in this field. If you go to another country, say Hungary, there’s generally an electronics family with core competencies – a total difference. And that’s where I think many of you may be, trying to decide what to really do with the labour market information, and how to convert it down to an actual decision. And, how to at the same time that all students (general and vocational) have sufficient basic education skills (as noted in the OECD study) to ensure they have a platform for lifelong learning and participation in a growing and changing knowledge economy?

**Conclusion**

In summary let me refer back to the basic questions we’ve all been talking about. How do you get information on international, national, and local labor market trends? How do you use the information to make decisions tomorrow when you invest in secondary education? What programs are you going to invest in? That’s what we’re trying to figure out. The alternatives you select will commit substantial public resources, and the private time and resources of youth. Is your objective is short-term immediate employment, or is it providing youth with a platform for lifelong learning, including entry level employment and/or entry to post secondary education and training. The choices you make will affect individuals, society, and the economy for many years.
GENERAL DISCUSSION (1)

1) Designing programs in response to job-market data

2) Pathways between vocational and technical education

3) The private sector and vocational training

4) Peculiar problems of Africa

5) Introduce technology as a subject in general education / Improve information on vocational guidance systems and sectors
1) Designing programs in response to job-market data

Asked by

Abdul-Majid ABDUL GHANI from Lebanon
Technical education project director

Question
« We work in countries that have developed their systems and can relay or convert data directly into programs. But in developing countries, by the time we develop programs, especially in the knowledge economy, the labor-market data may no longer be relevant. So how can we build a system on data that are not growing with the programs? Typically it takes three or four years to build a program. Once it is built, we have a problem because what was needed four years ago is not needed today. »

Answer
« Multiple data sources are the first requirement. Any one source will get you in trouble. Some very interesting qualitative surveys can be done every six months using good techniques, used by many countries, that plot trends where it is difficult to get hard data. Then I think it gets down to my last chart. If you teach somebody in Casablanca to be an electronic assembler, and Thomson moves out, then you have a problem. If you teach somebody some core competencies that are common to electronics assembly, appliance repair (which will be around quite a while), and related jobs, then if the market changes it won’t cause so much trouble to the secondary school graduates. »

2) Pathways between vocational and technical education

Asked by

Abdul-Majid ABDUL GHANI from Lebanon
Technical education project director

Question
« Somebody urged us not to block the path of those coming from vocational education. The pathways linking vocational, technical, and higher or general education are a sensitive issue. Must all our children get higher education? Should the pathways be wide enough to allow all who come through the vocational path to switch to the technical path and then to the higher education path? Or should there be streams that help employers and educators identify skills? »

Answer a
« You’re right, that happens: you acquire the core competencies and want to go on to something else. I hope that vocational educators at the secondary and tertiary levels will someday get together and find a way to accommodate students who say, « You know, I learned Ohm’s law; I know how to solder, damn it! Give me credit for it and let me take the rest and finish up to be a technician. » That’s got to happen, but unfortunately it doesn’t happen in many countries. »
Answer b

I agree with you that not everyone should end up in university, but it is very difficult for people 12 to 16 years of age to know exactly what they are able to do or what they are interested in. So if they make the wrong decision in the beginning, they should not be punished and be obliged to start all over again. In other words, it should be possible, after two years in vocational training – when for whatever reason you change your mind or appear to be able to master more general or more theoretical learning – for you to make the move. Otherwise you create boring situations from which people drop out and never come back. So that is what I think is important. There should be no « dead-end roads ». Every road you start should give you the opportunity to make a connection to another part.

Maybe that’s what you call streaming. Australia employs this system very successfully. They call it « smooth transfer ». Students can transfer very smoothly from the state system to the university system.

Answer c

We have examples of systems that are becoming more flexible and allowing bridges to be built. Some countries are going through reforms, which will be mentioned later, and are working on changes such as « modularization » for example, or airlocks that allow people to change sectors. Flexibility seems to me to be a key theme, but the process must be organized – it is not automatic. There are processes that we can study and perhaps discuss together.

I’d just like to add some information to what David said in his presentation. It is always possible – even in a developing country, even when there is a tight budget – to get an idea of the labor-market answer. I recall the experience of some friends in Morocco, where the orientation of training centers to the labor market was in doubt. We had no data. What did we do? We asked the center managers to send letters to the families of graduates. Everyone told us we wouldn’t get any replies. Half of them did reply. We asked them, What company are you working in?, What do you do?, How did you get onto the labor market? That was one page’s worth. But the important thing wasn’t the statistical information – that was interesting, of course – but the change in behavior that it created in the institution. That is to say, as soon as graduates are located, teachers have a file of businesses, and as soon as they have a file of businesses, they start to deal with businesses and to ask themselves the right questions.
3) The private sector and vocational training

Asked by

Yoro FALL from Senegal
Chairman and director general of the CNES
(Senegalese employers’ organization)

Question

“I’d like to commend the last speakers on what they have said, but I feel that the private sector’s needs are not being fully considered. You have listed a number of problems – above all dogmas surrounding the labor market and the financing of training – but we feel that technical education is given more priority than vocational training, whereas what we are pushing for and fighting for today in the private sector is more emphasis on vocational training. What heads of businesses need today is to create conditions to promote the internal development of the business, but also to take into account everything in the environment that might allow us to achieve the best possible productivity with the minimum investment in human capital.”

Answer

“Initial training enables people to find a first job. There, I think, government has an important role to play. In the European perspective, the initial training that brings students up to a certain level and qualifies them for a first job is, I think, a public responsibility. It’s different with adults, who improve or update their knowledge and skills to improve their chances on the labor market. There private investment by individuals and companies that have an interest in attracting better-skilled and trained people is important. The distinction, which emerges later on in people’s careers, is not well developed in many countries, including new countries, where there needs to be private investment – certainly when it comes to individuals seeking to improve their own chances in the labor market, but also by companies with an interest in better and differently skilled people.”
4) Peculiar problems of Africa

Asker by
Ahmadu Rufai MOHAMMED from Nigeria
Member of the National Board for Technical Education

Question
« I am with the National Board for Technical Education. I also am a practicing engineer. From the presentations given, there seem to be very few studies made on Africa, because the indices shown have slighted a number of things. In my view Africa has its peculiar problems. In Nigeria, for example, political changes completely disrupt policies because each new regime disorganizes the past regime’s policies. How do we resolve this? If a general, global framework of minimum standards were adopted, through, say, the World Bank or UNESCO, and put into the form of a treaty, then some governments in the region might be reluctant to fall below the minimum. In the education sector today, some regimes allocate a very low percentage of their annual budget to education, and university education often is given higher prominence, as in Nigeria today. Therefore, we need that type of guidance. My suggestion is that, with various countries in attendance here, we might try to start an international framework curriculum adaptable to each country, in which the country’s culture, environment, budget, and the rest would be indices. »

Answer
« ILO data and the World Bank indicators break down Africa into many countries, of course, and the data are weak in places. But you are right on the political economy of change. We will have a session on the subject. Political change affects employment, labor-market information, everything. With regard to broad goals, the Education For All initiative and the Millennium Development Goals represent an international approach. Every country in this room has signed those and thus is committed to doing some minimum work. The last thing I mentioned in my presentation was occupational standards in vocational education. Developing and articulating occupational standards for both secondary and tertiary education is a major initiative of the European Union. Turkey, for example, has done occupational standards. But it has to be voluntary; I don’t think anybody can dictate it. »

Follow-up question
« But do you agree with the gentleman from Nigeria that Africa needs more detailed work on vocational training? »

Follow-up answer
« Absolutely, and there is a session on that. I worked for two years on vocational training in Kenya’s ministry, and throughout Africa. What you said is true of every group of countries in the region, but my slides did not address that issue. Peter de Rooij mentioned it, and so did Jacques Mazeron. Every country is different—even regions within countries are different. We are urged to think globally and act locally. But how do we balance the two? »
5) Introduce technology as a subject in general education / Improve information on vocational guidance systems and sectors

Asked by

Rahdi MHIRI from Tunisia
Professor at the Faculty of Science, Tunis

Question

« I am a university professor and part of the Tunisian delegation. In Tunisia, I also run a discussion group on technological education at the secondary level, linked to vocational training. I would like to add a few comments on these themes. One of the important points to underline is rethinking the status of technological education, or of technology in programs generally. Even in general education it is quite apparent that there are disciplines and teaching methods that have remained unchanged, and that technology is playing no role in this education. Now, technology is increasingly becoming a tool to make students aware of vocational training and vocational careers, and it may give them the basic tools to adapt swiftly to a profession. So, what we are pushing for is technology for all. As with the traditional subjects of history, geography, and mathematics, technology should assume a more central position in the curriculum at all levels. My second comment concerns the need for an information system in the education and vocational training system to allow students and parents to understand the guidance systems and sectors presented to them and the pathways open to them. This is a weak point that causes a lot of damage at all levels. We are seeing more and more students going down general education paths, even finishing their higher education, only to end up unemployed, whereas with better information they would have been able to choose for themselves a path that would guarantee them a future and a much more interesting vocational career, with less damage along the way. »

Answer a

« I totally agree with you. Counselling and guidance are important. They are provided from the employment side. Very often employment services help you find your way in the very complicated structures of the labor market. Likewise, many schools and training institutes have a facility to inform not only pupils but also their parents of the possibilities open to graduates. If you are in the difficult situation of wanting to make a change, what would be a relevant change? From that perspective, part of the system of technical education and vocational training should be embedded in the counselling and guidance infrastructure. As our society gets more and more complicated, the options are multiplying, so counselling and guidance are what many pupils and parents need. On top of that, it is extremely important that what you call technology – I call it « mathematics and science » – should be an integral part of training for as many young people as possible, because that certainly will open doors that otherwise might be closed. So the knowledge society has an increasing need, but I have no recipe for meeting it. Part of the solution is raising awareness and finding teachers who are able to make math and science more attractive for people. »

Answer b

« The OECD, the World Bank, and the European Union joined together to prepare case studies of career guidance counselling in 44 countries – among them Chile, South Africa, and Turkey. The basics of the « life skills curriculum » are becoming an element of secondary education, as are skills in information and communications technology. »
Session 2: EXPECTATIONS AND PROBLEMS OF PARTICIPANT COUNTRIES / WORKSHOP REPORTS

The many participants were divided into 4 workshops to discuss, in smaller groups, their expectations of this conference.

Each group then presented a summary of its internal discussions before all the participants and organizers.

General discussion

Mamadou SAGNANE
Chair
SENEGAL
« There was a very diverse, rich composition of the group. There were countries from different continents, different backgrounds, different economical situation, different political situation as well as international organizations, so very different points of view and issues were put on the table. It might be surprising to know that by the end of the session there were a lot of common issues. In spite of these differences it seems that there are a lot of things we are really sharing. This is, I think, a good basis for our conclusions, and maybe it’s not wise to start with our conclusions, but I don’t think it’s wrong that the conclusion is that the hopes and expectations of this conference is to set the ground for closer and better cooperation and to lead to some kind of project to address specific issues.

So, common problems make a good starting-point for in-depth identification of those issues for which this cooperation would be most successful.

One of the things which for me was quite obvious, and the chairman of our workshop, Jean-Raymond Masson from the European Training Foundation reminds, well it’s not necessarily that obvious, that TVET is important! All countries said that this is important, this is an issue for the educational policy-makers, but also in the broader context of the labor market and employment, economic development is an important issue and the sector of education, technical and vocational education and training exists in these countries and these countries are much more concerned with the development and better achievements of this sector.

1) Policy

Most of the issues were from the point of view of policy-making and this policy was seen in very different contexts.

a) The context of economy: some countries didn’t dynamically develop (inaudible) and there are all the problems of a very quickly-changing situation and the problem of catching up with data-provision and information and the very rapidly-changing situation. Other countries are in recession, posing other kinds of problems with rising unemployment and poor prospects for the future.

b) The context of the labor market in some countries in terms of employment and unemployment in particular sectors like in my country Poland, as David indicated this morning.

c) In other countries for example, the informal economy plays a very important role and that means very specific challenges for vocational education and training.

How to provide something that is very structured for something that is informal, not very well known? And how to build partnerships? Who are the partners in the informal economy? We have experience in working with employers for example in the traditional economy but who are the partners in the informal economy? What kind of vocational education and training should be developed to meet the needs of the economy in which something like 80% is in the informal sector?

d) There are also the aspects of regional development. Regional differences, particularly in the bigger countries like China…

e) But there is also the problem of the individual level i.e. individual expectations and expectations of the families and the role of counseling and guidance. How to inform individuals about their prospects for vocational education and training?

2) Information

This is another set of questions and issues. Information in the sense of research, data provision, information, international cooperation as a source of information for informed policy-making, but also information, not only on VET, but also information on international support, assistance, development aid, programs and schemes.

3) Feasibility

And finally, there are a lot of questions concerning implementation. Probably the most important and the most difficult is the problem of funding which leads to the infrastructure, the equipment and so on. There is the problem of the program, curricula, syllabuses, examination systems, certifications, recognition of certification and also recognition of informal learning and practical experience.

4) Human resources

Another question is human resources, not only teachers but also teachers’ particular skills like curriculum development, evaluation, assessment, examinations. Also, managers, administrators and policy makers. It seems that in some countries, the response to the needs of reforming the education and vocational training sector is to change administration. In some countries, more than one ministry is responsible for vocational education and training; this is certainly not the best way to address this question.

We wanted to talk about partnership and its problems, but we have to stop… »
« We also had a very diverse group of people, from all
continents, from different government agencies and
different international institutions; it was a very lively
discussion. As our colleague from Chile put it at the end of
the session « This is the first time I have participated in
such a conference, but the issues are all the same. I’m
hearing all the problems that we’re facing in Chile, that
you’re all facing the same things ».

Let me go over seven issues that we went over:

1) **Teacher training**

The first issue discussed which took most of the time
was the issue of teacher training. The questions raised were
very interesting and the terminology actually represented
the conceptions that we have because people were asking
« Are we looking for trainers or are we looking for
teachers? Are they the same person or should we have a
trainer and a teacher? » for vocational training. The
questions raised were:

- How do we train these trainers/teachers?
- How do we make sure that they update the skills that they
  have in terms of the continuous changes that are taking
  place in the labor market?

These are more or less the issues that we discussed on
teacher/trainer training.

2) **Curriculum design**

The second issue we talked about was curriculum
development, which we talked about more broadly in the
sense of « Which model is the right model? » There was
some consensus amongst the participants in the group
that it is becoming increasingly evident that governments
cannot keep pace with the developments in the labor
market and that what we need to do is give some kind of
general basic background training that people can use to
build on in the private sector. « How do we keep the
balance between specialization and this kind of general
training? » was a question that was raised.

3) **Information and Communication Technology (ICT)**

The third issue we talked about was the ICT issue.
There were obviously two main areas in ICT:

a) How do we make sure that we mainstream ICT in both
general education and vocational training and technical
education?

b) How do we make sure that we have a competitiveness
like others in the ICT sector and a how can a country
can have a leading role in ICT?

These are obviously two different issues here.

4) **Foreign languages**

The fourth thing we talked about was the issue of
foreign languages. While foreign languages are always
talked about in the context of general education, it’s not
mentioned so much in the area of vocational training. We
know that, in a lot of cases, the information and the tech-
nology is available in foreign languages, so the teaching
and learning of foreign languages in the TEVT sector is
quite essential, so how should we do that?

5) **Public-private partnerships**

Number five was the issue of public-private partners-
ship. There was a general agreement that public-private
partnerships have some way to go, but the question that
was raised was: What is the right formula for having this
partnership?

We heard a bit about an experience in Senegal that I think
is going to be presented tomorrow. There are countries
that went with subsidies to firms; the other countries that
went to establishing vocational training funds or skills
development funds and so on, so « What is the right
approach in finding a good formula for this public-private
partnership? » was one issue that was raised.

6) **Mobility of the working population**

Number six was the issue of labor mobility. Nowadays,
with the world becoming smaller and smaller every day,
especially on a regional basis, we have a lot of mobility
amongst countries and how should we, if indeed we
should, account for that when setting up the vocational
training policies in individual countries? Do we look at
the needs in the specific region? We have, for example,
countries that will become members of the EC in a few
months and so on.

7) **National competency norms**

The final issue we talked about was the issue of national
skills standards. What is the correct balance that we need
to keep between global or international skills standards
systems versus a national skills standards system and how
do we ensure the partnership with the private sector in this
process? »
« A lot of things have already been said. This will allow us to proceed without repetition. In our group what struck us was that the status of the vocational training system reform has been described absolutely everywhere. This status should be considered with regard to the global economic changes which were brought up this morning.

1) State of reforms and diversity of key players

It is situated in a context of fragmentation of training providers and institutions managing this training; there is even a country where twenty-two ministries are involved with training reform and one therefore deduces from this a problem in managing this reform as well as managing a new system. The necessity of defining a strategy, a policy by sector, of vocational training in partnership with all the system stakeholders was noted: public authorities, private players, employers, some also mentioned employees. This therefore seems to me to be a rather important point.

2) Starting from demand

In this redefinition of vocational training, everyone noted the value of moving immediately from a "supply" to a "demand" logic. The ready-made programs on offer are not well adapted to the economic demand; therefore it is necessary to adapt training to the needs of the market. Following on from this, some questions on « how to analyze the needs of the market » at the global and local levels were raised. Some countries expressed a real desire to be able to find answers to this type of question during this conference.

There is no single solution to the implementation of vocational training reform, nor will there be a miracle during this conference; all solutions have to be found in accordance with the socio-economic situation of each country.

3) Links and pathways

I’ll briefly share the different points which were raised and which will certainly be the subject of discussions during the three days:
- The relationship between technical education and its bridges with secondary education: what should be done?
- The bridges with higher technical education
- The relationship between technical education and vocational training

- The reform of apprenticeships which correspond, as we know, to the majority of jobs in certain sub-Saharan African countries. These should also be linked with both the generalization of education and the growth in population.

4) Learning methods and quality

In pedagogical terms, the skills approach seems to be a solution which everybody is talking about and which is very often taken up again, as are the notions of work-based learning or the dual system, but they are also saying that it is out of the question to copy what exists; instead, one should always adapt.

The issue of the quality of the system and the quality of training was also mentioned.

5) Human resources management and financing

It’s obvious that when we are talking about reforms, we’re also talking about the management of the people involved in the reforms. The question arises therefore in terms of the number of people and the skills they possess who are active in vocational training systems. This led us to talk about optimizing the management of these human resources.

Of course, financing, and this has already been said, is one of the major questions along with co-financing or partnerships in financing.

Conclusion

As far as the expectations of our group vis-à-vis this conference are concerned, each country expressed a desire to learn from the experience of other countries and to explain at which step of their transformation and reform they really are; which guarantees this conference an active participation at least.

At the Ministry of Foreign Affairs, as Mr. Tomasi said this morning, we proceeded to evaluate twenty-eight vocational training projects and the topics mentioned this morning largely matched those which came out of our evaluation. »
Representatives from fourteen countries and five international organizations took part in this workshop.

1) Problems presented

Almost all the participant countries had drawn up a sufficiently thorough diagnosis of the situation of this sector or had elements of analysis available allowing them to conceive and implement action plans likely to improve the efficacy of TVET mechanisms already in place.

The problems presented were as numerous as they were varied. They included many common elements but also situations which were specific to certain countries.

a) common elements
- One and the same ministry is generally responsible for TVET, typically the one in charge of education and/or employment but there are also cases where vocational training is under the umbrella of other ministerial departments; in addition to technical education, it covers initial training and continuing training.
- Imbalance is reported between the TVET and general education sectors. The latter drains the majority and is considered as the royal path of success at the expense of vocational training where career guidance is given on a failure basis.
- The training given is hardly adapted to the country’s economic or social reality and hardly responds to the needs of individuals in terms of their vocational insertion and social promotion.
- The technical and pedagogical equipment used by training institutions is generally obsolete.
- The training programs are, for the most part, out of date and rarely upgraded.
- The trainers themselves have a low level of training and qualification.
- There is a lack of visibility in the conception of a strategy for TVET development; this situation is essentially due to the lack of knowledge of the demand of the economic sectors of activity, and to the low implication of social partners and players involved in piloting the system.
- There is difficulty in achieving coherence between vocational training policies and employment, etc.

b) specific situations
- Some countries are thinking over the possibilities for better sharing the training effort between business and schools; they would like to be assisted with the conception of a strategy in this domain by developed countries which have experience in this domain.
- Others think that for a homogenous system to be implemented, it’s important to link education and training sub-systems properly, and to create bridges between general and technical training on the one hand, and between secondary education and technical education on the other, on condition that these bridges open up access to valorized training and meet the needs of individuals.
- In other countries which supply raw materials, and where processing industries are as good as non-existent, TVET graduates have no possibility of insertion into working life and even less to acquire appropriate experience for them to master technologies. These graduates mostly feed the labor markets of developed countries with their skills or turn toward the informal sector.
- The gap between developing countries and countries whose education and training systems evolve rapidly is continuing to grow at an ever-increasing rate, according to certain participants, and it will be difficult to close.

2) Experience in international technical assistance

The countries taking part in this workshop all have experience in international cooperation, within a bilateral or multilateral framework. The principal countries and organizations active in this TVET area are: France, Germany, Japan, Canada, the European Union, the World Bank, the African Development Bank, the Asian Development Bank, etc.

This cooperation is achieved by planning projects aimed at improving the organization and functioning of TVET programs already in place. Most of the projects have obtained good results, however some have seen mediocre results, and such concepts should be improved in the future.

The desire of the participants is to implement reform processes within the framework of strategies tailored to the economic and social realities of the countries concerned, processed with the support of international technical assistance which is sufficiently familiar with the country in question. They would also like to be the main players in projects likely to be initiated within this framework and to benefit from technical assistance which would allow them a higher level of ownership. They insist on the viability and sustainability of the project outcomes, well after their completion.

In addition they would like to be supported with a view to identifying acceptable solutions for internal and external diversification of sources of financing which guarantee the harmonious functioning and development of the TVET programs implemented.
GENERAL DISCUSSION (2)

1) A good conference model / development, information, consultation, and partnership necessary for TEVT

2) Critique of the World Bank recommendations

3) Inviting recommendations from the conference participants from the private sector
1) A good conference model / development, information, consultation, and partnership necessary for TEVT

Comment shared by

Waly N’DIAYE DJAJI from Senegal
CSA (trade union confederation), national secretary for general claims

Comment
« I would like to say something about the development of information and consultation, as well as about the development of partnerships to promote technical and vocational education and training, particularly in developing countries. It would be good if the World Bank and the other sponsors could follow the model initiated here in Sèvres by organizing this type of conference – or at least if they could, through their presentations in different countries, take the preparatory steps for mobilization, awareness raising, and distribution of information. In other words, it would be desirable for them to copy the model we have here, since we have had the opportunity to gather all parties together for a wide-ranging debate. »

2) Critique of the World Bank recommendations

Comment shared by

Waly N’DIAYE DJAJI from Senegal
CSA (trade union confederation), national secretary for general claims

Comment
« There is a second point that I would like to come back to. In workshop D, the one in which I took part, we criticized the World Bank’s education policy, even though our critique was not emphasized in the report. As has been said, everyone recognizes the role of school, education, and training in the development of the economy and in global development in general, but unfortunately, in its policy toward developing countries, the World Bank often recommends allocating less money to the education system. Budgetary directives do not allow these countries to progress in the desired direction, especially as far as technical education and vocational training are concerned. This is a major concern in our countries. »

3) Inviting recommendations from the conference participants from the private sector

Unidentified speaker

Question
« I would be interested to know how many people in this hall represent the labor market and the private sector. We would like to hear their opinion on what kind of graduates we turn out, because we always talk about this from one side, and the same problems always come up. We say that we want to link up with private markets, and now we have an opportunity to hear something from the private sector. I’d like someone to give me his or her opinion or evaluation of my system, or any other country’s. »
Answer a

“A very well put question. I represent business owners in Senegal and, indeed, the demand is great today. In my country and in my business, I need three line executives for every managerial position, and when I say executive I really do mean the most active part of the business. In this particular domain, my main concern is training, but above all the permanence of training. Today I pay for it out of my own pocket; the government does not assist with training. At the same time I find myself in the training trap, whereby I invest a lot of money in an employee who could tomorrow be lured away to work for a competitor. Therefore, at a gathering like this one, where institutions and states are represented, I feel I must make it known that when I train people for my business, I bear no responsibility for their mobility. But when the state participates, they reinforce the demand at a local level. We all have something to gain from this process. You have to know that in Senegal, when the private sector requested a mobilization, we asked funders to support the process for a given period of time (three years at present) during which we would contribute 25% to training rather than the full 100%. The intention is to put financing in place, funded directly by taxes; after the incubation period, we could use that financing to mobilize government resources to train Senegalese, who would then be able to move within the industrial sector without hurting my business.”

* President and director general, CNES (confederation of business owners)

Answer b

“In response to the last gentleman, who asked about the private sector, the organizers may have made a basic mistake in not recognizing that the end-users of our products should be involved. But I happen to be a private sector man.

One, I went through this system of education; two, I’ve been involved in the private sector for the last 27 years, becoming the president of the National Chamber of Commerce in my country (Nigeria); and three, our companies employ your products. However, I came here in my capacity as a member of the National Board for Technical Education.

In Nigeria we have a peculiar problem. Until 1980-83, the program of polytechnic and technical education was very good. Companies and organizations queued up for graduates. Now, however, university graduates are going from door to door looking for a job because most employers lack the patience to retrain them to suit their organizations. Internally, over time, the powers that be diluted the technical and vocational syllabus. And you’ll find that new graduates, even up through the review that is now taking place, are neither here nor there. So the private sector does not find them useful – seriously – and the government does not know where to fit them. In the future, for workshops of this nature, special efforts should be made to invite manufacturers and other employers to participate. You will hear reactions similar to mine.”

* Member of the National Board for Technical Education
Answer c

«I’m very much in agreement. We producers need honest people, people who have professional ethics, and people who know how to do things. These are three aspects that tie together several other related factors. Training professionals are responsible for meeting those needs through training. In Chile, our participation is based on the programs that we, together with the government, have been able to develop. We also set up networks with the participation of rural workers’ organizations, businesses that add value to agricultural products, universities, and technical training centers. It is here that we are generating a critical mass, and here that we need to do more work to see these issues more clearly. Because this topic involves everyone, the creation of networks is fundamentally important. »

* In charge of the action plan in the RED project for linkage and improvement of TEVT in agriculture and agro-industry
Session 3:
OBJECTIVES OF TEVT
PART 1

Skills Development in Sub-Saharan Africa
Mr. Arvil Van Adams – World Bank

Technical and vocational education and training in French-speaking Africa
Mr. David Atchoarena – IIPE, UNESCO

Training for work in the informal sector: the lost agenda?
Mr. Fred Fluitman – OIT

General discussion

Ivone Maria Elias MOYERA
Chair
BRAZIL
A decade after publication of the World Bank Policy Paper on Technical and Vocational Education and Training in 1991, a new study updating findings of the earlier policy paper has been completed for Sub-Saharan Africa.

The presentation introduces:
- five important findings of the study,
- seven actions for reform,
- and review the roles to be played by African Governments, employers, and donors in carrying out these reforms.

Summary

Skills Development in Sub-Saharan Africa

A. Van Adams
Senior Advisor for Social Protection Africa Region
World Bank

Introduction

I thank the organizers of this Conference for the invitation to share with participants the findings of a two-year study of technical and vocational education and training (TVET) in Sub-Saharan Africa. The last major review of TVET by the World Bank led to publication of the 1991 Policy Paper on this subject. The present study was undertaken explicitly to examine what has happened since publication of the Policy Paper and what lessons might be drawn from this experience for building skills in Sub-Saharan Africa.

The study was conducted in a partnership of the World Bank with the UNESCO International Institute for Educational Planning (IIEP), the ILO Turin Training Centre, and the German Adult Education Association. There were 14 thematic studies prepared as background covering 20 countries and 70 case studies. I am pleased that representatives from two of these partners are here today, Fred Fluittman from ILO and David Atchoarena from IIEP. We are grateful for financing of the study from the Ministry of Foreign Affairs of Norway and the U.K. Department for International Development, as well as the World Bank.

The findings I am sharing with you today were first discussed with donors to TVET in Edinburgh as part of a workshop with the International Working Group for Cooperation in Skills Development and later with a group of African policymakers, researchers, and program administrators for TVET in Turin as organized by the Turin Training Centre of the ILO. Feedback was sought from both groups to refine the major messages of the study. Early findings were also shared in training programs for education staff of the World Bank in Sussex.

Responsibility for the final report rests with Richard Johanson and myself as co-authors of "Skills Development in Sub-Saharan Africa". The book by this name, published by the World Bank, will be available in March 2004 in English with a French edition to follow in July. We are grateful to the Swiss Agency for Development Cooperation for financing of the French edition.

Summary

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I should mention that this study is not prepared as a policy paper and therefore it is not prescriptive. Instead, it is a knowledge product, an effort to take stock of the experience of the past decade in Sub-Saharan Africa with technical vocational education and training to try and synthesize and bring out lessons that may apply in particular countries. The environment of Africa for skills is unique, as seen through some of David Fretwell’s tables this morning. It is an environment with low economic growth, stagnant formal sector employment, and high levels of informal sector activity. Perhaps most important is the problem of HIV/AIDS and its impact on skills in the workforce. This disease and its impact has to be considered in any discussion of training.

The difference in our presentation from others you will hear today and tomorrow is its focus on skills over the life-cycle. We are not restricted to findings for initial training or pre-employment training. We look at pre-service and in-service training. Second, we are looking at providers that include the private sector as well as the public sector. The issues we find in Africa for skills development are issues that are familiar to other regions. They include problems of low quality, inefficiency in resource utilization, rigidity in terms of non-responsiveness to a market economy, low financing or under-financing of training and in many instances, unequal access for various groups. These are issues we found in countries throughout the region.

Our focus on skills development is driven by recognition that the level and distribution of skills within a workforce shapes productivity, earnings, and the well-being of individuals and households. It is important to poverty reduction. In the same fashion, it is important to the profitability of enterprises, incentives for capital investment, and job creation. In a global sense, skills development improves job mobility and the capacity of economies to adapt to new technologies and grow. We use the phrase skills development rather than TVET in our presentation to stress the importance of the outcomes of training rather than simply the inputs to this process.

I. Important Findings

You can find all 14 thematic studies from which our findings are drawn by going to www.worldbank.org/sp and clicking on Labor Markets and thereafter on Vocational Education and Training. From these studies, we extract what we believe are the most important findings.

We start with the nature of the market for skills development in Africa. On average from country to country, excluding countries like South Africa and Mauritius, about 85 % of employment is located in the informal sector. A majority of this is located in subsistence agriculture. Yet, most of the training offered by the public sector focuses on the 15 % of employment found in the formal sector. Adapting the market to reach the informal sector, and raise productivity there, is perhaps the most important tool for poverty reduction in the Africa region.

Among other findings, there is good news and bad news. The good news is that we found numerous examples of TVET reforms over the past decade that show promise for getting results. The bad news and message for the public sector is that reforming public TVET remains a challenge. Many of the criticisms of the public sector in 1991 for being disconnected with market demand, low quality, inefficient delivery, still apply today. Reforming public TVET remains a challenge, but there are some promising examples I will illustrate in a moment.

Another finding we think important to governments struggling financially to provide quality training for workers is that non-government provision of training is a significant source of skills supply in most countries. This is not recognized in many countries because data are not available to record how much non-government training is really taking place in the enterprise, in non-governmental organizations, and in private proprietary institutions. We find on average there are two non-government places for every one government training place. You cannot have a dialogue about reform unless you bring non-government provision into that dialogue, since in most cases, it is a majority partner in the training process.
Finally the most important tools for reform we find are in how countries choose to govern or manage the training system and how the system is financed. More will be said about this in my remarks to follow.

II. Key Reforms

If we had to pick a list of actions from the study to say to clients here are things that you should consider, we would list seven actions.

At the top of the list, number one in the reform process, would be defining government’s own role in training.

Second, would be translating the policy framework for TVET into legislation that codifies the roles and responsibilities of all the partners engaged in skills development. Legislation empowers the partners to play their respective roles and defines what each is expected to do.

Third, skills development is a market process subject to the forces of demand and supply. Building institutions that support this market is important to ensuring participants have the information they need for making good training decisions, developing and enforcing appropriate regulations for consumer protection, setting standards for ensuring quality of provision, developing effective financing frameworks, and, importantly, monitoring and evaluating results for policy development.

Fourth, as I indicated earlier, one of the most important tools for reform is how you choose to finance the training system. There are two parts to this: how you generate the resources in financing and how you spend the resources. Diversification of financing is essential as government’s cannot afford to finance all the skills needed in a modern market economy. How you spend the resources can also make a major difference. Focusing on outcomes in budgeting rather than inputs can change the incentives for getting results.

Fifth and sixth, reforms for managing training at the systems level and at the individual provider level are important. Bringing employers, workers, and government together in national training authorities is leading to better use of public resources and development of training policies than by government alone. Decentralization to individual training providers of decisions involving courses offered, methods of instruction used, staffing, cost recovery and use of revenues and then holding managers of these institutions accountable for results can change the incentives for cost-effective delivery of market skills.

And finally, we should mention the promotion of quality in skills development. Addressing the issue of quality is essential to the reform of skills development. This comes from our finding that while non-government training capacity is substantial, its quality varies significantly. Building institutions to support quality will be important to getting the best results from public-private partnerships in training.
In carrying out the reform agenda, my remarks focus on the responsibilities of governments, employers, and donors. From the side of government, it has one major responsibility: get the policies right. Get the policies right to promote competition in the market for skills, and second, to regulate appropriately to protect consumers without creating barriers to new provision. Government has a clear responsibility to promote access to training for all, as much as education for all. And when markets fail to work well, governments can play a role in provision and financing to improve market performance.

We looked carefully at enterprise-based training and what employers can do and do well. There are three things that distinguish when an enterprise will train. One is its size; large enterprises train, small enterprises do not train as frequently. Second, the level of skills within the workforce of the enterprise makes a difference. Workers with education are trained more frequently than those without. This can be important from an equity perspective. Third, we found that employers that use high technology, have foreign direct investment, and are exporters tend to be more likely to train.

In this context, enterprises should be encouraged to do what they are willing to do in a market economy for skills development and leave government to fill the gaps, particularly in terms of ensuring equity of access, addressing market failures, and building institutions to support effective training markets. In turn, enterprises can be effective sources of training provision and finance and partners in the governance of training systems.

I agree with one of the previous speakers today who said it was important to put the reform process in a country context. Defining the reform agenda requires studying each country and the forces of demand and supply present in that market. That is, you need to look in each country at the particular economic setting and the performance of the training system and its partners before setting a reform agenda.

Finally, for developing countries, there is the question of what donors can do to further the reform of training provision and finance. Donors are already engaged in helping pilot test training innovations to reach the informal sector and this should continue. Donors need to recognize that the TVET reform process requires a long-term commitment and is rarely achieved within the typical three to four year cycle of a donor project. Supporting reforms for financing and management of training can be particularly important to changing the incentives for performance. And finally, donors can continue to build capacity for reforms and management of training systems.

This has been a brief synthesis of the much larger study of skills development in Sub-Saharan Africa. I hope that all of you will review the book when it is released and explore the more complex and nuanced story it provides for improving TVET.
Technical and vocational education and training in French-speaking Africa

D. Atchoarena
Senior Programme Specialist
IIEP/UNESCO

Introduction

In a world where the demand for education is increasingly driven by the qualifications and skills recognized in the labor market, technical education is effectively becoming an important strategic component of education policies. This development has had a more or less widespread impact in all countries, including the low-income economies of sub-Saharan Africa.

This document analyses the strong points of the two IIEP (International Institute for Educational Planning) studies, the first of which covers the development of systems and public policies for vocational training in sub-Saharan Africa and the second, the development of the private sector in technical and vocational education (see references). These studies were conducted within the framework of the preparation of the World Bank Document on the development of skills in Africa. Emphasis shall be placed on the situation in the French-speaking countries, which is different from the rest of the continent.

I. The context

The technical and vocational education systems in the sub-region represent a relatively marginal sector within the education systems, insofar as there is a low percentage of students at the secondary level. If we compare this percentage, due to the low rate of secondary education schooling, to the size of each generation, it is evident that only a small minority of each age group has access to technical and vocational education.

In the majority of countries, precedence is currently given to what is referred to as the Dakar follow-up process, in other words, the development of education for all. As a consequence, the resources granted to technical and vocational education and training, both by the States and by the international community, are relatively low.
During the 1990s, developments in this sector were observed. The sub-region experienced a period of reforms. Firstly, the 1991 World Bank general policy document in gave priority to the development of enterprise-based training and also recommended the establishment of a training market, that is to say, a diversification of vocational training supply. Secondly, for the French-speaking areas, the French-speaking conferences on vocational training organized in Bamako in 1998 developed new perspectives, particularly in terms of the relationship between basic education, vocational training and the development of partnerships with businesses.

In fact, the World Bank document reflects, as do the Bamako provisions, that partnerships and the redefinition of the role of the State are at the heart of the reform.

II. Partnerships in technical and vocational education and training

The topic of partnerships was very strongly emphasized in the various reports presented today by the working groups. It is therefore a point of discussion that is not only specific to sub-Saharan Africa but also relevant on an international scale. Throughout all regions, partnerships appear to be a significant factor in the development of the system and in the guidance of vocational training systems. This change should be coupled to the role of the State, particularly within contexts of crisis and structural adjustment, which have a strong impact on the educational system in general as well as on the technical and vocational education system. Generally, throughout the 1990s, the discussions on education and the educational system reforms have been largely dominated by concerns of an economic nature. Decentralization, the increasing autonomy of training centers and closer relationships with employers demonstrate the various forms that partnerships can take.

At least five important trends are apparent with regard to building partnerships in sub-Saharan Africa:

- Cooperation with businesses, a fundamental element for reform;
- The setting-up of employment and training observatories;
- Renewal of the qualification systems. This development is found especially in non-French-speaking countries (apart from Mauritius). This renewal does not have the same importance in all countries. In South Africa or Botswana, the reform of the sector in its entirety was established around a national qualification system;
- The reform of the financing system to leverage change;
- The opening-up of the private sector, notably the case in Mali and Senegal.

French-speaking Africa presents, on the one hand, very different institutional set-ups in each country according to how responsibilities are shared with regard to technical education, and on the other hand, institutional instability due to governance rapidly changing hands. The case of Senegal is sometimes used to illustrate this trend, which involves continuity problems when implementing policies and reform.

Three main types of sector organization can be identified: countries where the Ministry of Education is responsible for technical and vocational education; this is currently the case in Senegal. Other countries have set up specific departments, such as Madagascar or Togo. The third type relates to hybrid situations where responsibilities are shared between the Ministry of Education and the Ministry of Labor; this is the case at present in Mali with the recent establishment of a Ministry with special responsibility for vocational training. In this example, problems of inter-sector coordination can arise.

The important element to note in this landscape is the diversification and great complexity of the institutional environment for
technical and vocational education. New types of institutions are appearing, not only public authorities but also bodies representing the business sector such as the National Council for Technical and Vocational Training in Madagascar. These institutions sometimes perform a specialized role such as in Funds to finance training or employment and training observatories.

In the non-French-speaking countries, this type of partnership appears to be the main method of the system's development and regulation, particularly through the setting-up of national agencies for vocational training, to which funding bodies providing financing are often linked. This context reminds us, to some extent, of the Latin American model where vocational training is often delegated to tripartite bodies, outside of the educational system.

Another major element plays a role within this context and that is the relationship with the informal sector, which represents the main labor market in terms of the percentage of urban employment. This situation poses the problem as to whether vocational training is suited to the informal employment market's characteristics. Moreover, the importance of the rural world remains a significant reality in sub-Saharan Africa to which training must be adapted. It is therefore necessary to recognize the specific needs of the rural populations and people working in the informal sector.

Although there are difficulties in engaging in a partnership with the informal sector, some countries have managed to do so. The case of Mali can be referred to by way of an example, where a gradual restructuring of the informal sector took place, enabling institutional channels to be opened up, promoting dialogue between public sector representatives and informal sector representatives in order to develop a training policy. These developments have however met with some opposition. Within the school system, the informal sector is often seen as a sector exploiting the child labor force. Opposition also exists within the vocational training sector where higher-level training is generally favored. Finally, some cooperation agencies hesitate to get involved in a sector which is not clearly defined.

It is within this framework, that a dichotomy is gradually appearing between the schemes of French-speaking countries that remain, despite everything, very close to the traditional organization around the ministries of Education, and that observed in other countries of the region where new institutional mechanisms are emerging, granting a significant role to social partners.

III. Reform of the systems

Technical and vocational education and training in the French-speaking countries mirrored the French system of the 1960s. However, the transfer process of this model was interrupted. Indeed, the extensive developments in technical and vocational education that have taken place over the last thirty years in France, such as the establishment of training sectors, the renewal of diplomas and the development of work-based learning courses, has had little impact on French-speaking Africa. As a result of this, the two areas have moved away from each other. This of course leads to questions about the reasons for this paradoxical situation given that France has provided significant support for the development of these systems for decades.

It can be observed today that in several countries, there is open competition between the models that leads to the fragmentation of technical and vocational education and the training system into numerous projects, often compartmentalized, and supported by various partnerships. This reality makes the introduction of a specifically national system difficult.

One of the difficulties of aid also lies in adapting solutions to context. For each of the countries, the socio-economic environments are very different and thus the solutions need to be diversified. After a phase in which training institutions benefited greatly from external support (equipment, trainers, etc.) the present trend appears to favor upstream action pertaining to strategy, partnership and the reinforcement of institutional capacities.

In all the countries, particularly low-income countries, two major strategic frameworks acted as levers in educational system reform. These concern the reduction in poverty with the Poverty Reduction Strategy Papers (PRSP) and the Education For All (EFA) strategy within the context of the Dakar follow-up and national action plans.

We must also raise the question of the linkage between technical and vocational education and
training reform, particularly for those with low qualification levels, and these strategic frameworks (PRSP and EFA action plan), which involve funding and considerable efforts on a national and international level.

Conclusion

Consequently, for low-income countries, attracting more resources for vocational training involves reflecting upon the importance of preparation for employment within the strategies for poverty reduction and education for all. It is in this spirit that UNESCO launched a pilot program in some countries in 2003 aimed at defining, within plans for national education for all, a section on vocational training and the insertion of poorer groups of people. In the long run, this initiative should contribute to a better awareness of the qualification needs of the groups excluded from the framework of the Dakar follow-up process.

Références

Summary

This presentation, based in part on a recent review of vocational education and training in Sub-Saharan Africa, suggests that training for the large majority of people who are forced by circumstances to work in the informal sector, has so far been largely ignored by public authorities. The speaker hopes to argue that such training represents both a challenge and an opportunity that should not be missed.

Having summarized:
- some important lessons learned about skills development for decent work in the informal economy, the speaker reiterates key elements of an agenda that appears to have been lost.
- To water down his idealism, he ends his presentation with a variety of reasons for not implementing the same.
- In other words, he suggests that there may be another agenda to be dealt with first.

Introduction

Good evening Ladies and Gentlemen.

My name is Fred Fluitman and I work at the ILO. The ILO is the United Nations' specialized agency concerned with the world of work. As we say these days, we're concerned with « decent work for all » which means jobs to begin with but also the respect of rights at work, a minimum of social protection and some effective social dialogue. That's what the ILO is about and I will not elaborate as I think you already know about it.

In this late-hour presentation I feel myself to be not a clone but perhaps somewhat in the shoes of that conventionnel Cambon cited this morning by our host Mr. Mazeran, because I'm going to talk essentially about the people who don’t eat cake ; you know, the cake that Marie-Antoinette used to eat. I’m going to talk essentially about some countries rather than other countries, especially the 100+ countries that Mr. Rischard mentioned this morning that haven’t done all that well. If I’m going to talk about the informal sector, it’s in these countries where that sector is concentrated, although it also exists in all the other countries.

Themes

I’m going to talk about training rather than about education, that is, I’m going to talk about training after education. I won’t tell you that we in the ILO don’t recognize the crucial input of basic education for all but I’m going to talk about training as distinct from education. It’s what happens after basic education, be it immediately or be it much later perhaps.

I’m going to talk about work rather than employment. I’m going to talk about work in the informal sector rather than employment in the informal sector ; the French translation is emploi which is fine but it could also have been travail. There is a fine distinction there and if you need a philosopher to prove it I’ll give you the name later.

I’m going to talk about acquiring the skills that people need to make a living. I’m going to talk about work and people who work in the informal sector.

I’m going to present an agenda that you're probably familiar with or that you may have been familiar with, « old hat », something we finished discussing ten years ago. I am afraid, however, that that agenda may
I. Assumptions

Having said all that, I’d like to begin by suggesting that we agree on a number of things we need not necessarily agree on, but, let’s put it this way, I’d like to begin by suggesting that there are certain things that I’m not going to discuss with you at this stage. I will just mention them as if they were axioms.

Africa is not well. It continues to face a range of complex and often related development problems. There is widespread poverty and this is directly related to what most people do for a living and how they do it. As there are far more job seekers than salaried jobs, many people end up self-employed in micro-enterprises. In fact, the majority of the labour force is working in what is commonly referred to as « the informal sector ». The informal sector or « informal economy », including subsistence farming, is here to stay for years to come. It’s not been there just since a few years and it will not go away in just a few years. I further hold that there is ample reason and scope to improve conditions of those who work in this informal sector. And training, finally, may be an effective tool for that purpose.

II. Usefulness of training in the informal sector

a) Training : the first question to be asked when we say « training » is « Who are we talking about ? ». Let’s visualize them, let’s name them and point our fingers at them.

b) Why should we train these people ? Why is training there to begin with, as a tool in our development kit ?

I’ll try and venture some logic here.

The skills that men and women have, impact, to a larger or lesser extent, on what they do for a living, right ?

The skills that men and women have impact on what they produce and how they produce… as well on the quantity and the quality of their products, right ?

The skills that men and women have translate into output and income and may therefore play a role in combating widespread poverty. Do you see the link ?

The skills that men and women have show up in productivity, in innovation, in occupational safety and health and in product diversification.

In other words, it appears that training or skills development by any other name could do wonders for people at work including those at work in the informal sector. Indeed, from observing what goes on in that informal sector, it appears that useful skills are often in short supply. Productivity and quality are typically low. Innovation is limited. Everybody seems to produce the same thing. There are lots of unsafe practices and accidents and as a result most people earn very little.

Surveys, though there are not that many, do show that large numbers of people who work in this informal sector want training of one sort or another...
III. Governments often neglected these training in spite of its usefulness

While some efforts are being made, resulting here and there in alternative training agendas, there are few signs of serious, sizeable, systematic and sustained implementation of such an agenda. It’s talked about but it’s not done. Maybe there are a few exceptions, but basically, it’s not done. Training for work in the informal sector remains mostly a marginal phenomenon provided, in particular, by assorted NGOs to limited numbers of beneficiaries.

Admittedly, a number of governments that I’m quite ready to cite, for example Mali, but there are others in Africa and in other parts of the world, that were initially unconvinced, now appear to have come around and think that it’s a good idea as long as someone else does it, and as long as donors foot the bill. As I said, there are exceptions but not many.

On the whole, those who should care seem to have lost sight of what should be done and of their agenda. That’s what this lost agenda is about. Coming back to the subtitle of this conference, for those who search for challenges and opportunities, how about more training for women and men who work in the informal sector? Isn’t that an obvious challenge, an obvious opportunity?

What have we learned about training for work in the informal sector? As I said, certain surveys have been done and we have been observing developing country economies for quite a while. We have learned that it is important to have good quality basic education for all; that’s where we start. We’ve also learned about the lack of relevance and the lack of effectiveness of formal vocational education and training institutions. They train, they continue to train, and I apologize in advance for a lack of nuance, they continue to train in many countries for jobs that do not exist. And they’re not very good at that either.

Governments appear to play a limited role as a training provider. It’s just marginal numbers that are touched by government intervention. Now, where do these informal sector people get their skills then? They’re not just selling cigarettes, one cigarette at a time. They’re not just travelling salespeople. They’re producers of wooden and metal products, of food products etc. And they’re providers of all sorts of services. Where do they get their skills? They get their skills from within, on the job, mostly as young people who become traditional apprentices. I’m not talking about apprentices of the kind that were imported by legislation, I’m talking about traditional apprenticeship of the kind that seems to have always been there. In a country such as Nigeria, we’re talking not just about the few thousand that the government may take care of in institutions, we’re talking about hundreds of thousands, maybe even a million or more young people who are being trained as we speak. Now you might say “This is child labour. This is exploitation, not training”, but, and we should probably also ask our Nigerian or West African friends present here, because this is particularly the case in West Africa, I assure you: it’s training and it’s perceived as training. It’s not child labour, and the surveys show it, because it’s after basic education and school leavers are typically 15 years or over. I am not saying that there is no child labour in these places, I am saying that traditional apprentices in West Africa are over 15 and more often than not over 18 years old. There are contracts there, sometimes written contracts. It’s basically a very formal institution. The only thing is that the government doesn’t get in anywhere.
A government may want to get in and that’s perhaps something we should look into and discuss. The point, of course, is that I don’t think it’s easy for a government to simply take this over when we’re talking about maybe more than a million young people being trained by a system that seems somehow to produce useful skills. Indeed, not all of these products in the informal sector are useless or of low quality. Of course not! They’re being bought and they’re being used and bought again.

IV. Creating an adequate agenda

What are the elements of an alternative training agenda? I would suggest that we move systems around, that we re-orient systems, take them in our hands and simply shift the focus elsewhere. Think of shifting them, not necessarily from zero to one hundred, but to closer to this side or closer to that side. Think of moving training systems in countries where most people are working in the informal sector from:
- preparing youngsters for wage employment to preparing them for self-employment,
- shift from an exclusive interest in pre-employment training to focussing on in-service training,
- shift from institution-based to workplace-based,
- from once-and-for-all to lifelong learning. Yes, lifelong learning in the informal sector.

Move systems from being exclusive and limited to just a handful, to being accessible to all. Think of moving them:
- from occupation-based to problem-based,
- from solely technical to comprehensive in terms of whatever problems people face at the workplace,
- from trainer-driven to learner-driven,
- from long duration to short-term,
- from book-based to hands-on. Now that’s a different agenda, isn’t it!
- from centralized to community-based,
- from stand-alone to part of a larger package of measures that may have to be taken, of which some have already been mentioned.

We are talking about a completely different sort of training for a very different and far larger clientele, a paradigm shift in fact.

V. Possible causes for the absence of such agendas

So why aren’t these agendas implemented?

a) The context is not conducive

War, conflict, famine and other contextual reasons should be seriously taken into account. A government that may not be interested in human development, of which there are only a few, but they’re there! Put another way, some governments are more interested in human development than others; that’s what UNDP tells us at least.

b) A blurred vision of labour market realities

I don’t think that lack of labour market information, which is a serious problem, can
be blamed for this. People know their labour market, even without all the statistics and they may have a rosy or a blurred picture of these labour market realities.

c) A minimalist view of training

People who matter believe that training can only do so much and is only for people who end up with multinational enterprises as laboratory technicians, for example. Also, there is the minimalist view of the role of government in training.

Let it all be done by the private sector. I think it’s obvious from what I’m saying that I think that government has a role to play. Maybe the agenda is not implemented because trainers and others who are responsible having an elitist perception of training needs: « I’m not going to train these illiterate artisans with their dirty hands in the informal sector ». There is an « us » and « them » discussion which is very common in this context. Disdain for the informal sector is there, whether we like it or not.

Conclusion

Of course, the whole alternative agenda that I just put on the table may be no good, and you may have substantive comments on it and say that you don’t believe it will ever work. That may be another reason for not starting implementation or giving it a try. Another problem is rigidities in re-orienting current systems because of resource constraints, resource misallocation or resistance to change among key actors.

There are probably only a few countries, and I don’t want to offend anyone, where all these reasons for inaction apply, but there are many examples of governments addressing such obstacles. So, if you’d ask me, I’d say that governments should be serious about development and accept the challenge and use every opportunity to re-focus the training systems on people who work in the informal sector.
1) Financing training in the informal sector

2) Minimum age required for starting vocational training

3) Training of business owners and women should not be forgotten

4) The impact of trade unions and employer organizations

5) Possible support by the private sector for training in the informal sector

6) The informal sector in Europe

7) How can we convince governments to take an interest in the informal sector?

8) The informal sector is very heterogeneous

9) How should technical education and vocational training be differentiated?
1) Financing training in the informal sector

Unidentified speaker

Question
« First of all I would like to thank Mr. Fluitman for his presentation. I am wondering if the informal sector is ready to pay for training. Speaking about my country (I don’t know about others), I don’t think that trainees have the money to pay, nor do I believe that businessmen in the informal sector are ready to pay to train workers. »

Fred Fluitman

Answer
« Very clear question. I’m going to try to give you a very clear answer. I think they are ready, and I’m going to give you two examples, but I’m talking about a different kind of training. I’m talking about training that makes a difference, about training in the workplace.

a) Now, you go as a trainer to that person in the workplace and say « Why aren’t you doing it differently? You could cut your piece of cloth differently and save on the cloth: productivity increases, income increases. You could cut it this way without hurting your fingers and leaving blood stains on the cloth, making it useless because it’s stained ». I’m not talking about people in a classroom for two years, for one year, or even six months. I’m talking about a very different training paradigm of giving people skill injections. People are prepared to pay for it if they know that it helps.

b) Second case: Traditional apprenticeships are induction training for young people starting out. They pay massively in West Africa; they come from poor families that are paying in cash and in kind and in gin (drinks), to start their apprenticeship and to finish it. So there is massive evidence of the poor paying for training and of the not so poor being paid stipends in government institutions for being trained without success. So it’s an upside-down world in Africa. These are the realities. »

2) Minimum age required for starting vocational training

Unidentified speaker

Question
« We have talked about the problems of apprenticeship, training, and technical education – but without mentioning the age problem. I would therefore like to ask the representative from the ILO in particular what one should do with children who are leaving primary school: at what age do we begin to be interested in their training? What should we do with them between leaving primary school and the moment where we think they are mature enough to be able to enter the apprenticeship system? Leave them in the street? »
Answer a

“Firstly, children in Africa go to school late. They leave school because they repeat a lot when they are 14-17 years old. Many of them. Maybe not in the countries you are familiar with, but in the surveys we’ve done we find that those who go for traditional apprenticeship – and we are talking about a formal institution, a formal engagement – the apprentices are not children. I would be the first, representing the ILO, to cry out against child labor, having been to other parts of the world where it is a far more serious problem, but in Africa, traditional apprenticeship of the sort I’m talking about, and I’m talking about large numbers, is not a child labor problem.

Now what do we do with the kids in the street? I don’t know. I’m talking about training people, including young people at work, to improve their productivity, their safety, and the quality of their product. I don’t think that these active labor-market policies you are thinking of – training young people who are hanging out – have proven very effective. If you have money to spare for that sort of training you should invest in the quality of education, so that students stay in school longer. Education happens to be cheaper than training. What I propose for this particular target group is that the focus should be on those who’ve decided where their niche is, where they will work, where they will have to work.”

Answer b

“Do you keep kids in school so that you don’t have to deal with the problem after kids leave school? What went wrong? Why are they not in school?

Secondly, what’s the role of nonformal education? If the formal education delivery system doesn’t work, what’s the role of nonformal education in reaching kids? Because you cannot be trained over a lifecycle without a foundation of early schooling and education. The data show us very clearly that those who do not have early schooling have less training over the lifecycle than those who do. So when you don’t solve the education problem, you are incurring a lifetime cost. You certainly want a system that keeps options open for return to school as an adult or to a nonformal system so that if you make a choice early it doesn’t condemn you to a life without education.

As far as what training programs do for early school leavers, I would simply urge you to evaluate those programs rigorously to see what impact they have on the life and earnings of those individuals. I think you might be surprised to find much less impact than you might have thought.”

Answer c

“Another addition to your remark. It may be necessary to remind ourselves that certain training support programs intended for apprentices in the informal sectors are not solely vocational. Young people take introductory work-based learning as well as training segments in the centers; this time is devoted as much to academic content of a vocational nature as to reinforcing core skills. Thus, through these program – and Mali’s case illustrates this – young people who entered the world of work very early gain some access to general education and basic knowledge.”
3) Training of business owners and women should not be forgotten

Identification speaker

Comment
« Programs aimed at traditional apprentices may be most successful. Evidence from Togo shows that if you simultaneously offer the master an opportunity to be trained – maybe you don’t call it training – or to somehow acquire a new technology, a new insight, or new techniques, you’ll find very successful projects. By the way, we are not talking not only about young men, but also about women, many of whom are apprentices. »

4) The impact of trade unions and employer organizations

Identification speaker

Comment
« I would like to add some comments on the two studies done by the gentleman from the World Bank (Arvil van Adams) and the gentleman from UNESCO (David Atchoarena). They concern, to add a new dimension, the contribution of trade unions and employer organizations. In Senegal, we realized that very active players were involved, functioning as an in business receptacle for vocational training. Their point of view of the process is so important that they should be taken into consideration today. If vocational training does not meet their needs and is rejected by business, it fails. »

5) Possible support by the private sector for training in the informal sector

Identification speaker

Comment
« I would like to relate an anecdote in relation to Mr. Fluitman’s statement. We have seen some very interesting cases in Senegal. The informal sector indeed represents a large cross-section today. At one point, business owners called on us to see what we could do in automobile repair, metalwork and welding, and appliance repair. We asked two car makers, Renault and Citroën, to see what they could do. After five or six months of cooperative discussion, they made educational vehicles available to training schools. They were new models with all the gadgets and technological innovations. The informal sector, which today represents at least 70 % of automobile repair (repairs by an authorized dealer being very expensive), was therefore able to train itself. It was a worthwhile experiment for both parties. The same was true of Air Liquide and Samsung in household appliance repair. »

6) The informal sector in Europe

Identification speaker

Question
« A quick question for Fred. The nonformal sector is a problem not only in Africa but also in Europe. I just came back from a conference in Sicily, where there is a large nonformal sector, indeed throughout southern
Italy. Is training a way to bring the nonformal sector into the formal by removing disincentives for businesses to register or by increasing productivity through subcontracting? As one French fellow said down there, « I wish I had a company where I had no employees, just a good management team, sufficient capital, and everything contracted out. » That sort of scheme needs informal enterprises that wish to move forward into the formal sector. Or is that dead?

**Question**

« The picture you draw of the informal economy is also very true in what are called middle-income countries and in the region I’m familiar with – the Middle East and North Africa. But when you try to look at why this shift is not happening, you see clear political economy issues. The voices of people in the informal sector are not heard, and there is no incentive for governments to start to make that shift. That’s one point. Second, governments cannot, with the tools available to them at this point, provide the kind of training we are talking about here, such as teaching a tailor how to increase his or her productivity. So this is simply something that will have to be contracted out, and we see in most countries that the private sector is doing it better than public institutions. My question is : What can move governments into taking action on behalf of the informal sector? »

**Answer**

« We may be talking about different things. In the case of the European informal sector, we speak of the process of « informalization. » Maybe the labor market has become too flexible; maybe social security costs are too high. When that happens, informalization occurs in the form of the underground economy.

In Africa and South Asia we are talking about the original economy in which the formal implant has been rejected or encountered obstacles to further growth. The advice I’ve given in Africa and South Asia I would not think of giving in the Italian context. »

**Question**

« Complicated question. It is an issue of equity and political economy. What will move governments is the fact that they are in the end also people – civil servants who have children, nieces, nephews, and relatives in the informal sector. What will move them are projects that show what works; for example, in a decentralized setting, to allow principals of training institutions that are not functioning very well to open new windows, to open their doors to new clients. If that works, by bringing in new resources at the local level, I think you’ll probably see a movement. But your point is very well taken. Governments must put their money where their mouth is, because they may preach equity but keep putting their money somewhere else. »
8) The informal sector is very heterogeneous

Unidentified speaker

▶ Comment

« Not all informal economies and not all informal firms are the same. If you distinguish by size of enterprise we have what could be called a subsistence sector – those with fewer than ten employees. Often they are unpaid family workers with a family member owning the business. The chances of those growing and creating jobs in the long run are distinctly different from – and data show they are much lower than – enterprises in the 10-50 or 51-100 worker range. If you really want to create jobs and growth in the informal economy you have to distinguish the subsistence firms, which basically pose an equity issue, from the firms that have the basic capacity to grow but are inefficient because they don’t have access to appropriate technology, capital, marketing assistance, or skills. »

9) How should technical education and vocational training be differentiated?

Unidentified speaker

▶ Question

« Many thanks to Fred Fluitman from the ILO. I have three questions. Who is going to be trained? Why do we train people? And what is training? These three questions are important because most of the countries mix technical education and technical and vocational centers. I would like to know how to differentiate between technical education and vocational training centers. Will a recommendation be forthcoming from this conference? »
Session 4:
OBJECTIVES OF TEVT

PART 2

The social dimension of TEVT:
The legal standards of the Council of Europe
and its action in favor of Roma communities in Europe
Mrs. Olöf Olafsdottir – Council of Europe

The challenges of
farmer training: the example
of french-speaking west africa
Mr. Alain Maragnani – Ministère de l’Agriculture, France

General discussion

M’Bodji DIALLO
Chair
MALI
Ladies and Gentlemen,

It is my pleasure to be here today to talk about the social dimension of technical and vocational training, in my function as a representative of the Council of Europe. I would like to thank the organizers for having invited me to take part in this conference. Contacts already exist between the Council of Europe and the World Bank involving projects concerning the Roma/Gypsies and notably the Decade for the Roma which will be launched in 2005.

For those of you who do not know the Council of Europe, it is a pan-European organization founded in 1949, with its head office in Strasburg. Today, it is composed of 45 Member States and covers 800 million Europeans with common political objectives based on values such as democracy, human rights and the State of Law.

The fact that I worked for the Directorate of Human Rights at the Council of Europe for a long time will have an influence on my presentation. The right of access to education is stipulated in the first protocol (1952) of the European Convention on Human Rights (ECHR), and the European Social Charter guarantees the right to education and vocational training.

It must be said immediately that the topic of technical and vocational training has not been given any particular special attention by the Directorate of Education at the Council of Europe where I currently work. Our priorities are set on long-term activities regarding general national policies on education, training of teachers and education in favor of multilingualism. We also carry out short-term projects such as Education for Democratic Citizenship, education of Roma/Gypsy children and the teaching of history including inter-cultural education and inter-religious dialog in order to promote memory and multiperspectivity. As far as higher education is concerned, the recognition of university qualifications is a topic which receives constant attention, as does the social dimension in higher education which includes public responsibility for this type of education and the democratic governing of education institutions.

However, the overall importance given by the Council of Europe to vocational training clearly appears through the case law of the European Committee of Social Rights responsible for the respect of the rights stipulated in the European Social Charter and in the (revised) European Social Charter. Furthermore, the action that the Council of Europe has been leading for about twenty years in support of Roma communities puts education and vocational training in the front line. These are the two topics that I am going to present here.
I. The European Social Charter (revised)

The right to vocational training is closely linked to the right to work, a right which is surely the most fundamental of the European Social Charter. The Charter is a strict document listing a wide range of economic and social rights, and acts as a complement to the European Convention on Human Rights which guarantees civil and political human rights.

The Charter was opened for signature in 1961 and came into force in 1965. It covers rights and freedoms and establishes a system of control. The respect of the agreements stated in the Charter is therefore subject to control by the European Committee of Social Rights, composed of thirteen independent members. This committee judges the conformity of national laws and practices of party States against the provisions they adopted on signing the Charter or revised Charter, based on national reports submitted at regular intervals. All Member States have signed the Charter or the revised Charter, and only a few have not ratified it.

The Charter was recently revised and the European Social Charter, revised in 1996 and which came into force in 1999, is slowly replacing the initial treaty of 1961. Furthermore, a system of collective complaints came into force in 1998.

The rights guaranteed by the Charter concern all individuals in their daily lives. They deal notably with the right to housing, health, education, employment, social protection and non-discrimination. Three articles are relevant to our topic: article 1, paragraph 4 of the Charter defines vocational training as a means to ensure the effective exercising of the right to work, article 9 establishes a right to vocational guidance and article 10 a right to vocational training. It was in fact the first time that a provision in an international treaty ensured the right to vocational training.

The European Committee of Social Rights has always accorded great importance to vocational training. It considered that it was essential, not only because it allows the integration of young people into working life and maintains and constantly improves the qualification of the workforce, but also because it plays a central role in numerous aspects of personal development and social integration. It represents the most direct link between education and the world of work.

However the Committee is aware that vocational training tends not to have a precise and universally applicable definition. Traditions and national systems are very different when it comes to education and notably, to vocational training. Moreover, the Committee has underlined several times that vocational training goes beyond initial training of young people which allows them to acquire a professional qualification for a particular trade. It also deals with « complementary » or « continuing » vocational training for workers already in a profession, as well as with retraining for workers in search of a new activity and « world of work training » for the unemployed workforce. All these questions are particularly pertinent when we look at the situation of the Roma/Gypsies in the Member States.

Amongst the issues raised by the European Committee of Social Rights on the subject of vocational training, the following can be underlined:

- Unequal treatment of foreign citizens from other parties with regard to the access to vocational training and the right to possible additional measures, such as allowances, grants or loans. In some States, discriminatory conditions related to the duration of residency or employment came under heavy criticism from the Committee;

- The lack of information on the general organization of vocational training, notably the existence of clear legal guidelines, the respective roles of technical and vocational training institutions and businesses, the number of education personnel and pupils, the distribution of the training effort amongst different economic sectors, the participation of social partners in the definition and control of vocational training policies, etc.;

- In some States, the lack of consultation by employers and workers’ professional organizations to create and implement vocational training.
Detailed information on all these questions and others can be found in the conclusions drawn by the European Committee of Social Rights on the subject of national reports.

On the subject of the financing of vocational training, the Committee believes that it could come from public or private sources. Without going into the didactic and pedagogical content, the Committee noted that « complementarity between school and businesses in the training process » is essential.

As far as apprenticeship systems, are concerned, the Committee pays particular attention to the possibility for those interested in getting a place in apprenticeship as well as to the proportion of people who start training and finish their apprenticeship – including the right balance, in the proportion of boys to girls – and to the geographical spread of these systems.

With regard to vocational training for adults, the Committee pays particular attention to measures aimed at certain target groups, notably the long-term unemployed, youth, women and migrant workers.

It is important to note here that, in the eyes of the Committee on Social Rights, employment, guidance and vocational training services are not only the pillars of policy as a whole, but they also create individual rights which need to be guaranteed independently from the employment situation.

All the questions mentioned above are markedly more critical when you look at the situation of the Roma/Gypsies in the Member States.

II. Action of the Council of Europe in favor of Roma and Gypsies Communities

Developing a European approach with the Roma/Gypsies is to acknowledge the fact that they form the largest minority in Europe in terms of their number: about 10 million people. Their communities are present throughout Europe; however various forms of rejection remain a dominant factor in the relationship between the Roma/Gypsies and their immediate environment. Illiteracy or semi-literacy constitutes a severe handicap, holding the Roma in a vicious circle of poverty and social exclusion.

These communities are facing one of the most difficult economic situations in the majority of Council of Europe Member States, particularly in Central and Eastern European countries, where they were amongst those who suffered the most from the transition to a market economy. The situation for many Roma/Gypsy communities in Western Europe is often not much better than that in the new Member States.

Some of the many reasons that led to this situation are the disappearance of the Roma/Gypsies’ traditional trades due to the industrialization and urban development of European societies; a serious lack in education and vocational training; lack of qualifications in an evermore competitive labor market.

The level of unemployment among Roma/Gypsy communities is extremely high. In some of them unemployment levels can reach 80-90% where women and young people constitute the greater part. A large proportion of Roma/Gypsies live below the poverty line and their situation is constantly getting worse: The spiral of exclusion and marginalization continues to worsen with the loss of values, many resorts to petty crime to survive and inter-community relations deteriorate. In the long-term, this is a threat to the social cohesion of the Member States. To improve their situation, notably with regard to employment, remains a big challenge for the whole of Europe.

For many years, the Council of Europe has been making efforts to find solutions to this problem. The Parliamentary Assembly (representatives of national parliaments) and the Committee of Ministers (government representatives) adopted several texts containing propositions aimed at remedying the Roma/Gypsies’ economical and unemployment problems. One of the most important texts is Recommendation n° R (2000) 4, on the education of Roma/Gypsy children in Europe, which stresses that equal opportunities in the field of education is a must in order to fight against the Roma/Gypsies’ disadvantaged position.
A project to implement this Recommendation is currently under way at the Directorate for Education at the Council of Europe. Its intention is not to act as a substitute for Member States, but rather to stimulate national initiatives, to encourage new measures, to cooperate with other international institutions and NGOs active in this field.

The Council of Europe has already gained wide experience working on the subject of, and together with, the Roma/Gypsy communities (the first seminar for the training of teachers was organized in 1983). The main aim is to promote access to education, especially to secondary and higher education which would allow a young generation of trained and competitive Roma/Gypsies to enter the labor market. At the same time, it is necessary to promote access of young Roma/Gypsies to vocational training and apprenticeship in those trades where a local market exists. Notices of good practice will be published for the teachers as well as guides and pedagogical material. Vocational training for educational personnel, be it initial or continuous, is essential to this project. It means training Roma mediators and trainers, giving them recognized vocational training to qualify them, and training people to deal with inter-cultural processes. The Council of Europe will undoubtedly pursue this project for many years to come but our financial means are limited. We hope therefore that institutions such as the World Bank will be able to support us in our actions and in extending them. With all these measures, it is important to keep the Roma culture in mind in school programs, to recruit personnel from the Roma communities, to adopt an innovative approach in post-school education and in adult vocational training, and why not even in the informal sector.

Since the marginalization of the Roma/Gypsies has many causes, we must look for complex solutions and act in synergy with all the parties concerned: State administration, local authorities, businesses, financial institutions, NGOs and unions. Innovative and provocative global policies should be adopted by the Member States.

Amongst the actions currently undertaken and the leads developed in various countries, the following can be mentioned:

- Literacy courses;
- To provide initial vocational training or new training suited to the needs of the labor market and offering possibilities;
- To boost trades and traditional qualifications of the Roma/Gypsies where opportunities exist in the labor market;
- To set up a school workshop system and a business “nursery” center where the unemployed can have access to training in a particular field (trade apprenticeship, training in business management and market research) whilst benefiting from (limited) financial support;
- To opt for quotas or reserved places for minorities, notably for Roma/Gypsies in vocational training and higher education institutions;
- To create grant structures for young Roma/Gypsies which would open doors to vocational/apprenticeship training and/or higher education;
- To encourage employers to take on Roma people by offering them incentives;
- To provide information, assistance and advice on vocational training.

A European fund (PAKIV) exists for Roma people to develop economic Roma projects, including income-generating projects and access to vocational training. Furthermore, several regional training seminars were organized in South-East Europe with the aim of setting up a regional network for employment seekers and organizing local vocational training workshops. Finally, the Council of Europe Development Bank considers that the improvement in the living conditions of the Roma minority population is an important priority and is now fully involved in this project. But the problem is so vast that all of this is largely insufficient.
In conclusion, I would like to stress that, when taking the example of the Roma/Gypsies, I am sure that we are at the heart of the fundamental political, social and cultural questions of Europe today, and at the heart of implementing instruments which form the basis of the protection of human rights at the Council of Europe (European Convention on Human Rights, European Framework Convention for the Protection of National Minorities and the European Social Charter). The international organizations must pull together so that the Roma/Gypsies can finally accede to their rights.

For these people, considered all too often as being on the fringes of society, this is not a fringe topic. Working for and with the Roma people might help us to grasp our teaching methods from a different point of view by combining flexibility and innovation. During this conference we talked a lot about the reforms necessary in vocational training. The Steering Committee of the Education Project of Roma/Gypsy children has stressed that the education of Roma/Gypsies must be acknowledged as being the source of a necessary renewal in the field of education, and that a renewal in the pedagogical approach, including in the field of vocational training, can and must be one of the outcomes of the Project.

The education and training of Roma/Gypsies is a challenge, but also perhaps an opportunity for the future of Europe. It is up to us to valorize their presence and to see the existence of these communities as positive, to move from a « social integration problem » to a « model of European integration ».
The changes in the rural environment of the sub-Saharan African countries have never been as rapid as today: the very large population growth in these countries means that it is now more than ever necessary to tackle the problems of access to housing, increase in productivity, durability of agricultural production systems and new generations entering the job market. In addition to these questions that are already difficult to solve, there is an economic « globalization » that destabilizes markets, economic cycles and rural societies.

When knowledge and practices are transmitted almost uniquely in a family teaching-based context, they develop slowly and quickly become obsolete in a rapidly changing context. For rural populations to manage, decide and implement the changes that they judge necessary, they must be equipped with the necessary tools to access information and analyze their situation on their own. That is why, today, we must envisage both literacy campaigns on a mass scale and professional training systems for rural populations, not forgetting that costs must be carefully managed.

In an environment that is now very unstable, we must find solutions to situations that no other rural society has had to face in such a short time. This will only be possible if accompanied by decentralization of decision-making and self-management by the rural populations of their own development, closely linked to the national rural and educational development policies.

Summary

The changes in the rural environment of the sub-Saharan African countries have never been as rapid as today: the very large population growth in these countries means that it is now more than ever necessary to tackle the problems of access to housing, increase in productivity, durability of agricultural production systems and new generations entering the job market. In addition to these questions that are already difficult to solve, there is an economic « globalization » that destabilizes markets, economic cycles and rural societies.

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After long remaining pertinent, the traditional farming systems in French-speaking West Africa now display increasingly marked signs of obsolescence with the rapid increase in population densities resulting from an overall increase in population (from 28 million in 1960 to 58 million in 1990), the spread of populated areas caused by accelerated urbanisation (from 12 % in 1960 to 32 % in 1990), the increasing scarcity of agricultural colonisation areas (decrease in the areas available, socio-political tension and the monetarisation of land).

Basic occupational training is a necessity for ensuring the human development of nations, in particular in West Africa, to increase agricultural production and productivity, to prevent an increase in the number of underprivileged persons and their marginalisation in a fast-changing world economy. Unless a rigorous effort is made to prevent this risk, some countries or even certain sub-regions will become pockets of misery, despair or violence that humanitarian aid alone would not be able to reduce.

1 This article has been written with Pierre DEBOUVRY et Martin WEISS. It has been presented to the UNESCO and the FAO seminars « Education for rural people : targeting the poor » (Rome. 12 - 13 December 2002) and to the international Conference « Les réformes de l’enseignement technique et de la formation professionnelle dans l’économie de la connaissance – Défis et opportunités au niveau secondaire » (Paris. 16 - 18 December de 2003).
I. New agricultural development issues

Agriculture in sub-Saharan Africa produces most of the food products consumed, accounts for 34% of the GDP and 40% of all exports of goods, is the main employer of labour (70%) and is therefore an essential source of income for the population. Agriculture is also the main source of raw materials for industry and the main purchaser of simple tools and services (transport), etc.

These features underline, if needs be, the importance of the defining of national agricultural policies in these countries.

After long remaining pertinent, the traditional farming systems in French-speaking West Africa now display increasingly marked signs of obsolescence with the rapid increase in population densities resulting from an overall increase in population (from 28 million in 1960 to 58 million in 1990), the spread of populated areas caused by accelerated urbanisation (from 12% in 1960 to 32% in 1990), the increasing scarcity of agricultural colonisation areas (decrease in the areas available, socio-political tension and the monetarisation of land). The population of French-speaking West Africa is in the throes of a demographic change and will very probably experience further deep-seated changes in the coming decades (a population of 130 million – 54% urbanised – is forecast for 2020). The intensity and duration of population and urban growth in West Africa are a remarkable illustration of farming sector issues in developing countries. The population will have increased six-fold in less than 70 years (1930 / 2000) and urbanisation from less than 5% to nearly 50%, with profound changes in the relations between human communities and land, between rural and urban people and between generations, resulting in many challenges.

Agricultural development in West Africa must face major issues, leading to raising the question of the role of professional farmer training courses.

1. The first issue: soil productivity

Increased rural population densities mean that the long natural fallows that formed the traditional basis of soil fertility management are no longer feasible and cultivated fields are increasingly close to each other. This results in the impoverishment of the land and increased risk of the infestation of crops by pests, leading to a tendency for yields to decrease.

For example, the population of Burkina Faso doubles practically every 30 years, rising from 2,800,000 in 1960 to 8,680,000 in 1990. Forecasts indicate a population of 16,330,000 in 2020. During the same period, the population density in rural areas increased from 13.8 to 33.7 per square kilometre. It will be 47.3 in 2020.

The technical farming teaching systems set up in most West African countries after the independences to train agricultural development managers are experiencing a deep-seated crisis. New training players have appeared in the rural world in recent years – NGOs, farmers’ or village organisations and private bodies – and implement new training facilities that are well integrated in the local environment. However, they are often scattered and little or not at all integrated in national policies.

Reflection on the position, role and organisation of training facilities in rural environments seems essential today at a time when international bodies are reaffirming the need for competent, sustainable human resources that are well organised and well equipped at the public, private and professional levels. Analysis of rural development issues is essential for determining lines of development for farmer training.

2. The second issue: agricultural labour productivity

Urban growth is resulting in a change in the ratio of urban to rural population. In the case of Burkina Faso, the urban population has increased as follows: 55,000 (1930), 526,000 (1960), 1,952,000 (1990), 6,900,000 (forecast for 2020), an increase in the urban/rural ratio from 1/50 to 1/2.4! Accelerated urbanisation, the stagnation of agriculture and the globalisation of trade are resulting in a strong increase in grain imports. According to FAO, Burkina Faso imports have moved as follows: 9,503 T (1961), 104,086 T (1990), 202,113 T (1998).

With the prospect of the growth of urban populations and changes in the urban/rural population ratio, the average surplus sold by each farmer must increase significantly (doubling or tripling) over the next 20 years if it is wished to maintain the initial food self-sufficiency.

3. The third issue: the productivity of capital in agriculture

Increased land and labour productivity require the increased use of agricultural machinery and livestock. These two features of operating capital will only develop if they allow – in terms of comparative advantages – minimum profitability in comparison with urban sector investment.

Capital productivity in agriculture raises the question of the capacity of producers to defend their interests via their currently emerging professional organisations.

4. The fourth issue: mastery of the management of rural areas

The non-reconstitution of the flora and fauna resulting from shorter fallows is also resulting in erosion phenomena and a general decrease in biodiversity. These features can be aggravated by the careless use of mechanisation requiring the grubbing out of cultivated fields and of the use of chemicals (fertilisers, pesticides, etc.) that may cause pollution.

Cultural practices that are not suited to the new context and population shifts generate visible anthropisation of land through the massive, uncontrolled destruction of natural resources.

This is accompanied by profound changes in the management of farmland. Land is changing very rapidly via division and privatisation from being inalienable common property to a market that can generate «landless farmers». Most of the countries that are aware of this transition situation are developing new landholding legislation. It is important that the profession should participate in the elaboration of new land law that concerns it directly.

5. The fifth issue: the professional integration of the upcoming generations

The high proportion of young people (50% of the population are less than 17 years old) resulting from the strong population increase in the past 40 years, induces the question of their professional integration. As the rural sector represents 60 to 90% of jobs and self-employment according to the country, a fair proportion of the 19-24-year-olds, whose numbers will double during the next 20/25 years, are likely to settle in the rural environment.

6. The sixth population: access to international markets

A large proportion of the agricultural economies of West African countries are substantially integrated in international trade in the cash crops that developed with colonisation. In sub-Saharan Africa, 70% of the export income from agricultural and food products is from 9 products (coffee, cocoa, banana, groundnut, cotton, rubber, tea, sugar and tobacco). However, «the world market does not operate in a fair liberal manner», with restrictions to access to markets in developed countries (non-tariff barriers), export subsidies in the latter for their agricultural and food products.

Faced with volatile prices for their products and irregular purchasing, producers are
The training systems set up after the independences laid emphasis on long courses leading to diplomas and focusing on the « modern » sector (state sector and large public or parapublic enterprises) in order to train the personnel required for the creation of a state system and to manage cash crops for the development of exports.

The 1990s slump halted state recruitment and deeply disturbed the functioning of agricultural teaching leading almost only to employment in the state sector. Student intake ceased or decreased, teaching staffs were reduced, curricula were not updated, infrastructure and equipment deteriorated and there were no relations with demand and the agricultural research sector. In fact, there is generally a serious problem of the failure of these systems to adapt to the present challenges of rural development in West African countries.

Today, higher education in agriculture has generally recovered the previous flows, and sometimes more, in order to respond to the delicate requirements of the integration of new holders of the baccalauréat. An effort is being made in technical agricultural teaching, with varying degrees of success according to the country, to switch to the training of farmers but is running up against problems of unsuitable teaching content and methods. Furthermore, basic vocational training has simply disappeared, or almost so. It must be redesigned with regard to both curricula (objectives, content, volume, duration and links with local knowledge) and systems (levels, operation procedures, learning situations, resources) that can attain a critical mass in a disparate public.

II. Training that does not meet today's challenges in agricultural development

The constant increase in food imports and especially cereals forms dangerous competition with local products and compromises prospects for the development of agricultural exports. It is important that the profession should participate in the development of these import strategies and in the control of the quantities effectively imported.

The distinctive nature of African agrarian history induced by the dynamics of its demographic, urban and colonial histories lies in the accumulation of the challenges to be taken up over a very short historical period.

It is true that new training players have appeared in rural areas during the past 10 years (NGOs, farmers' or village organisations, private bodies, etc.) using new training systems: continuing vocational training for farmers, managers of marketing groups and loan groups, support for the installation of young people, etc. Although these new training systems are generally characterised by strong integration in the local environment and the use of active and participative education methods such as alternate training, the search to adapt to the challenges of rural development nonetheless comes up against certain limits:

5 At a workshop in Bouaflé (Côte d’Ivoire) devoted to the analysis of training requirements, a theme recurred like a leitmotiv in the various stakeholder groups: « Can we have explanations concerning the security of outlets? ». INFPA/CNEARC/ENESAD/ENFA/ANADER. « Projet d’appui à la Valorisation des Ressources Humaines du Secteur Agricole - Atelier de Bouaflé - 7 - 9 July 1999 ». 
The contradictions shown between the challenges of agricultural development and the present training systems lead to a number of orientations:

1. **The need for high-quality basic education** ensuring the literacy of the greatest number. Basic education is a right and also a condition for agricultural growth and for the development of the land, individuals and societies that form the rural world, as long as it attains a critical mass.

2. **The setting up of extremely varied training systems** to respond to both the requirement of mass education for literate or illiterate publics that are extremely heterogeneous (men and women farmers, young adults, development agents) with procedures adapted to each of these publics and particular local situations (apprenticeship, technical training, continuing vocational training, alternating training, etc.).

3. Given the scale of the problems to be solved (variety of publics, mass training, adaptation of training to local conditions, rigorous managerial planning of human resources and public funds, cost mastery, etc.), **only interventions of diversified origins would seem able to respond to this challenge today**: interventions by the state, non-governmental organisations, parents' associations, basic groups, professional organisations, etc.

4. In a context in which it is extremely difficult to obtain financial resources, the **setting up of « classic » technical training in farming cannot be envisaged.** Although a number of « centres » can be rehabilitated for a limited public (agricultural counsellors, technicians of professional organisations and of businesses), for most of the upcoming generations it must be planned to complete the educational work undertaken in families, in the social environment and possibly at a primary school by providing, especially for young people setting up in farming, the possibility of access to knowledge that will complete family and social learning and will enable them to develop the new knowledge and practices associated with it.

5. The problem of the overall coherence of the agricultural training system arises with the multiplication of training bodies, participants and forms of intervention. **The public authorities have the role of ensuring this coherence** by defining the general orientations of the education policy, by guaranteeing access to knowledge for everybody, approving training bodies and curricula, appraising the quality of the training provided and conferring diplomas.

6. **It is also essential to redefine the objective and content of curricula.** Designed to train state officials and consisting of the juxtaposition of scientific disciplines, they do not correspond to professional trades and activities that involve a transverse, integrated approach to the various disciplines.

7. **Teaching methods should be redesigned** as it would be absurd to recommend a single educational method for a framework of heterogeneous publics, multiple operators and adaptation to occupations. The methods must be
adapted each time to different publics, to professional objectives, to varied learning situations and to resources and supports that can reach the broadest possible publics.

8. Finally, these vocational training systems should obviously not be limited to training in « farming » alone, even though the majority of the rural population consists of men and women farmers. Three complementary features must be taken into account:

- In West Africa, there is no strict « frontier » between the production, processing and marketing of agricultural and food products and also between these and local craft activities services. The survival of a family unit as a whole is based on the diversity and complementarity of activities;

- The development of the agricultural sector can only be achieved in parallel with the development of the activities upstream and downstream (supplies, storage, processing, distribution, etc.) and all services (health, education, trade, transport, craft activities, etc.) that contribute to maintaining the population in rural zones;

- Finally, all the rural populations must be prepared to be players in their own development, to take their future in their own hands and to be the partners and contacts of the various economic agents and state representatives.

The question of rural development and food security in West Africa must be addressed taking the following features into account:

- the importance of the agricultural sector in national development issues
- The role of agricultural training in national agricultural policies;
- Specific and complementary features in the various education systems in rural environments (basic education, general and technical secondary education, higher education, continued vocational training, etc.).

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Questions for Olóf Olafsdottir from Council of Europe
1) Education of Nomads
2) Problems in the identification and classification of jobs

Questions for Alain Maragnani
from the French Ministry for Agriculture
1) Which Ministry should oversee agricultural education?
2) In agricultural training should priority be given to initial training or on the job training?
3) In spite of rural-urban migration agricultural education should not be neglected in Africa
4) Where has the political weight of the rural sector gone?
5) Are there producer associations for agricultural education in Africa?

Questions for both
1) With respect to children’s rights
2) With respect to the fight against poverty, the literacy / professional training combination and children’s employment
Questions for Olöf Olafsdottir from Council of Europe

1) Education of Nomads

 Asked by
Nuru Alhaji YAKUBU from Nigeria
Executive Secretary National Board for technical education
Federal Ministry of Education

► Question
« My question is the issue of the gypsies, now referred to in Europe as the Romany people. I come from Nigeria. We have a group of people who share similar characteristics; they are the so-called nomads and migrant fishermen. We established the Commission for Nomadic Education to coordinate their training all over the country. I would like to know whether the Council of Europe is thinking similarly about a commission that will cut across all of Europe. In Nigeria, the problem is that, because of the very nature of their vocation, nomads and migrants move from one location to the other. The nomads herd cattle, residing during the rainy season in the northern part of the country and migrating to the south in the dry season, making it extremely difficult to keep track of their education, and particularly that of their children. I wonder if perhaps you have been able to ensure that the children continue to get regular education. »

2) Problems in the identification and classification of jobs

 Asked by
Cameroon / Unidentified speaker

► Question
« I have a question for the person who spoke about the social dimension of work. It was a good presentation, and one that allowed us to understand that the right to work is supported in the first instance by the right to vocational training. In our countries, there is one obvious difficulty: an information problem in the employment market as a whole, and between business and training centers in particular. So we have problems identifying the employment market and even in classifying jobs. This is why we would like — and this is one of our hopes in coming to this conference — to get help in the classification of jobs to harmonize training and work. »

Answers for 1 and 2
« I would first like to answer the question about the Roma. You were asking whether we had in Europe a commission or other mechanism for nomadic education. It is absolutely true that the biggest problem with the education of the Roma in Western Europe is that they move around. In Eastern Europe, they were mostly sedentary until the fall of the Berlin Wall. Even then their education was a problem. Now they are on the move because they have no jobs. They are trying to find something to live on in Western Europe. When we talk about educating these people or increasing their literacy rate we have to be extremely innovative and flexible. In France I think there have been interesting experiences with teachers who have stayed in the areas where the Roma stop to teach the children who come into these areas. This may be a promising approach. It is important that we respect their way of living and their culture. If you just tell them to renounce migration and...»
become sedentary, it is not going to work. We will have to be flexible and open. Member states such as Hungary and Romania that have tremendous problems with their Roma populations are working hard to help them get education and jobs. These would be good examples and models for you.

Someone mentioned that we aren’t fully informed about what is available. I told you that this, too, is a fact – the right to be informed and oriented – and in many countries there are indeed gaps in this regard. Greater emphasis should perhaps be placed on creating a real system of information about what is available. »

Questions for Alain Maragnani from the French Ministry for Agriculture

1) Which Ministry should oversee agricultural education?

Question a asked by

David Fretwell from the World Bank
Lead employment and training specialist

Question

« First, I am glad you are on the program, because often the needs of agricultural training are left aside as something different, as if agriculture were not an important economic sector. One of the reasons, of course, is that agricultural training is not dealt with by the authorities normally responsible for education and training. Instead, it usually is the exclusive preserve of the ministry of agriculture. Is that a bad thing? And do you think that it might be better to do away with this discrimination and have a single national authority look after training, including agricultural training? »

Question b asked by

Nuru Alhaji YAKUBU from Nigeria
Executive Secretary National Board for technical education. Federal Ministry of Education

Question

« We have the same problem raised by the previous speaker. Agricultural training is not regarded as a vocation because almost everybody is doing it – 75% of our people are involved in agriculture in one way or another. Agricultural training is coordinated by the minister of agriculture, whereas training for technical and vocational education is under the Ministry of Education. Nobody treats agriculture as part of technical and vocational education. What should be done? We are trying to do a couple of things to try to make sure that we treat them the same. But at the real vocational training level, very little is going on. »
2) In agricultural training should priority be given to initial training or on the job training?

Asked by
David Fretwell from the World Bank
Lead employment and training specialist

▶ Question
« Because you cannot do everything for everyone at once, in order to seek the greatest effect, would you opt for pre-employment training in agriculture or put your money in on-the-job training of farmers already at work? »

3) In spite of rural-urban migration agricultural education should not be neglected in Africa

Asked by
Cameroon / Unidentified speaker

▶ Question
« I agree with the gentleman who said that the world's rural population was growing in absolute terms. We should normally see much greater density, but the reality is quite different. Because so much of the land is unproductive, most of the rural population has migrated to the urban centers. This means that population density, instead of growing, is falling, posing the risk that lands will be allowed to lie fallow. Instead of decreasing, the fallow period threatens to increase. What we are hoping to get out of this conference is assistance in developing vocational education and training in the farming sector, especially since this sector is obviously the most important one for our country. »

4) Where has the political weight of the rural sector gone?

Unidentified speaker

▶ Question
« Just a quick question on agriculture, and one on political voice. You can't trust the urban- to-rural switch in Senegal over the last few years, and you can't compare it to what happened in Europe 200 years. As we know the political voice of the rural group in France has been very strong and sometimes problematic. In Sweden a hundred years ago when the vote was given to everyone, the Swedes started learning circles in the rural areas to make sure farmers knew about the political process. If you go to North America and compare the proportion of change, urban to rural, in the last 100 years it is very similar to the switch in Senegal. But the rural political voice is still there. My question is what happened to the political voice, because that is what will make something happen? »
5) Are there producer associations for agricultural education in Africa?

Unidentified speaker

Question

« My question is about agricultural education. Throughout history in Europe, and now in Latin America, on the most innovative farms and often on those that export their produce, farmers’ organizations and unions have played a very important role. They tend to organize apprenticeships themselves, training (with qualifications) young people who are entering the business of farming. I’d like to know whether, in your experience of Africa, one also sees this phenomenon of producers’ associations and whether they help support young people’s apprenticeships. »

Answers for 1 to 5

« You have asked many questions, and I don’t know if I’m going to be able to answer them all; what’s more, I may not even have all the answers. One of you said, quite rightly, that peasant farmers are not always given full consideration, because it is taken for granted that everyone farms, so everyone knows how. It’s true, they do know how, but the world is changing so fast that it is no longer possible for them to be able to adapt using only the knowledge passed down by their parents. Schooling allows them to take control of their future in a fast-moving world, to deal with questions that no country, no continent, has ever had to deal with in the past.

That is why I resolutely advocate that agricultural training should be considered. Should it be overseen by a ministry of agriculture or another ministry? I must say I don’t know, because each country has its own traditions. I know of cases where it hasn’t gone too badly. The case of France, for instance. The Ministry of Agriculture, which deals with all agricultural training, has done quite well it seems, to judge by the export power that France has become, and part of this exporting power is indeed due to training. What is important, whether it’s done in a ministry of education or of agriculture, is that the concerns of rural regions are tackled explicitly, and that ministries work together to solve rural issues. The issues and their solutions are not the same as in urban areas.

Moreover, the task in rural areas is so great that we must not envisage schools and teachers everywhere. In the future, it may be that professors and teachers will have to go to the farmers: this is what’s called extension education. Given the cost figures we have seen, it is probable that cheaper solutions must be found. Otherwise, we will never reach more than a minority. Mass education, unfortunately, is not the answer. More cost-effective training and methods need to be found. About the notion of the exclusive preserve. Each nation has the intelligence to find questions to the problems it encounters. I can only talk about how it worked in France.

With respect to Senegal, the figures I gave are national figures – no doubt there are differences from region to region. What is true is that the rural exodus is continuing. Despite it, the rural population is still increasing in absolute terms. It is very important to cap rural populations. People generally prefer to live near where they were born – they move to cities when forced to do so by economic and social factors. I’ve just come back from Luanda. Angola is a bit of a special case, after 30 years of war. There is peace now, but if the rural population is not capped, I don’t know how towns like that are going to be manageable. Tomorrow holds a social explosion in store. It is therefore in everyone’s interest that rural populations remain in the rural areas under conditions that will entice them to stay happily, since they are much attached to the land of their ancestors. »
It is also quite clear that there should be an agricultural and rural policy, that the political weight of the agricultural communities should be reinforced, and that, through farmers’ associations, unions, and other groups, more notice should be taken of rural issues.

As for the role of producers’ associations in information, it is true that in West Africa producers’ associations are starting to become significant, even politically. It is also true that they are concerned with training their members, but again, there is so much work to do that I’m not sure they can do it all. At the moment, they are mainly training managers and others who will take on responsibilities within these groups.

Questions for both

1) With respect to children’s rights

Question asked by / observation

Ernest TSIKEL’IANKINA from Madagascar
Director General of Technical Education and Vocational Training

► Question

« In Madagascar, a nine-year system of basic education has been adopted, but this objective has not been quickly achieved. Schools are seeing a lot of dropouts, with pupils returning to the countryside to work. Does this study take this context into account, because it poses the risk of a return to illiteracy? The solution may be to give extra vocational training to these schoolchildren so that they might work for the development of the country. »

2) With respect to the fight against poverty, the literacy / professional training combination and children’s employment

Unidentified speaker

► Question

« - An antipoverty program is being implemented in West Africa today. Not much has been said about it, but I believe that an important part of the effort involves vocational training, with the aim of improving access to trades for underprivileged people. The social dimension of technical and vocational education and training is something to consider.

- We have also just realized that there has been interest in combining literacy education and vocational training in rural Senegal, and today, in certain rural areas, literacy is being increased by working with groups of women and children to do horticulture, gardening, and so on. Unfortunately there aren’t enough trainers, and the programs have not always been well defined.

- One really important factor is children at work. At present, if rural children below a certain age are made to work on farms, it’s a scandal in the West, whereas the reality is quite different. Thus when we talk of vocational training and integration in these social groups, I think it necessary to talk about these children, whom we cannot leave in the street because they are not at school. They need an education. »
Answer a

"I’d like to tell you a story about children at work. This problem is not limited to Africa. We dialogued with the European committee on social rights for a charter on children at work for a long time. I am from Iceland, the northernmost country in Europe. There are not many of us, and there used to be a tradition of seasonal work for children. I myself worked in the fishing trade as a little girl of 12 or 13, and it was considered totally normal – a way to earn pocket money. The committee saw it as a terrible infringement of children’s rights. There were talks, and finally Iceland was forced to accept that it was forbidden for children under a certain age to work. This goes to show you that in some countries, even highly developed, very Western countries, it is considered absolutely normal for children to work. »

Answer b

"There is indeed a significant program as regard the war on poverty and it brings me back to the main point of my talk – don’t forget farming. Past experience shows that the war on poverty has sometimes concentrated more on urban populations, and that rural populations have sometimes been neglected. The war on rural poverty should be given due priority, taking into account the absolutely extraordinary challenges that these populations will have to meet in years to come. »

Answer c

"What is the best formula for a training module, and how should it be implemented at the intellectual level? I’ll explain. Because schools cannot be built everywhere, teachers need to be brought in.

As I was saying about the Roma, the teachers have to go to them. Although I left my own country at the age of 20, I clearly recall the itinerant school. Teachers came, gathered rural children together, and taught them. It worked very well. Why don’t we do that? Why must we always build magnificent buildings? Why not do it the simple way? This complements what was said yesterday about training in not formal sectors. »

Concluding statement

"We all have our equivalent of the Roma. In Mali, too, we have nomads in the north. Once we tried to have teachers follow the children, but I must say it was a very difficult experience. The teachers were not always prepared for it, and we were finally forced to stop. We also saw that, in this population, the children went without education. It is probably necessary to bring the matter up again. In my opinion, such matters can be resolved only on a case-by-case basis. We leave this type of gathering with major guidelines that we must adapt to our various situations. »
Session 5:
TEVT IN THE CONTEXT OF SECONDARY EDUCATION

Links between general education and TEVT: shared foundations
Mr. Wataru Iwamoto – UNESCO

TVET in Nigeria: current issues and reform strategies
Mr. Nuru A. Yakubu
National board of technical education, Nigeria

Comments
Mr. Phillip McKenzie – OCDE

General discussion

Zayer EL MAJID
Chair
MORROCO
Summary

The World Forum on Education held in Dakar in April 2000 and its follow-up activities have led to a recognition of the urgent need for a new and closer relationship between General Secondary Education (GSE) and Technical Education and Vocational Training (TEVT) in the efforts towards achieving quality education for all.

The increasing numbers of young people completing primary education as a result of the EFA process will call for opportunities for further learning that will prepare them for life and work. However, GSE in most countries is designed to prepare young people for university enrolment rather than for the world of work, although in reality most do not receive any post-secondary education.

TEVT is therefore being challenged more than ever to contribute to narrowing the mismatch between secondary-level education and the demands of the world of work.

This presentation will give an overview of the issues and challenges facing secondary-level education as well as UNESCO’s re-focused strategy to stimulate education reform so that young people may be better prepared for life and work in the knowledge society.

Introduction

It is a great honor for me to talk about the relationships between general secondary education and technical and vocational education. Before starting my presentation, I would like to congratulate the CIEP and the World Bank for the great success of this conference. As a member of the Steering Committee I really enjoyed the active debate we had yesterday and am looking forward to today’s and tomorrow’s events continuing in the same spirit.

As a preamble I would like to mention two points:

- The first point: a lot is being said about lifelong learning. As you know, this is a notion that was created by a UNESCO official in the 1960s. Nevertheless, the notion of lifelong learning became important again at the end of the 1990s, when the International Commission on Education for the Twenty-first Century, in other words the « Delors Commission » referred to the famous 4 pillars of education, i.e., learning to know, learning to do, learning to live together and learning to be (Report « Learning : the Treasure Within » 1996).
  In the context of this conference it is « learning to know » which is important. Technical progress and changes in knowledge move forward very quickly, therefore the teacher is no longer what he used to be a century ago, that is to say that students do not need to memorize everything but instead they must know how to learn to know. This also leads to the problem of entrepreneurship within secondary, technical and vocational education.

- The second point: how should basic education be conceived? If we talk about basic education, some might say that it doesn’t matter at the primary level. But in our opinion, this is too narrow-minded. If basic education is to give the ability to learn to know; that is to say to learn by oneself, it should be included in the first part of secondary education.
I would like you to bear these two points in mind; they are the « Basso ostinato » of my presentation.

Although the international and national efforts to achieve education for all often highlight universal primary education, the World Education Forum in Dakar in 2000 gave a new perspective to the role that General Secondary Education (GSE) and Technical and Vocational Education and Training (TVET) should play in the effort towards achieving quality education for all. EFA is a matter of top priority for the international community. In my intervention, I would like to briefly go through first how TVET at secondary level can contribute to the EFA movement. Secondly, I would like to discuss the inadequacies of current GSE and TVET, which will lead to the recognition of the urgent need for a new and closer relationship between these two streams. I will conclude with some ideas for new orientations as well as UNESCO’s approach to contribute to policy reforms.

**I. Technical and Vocational Education and Training (TVET) and Education for All movement (EFA)**

In addition to the goals that cover the attainment of universal primary education, gender equality, and improved literacy, the World Education Forum in Dakar also established a goal to ensure the learning needs of all young people and adults through equitable access to appropriate learning and life-skills programmes. It is very difficult to define what life-skills are, and I do not wish to enter into theological discussion on the definition. For example, EFA Global Monitoring Report 2003-2004 « The Leap to Equality » said the life-skills include general skills such as problem solving and negotiating and contextual skills linked to livelihood.

This goal not only concerns technical and vocational education and training but also makes reference to access to the learning opportunity by young people to gain knowledge and to develop the values, attitudes and skills that will enable them to develop their capacities to work and to participate fully in society. Development of work-related skills should play a key role and should be an integral part of education programmes.

**The Forum in Dakar and its follow-up activities yield new challenges and opportunities for secondary level education. The increasing number of young people completing primary education as a result of EFA movement will call for opportunities for further learning. There is also need for work opportunities for those young people who have acquired literacy and numeracy to fulfil their aspirations. For this, the meaning, purpose and contents of post-primary education, both general secondary and technical vocational, should be redefined. General secondary education is often designed to prepare young people for higher education with much emphasis given to academic subjects. Yesterday, one speaker said how much secondary education is important; sometimes it is a time for young people to decide their orientation and, as all of you experienced, it is a very unstable period, intellectually, psychologically and physically. During this crucial period can we concentrate only on academic subjects? Is it sufficient?

**II. The inadequacies in General Secondary Education (GSE) and Technical and Vocational Education and Training (TVET) systems**

The inadequacies in current general secondary education can be listed as follows:
- lack of career and realistic objectives
- heavy emphasis on academic subjects
- weak emphasis, low status for practical vocational skills
- weak linkage to labour market needs or even social needs.

In reality, the vast majority of these youngsters who graduated from secondary education are unlikely to move onto higher education but would rather enter into the world of work. They would need to acquire
knowledge, skills, and attitudes to equip themselves to find work and to be integrated socially but many find themselves ill-equipped for the world of work.

On the other hand TVET is being challenged more than ever to contribute to filling the mismatch between secondary level education and the demands of life and work. Yet TVET has often suffered from its perceived low status. Its share in total secondary enrolment is low especially in developing countries, partly due to the high cost of technical and vocational education provision. Technical skills in a narrow field can easily become obsolete. It is often pointed out that there is little instruction in humanities, aesthetics and social studies. In order to tackle these issues, reform of existing TVET is necessary to make it more effective and more accessible. For this, convergence of knowledge and particular skills is imperative. More opportunities for further learning should be open to TVET graduates. Concerning general secondary education, one option is integrating vocational aspects in some of the taught subjects. We should also provide a foundation of knowledge in a cluster of essential general competences. In addition to the reform of each stream there should be provision of seamless transitions back and forth between general secondary stream and technical and vocational stream. What I propose therefore is not only the reform of GSE and of the existing TVET, but also some kind of come-and-go between GSE and TVET.

The problem is, therefore to know how we can encompass shared foundations and articulation between GSE and TVET. We must also establish inter-relationships between GSE and TVET and essential generic competencies such as good communication skills, team work and entrepreneurship.

III. UNESCO’s approach

UNESCO’s actions in the field of GSE and TVET aim to support policy reform in its member states. As you know, UNESCO is composed of 190 countries each of which have an individual local context. UNESCO has a standard-setting role, like development and promotion of normative documents, such as the Recommendations concerning Technical and Vocational Education, which was revised in 2001.

UNESCO makes an effort to identify new trends, challenges and priorities for secondary level education while promoting policy dialogue among decision-makers. For example, our division has played a role of secretariat of the Inter-agency Consultative Group on Secondary Education Reform and Youth Affairs since 1999.

We also develop and diffuse standard-setting documents. Even last week, I was in Nigeria and conducted a sub-regional seminar for «evangelizing» the revised recommendations on technical and vocational education; this is also one of UNESCO’s roles.

Other roles are experimenting, innovating and conducting pilot projects, diffusing and sharing information, for example through international networks like UNEVOC Network. The UNEVOC centre of Bonn is a hub of this Network. We also provide upon request of a member state, technical assistance for reforms in that country. One example of this is the UNESCO Nigerian Project concerning the revitalization of TVET which Dr Nuru A. Yakubu will speak about after me.
Summary

This presentation presents a brief account of the TEVT sector of the Nigerian education tracing its origins, evolution over the years and the current structure, status and functions. Although this sector in Nigeria is limited to the award of national certificates and diplomas at sub-degree level, it has a very stable evaluation system designed to ensure quality by means of periodic accreditation of programmes. However, like its counterparts in other areas of the world, it suffers from low public esteem, poor funding and acute deficiencies in facilities and personnel.

The presentation raises a number of issues necessary for its refocusing and also proffered strategies of tackling them. Issues raised include:
- quality assurance,
- accessibility to TEVT and the impact of information and communication technology.
- Others include the impact of globalisation,
- lifelong learning,
- staffing,
- the need for guidance and counselling,
- and financing.

In analysing the issues raised, conclusions point to the fact that funding of TEVT in Nigeria, the impact of globalization and the ever changing scenario brought about by ICT and trade liberalisation have disrupted previous revitalization plans in the sector. This has led to the evolution of a new Master plan for revitalizing the sector. The implementation of the revised Master plan has commenced, albeit partially.

Prologue

I would like to start by most sincerely showing our appreciation from Nigeria, particularly the National Board for Technical Education to UNESCO, the World Bank, ETF, the Ministries of Education and Foreign Affairs and other sponsors of this Conference; in particular, UNESCO, and in very particular terms Mr. Wataru Iwamoto and his group. As he has said earlier, only last week I was privileged to host a sub-regional workshop on the revised recommendations on technical and vocational education and the ILO conclusions on technical and vocational education and training. We had about twenty or so participants from eleven West African countries and that provided us with an opportunity to review what we have been doing within the West African sub-region.

It’s a rare privilege for me to address this very important gathering on some of the efforts that we have embarked upon in Nigeria in order to revitalize our technical and vocational education.

Nigeria is a very complex country, so I will start with a little presentation of what Nigeria really is.
I. Summary presentation of Nigeria

Nigeria is a country comprising 138 million people and this population is growing at an annual rate of about 2.8%. At this rate, around the year 2030-2035, the population will have doubled. We have a land mass of nearly 1 million square kilometres, a GDP of only USD 43.4 billion and a per capita of USD 327. The main economic activities are agriculture, which contributes 37.4% of GDP, industry 28.8% and the manufacturing sector 4.2%. The average workforce as a proportion of the total population is only 2.6%.

Education’s share of the budget is rather low, taking the Federal budget alone. In Nigeria we have a system of government of a Federal Republic comprising 36 states with 774 local government authorities. Here, I’m talking about the Federal Government share of the total for Education, which is 5.6% and this is very low indeed.

Moreover we have about 250 ethnic entities in Nigeria, so I think you have now got an idea of the level of complexity of the country.

II. TVET history

A little history on technical and vocational education in the country. Like most other African countries, the historical development followed that of the colonial power, in Nigeria’s case, the United Kingdom. The first technical institution in the country was established in 1946, the Yaba Higher College. There was a commission, the Ashby Commission in 1960, which was established to review the system of education in the country, and the important thing here is that it concluded there was a very strong bias towards traditional literary and academic subjects which led to a lack of respect for manual and technical achievements. It recommended a strategic development of technical and vocational education. Then we had a third national development plan in 1975 which revealed that we had a surplus of academic and literary graduates in Nigeria, but an acute shortage of technicians. This eventually led to the setting-up of the place where I work now: the National Board for Technical Education. Its mandate is to coordinate the development of technical and vocational education and training outside the universities in Nigeria.

III. Complexity of the education system

We have an education system which is very complex as depicted in the diagram shown [PowerPoint]. This captures the entire education system in the country, incorporating the technical and vocational education in Nigeria. As you can see, on the left side, we have the formal education system and on the right side, the non-formal, as well as the ages applicable and including the duration of various training programmes at the various levels.

Formal Education begins with six years of primary education followed by three years of junior secondary education. These nine years represent the minimum compulsory education for all Nigerian children. Then at the senior secondary school level, there is a choice: they can go to general education, that is the senior secondary school or they can go to technical colleges. Those unable to go to the formal sector can avail also of themselves of skills training at what we call the BEST Centres (Basic Engineering and Skills Training) where they can get qualifications such as trade test certificates one, or three. From the technical colleges, there is now full articulation of qualifications. They can go to university, polytechnic or college of education to get bachelor’s degrees in the universities, national and higher national diplomas in polytechnics and the Nigeria Certificate of Education from the colleges of education, and they can register for the professional qualifications.
In Nigeria, we also have different types of ownership of institutions, including the private sector. The next slide indicates the number and the types of institutions. You can see the polytechnics that are essentially tertiary-level technical institutions. We also have what we call « monotechnics » which are essentially polytechnics but they train in only one field, like the colleges of agriculture. They are classified as monotechnics and they belong to this group. Then we have the technical colleges, essentially the senior secondary colleges where technical and vocational education is pursued.

The next slide shows the scope of technical and vocational education which ties up with the figure which I described earlier, namely the vocational or BEST centres, the technical colleges where craftsmen and master craftsmen are trained, the polytechnics and even the apprenticeship scheme.

### IV. A few numbers

Next, I have some data in order to put things into proper perspective, over the last four years, the top half gives you the total enrolment in primary schools, the first six compulsory years in Nigeria, a figure of 19.3 million and the annual intake rate is also indicated: each year, nearly 4.5 million join the primary education system. With the re-launching of universal basic education some three and a half years ago, the data has not begun to show yet, but we expect an explosion in enrolment and output from the primary schools.

Next, we have some data on secondary school education at the junior and senior level. The annual intake into the junior secondary level in Nigeria is about 1 million. At the senior level, for example last year, we had about 790,000. But if you compare this with enrolment in the technical colleges, which is on this slide now, you’ll see that the annual intake in 2001 was only 32,000 against nearly 800,000 in the general education senior secondary level, and this is one of the major problems that we have.

The next table also gives some data on the transition rates from primary to junior secondary and then the gross intake rate at the senior secondary level.

What do these figures tell us about the education system in Nigeria? Annually, 4.5 million pupils enter primary school and 44 % of them are girls, which is not bad really for a country like Nigeria. About 1 million, nearly 44 % of them girls, cross into the junior secondary school level. About 800,000 pupils with 45 % girls, enter senior secondary school. But, when it comes to the technical colleges where the technical and vocational education training is undertaken, only 30,000 are enrolled annually but only one third are actually female. But if you take this enrolment as a total percentage of the enrolment of the senior secondary schools, you see it’s only 4.2 % of total senior secondary enrolment. And as a percentage of the total, including the general secondary education it is less than 2 %.

So what this really means is that with a transition rate from primary to junior secondary of 38.8 % and a completion rate of about 55 %, 1.5 million primary school leavers annually are unable to join further training at the junior secondary schools. At the secondary school level, it means that, with a senior secondary school gross enrolment rate of 28.8 %, nearly 2 million eligible pupils are unable to enter senior secondary school. The problem is that the majority of them are to be found within the informal technical and vocational education sector.
I will come back to these figures later. Briefly, how do we administer this? We have a central administration of technical and vocational education which is in line with the UNESCO recommendation. This has already been achieved. I work for an agency which has been in existence for 26 years, so the centralization of the coordination of TVET in Nigeria has been in existence for 26 years. I have also indicated the responsibilities of the body: curriculum development, quality assurance, channelling external aid to the polytechnics, etc.

The major issues, as you can see from the figures, are:
- the low status of TVET which Mr. Iwamoto has alluded to in his presentation
- the low enrolment share and the low share in secondary enrolment
- the issue of relevance of the curriculum to market needs including globalization
- gender imbalance at the technical college level
- inadequate staffing
- the fact that the informal sector is so huge and unregulated at present
- lack of self-evaluation within the institutions
- the problem of insufficient funding, also present in some more advanced countries, I believe.

So the reform strategies which we have adopted include:
- curriculum review
- ensuring the convergence of knowledge and versatile general technical skills, which is one of the major recommendations which has been accepted, and which we have achieved already through a project which we are undertaking which I will speak briefly on
- provision of horizontal and vertical articulation

What we did to solve the problem of vertical articulation in particular, was to introduce certain aspects of general education into the curricula of technical and vocational education. Now what we are attempting to do, which has been accepted, is to attack this problem of low esteem by adding a «tail» to the technical colleges at the senior secondary school level. So we now have «science and technical colleges» and they take in students at the junior secondary level and the slide shows this.

So within these science and technical colleges you’ll have both the junior college and then there are two streams, the senior science college and the technical college. It’s already actually evident that enrolment in institutions that have adopted this structure has already started to increase.

One of the things that has just been approved by the National Council on Education in Nigeria is, in order to integrate some aspects of our vocational training in the general secondary education, to introduce modules of trades within general secondary education, and perhaps this is something we should discuss here, such that, even after completion of secondary school, they can carry those credits in order for them to earn qualifications to perform a trade, they can complete those modules in the technical colleges and get awarded trade certificates. I think that this is one of the reforms that we feel should work, particularly in developing countries.

I’ll now move on to discuss a very important project: the UNESCO Nigeria Revitalization project. Having realized all this, at the return of democratic government about four years ago in Nigeria, the President wrote to the UNESCO DG and invited assistance from UNESCO. UNESCO sent in experts, including Dr. Hashim Abdul-Wahab, a very experienced TVET consultant, and we designed a Nigerian project, and I emphasize, a Nigerian project. One of the main aims is to help reform the curriculum and to train the staff, because by that time some of the staff had not gone for any training for more than a decade or a decade and a half.
And so far we have been able, over this huge country, to establish six zonal staff development centres, one in each of the geo-political zones – we also have geo-political zones for balancing – and so far, over 2,200 staff have been trained within a period of two years. We have reviewed 24 curricula in engineering and related fields, both at the vocational and the technical education level. We have held two training workshops to train core trainers for the staff development centres and only two months ago, we did a workshop on guidance and counselling and textbooks have been prepared. We are preparing for a review of business and related curricula in this project in February next year.
Introduction

Thank you for the introduction Mr. Chair, and thank you to the organizers for inviting the OECD to take part in this conference. In recent years there has been considerable effort by international organizations such as UNESCO, the World Bank and the OECD to better coordinate our work on secondary education in order to reduce duplication and to develop synergies. Countries around the world face similar challenges in reforming secondary education, and this conference is an important step in strengthening international collaboration.

The pairing of these two papers was very thoughtfully done. Mr. Iwamoto has presented a broad international framework for analysing the links between TEVT and general education, and Mr Yakubu has then provided an in-depth analysis of the TVET policy challenges facing one particular country, Nigeria.

I. Links between general education and TVET

To set the scene Mr Iwamoto reflected on the weaknesses commonly ascribed to technical and vocational education and training, including the fact that it often has low status and is commonly seen as providing a curriculum that is too narrowly based for meeting long-term needs. It is important, too, that he drew attention to the weaknesses in general programmes of secondary education. Meetings of TVET policy makers and practitioners are often highly self-critical about the field in which they work. Yet it should be acknowledged that the challenges of improving secondary education go beyond TVET, and need to encompass general secondary education as well, which after all is the largest component of secondary education in most countries.

As you may know, in 2000 the OECD conducted a very large study of 15 year-olds’ achievements in literacy, mathematics and science: the PISA study. A very common critique coming out of student questionnaires was a general disenchantment and disengagement by young people across the board in secondary schooling, not just those in the programmes that were characterized as technical and vocational. So it was significant that Mr. Iwamoto framed his paper in the context of addressing the needs of all young people in secondary schooling, not just those in the technical and vocational strand.

Mr Iwamoto outlined a very ambitious reform agenda for secondary education and indicated the ways in which UNESCO would be working to support the agenda in member countries, and to add value to what can be done in national capitals. If it is not too presumptuous, I would like to make two comments from the perspective of another international organization.

First, in the area of standard-setting that the paper alludes to, it is absolutely critical that we collectively improve the international database on educational processes, costs and outcomes. There is nothing that quite focuses a Minister’s mind like hard data on what his or her students are learning relative to other countries, their longer-term destinations in the labour market and in adult life more generally, and evidence...
on the costs of different sorts of educational programmes. The PISA results were quite striking in this regard. Some of the best-performing countries in terms of student performance were spending the least on schools; while some of the worst-performing countries were the most expensive. Comparative data and evidence will help to raise challenging questions and possible policy responses, and UNESCO is uniquely well-placed to help strengthen the international database. Second, the agenda for UNESCO and indeed for all groups involved in secondary education reform very ambitious and it can only be successfully delivered if in fact countries provide the resources and contribute their own resources to implement the mandate that they have agreed to.

II. TVET Challenges and Reforms in Nigeria

Mr Yakubu’s presentation on Nigeria reminded us of the scale of the problems many countries face in meeting the objectives of Education for All. The primary school intake of 4.5 million per year is itself larger than the total education system in many other countries. The fact that only about only about 25% of all those who start primary school make the transition to secondary school indicates that there are very large problems in providing schooling and making it accessible and relevant. Even among those who complete primary schooling only 40% enter junior secondary school, which suggests that there are strikingly large numbers of young people who it would seem have the capacity and interest to go on with their schooling, but for whom there are not enough places. It is clearly a major concern for Nigeria and the international community.

III. The Potential of TVET

Both papers underplayed what I see as two potential strengths of TVET programmes. The first is their potential to make school more interesting for young people and to engender deeper learning by integrating the applied with the conceptual and the theoretical. We know from studies of young people’s choice of schooling that they and their parents weigh long-term job prospects very highly in their decisions, but we also know young people are motivated by subject areas and styles of teaching that that are relevant to their needs and provided in an interesting way. TVET programmes have much to offer in these regards. Second, TVET has great potential for promoting social inclusion. We know that participation rates in education are uneven by social background, gender and location, but TVET tends to do better at encompassing a broader span of young people than other types of secondary education. From a policy perspective, that is very important criterion for assessing its value.

Nevertheless, the potential strengths of TVET are often not realised in practice, and both papers make the case for reform clear.
Both papers argued, quite rightly I think, for a more unified, integrated and flexible approach to secondary education that brings together the strengths of general education and TVET, and makes them available to all young people. However, there are some considerable challenges to be faced in this reform process.

One is the risk for TVET that it may lose its distinctive character. The real value of technical and vocational education and training is its links to the labour market, and to employers and the world of work - although these links are admittedly under-developed in some places. The risk with a more integrated approach to secondary education is that the already-dominant academic ethos in general education streams will dominate TVET as well. This is one of the reasons why a number of countries are trying to keep an apprenticeship system alive, because apprenticeship tends to have stronger links to the workplace. As Mr Yakubu noted in the case of Nigeria, workplace-based programmes need to be part of the policy mix.

The second challenge concerns curriculum modularization and the flexibility of bridges between general education and TVET pathways. It is very hard to argue against the potential benefits of modularization and flexibility, but in practice they require a lot of effort to work well. One of the risks with a highly modular approach is fragmentation in student programmes, that students may not build up a coherent set of skills. As well, because modularization introduces a lot of decisions points, there is a risk that those who are less-strongly attached to schooling may drop out. A system of secondary education characterised by flexibility and student choice needs a lot of resources put into guidance and counselling, and monitoring students' decisions, in order to work effectively.

Third, the issue of teachers' skills needs to be addressed. The OECD countries that have been most successful in developing a more integrated approach to secondary education have invested very in updating and broadening teacher competencies, and in ensuring that teachers are genuine partners in the reform process.

I would like to conclude by thanking both authors for two stimulating papers that have opened up important questions for debate.

IV. Possible Future Directions
1) How to upgrade TEVT?

2) Why not have a more global reflexion?

3) Human resources to implement reforms

4) Inadequacy of institutional strategies on education vs. training
1) How to upgrade TEVT?

Asked by
Vivekanund SEWRAJ from Mauritius
Director of Technology Ministry of Education
and Scientific Research

Question
“In Mauritius we have a problem similar to the one I understand you have in Nigeria. From the figures you provided, I get the impression that after an annual intake of some 4.5 million at the primary level, there is a huge drop. I also get the impression that only those who are academically weak go for the technical side. We have a similar problem. Only the weak ones, those who fail in the mainstream system, are opting for the vocational and technical side. In Europe and other northern countries, this does not appear to be the case. I would like to know how do you go about it? How do you get the brilliant ones to choose technical subjects?”

Answer a
“I totally agree with the gentleman from Mauritius. The million dollar question is indeed: How do we attract brilliant students to technical and vocational education? If I can get an answer to this question, I’ll be the happiest person on the planet. The problem has been with us for 40 or 50 years, and we haven’t been able to find the solution. What we in Nigeria have attempted to do is to convert technical colleges, hitherto available for just three years at the senior secondary level, to six years. We call them science and technical colleges. Science colleges in Nigeria are very popular. Everybody wants their son to go into science. So we urge them to attend science and technical colleges, hoping that during the first three years they will get hooked, as Mr. McKenzie indicated. One of the things that we’ve really not been emphasizing is the attraction of TVET itself. We feel that when students are exposed to it for those three years, more and more will choose it.”

Answer b
“On the question of getting more able students into TVET, it is true that technical and vocational programs have lower status than academic programs around the world. Their status has, if anything, been falling, except in countries that have a very small university system. The two examples I mentioned, Norway and Austria, have done something very relevant in this regard in trying to build bridges between the technical and vocational programs in schools and higher education. One of the strong critiques of technical and vocational...”
2) Why not have a more global reflexion?

Asked by
Abdulwahab AL AKIL from Yemen
Vice Minister of Technical Education
and Vocational Training

Question
In the Third World technical education is very small compared to the huge number of young people enrolling in secondary education. What are we going to do with the hundreds of thousands who are in very bad shape at the secondary level while we are discussing not more than 10 or 15% of the student population? Why do we keep emphasizing and reinforcing this separation? We should be talking about human development results as a whole. If we reform the technical education sector only a very limited number of people will be in secure jobs. The problem is aggravated when there is a government that has a number of ministries responsible for the different kinds of education, because each is looking at its own scope of work in isolation from the rest. In Yemen, for example, we have about four million students in the national educational system. Technical education enrolls no more than 15,000 – maybe 100,000 in a few years. What about the rest who have to be equipped with skills and make their livelihood? We, as international organizations, really have to start changing our attitudes and our understanding of the problem, rather than just splitting it into isolated parts. That’s one point. My other point is that we are here with the ILO, the World Bank, UNESCO, and other organizations, but there hasn’t been any mention of the population problem. Each organization is dealing with its own issues again. We are not looking at population growth as a major problem of development. All these organizations are almost one family, and they should tackle this problem. Doing so would resolve or help resolve other issues such as education in general and training of the labor force. »
3) Human resources to implement reforms

Question a asked by

David Fretwell
World Bank

► Question
« My question concerns teachers’ unions. None of you spoke of them, but I’d like to hear your views on unions as an incentive or disincentive to this sort of reform. Mr. McKenzie’s comment on the resistance of specialized technical teachers to broadening out is just a micro example of this issue. »

Question b asked by

French Ministry of Labor, France

► Question
- « I am here primarily to represent the labor and employment sector at the French Ministry for Employment. I would like to thank Messrs. Yakubu and McKenzie for having touched on the subject of trainers and teachers, and therefore on the subject of pedagogy – aptly, since we are here in an international center for pedagogical studies. We talk a great deal about reforms, systems, difficulties, and problems, but it is necessary to talk about human resources if we are to lead these reforms. If trainers, vocational training managers, and those in charge of pedagogical implementation do not coordinate their efforts, there is little chance of carrying out these very ambitious projects and reforms. My comment is aimed at sponsors. It would be unwise, I think, to offer vocational guidance; instead, the trainers should be the first to give information and advice to their varied publics on employment possibilities – and on why to choose one path rather than another. Therefore the question about the quality of trainers – their role, mission, remuneration, recruitment, and career development – seems to lie at the very heart of all these debates. Sometimes, perhaps, we forget the human dimension of vocational training systems. I would like to thank the two previous speakers for having touched on this subject close to my heart. »

► Answer
« Because everybody in the old days joined the colonial administration, people felt that the thing to do was to go to university for a degree in art or music, but not in engineering because engineers have to work with their hands, in the dirt, and so on. Even in the public sector, there is a problem with the way teachers are rewarded in terms of career progression. We are trying to address this problem. »

4) Inadequacy of institutional strategies on education vs. training

Asked by
Fred Fluitman
OIT

Question
« The two gentlemen who spoke came from institutions with « education » in their titles. Indeed, as far as I’m concerned, they spoke about education rather than training. In both presentations I failed to see the link with the real world of work, particularly in the case of Nigeria. I agree with the point made earlier that if you have 30,000 in technical and vocational education, and three million that you ignore because they go elsewhere, the strategies you are proposing are totally inadequate. With all due respect it’s a drip on a hot plate ! You are talking about curriculum reform and the old story of vocationalization. UNESCO respects research. But research has shown time and again that vocationalization does not work. The teachers don’t want it, the pupils don’t want it, the parents don’t want it – it’s too expensive and it’s without effect. Those are five good reasons not to repeat calls for vocationalization. »

Answer a
« Why do we keep putting old wine in the same bottles and trying to remarket it ? You said, « The parents don’t want vocationalization, the students don’t want it. » But does the country need it ? Yes, we have that need in Nigeria ! And in every developing country. How do we satisfy the need ? With foreign labor. If you go to Nigeria today you’ll find that the need is largely filled by foreign technical staff who have come into the country from other countries. So the need is there. Look at countries that have transformed their economies within the last 25 to 30 years. In Korea, between 1965 and 2000, the technical and vocational education sector grew from under 20 % of all students to nearly 50 %. In all developed countries you’ll find that the percentage of those at the senior secondary education level who are in technical and vocational education is at least 30 % – in France, Germany, Great Britain, America, everywhere. But our own is less than 1 %. »

Answer b
« When I spoke about vocationalization in my remarks, I expressed many reservations. Taking into account the hours available, the quality of the teachers, and the demands of parents, to simply vocationalize a subject is not an answer – one has to create a mix. For example, if you learn about pollution, you should also learn how the technology that can solve the problem works. And students should do internships. The head of an enterprise may be a good teacher. To make TVET more attractive, it will be necessary to vary the content. »
Answer c

« I agree with the second comment about overemphasis on vocationalization as a critique, but I also agree with Mr. Iwamoto’s response. As I understood the presenters, they are arguing for bringing together the strengths of academic learning and vocational learning in a single setting for a wider range of students. This does not necessarily mean doing more traditional vocational programs but providing opportunities for young people from all streams to spend time in workplaces, to have more applied curricula, to work part-time while studying, and so on. In terms of the broad lifelong-learning agenda and the demands of the knowledge economy, if you don’t impart a broad base of general and vocational learning to a broader span of young people you are stirring up social and economic problems for the future. »

Phillip Mc Kenzie
Session 6:
TEVT IN THE CONTEXT OF LIFELONG LEARNING

Lifelong learning:
a framework for the development of TEVT in Latin America?
Mr. William Experton – World Bank

Lifelong learning
and vocational education: the experience of the candidate countries
Mr. Jean-Raymond Masson – ETF

General discussion

Zayer EL MAJID
Chair
MORROCO
Lifelong learning: a framework for the development of TEVT in Latin America?

W. Experton
Country sector leader, Latin America and Caribbean
World Bank

Summary

In the 1990’s, Latin America and the Caribbean (LAC) countries were characterized by slow productivity growth due essentially to significant deficits in both skills and technology. Skilled workers are in strong demand because technologies are more skill intensive, and skilled workers are more able to deal with changes.

are two strong determinants which tend to foster unbalanced education development: (i) the rising demand for educated workers linked to patterns of integration of LAC countries in the global knowledge economy; and (ii) the strong inequality in LAC.

Are the weakening of relative wages and declining returns to secondary education an indication that in addition to the issue of access there is a serious problem of quality? Vocational training and technical education, which are expected to provide access to the labor market mainly for low income students, are at the center of the controversy.

Is life long learning just a nice concept, a fad from the more advanced countries? Or is it a useful framework that could help policy makers to shape policies to address the challenges of the global knowledge economy?

The presentation will highlight key conclusions from case studies carried out in six LAC countries.

Introduction

Dear colleagues,

The French philosopher Alain, who really loved to remind us about modesty, said that “if you sit on a chair, and on that chair is a pin that pricks you, it will be very difficult for you to think logically.” I hope that in spite of the late hour, your stomach won’t remind you of other priorities and that you will be able to carry on listening to this presentation and accord it a little logical thought. This is my only wish.

I. Educational paradoxes in Latin America

We have talked a lot about lifelong training; UNESCO reminded us that they had promoted this concept, first invented in the 1960s. It was very successful with the OECD and many developed countries are implementing very ambitious policies with regard to lifelong learning.

The question we posed ourselves and that I wish to pose in a very simple manner is the following: is this concept suited to the reality in Latin America?

I must immediately make a small distinction: when we talk about Latin America, we are talking about middle incomes countries, i.e., countries with an income of USD 2 000 to USD 8 000 per capita. But if I take the case of Nigeria, which was presented earlier on, where income per capita was USD 370, it is clear that caution is necessary if we want to reproduce the lessons from country to country.

In Latin America, one sees a large demand for skilled workers and we are going to try to see how this demand is represented. Aside from this very strong demand for skilled workers, we also see that Latin
II. Latin America and educational policy

What are the consequences in terms of educational policy? I am going to base myself on a few economic basics. Tertiary education is far more profitable than secondary education in Latin America. We talk of private profitability, but we must realize that in countries where public
secondary education and a strong private education sector coexist, it means that families must invest in order to provide secondary education for their children. Then there is the opportunity cost: when children do not work, notably in the case of poor families, they cannot contribute to the family. If they go to school there is a factor of « investment/time » and then there is also the fact that they sometimes have to pay to receive education. If the « financial return » of secondary education is low, the chances of children dropping out before the end of schooling are very high, and this is quite understandable. This is a well-known fact which occurs even in France and all other countries whereby children in vocational training drop out one year before obtaining their diplomas. Why do they drop out? Because they found a job! They needed that job, they wanted to earn money! These are very important phenomena here.

This means that as far as education policy is concerned one cannot act on training opportunities alone, i.e., building schools (although we do need more schools), but one must also act on the demand for education. I am a very keen supporter of grants in secondary education and supporting demand – because this is not done in Latin American countries. If we do not help low-income families to access secondary education they will not manage it by themselves. Therefore measures are needed at both levels: supply and demand.

In addition, some fundamental inequalities in educational policies really will have to be addressed. In Latin America, as in Africa, who benefits from scholarships? These are allocated to elite students and to higher education, and this is exactly what the State should not do. Scholarships are undoubtedly needed in tertiary education, but they must be targeted; furthermore, these grants should only be allocated to low-income students in tertiary education and to the training of teachers, because if we do not help tertiary education to train teachers, we will never make it in secondary education.

These are some examples of changes which should take place in educational policies.

III. Where does vocational training stand in Latin America?

Vocational training is at the heart of a controversy. Vocational training in Latin America was created in the 1960s-70s and has had its hour of glory. There are some very good institutions which were primarily created as a timely response to the need for a skilled workforce of secondary education level. Now these same institutions are caught between two stools: on the one hand the politicians expect everything from vocational training, in particular to take care of all the pupils who fail in general education, thus playing a social role (at the same time we tell vocational training that they aren’t up to it!), and on the other hand the labor market requires advanced technicians as not all institutions are equipped to fulfill this need at higher education level. Therefore they find themselves in the worst situation.

We carried out some case studies in certain countries to see where the need for training was. Many characteristics were similar to the ones in developed countries. We observed that demand for adult training was very strong in every country and that these people were really looking for training opportunities in order to get work, not just for the fun of it. The strongest demand came from people aged between 25 and 35, namely the age at which people are most productive. Training demand, that is to say the demand expressed by a real desire to get training, came mainly from people with secondary education, but not from people having only completed primary education. This implies that if we want to provide lifelong learning, we must find a way to get all these people up to the level of secondary education.

They also expressed a very strong demand for certification of their competencies. What are employers looking for? Employers are looking for trained young people with basic secondary education level. This surprised us because it is a characteristic found in the most developed countries. In Latin America, if you only have primary education level you have access to the informal sector but not to the formal sector. This can be seen in the data and when questioning
IV. What is the cost of under-investment in good levels of education?

We did some calculations in the case of Mexico and the figures are impressive. Despite very strong investment in education in a country which now belongs to the OECD, we see that the number of adults without secondary education keeps on increasing, that is to say 45 million of the workforce, which represents 75% of adults over 15 years old. We will probably see the same kind of figures when Chile’s case is presented this afternoon.

We noticed that in most countries, vocational training provided by private businesses is highly developed. During one of yesterday’s presentations it was mentioned that public training in Brazil was very insufficient. It is true that public training (financed by the public sector) represents only 13% of the students and everything else is financed by the private sector. This can be seen as either a half-full or a half-empty glass. However, I would say that we have something interesting here since it is a country on the move with strong demand and an equally strong provision of training opportunities.

The whole problem lies in what Arvil Van Adams told us yesterday: what is the role of the State? How, through good governance, is it going to manage to keep this market (because it is a market) equitable for the population as a whole? We also saw that unfortunately, adult training financed by the State, just like adult training financed by businesses, does not correct fundamental inequalities where these were the result of the education system. The more educated you are, the more opportunity you have of getting lifelong training, and this is reflected in the data. The more important the business, the larger the business and its success, export and benefit, the more their employees will benefit from training. There is a whole problem of “how to organize fiscal incentives” in order to reach small and medium-sized businesses. We also noticed that individuals have few possibilities to have their competencies certified; therefore inequalities multiply even during a lifetime.

Conclusion

I think that all these countries need to build a more organized framework for lifelong learning and I would simply suggest three guidelines, knowing that we could suggest many more. All of the previous speakers have already mentioned them.

- First, I fully agree with my colleague from UNESCO: I believe that we must focus on the objective for students to get generic competencies, which I call the foundations here, in order to be employable or able to receive lifelong training. If these competencies are not there it will not happen. I often tell my colleagues that when one visits a school, the missing competencies are very quickly spotted.

- Second, visit a secondary school and try to ask how much time the students spend working as a team. Yet this is what employers ask for, a strong capacity to work as a team, but the result will be close to zero. What is done at the primary level is not done at the secondary level. We see children working as a team when they attend primary school but we do not see this happening in secondary schools.

- Finally, develop the capacity for autonomous learning and searching for information. How many secondary schools do that? Very few. These are however, capacities which must be taught at the secondary education level.
Lifelong learning and vocational education: the experience of the candidate countries

J.R. Masson
Principal advisor
European Training Foundation

Summary

Lifelong learning and training is now the hub of the European Union's policies in terms of education, training and employment. The initiatives in these fields are placed within the framework of the Lisbon strategy and are connected to the Copenhagen process dealing with implementation of the 2010 targets report and the main lines for employment.

In the European Union's member and candidate countries, strategies targeting lifelong learning are in preparation, and the question can be posed as to whether these steps are sufficiently ambitious and systematic or even adapted to the objectives of the Lisbon strategy.

Secondary education in particular, along with the different technical and vocational training networks that it covers, is directly concerned with the current changes and those which are envisaged. Its relationship with further education, and even more so with continuous training, particularly in-house training, is at the heart of the main objectives that need to be correctly identified and dealt with accordingly.

These questions have arisen not only in the European Union's member and candidate countries, but also in countries all over the world given that they are engaged in the globalization process and must prepare for a knowledge economy. However, these questions are specific to each country and region and must be tackled accordingly.

Introduction: The importance of lifelong learning

The question today concerning the continuing debate about lifelong learning is above all about how to prepare, to implement and to do it. I would like to mention just two figures: in a country like France, as Mr. Darcos said yesterday, there are still sixty thousand young people leaving the school system every year without any qualifications. Moreover, if we consider the issue of access to continuing education in France, we can see that the chances of gaining access are one in ten, if not more, depending on the social category, although the lifelong training law dates back more than 30 years.

Obviously, I am going to talk about these issues in the context of the candidate countries and the enlargement of the European Union. However I think that the messages that I am going to try to evoke are of interest to all of the countries represented here. Firstly, because in terms of training policy, the experiences of one set of people are always of value to another set. Secondly, because yesterday's sessions showed the extent to which the problems of education and training systems, in the face of globalization stakes, were often being posed in the same terms. Finally, yesterday's session clearly demonstrated how strong a message lifelong learning could be for developing countries, including in the scope of the informal economy, even if the solutions may be radically different. It is thus clear, as I found recently in an ILO document, that lifelong learning is a question of survival for all countries.
I. The European context

There is now abundant literature available on the subject of « lifelong learning », a wide range of foundation texts have been produced at the European level since the 1980s and particularly since the year 2000 after the Lisbon Council, and also by UNESCO, the OECD, the World Bank and the ILO. All of these tend to converge toward the same ideas. On the European level, lifelong learning today covers a framework of political action with specific objectives (the Lisbon objectives), a work method, namely the open coordination method which also includes monitoring indicators, and European reference levels (benchmarks).

The European Commission’s communication on lifelong learning identifies six key messages as the foundations of the strategies to be implemented. They are (1) to organize the sharing of roles and responsibilities, (2) to focus on demand, (3) to have adequate resources available, (4) to facilitate access for everyone, (5) to promote a learning culture, and (6) to seek quality and excellence. The communication also introduces six action priorities which are:

- the valuing of learning be it formal, non-formal or informal
- information, orientation and counseling and guidance systems
- time and financial investment,
- the need to bring supply and demand closer together,
- the development of basic skills,
- the implementation of adapted teaching methods.

And perhaps, the key in all of this is that this message of lifelong learning concerns all of us, from the youngest to the oldest, in all population categories including the Roma of Central Europe and others. It also concerns those who are in the informal economy and it is valid throughout a lifetime, as the saying goes, « from the cradle to the grave » and also throughout « the breadth » of life, that is to say both in school activities, in businesses and in daily life. And finally, it is a message that is addressed to all the players, be they the State, social partners, employers, trade unions, NGOs, local authorities or of course, the individuals themselves.

II. The situation of member states and candidates

To support my argument I am using the conclusions of a report made by the European Training Foundation concerning the situation of candidate countries after thirteen years of reforms and cooperation in the field of vocational training. As you can read in this report, the situation is extremely different depending on the country concerning the reforms undertaken and the performance achieved. A lot has been done but a lot remains to be done. One important aspect to be underlined is that there are huge and serious inequalities within each country, enormous inequality in the access to employment, of course, access to training and above all access to continuing training with considerable differences between regions, depending on whether they are rural, urban or whether they are affected by industrial restructuring. Inequality also between social groups, the rich and the poor, the more and less-educated, young and not so young people. These inequalities in access to education are big enough now in Europe before enlargement and therefore, once enlargement achieved, we will need to fight even more against even bigger inequalities than the current ones.

I’m coming now to more recent elements that result from examining the reports that each country produced at the beginning of summer 2003 concerning progress in terms of lifelong learning and education, over two years since the Council’s resolution. The conclusions are that many initiatives have been launched but that the majority are too recent for the effects to be assessed. A lot of work is being done at the national and local level, and strategies are being prepared. What is clearly visible is that there is an imbalance in these strategies as well as in the actions implemented, between what comes from the formal education system that benefits from the main part of the initiatives and financing, and the rest. The rest ; that means what is actually happening in businesses and with unemployed people. It would seem, on the other hand, that the education system has the capacity to substitute its partners when the latter are not prepared to assume their responsibilities. And this is where there may be some risks.
Many initiatives are being undertaken concerning the development of key skills, with a focus on learning about information technology and how to use the Internet, the development of foreign languages and entrepreneurship. These initiatives are more and more often decided upon at a local level in the context of partnerships with the stakeholders concerned. The regions that have been created in certain countries play a considerable part. However, the financing involved remains limited for the majority of countries, even if, in some of them, they are able to re-deploy funds so as to deal with priority issues, as Hungary showed last year by increasing teachers’ salaries by 50%.

III. The issue of lifelong learning strategies

What is required now, when Europe is insisting that all its Member States need to create real strategies? Without doubt we first need to realize that training, education and lifelong learning are not an end in themselves but are objectives serving more general issues, which are employment, employability, social inclusion, citizenship and personal development. Next, we need to seriously take into consideration the significant disparities in terms of access to education and training that I have just talked about. This also requires a global vision and to take into serious consideration all the elements whether they concern general education or technical and vocational education, including learning, looking at the issue of the unemployed, active and inactive people, etc., knowing that it is the quality of the weakest link in the chain which will determine the overall quality.

Then, how are we to exercise our responsibility in creating a strategy? There is no easy answer. Certainly, one player alone cannot achieve this. The solution is rather to share responsibilities for organization between various players with different roles and partnerships to be established around a concept that should to be jointly defined. From this, priorities must be established, provided with necessary means and the will to support them in the medium-term. Certain initiatives have a greater value and are more systemic than others. For example, the question of recognition of qualifications acquired by experience, particularly in the workplace, is certainly a key stake for lifelong training. This calls for the implementation of national qualification systems that are able to deal with formal, non-formal and informal learning on an equal footing. The modernization of guidance and counseling systems and their articulation in the education system, and in the labor market and employment centers, is also a key aspect of any coherent strategy concerning lifelong learning, as is anything that can contribute to better coordination between the formal and non-formal systems, initial and continuing training, and education and employment. This certainly requires an increase in financing and at the least granting funds to support the priorities identified.

IV. Lifelong learning, vocational training and secondary education

The preceding questions lead us to focus more specifically on secondary education in so far as it plays the major role in the candidate countries and is given primary importance by governments. Actually, it is in secondary education that the major part of the vocational training system is located. The question is to know what specific role it can and should play in this context, how it should develop, how it can deal with the particular difficulties that it faces due to a lack of means in terms of technical equipment and teachers’ training, the length and complexity of the processes aiming to modernize the curricula in relation to the needs of the labor market and society as a whole, the disinterest of the pupils in its sectors in most countries and even the breakdown of links with businesses.
We already have some indications that come from the European framework with the Copenhagen process, with the 2010 process for education and training objectives, with indicators and European benchmarks. All of this already constitutes a frame of reference which can help us move forward. But maybe we need to be more specific: Firstly, I think that we cannot transform, we cannot modernize vocational training in secondary education without considering all the secondary education sectors with an overall vision and a global strategy that deals with all the qualification needs. Secondly, the diversification of sectors is also vital in order to tackle different situations and ensure success for all students. From this point of view, we should not ignore apprenticeship as one of the solutions possible at the secondary education level, as an alternative to traditional education in schools. It is also necessary to make every effort so that orienting a student toward vocational education can be the result of a positive choice. All of this requires an improvement in the quality of education, possessing high-quality equipment and revalorizing the conditions and training of teachers.

When we observe the unemployment rates in candidate countries, related to the qualifications of unemployed people, we notice that the rate is a lot lower where young graduates are concerned as opposed to young people that only have a secondary education diploma. But this gap, which is natural in any country in the world, is a lot bigger in the candidate countries than it is in the present European Union countries. This means that there is currently, without doubt because of the poor quality of secondary vocational education, an extremely strong reticence in choosing these courses and a preference to go into higher education and then to find employment. The preparation for both the economy and the knowledge society, in so far as it demands medium and higher-level qualifications, should encourage us to break the vicious circle and seriously tackle the quality of vocational education at secondary level.

Finally, I would like to come back to the idea that within secondary education, we have to endeavor to prepare pupils for what will also happen after education. Thus what the employment situation is, and also the ability to continue to learn in a different context. This requires close consideration of the articulation between initial and continuing education. Firstly, to say that it is necessary to improve the continuing education situation by tackling its contents and methods, and taking care to ensure quality, establishing a better adaptation to the needs of the labor market and individuals; we then need to develop methods to validate experience and to recognize qualifications acquired from experience in such a way as to allow adults to take up training again to obtain a diploma, and to gain better reintegration into the labor market. But maybe we should go even further and indeed pose the question on the sharing of roles between basic and continuing education.

I would like to finish by referring to the debate on schools that is currently taking place in France and which revolves around certain key questions that have been the subject of draft documents. I will simply read you some sentences from sheet number four concerning the missions of schools, the question being « Is it necessary to divide up education between young people and adults in a different way, and involve the working world to a greater extent? » Here are just a few words taken at random from this text. Firstly, « education cannot be reserved only for the first part of life ». Second idea, « continuing education, beyond initial training, has not yet acquired enough recognition in our country ». Further, « several reasons, however, plead in favor of new division between initial training and continuing training, new division that would imply the real promotion of the latter ».

I would like to finish with this paragraph, « leaving the education system earlier, when difficulties are encountered at school, provided that real training can subsequently be provided following a period in the world of work, can, in the end, be preferable for the individual concerned. » It is probably more important to obtain a low level of qualification (sufficient to hope to benefit from subsequent training) than to fall behind at school and increase the time spent doing general studies with uncertain outcome. I am not saying that this is the solution, I am saying that in any case, it is one way of looking at the problem, which, without doubt, concerns of course the European Union countries but also the candidate countries and others. Anyway, here is a new lead which, in my view, can be of interest to our debate.
GENERAL DISCUSSION (6)

1) The problem of native populations in Latin America

2) Decentralization / Foreign debt / Working conditions of teachers in Latin America

3) Private education in Latin America

4) The status of the trainer
1) **The problem of native populations in Latin America**

Comment given by

Soledad PEREZ from the University of Geneva
Senior lecturer and researcher in comparative education

« I would like to add a few comments to the presentation made by Mr. Experton with regard to Latin America, comments that might in fact be complementary. In Latin America, sociopolitical and economic contexts differ; some countries have a considerable percentage of native people who represent a real challenge to the national education systems – largely because of the vernacular languages they speak. According to international studies, and I refer particularly to the OXFAM indicators, we know that the transition from primary to secondary school indeed causes problems for these adolescents. »

Answer

« I agree with your comment. When doing a presentation it is quite natural to present the broad trends. One tends to overlook the particularities and importance of indigenous populations. I will not answer, but if time allows us this afternoon to look at the case of Chile I would invite our Chilean friends to tell us about the interesting things that were achieved with the Chilean Mapuche population by integrating their culture into the education program. I believe this is a path to follow. »

2) **Decentralization / Foreign debt / Working conditions of teachers in Latin America**

Comment given by

Soledad PEREZ from the University of Geneva
Senior lecturer and researcher in comparative education

« My second comment is that we should ask ourselves about the consequences of decentralization policies on national, regional, and local education systems in Latin America, keeping in mind that they have caused significant problems in some Latin American countries. I would also say that economically, we must remember that many Latin American countries have a rather large foreign debt that they are in the process of renegotiating. I will finish with a comment on the working conditions of teachers, be they in primary, general secondary, technical secondary, or even higher education. In Latin America, various situations depend on national contexts. I worked in several countries in Latin America where university professors were earning about $300 a month and had to have three or four jobs on the side to meet their needs. »
Answer

« Here, too, you are absolutely right. I started my career with decentralization, so I am very keen on the subject. In Latin America the politics of decentralization are very far from the equity objectives when it comes to financing. Decentralization in Latin America is a political game. If you look at the way the Mexican states are financed, you will see huge differences. I am therefore inclined to say that I do not very much like decentralization as implemented in Latin America, and that when I talk of decentralization, what interests me most is to know whether schools are capable of making independent decisions. This seems to me to be more important than all their political games.

The foreign debt : yes, it really is terrible. There are countries such as Jamaica where the foreign debt represents 150 % of the gross national product. Even educational projects led by the World Bank must cease, because they cannot be implemented due to the lack of cash. Where does the solution lie ? I don’t know. »

William Experton

3) Private education in Latin America

Comment given by

William Experton
Session contributor

Comment

« I acknowledge the existence of private education as a partner in Latin America, and I am not in a position to judge which is best, private or public. I just want to say that the state is responsible for implementing rules that promote equity. Here is an example from a town in Latin America – Santa Fé in Argentina, if I remember correctly – where I was interviewing parents of school children and asking what had happened to their daughters.

« She’s just finished secondary school. »,
« That’s good »
« Yes, but she is looking for work and cannot find any »
« What did she do ? »
« She paid for private education in computer skills on top of the secondary education she already had. ».

This is a problem, because at that time in Argentina, secondary education programs did not provide the conditions necessary for the girl in the example to develop the computer skills she needed to get a job as a cashier in a supermarket. That was the story. I think that if this girl goes on to get some additional private computer training, it is important that it should be certified. If it isn’t, another problem arises – that of equity. There is one education reform that I like very much : the computer passport, recently introduced by the European Economic Community. It is a great idea, and it isn't expensive. Why ? Because one can learn about computers in different ways ; one can even learn from home. There are many children in Latin America who do not use a computer at school, but they have one at home. The problem is that they cannot certify these skills as required by the employers. »
**4) The status of the trainer**

Asked by

Waly N’DIAYE DJAJI from Senegal
CSA (trade union confederation),
national secretary for general claims

▶ Question

« Training is, of course, a priority in the field of technical and vocational education and training. But we didn’t ask ourselves who would give this training. Hence our focus should be shifted slightly to the status of the trainer. One cannot skip the training of human resources, because it is illusory to think that one can ensure successful training without making sure that the trainer has good working and living conditions. I come from a country, Senegal, where, together with the World Bank, we are setting up a program called the Senegalese Program for Education and Training. The program will last 10 years and focus exclusively on what we call basic or elementary education. Teachers dealing with this type of education have a precarious status and often have not received appropriate training. We are concerned about the status of these teachers particularly because, today, the catch phrase « lifelong learning » has led to an interesting debate in France. This is a debate that really affects the status of the teacher. We get the impression that instead of training, we have simply reformatted the students. With the focus on basic education, we are leaving it up to students to manage for the rest of their lives. In the same way, it is up to the people who receive those formatted products at the workplace to try and put what they want inside.

The teacher becomes almost obsolete – and that is worrisome. In my opinion it is an illusion to think that we can succeed without focusing on the status, and the working and living conditions, of these human resources. »

▶ Answer

« This is indeed a fundamental question. If I were only to talk about the candidate countries that I know best, teachers have seen their status getting worse over the last 10 to 15 years. The upturn in the market economy accelerated the deterioration. Teachers’ average salary in most countries is below the national average. Being a teacher is no longer an attractive profession, and that poses a formidable challenge for the modernization of these systems with regard to all that we wish to achieve through training, apprenticeship, and lifelong learning. This is why I highlighted the example of Hungary. I believe Poland and other countries are moving in the same direction. The first thing to do is to reassess teachers’ status and offer them a corresponding salary. Training is also a primary condition. The distinction between trainers and teachers is another subject about which we could talk at length. I think there is something different about being a trainer who does continuous training in comparison with teachers. But this is a rather slow process. Maybe we should start by getting vocational schools interested in an adult public, to make them realize the specificities of this adult public and, little by little, implement appropriate training programs with a view to obtaining real trainers of trainers ready to take on all these challenges. I think this is already happening in some countries, but it is indeed an important area that needs to be developed energetically. »
Session 7: ROLE OF THE STATE AND OTHER SOCIO-ECONOMIC ACTORS

The Political Economy of Secondary Education Reform
Mr. Ernesto Cuadra – World Bank

Political Economy of Secondary Education Reform in Finland
Mr. Kari Pitkänen – National Board of Education, Finland

The Role of State-funded Policy Research Institutes in TEVT Governance and Management: the Case of Korea
Mr. Sung-Joon Paik – KRIVET, Korea

General discussion

Salih CELYK
Chair
TURKEY
Summary

This presentation focuses on the political factors that have shaped policy initiatives to reform secondary education. After a summary presentation of key issues that are at stake in most reforms of secondary education the participants will be invited to explore what are the key conditions of success of any process to reform secondary education.

Using country examples participants will examine how in each of the four phases of the reform process policy makers must overcome both vested interest that oppose most structural reforms as well as weak public support. It will end up with a description of some strategies and tactics that have been used to deal with these political challenges.

Yesterday we were told by my colleague Arvil Van Adams, when he was presenting the Brazil and Africa case studies, that a very important aspect of the role of the State is to get the policies right.

Let’s see how easy it is to get the policies right.

I. Three types of reform

What are the main types of reforms we see today in secondary education in different parts of the world? There are three. The most common ones are reforms to expand access. The system is unjust, so more people can have access to secondary education. Another type of reform involves changes to introduce a new curriculum, and the third one involves changes in management, finance and the system of incentives in order to improve the sector’s performance.

If you go into each of these, you will see that changes to expand access normally meet almost no resistance or opposition. Why is that? Because it is widely accepted that this is a social objective, and nobody dares to criticize that. It introduces quick benefits, the winners can be easily identified and there are no losers.

The second type of policy reform involves curriculum reform, and in this area you see a lot more resistance than in the first one. On the one hand the benefits are more medium-term, they are very difficult to perceive, few people understand what is trying to be achieved and there are a lot of vested interests especially amongst the teachers, those who run the system and the bureaucrats in the ministries of education. As we know, the natural tendency in our sector is to keep things the way they are, and curriculum is probably one of the ways to keep things going without major interruptions.

The third one concerns the changes in management and finance incentives normally intended to improve sector performance with respect to efficiency, equity and quality. These changes do attract a lot of opposition. Normally, when a government tries to do this, teachers and often local governments are against it, as well as principals and inspectors and even entrepreneurs, because of changes in tax systems to raise more money etc. These types of reforms do create a lot of resistance. The benefits are medium to long-term, and they are also diluted amongst too many beneficiaries. It is difficult to pinpoint who is going to benefit. There are no clear winners – but the losers can identify themselves easily.
For you, for the policy-makers and the people who advise them, a crucial need is to pay attention to the political dimension. If there’s little understanding of the sources of resistance, the chances of implementing the reforms are probably very slim.

Therefore, the first lesson that we learn from this is that reform is not just technical in nature, but that politics matter a lot and the political dimension of introducing these changes must be taken into account from the very beginning.

II. Building political support for educational reform

The challenge then, for the policy-makers and for the people who are working on designing and implementing these reforms is to build support for the reforms. But with respect to building support – when you analyse the experiences of different reforms, and I think you will have very specific examples of this when we go into the Finnish and the Korean cases – experts do not always agree. I will say that basically most of the time experts do not agree on why to do something, and, once you agree on the broad objective, on how to get there. So this is a very important dimension of why it is not easy to get support. This lack of agreement will affect the policy debate and will therefore weaken the capacity to bring the different groups to support the reforms. There are vested interests that will be in opposition to the aspect of the reforms and obviously, if they are in opposition to one aspect, they will try to infer that the whole thing is no good. The group will always find something on which to disagree, but they will never tell you where they agree.

So, policy makers, it is very important that you understand that logic. What are the areas that you can try to get them to agree on? Then try to dilute the other pieces.

Because of this, most reforms have very little public appeal. You have opposition from interest groups who are very vocal and the people who will benefit are nowhere to be seen because they are not organized. So building public support for the reform is quite difficult. That is why the political leaders consider the reforms in secondary education to be a high risk adventure with low payoff. So when you go to the press, a minister or members of congress with a proposal of a reform you had better know who is who, who is supporting what and even better, if you are able to link it to broader goals outside the educational sector, then the chances of getting the policy into the political agenda are much higher. If you can then identify areas of low risk where you can start, then your chances of getting support for the policies are even higher and if you are able to show that there will be specific things where you can bring quick results, then it will be a lot easier to get it into the policy agenda.

So this is, I will say, the main reasons why you have to get into the politics of reform and that the politics of reform are as important as the technical part of the reform.

III. The four phases of a reform

Now let us go into the analysis of the different phases of a reform. I will identify four:

1. getting the ideas into the political agenda;
2. designing of the reform;
3. getting it authorized through legislation; and
4. implementing it.

If you go through each of these stages you can identify the elements that I mentioned before: the element of lack of public support, lack of agreement between the experts and strong opposition from vested interests that are very well-organized. But you can also identify areas where you can achieve quick results and success.
When you are getting the ideas into the political agenda, this is what you have to do in the beginning. The technical part here is not just to get good ideas explained, but communicating them well – in other words gaining support is as important.

When you move to the design phase, the experts have a big role to play, of course. But the design is not just an activity for experts. To design it right for implementation you need to consult the people who are going to be involved in the implementation, the intended beneficiaries and even the people who are going to lose, because if you don’t, the chances of success will be reduced.

Having said this, there are times when you have very few choices and you have to operate from the top down. You have the policies; you know you have to do it because you have a broader economic agenda for example, where you need these policies. In this case, you just have to operate, to go ahead and just hope that the linkages of that educational reform with the broader reform is going to give you support. Generally speaking, the bottom-up approach is very important.

I can repeat the same thing about authorization through legislation. Winning the support of the parliamentarians is very important, but to do that, you need to get the support of their constituencies.

Finally in the implementation phase, we see the same thing. If there is opposition, you need to get quick results and get the activities linked with activities that have a broader appeal.

Therefore, we know that reforms in secondary education – and for technical education I would say even more – are « political animals »; less than 50 % are « technical animals » and you need to understand that. You also need to understand who the different actors are and what the different types of decisions that you need to get involved in are.

Finally, it is important to keep in mind that the more modest the type of reform, the more chances of success you have to carry it out. « Big Bang » types of reforms very seldom succeed because they need to have tremendous political support, and linkages with the other sectors of society need to be strong.

IV. Strategies to deal with political changes

What then, will be the tactics and strategies to deal with these political changes?

One of these is called « bundling », which means linking, for example, combining access measures with efficiency measures. We said at the beginning that access is something that everybody accepts, but efficiency not so much. So, if you can bundle the two of them you’ll have a greater chance of success in the efficiency part. Or for example, the introduction of computers which you change together with the curriculum: you’re going to be more successful if you have that bundling.

Having a « sweetener », like the computers in the last example, is another. This means having something that will attract attention and soften the opposition. In the case of teachers who are normally the ones that oppose most of the reforms sweeteners may include improving their career ladder, normally a big problem in most countries, increasing their salaries if possible – in the case of Chile that was very important to help gain teachers’ support – or providing free textbooks or improving their availability. So that is the second area of strategies.

The third one, and these are all complementary, is to identify « quick wins », things which will really get you on top of public opinion as somebody who is an achiever, somebody who can identify an issue needing a solution with clear actions. A quick win.

Now when you do all of this, you arrive at the conclusion that there should never again be a « big bang » approach that meets all these
conditions. It is very important to understand this because if you want to have a big bang reform, you could go with a strong-handed approach like in Chile for example. When they had the dictatorship they could do a lot of top-down things with very little open resistance, but that is not the case all the time. You cannot do this most of the time in a democratic society, but you can sometimes build alliances.

With respect to the other parts, in order to get there you need careful advance preparation both of the political dimension and/or the technical dimension.

In conclusion

Finally I will say two things: «be modest» and «pilot». Pilots are important, but if you are going to pilot you need to know how to scale out. And I would say that more important than piloting is identifying small reforms, understanding the linkages with other parts and knowing how you are going to scale out. Scaling out is not just scaling in one single direction. Normally, scaling out is done in concentric circles. So you need to identify how these things operate and how they can explode.

How do you create the pre-conditions? Experience shows that it is very important to use information well so that you have a solid design. For that, it is very important to have solid research, a solid data base, and it is very important to network. «To network» means that you identify who the political allies are, who are the opponents, and you go and work with the ones who are resisting. And finally, «consult».
Summary

In Finland vocational education and training (VET) was in 1970’s centralized under the regime of the Ministry of Education. The reform of VET in 1980s unified the arrangements of VET, enlarged and widened the VET network to all parts of the country. VET was seen as a strong factor in promoting regional development. Fulfilment of the needs of labour markets has been the priority of VET. This has kept the interests of employers’ and employees’ organisations attached to the state and development in VET.

In 1990’s the institutional structure of VET was radically renovated. Small VET schools units were combined to form big regional consortia of VET. The State handed over its VET institutions to the local authorities. Higher (college level) VET was developed to polytechnic education parallel to universities.

The upper secondary VET is currently developed as 3-years degrees. In the studies are included altogether fi-year on-the-job learning periods and some 4-10 skills demonstrations. These skills tests are executed together with the representatives of employers and employees from the vocational field in question.

In 1990’s a competence based qualification system for adults was developed and taken in use. The tripartite training (32) and qualification (170) committees participate in the development of VET for both young people and adults, in the quality control and evaluation of the outcome of VET.

In this presentation the focus is on the socio-economic structures which are believed to have maintained the dynamics in VET in the pressure of the popularity of general and higher education.

I. Compulsory Basic Education Since 1921 with a Parallel Structure of the System

The reforms of the Finnish education system are closely linked to the development of the national economy, the infrastructure of the society and the general social policies. In the beginning of the 1950s the national economy corresponded to the one of Sweden in 1910s. In that view, Finland could be classified as a developing country in 1940s and beginning of 1950s. Traditionally, the Finnish people appreciated education, and e.g. the literacy figures have been very high through the independence (since 1917) of the nation. Basic education has been compulsory since 1921. In 1950s and 1960s we had a parallel general education system with elementary school and grammar school. The pupils were divided between these two routes in the age of 11-12. The organisation of vocational education and training (VET) was quite underdeveloped, and enrolment in university education relatively limited.

II. Steady Growth of Economy created Demands to Change the System

In 1950s and 60s Finland experienced a continuous growth of the national economy. In 60’s the political atmosphere and economical situation turned positive for demands to reform completely the structure of the basic education system. Also, the construction of the so called Nordic welfare society was started.
The political opinions were strongly affected with the idea that social expenses were seen as a factor of increasing consumption which would promote the economic growth. It was generally argued that investment in people is the best investment. This was connected with the desire of the parents to have more education for their children which was reflected with ever increasing demands for grammar school education. Also, in the spheres of the employees and employers organisations it was understood that developing business and industry need better educated labour force.

III. Since 1968 the Education System was Developed as an Entirety

The basic idea in the reform was creation of a comprehensive school system. In 1968 the parliament enacted a law on the basis of the school system. The comprehensive school for all was to have 9 grades with the support of special education arrangements for pupils in different difficulties. The implementation of the new structure started in 1972 basing on strict steering of central government but on high responsibility of local authorities (ca. 500 municipalities) to apply the reform into local school network and other local circumstances. The reform was supported with high financial incentives of the state, the reform of teacher training and intensive participation of teachers in the educational planning processes.

In the beginning of 1970s all education was concentrated under the regime of the Ministry of Education. This centralisation was strengthened by affirming the potentials of the old central agency, National Board of General Education, and by establishing a new central agency, National Board of Vocational Education, which inherited vocational education and institutions from different sector ministries.

The comprehensive school reform with an implementation period of ten years was followed by preparation of the reform of upper secondary education. There were plans and proposals to completely renovate the structure of the post-comprehensive education by dissolving the frontiers between general and vocational education. This kind of reform did not become reality because the upper secondary education which terminates in national matriculation examination was so popular among families and politicians.

The government made in 1978 a principal decision on the renewal of upper secondary education with the following targeting:

• to increase the competitiveness of VET in relation to upper secondary general education;
• to have focus on labour market needs in developing VET;
• to create study places for all at upper secondary level;
• to provide vocational professional education for all either at upper secondary or higher education;
• to invest on the enlargement of VET;
• to enlarge VET capacity by temporary measures and by full state funding in developing regions;
• to reform training of VET teachers;
• to transform the VET structure into broader lines; and
• to organise remedial and special education in VET.

The policy objectives were in main lines reached with the exception that upper secondary general education still raised its popularity and volume. The implementation period of the upper secondary reform lasted over ten years and was completed in 1992. In 1992 ca. 93 % of the basic school leavers continued immediately their studies at the secondary level. About 53 % had access to upper secondary general school, 37 % continued in VET and 3 % studies an extra year at the so called 10th grade of basic school.
In all, the reforms produced a giant stride in the education level of the nation. In 1974 ca. 900 000 people out of the 4.6 million population had upper secondary or university degree. In 1989 out of the 5 million population 2 million had that level of education.

At the same time with the reforms at primary and secondary levels of education the network and the volume of universities were expanded to all parts of the country. This has brought about positive economic development in the regions where universities are located.

### IV. Reform Processes continue in Face of Foreseen Problems

The main reforms in 1990’s have been the creation of polytechnic network (30) which covers the whole country, and renovation of the VET institution network connected with the handover of State VET institutions to the ownership of local and regional authorities. More than 60 percent of the age groups have at present access to higher education either in polytechnics or universities. In stead of small specialised VET schools there are nowadays mainly big multi-field vocational institutions and polytechnics in the ownership and governance of local authorities (municipalities).

Finland is facing a lot of problems in the years to come. Like in many European countries the population is aging. Lack of labour force is forecasted to be soon reality. Immigration inside the country is causing problems. The study times in higher education should be shortened.

### V. Belief in Education as Best Investment has Sustained

Finland has reached highest rankings in international studies on economical potentials of nations as well as on the outcomes of the education system. We have been quite humble in the light of these studies realising that the situation may even quite fast change. We have in good memory the experiences from the beginning of 1990s when the national and public economy of Finland in 2 years collapsed with catastrophic consequences. Since 1995 Finland has been a member of EU having at present about the average level of income of the present member countries of the Union.

The views and emphasises of the people and politicians are still in favour of education and science. It is widely believed that the growth of the human capital is the main basis in the positive development of the country.
The Role of State-funded Policy Research Institutes in TEVT Governance and Management: the Case of Korea

S. J. Paik
Senior researcher
Korea Research Institute for Vocational Education & Training (KRIVET) – Korea

Summary

In Korea, the increased demand for vocational skills has required a re-thinking of the relationships between the various stakeholders – particularly between the relevant ministries. The creation of an independent agency charged with coordination – KRIVET – has improved the situation, thanks in part through studies on such topics as human resource development, the creation of a qualifications framework, the coordination between institutes and programs, the publication of evaluation results, the creation of guidance tools, etc.

KRIVET is still facing a few challenges, but it has become an efficient institution in Korean TEVT policy. Could it be an example for other countries?

I. Background of the Establishment of KRIVET

a) Need for New Policy Tool

Due to the progress of knowledge-based economy and aging society, there were increases in the demand for vocational competence development throughout one’s lifetime. In the early 1990’s over 100,000 high school graduates went into the labour market without any proper preparation for jobs and as you can see in the table the participation rate of adults in VET-related continuing education was very low compared to other advanced countries.

There was also a need for restructuring vocational education and training systems to respond to changes in skills demands from various industrial sectors. In relation to that, a system for linkages between schools and the labour market, between vocational education and the regular school system and vocational training for adults in the labour market and between academic qualifications and vocational qualifications was also necessary. There was a lack of confidence in VET and school education in the business circle.
I’d also like to mention the foreign currency crisis in 1997. This was not a direct reason for creating KRIVET but it certainly added to the momentum of skills development in Korea and accelerated the VET reform, including KRIVET’s operation.

b) Three Alternatives

In order to face these changes and alternatives, the Korean government identified three options:

The first one was to amalgamate policy bodies by integrating two or three related ministries into one, like in the case of the UK, which can handle policy issues on lifelong learning system, school to work transition and linkage between academic and vocational qualifications in a direct way.

The second option was to establish new agencies, so government could utilize government-funded research institutes which can link, coordinate and integrate VET-related policies in indirect ways.

The third option was to build partnerships with the private sector. This means engaging the productive sector, NGOs, and civil society organizations.

The Korean government chose the second option because of the interest gridlock. There was a high level of conflict and competition between related ministries for hegemony in formulating and implementing policies. The second reason was underdevelopment in maturity of NGOs and civil society and there was also a lack of participation by various stakeholders, especially the business sector.

II. Establishment and Governance of KRIVET

a) Establishment of KRIVET

In February 1996 the Presidential Commission on Educational Reform proposed the establishment of KRIVET, and in March 1997 the Ministry of Education and the Ministry of Labour agreed to jointly establish KRIVET. In October 1997 KRIVET opened its office in Seoul as a research institute.

b) Governance and Finance of KRIVET

During the first two years after its establishment, KRIVET was under the supervision of the KRIVET Board of Directors that consists of representatives from eight ministries, VET providers and labour unions. This kind of membership reflected the government’s intention to coordinate policy across the ministries and among various stakeholders. At that time, the Ministry of Education provided about 82% of budget including personnel expenses and the Ministry of Labour provided 16%.

In 1999, the government restructured the governance and finance system of all 43 government-funded research institutes by placing them under the supervision of 5 councils which belong to the office of the Prime Minister in order to minimize influences from related ministries and make those institutes more independent.

KRIVET was placed under the supervision of the Korean Council of Humanities and Social Research Institutes in 1999, and about 70% of KRIVET’s budget has been directly provided by the Ministry of Planning and Budget.

This diagram depicts the new systems. Under the council there are nine government-funded research institutes including KRIVET. There are four main functions of KRIVET.
III. Main Functions of KRIVET

KRIVET is doing research on HRD at the national and regional levels and vocational education training, e-learning and qualification systems. KRIVET also develops VET programmes and curricula, evaluates the VET institutes and programmes and also provides career job information and career guidance services. Through these functions, KRIVET provides input for making and revising laws and regulations, promotes networks and cooperation between stakeholders and provides an objective basis for changing and improving the funding mechanism. So, all these efforts contribute to improving the governance and management of VET. In the next few minutes I’ll give you more specific explanations.

a) Research on VET and HRD Policy

Through the process of development of HRD research and evaluation of its implementation KRIVET facilitates the policy debates and dialogues on HRD issues among various stakeholders. KRIVET develops policy agendas through organizing networks among government-funded research institutes and brings them up for discussion in the HRD ministerial meetings. KRIVET also formulates the policy alternatives on VET and HRD and recommends them to the government.

b) Research and Projects of Qualification System

For qualifications, KRIVET is now trying to introduce Korean skills standards as a policy toll for closely connecting industry, VET and qualifications. KRIVET is trying to induce industrial sectors’ direct involvement in analysing jobs and identifying the skills and knowledge needed to perform those jobs as well as actually developing Korean skills standards. We are now doing the pilot study on developing Korean skills standards in the interior architecture and construction fields. KRIVET is also planning to develop a Korean qualification framework that aligns and connects the vocational qualifications and academic qualifications both vertically and horizontally.

c) Monitoring and Evaluation of VET Institutes and Programmes

KRIVET designs the VET evaluation schemes by coordinating the various stakeholders like VET providers, related ministries and employers, evaluates VET institutes and programmes, and provides these evaluation results to the government. On the basis of these results, the government awards extra money to the VET providers in order to increase the competition between them. KRIVET publishes evaluation reports which contain the results, grades and scores of VET providers and since last year, the Ministry of Labour has made the grades of VET providers public through local Labour Offices as well as through HRDNet from this year.

d) Provision of Job and Career Guidance Information

Through the development and provision of job and career guidance information, KRIVET helps students, trainees and workers to make informed decisions on their study and career development throughout their lifetimes. One example of what we publish is « The future world of work » which is a bi-annual information booklet on higher education studies and jobs in cooperation with the Ministry of Education and the Ministry of Labour. « The future world of work » is the Korean version of « Job Future » in Canada.

In addition, KRIVET has been actively involved in the international cooperation activities such as joint research and international training programs.
GENERAL DISCUSSION (7)

1) The case of Finland

2) The Korean Research Institute for Vocational Education and Training (KRIVET)

3) Reform : How to change behavior?
1) The case of Finland

Unidentified speaker

▶ Questions
For Kari Pitkänen
« Three very quick questions on the Finnish case.
- First, I would be interested to know the financing share of the two systems in higher education, the vocational and the general.
- Second, could you elaborate on private-sector participation in that system?
- Third, could you talk a bit more about the role and structure of the advisory boards that you mentioned. »

▶ Answer
« Just a very short answer. If you are asking about the breakdown in the funding of the board system, the answer is 65% for the university sector and 35% for polytechnic sector. Much more money is used in the vocational sector, because the average cost per student is twice as high as in the general system. Regarding the participation of the private sector, we have a training committee on which the organizations representing different parts of the private sectors serve at the national level.
It takes three years to graduate from secondary vocational school. Of those three years, half a year is used for top learning so that in every region vocational institutions must have very good relationships with industries and businesses in order to place their students in on-the-job learning situations. The private sector is not funding the vocational education and training of the youngsters, because education is free in Finland at all levels except adult education. But they do a lot to organize top learning. »

2) The Korean Research Institute for Vocational Education and Training (KRIVET)

Unidentified speaker

▶ Questions
For Sung-Joon Paik
« Can you tell us exactly how you measure the success of your six years of experience? Ten percent? Twenty?
Please be frank, because in one of your slides you said the two ministries still had great influence. »

▶ Answer
« It’s very hard to judge KRIVET’s success rate, but I would say it has allowed us to identify what works and what does not – and what works better in which ways when the government is trying to coordinate and integrate VET-related policies across the ministries. In that sense I would say that KRIVET made it possible to establish the ground for government policy integration. We gave them the opportunity to discuss the issues together and to come up with common solutions. This is still a very early stage. KRIVET is optimistic: with five or six more years of experience, we should have more concrete results. »
3) Reform: How to change behavior?

Unidentified speaker

Questions
For Ernesto Cuadra
« You touch upon a real life problem in a reform. What do you do when a reform tries to reform how people work with their ministers? »

Answer
« How do you reform people? I can’t really answer that. But how do you get people to behave differently? Obviously there is a lot of literature on change management, and if I can improvise the basic principles on how to get people to behave differently, I would say the first thing is to have clear leadership and a clear vision of where you want to go, so that people know in what direction they should move. The role of strong leadership is to deliver the same message over and over again, so you keep the people on track. Another requirement is to have a very good system of incentives. An incentive is not necessarily money. Incentives make people’s working conditions more attractive. Finland offers a very good case of how to change the teaching profession. Today in Finland, if I understand correctly, you have 10 applicants for each teaching vacancy. It is a very attractive profession. And finally, training. You must have a very well developed system of professional development, so that people have the tools they need to do their jobs differently. »
Round Table:
EXPERIENCES OF TUNISIA AND CHILE

TUNISIA
Vocational Training Reform
in Tunisia – Opportunities & Challenges
Mr. Ben Saïd – Ministère tunisien de l’éducation et de la formation

Education, businesses and economic
and technological changes
Mrs. Turkia Tlemceni / Goaied – UTICA

CHILE
TEVT reform in Chile
Mr. Pedro Montt – Ministry of Education

Experiences from the Agricultural
and Agribusiness Sector in Chile
Mr. Juan Guido Vidal Acuña – SOCODER

Comments
Mr. William Experton – World Bank

General discussion

André KOMENAN
Chair
AFRICAN DEVELOPMENT BANK
Summary

Originally designed to support a policy for restructuring industrial companies and subsequently to support the overall economy, the program for updating training and employment (MANFORME) was a reform that needed to be implemented when Tunisia became part of the European Union’s free-trade area in 1995. It therefore benefited from financial and/or technical support from the World Bank, the European Union, the AFD (French Development Agency), the FADES (Arab Fund for Economic and Social Development), Germany, Belgium, Canada and Japan.

Driven by the economy’s need for skills, the new vocational training system is a determining factor in companies’ competitiveness, in promoting private investment, especially foreign investment and consequently, in creating jobs. The necessity for qualified young people to be employable has led to a skills-based approach being adopted when developing educational tools, and a preference for apprenticeships and alternate college/workplace (sandwich) courses at the training method level. Implementing quality procedures in all vocational training modules will ensure that the knowledge acquired from the reform is capitalized on, thanks to a decentralized management model that interacts with and is answerable to the vocational training centers.

What is new in this reform is the systematic use of partnerships within the different vocational fields as a framework for its implementation.

Mr. President, Ladies and Gentlemen,

It is a great pleasure for me to take part in this discussion on modernizing vocational training as part of the knowledge-based economy.

It is also a great honor for me to be able to address those here present and share with you, with all the modesty this requires, experiences that are still being formed and challenges still to be faced.

These experiences – investments in knowledge – have benefited from great support both from the Tunisian social partners and public authorities, and from the international community on both the bilateral and multilateral level.

Ladies and Gentlemen,

In Tunisia, the term « Vocational Training » covers what are, in France, three different fields of action, namely :

• Technical and vocational secondary education given in high schools.
• Apprenticeships, notably through CFAIs (Industrial Apprentices Training Centers), CIFAs (Inter-professional Apprentice Training Centers) and CFAs (Apprentice Training Centers).
• Vocational training for people in employment.

Under this umbrella are thus gathered all paths that lead to the acquisition of a first qualification leading to a job. This is the case of FPI (Initial Vocational Training), as well as training that allows people to keep their jobs by obtaining or upgrading their qualifications, which is the case of FPC (Continuing Vocational Training).

I am going to set out for you, successively and briefly, the context of this reform, and then its structure, presented logically, allowing the various stakeholders to speak the same language, as it were, and to position...
Context of the reform

The vision of a global function based upon qualifications and employment is new in Tunisia. Indeed, it has only been around for about a decade, the year 1993 being an important milestone in the emergence of this vision which has since been developed further.

Before the 1990s, the Tunisian training situation was completely different.

Firstly, in terms of schools, there was no compulsory education, although practically all children – boys and girls – entered the school system at the age of six. However, primary and other levels of schooling saw a great deal of dropping-out, obviously leading to many young people leaving school without qualifications, and above all without anything but a shaky level of education. At the same time, there was, in middle and high schools, what was called vocational and technical teaching, but this was marginalized since it was based on making up for the gap caused by previous non-attendance; it produced education profiles out of line with business needs.

Meanwhile, the Ministry of Social Affairs was in charge of a vocational training scheme designed for school dropouts.

The two systems, both the one run by the Ministry of Education and the one run by the Ministry of Social Affairs, were characterized by low subsequent employment rates, which did not exceed 40% a few years after obtaining the qualification. Moreover, the qualifications issued by the centers run by Social Affairs were recognized neither by employers nor even their own Ministry.

This was the situation in Technical and Vocational Education and Training (TVET) in Tunisia in the 1980s.

In the broader context of reforms made in Tunisia since 1987, the issue of vocational training has been looked into, subjected to analysis and been made a candidate for reform.

Logical framework of the reform

Thanks to this reform dynamic, it has been possible to have a clearer vision, and thus change the paradigm upon which vocational training had been based, and, above all, integrate this reform into a broader, three-sphere reform action plan.

The economic sphere with liberalization of the economy (Investment in 1987; Domestic Trade in 1989; International Trade in 1990; joining the GATT in 1993 before the creation of the WTO; negotiation with the EU from 1994 onwards and the agreement to set up a free exchange zone with the EU, which has been implemented by Tunisia since 1996; privatization of State-owned companies operating in the competitive sector, etc.).

The employment sphere with priority given to jobs, which, in the initial stage, allowed unemployment – especially amongst the young – to be brought under control and then reduced. Indeed, the connection between vocational training and employment was due to a hypothetical rise in job losses and a weakening of the labor market due to the consequences of business restructuring. One should also add that the demographic situation in the country was such that pressure on the labor market reached its peak at the end of the 1990s and is probably set to last until the latter part of the first decade of this century. Despite the good performance of Tunisian demographic policy – population growth being near 1% – pressure on the labor market is still high due to growth in the active population that occurred in the 1970s and 1980s. Hence the particular priority put on employment in Tunisian development policy, and hence the functional link established in 1990 between vocational training and employment, sealed by the creation of the Ministry of Vocational Training and Employment.
The educational sphere with the education reform that, since 1991, has made it possible to implement a nine-year education system (up to the age of sixteen), which was made compulsory in 2002, as well as the abolition, in schools, of technical and vocational training.

A new function called « Vocational Training » thus appeared. Under the aegis of a new Ministry in charge of both Training and Employment, this function was supposed to replace and improve on what had previously existed in the form of schools on the one hand and Social Affairs centers on the other. This restructuring took place using the existing Social Affairs centers, without disrupting them, but nevertheless fully breaking away from the logic they operated under and also from their positioning vis-à-vis the economy and the education system.

The first major change in the logical framework of vocational training involved the guiding strategies that led to training. This system turned its back on business and limited itself to offering training defined by the trainers, with no precise methodology, often in the framework of international technical assistance.

The option to let training be guided by the needs of the economy gave rise to a fundamental structuring process for the reform of vocational training. It was necessary to research, learn, adapt and sometimes create the tools for this type of guidance. An array of tools and methods was thus made available and endogenized by the new system. Amongst these tools, the most important to note is the public-private partnership between new vocational training centers and companies represented by their professional sectors, since it is a determining factor in the correct working of other tools led by demand. This real and contractual partnership, implemented in the early stages of the reform, made co-piloting of projects possible and favored the development and implementation of tools that express and gather business needs, as well as implementing training with businesses and transforming the management methodology in training centers. From a school-type framework, these centers had to transform into training companies operating in a competitive market, mindful of their market share.

The second major change in the logical framework for training concerned the relationships between vocational training and employment promotion policies.

At the beginning of the reform, when the discussion centered on the opportuneness and feasibility of guiding training by economic demand, the tricky question of social demand arose, which was associated and implicitly confused with « supply-led training ». In asking this question, the existence of a contradiction between economic demand and social demand was implied.

The myth of this contradiction between economic demand and social demand was quickly overcome. Studies carried out in the first phase of the reform clearly established that the supply-led offers which had been previously practiced were in fact antisocial because they produced unemployment and disillusionment amongst the young, whilst demand-led projects comprised a significant social dimension since they make it possible to find a job and to develop a career.

Once social and economic factors are equated with one another, the employment dimension of vocational training becomes essential. This confirms an economic demand-led approach.

It then transpired that apprenticeships involving businesses (the so-called work-based or sandwich training) constitutes the meeting point between business needs and help with finding employment. This type of training was chosen as key.

The third major change concerned the linkage between schooling and vocational training. The latter was no longer the worst option, reserved for those who had failed at school. This is because it is contradictory to admit, on the one hand, that businesses’ human resources are their prime factor in competitiveness and accept, on the other hand, that these human resources are made up of people bereft of basic, general skills needed for adaptability at work. It was thus acknowledged from the beginning that vocational training must be built on a solid educational base given the new economic and technological context.

The new vocational training was thus positioned as a post-secondary education phase. To access it, youngsters must master basic skills necessary for life in society which makes it possible to obtain a
Characteristics of the vocational training reform

As explained previously, the vocational training reform boasts a new logical framework. But it also boasts innovative new tools for the times such as strategic planning, goal-based collaborative planning and quality control. The analysis of the running of the training system by « processes » began in 1996, five years before ISO took this method as the basis for the organization standard ISO 9000, version 2000.

Opting for demand-led piloting has made it possible to identify clients, their needs and the indicators making it possible to ensure their satisfaction. The use of the abovementioned innovative tools has therefore been facilitated.

The components of the reform were not all precisely known at the time of launching. An empiric approach prevailed for most of these components. An experimental phase to find good practices initiated the process. This was then followed by a pilot phase where the test was carried out on a real scale and whose objective was to adjust implementation parameters. Next, and only next, came a generalization phase that was itself gradual.

So, progress in defining and introducing the reform went through five stages each with a level of objectives, shown in the graph below as a spiral around a vertical progress axis and a horizontal learning from experience axis.

Each stage involved mastering the tools and growth in the system, because satisfying of needs happens on two levels: the qualitative level of education profiles and the quantitative level of the number of people concerned. At each stage, what was learnt from experience made it possible to adjust goals for the next phase, at the same time as perfecting methodology and tools used in the preceding phases.

A collaborative approach was also introduced at all stages of the reform. Goal-based planning was systematically used; this associated all the parties concerned with each project in its operational definition.

Finally, the conception of the reform came from a systemic approach taking into account the complexity of relationships that exist between all the elements concerned in the management and implementation of training. The reform thus targeted at least eight main areas in a co-ordinated fashion, taking into account the interactions between these areas.

I shall now go through them, underlining the main achievements but also the main challenges that remain to be overcome.

Achievements, but also challenges to overcome

Advances were made simultaneously in practically all areas, though at different speeds, taking into account the nature of activities and specific characteristics of the parties. After ten years of reform, undeniable achievements have been made across the board. However, there are still challenges to meet, which require operational efforts if we are to overcome them.

4.1 - In the area of partnership. Tunisian business sectors are now used to co-managing, along with training bodies, all projects involved with creating and restructuring vocational training centers. They then learnt to be co-pilots in the running of these centers. In this domain, best French business practice has been a determining factor for success. However, despite this success, it is not yet...
entirely sure that these achievements will be long lasting. It is still difficult to obtain, for all sectors, the real commitment needed to ensure a concerted guidance effort and full sharing of responsibility whilst respecting the demands of business competitiveness and the employability of young people. Financing this partnership is still a stumbling block. Here too, best French business sector practice is being tested.

4.2 - In the consulting area, advances have been clear and determining. Before the reform, Tunisia had no formal expertise in the domain. Today, CENAFFIF (the National Center for Training of Trainers and Training Consultancy), can boast a complete range of consulting skills in training from assistance to the formulation of skills needs, to auditing training centers, to drawing up syllabuses and various pedagogical organization and evaluation guides, as well as trainer training, coaching management teams and training in-company tutors.

The complete consultancy process was thus defined, tested, validated and formalized in what is called the Skills Approach.

The public industrial training sector was the first to benefit. The hotel and agriculture sectors are now right on their heels. The extension of the use of these good practices to the private training sector is still at the project stage. It remains a challenge that the body in charge of training must overcome.

The change in CENAFFIF’s legal status this month (Dec. 2003) will help the body in its task. Its goal is to make the system react to businesses’ skills needs, particularly small and medium-sized ones. To realize these aims, a new tool, known as the « skills directory » is being finalized, and is due to be launched in the first quarter of 2004.

4.3 - Parallel to this, with the perfection and mastery of training consultancy tools in line with the Skills Approach, CENAFFIF tackled the task of mastering work-based learning and distributing it to trainers at the training centers. As these projects created and restructured training centers, far-reaching actions were taken to train education personnel, and to provide management with further training.

But the task is not finished: training needs are growing as the reform deepens and spreads. Today, for example, distance learning has not yet been mastered. This week, a team of trainers is visiting the UIMM (Union of Metallurgical Industries and Trades) training network in Paris and Burgundy to learn about best French practice in Individualized Training.

This action was possible thanks to the support of the French Institute of Cooperation (part of the Ministry of Foreign Affairs) and the solid partnership that has existed for several years between the French metallurgical industry and the UIMM, and their Tunisian counterparts in the UTICA (Tunisian Union of Industry, Trade and Crafts).

4.4 - With regard to the management of training centers, the major contributions of the reform are to do with going from a centralized system in Tunis to a decentralized system based on the training center, leading to centers being given an organization that allows them to fully take on their responsibilities and report back their results. The goal was to give centers the flexibility necessary to respond to economic needs and to continually adapt the training to these needs. This meant organizing the centers using a business model, therefore giving them management techniques with results requirements. This is probably the area of reform which necessitated most time and effort, and we are still in the early stages of the implementation process.

How should a public service be run to give a service to the general public in an efficient manner, based on efficiency criteria similar to those of the management of a private company? International experience is not rich in this area; it is a complex public service renovation operation. Here too, the resources of the partnership between Tunisian and French professional sectors have been extremely useful in identifying the paths to take. The introduction of quality control was an effective means of marking out the terrain in this public service renovation project by means of the formalization of a National Quality of
Vocational Training Reference (RNQFP). This work is far from completion; we are counting on the extension of the introduction of quality control to perpetuate the reform’s achievements in terms of both operational vocational training centers and the structures that support them.

4.5 - The set-up inherited in 1993 was capable of taking in 7,500 youngsters from the 16 year-old age group, which numbered some 200,000. Finding jobs for them was not easy, since their training had not been designed with the economy’s needs in mind. In contrast, today there are about 45,000 young people, including at least 35% girls, in vocational training at the level of skilled workers, technicians and high-level technicians, with skills levels responding to real business needs. Nearly half of these trainees are undergoing training with their employers. Projects currently underway or in planning will bring this pool of young workers to 100,000 in 2006.

The image of vocational training has been fully modernized especially thanks to the improvement in employment rates among the people graduating from the courses and thanks to the communication campaigns carried out around the restructured centers.

Here too, there are significant challenges still to face, especially the doubling of the capacity of centers, notably by mobilizing partner businesses capable of expressing a global training offer in the order of 50,000 in-company training places by 2006/2007, before the final deadline for the liberalization of the economy in 2008.

This also requires the implementation of a high-performance information/orientation system upstream of vocational training, and the opening of perspectives downstream, by reform of high-level technicians’ training toward more training with businesses and the creation of training sectors for engineers by means of apprenticeships.

4.6 - Supervision and piloting institutions were also targeted by the reform strategy. Their ability to identify and implement large projects was broadly reinforced. In terms of finance invested annually, this ability was increased tenfold. Consulting capacity was created and made operational. The same applies to intermediary financing and continuing training capacity.

But after a decade of reform and the emergence of autonomous vocational training centers, these institutions under supervision are going through a new reform to transform them into service and support structures for training centers. We are counting on the introduction of quality control in these institutions to guide and support this change.

4.7 - Regulation was both the reform’s departure point and a beneficiary of this very reform in terms of learning from the experience. The Tunisian experience has shown that a reform can be triggered by a change in regulations; but this regulation needs to be flexible enough to allow innovations that cannot be predicted before the launch of the reform. It also needs to learn from experience in order to be able to update and begin a layer of deeper reforms.

The law of orientation of vocational training of 1993 made it possible to set up a recognized system of vocational training and begin educational and organizational reforms whose outlines were undreamt-of in 1993.

Today, the legal arsenal has been called in to research a coherent way of financing with organizational reforms already underway to improve governance of the system. The knowledge-based economy is opening new perspectives that the regulatory system must anticipate.

4.8 - The perpetuation of best governance practices
and the positioning of vocational training as a lever of the knowledge-based economy are goals of the reform in its current phase. A culture of assessment is being introduced, as is standardization and certification. This is how the process of continuous improvement was launched.

Nevertheless, challenges persist, especially with regard to spreading best practice throughout the education and training system.

5 New challenges for vocational training

The knowledge-based economy is wont, by its very nature, to pose new challenges for vocational training at least as complex as those posed by the globalization of the economy. In this domain, and in certain areas, Tunisia anticipated these challenges.

The development of entrepreneurial spirit by those learning was subject to particular attention. In the mid-1990s, occasional business creation courses became regular and structured. This was the CEFE (Business Creation and Entrepreneur Training Scheme). In 2001, entrepreneurial skills were introduced into training syllabuses – the Entrepreneurial Skills Training Scheme. It would later make it possible to review all training syllabuses to make sure they all included such skills.

Information and communication technologies were also introduced and spread right across all training centers as a teaching tool or training subject. They are set to develop further with the emergence of distance learning.

Innovations in managing human resources in businesses constitute a challenge for the economy and for training. The CENAFFIF (the National Center for Training of Trainers and Training Consultancy) is finalizing a new "technopolis" project dedicated to managing human resources and to consultancy training: FORMAPOLE.

Conclusion

The key question that arises in the current stage of implementing MANFORME is whether the strategy will achieve its aims by the deadline indicated and whether the reform has reached a point of no return.

The answer to the first question is "yes", if the process of upgrading businesses succeeds in parallel with their objectives of competitiveness, growth and employment being achieved, if the business accepts the task of training and if the flow of young people through post-school basic education sectors are subject to a rational regulation system, i.e. one compatible with long-term labor market requirements.

As for the second question, the answer may also be positive as long as the introduction of quality control measures manages to consolidate and perpetuate the achievements of the reform.

Depending on these conditional factors, there is a set of decisive accompanying measures that need to be implemented in a timely manner if MANFORME’s mission is to succeed.
Knowledge generates increased output and promotes growth; the acceleration of technological progress and the constant increase in competitiveness mean that lifelong education and training are now essential. For a country like Tunisia, this explosion of knowledge is a source of hope. Inequalities in the future will, in fact, mainly stem from inequalities of knowledge; they will become more and more crucial as the gap will increase even more rapidly. Conversely, when we succeed in establishing a tradition of knowledge and lifelong learning within a civil society, we can be certain that we are enabling it to constantly improve its standard of living much more quickly and irreversibly. Obviously businesses will be the main users of the future qualified generation so it is essential not to overlook that physical investment and intangible investment, at least, must be dealt with on an equal level. Businesses are an essential part of the development of the economy and an important factor in generating growth, so they must participate more actively when it comes to training, by giving what is necessary to complete young people’s theoretical training within the company. It is obvious that in-house training alone cannot be sufficient to face the continuous changes in production methods and means. Education, training and investing in knowledge are key factors in the development of businesses, taking into account an increasingly changing world, the vast number of challenges and increased competitiveness for new markets. The approach of company managers: company profitability is, in fact, linked to the capacity of its human resources, however much is given to material investment; optimal management of equipment, productivity, creativity and profits can only be possible if human skills are available. Innovation and modernization of education systems will involve a revision of the mechanisms of partnership between the public and private sectors, to achieve training in the sectors that really meet the needs of today’s businesses.

General context

A rift between the education system and the employment market can be observed through the changes to production processes (technological leaps), the creation and dissemination of knowledge (new channels of communication), lightning changes to trade (e-commerce), accompanied by acute worldwide competition and a spatial shift of investments (and therefore of Employment), especially where these changes are not accompanied by the necessary appropriate reforms.

These numerous, profound and fast changes that mankind is going through, pose serious constraints for education systems (due, above all, to their present cumbersomeness) and mean that real overhauls and a rapid adaptation are necessary in order to respond to new economic, social and political situations.

This growing spatial shift in worldwide Employment calls the inflexible machinery of education into question (e.g. training, incapable of adapting quickly) and renders forecasts of employment needs null and void: the needs of the employment market seem to suffer radical changes in qualitative and quantitative terms.
Background

It really doesn’t seem necessary to underline once again how much importance we give to the human skills needed by our businesses, and therefore our economy, so as to have the necessary assets to reinforce our competitiveness, with a view to achieving a lasting and constant promotion of our country. Indeed, the strength of an economy is now judged on the basis of the quality of its human resources, the ability to master leading-edge technologies and new scientific knowledge.

Ever since our independence, we have invested in education to counter under-development, to progressively move towards economic autonomy and to lead the actions necessary to attain solidly-based economic and social development. Since 1987, the new economic orientation has reinforced this approach, expressly giving all citizens equal access to knowledge, in the conviction that « school is the source of authenticity and the key to modernity... »

It is in this spirit, and since ’88, that the education reform comes in : a way of bringing the mission of the School up to date by setting it the goal of developing the necessary skills to respond to global change. The objective we are aiming for consists of improving qualifications in Human Resources and to quickly ensure their adaptation to the profound changes occurring on the international scene. « Those who wait until the changes take place, with a view to adapting to the situation before actually training young people, place themselves, in our opinion, at the back of the universal procession. »

Description of the skills needed

The skills of the 21st century require mastering leading-edge technologies and involve a capacity to adapt quickly to new economic and financial disruptions. Our era is becoming quite marked by a « clustered » evolution of knowledge which is taking place at a faster and faster pace. Inventions overlap, challenging the compartmentalization of specialties ; the progress of knowledge should promote and broaden the field of knowledge to other areas.

Furthermore, the viability of acquired knowledge is reduced by the rapid growth in the evolution of this knowledge that depreciates in a shorter and shorter time, challenging the compartmentalization between the field of knowledge (school, in the general sense of the word) and the field of know-how and life skills (cultural heritage, customs and society).

These changes in the nature and the rhythm of evolution of knowledge pose new problems for education systems : diversity, continuous updating of specialization options, retraining and rotation between school and career.

Today’s schools no longer limit themselves to dispensing a whole mass of knowledge (apart from what I refer to as the « minimum necessary kit »), but endeavor in particular to endow young people with the necessary means to allow them to acquire knowledge in a permanent way, by using distance learning and whilst adapting readily to new economic and social facts.

We will summarize at this point by underlining the fact that schools must achieve, more than ever before, « a well-made rather than a full head » across the breadth of the new means available to the world, such as tele-training, distance learning, etc., which are continuously increasing in their effectiveness. Moreover, this means that young people should be given the means to achieve a capacity to innovate, renew, convert and adapt their knowledge, to possess an agility and an open-mindedness allowing them to judge better, summarize, analyze, take decisions and continuously self-develop their life skills, intelligence, and skills and knowledge progressively in line with the transformations and regional changes which they will have to master completely.

Means

How does one organize a sector-based, social policy whilst insisting in particular on the enhancement of Human Resources in order to meet future challenges, particularly in the field of mastering technologies, across the strengthening of education programs, vocational training, higher education, and scientific research ?

Many bold measures have been implemented, notably by making nine years of basic education compulsory and by giving the means to young people...
to achieve a minimal basic knowledge base. Thanks to these reforms, all young people, regardless of their sex or social class, have seen the doors of learning and knowledge open up before them. Programs have been reorganized, sectors diversified and vocational training paths enriched and remodelled as per the skills approach. Moreover, it should be underlined that this area is now entirely integrated into the national education system.

The central pivot for the reforms was an interdependence of all the existing levels and all types of general, technical or vocational training; compartmentalization began to fade and then disappeared completely, leaving room for a global, integrated training system. This was thanks to the system of multiple bridges, approval by level of competence, the possibility of returning to education after practical training, lifelong training and learning, etc.

5 Challenges

Of course, such achievements are a source of pride and a real factor of hope for the future; but they force us to think about the means needed to consolidate them and to face up to the continuous challenges that follow. These challenges result from the strong competitiveness in this world where profit has become the only currency, and where the large groups dominate the economic and financial landscape. We are striving to go deeper with the reforms to ensure a successful economy that is open to the outside world, with a wide diversification of the industrial base and a workforce fit for new jobs. Putting our money into skills has become an essential stake, more than ever before, and we are conscious that we will only succeed in changing our economy and meeting the challenges of openness by a solid competitiveness, with an optimal mastery of the management of our human resources along with competent, organized and motivated personnel.

In this context, it seems important to touch on the subject of national consultation on « the school of tomorrow », mobilizing all the players of civil society around this vital topic for the future of young people and of Tunisia.

- On the one hand, the citizen, as an associate for the conception, evaluation and the general monitoring of the programs, evolves into a player with consciousness and a sense of responsibility towards the consolidation of civil society. People’s participation in think-tanks and decision-making committees unites the different participants and makes them conscious of the responsibilities they are to assume.

- On the other hand, the vital forces of the country participate and reflect together in order to make proposals aiming to raise the Education system to a level that meets the requirements of the modern world. This process allows the strengthening of national solidarity and mobilization in the context of an ambitious project for the future, a source of pride.

6 The quality lever: partnership

In order to stick as closely as possible to the real world of production, it is a good idea to take into account the advice of businesses for the broad outline of future directions. Training has adopted a « customer approach » without any problems.

The innovation and the modernization of the training sector in Tunisia result in a revision of the mechanisms in the partnership between the state and the private sector. This is in order to achieve training in those sectors that really meet the requirements of businesses today, with a continuous update of acquired skills shared between schools and businesses. Today, Tunisia can face up to the needs of an economy that has evolved, integrated in its regional and international environment, and supply the employment market with skills capable of adapting to change and the use of modern production methods.

At the same time, and thanks to the continuing support of businesses, a real culture of quality has been established with the program of global upgrading. These steps have provided Tunisia with an additional advantage for foreign as well as Tunisian investments, since competent, qualified human resources are now at their disposal, with the ability to contribute to improvements in productivity thereby strengthening the competitiveness of businesses in high value-added sectors.
Likewise, this production sector is called upon for more active participation in the field of training, by giving young people, on an in-house basis, the necessary complement to theoretical training to ensure up-to-date qualifications and skills.

It goes without saying that residential training cannot be sufficient in face of the continuous changes in production methods and means. By receiving young people in their businesses, employers voluntarily participate in the construction of a knowledge society and « employability » in this world where changes have an important role.

Skills development and lifelong training:

Through various incentives and financing, the support for continuing training and teachers’ adaptation make an update of skills possible so that the requirements of new programs and the employment market can be met. In this field, where in Tunisia « Knowledge represents the weapon of the future and wealth is to be found in people », the visions of the future tend to include lifelong training for all.

This permanent upgrading of Human Resources, through the continuous update of knowledge during a lifetime, becomes the essential strategic means to give our economy real competitiveness, flexibility and a reactivity which undergoes continuous strengthening. It also promotes real long-lasting social stability.

The first mission of a business being to bring, through its capacity for innovation and reactivity, added value to its production and services with a view to customer satisfaction, continuing education could therefore provide effective means to express this preoccupation in terms of organization and redeployment of its individual and collective skills in keeping with its business strategy.

Conclusion

The strategy that consists of offering everyone the possibility of lifelong learning appears to be a means not only for anticipating economic and social changes, but also and above all, for making the most of them.

Lifelong learning goes well beyond a second chance to take up studies or to follow an adult training program. The concept is based on the premise that everyone must be in a position to learn throughout their life, to have the desire to do so and to be actively encouraged. This training concept covers personal development from every angle:

- as much formal (at school and in vocational training centers)
- as informal (meaning at home, at work, and in everyday life).

Lifelong learning is considered as a fundamental component of employment policies and business competitiveness, so much so that we see a strong relationship between training and growth as much for individuals as for the economy in general.

Globalization alerts us to the basic problems that it implies in relation to evolution, with the vital coordination necessary for a wide redistribution of its fruits. Promoting the economy is not enough in itself to rise to the challenges of globalization if this promotion does not encompass real social and human development at the same time, bringing together all the populations and the regions of the country, in order to that the benefits be shared by all.
Some data

- Chile is a relatively small country (about 15 million inhabitants) with, for Latin America, a relatively low population growth rate (1.13%) and a relatively high standard of living. On average, the number of years spent in education for the over-fifteens is 10.5 years and the annual income is about USD 4,000 per capita.
- The country is characterized by significant inequality: the distribution of income is one of the worst of the continent and even the world, according to statistics. This is a major problem.

Structure of the education system

- Basic education: 8 years
- Secondary education: 4 years of which the last 2 years are split in two directions: « humanistic and scientific » training and « technical and vocational » training, both of which have a solid core of general knowledge, which form a possible basis for a bridge.
- Higher education: 3 main types of institutions; technical training centers (TTCs) which should be a natural follow-up to secondary technical training, vocational institutes and universities.

Today, if we take any age range, only 50% completed their secondary education; our aim is to raise the number of years spent in school to 12 for everybody.

The reforms

The current effort in technical training is based on a reform initiated in the 1990s progressively targeting different levels of the system: primary education in 1992, secondary education from 1995, higher education in 1998 and we are currently attempting to rise to the challenge of lifelong learning by trying to «link» the education sector and the productive sector. These are considerable efforts for the country which has tripled its investment in education over the last decade with the help of the World Bank.
4 The main directions of Chile's policy

- create favorable conditions for development capable of encouraging more opportunities for the population as a whole,
- to achieve this, create the conditions for a synergy between the education and productive systems,
- in order to rise to the formidable challenge of recent free trade agreements adopted by Chile, not only on the continent, but also with the United States, Europe and Korea to name a few.

This involves new requirements for education and in particular, for technical education.

5 Four major challenges

I am mainly going to refer to the last one, which is for us the most innovative from the point of view of experience with our education system, but I will also cover some elements regarding the directions of our policy for technical training.

• First, increase the number of advanced technicians. Indeed, the number of pupils in secondary technical education increased from 29% of the total enrollment at this level in 1980 to 46% today. However during the last decade, the enrollment in institutions training advanced technicians, the TTCs, dropped by 30%, from 77,000 students to 55,000, which means that less and less pupils from the secondary level are entering this sector of studies.

• Second, raise the quality of technical education. On the one hand, the quality of the TTCs, although part of higher education, is low in relation to the requirements of the knowledge society. But at the same time, on the other hand, we must improve the quality of the schooling system. There are many international comparisons available and these show us that we still have a lot to do to get to where we want to be.

• In addition, we need to increase possibilities for the poorest young people to accede to and succeed in higher technical education, hence a recent policy to open up the system, provide grants and other support to the most underprivileged groups in our population.

• Finally, we need to target an even more ambitious objective which is « to structure technical education within a permanent and lifelong learning system » with the help of the program supported by the World Bank. For this, we are looking for new ways of vertical technical training integration (from secondary to higher education) and the implementation of bridges between the various forms of training (formal system, lifelong vocational training, validation of experience, etc.).

6 This is what we are implementing

In the following slides, we are going to try to show you how we see the system and where we stand with it, bearing in mind that the concept of lifelong learning is completely new to us and, without doubt, to all Latin America.

• First, create suitable conditions for a « linkage » between the system players, the world of work, the world of continuous training and the world of formal education. Within that education system, establish a « linkage » between the systems of secondary education both general and technical, and higher technical education. At the same time, and this is very important to us, it is necessary to bring adults up to a satisfactory level: a large percentage of the adult population did not complete secondary education (45% of the population fifteen years and older did not spend 12 years in school, which is our goal). We therefore need to progress in this field.
What are our tools for developing this policy?
- create a system based on vocational competencies;
- define vocational profiles allowing the regrouping of specialties;
- make the curricula « modular » both in secondary and higher education;
- draw up « training itineraries » which allow the certification of competences of differing origins through mechanisms of assessment and validation;
- implement an information and guidance system for the professions which would allow young people and adults to make pertinent choices in vocational integration;
- improve basic knowledge, especially for the population fifteen years and older (mastering the language, mathematics, essential knowledge in technology);
- implement a quality assurance system for the entire technical training system.

Where do we stand today?
- In the 1980s we made an important effort which is still being continued today : at the secondary level, education is organized according to competencies, curricula are split into modules and we have « vocational profiles » which each correspond to a specialty group (before 1980, we had over 400 technical training specialties ; there are now only 46 specialties corresponding to 13 vocational categories).
- We must build a bridge to technical higher education for students who have basic education but who will not necessarily be going to university, to vocational institutes or TTCs and who are unlikely to get a job. We must also establish continuity between technical-vocational secondary education and higher technical education. Finally, as far as adults are concerned we are currently testing an outline for basic competencies, a new curricular framework and with regard to technical training, we are setting up a system of modules mirroring the one for secondary education.
- For technical higher education, we are currently drawing up a system based on competencies, « vocational profiles », a modularization of the curricula and « training itineraries ».
- The same applies to what we call the non-formal system : for the last 2 years we have been setting up a process based on a competencies referencing framework for adult continuous training, whose aim it is to allow a passage between the non-formal and the formal systems. At the same time, we are preparing a system of competencies certification which is open to businesses and which can be validated in the formal system.
- Finally, this whole « linkage » mechanism is based on an information system which is in the process of being defined and on the management of a system to provide assurance and continuous improvement of quality for secondary education as well as higher education institutions.

7 Strategies

In conclusion, we use the following strategies:
- The creation of « training networks », structures associating businesses, continuous training institutions, and secondary and higher education institutions, which define « training itineraries » and the bridges from one to the other.
- For adults, the implementation of systems to bring their studies up to a satisfactory level using flexible methods allowing access to training for populations which were unable to have it previously.
- In the field of continuous vocational training, the implementation of economic and non-economic incentives for the modularization of training and certification.
- Finally, with regard to improving the guidance system, the quality of local information offices must be increased, the counseling and guidance system in schools improved and a quality assurance system created for the technical education system.

A program of about USD 150 million over 6 years is available to cover all of this : about 50 million for the networks, a further 50 million for the flexible methods to bring the adult population up to a satisfactory level and the rest for all the other actions planned in this program.
Greetings and thanks:

A warm greeting to everyone present.
Allow me to express my appreciation to the French government and especially to Mr. Mazeran, who invited the productive sector.

Introduction

I should point out that my presence here is the result of a common project that we are developing on information and the public-private connection in technical and vocational education and training.

1 Description of the South-Central region of Chile

The South-Central region of Chile is known for its forestry, agriculture and livestock industries, with forestry and lumber being the chief export item. Anticipated alternative exports are fruit and vegetables as well as meat products. There are also traditional crops such as wheat, oats and potatoes.

(Source: INE Agricultural census, 1997 www.ine.cl)

2 Distribution of agricultural property in Chile

<table>
<thead>
<tr>
<th>Type of Farmer</th>
<th>Percentage</th>
<th>Number of Hectares</th>
</tr>
</thead>
<tbody>
<tr>
<td>Subsistence Peasant Farmer</td>
<td>3,0</td>
<td>531 000</td>
</tr>
<tr>
<td>Small Businessman</td>
<td>19,6</td>
<td>3 469 200</td>
</tr>
<tr>
<td>Medium-scale</td>
<td>22,1</td>
<td>3 911 700</td>
</tr>
<tr>
<td>Large-scale</td>
<td>54,8</td>
<td>9 699 600</td>
</tr>
<tr>
<td>Inactive</td>
<td>0,5</td>
<td>88 500</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>17 700 000</td>
</tr>
</tbody>
</table>


1 With the assistance of Guido Guttiérez Gonzales, agronomist.
Commercial expansion of Chile and the resulting scenario

In the 1980s Chile began to promote a policy of commercial expansion, implementing reciprocal trade agreements with several Latin American countries and later, free trade agreements with Mexico, Canada, the European Union, the U.S. and South Korea.

Implications

As a result of the requirements of the trade partners, the agricultural and agro-industry sector recognized the needs and deficiencies in their productive systems, which can be summarized as follows: Quality standards, food safety, technological innovation, labor hygiene and social security, partnerships and associations, production volume, productive infrastructure requirements, storage, transport and port logistics, knowledge of market outlets, etc.

The above scenario was one in which Chilean farmers were used to a system of primary production, with traditional crops, geared mostly to the internal market, and very low levels of processing.

When confronting the new scenario, producers (farmers and ranchers) were forced to develop a process of innovative technology, a restructuring of productive systems and management, and to create more partnerships, while considering strategies of competitive development. This in turn modified the demands for technical and vocational skills, both of producers and technical teams providing services in the sector. These skills had to be adjusted or modified.

How this issue is being handled

We have joined together in networks of business people, universities, advanced technical training schools, and technical vocational high schools which allows us to be present in decisions about how to deal with the requirements of technical and vocational education and training.

We have joined with the public sector in forming strategic priorities for productive territorial development, in response to the strategic development guidelines undertaken in Chile. (www.agricultura.gob.cl document : State Policy for Chilean Agriculture / 2000-2010).

We are designing systems of technical training, advanced high school training and vocational training. Thus, we have points of access to the various levels of training that might enable a young person to develop skills for returning to work, continue his/her education or make decisions based on his/her personal condition or expectations.

We are creating alternatives in vocational training that include mechanisms for qualification and certification in order to answer the demands placed on us by today's market.
The goal of our NETWORK

The Agricultural and Agro-Industry business Network of the VIII Region of Bio-Bio, has decided to create a system of permanent continuing education in the fields of technical training for the agriculture and agro-industry. This is in response to the need for productive regional and national development, founded on environmental sustainability and social equity.

This system of training will certify and validate acquired vocational skills that permit individuals to enter the labor market based on their educational level or skills, or to access other levels of technical training.

Expected results:

Certifying labor skills in this sector is of great importance, given that a person with improved labor skills offers more assurances of increased productivity to the employer.

Moreover, technical experts and professionals who enter a formal education system are going to gain greater qualifications and specialization, directly impacting on the productivity and profitability of our sector.

OUR CURRENT STRENGTHS

- We have the experience of linking the educational system to the productive world. For more than thirty years students of technical schools have been doing internships at companies for periods of two to three months.

- We have technical schools that are either run by business people from the productive sector or influenced by them through their participation on the board of directors or as trustees.

- With farming, we are making adjustments to the new requirements and sharing our needs with the teaching staff.

- We have organizations of farmers and business people, which, given the conditions of the new markets, are forcing us to create alliances and promote the culture of partnerships.

- We have the motivation and commitment of both public and private sectors which allows us to reach agreements.

- We have skills and local knowledge that we can make use of, plus of course, political continuity in issues of education, agriculture and markets.

Difficulties and challenges

How can we respond to the speed of technological changes?
How can we avoid obsolete technology when the changes are faster than our capacity to adapt?

How will personal expectations be satisfied? A person who receives training and then generates higher productivity also needs socio-economic recognition. How do we answer to this?

We want to know if we, the employers, will be willing to adequately motivate others.

How can we achieve higher recognition of the new labor skills while maintaining a correct balance (employer/worker)?

How can we maintain participation from the productive sector when this project will depend on the success that this sector recognizes in these programs over time?

Today the productive sector requires fast results, increased profitability, success and planning for the long-term.
Ladies and Gentlemen,
It is an honor for me to be able to comment on the Chilean experience, especially as it is very interesting to note that, after having listened to both the Tunisian and Chilean presentations, there are many converging axes and you will see that the comments join up on many topics despite the distance separating these two countries.

First of all, the importance of continuity and progression across policies was underlined. Even though this might seem easy it is very difficult to apply in reality. This means that a country must be able to make choices and then remain focused on its priorities. I am going to tell you a story: when the World Bank began to work with Chile in the early 1990s we went there trying to «sell» almost everything we could. The Chileans replied: «Out of the question! What we want to achieve is basic education. And basic education means that we want to focus on the poorest rural primary schools because that’s where the problems lie, and we want to begin with the problem areas. Only then will we talk about secondary education and only later still about tertiary education». And that’s exactly what they have done since then without any break in continuity. This idea of continuity is in keeping with a circle of honor between growth and investment in education. This is very important because when there is no money, there is no investment in education. This is why, later on, I’ll stress the correlation between the capacity to act at an economic level and the capacity to act at an educational level.

The second feature is that the same caution is displayed by the Chileans, a feature which also defines the Tunisian attitude whereby there was a pilot scheme before general application. The Chileans also proceeded step-by-step each time, taking advantage of the experimental pilot. They started with experience in the field and rigorous evaluation prior to general application. The only proof I have of this is the fact that the Chileans waited almost eight years before moving to change the curriculum. Before that, they thought the most important thing was to know what went on in the classroom, to have the support of teachers, to change ways of doing things and only then did they think of addressing the content since it is a much more difficult task. For each stage completed, they performed an evaluation before carrying on any further. I can assure you that changes in the classroom are evident in Chile. This is the second lesson.

The third lesson is that, as in Tunisia, the Chileans are able to mobilize both the public and private sectors. They do this quite easily, as opposed perhaps to Tunisia. Their financing methods are extremely flexible. In Chile, both public and private schools benefit from financing, using a "per student" model whereby the Chileans pay the students irrespective of whether they go to public or private school. Schools are therefore compelled to provide acceptable results and this ensures a certain equity and efficiency. This financing lesson, learned long ago, is to be found in later projects: every time they need to finance something more complex, such as networks, they have this capacity and ability to arrange financing based on results, which is how they have been operating for decades. Since they communicate easily with the private sector, it is quite natural in Chile to work in partnership with the professional sectors.
The fourth lesson (and I have never seen this anywhere else, I believe) deals with the perfect understanding which exists between those who are in charge of planning education and those in charge of the economy. The Ministry of Education and the Ministry of Finance (Hacienda) are both located in Santiago, close to the Moneda Palace which is unfortunately infamous for those who saw the televised broadcasts. International development officials attending a meeting at the Ministry of Finance are surprised to hear the same discourse as at the Ministry of Education. No one is saying « the Ministry of Education doesn’t understand a thing ; or is asking for far more money than is necessary ! » On the contrary, both are on the same wavelength, and that is exceptional, I can tell you. At the same time of course, we also have a Ministry of Education which does not complain about the money received from the Ministry of Finance ; it all runs pretty well.

The aforementioned is in fact very important for my fifth lesson. When the time came to construct a framework for lifelong learning, the challenge for the Ministry of Education as well as for the other ministries was to break down institutional barriers. We had to broaden the framework of formal education in order to move toward other forms of education, including informal education, and therefore to welcome new partners and create new connections which we classify as horizontal and vertical. There was even a flaw in communication between secondary and higher education levels, and I recall meetings where the tension between them was high. Our Chilean friends managed to push back these barriers and shift them aside. This is only possible when ministries agree. It is necessary to achieve this perfect communication at the highest levels of State because this is where you achieve perfect integration of policies (the project we just mentioned went all the way up to the President for decisions to be made). We also see this now in the systemic approach chosen by the Chileans and the development of these decentralized networks which reproduce this institutional communication at the regional level.

In conclusion I’d like to say that there were some comments yesterday regarding the fact that the World Bank always comes across as the one giving lessons. Well, I can tell you that, in this case, the World Bank is the one learning the lessons, and we are trying to learn very quickly indeed.

Comments from the presiding chairman :

Please allow me to conclude by stressing one particular point : It is the capacity to maintain a political course and to commit to action in education over the long term. This has emerged from all this afternoon’s presentations : first, a clear message is needed as well as a clear direction, but this capacity to maintain that course in spite of all the certain pressure coming from all sides is also necessary. In the case of Tunisia and I think that of Chile, they have been managing it for almost two decades now.
General comment: country partnerships

Questions for the Tunisian delegation

1) Regarding human resources / planning rural TEVT / legislation / diploma-awarding on-the-job training / public-private partnerships

2) Risks arising from a vocational training designed exclusively for the market

3) Impact of the reform on the informal sector

Question for the Chilean delegation concerning the concept of linkages between various forms of training
General comment: country partnerships

Comment shared by

Jean NJOYA from Cameroon
Sous-directeur de la formation professionnelle
au ministère de l’emploi,
du travail et de la prévoyance

▶ Comment
« It is my understanding that the conditions for success in these two models of reform involve a partnership with an economic engine. In the Tunisian example, the engine is the European Union; in the case of Chile, it is the United States. So, the advanced countries in the area already seem to be the basis for the absorption of general economic skills. »

Questions for the Tunisian delegation

1) Regarding human resources / planning rural TEVT / legislation / diploma-awarding on-the-job training / public-private partnerships

Asked by

Yoro FALL from Senegal
President of CNES (Senegalese employers’ organization)

▶ Question
« I have some questions for our Tunisian friends. I’m astonished by what they had to say.
- How do you manage the planning of human resources downstream, particularly the placement of personnel and the follow-up and assessment of impacts in Tunisia? Secondarily, how do technical education and vocational training work with regard to the Ministry of Employment and Labor? Not much has been said about it; you spoke more about your ministry, so I’d like to know what the situation is afterwards.
- Similarly, you didn’t talk about agricultural vocational training in rural areas. Is there any? Could we have some details on this?
- You talked about legislation in your outline. I’d like to know the areas in which you needed to legislate.
- If vocational training includes short, program-specific modules for the retraining of in-service personnel in order to allow internal promotions, do those who complete the modules receive certificates or qualifications?
- One last question. What are the respective roles of the private sector and the public sector in the partnership that you have just described? »
2) Risks arising from a vocational training designed exclusively for the market

Asked by

Waly N’DIAYE DJAJI from Senegal
National Secretary of CSA (Independent Senegal Workers’Union)

 ► Question
« I, too, would like to come back to the Tunisian case, which really worries me. In the knowledge economy, it is appropriate to extend the discussion around the trilogy of employment, vocational training, and business. But vocational training that is exclusively business-oriented creates quite significant risks in the sense of what was said this morning about the desirability of broadening technical and vocational training around the world. We risk betraying that goal. At this rate, in the context of an obviously liberal economy where everything is based on productivity, competitiveness, and the pursuit of profits at minimum cost, we risk not achieving sustainable development. Especially for our developing countries, with the structural adjustments we are going through, business is no longer national: most businesses belong to foreign multinationals. So, if vocational training is developed exclusively for the interests of business, we risk forgetting other sectors that should also be developed in this broadening of technical and vocational education and training. There is therefore a risk that the sustainable human development that we want in our countries might not be achieved. This is the problem I have with the outline drawn just now by Tunisia. »

3) Impact of the reform on the informal sector

Asked by

Jean NJOYA from Cameroon
Sous-directeur de la formation professionnelle
au ministère de l’emploi, du travail et de la prévoyance

 ► Question
« I’d just like to understand the impact of the reform on the informal sector, which is highly developed in Sub-Saharan Africa, and the idea of quality assurance – I don’t know whether that has worked for this sector. »

 ► Answer a
« The question from the Senegalese employers’ organization would require a whole conference of its own. The five questions touch on points that I didn’t go into in my presentation. I selected a few indications of the progress, framework, and history of a reform that is not quite ten years old. The French minister of education said yesterday morning that it’s been 20 years since France finalized its technical and vocational education reform to achieve the performance he presented in his speech. We are really half-way along the road to completing an ambitious reform designed to meet the challenges facing the countries of Africa as they aspire for economic emergence in the
liberalizing world economy. We have no choice but to gamble on the opportunities presented by economic liberalization and globalization.

On the question of the impact of policies, we have developed in Tunisia, as part of our strategy, a system to follow up on and assess impacts, with which the World Bank is firmly associated and which has excited its observers and experts. The system consists of analyzing the progress of young people finishing initial training and getting their first jobs. This method was put together over some 30 months. In Morocco, the World Bank is organizing a seminar for next January to train managers of education, technical education, and vocational training in impact assessment methodology. We will be represented at that seminar and will present the problems posed by the implementation of this sort of methodology, based on the results of two observation projects. We have assessed the results of the class of students who left the vocational training centers in 1996 (before the project began) and the class of 1998, and we are now getting ready to assess the class of 2000.

It is quite complicated, especially the question of methodology, which poses the real problems, even for scientists and researchers (to understand how people and businesses behave on the labor market). Our assessment system is part of what we call the national employment and qualification observatory, which is being finalized and tested. It is far from being fully operational, but I invite you to take a look at how the observatory’s work is configured and how far it has gone. It is a tool that is indispensable in responding to the demands of the economy. Continuous training in our Tunisian vocational training model is not a separate thing and cannot be individualized, in the sense that it is the logical continuation of initial education. It is an activity that offers opportunities for professional growth to people already at work. Initial training is for people looking for work for the first time. These two functions can no longer, in an integrated and demand-driven system, be managed independently from each other. It is true that in the current situation, in the legacy system, they are separate, but they can no longer bear the barriers that have for so long hindered and handicapped the spread of continuous education to as many people as possible in companies, especially companies that are consolidating jobs as part of a restructuring process. The question of training quality is framed in the same way and rests on the same foundations. From the moment we capture, at the level of formalization, the qualifications for the development and assessment of skills, the quality problem is exactly the same for initial training and continuous training. It is the methods of skills diffusion that differ in the management of initial training, where it is done by integrated profile, and in continuous training, where it is done by skill or group of skills. The most important thing is to properly manage skills in training centers and in businesses. Human resources management in businesses must fully obey this skills logic if we want both systems to speak the same language. The supply of training and the demand for it must aim toward a common language – the language of skills. With respect to the linkage with employment tools, we have in Tunisia a highly developed system of demand-driven mechanisms to help people into work, in which the state participates by regulating the labor market. The grandfather of these mechanisms, which Mr. Experton has been familiar with since he worked on Tunisia, is the Professional Integration and Adaptation Fund, or FIAP, from which was born the very idea of training in response to explicit demands from business. FIAP is financed as à la carte training – lean and inexpensive. It is an instrument that has spawned a whole family of job-finding instruments specifically targeting different categories of job-seekers. I probably did not talk about it, because vocational training has again been separated from employment at the political level, having been moved back to education. In Tunisia, vocational training is now an integral part of the education system under the Ministry of Education and Training, but the employment strategies designed to help people find jobs are still operating according to the same logic, the logic of economic demand. Initial training is considered the main employment scheme, and it is supported by the government.

Legislation is a tool that can be used to formalize a system that is otherwise informal or not a system at all. It is true that vocational training exists in a country like ours, in which probably hundreds of thousands of young people undergo informal, unmonitored, nonassessable apprenticeships that are nevertheless very important. The big advantage of these informal systems is that they cost the government nothing, are covered directly by businesses without causing problems, and are directly oriented toward the labor market and toward getting people into work. I recently received the minister of an African country with a small population who told me that
800,000 young people in his country were apprentices in businesses and families; households pay for the on-the-job training in an informal system, where there are no qualifications and qualifications are not recognized. In Tunisia we have a relic of an informal system, but the system that concerns us the most is the one that directly supports business competitiveness.

In response to the question from our colleague representing the Senegalese employers’ organization, who was concerned about the risk of things going awry as a result of paying too much attention to demand and ignoring sustainable development, I believe I addressed this point in my presentation, when I discussed the controversy between social and economic demand.

The other great challenge today for our economies as they open up to the world economy is that they must prove their efficiency. To survive, they have no other choice but to help businesses be more competitive and to keep their market share in the country. It’s the only way to help the economy create employment and keep existing jobs; markets must always be won and held on to. The preparation and management of human resources, of human capital, is a determining factor in making our businesses more competitive, because it is in our businesses that our young people will be employed. The demand for jobs among young people is still rising despite the success of our countries’ demographic policies. The demand for jobs is not a choice; it is an inevitable fact. Tunisia’s president, Ben Ali, on signing the free-trade agreement that gave the green light for the revival of vocational training on a priority basis, said « It’s a hard choice, but I’d do it again if I had to. » And this is a president who greatly values national solidarity, making it a keystone of the country’s development policy.

Answer b
« You asked me about parity in the partnership between the public and private sectors. If you are referring to the management of centers, there is a consultative council with equal public and private representation. But in fact it isn’t the problem of parity per se at the heart of the partnership, because we have common interests—we are targeting something in the interest of business that the private sector wants to support in order to promote our economy. Our goal is for our businesses to remain competitive—and on that I’ll repeat a bit of what the minister said. For business to stay competitive, they have to stay the course, together with the public sector, in terms of training; we are accountable for results and we are all responsible for achieving the targets. A single person with a convincing proposal may be able to totally change a point of view. If it is a good proposal, nobody in the public sector will say no, and if for our part we sometimes have ideas out of line with the reality on the ground, this is in fact constantly being negotiated, so there is no parity problem.

On the problem of risk, I again support what the minister said. In fact, at the start we asked ourselves the question, too, but we quickly got past it, because we don’t have time for timidity. In any case, if wealth is not created, it cannot be distributed. To create wealth, we need the courage, well thought out of course, to go ahead with a strategy that seems very clear to us, while allowing for breaks along the way to rethink and adjust. »

Answer c
« Just a few words as an addition to the message aimed at the unions’ way of thinking. There are no Tunisian union representatives in this room, but if they were here they would have told you that during the implementation of the reform we presented this afternoon, a national declaration was made and signed by the government, the employers (UTICA), the unions (the Centrale Syndicale), and the political parties. That declaration was a charter for employment that emerged from a national conference that focused on employability. We are all united for the competitiveness of our businesses, the goal being employment. This political choice, made at the national level, is the basis for a reform that is at the heart of the country’s economic and social policy. It is not an arbitrary choice. »
Question for the Chilean delegation concerning the concept of linkages between various forms of training

Asked by

Gustavo FLORES FERNANDEZ from Mexico
Director of the Vocational Training Division
National College of Technical and Vocational Education (CONALEP)

Question

« I’d like to ask my colleagues from Chile to go into more detail about what they called the « bridging of the educational systems » and whether they plan on incorporating this into secondary education programs or higher education programs, or whether these are extracurricular activities. Are they carried out in a formal way or are they self-taught? How do they plan on developing this? »

Answer

« I will try to be brief and to the point. First, after listening to others’ visions about what is happening, it is important to recognize the idea of a long-term, cumulative reform characterized by systematic guidance, experimentation, and policy continuity. Second, rather than trying to single out which partners that have been the engines pulling us along, the decisive factor appears to be trade liberalization because it obliges the country to perform and engages all its systems. Liberalization has advantages and disadvantages. Advantages could be the access to new markets. A disadvantage is that it reveals structural weaknesses in the country – among them the educational system. Today we are forced to work together, government and business, because the product we have to place throughout the world is Chile.

Third, as I mentioned earlier, the partnership with the productive sector is of obvious importance. In terms of the bridges, we are right at the design stage. The productive sector should be able to certify skills – and this is our goal – according to an adult’s experience in the world of work. Indeed, these skills should be recognized through a certification process. Currently we are examining a possible mechanism by which this can be done by the companies themselves, with official recognition by the state. In the area of postsecondary technical education, we are considering a system of modules that will allow us to establish equivalencies and thus to recognize skills and eventually specializations. This is another concept that we are considering in the effort to create bridges between formal and informal education. »

Pedro Montt
Session 8: ORGANIZATION AND IMPLEMENTATION OF TEVT

Career guidance and public policy: bridging the gap
Mr. Richard Sweet – OCDE

European cooperation in TEVT
Mr. John Mc Carthy – European Commission

Towards building new vocational education diplomas within a common international reference system
Mr. George Asséraf – Ministère de la jeunesse de l’éducation nationale et de la recherche
France

General discussion

Josiane RABETOKOTANY
Chair
MADAGASCAR
Summary

OECD countries are attaching rising importance to lifelong learning and active employment policies as tools of economic growth and social equity. Effective information and guidance systems are essential to support the implementation of these policies, and all citizens need to develop the skills to self-manage their careers.

Yet there are large gaps between these policy goals and the capacity of national career guidance systems. Access to services is limited, particularly for adults. Too often services fail to develop people’s career management skills, but focus upon immediate decisions. Training and qualification systems for those who provide services are often inadequate or inappropriate. Co-ordination between key ministries and stakeholders is poor. The evidence base is insufficient to allow proper steering of services by policy makers, with inadequate data being available on costs, benefits, client characteristics or outcomes. And in delivering services insufficient use is made of ICT and other cost-effective ways to meet client needs more flexibly.

Based upon a review conducted in 14 OECD countries, the presentation will explore how the gap between career guidance services and public policy might be narrowed. It advocates improved national co-ordination arrangements, greater attention to research and data collection to inform policy, the development of improved and more specialised training programmes for practitioners, and the creation of more specialised career guidance organisations for the delivery of services.

Preambule

Thank you very much for inviting me to this World Bank function. It is particularly gratifying to be invited to a meeting such as this because over the last two years the OECD, the European Commission and the World Bank have been working very closely together on the question of career guidance and its relationship to public policy.

I. Summary presentation of the study

I’m going to talk to you about a review of the relationship between career guidance and public policy which we began at the OECD early in 2001. There were fourteen countries in the review. Eleven of those were European countries (Austria, the Czech Republic, Denmark, Finland, Germany, Ireland, the Netherlands, Norway, Spain and the United Kingdom) and in addition there was Australia, Canada and Korea. The study has just been completed and will be published in February 2004¹. The first step in the methodology consisted of all of the participating countries completing a very detailed national questionnaire which asked about aspects of their career guidance systems and about their career guidance policies. It was a difficult questionnaire for countries to complete because in many cases, the data that we asked for just was not available. For example, countries had very little information on financing, on the career guidance

labour force, or on research and the knowledge base. By itself this indicates something about the extent of the gap that exists between career guidance and public policy, if public policy makers don’t have the information base needed to steer their systems.

In addition to completing national questionnaires, each country hosted a visit by a small team of experts: one person from the OECD Secretariat, and normally one other independent expert. Normally those visits lasted for a week, but in the case of larger countries with federal systems such as Canada, Spain and Australia the visits tended to last for a week and a half. In these visits we spoke to key policy makers, visited programmes on the ground, talked to representatives of career guidance associations, to people who trained career guidance workers and to researchers. After the visits we wrote a brief report for the country which did two things: first of all, it described the nature of the country’s career guidance systems for the benefit of other OECD countries, and secondly it gave our recommendations on what countries might do to improve their career guidance systems.

We also commissioned eight expert papers, working jointly with the European Commission. These were on topics such as the uses of ICT in career guidance, quality control, training and qualifications, and coordination of services at the local level. One of the other features of the study was very close international cooperation. In parallel to our review, both the World Bank and the European Commission launched major studies using the same basic questionnaire for data gathering. We worked very closely with the major international representative association of career guidance workers, the International Association for Educational and Vocational Guidance. They took part in the design of the study, they took part in all our steering committee meetings and they were involved in the review of the outline of the final report. We also worked very closely with the Canadian Career Development Foundation which, during the period of our study, held two very important major international meetings on career guidance and public policy.

II. The professional guidance and reaching political objectives in terms of employment and lifelong learning

The key question that we organised the study around was basically this: « How can the organisation, the management and the delivery of career guidance contribute to two things: first of all, lifelong learning policies; and secondly, active labour market policies? »

There have been longstanding and quite traditional goals for career guidance: to improve the efficiency of the labour market by helping to match labour supply to labour demand more efficiently; to help improve the efficiency of education systems by helping to reduce drop-out rates, making sure that young people get into the right courses; and there is also a strong belief in OECD countries that career guidance has got an important role to play in promoting equity, helping the integration of migrants and refugees, for example or helping to increase the participation of women in the labour force. These are the major reasons why, in all countries, the public purse provides the bulk of the funds for career guidance. There are good theoretical arguments, and there is also reasonably good empirical data, to support the proposition that career guidance can in fact assist in the achievement of such public policy objectives. These are fairly longstanding goals but we wanted to go beyond these and see how career guidance could contribute to some more recent public policy objectives within OECD countries: lifelong learning policies; and active labour market policies.

Why did we choose lifelong learning as a focus for the activity? The key questions weren’t necessarily how effective career guidance is, or what the outcomes of career guidance are, but
rather: « If you, as a policy maker, are serious about implementing lifelong learning strategies and active employment strategies, then what should your career guidance services look like? »

Why was lifelong learning therefore a focus? Lifelong learning, within an OECD context, is not only about ensuring that adults can return more effectively and more frequently to learning throughout their working life, but it also implies a particular approach towards initial education and training (which is part of the focus of this meeting). Within a lifelong learning context we believe that individuals should have a much stronger control over the timing, the nature and the location of their own learning. This means constructing pathways through initial education which are much more flexible and which give the young person a substantially greater degree of choice over the way in which they learn and over the content of their learning. A commitment to lifelong learning also involves developing within initial education not only the types of occupational competences that are needed for specific jobs immediately after leaving school, but developing within young people the skill of managing their own learning and the skills of managing their own careers.

Within this type of context of initial education our review of career guidance systems was asking questions such as:

• How well does career guidance support more flexible pathways though initial education?
• How well does it support increased individual choice over the nature of learning?
• How well does it develop in young people the ability to manage and plan their own careers, skills in decision-making and skills in managing their own learning?

If we reached any one key conclusion from the study it would be that, in most OECD countries, the way in which career guidance is organized, managed and delivered is, in fact, not well suited to delivering and supporting lifelong learning policies and active employability.

### III. Shortage of guidance in vocational training

If we look at the traditional model of career guidance, we find that it is delivered to young people at the end of compulsory schooling, or it is something which is delivered to the unemployed: as a result there are very major gaps in services. If we look at the way it has traditionally been delivered within technical and vocational education at the upper secondary level, we find that has traditionally been used in two ways, one positive and one negative.

First of all, we find in many countries where the choice of a vocational pathway is made at an early age, that the young person has to choose between a very large number of very specific and narrowly-defined occupational pathways, for example in Germany and Austria, where sometimes the choice has to be made as early as the age of fourteen. What countries tend to do is focus and concentrate career guidance activities at the end of compulsory schooling and then forget about it, and so we find that the other relationship between career guidance and vocational education is often that within upper secondary education there is no career guidance. Within upper secondary education in many countries, and we have data to prove this, countries concentrate their career guidance in the academic, general education streams, but not within the vocational streams, on the assumption that young people in vocational programmes have made a choice, so why should they need assistance. Of course, young people do change their minds and if they want to change, then they need assistance. If you organise your vocational pathways more flexibly so that you start off, for example, with a broad initial field like construction and then have to make choices between specific options like painting, carpentry or brickwork, then choices emerge during the vocational education stream, and if you make your
pathways more flexible so that it is easier to move between general and vocational or academic and vocational streams, then again, the need for career guidance within vocational programmes is fairly evident.

### IV. Deficiencies of professional guidance systems and recommendations

There are some very obvious deficiencies in career guidance: its very narrow concentration on particular groups; and the fact that generally it is delivered in through personal face-to-face interviews, which makes it a very costly phenomenon to deliver to all young people and this helps to limit access.

In light of these deficiencies, we believe, as a result of our study that three things are important:

- First of all, career guidance in most OECD countries needs a much broader focus, broadening away from simply helping people to make immediate choices and immediate decisions to a focus which also includes helping them to the skills to manage their own careers.

- It also needs very widely-expanded access. In all OECD countries there are big gaps. Services for adults are limited and services for people approaching retirement are particularly weak. Often, as I indicated earlier, within schools, those in the academic or general streams get more intensive service than those in the vocational streams. If career guidance is genuinely to meet national lifelong learning goals, there needs to be greatly expanded access over the whole lifespan, to a much wider range of target groups in a way which doesn't place a great burden on public expenditure. If career guidance persists in a costly one-to-one individual method of delivering services through personal interviews, greatly expanded access inevitably would mean substantially increased public expenditure.

- Therefore we believe that the third thing that needs to be done within all OECD countries is the adoption of much more diverse and flexible delivery methods.

We believe that there are four key steps in OECD countries that policy makers need to take if they are to improve the link between their career guidance systems and their capacity to deliver lifelong learning policies:

• The first is to change resource allocation priorities.
• The second is to reorganise the work of career guidance.
• The third is to change qualification and training arrangements
• And the fourth is to improve strategic leadership.

a) In allocating resources, we believe that the assumptions which guide resource allocation should be that everybody needs the skills to manage their own careers, and that everybody needs high-quality and impartial career information, but that only some people need intensive personal career guidance. Therefore the resource allocation priorities should be for those activities and resources that develop the capacity to self-manage careers, such as career education workshops and career education within the curriculum and systems and resources that provide the basis of informed decision-making, primarily much higher-quality career information across both education systems and the labour market.

Among the things that we believe should be priorities are career education in the curriculum, curriculum resources, networks of career mentors, self-help resources, ICT systems, helplines and call centres and much better career information. The priority should not be, in deciding on resource allocation, one-to-one personal interviews.
b) Typically in most OECD countries, career guidance is a part-time role. It is less often an occupation in its own right and it generally lacks its own training and qualifications arrangements at tertiary level. We believe that there are a number of ways in which the work of career guidance should be reorganised. These include creating separate specialist career guidance occupations rather than having career guidance as something which you add on to the job of being a teacher or a school guidance officer; creating much more differentiated occupational structures with much wider use of support staff; and **encargar delivering much more career guidance through specialized career guidance organisations** rather than through other types of organisations like public employment services or school psychology services.

c) We believe that training and qualification arrangements need to be dramatically improved. At the moment, training is often very brief, often at a low level and too often countries believe that psychology or pedagogy are sufficient training qualifications to do career guidance. This is like a belief that if somebody has a degree in biology, that by itself will be sufficient to practice medicine, and that you can learn your medicine on the job and through in-service courses. That generally is the type of model which exists in many countries. Many of the Eastern European countries, Spain and Luxembourg are some of the countries where career guidance staff are often recruited because they have got a psychological qualification with no specialised training in career guidance. We believe that this is a major barrier to public policy implementation. Countries should **create specialist qualifications for career guidance workers** with their own specialist training courses and stop assuming that psychology or pedagogy by themselves are a sufficient basis for practice.

d) The fourth major step that is needed is to improve strategic leadership with **much better coordination and planning**, involving key stakeholders – education and labour ministries in particular – but also the major career guidance practitioner groups, the employers, the trade unions.

A very important step is to **improve evidence and data** – both administrative data on who the clients are and what sort of services they get, but also much more effective national research strategies to get a better handle on things like the costs of services in relation to outcomes. There is a need in many countries for stronger legislation to confer entitlements. There is a need for a much wider use of quality standards in order to improve strategic leadership. In particular, there is a need for the consumers, the end-users of career guidance services to have a much stronger role in the way in which services are delivered.

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**For more information**

Finally, if you would like to obtain all of the documentation from the review, apart from the final report, you can consult the website of the review (http://www.oecd.org/edu/careerguidance), and there you will find all of the national questionnaires completed by the fourteen countries, all of the country notes summarizing our conclusions about the individual countries, the consultants’ papers and a range of other documentation.

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2 ETF has also done a similar survey on vocational guidance in the 11 acceding and candidate countries. This work is freely available.
A major task facing European Union Member States and accession countries is the adaptation of education and training systems in Europe so that they become a worldwide reference by 2010.

Countries are working together in a voluntary capacity to achieve this and to contribute to the goal of the Heads of European governments to make Europe the most competitive knowledge based society by 2010 and a socially inclusive society.

The areas of current European co-operation in the field of vocational education and training are:
- strengthening the European dimension of VET to facilitate and promote mobility;
- recognition of competencies and qualifications;
- validation of non-formal and informal learning;
- strengthening information and guidance to support occupational and geographical mobility;
- validation of non-formal and informal learning, quality assurance;
- and the learning needs of teachers and trainers.

I. Objectives of European Cooperation in the field of educational and vocational training

European cooperation in the field of vocational education and training is receiving significant attention at the moment mainly, though not entirely, because of a decision by the European heads of government in the year 2000 to make Europe the most competitive and dynamic knowledge-based society in the world, as well as a society that is socially cohesive. This decision has obvious implications for education and training systems and for the adaptation of those systems in order to contribute to the economic and social goals for the year 2010. Such adaptation is linked with making the education and vocational education training system in Europe a worldwide reference by 2010. These are very lofty ideals, aspirations and goals which are not so easy to attain and not so easy to work around because in the context of the European Union, which is enlarging to twenty-five countries next year, the areas of education and training are a national responsibility. Much has to be done at European Community level and only on a voluntary and cooperative basis.

Why is the European Union following this politque? We're doing it in the context of the decisions that are set by the heads of government, but we're also doing it for European citizens. At the end of the day, the people who will make a judgement about the achievement of this policy are the citizens themselves. We're assisting them to play an active role in the societies that they're in, to become employable, to increase employment, to enable them to move between jobs, between education and training, and to be able to move freely in doing these. These are really huge challenges for the citizens and for systems, given that the twenty-five countries have different education and training systems, different qualifications standards and different qualifications structures. We really have a huge challenge facing Europe in the next number of years – I’m not sure that we’ll get there by the year 2010.
II. Approach

The principles of European cooperation in this field centre on voluntary cooperation, transparency and mutual trust. Essentially it's a bottom-up approach. Countries are invited to participate and not all countries are interested in each area because each area of participation is not necessarily a national priority for them. But we're looking at participation that involves relevant partners and the social partners in particular, but also to other non-government organisations that have an interest. To do this successfully in Europe we have to have technical working groups that work at European level made up of government representatives, social partners and other relevant actors. But at national level there needs to be coordination so that the representatives working at European level don't go too far ahead of what are really national concerns. It is important to avoid people saying « Well, it's people out there in Europe who are deciding for us in our country ». It is better for them to say « Our country is contributing » to whatever European development is actually taking place.

III. Priorities

The priority areas for cooperation in the field of vocational education and training are seven, and these priority areas have been decided by the Council of European ministers for education and vocational training. The first two, « transparency » and « quality assurance » have already had some preliminary work done for the last five years. Work in this area is at a certain stage of advancement in comparison to the other areas. I intend to briefly go through each of these areas and to give you some idea of progress.

The area of transparency of qualifications is very important for mobility for learners and for workers so that employers can actually see what competences have been accredited by the qualifications obtained. At the moment, we have a set of disparate or uncoordinated actions on transparency at European level. For example, in the area of higher education we have a diploma supplement ; in the area of vocational education training, we have a certificate supplement. But we need to put these and others together into a single framework. To ensure implementation in the EU there's a need for proper coordination at national level. At community level, we will provide the financial support and the information system that will enable this to become a reality.

In the area of quality assurance work commenced in 1997-1998 beginning by looking at what exists in different countries in terms of standards and norms as well as their application, and what the strengths and weaknesses of each system are. Out of this investigation, a set of what might be described as « meta-criteria » or « common core-criteria » were developed and from that we have now what we describe as a « common quality assurance framework ». This framework consists of four interrelated elements : a model, a methodology of self-assessment for which sample guidelines have already been developed, a monitoring system which usually involves external monitoring and feedback and mainly involving social partners, and finally, a measurement tool to develop some kind of common reference indicators in order to compare, contrast and benchmark systems for vocational education and training in Member States. You can find details of all of this on the website which is on the last page of the handout that you have.

In the area of credit transfer, this work has only commenced among the Member States in the last 12 months, so it's still at a very early stage. We are trying to develop a common understanding of the basis for a credit for vocational education and training and to agree common reference levels. The first step will be taken in the next six months, trying to establish links between a credit in higher
education and a credit in vocational education and training. I think that’s a significant move forward because at the end of the day we want to have a system of learning pathways that facilitate citizens to learn over their lifetime between different levels of education and training.

The work on the validation of non-formal and informal learning is also very recent, and again it’s at a very early stage with the aim of developing common principles and taking into account the different perspectives and different needs. Obviously, the perspectives of the user or consumer are very different from those of the qualifications authorities or the quality assurance institutions. Marrying the different perspectives will be a significant challenge. Part of this work will be to establish a European inventory of non-formal and informal learning which will guide the work of this group.

Richard Sweet has already referred to lifelong guidance. This topic is becoming a big political priority in Europe. It will be the subject of a resolution of the Council of Ministers of Education in May of 2004, and it’s very much linked to the work of the OECD, CEDEFOP, the European Training Foundation and the World Bank. The findings of their studies are that policy objectives for guidance tend to be poorly defined, articulated and communicated and that there’s very little facility at national level to either coordinate what you might describe as « subsystems of guidance » and to develop policies in common. The OECD and the Commission are jointly cooperating with the development of a handbook on policies for guidance for policy makers.

The European Commission’s Expert Group on lifelong guidance raised some specific concerns in relation to career guidance in VET. One example is efficient investment in education and vocational education and training that was the subject of a policy document published by the Commission in March 2003. Efficient investment in education and training is characterized by good matching between the people’s choices of courses and the courses that are provided, resulting in better student motivation, better learning climate, increased course completion rates, and decreased trainee drop-out rates. The Experts Group’s concern here is that every education and training system should have a guidance support service to enable this efficient investment to take place. Our concern also, and I think that the French experience will confirm this, is that the attractiveness of VET learning and career opportunities should be enhanced. This is because, in certain countries, VET is regarded as a second option or poor relation whereas in fact VET should be a first choice for whoever wishes to undertake such. We’re also concerned about career progression pathways through learning and qualifications in VET for the workforce, and we’re also concerned there about the development of guidance in the workplace. If we’re talking about workforce development or social and economic development then we have to look at strengthening guidance provision in the workplace.

In the area of sectoral qualifications and competences, this refers to education and training solutions that are developed by sectors and branches of economic activity, outside of any national qualifications system. For this area, a four-point strategy has been adopted, but again is in the very early stages of work. The first step is a mapping exercise to see what actually exists; then the use EU programmes to support sectoral qualifications and competence development; next to link together existing structures and initiatives; and finally to prioritize the sectors and branches for attention. There’s a need to put all of this together in an integrated way.

The final area is the area of competence and qualifications of teachers and trainers. A quality assurance framework for VET has implications for the competence and qualifications of teachers and trainers as input and process elements of quality assurance. Work in this area is advancing.
Conclusion

In summary, the work of different VET technical working groups at European level are at different stages of advancement. In general, the technical working groups are made up of representatives of governments, of ministries responsible for education and vocational education and training and the social partners, who play a critical role in all of these. There are also NGOs involved where it’s relevant. In the context of lifelong guidance, for example, the European Parents Association, the European Youth Forum and the European Consumers Association are represented in the discussions on the future policies and systems for lifelong guidance.

For more information, please view the six virtual communities in existence for each of the following: quality assurance, credit transfer, transparency guidance, sectoral qualifications and the validation of non-formal and informal learning, which you will find on the CEDEFOP website. These virtual communities will enable you to access the work in detail of each of the technical working groups and expert groups set up to progress the VET priorities above.
Towards building new vocational education diplomas within a common international reference system

Summary

The main objective of the Bologna and Bruges processes reaches beyond just student, teacher and researcher mobility aiming to promote the employability of European citizens and the competitiveness of the European further education system.

The employability of citizens means their ability to find a job (or a new job) thanks to their diploma, qualification or even their experience, in a labor market that takes into account the European dimension of their ambitions. In other words, a European labor market.

With regard to vocational education and training, national educational systems define professional profiles (job content or qualification details) according to a national labor market. How can this national basis be a guarantee of international recognition and therefore of employability, irrespective of the content of the training, the organization of schooling and exams, the assessment methods and the quality and results of the educational system?

It is therefore pertinent to consider, keeping strictly to the principle of subsidiarity, that the diplomas intended to promote European employability should contain a common part in terms of shared professional qualification recognition, and this is what the European « Professionnalisation durable » (Sustainable professionalization) pilot project is aimed at.

Introduction

To return to what was said by my two previous colleagues, I am going to talk about two subjects in particular.

Mr. McCarthy, our colleague from the European Commission, talked about cooperation within the European Union and Mr. Sweet also mentioned this as being part of guidance. What I am going to talk about is an example of this cooperation, an example initiated three years ago. In more general terms, the issue raised is the issue of diplomas. As Mr. Sweet emphasized, and quite rightly so, when one works as a professional, one must be considered as a professional and therefore references in the form of diplomas or specialized qualifications must exist. This is also a subject that I will cover.

I. Project Partners

« Sustainable professionalization » is the name of the project. It was the wish of the French minister who launched this initiative during the French presidency in 2000, Mr. Jean-Luc Mélenchon, Minister for Vocational Training at the time. The French presidency was therefore the initiator of this project. The partners were not only Member States such as Spain, Greece, Italy, the United Kingdom, Belgium and the Netherlands, but also candidate countries due to join the Community on 1st May 2004, such as Hungary and the Czech Republic. Some of the people who worked on the construction of this project as observers are today players in the project’s second phase and follow-up. The European Commission was closely associated with this project, both because it carefully monitored it and was also partly responsible for its financing. Also involved were the CEDEFOP (European Center for the Development of Vocational Training) and the European Training Foundation (Turin). They were involved in our work ; their comments were always welcome and the help they provided was extremely valuable in seeing things through to the end.
II. The problems

The issue raised initially was the issue of mobility since it was observed, and still is today, that workers’ mobility is quite reduced. We are making efforts to promote it for students but, as my colleagues already said, when it comes to workers, their mobility remains rather poor. So the question raised in terms of education and vocational training is the following : « What goals should we assign ourselves, not only as a country, but also as the European Union ? », the idea being that the required qualifications to maintain competitiveness are available, which represents an obligation for businesses whilst furthering professionalization and workers’ mobility, which in turn represents an obligation for the workers. Then, and I am pleased to have heard this from our colleague Mr. McCarthy, one of the primary objectives in the European Union and in particular in the various processes implemented as framework for education and vocational training area, be it higher education according to the Bologna process or be it technical and vocational education and training according to the Bruges process, concerns the employability of European citizens. This is where the problem lies.

The qualifications to be prepared – these will enable us to seek this employability – must be suited to the requirements of businesses, and to immediate and future requirements. Anybody should be able to read them and they must also be attractive to students as well as workers, since we are talking not only about basic education but also about continuous training or lifelong training.

Today, however, there is a paradox which we are systematically going to come across and which unfortunately does not come up in the majority of discussions. It is as follows in every country, all the diplomas, especially the vocational ones, are based on the requirements of a national labor market, and you know that when vocational education diplomas are conceived, they are based on a vocational qualification, trade or activity for which we wish to build a curriculum worthy of a diploma. There is always a vocational reference at the heart of and during the early stages of building a diploma. Thus we find ourselves with a logic where diplomas are based on the requirements of the national labor market, with a national vocational profile. The diplomas to be built in the European Union must be based on the requirements of a European labor market. This implies that the vocational reference or vocational profile upon which we have to build this diploma must be international. This is a true paradox, because today no initiative exists except for this one, which attempts to bridge between the national and international standpoint. The valuable work already started by the Commission and Member States throw light on a certain number of issues and practices, as underlined by our colleague, but besides the work in some sectors, and this is one of them, they do not go beyond this paradox.

III. Results

What does our ambition to build common diplomas mean ?

We were told that it was technically impossible. We were warned, also by the Commission and despite the enthusiasm of some keen supporters within it, that the disparity between national education systems was too great to build a common framework. But today the results of the project allow us to say that this is technically possible as long as there is a political will.

What are the results ? The outcome of our efforts was a joint method to allow the setting-up of diploma referencing schemes. This method can be transposed to all levels and to all sectors. Thanks to this method we unveiled a model for analyzing vocational activities, a model for describing competencies and a model for developing certification objectives. This project also allowed the development of a common diploma architecture, an experimental framework involving the nine partner countries. Then, not only did we develop a method, but we also wrote two diplomas.
IV. Concerning the joint method of developing diplomas

Why is it called a joint method?

Because it brought together various delegations from different countries and each delegation included professionals from the sector concerned and people in institutions, public or not, who write vocational reference schemes and vocational diplomas. The work also involved experts in one or both fields concerned as well as researchers since it was rather important for us to be able to get official recognition for some of our work. This joint method of development is based on descriptions. The difficulty in building a joint outline is a conceptual difficulty. What definition should we agree on when we talk of competencies? What does it mean for some and what does it mean for others? We therefore bypassed this problem by adopting a descriptive approach about which I will give further explanation later on in my presentation.

This method was consensual, which means that a consensus was reached at each stage and that it was never a question of majority or minority. There always had to be complete agreement by all, which was indeed the case. Furthermore, this method was initiated right from the start following a request by the profession. Take a sector of activity in need of qualifications which, as we see today in certain areas at the European level, is asking: « In terms of qualifications we have a certain number of requirements, not at the national level but at the international level; how do you, the education system, meet our requirements? » Therefore, demand comes from the professions. There are labor market needs which are responsible for initiating a diploma whereas we came across countries where this was not the result of the labor market need, but instead came from trainers or players who were not directly involved with the labor market. Here however, there is a direct relationship with the labor market.

V. Concerning the architecture of diploma referencing schemes

The architecture of referencing schemes is one of the achievements which I am about to introduce to you. This architecture is in two parts:

A) A common part: a normative part between the various States involved.

1) In this common part, there is what we call the professional profile which includes the key activities and key tasks. I'll briefly come back to this later, but let's say that it is what is used to quickly identify what the activities are and what there is to do, i.e., what are the tasks and what's to be done. Whether we do it or not doesn't matter – what is there to be done? Key activities and tasks represent section 1 of this professional profile.

2) Section 2 deals with what we called « competencies referencing scheme ». When we write about competencies, it is usual to link them in some way either to a professional activity or certain resources. Here, we have gone beyond traditional writing which was, I would say, the writing of individual partners; indeed we created a referencing scheme as such, which provides linkage between professional competences and resources.

What are these resources? They are what the businesses provide you with to show your
competencies. If you imagine you are a computer engineer your business will provide you with equipment, computers and some software, and tell you to work on those. So, already by virtue of these resources, you can demonstrate your competencies. You cannot demonstrate them outside a professional environment, nor by using tools other than the ones you were given. But resources also include your personal resources, because you have basic education, continuous training or personal experience. These are your own resources and they are linked to the competencies you will be able to demonstrate.

There are also professional expectations which are linked to your competencies; this is what the business expects from you: your performance. It is not only about doing something; it is about doing things in good time, doing them well, etc. There are expectations that the business needs.

All this enables us to write vocational competencies in relation to resources and expectations.

3) The third section of this common part deals with the objectives of certification. In some countries as you know, but unfortunately this is not a view shared by all, the only way to verify that someone really masters his or her vocational competencies is to certify the extent to which he or she masters the trade. This is what we call certification. In some countries, if you have had training, you therefore master a trade. In France, in the field of vocational training, this is not considered to be sufficient; far from it. It is necessary to verify that one really masters the trade.

But let’s be clear about certification. There are three dimensions in certification:

What is being checked? This is the target we set.

How is it done? It is a national competency, which means each one of us applies our own rules; it is a written test, an oral test, a test taken in a professional environment or the checking of a number of things which have been achieved?

Then, who does it? This also remains a national competency, but for some it is the responsibility of the Ministry of Education, for others the responsibility of another ministry, for still others the responsibility of specially appointed organizations.

B) The second part of the architecture of the European diploma referencing scheme deals with the methods of access to the diploma

It is about methods of access through training whether they are training objectives, training content or teaching organization. This remains a national competency and the organization rests with, I would say, the traditional system. The same applies to knowledge acquired through experience and to the objectives of validation of non-formal and informal experience: they remain a national competency. The methods used to validate training or experience are regulated methods and are a national competency, as is the case in France. That said, in the building of this model and of the diploma there is, in reality, a link between the common and the national parts. It is possible to closely follow that link, or stretch that link and remain distant, it doesn’t matter. The link is possible, which means that the validation of experience is possible in order to ascend to a professional profile and to descend back to a diploma using this model. The path is open both ways, I would say.

Unfortunately I do not have time to introduce you to the model as such, but what I want to say is that the model exists. Two diplomas were developed based on the model. Today the model is being used to build three new diplomas, and three or four sectors of activity at the European level are already interested. This model is therefore beginning to take shape and some working groups are forming. The advantage of this model lies in the fact that it allows, at a given time, the linking of the different elements resulting from the Community’s work. In particular, the issue of transparency was mentioned, as well as those concerning quality and the transfer of credits. This model allows us to comment on an outline which represents the diplomas’ architecture: « transparency comes in at this point and throws light on this particular question » or « here are the elements that the plan brings to the notion of quality ». Quality, as you said, is a number of criteria that can be observed, but for us, quality is also the way to build certification. If you have good people to give training and do the certifying, but you don’t know what you are certifying, then quality has little meaning. Quality doesn’t only apply to what is to
be certified but also includes the way the certifier was trained. With this model, the professional profile of the certifier can be written down, as well as the objectives to be certified for certifying the certifier, and the training that follows or is linked with that certifier. As for the transfer of credit units, this model is conceived in such a way that the certification objectives are at the heart of cohesive professional blocs corresponding to one and the same trade which could then be transferred and applied in various places.

**Conclusion**

Retrospect has allowed us to identify all these elements, but in my opinion one thing is very important: this model, which is beginning to work with other countries, since new partners are joining including the candidate countries, is of course a model on which common diplomas can be built, but it is first and foremost a model on which diplomas can be built, full stop. If you wish to organize or reorganize your vocational training and if you wish to plan the building of vocational training diplomas within a sector, ministerial department or ministry policy, then this model has a particular merit: it is extremely structuring. It is clear to the professionals. It is very clear to students who, by reading one and a half pages, know what it is about and what kind of activities they can exercise once they have their diploma. It is therefore possible for a public service, or a public or private initiative to plan and link a set of elements which constitute the diploma.
1) Problem of cooperation between the ministries of labor and education

2) Professional Guidance

3) Obtaining the World Bank report

4) The advantage of distinguishing information from counselling

5) The importance of the trainer
1) **Problem of cooperation between the ministries of labor and education**

Comment shared by

David Fretwell of World Bank
Lead employment and training specialist

- **Comment**
  
  “Just a quick follow-up to the discussion of counselling. As you mentioned, the Bank followed-up the OECD study with seven developing countries ranging from Philippines, to Chile, to South Africa, and several in this region. It was interesting to hear your discussion of the key priorities in developed countries, some of which paralleled the developing countries, but I think there is a particular problem in developing countries. The problem concerns cooperation between key actors, particularly the ministries of education and labor, neither of which can do the job alone. The problem is one of cooperation and leadership. Some countries, such as Romania, have a protocol between the ministries to develop information on supply and demand.”

2) **Professional Guidance**

Comment shared by

David Fretwell of World Bank
Lead employment and training specialist

- **Comment**
  
  “The other issue you mentioned is the emphasis on psychology and staff development, moving away from one-to-one development, which is not affordable, toward developing the profession through self-assessment and better information delivery. Turkey now has a new counselling training program in one of the universities. Integrating career development into the school curriculum is happening in places like South Africa, where life skills are a subject in the schools, and in Hungary.”

3) **Obtaining the World Bank report**

Comment shared by

David Fretwell of World Bank
Lead employment and training specialist

- **Comment**
  
  “Those who would like to get the developing-country summary can go to the World Bank’s education and lifelong learning web site. The seven case studies are there for downloading.”
4) The advantage of distinguishing information from counselling

Asked by

Maurice MEZEL, French Ministry of Social Affairs, Labor, and Solidarity
Director of multilateral cooperation development

Question

« First of all, a brief remark on the cooperation between ministries. The system has since evolved, but in the 1990s we created what were called interinstitutional centers for skills assessment, pulling together the skills of the Ministry of Education, the AFPA (French agency for adult training), and the ANPE (French agency for employment) – and that is rare enough to be highlighted. But this is not the main point of my comment. I wanted to ask the first speaker whether, ultimately, you shouldn’t more clearly distinguish career information from counselling, which really is another profession. I say this having managed a network of skills assessment centers for two years. »

Answer

« It was a great pity that France did not take part in our study because the initiatives that you’ve taken here in the bilan des compétences and in the way career information is organized and delivered are really very impressive. Few countries have systems of career information that are as coherent and that show such good cooperation between labor and education. »
5) The importance of the trainer

Asked by

Maurice MEZEL, French Ministry of Social Affairs, Labor, and Solidarity
Director of multilateral cooperation development

🔺 Question

« The second question deals with the remark I made yesterday on the importance of trainers and recruiting, and on raising the status of trainers in general, knowing what first speaker’s statement is based on – even if it is a little paradoxical with regard to my previous remark – when he says that these information and counselling functions are not included in the skills definitions for teachers or trainers. I think that if we integrate both the issues of cost, because all of this has a cost, and perhaps the goal of getting teachers closer to the workplace, something of the information, counselling, and career guidance functions is bound to remain in the trainers’ missions. »

🔺 Answer

« On the question of teacher training and career guidance: In many countries, there is a belief that career guidance is something that teachers can and should do, and certainly I believe that there is an important role in teacher training for those teachers who coordinate curriculum and experience-based programs within the school. But I don’t believe that that type of training is sufficient. We also need specialized agencies that work in cooperation with the school, that have people with independent and specialized training qualifications in the field of career guidance. »
Session 9:
EXCHANGING EXPERIENCES
AND GOOD PRACTICE BETWEEN COUNTRIES

Participants were divided into the following four workshops:
- international co-operation / partnerships
- coherence in training
- the forgotten, the excluded and minorities
- reforms, management and human resources

Each of these groups then presented their conclusions to the other participants.
« A lot of countries from different areas were represented; from Africa, Europe, Asia and Latin America. We discussed the issue of partnerships and were supposed to identify the problems and propose solutions. The task was probably too difficult because we discussed many different forms of partnerships and we didn’t identify many problems in developing these partnerships. Perhaps the first recommendation on partnerships is « don’t talk too much about it, just do it. »

A general conclusion on partnerships is that it should be a partnership on an equal basis. One partner should not be more important than the other and it is important to find common objectives and to speak the same language. We think that this is one of the most important things in starting a partnership, and that partnerships should try to aim for « win-win » situations.

Speaking about the objectives; many partnerships tend to focus on how to get extra finance from the other partner, perhaps not the best way to start a partnership. It’s perhaps more important to agree on a common set of objectives.

We have identified five different types of partnerships:

1) The first one concerns international cooperation. One of the conclusions was that in all of the countries where donor cooperation exists, it is an important part of the reform processes, and it’s also important that the donors are coordinating amongst themselves and together with the countries involved. There is no single model and this has already all been mentioned quite often. An example of this kind of donor cooperation was given by Morocco which adapted the French system for teacher and trainer training to the local situation and also used the Belgian and Canadian experiences yet still focused on building their own model. The exchange of best practice was also mentioned, for example in the Russian Federation where the issue of building new social partnerships and new social dialogue was fed by good practice from the European Union countries. Another clear contribution was from Vietnam, which is still seeking more cooperation but they presented a very clear agenda on the issues where they would really like to receive support.

International co-operation. We are all familiar with it.

2) Then we have the public-public cooperation. The examples mentioned there dealt in particular with cooperation between ministries. We think it is always a delicate issue, in most countries it is not the government but in most countries it is important to try to « get out » of your ministry and to try to cooperate with other the ministries as well trying to find a common agenda.

3) The most popular partnership is the public-private partnership. We have good examples of company or employer-driven partnership and government-driven partnerships. In Senegal, an example from the employer side was mentioned where the employer had their own training system which was not very efficient or effective and they sought cooperation with the Ministry of Labour or Employment. They managed to develop a common training system in which both are providing funding for the training of young people. In Thailand, there was a strong employer-driven public-private partnership.

Government-driven partnerships are mentioned in particular in the former centralized economies like Russia, Uzbekistan or Vietnam, where there were so-called public-public partnerships between public enterprises and the education system but those partnerships have been broken after the changes there. Now, the government is trying to stimulate the creation of new partnerships both at government level and between schools and enterprises. Examples of social partnership and how to set up social dialogue were mentioned. Setting up a tripartite dialogue is not a matter of months but rather of many, many years before it really starts to work.
We identified school-enterprise relations which have been developed. The dialogue often concerns what skills are required by the companies and how the education system can provide the right graduates and you’ll therefore see internships, teacher exchanges etc. developing in quite a number of countries.

Another aspect in many countries was the setting up of training funds and there we had a less fortunate and a more fortunate example. The good example was in Chile where 1% of the enterprise’s wages I think, was put into a training fund through which 25% of the employees had access to training. That worked quite well although not all of the funds were spent. In Nigeria the employers are also contributing to a training fund, but the fund is managed by the government and the social partners apparently don’t have much involvement in the management of training funds. This is an issue where the practices in different countries could be exchanged to help countries learn from one another. Another interesting example was in Mali where there were public-private partnerships set up through an intermediary training unit in order to identify the companies’ skills needs and to discuss with the educational institutes how to address those as well as defining training programs.

4) The fourth partnership is the private-private partnership, mentioned in particular in Tunisia where it was translated into cooperation between Chambers of Commerce from Germany and France with Tunisia or through foreign companies that are cooperating with local companies and providing training.

5) Finally, an important question was put on the table. What about partnerships with the informal sector? We had a contribution from Senegal where the private sector has set up a number of training schemes for the informal sector, for example for car dealers, the household articles sector, the welding sector and there were also good examples in Mali.

The last contribution was very important, with a critical message. The statement was that donor cooperation is the most expensive form of partnership and probably the least sustainable. State-driven partnerships are, at an intermediate level, modestly expensive but probably also modestly sustainable, but community-driven partnerships were said to be not so expensive but definitely the most sustainable.

Food for thought »
We were first interested in finding out what was special about the training methodology in the various countries of the workshop. So, we went around the table, quickly describing the various systems. What came out of this was that these training systems are mainly in general education, with little room for technical and vocational training, and that some systems did not distinguish between these two aspects.

The second point dealt with in this workshop is a problem that concerns a certain number of countries where we wanted to see vocational training as training that could be given to primary school leavers, i.e. very early. There were various thoughts on this, and it was agreed that vocational training in its current stage needs a minimum of basic education to build upon. The idea was thus to impose or reinforce the necessity for minimum education.

The third point that came up is specification and linkages to be developed and be made visible between all three types of training within the various systems, especially in secondary education, namely general education, technical or technological training and vocational training. This is the central or key point worked on by this workshop. There were a certain number of comments and examples of solutions being developed, notably in Mexico, where teaching is being redistributed into these three paths, and all working to insert or reinforce the missing pieces in the teaching of the three. General education must, increasingly, include technical or vocational training elements, and technical or vocational training must also strengthen the general education aspect, so making for greater linkage and coherence across the three paths.

The other point brought up is access to higher education for each of these paths. Ideas to respond to this were based on globalization, certification and standardization to recognize skills acquired in different channels and allow access to university on quite clear bases.

Another point was also discussed: the drawing-up of programs particularly for everything that is vocational and technological training. It was agreed that the various partners needed to be involved, particularly the business world, in drawing them up. This has become absolutely necessary; the business world has things to say, and this discussion provoked comments about George Asséraf’s presentation – many would have liked to have further details on this presentation.

One of the minor questions that arose was: how to involve professionals when these professionals’ education is itself very limited and they cannot contribute to these discussions and this exchange in order to develop these programs?

Another point discussed was the coherence across training schemes, regional coherence in training. It is felt increasingly necessary to train people not for the country itself but for an environment. The case was presented as regards European training schemes, but it was also discussed further by our Palestinian colleague, who is interested in his neighboring area for the employment market; this is also the case for the countries of North Africa who are increasingly drawn towards Europe. When developing these programs, one must take into account the environment and surroundings in which one is working. One of the Moroccan colleague’s comments was that North African countries habitually adopt already-implemented training models, particularly from France. France itself is now moving into a European framework and those countries also need to anticipate matters and go down this road.
Another aspect was also discussed during this workshop: the validation of skills acquired from experience. There is the French experience, but we have also had information concerning the Korean experience, where the 1970s saw a great effort to allow professionals to continue their studies up to high-school diploma level (Baccalaureate). Businesses themselves were positively involved in this process. Korea is thus seeing 90% of one age group regularly reaching this education level with no problems. The process of validating of experience continues in the professional world. This system is continuing to grow over there.

We then discussed the problem of recognizing foreign qualifications. In many countries, there are young people who go to other countries to complete their education or training. Recognizing this learning and training, and deciding what the local equivalents are, is problematic.

One final point was also brought up: in many countries, the bodies involved in making changes and innovations in vocational training become often destabilized due to political changes. It is thus recommended and even necessary to stabilize these bodies in spite of these political changes. »
« This workshop’s participants came from countries such as Chile, Colombia, Spain, Hungary, France, Mali, Poland and institutions such as the World Bank or the European Training Foundation, the French Agriculture and Foreign Affairs ministries. A diversity of experiences, individuals, institutions and contexts therefore made it possible to enrich our debates in workshop 3 : « the forgotten, the excluded and minorities ».

While identifying problems, we agreed that social exclusion is a widespread problem at the heart of our societies. On the one hand, there is economic and social destructuring that puts to one side enormous sections of the population in many countries; on the other hand, there is a risk of exclusion linked to poverty. Indeed, we noted in a certain number of countries that there are changing socio-political contexts, market economy being introduced into eastern countries; for example, there are new types of jobs appearing, difficult economic contexts with companies shutting down; especially in southern hemisphere countries, agriculture is trying to develop, and finally, financial and budgetary resources are sometimes scarce, or insufficient. This phenomenon of a greater or lesser part of a population risking exclusion allowed us to detect what we see as an important concept – social and economic vulnerability in diversified national, regional and local contexts. Indeed, this concept of social vulnerability, in our view, means that populations become fragile, both at the socio-political and economic levels and at the individual level, notably with the loss of psychological points of reference, for instance, due to job losses or even lack of qualifications. We also noted a geographical problem, for example in Mali, where there is great difficulty in accessing training and education centers in certain regions.

We asked ourselves five questions, notably including one on the identification of the target population.

1) Who are these vulnerable, hard-to-reach people?
2) How can we identify them from the viewpoint of all the players involved in education and training?
3) What practices in formal education systems encourage the exclusion of these populations?
4) How can varied educational systems be provided in collaboration with different stakeholders, such as families, NGOs or even associations, whilst maintaining social and educational coherence in our societies?
5) How can we take into account the social cost of exclusion, whilst knowing that the cost is obviously determined by a number of factors, such as imports, rural exodus and social conflicts?

Our three proposals and answers

1) Firstly, we would like to propose non-stigmatized education to deal with, for example, characteristics like nomadic lifestyles or illiteracy in certain populations. Finally, we asked ourselves whether it might be a good idea to rethink functional literacy to link education and work.

2) It also seemed important to us to change the image of vocational and technical training by virtue of more frequent and greater dialogue between the different stakeholders in society. In this area, we agreed that the role of business was fundamental, as well as the role of states and international organizations. We even thought it would be important to gives grants to the youngest, and to the poorest adults, but also to try to conceive training schemes for trainers in the vernacular languages.
3) We then asked ourselves whether the concept of quality education and training should be reformulated so as not to be elitist. Indeed, our education systems currently aim, quite often, to educate the elite at the expense of the majority of children, young people and adults. This new approach would obviously make it possible to reduce the social cost of exclusion.

In conclusion, we have decided to say that social exclusion was a problem at the heart of our societies and that, in the end, technical and vocational training was not the only answer to the exclusion of these different population categories. »
Workshop number four dealt with the question of managing reform and we had a fairly lengthy discussion of this. The experiences of at least ten countries seated around our table were discussed and certain suggestions were put forward.

1) Sensitive issues
First of all the forum, by its very nature, is a cultural revolution. However if this is a cultural revolution this means this is going to be an extremely difficult process. So the question of managing reform is paraphrased in a certain way, and this is interpreted as managing the risks faced during the implementation of reform. And this is abstracting from the issue of timing, speed and sequencing of reform.

The two key issues that resonated during the discussion of the implementation of reform are:
- the resistance that’s being faced in the implementation of reform from the various stakeholders
- the resources required to implement the necessary reform. When we talk of resistance we are including teachers, ministries, trade unions and even the two customers of TVET itself who are the trainees and the employers.

Next, in terms of resources, the issue that’s raised here is the issue of financing since reform is an expensive process. We need a lot of resources over a long period of time, so there’s also a question of sustainability.

2) How to proceed
The ideas that came from around the table to address these particular issues are as follows:

With respect to resistance, it is emphasized that there should be clarity and focus in the vision for reform. This was highlighted in the presentations by our colleagues yesterday whereby a linkaged macro-economic objective of a country with respect to its economic development, opening up the economy and addressing the issue of competitiveness basically means improving the quality of employees and workers to be more competitive out there and then identifying the specific sectors. We need this particular clarity and focus of vision and we have to involve the stakeholders not only in the planning but also in the implementation itself, making sure that we communicate effectively to them the gains and benefits of reform.

We also have to be very upfront about the costs, but the benefits should be underlined and more often than not we undertake reform because we know that the benefits would outweigh the costs. So we have to communicate with the stakeholders, focusing on the benefits, and then we have to make the bridges and linkages to various institutions and partners in the reform process. Specifically in the institutional framework, government ministries may be affected as well as the private sector and the trade unions.

The colleagues around the table also underlined the fact that there is a need for political commitment to this reform process at the highest levels. Even where there are changes in government, this may be actually reflected in stability of policy. It should also be noted that even with changes of government, the social partners in the reform process who are sitting around the table should remain the same.

The next issue is the need for resources. We need to determine the cost of our reform, of course, but in our conversations with our stakeholders, if we are able to communicate effectively the gains and benefits of the reform process, it may be more likely that they are able to contribute and their contributions may be more forthcoming if and when they have the capacity to do so.
3) What do we communicate to our communities?

One of the most important things that we need to communicate is the issue of governance and accountability. When we talk of governance and accountability we’re talking about outcomes and this can actually be addressed at two levels: the macro level and the micro level.

At the macro level, we’re talking about the main result of the reform process. This mainly relates to economic development and social gains within society. At the micro level, we’re directly talking about training institutions being held accountable with respect to outcomes.

Next, we have to effectively communicate the vision for reform and the context of the reform to the community. Again, this refers to the macro-economic rationale for reform and the gains and benefits it brings.

Another message to communicate is the need for the community to contribute to the reform process. We have to gauge their willingness to contribute to the reform process in maybe shoudering some of the cost of the reform process.

In conclusion, what we’ve basically come up with is that the reform process is an extremely difficult and complex process and we have to address and involve the many stakeholders in the process. It’s a cultural revolution in itself and it means breaking down (inaudible) boundaries on both the demand side and the supply side of the sector.

In this context, we do need the time, the continuity, the political support and policy stability for it to actually succeed. »
SYNTHESIS
AND NEXT STEPS

André Gauron,
Conseiller - maître à la Cour des Comptes,
Président du Haut Conseil « éducation, économie, emploi », France

John Middleton,
Senior Adviser, World Bank Institute and Adjunct Fellow,
East - West Center, Honolulu
1) FOREWORD

A) Introduction

André Gauron

For a long time, technical and vocational training played a marginal role in education systems linked to general, scientific or literary training. Preparation for the world of work is especially highly regarded if highly qualified employment is aimed at. As for lower levels of qualification, professionalization is generally considered to be the default option adopted by young people. This point of view is in the process of changing. In our countries, as in yours, preparation for the world of work is as important a goal for the educational system as encouraging personal development, culture and citizenship. More importantly, awareness of this matter serves as a lever, not only to facilitate the adaptation of this training to economic needs, but first and foremost, to rethink basic education and allow it to fulfill its primary objective: to enable each individual to acquire a solid foundation of knowledge in order to become autonomous throughout his or her life.

The fact that this seminar is being held, and at this point we should give our warm thanks to the organizers, firstly Albert Prevos and Jacques Mazeron from the CIEP for welcoming us here, as well as Francis Steier from the World Bank, bears witness to this change. As the debates of the last two and a half days have highlighted, the importance of vocational training is now the subject of a fairly large consensus between donors; in the first instance, the French Department for Cooperation (Coopération française), the World Bank and the governments you represent. The contrasting, and in many cases, insufficient results of reforms carried out over the last decade, reforms that were often based on very different approaches, have meant that common points of view have emerged. Pragmatism has gradually replaced ideology, as shown by our discussions. I think that this bodes well for the future.

By asking John Middleton and myself, that is to say a representative of the World Bank and the French Department of Cooperation (Coopération française), to sum up and present the conclusions drawn from our work, the conference organizers have made a safe bet. It was a wise decision. Personally, I am glad to have been given the opportunity to work with John. The consensus I have just evoked is more than the organizers could have hoped for at the beginning, as it has led to a joint presentation, although we will each speak in our own language, thus mirroring our discussions.

It is possible to measure the progress made in just a few years by simply remembering that when the « Education for All » program was adopted at the Millennium Conference, technical and vocational training was not included. How can we expect to fight poverty effectively if we don’t allow every man and woman to acquire the professional know-how which is indispensable if they are to increase their productivity and the quality of their activities? This does not apply simply to the formal sector but even more so to the so-called informal sector, where traditional and rural activities in less-developed countries still account for up to 90% of (self)employment. In these cases, technical and vocational training is inseparable from our idea of development. Economists, who analyze development in terms of what can be measured, and therefore in terms of monetary value, have tended to equate development with the growth of the formal sector, which is more and more involved in globalization. However, if we look back on the economic history of industrialized countries, it becomes clear that the technological revolution and the growth in trade were not the only foundations of the formal sector. On the contrary, the formal sector relied on the slow but decisive transformation of the informal sector. Historians have shown that the increase of production in the agricultural world was a condition for industrial development. This allowed both farmers’ income to increase, thus increasing their demand for industrial goods, and the growing population to move toward the towns to be fed.

Today, conditions are different and this seminar does not aim to tackle these issues. However, to sum up we could say that, in spite of what is often claimed, free trade alone will not allow poorer countries to emerge from their current position of non-development. That is not to say that controlled free trade is not a
necessary condition for the development of these countries but general progress in productivity in all sectors is also required. If we did not believe this, there would be no need to reintegrate technical and vocational training into the educational system or, in the first instance, as is now generally agreed, to pay closer attention to training all workers in the informal sector and the rural environment.

Such are the general observations I wanted to make as a prelude to the presentation of our conclusions. Once again I’d like to thank the organizers for their initiative.

B) Changes since the 1991 TEVT World Bank report

John Middleton

I’ve been asked several times what the differences are in 2003 in comparison to 1991, which was the year the World Bank issued its policy paper on TVET, and a number of us here were intimately involved with that. I thought I would share some of the changes I’ve seen with you, and here’s the first one:

For three years I spoke first, not last, at many meetings with donors, ministers and so forth, so it’s quite refreshing to listen and form opinions and then be able to speak towards the end of the meeting.

But more seriously, here are some things that have changed. *These are all parts of the dialogue this week. They’re all about the nature of the debate.*

1) I think that the debate on TVET continues as a necessary and healthy debate, but it’s quite different from the debates we began with more than a decade ago. For example, everybody recognizes that international economic relationships have a great deal to do with how TVET should be done, in all countries. Nobody talked about that in 1998, I promise you. As a consequence, we see that we now talk about *linking TVET to broader economic, social and educational policies.* More than ten years ago, TVET was a small isolated sector that only a few people cared about, so that’s a major change.

2) I remember being told by education ministers from certain unnamed countries that schools would never work with companies. Companies were not « clean » and schools were « pure », and yet everyone here is talking about *partnerships between employers and schools.* That’s a very welcome change, I believe.

3) I also think that the partnership approach is also a signal that almost everywhere it’s accepted that TVET should be based on demand and not on supply. What this actually means in any given country at this moment differs, but I believe there’s a general consensus that we have to look at *demand in determining* what we do in the sub-sector.

4) Witness the reports from the last four working groups, there’s also a consensus that national strategies for skills development need to be very broad and *include all the stakeholders*: public, non-governmental, employer, labor unions and so on. That’s a real change, and a positive one.

5) I think that at one time, general educators and vocational educators were enemies. Now I think we all accept that general education and skills development are complimentary – and we see that in the discussions very clearly this week.

So there are five changes which I take to mean that we have a much better debate. We’ve covered a lot of ground together which means we don’t have to go back over these things and re-establish them, so there’s a terrific opportunity to move forward. André and I hope that our summary will assist with that.
I must say that it was very difficult to encompass all of the rich conversation in the last two and a half days so we apologize in advance if your favorite idea is not here.

1) We’re first going to identify some fundamental assumptions that we think underlie most of the discussions this week.
2) We’re then going to look at the different patterns of reform that come out of the different discussions that we’ve had.
3) Then we’re going to identify some of the unresolved issues – if the issues were all resolved we wouldn’t have a debate, but we still do, so there will be more things to pay attention to.
4) At last we’re going to look at next steps.

2) HYPOTHÈSE FONDAMENTALES

Here are some fundamental assumptions.

Globalization is now driving change, and much of it is coming through «knowledge economies». It’s everywhere, in the formal sector and in the informal sector.

Skills are important to productivity, growth and equity. This may seem obvious to us but there are some people who still have to be convinced. I think we all assume that that is the case.

Skills are required in many ways over the course of a person’s life. Vocational skills are increasingly general skills – there is a convergence in that – so you now have to ask the question «what is vocational?» in any given circumstance. Vertical and horizontal pathways are essential to lifelong learning and workforce flexibility, and also as incentives to parents and teachers to take a particular course of education, including TVET.

Everything that follows assumes that these are reasonable assumptions that we may all agree on. We can come back to these, or any other part.

My first observation on the assumptions though, is that globalization has different impacts. I’m going back to Jean François Rischard’s point about globalization. He said that thirty countries are growing and a hundred countries are not, so it’s clear that thus far, some countries are benefiting from active involvement and participation in a globalized economy and others have yet to take advantage of that. So there are differences right away when we look at TVET.
Here are some of the ways in which, based on our discussions this week, it seems that globalization affects skills development:

- globalization
- trans-border economic relations
- a rapid pace of change
- restructuring of government and of industry
- unemployment (especially youth unemployment)
- the rise of the service sector
- the end of narrow occupational specializations.

These have, in turn, very broad, strategic implications for skills development that seem to operate no matter how you’re doing it.

Skills development needs to respond through markets and globalizing economies. The focus is on productivity, and that’s not so simple because TVET has had, and continues to have, many social objectives that are not related to productivity, but in a competitive economy, productivity becomes probably most important.

In a competitive society it calls for flexible use of multiple sources of training – it’s not one single system, public, for example, that can meet the demand. General skills become quite essential, and we’ll talk more about that. There are new vocational skills that have been mentioned this week: IT competencies, ability in foreign languages, teamwork and so on. There are various lists of these which are often called the « new skills » or « life skills » – whatever they’re called we tend to agree on what they are.

Career guidance in a market system becomes an essential way of linking supply and demand of training and skills.

Lifetime learning to adapt to change seems to be on most people’s minds. A number of countries we heard from such as Chile, Tunisia or Finland are trying to do something about this and it makes sense: if rapid change causes economic change causes rapid change and skills requirements, if you enter with general skills and have to adapt to new jobs and new occupations over your life, then you have to have lifelong learning. There’s no other way, so I think is a big objective in front of us.

3) DIFFERENT COMPONENTS OF TEVT REFORM

André Gauron

The aim of the second point in our conclusion is to specify the different elements of education and vocational training reform. We have identified four of them: context or rather contexts, conditions for success, lessons to be learned from reforms made over the last decade and finally the question of secondary education.

A) Different contexts according to the potential for growth

Firstly, let us talk about the contexts for reform. These can be different according to whether the country has a high or low potential for growth. Countries in the first category are already globalization stakeholders and are part of global markets. They
often have stable governments that are capable of implementing long-term reform policies and there is a strong enough consensus to allow educational reforms to continue after a change of government. Moreover, these countries have relatively stable basic primary and post-primary education and a high level of schooling. Finally, these countries can be said to have a State, or strong institutions, meaning that reforms can be managed and taxes levied; therefore the funds for reform can be raised.

Low-growth countries are countries in which the formal sector is not only stagnant but also relatively small. Many of these countries have seen the number of jobs in this sector diminish over the last decade. Even though these economies are already themselves subject to the effects of globalization, the informal and agricultural sectors still play an important role, often representing more than 80% of the GNP and 90% of employment. These are countries which regularly suffer economic and political crises, thus preventing continuity of action, and governance here is typically weak. Finally, these countries have not yet managed to consolidate basic education. Not only do the majority of young people have a low standard of primary education but a large number of them abandon school before the end of the primary cycle. As a result, these countries are trapped in a vicious circle. Not only does their low potential for growth deprive them of the budgetary resources necessary for private and public funding of the education systems, but, what is more, weak government means that they cannot engage in the reforms which would allow them to improve their country’s potential for growth. For these countries, an increase in the level of education and professional skills is a necessary condition to increase production and income, but economists now agree that education and vocational training do not in themselves create jobs.

How can the necessary reforms be successfully carried out? Our debates have highlighted several conditions. Firstly, links with sectors outside the education system must be strengthened. As we have said, education is one of the general conditions for development. It does not have a simple mission based on culture and citizenship; it should also allow everybody to earn a decent revenue through their work. This professional dimension is therefore linked to the needs of the different economic sectors. What better way to take these needs into account than to involve professional organizations? It is not enough merely to say that partnerships should be developed with these organizations, in which case we need to have representatives that are organized within the different trades and professions, including agricultural producers. We know all too well that in certain countries these organizations are more in a state of creation than of existence.

It is also important, and we discussed this point at great length the day before yesterday, to have a reliable set of indicators, not simply a set of indicators which is always available but not necessarily relevant. Information sets and the few relevant indicators should be defined so that reforms can be implemented and their results assessed. From the start, a system for follow-up and evaluation of the actions taken should be put in place. Obviously, it is also important to limit the social and political risks which are inherent in any change. This was said just now in one of the workshops and it is obviously an important issue for political leaders. Reforms are a good thing as long as they don’t leave a country destitute. In this case, I am thinking particularly about the central but delicate question of private financing for education.

The principle of equity, which would demand that those who stand to benefit the most from training programs in terms of income should pay more – applicable therefore more to higher education than to vocational training – can seem difficult to accept. However, on the contrary, resistances should not make a
government renounce plans for reform. Resistance to change should invite democratic discussion. It is important to develop consultation schemes and to proceed progressively, often from very humble beginnings. Reforms should therefore not be judged on their beginnings, but rather on their duration and on their capacity to adapt and expand their actions.

C) Contrasting lessons

What are the lessons to be learnt from our three days of meetings? Here again it is possible to separate the lessons according to the two situations we picked out earlier.

For high-growth countries, the implementation of educational reforms does not seem to have been hampered by any economic crises the countries may have suffered during the 1990s. On the contrary, in certain cases such as Thailand, for example, economic difficulties have reinforced acceptance of the reform. The results still need to be consolidated. These countries already have an acceptable level of basic education but the funds necessary to finance it should continue to be made available. The education sector should be broadened to fulfill the objective set out in the Education for All program. Finally, basic education should not only aim to achieve immediate goals, either preparation for secondary or even higher education, or vocational training, but rather, should be seen in the perspective of a lifelong skills development. The focus should not rest purely on the profession that young people will practice on leaving school but on giving them the knowledge necessary to continue to train and develop their skills throughout their lives. This training – since we would like to see training more in touch with the job market – should lean on the private sector, partnerships and work towards developing professional careers.

In these countries, efforts are spread out over a very long period, sometimes 10 or even 30 years. Obviously, this represents a considerable investment over time and a capacity (something we will talk about later) for international donors to maintain their efforts over such a long period. These programs were not created all at once; they have progressed step by step. At each stage, the results must be analyzed in order, if necessary, to reorient the program. All the stakeholders concerned must take part in these reforms and in their assessment, and make use of any feedback available. Each time, we must ask ourselves whether our objectives have been met and also whether those objectives were the right ones. We must have the means to finance policies and manage reforms. Finally, we must share practices in order to save time whilst still being capable of adapting. To put it another way, we cannot just bring in ready-made reforms, we must use good ideas and adapt them to the local context.

In low-growth countries the situation is much more complex. I remember what was said yesterday or the day before by one of the speakers. The reforms put in place during the 1990s hold promise but they also have drawbacks. The main problem for these countries is to identify the drawbacks correctly, to get rid of them one by one and to transform the potential promises into conditions for lasting success. As many case studies have shown, it is important to make the step from pilot schemes to something which could more closely resemble an overall policy. I believe that in a certain number of countries, especially but not only in sub-Saharan Africa, the most important challenge is to be able to go from micro to macro performance. This leads me to underline three prerequisites.

In the first instance, vocational education and training must aim to increase productivity in the informal sector. Productivity must also be increased in the formal sector. However, we must also remember that in order to prevent the informal sector from being undermined by imports which are often cheaper than local goods, it must measure up to the competition. Consequently, productivity must increase, the quality of services and produce improved in order to be able to reduce prices or justify a higher quality in the eyes of the local consumer. Here, the first challenge is to remedy the low level of basic education and increase schooling.

The second point concerns language, a subject which has not featured very often in our debates. Which language should be used for apprenticeships and technical training? Should international languages be preferred to local ones, as the former would allow the student to read instructions, communicate with
worldwide companies and take part in international competition? By international languages, we mean English, French, Spanish, maybe some others; the list is not exhaustive. It is clear that one of the difficulties in a certain number of countries is that education and apprenticeships are carried out in vernacular languages which limit the individual’s capacity for integration in the modern economy.

In the third instance, ineffective allocation of budgetary resources is a barrier to the development of technical and vocational training which must be lifted. The most common criticism made of this sector is its high cost in relation to other forms of education. It is not enough to say that the resources available for the sector of technical and vocational training should be increased and diversified when it is clear that the resources available are limited and will stay that way. The answer can also be found by searching for solutions at far lower cost. Better management of training institutes, adapting curricula and a more open attitude to the market will all help to reduce expenditure. However, other solutions can be found by preferring forms of apprenticeships which substantially reduce the cost of training and therefore make it accessible to as many people as possible, and past experience has shown that these solutions exist. Here I am thinking particularly about the dual apprenticeship schemes created by the Swiss or German systems (Coopération suisse and Coopération allemande). These experiments deserve closer attention from governments and those responsible for technical education.

With these prerequisites in mind, what are the points which our discussions have shown to be the subject of agreement? We have identified five of them.

1) Firstly, reforms must be oriented not by but towards the market. Their target is to develop skills which are useful to businesses and can therefore be used to increase the presence of these businesses in the market, by allowing them to reduce their prices and increase their market share.

2) Rather than simply proposing training, governments should concentrate on defining the rules. Seen from this point of view, and this is another question which has not been addressed very often during our discussions, it is undoubtedly necessary for there to be a framework for apprenticeships within the reform of vocational training. Case studies, especially those done within the scope of the work carried out by the IIEP, show that this framework does not necessarily exist in all countries, and obviously, this is reflected in the results. Government responsibility in this field is highly important.

3) The private sector and private partners must be fully involved and must involve themselves in the management of vocational training. However, the question is: « at what level? » In sub-Saharan Africa, many national offices for vocational training have been created which manage continuing training at a national level. Although the social partners are involved they rarely participate in defining qualifications. Would it not be better to take a step down to the level of training institutes, the conception of programs and opening up new profiles?

4) Furthermore, the private training sector is called upon to assume an increasing role, but public subsidies and public programs are still necessary to help correct the market, when the market is insufficient or failing. It is obvious that in terms of training, the private sector has, for example, invested in the service industries and forsaken the industrial sector, which is much more expensive because of the equipment required. As budget resources do not always allow for the maintenance of equipment, the industrial sector often finds itself having to make do with obsolete equipment, which makes vocational training even more difficult.

5) Finally, the question of which institutions are capable of managing change is capital. In all countries, TVET management is spread between a large number of different administrative departments. Should one department lead the effort and if so, which one? Would it not be better to unite all the different departments into one agency which could coordinate them all? It has been said in a workshop and reported in the proceedings that in all cases, reform should be supported at a high level of government. Only at this level can coordination be imposed. Vocational training cannot simply be the concern of the
Ministry of Education or a designated ministry alone, nominally in charge of TVET, but in reality close to the Ministry of Education. The ministries for crafts, trades, industry, agriculture, employment etc. should all be closely involved.

D) The positioning of technical and vocational training with regard to secondary education

John and I feel that secondary education is part of the reform without being the central question. I think that this could be the subject of many future discussions between us. Initial vocational training should not be conceived to take second place to or be a ‘poor relation’ of secondary education. Here again it is important to distinguish between countries with a high or low potential for growth, and level of primary schooling. Transplanting models based on industrialized countries to countries with a low level of schooling, the concept which largely prevailed at the Coopération française, has proved to be unsuitable and explains many of the setbacks encountered in sub-Saharan Africa. There are other forms of learning, other means of training than just secondary education. At one point here in France, priority was given to ensuring a good basic education whilst « hands on » apprenticeships were relied upon to impart knowledge and vocational skills. We can always learn from the past!

In those days, technical and vocational training was not at the heart of secondary education. It never aimed at being an alternative or « second chance » for those who could not follow the noble path from primary to secondary education, leading finally to higher education. Instead, it served to add a professional dimension to basic education, to be a first apprenticeship for a trade. The primary objective was not a diploma but a qualification which would be recognized in the world of work, which a diploma validated. The emphasis here is on the word ‘recognized’, as an unrecognized qualification has no social value. The rediscovery of the importance of apprenticeship can be seen from this perspective. Apprenticeship should not be conceived of as a second-class alternative training but rather as the professional completion of basic education. To put it another way: there should not be a basic education system (or a primary education system) which does not have an element of vocational training.

Today, flexibility is a key word and is supposed to answer all the market’s needs. However, as we well know, this is easier to say than to implement. Classes, profiles and teachers must all be managed. Adaptation is a difficult art which must be carried out with a lot of conviction, without fooling ourselves about the speed at which changes can take place. Wherever possible, we must find alternative solutions. Of course we should envisage exchanges between academic training and practical experience. Then there is the question which provoked a heated debate: can we, and should we professionalize curricula? Does that really work? Simply changing names cannot answer this question; rather we should analyze the trades and functions within work organizations.

Conclusion: a necessary cultural revolution

As a conclusion to the lessons we have learned together from the reforms carried out over the last decade, I would like to come back to a point made by the Senegalese representative. He told us: « The problem in our schools is that, deep down, parents do not see the point of sending their children to school if they are going to remain a farmer or craftsman. They send them to school to become civil servants, or why not ministers. » He then concluded by saying, « In order to convince parents of the importance of schooling, we are obliged to go through a real cultural revolution in the way schooling is perceived. » In French-speaking countries, the conception of schooling which has dominated since independence, and which is still alive today, is that of an elitist conception aiming to train the national managers needed. At that time, trained engineers and administrative managers to operate in public administrations and departments were needed.
The schools, high schools and universities that the French cooperation (Coopération française) has helped build and develop have generally been successful from this point of view. Technical and vocational training was put to one side, especially since at that time France itself attached little importance to this form of education. A few institutes for technical education were built and equipped but the needs of the private sector, whether formal or informal, urban or rural, were for the most part ignored. This was even more so the case for apprenticeships, despite their importance in France.

It was not until the end of the 1980s that the Coopération française started to promote a change from technical education to vocational training, and to open up initial training to continuing training whilst still remaining focused only on the formal sector. The halt in public sector recruitment which accompanied policies of structural change and the privatization of public companies accentuated the consciousness of the need for a far-reaching revision of the preconceived ideas which had guided educational policy since independence. The term ‘cultural revolution’ is not too strong. But, as we can see, this does not only apply to African countries. It also applies to us, the financial donors. Awareness of this fact obliges us to act with modesty and humility.

4) PROBLEMS WITHOUT ANSWERS

John Middleton

I remembered something I wanted to say at the beginning, so let me say it two times or maybe three times so it’s clear. High-growth countries, low-growth countries: these are not absolute categories. Obviously, there are many countries in transition from one to the other at different points along the line. We chose this as a device, a mechanism to try to put together the lessons we heard from this conference, which were about very different kinds of countries. So if you’re sitting there thinking that your country should not be either low-growth or high-growth, you’re probably correct! It’s probably not a useful debate but it enabled us at least to find an organizing principle for some ideas that were not easily put together in one place. Apologies for not saying that earlier.

It’s interesting that as you get to the end of conclusions, you are less and less sure of anything. The unresolved issues part probably needs a lot more work, but let us start that work with a few observations.

A) High growth countries

We heard three things as unresolved issues in the discussions.

One is the issue of rebalancing secondary and tertiary education. This came through most strongly in the presentation about Latin America where we see wage rates and other things indicating that the systems are not in balance relative to the market, but this also exists in other high-growth countries as well. This is a good example of the reasons why TVET reform should be part of broader education policy and investment reform, because it’s not just the vocational schools that matter, it’s the larger system.

We heard in a number of presentations such as those by Tunisia, Chile and Finland how important it was to have decision systems that work from a valuation of some kind or another, and we mentioned this earlier. But we also heard colleagues say that, while they’re doing this or trying to do this, it’s a new territory and a new kind of mechanism that is needed. It’s probably an area where a lot more work needs to be done.

Finally, we also heard about different ways to try to link initial training with lifelong learning. We heard that vertical and horizontal pathways offer one way to do this. We heard quite a bit about career guidance as another way to do this and we also heard about planning, streaming and allocation of students from one
track to another as another way. Based on the discussions here, I don't think we're quite clear on how this can be done and so I think that for countries that are nearing implementing lifelong learning this is an issue that will require some more work. I'm sure there are others which will come up in discussion.

B) Low growth countries

As you might expect, there seem to be more issues in low-growth countries. I don't think that's necessarily true but I think it does reflect the balance of discussion this week. In many low-income countries we're dealing with unstable political environments. It's chicken-and-egg: which came first? Low growth? Lack of stability? – Lack of stability? Low growth? It doesn't really matter; the question is how to work in those environments. We heard from a working group in the last hour about continuity of social partners even if the government is unstable. Maybe that's the kind of solution or strategy that we should be looking for.

Lifelong learning. Low-growth countries as a stereotype have a low base of general education – how do you approach lifelong learning in those circumstances? It may be that a TVET segment is the necessary bridge from a low level of basic education to lifelong learning in employment or in unemployment. On the other hand, that may be too expensive and it may not be easy to do, so again, it's an unresolved issue.

We have had considerable discussion about the informal sector. One party thinks that resources should be shifted there almost immediately and others raised questions. I think the need is probably clear; the modality is still probably under debate, but we need to do something about this as a community. We can't just let it drift for another ten or twenty years, as the case may be.

C) The role of government

Should markets replace planning? This is my wording of what I think I heard. The overall assumptions and general movement is for individuals and families to choose, hopefully based on good market information, guidance and counseling and hopefully with a good range of choice. That's quite different from the way we started doing education and development forty years ago. Back then, the government planned. I think that in many cases we are trapped between these two choices. It may be that it's not a choice but a sum of both, I don't know, but I do think if you look at the objectives of the reforms everywhere, then a necessary second question is « how do we get there? » « Do we let the markets run and compensate for market failures and go that route or do we try to plan and control? » is, I think, still an issue.

We mentioned earlier that the role of governments and regulation and financing, and less on provision... that may be a good general principle, but I think there are cases where governments have to do more provision. I don’t know what the criteria are, frankly, for making that choice and I think that, while many of us have instincts on one side or the other, as a policy issue, it needs more work and especially more experience from the field.
D) TEVT upgrading

Finally, the issue of « why don’t parents send their children to vocational schools ? » We hear various ways of making it more attractive, for example by making them « science and technical » schools so that parents will see a science career for their children. It has been said in this conference. We hear that we can generalize some of the skills and that will maybe make it more attractive. There are many public relations things that can be done, but one wonders unless this schooling or training gives goods incomes to the children if it’s ever going to be attractive. I think there’s an issue there on which way to approach this problem.

That does not necessarily constitute a complete list and we hope to talk about that.

E) Financing

Strangely enough, André and I did not hear a lot of discussion about financing so we’re jumping in with some issues in the hope that it may stimulate some conversation if not here, perhaps on your way home or when you meet your colleagues.

Observation : the public finance for education and training is not well guided by equity and efficiency objectives. This is the phenomenon of « all vocational institutions get last year’s budget ». If the government’s goes up by 3 %, theirs goes up by 3 %. If it goes down by 5 %, theirs goes down by 5 %. This is true in a lot of places, both high-growth and low-growth and yet, when we look at the efficiency of use of resources, the difficulty in linking resource allocations to those objectives constitutes an issue for finance, we believe.

Another controversial statement which the World Bank has been criticized for making, but nevertheless « much publicly-financed public TVET is not cost-effective ». There are lots of good reasons and excuses but nevertheless, when you go from place to place you see this. What can be done ? We’ve mentioned that national strategy really should consider all sources of financing, not just the government budget, to get a comprehensive view of possibilities. Also, and this goes back to the pre-1990 era, for governments to have some comfort in knowing they don’t have to do everything in the public sector, that lots of skills development goes on anyway, not only to avoid duplication but just to realize that you have partners and that they’re doing their part. It can often help with financing decisions.

Then we mentioned the idea of looking at alternatives to costly strategies and to see if there are more cost-effective strategies. There is a lot more to be said about financing but since it has not been a big topic of discussion we thought we would at least put these propositions on the table.
5) NEXT STEPS

John Middleton

The next step is to argue about these conclusions but we’ll assume that that happens. What are some of the things that might happen after this conference? A number of colleagues have mentioned how much they liked this conference, and how much they’re benefiting from it, and wouldn’t it be nice to do this more often rather than less often. In the interests of that, here are a few topics for cooperation between donors and their clients and customers which could lend themselves to conferences and also to action.

A) Sector approach

One is integrating foreign assistance within a country’s policy and reform framework. This is now called «sector-wide approaches in the development financing business» and what it means is simply that, instead of being the Minister of Education or the Permanent Secretary, instead of dealing with 14 donors independently, with 14 different reporting requirements, 14 different monitoring systems and so on, the donors work with the government within its own systems and framework to lower the transaction costs and to put the government firmly in control of coordinating donor assistance. This might be worth talking about in TVET and it’s increasingly common in other forms of educational financing.

B) Agricultural sector and informal sector

We think we heard that the neglect of the agricultural sector has gone on too long. In 1991 we said «No, we don’t know anything about it; we can’t say anything». In the Africa study that the World Bank did, the same sort of gap is there. I don’t recall seeing much on agricultural skills in recent years. Maybe we should get together with our FAO colleagues, farmer association friends and others to see what’s happening and whether anything can be done, because in many places, as has been said, 75%-80% of the people are barely making a living farming. How can we ignore this? Maybe we should try something in the informal sector, more than has been done. Here again I think that donors have different advantages in this kind of work. My former organization is not too good at this frankly; it’s too big and too clumsy. Perhaps grant-based aid from bi-laterals might be a good thing to talk about in a serious way.

C) Exchange of experience

There’s the idea that TVET reforms should disappear and that we should just talk about the reform of education and training. There are many conversations this week that point in that direction because for many countries, that’s the way it’s being approached. Maybe we should make this transparent and see if it is a good way to go in the future. And also – this doesn’t take a conference, maybe we can just agree to do it here – the kind of exchange of experience that’s going on here probably should continue. I know that many people have said that they benefited from it, and I certainly did, so that’s something we may want to consider. My own experience tells me not to be too ambitious about this because lots of people don’t want to do it – it’s too much trouble. But even if half of the countries and organizations here wanted to exchange experience, share documents, send e-mails to each other and so on, it probably would be helpful. There may be something like this out there, like a website, but if there’s not, it’s something to consider.
D) Function of donors

What should the donors do? The whole presentation has been about countries up until now, so you’ll forgive us for singling out the donors at the end. Well, they should finance good things like policy change, reform implementation, research and dissemination. That includes the World Bank, who should also do this but has not in recent years. So that role I think, provided the government has a good framework and knows what it wants to do, is that the donor should show flexibility in supporting this, particularly if there’s going to be evaluation and learning. I think the donors need to do, on a country to country basis, what we’re trying to do here: have a good dialogue and really go deeply into experience and choices.

And finally, and this is easily done, I hasten to say, the donors should do their best to commit to the long term, because we know that these reforms take a long time. But we know that donors will do that only if they can somehow commit against performance and not against promises, so it’s a two-way street. I think that when donors are engaged for the long term, it’s because they see success and they’re happy to be supporting success. This again goes back to the reform issues: « Can you evaluate? », « Can you demonstrate that you’re achieving what you wanted to achieve, that you’re making the right changes in your original strategy? » and so forth.
CLOSING REMARKS
« Ladies and Gentlemen, dear colleagues,

I would like to thank you for giving me the chance to react to what has been said, especially in the light of my current responsibilities within the French Ministry of National Education. As director of school education, I find myself responsible for everything which can be classified as basic training, including technical and vocational training. Thus, my responsibilities reflect a choice made by our country to situate the issue of technical and vocational education and training in a close direct institutional relationship with basic training.

Before going back to some of the very important points emphasized by our two Rapporteurs in their conclusion, please allow me to thank those who are responsible for this conference. Firstly, I'd like to thank the World Bank for encouraging us to hold the conference here. This outside encouragement is important to us not only because of the extremely prestigious nature of the partnership with the World Bank but also because of the nature of the question at hand. It is an extremely topical and essential question in all countries, whatever their level of development.

I'd also like to thank the CIEP for having supported and magnificently organized this conference. Beyond the quality of the organization, I hope to communicate the general feeling by underlining the extremely positive nature of the exchanges which have allowed diverse experiences to come face to face, to the great benefit of all involved. I think that everyone involved in technical and vocational education knows to what extent it is a field which incites humility as it is continually being reevaluated. Personally, I often have the opportunity to realize this. I remember an important conference held in Seoul four years ago under the aegis of UNESCO, dedicated to technical and vocational education. It was thrilling to hear a hundred or so countries presenting the characteristics of their training programs which, through the extraordinary diversity of the experiences presented and sometimes with light years between them, nevertheless showed similar problems. As France's representative at the European vocational training general directors' conference, I have several chances each year to see how these problems lead to a number of extraordinarily rich exchanges, not only between countries within the EU today but also more interestingly, over the last two years, with the ten countries which will join the EU in a few months. Even though we think we are part of a relatively homogeneous group of countries, I can tell you that there are nevertheless some important disparities between us. Furthermore, even within a country such as France, I would readily say that, depending on the region, truly essential questions are not asked in the same way. A good example of this is the essential question which has already been mentioned today: partnerships.

In short, this is my way of saying how much I feel that what has been said here shows that technical and vocational education is constantly being reinvented. This is the reason that any experience, wherever it comes from in the world, is of interest to all other countries.

Thank you again to the conference speakers for having reminded us of this and for having demonstrated it over the last three days.

Before going back to some of the essential points raised by the rapporteurs during their conclusion, I would like to tell you about the reaction that this provokes in a country like ours and maybe the way in which it tries try to find answers to the
questions posed, and therefore the way in which it envisages working with other countries. I am even more pleased to talk about the way we work in France particularly as we are very often solicited because of our approach. We are often called upon to present what we do in many countries and this is the proof that international cooperation in this field takes on extremely diverse and rich forms.

1) The correlation between basic training and technical and vocational education

The first point I’d like to highlight concerns basic training. The rapporteurs put a lot of emphasis on the fact that it is absolutely necessary when considering technical and vocational education to start with the quality of basic education and fundamental apprenticeships. In fact, John Middleton just said that we should stop talking about a reform to the technical and vocational education system and to encompass it in a reflection on the education system as a whole. I am completely in agreement with this point of view because, no matter what the country’s state of development, the quality of basic training is always the first thing to be examined. To come back to the situation in a country like France, although what I am about to say is also valid at least for the other European countries, the first of the questions we ask ourselves concerns the quality of this basic training without which all the other subsequent learning processes are in reality, not useless, but in any case poorly or badly developed. At every major step in our work or in the evolution of our system, we have always asked ourselves questions about the soundness of this basic training, if only through the content which should be included. To give a very recent and relatively ordinary example: two years ago, when we developed what we call the CAP (Certificate of Professional Aptitude), which is our first level of skills recognition and our first professional qualification, we spent a long time discussing whether or not we should introduce compulsory teaching of a foreign language, something which did not exist beforehand. We decided to go ahead with this addition, which gave rise to a number of difficulties. The quality of basic training is thus directly affected by the quality of the articulation between this general basic education and the truly vocational part of this training. In addition, a few years ago, we also developed a concept which would clarify this necessary linkage, which we called integrated vocational education. What we meant was that firstly, it was important to think out how to integrate general learning into the part of the education system dedicated to technical and vocational education. It was a way of saying that one is unthinkable without the other.

However, integrated vocational education also meant that, within the forms of training known as vocational or technical, the balance between general education and truly vocational education should constantly be borne in mind. There was also a third dimension which I’d like to come back to, which concerns the linkage between what can be supplied by this vocational training and the education system on the one hand and on the other hand what only partnerships with the professional world should and can supply. In this field, not everything can be transmitted through schools and so our country, convinced that diverse systems should exist, decided a long time ago that it was absolutely necessary to create this third type of integration, which means that certain types of professional competencies can only be acquired within a business, through training sessions in the workplace but including a contribution from the education sector. The quality of basic training is effectively an essential issue which must never be far from our minds.

2) Diversity of access paths to a vocational qualification

The second major idea that I have retained and which seems to me to be very important is that there are a large number of paths to a vocational qualification. This idea was not immediately recognized and the history of technical and vocational education systems in different countries show the way in which this idea has been adopted. Personally, I see at least four main paths through which a system must be constructed. One of the questions is to decide what balance can be found between the different paths. To sum them up quickly, I would firstly name initial training in school – often the only route which comes to mind, in any case in countries with traditions like those in France – but also vocational training under a work contract – commonly called apprenticeships – continuing training, which comes after or during professional activity or finally, in a very large number of countries today, what can be called validation of experience. Currently, there are no education systems, or even technical and vocational education systems, which do not immediately consider the question of the linkage between these four paths. We could also point out, and I believe that this has been mentioned during your work, that the emergence, generalization and reduction in cost of information and communication technologies have tended, on certain fronts, to blur the borders slightly. That is to say that they help to get rid of the barriers which sometimes seemed firmly established, by favoring what can sometimes be called work-based training, be it initial or continuing, as part of schooling or with a work contract, which mixes, in part, training in schools or higher education institutions and training
during working hours. Here I would like to give an example which is typical of France. We are currently engaged in a major national debate about the future of the school system. One of the questions being debated is whether we should modify the school leaving age. In France, as in many other countries, compulsory schooling ends at the age of 16. If we look at the statistics, it becomes clear however that the average age of school-leavers is 19. We now know that the school life expectancy, to use a slightly audacious concept, of a child who enters infant school at the age of 3 is 19 years. Statistically, he or she is highly likely to pursue her studies until the age of 22. Naturally, in such a context, a certain number of social players, for example the unions, tell us that the institutional duration of compulsory schooling should be extended, and raised to 18. There is a lot to be said for this, but at the same time it raises some essential questions, notably whether it is better to extend compulsory schooling until the age of 18 with all that it entails, and keep young people in the school system for two years longer at the beginning of their career, even if, statistically, this is already the case, or whether we should tackle the problem from a different angle, for instance by a system of rights which would permit each student leaving school without a vocational qualification to be guaranteed a capital of potential additional years of study. This is a real debate which could concern countries other than France. The plurality of access paths to training implies flexibility in the organization of the individual’s life with regard to what his or her training route should be. Obviously, this question is most relevant to technical and vocational education, but it could undoubtedly be posed with regard to any training route.

3) Plurality of stakeholders and the diversity of possible systems

Third main idea: the plurality of the stakeholders involved. One of the essential problems in all countries worldwide today is that of the role of the stakeholders involved. I am talking about those who have a responsibility to provide technical and vocational education curricula. I would say quite freely that this is a game which revolves around four main types of player: the state, the two main categories of social players, namely employers on the one hand and the unions on the other, and finally, a fourth player who is ever more present, especially in the many countries which have adopted a decentralized form of institutional organization, local communities. What is interesting upon closer inspection is that the rectangle of the four players is a geometrically variable rectangle, whose respective weight alters over time, space and history and according to the political choices made by the countries in question. It is undoubtedly likely that at moments such as the constitution of a basic system of education, especially for emerging countries in the process of equipping themselves with a system, the regulatory role of the State political authority is undoubtedly essential, especially when partnerships, reflecting the state of development of the economic fabric, are still in an embryonic phase, with little capacity to have any effect on the training system. Then there are other countries for which the center of gravity of the rectangle moves. Today, in a country like France, it is clear that the center of gravity is shifting toward relationships with the social partners on the one hand and to those between the state and local communities on the other. This is due to a dual move towards institutional decentralization and the reappropriation of the definition of skills and access paths by the social players. This is a very interesting analysis of the diversity of the models. I think that France has a certain number of solutions to offer, just like other countries have other kinds of solutions, and it is important from this point of view to be able to evaluate, or even appreciate, to simply know from the outset how diverse these solutions can be.

4) The notion of qualification in an international context

My fourth reflection is that everything that has been said here, seen from the extremely enriching angle of an international approach, questions the notion of qualifications, or « skills » as is sometimes the usage in English. What is behind this notion and in particular in what way can this seemingly ordinary notion cover extremely different things that are of significance to the type of training system and institutional choice? Perhaps because I am an economist, I would happily tackle this question through an analogy which asks what the basic nature of the currency provided by the training system is for those who make use of it in the labor market. This is what I would call « qualification currency » or « currency qualification ». We can see that one of the essential questions we must ask ourselves is what the nature of this currency is. On what scale does it work? Is it simply a local currency, valid only for a given company? Is it a regional currency which is only valid in a certain area? Is it a national currency, legitimized and recognized by the State? Or is it, at a time when we are creating international or supranational entities, a currency with an international value?

If we look closely, I am tempted to say that it is all of these things at the same time. One of the elements that differentiates the choices made concerning technical and vocational education systems is notably what type of answer we seek to give, with developments which are extremely important today. After the Second World War, a system of qualifications was introduced in most European countries, which was imposed on businesses as an exogenous reference standard, according to which businesses built up their pay structures or systems of hierarchy, for example. From this point of view,
qualifications were considered in terms of a collective reading of labor analysis. Nowadays, in a large number of countries, great changes are being made, largely due to the shifts in relationships between the State and local communities or social partners, where a qualification is considered more and more to be an endogenous product of businesses, as I mentioned earlier. This is what, in Europe, we currently call the debate on skills which are themselves a type of qualification, but a qualification related to a given company and which in that perspective is thus more centered on individualization. The employee can therefore be considered within the company not only as an employee but, in a way, through this notion of qualification or skill, as being responsible, along with all the other employees, for the performance of the company. This creates a completely new relationship between the notion of qualification or skill and at least three other elements: company strategy, work organization methods and the type of human resource management, notably mobility management.

5) The importance of international cooperation in this field

Finally, one last remark: the rapporteurs’ presentations focused on the importance of international cooperation. For obvious reasons in this field, with the extraordinary complexity of the questions raised, including financial ones, it is important to open our eyes, keep doors and windows open in order to see what is being done elsewhere. However, beyond this need and this exchange of experiences between different countries, there is another reason, a direct consequence of what we might call the globalization of the economy, which is the scale on which, from now on, a large part of labor markets are built and function, that is to say an international scale. Today, we can no longer think of the future of our training systems in Europe for example, without seriously considering what I referred to earlier as a qualification currency at least in a European, if not international, dimension. In the same way as we created the Euro, the stake now is Euro qualifications or skills. This is a delicate subject, for as you know, education remains, in Europe as a whole, under State control, yet we can see, little by little, the emergence of cooperation, at least in terms of a system of harmonization. This trend was started by the higher education system several years ago and is in the process of becoming reality through the system known as « degree, masters, doctorate. » My personal conviction is that the movement toward harmonization is a movement which must be initiated in the system preceding higher education, and especially in the technical and vocational education system. It pleases me to see that what has been a personal conviction for a long time is now becoming a reality and, above all, a conviction shared by almost all European countries today. Also, outside of Europe, in exchanges with other countries, and here I am referring especially to many Mediterranean countries and also to other countries in other parts of the world, we feel the same desire to build training systems that lead to internationally recognized qualifications, which is a perfectly logical consequence of globalization, and an extremely positive way to effectively deal with its otherwise worrying aspects.

These then, ladies and gentlemen, dear colleagues, are some observations which the quality of the conclusion and, more generally, the quality of your work over the last three days, have inspired in me. Thanks once again to you all for your contributions and for everything you have brought to this conference. Have a safe journey back and good luck to you and to the education systems in your countries. Thank you for listening. »