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Item 20 of the provisional agenda

IMPLEMENTATION OF STANDARD-SETTING INSTRUMENTS

PART I

GENERAL MONITORING

SUMMARY

In accordance with paragraph 5 of 190 EX/Decision 24 (I), this document contains an overall report on the three conventions and 11 recommendations of UNESCO that the Committee on Conventions and Recommendations (CR) is required to monitor and an analysis of current trends in monitoring the implementation of each of the instruments.

This item has no financial or administrative implications.

Action expected of the Executive Board: proposed decision in paragraph 35.

1. In 190 EX/Decision 24 (I), the Executive Board requested the Director-General to ensure the implementation of the legal framework adopted at its 177th session on the implementation of the three conventions and 11 recommendations for whose monitoring the CR Committee was responsible (177 EX/Decision 35, Parts I and II).

2. This document contains, following a brief report on the status of ratification of the three conventions (and the 1962 Protocol), an assessment of the measures taken by the Secretariat within that framework and an analysis of current trends, including difficulties, in the implementation and monitoring of each of these standard-setting instruments.

Status of ratification of the 1960, 1970 and 1989 conventions

3. As at 1 January 2013, the 1960 Convention against Discrimination in Education had been ratified by 99 States, the 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property by 123 countries and 17 States had ratified the 1989 Convention on Technical and Vocational Education. In comparison with the document submitted at the last session, two States have ratified the 1960 Convention and one other has ratified the 1970 Convention.

4. The table below shows the number of ratifications per electoral group of UNESCO for these three conventions, together with the percentage of ratifications of these instruments within each of the six electoral groups. A full list of States Parties and non-Parties per electoral group has been posted on the CR activities portal of the UNESCO website.¹

Conventions	Number of ratifications per electoral group (percentage of ratifications within each electoral group)					
	Group I	Group II	Group III	Group IV	Group V(a)	Group V(b)
1960 Convention ²	16 (59.26%)	22 (88%)	18 (54.54%)	11 (25%)	22 (47.83%)	10 (55.56%)
1970 Convention	19 (70.37%)	24 (96%)	23 (69.70%)	19 (43.18 %)	23 (50%)	14 (77.78%)
1989 Convention	0 (0%)	3 (12%)	0 (0%)	3 (6.81 %)	5 (10.87%)	6 (33.33%)

Specific measures adopted by the Secretariat to apply the new procedures on the monitoring of the implementation of UNESCO conventions and recommendations for whose monitoring the Board is responsible

- **1960 Convention against Discrimination in Education (ED)**

5. The eighth consultation on the implementation of the 1960 Convention and Recommendation against Discrimination in Education covering the period 2006-2011 has been ongoing since September 2011. Based on requests from Member States, the deadline for the submission of the national report has been extended until the end of December 2012. As of mid-January 2013, 52 Member States have submitted their national report.³ The Secretariat also mobilized non-governmental organizations (NGOs) having official relations with UNESCO by encouraging them to work closely with national governments and assist them in this exercise, and to undertake advocacy actions aimed at encouraging Member States to report. The Secretariat is currently in the process of completing the final analytical report of the eighth consultation to be submitted to the 192nd session of the Executive Board and the 37th session of the General Conference (2013).

6. Before the launching of the eighth consultation, a ratification campaign was conducted under the light of the Convention's fiftieth anniversary in 2010. It is encouraging that 10 Member States have ratified the 1960 Convention since the last Consultation. The Secretariat has also been informed that some 13 countries are in the process of ratification.

7. UNESCO issued the French version of the publication *Implementing the Right to Education, A Compendium of practical examples based on the Seventh Consultation of Member States on the implementation of the Convention and the Recommendation against Discrimination in Education*. This publication sets out concrete actions taken at national level within the framework of UNESCO's normative action and in the context of EFA. This publication was widely disseminated including to Permanent Delegations, National Commissions, NGOs in official relations and various partners. Both the English and the French versions were well received. The Spanish version of the publication shall be available online by the second quarter of 2013.

¹ http://portal.unesco.org/en/ev.php-URL_ID=46874&URL_DO=DO_TOPIC&URL_SECTION=201.html.

² The 1962 Protocol instituting a Conciliation and Good Offices Commission to be Responsible for seeking the Settlement of any Disputes which may arise between States Parties to the Convention against Discrimination in Education has been ratified by 34 States, distributed by electoral group as follows: Group I: 12 (44.44%); Group II: 0 (0%); Group III: 7 (21.21%); Group IV: 4 (9.09%); Group V(a): 7 (15.22%); Group V(b): 4 (22.22%). In accordance with paragraph 4 of 190 EX/Decision 24 (I), the Director-General launched a consultation with States Parties to the 1962 Protocol concerning the functioning of the Commission within the framework of its call for nominations on 26 February 2013 for the election of members of the Commission at the 37th session of the General Conference. For more information on the Commission:

³ http://portal.unesco.org/fr/ev.php-URL_ID=23762&URL_DO=DO_TOPIC&URL_SECTION=201.html.

The geographical distribution of submissions is as follows: 7 from Africa, 7 from the Arab States, 8 from Asia and the Pacific, 22 from Europe and North America, and 8 from Latin America and the Caribbean.

8. Regarding the development of the Global Database on the Right to Education, the second phase involving the integration of the content is completed. It contains information by country on the ratification and reporting status of UNESCO Conventions and other United Nations treaties related to the right to education, as well as the domestic legal framework of each State consisting of their respective constitutional, legislative, administrative and policy frameworks. The Secretariat is currently finalizing the library, as well as reviewing the database for any content and technical flaws. Information will be widely shared when it will be launched in 2013.

9. Pursuant to 190 EX/Decision 25, the Secretariat informed ECOSOC/CESCR via the OHCHR of the decision to the Board to terminate the Joint Expert Group UNESCO (CR)/ECOSOC (CESCR) on the Monitoring of the Right to Education while continuing the collaboration between UNESCO and ECOSOC/CESCR. Currently, UNESCO and the OHCHR are working on a brief paper describing the measures to be taken in order to implement this decision and to further strengthen collaboration between the two Secretariats.

- **Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property (UNESCO, Paris, 1970)**

10. Increasing the number of ratifications of the 1970 Convention is a priority for the Secretariat. Harmonization of the legal provisions aimed at combating trafficking in cultural property is made possible by such ratification and by the transferral of the Convention's provisions into domestic law. By ratifying the Convention, States send traffickers a sign that they are stepping up monitoring in terms of both the legal protection of cultural property and fight against its trafficking, and surveillance of itineraries and transit hubs for cultural property. All activities undertaken for the implementation of the Convention, including regional training workshops⁴ organized with the support of the Emergency Fund (US \$150,000), aim to encourage ratification.

11. Following the Second Meeting of States Parties to the 1970 Convention (20-21 June 2012, UNESCO Headquarters), the Executive Board authorized, at its 190th session, the convening of an Extraordinary Meeting of States Parties to the 1970 Convention in advance in order to accelerate the establishment of the monitoring organs and in particular the election of the Subsidiary Committee created in June 2012 (190 EX/Decision 43). The Extraordinary Meeting should allow States Parties to elect the 18 members of the Subsidiary Committee, enable the latter to meet as of 2013, initiate the development of guidelines on the 1970 Convention and develop strategies to improve the application of this treaty. Consequently, the next statutory meetings relating to the Convention will take place at UNESCO Headquarters, as follows: (i) Extraordinary Meeting of States Parties (1-2 July 2013); and (ii) first session of the Subsidiary Committee (3-4 July 2013).

- **1989 Convention on Technical and Vocational Education (ED)**

12. Pursuant to 190 EX/Decision 24 (III), the monitoring of the implementation of the 1989 Convention and the 2001 Revised Recommendation concerning Technical and Vocational Education is suspended in view of the possible revision of these instruments. Furthermore, pursuant to the same decision, the preliminary study on the technical and legal aspects relating to

⁴ The following training workshops were held in the second half of 2012: (i) Dakar (Senegal, 17-19 September 2012) for the following beneficiary countries: Benin, Burkina Faso, Cape Verde, Côte d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo; (ii) Lima (Peru, 23-25 October 2012) for the following beneficiary countries: Argentina, Colombia, Ecuador, Guatemala, Honduras, Mexico and Peru; (iii) Buenos Aires (Argentina, 29-31 October 2012) for the following beneficiary countries: Argentina, Bolivia, Chile, Ecuador, Peru, Paraguay and Uruguay; (iv) Gaborone (Botswana, 5-9 November 2012) for the following beneficiary countries: Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Zambia and Zimbabwe; (v) Gaziantep (Turkey, 19-21 November 2012) for the following beneficiary countries: Albania, Bosnia and Herzegovina, Bulgaria, Croatia, Greece, the former Yugoslav Republic of Macedonia, Montenegro, Romania, Serbia, Slovenia and Turkey; (vi) Saint Lucia (3-5 December 2012) for the following beneficiary countries: Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Saint Lucia and Suriname as well as Sint Maarten (Associate Member of UNESCO). Some 60 countries thus benefited from these capacity-building workshops in 2012. The following training workshops are planned for 2013: (i) 3-5 February 2013, Muscat, Oman (national workshop); (ii) 10-13 February 2013, Amman, Jordan (regional workshop) and (iii) 21-23 March 2013, Mexico City, Mexico (regional workshop).

the desirability of making further revisions to the 2001 Revised Recommendation is submitted at the 191st session of the Board (see document 191 EX/20 Part III).

- **Recommendation against Discrimination in Education (ED)**

13. (See paragraphs 5 to 9 above).

- **1966 Recommendation concerning the Status of Teachers and 1997 Recommendation concerning the Status of Higher-Education Teaching Personnel (ED)**

14. World Teachers' Day (WTD), held annually on 5 October, commemorates the anniversary of 1966 Recommendation. This year's WTD brought together more than 400 teachers, government representatives, policy-makers, experts on teacher issues, trade unions and students. UNESCO's joint message with the International Labour Organization (ILO), United Nations Development Programme, United Nations Children's Fund and Education International, as well as the United Nations Secretary-General's message for the day, highlighted the crucial role of teachers in shaping the lives of millions of people all over the world. Various communications channels were employed to ensure impact and visibility, including the press, radio, television, Internet and social networks. Private and public partners were mobilized.

15. The Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART) held its eleventh session at ILO (Geneva, 8-12 October 2012). The meeting focused on the monitoring and promotion of the two Recommendations. The Joint Committee discussed the following issues: (a) review of reports and other sources of information in accordance with the mandate of CEART; (b) review of ILO and UNESCO activities to promote the two Recommendations; and (c) methodology and procedures of CEART. The report of the eleventh session is being prepared, including a report by the Working Group on allegations that reviewed cases submitted by teacher organizations from Australia, Cambodia, Denmark, Ethiopia, Japan and Portugal regarding non-observance of certain provisions of the Recommendations. It will be submitted to the 192nd session of the Board.

- **1974 Recommendation concerning Education for International Understanding, Cooperation and Peace and Education relating to Human Rights and Fundamental Freedoms (ED)**

16. The fifth consultation on the implementation of the 1974 Recommendation has been launched. In August 2012, a circular letter of the Director-General was sent to Member States together with a questionnaire to collect information from Member States on, not only the actions undertaken, but also the challenges and obstacles encountered in the implementation of the Recommendation at the country level. The results of the fifth consultation will be submitted to the 192nd session of the Board.

17. As part of the efforts to promote education for peace, UNESCO provided technical support to a workshop organized under the auspices of the Inter-Country Quality Node on Peace Education (Kenya, 4-6 December 2012) hosted by Ministry of Education of Kenya in partnership with various partners including the Association for the Development of Education in Africa and Inter-Agency Network for Education in Emergencies. The workshop brought together countries in Africa facing similar challenges to promote dialogue and collaborative action on education for peace, this ministerial and technical meeting focused on knowledge exchange and identified joint actions at the regional level.

- **1974 Recommendation on the Status of Scientific Researchers (SHS)**

18. In accordance with 190 EX/Decision 24 (IV), the Secretariat submits to the Executive Board at its 191st session a preliminary study of the technical and legal aspects relating to the desirability

of revising the 1974 Recommendation possibly with a view to inscribing the question on the agenda of the 37th session of the General Conference (see document 191 EX/20 Part IV).

- **1976 Recommendation on the Development of Adult Education (ED)**

19. A plan of action for revising and updating the 1976 Recommendation was adopted by the Board in 2012 (189 EX/Decision 13 (II)). The preliminary study of the technical and legal aspects relating to the desirability of revising the 1976 Recommendation is submitted at the 191st session of the Board (see document 191 EX/20 Part I).

20. Monitoring of the 1976 Recommendation is undertaken in connection with monitoring the implementation of the Belém Framework for Action. A major element of this monitoring process is the preparation of the second issue of the Global Report on Adult Learning and Education (GRALE). Based on a reporting template prepared by the UNESCO Institute for Lifelong Learning (UIL) reporting template, some 140 Member States submitted progress reports, describing developments in the field of adult learning and education since the 6th International Conference on Adult Education (CONFINTEA VI) in 2009. An online version of GRALE 2 is expected to be published in March 2013.

21. The UNESCO Guidelines for Recognition, Validation and Accreditation of Non-formal and Informal Learning were launched at a high-level international conference on “Recognizing Prior Learning: A key to Lifelong Learning” (New Delhi, India, June 2012), co-organized by the National Literacy Mission Authority of India and disseminated to all Member States with a note from the Secretariat. Wider dissemination was ensured through the translation of the Guidelines by partners such as DVV International (in addition to the existing versions in English, French and Spanish) and publication of these Guidelines in online journals and newsletters. They were further promoted through two Webinars organized by the Canadian Association of Prior Learning Assessment, and supported by the Canadian Commission for UNESCO.

22. A regional CONFINTEA VI follow-up expert meeting entitled “Increasing the participation of youth and adults in learning and education” (Cape Verde, 5-8 December 2012) and provided a platform for coordinated action with relevant stakeholders from Member States.

23. As requested in the Belém Framework for Action, UIL developed an open access knowledge management tool on adult learning and education through the development of a CONFINTEA Portal. The portal also includes a specific sub-page on the 1976 Recommendation.

24. In October 2012, six senior experts from three regions were invited for the second turn of the four-week CONFINTEA Fellowship Program at UIL. Each of the participants elaborated and presented a detailed draft proposal for a policy and strategy framework strengthening the adult education policies and programmes in their countries. UIL has started a new initiative of offering four CONFINTEA scholarships to students and experts, all based on private donations. For a period up to one month, the scholars have access to the unique resources at the UIL Documentation Centre and Library and can share experiences and expertise with UIL staff.

- **1978 Revised Recommendation concerning the International Standardization of Educational Statistics (ISU)**

25. At its 36th session, the General Conference invited the Director-General (36 C/Resolution 11) to submit a report to the 191st session of the Executive Board and biennially thereafter a progress report on work accomplished on the International Standard Classification of Education (ISCED). This report covering the period from November 2011 to February 2013 is contained in document 191 EX/20 Part V.

- **1980 Recommendation concerning the Status of the Artist (CLT)**

26. A consolidated report on the implementation of this Recommendation was examined by the 36th session of the General Conference. After examination of that report, the General Conference invited the Director-General to transmit to it at its 38th session the next consolidated report. It should be noted that the Recommendation is not included in document 36 C/5. Consequently, no budget has been allocated for the biennium to follow-up on the Recommendation.

- **1993 Recommendation on the Recognition of Studies and Qualifications in Higher Education (ED)**

27. UNESCO assesses the implementation of the 1993 Recommendation primarily through monitoring the implementation of the five regional and one interregional conventions.

- Asia-Pacific (“Tokyo Convention”, 2011): a meeting of the Working Group of the 1983 Asia-Pacific Convention tasked to develop a toolkit for the recognition of foreign qualifications was held in China in October 2012. On that occasion, information on the subsidiary texts to the 1997 Lisbon Convention, particularly the commonalities with the Criteria and Procedures subsidiary text and the issue of “substantial differences” was shared with the group to facilitate its work. Another meeting of the Working Group on this topic is planned (Bangkok, Thailand, March 2013), followed by a meeting of the 1983 Asia-Pacific Convention Committee to approve the Toolkit.
- Europe and North America (“Lisbon Convention”, 1997): A meeting of the 1997 Lisbon Convention Bureau will be held (Paris, France, January 2013) to discuss the Subsidiary Text on the Use of Qualifications Frameworks in the Recognition of Higher Education Qualifications, and to prepare the agenda for the sixth session of the Lisbon Recognition Convention Committee meeting (Croatia, June 2013). The Bureau of the ENIC Network and the NARIC Advisory Board will meet in March 2013 to discuss the subsidiary text to the Convention and the agenda for the next joint meeting of the ENIC/NARIC Networks which will take place in Croatia immediately prior to the Lisbon Convention Committee meeting.

28. As requested at the eleventh session of the Regional Committee on the Recognition of Studies, Diplomas, and Degrees in Higher Education in Asia and the Pacific (Korea, 23-24 May, 2012), a feasibility study was conducted to explore a possible global convention. A meeting of regional experts was held to present and discuss the feasibility study (China, October 2012).

- **2001 Revised Recommendation concerning Technical and Vocational Education (ED)**

29. (See paragraph 12 above).

- **Recommendation concerning the Promotion and Use of Multilingualism and Universal Access to Cyberspace (CI)**

30. During the reporting period, the Secretariat, despite the financial constraints, continued undertaking concrete measures for the promotion and implementation of the 2003 Recommendation at international level.

31. UNESCO contributed to the preparation of the Broadband Commission annual report titled “The State of Broadband 2012: Achieving Digital Inclusion for All” launched on 23 September 2012 at United Nations Headquarters in New York which provided insightful information on the issues addressed by the Recommendation.

32. In order to monitor recent developments, UNESCO and EURid carried out a study and published a second report titled “EURID-UNESCO World Report on International Domain Names

Deployment 2012". Building on the deployment experience of the International Domain Names country-code top-level domains (IDN ccTLDs) in selected regions, the second report provides a number of practical recommendations for the technical community, policy-makers, and TLD registries viewing IDNs as a benchmark indicating the presence of local content in a country or in a region, or that a country takes appropriate measures to promote local content. The report was launched during the Internet Governance Forum (IGF) in November 2012, in Baku, and was also presented at the first WSIS+10 Review Event in February 2013.

33. As indicated in the 2003 Recommendation, UNESCO contributes to the global efforts to forge internationalization of the Internet, particularly being involved in a study group on the development of a preliminary typology on the country and territory names for the policy formulation at Internet Corporation for Assigned Names and Numbers (ICANN). In order to understand a scope, complexity and impact associated with the use of country and territory names required for the policy recommendations, the Organization and ICANN initiated a survey for piloting preliminary typology within Member States. Out of the 39 initially invited, 12 countries provided responses to the pilot phase survey. The report provides an overview of policies and methods on the use of country and territory names as TLD strings. Results of the pilot survey and proposed recommendations will be published by the study group and associated partners later in 2013.

34. It should be noted, however, that due to the financial constraints of the Organization, it will be difficult to ensure a coherent facilitation and effective monitoring of the Recommendation during the forthcoming months. In accordance to the request of the members of the CR Committee, the following trends and tendencies were observed in the subject area:

- The Internet roll-out contributes to the development of all societies and it enhances freedom of expression and access to information of people around the world. Accumulated experience and research carried out show that it is not enough to invest in technology only – there is a growing need for development of an ecosystem composed of Internet infrastructure, applications, services and local content in local languages.
- The role of IDNs is important for the promotion of multilingualism on the Internet. The deployment of IDN should be considered as a part of the above-mentioned ecosystem which facilitates access to Internet for people who are not familiar with the Latin script and provides new socio-economic opportunities. Therefore, it is important to acknowledge the existing positive correlation between IDNs and local languages.
- Another emerging issue is the application of country and territory names in general, and in particular as Top-Level Domains (TLDs). There is a great level of sensitivity surrounding the country and territory names and application of the current and proposed policies, guidelines and procedures for allocation to types and categories of domain names currently used or proposed to be used as TLDs. Therefore, the development of typology of country and territory names in different languages should involve relevant partners and interested stakeholders, including governmental institutions.
- It is important to continue to work with various partners and further explore the relationships between development of network infrastructure, quality of local content, and existing regional and national capacities to access, produce and share multilingual local content on the Internet.

Action expected of the Executive Board

35. In the light of the foregoing, the Executive Board may wish to adopt a decision along the following lines:

The Executive Board,

1. Recalling 15 C/Resolution 12.2, 23 C/Resolution 29.1, 165 EX/Decision 6.2, 32 C/Resolution 77, 170 EX/Decision 6.2, 171 EX/Decision 27, 174 EX/Decision 21, 175 EX/Decision 28, 176 EX/Decision 33, 177 EX/Decision 35 (I) and (II), 34 C/Resolution 87, 180 EX/Decision 31, 181 EX/Decision 27, 182 EX/Decision 31, 184 EX/Decision 20, 185 EX/Decision 23 (I), 186 EX/Decision 19 (I), 187 EX/Decision 20 (I), 189 EX/Decision 13 (I) and 190 EX/Decision 24 (I) relating to the first aspect of the terms of reference of the Committee on Conventions and Recommendations (CR), which concerns the implementation of standard-setting instruments,
2. Having examined document 191 EX/20 Part I and the report of the Committee on Conventions and Recommendations thereon (191 EX/...),
3. Urges Member States once again to fulfil their legal obligations under Article VIII of the Constitution of UNESCO regarding periodic reports on the action taken on conventions and recommendations;
4. Requests the Director-General to ensure the implementation of the legal framework for the enforcement of standard-setting instruments, adopted at its 177th session, by the programme sectors and the UNESCO Institute of Statistics (UIS), which have responsibility for the conventions and recommendations monitored by the Committee on Conventions and Recommendations;
5. Decides to continue consideration of the matter at its 192nd session.



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IMPLEMENTATION OF STANDARD-SETTING INSTRUMENTS

PART II

PRELIMINARY STUDY ON THE TECHNICAL AND LEGAL ASPECTS RELATING TO THE DESIRABILITY OF REVISING THE 1976 RECOMMENDATION ON THE DEVELOPMENT OF ADULT EDUCATION

Summary

In accordance with Article 3 of the Rules of Procedure concerning recommendations to Member States and international conventions covered by the terms of Article IV, paragraph 4, of the Constitution and pursuant to 189 EX/Dec. 13 (II), the Director-General submits to the Executive Board the preliminary study on the technical and legal aspects of the desirability of revising the *1976 Recommendation on the Development of Adult Education*. This will enable the Executive Board to make observations and decisions thereon with a view to including this item on the provisional agenda of the 37th session of the General Conference.

Any financial and administrative implications related to the present document will be covered by document 36 C/5 Approved and proposed 37 C/5.

Action expected of the Executive Board: proposed decision in paragraph 18.

I. Background and implementation of the plan of action to revise the Recommendation

1. Following a proposal from UNESCO's Third International Conference on Adult Education (CONFINTEA III, Tokyo, 1972), UNESCO's General Conference at its 19th session (Nairobi, 1976) adopted the Recommendation on the Development of Adult Education (henceforth the "1976 Recommendation"). As the key normative UNESCO document concerning adult education policy and practice in its Member States, it lays out guiding principles and a comprehensive approach to promoting and developing adult education. Following 34 C/Resolution 87 of the General Conference, the UNESCO Secretariat monitors this Recommendation as a matter of priority, and in accordance with the Specific multi-stage procedure for the monitoring of the implementation of UNESCO conventions and recommendations for which no specific institutional mechanism is provided (177 EX/Decision 35 (I)).

2. In 1997, the Fifth International Conference on Adult Education (CONFINTEA V) adopted "The Agenda for the Future", which included a request that UNESCO take appropriate steps to update the 1976 Recommendation. In 2009, the Sixth International Conference on Adult Education (CONFINTEA VI) adopted the "Belém Framework for Action", which reiterated its call on UNESCO to review and update the 1976 Recommendation by 2012. It also requested that UNESCO "coordinate a monitoring process at the global level to take stock and report periodically on progress in adult learning and education". The UNESCO Institute for Lifelong Learning (UIL) monitors this through the Global Report on Adult Learning and Education (GRALE).

3. In compliance with the above-mentioned specific multi-stage procedure and with the 2009-2013 timetable of work of the CR Committee on the implementation of the standard-setting instruments that the Board is required to monitor, in 2011, a consolidated report on the implementation by the Member States of the 1976 Recommendation, prepared on the basis of the first GRALE, was submitted to the 36th session of the General Conference. The General Conference invited the Director-General of UNESCO to consider revising and updating the 1976 Recommendation to reflect contemporary educational, cultural, political, social and economic challenges as set out in Belém Framework for Action. Pursuant to 36 C/Resolution 13, a plan of action for revising and updating the 1976 Recommendation was presented to the 189th session of the Executive Board. By 189 EX/Decision 13 (II), the plan of action was adopted and the Director-General was requested to submit the technical and legal aspects of the desirability of revising the 1976 Recommendation.

4. As a first step to implementing the plan, an expert meeting (a group of five adult learning and education specialists from Africa, Asia, Europe and North America, and Latin America and the Caribbean) was held in July 2012 to prepare a first draft of the preliminary study. While the expert group remarked that the 1976 Recommendation is a visionary document which articulates a rights-based approach, they also underlined the need to re-formulate substantial parts of this document in light of the rapidly-changing context at local, national, regional and global levels.

5. Subsequently, UIL organized an online consultation forum (24 Sept-5 Oct 2012) to enrich and complement the results of the expert meeting, attracting opinions from 374 participants from more than 30 countries. The forum advised that a revised version of the 1976 Recommendation should represent an up-to-date international standard-setting instrument on adult learning and education, providing relevant guidance to meet the current challenges.

6. The resulting preliminary study of the desirability of revising the 1976 Recommendation is submitted to the 191st session of the Executive Board at the same time as the preliminary study on the desirability of revising the 2001 Revised Recommendation concerning Technical and Vocational Education (191 EX/20 Part III). Both studies have been prepared to reflect the perspective of lifelong learning for all, as expressed in the "Belém Framework for Action" adopted by CONFINTEA VI (2009) as well as in the "Shanghai Consensus" of the Third International Congress on Technical and Vocational Education and Training (2012).

II. Desirability of revising the 1976 Recommendation on the Development of Adult Education

7. During the past 36 years since the adoption of the 1976 Recommendation, the world has been transformed. Our current age is defined by globalization, rapid scientific and technological development, the recent financial crisis, demographic shifts, ageing societies, migration and urbanization, threatened peace and security, and severe environmental changes. High rates of unemployment, in particular among young adults, have a negative impact on the well-being of countries. These challenges call for Member States to ensure learning opportunities for all beyond formal education to develop more complex skills and competences. Core Area 2: Conceptual clarification of skills development and improvement of monitoring.

8. These new challenges have triggered new developments in education and require more from adult education. The 144 Member States that signed up to the “Belém Framework for Action” affirmed that “adult learning and education equip people with the necessary knowledge, capabilities, skills, competences and values to exercise and advance their rights and take control of their destinies. Adult learning and education are also an imperative for the achievement of equity and inclusion, for alleviating poverty and for building equitable, tolerant, sustainable and knowledge-based societies”. Yet the field of adult learning and education remains vulnerable, requiring further conceptual backing as well as political support to strengthen organizational structures, ensure stable funding and maintain effective cooperation between all relevant stakeholders.

9. These developments and challenges must be reflected in the revised Recommendation on the Development of Adult Education, taking into consideration the outcomes of CONFINTEA IV, V, and VI, and other relevant frameworks in which adult learning and education represent a key component of a holistic and comprehensive system of lifelong learning.

10. The critical role of lifelong learning in addressing the global challenges of poverty reduction, job creation, and inclusive and sustainable development needs to be clearly reflected in the revised version. It should underline the indispensable role of literacy in enabling people to engage in learning opportunities at all stages of the learning continuum, and in building their capabilities to cope with the evolving challenges of life. It should highlight what many Member States around the world are prioritizing as key strategies for more integrated approaches to education, training and employment, including recognition, validation and accreditation (RVA) of non-formal and informal learning and technical and vocational education and training (TVET).

11. The distinctive contribution of adult learning and education to education systems in Member States needs to be guaranteed and recognized, including in transversal areas such as health, environmental protection, food security, democratic citizenship and participation, economic and social productivity, climate change, information and communication technologies, the culture of peace, and demographic changes.

12. The 1976 Recommendation includes outdated terminology. Some terms are today “politically incorrect” and not gender-sensitive. It is also rather long and unwieldy. A shorter and more precise document would be more effective as a standard-setting instrument, and would facilitate the monitoring of its implementation. Moreover, it should refer to instruments (e.g., Revised Recommendation on TVET, Belém Framework for Action, RVA Guidelines) that UNESCO has developed, or will develop, in partnership with international and regional organizations. This would enhance its adaptability to different contexts and to changes over time.

13. The implementation of the revised Recommendation would be monitored through the monitoring of the Belém Framework for Action by using existing instruments, such as triennial reporting for the Global Report on Adult Learning and Education (GRALE).

III. The proposed process for the revision to the 1976 Recommendation

14. The 1976 Recommendation would be revised based on the review undertaken by the 2012 expert meeting and the online consultation process, taking into account the global trends and issues in adult learning and education as described GRALE, while applying a participatory approach and intensive consultation with relevant experts and organizations.

15. To minimize costs and maximize synergies, the consultation process would take advantage of the triennial reporting process for the next issue of GRALE in 2015. It would also draw upon other relevant processes, such as discussions on the place of skills, competences and lifelong learning in the post-2015 international education and development agenda, education for sustainable development, and consultations on the possible revision of the 2001 Revised Recommendation concerning Technical and Vocational Education (TVET).

16. In addition to the statutory consultations, the Rules of Procedure concerning recommendations to Member States and international conventions covered by the terms of Article IV, paragraph 4, of the Constitution, under its Articles 10.4 and 10.5, state that unless the General Conference has decided otherwise, the final report containing one or more draft texts should be submitted to a special committee consisting of technical and legal experts appointed by Member States (meeting of category II). This committee would in turn submit to the Member States a draft which has its approval, with a view to its discussion at the General Conference.

17. Considering the comprehensive consultation process foreseen with Member States under these regulations and bearing in mind the present financial constraints, the Director-General invites Member States to consider recommending to the General Conference to decide not to establish the special committee for the examination of the final report and, instead, to conduct consultations using alternative cost-effective and innovative means.

IV. Proposed decision

18. In light of the above, the Executive Board may wish to take the following decision:

The Executive Board,

1. Recalling that at its 19th session (Nairobi, 1976), the General Conference adopted the Recommendation on the Development of Adult Education,
2. Further recalling 36 C/Resolution 13 and reaffirming the need to review and update the 1976 Recommendation on the Development of Adult Education to reflect contemporary educational, cultural, political, social and economic challenges, as set out in the “Belém Framework for Action” and to give renewed momentum to strengthening adult education,
3. Having examined document 191 EX/20 Part II, which presents the preliminary study of the technical and legal aspects relating to the desirability of revising the 1976 Recommendation,
4. Decides to inscribe this item in the provisional agenda of the 37th session of the General Conference;
5. Invites the Director-General to submit to the 37th session of the General Conference the preliminary study contained in document 191 EX/20 Part II, together with the relevant observations and decisions of the Executive Board thereon;
6. Recommends to the General Conference, should it decide to revise the 1976 Recommendation, to decide not to convene a special committee to review the final report containing one or more draft texts but rather request the Director-General to consult the Member States through various cost-effective measures.



Organisation
des Nations Unies
pour l'éducation,
la science et la culture

Executive Board

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191 EX/20

Part III

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IMPLEMENTATION OF STANDARD-SETTING INSTRUMENTS

PART III

PRELIMINARY STUDY ON THE TECHNICAL AND LEGAL ASPECTS RELATING TO THE DESIRABILITY OF REVISING THE 2001 REVISED RECOMMENDATION CONCERNING TECHNICAL AND VOCATIONAL EDUCATION (TVET)

Summary

In accordance with Article 3 of the Rules of Procedure concerning recommendations to Member States and international conventions covered by the terms of Article IV, paragraph 4, of the Constitution and pursuant to 190 EX/Decision 24 (III), the Director-General submits to the Executive Board a preliminary study on the technical and legal aspects of the desirability of revising the 2001 Revised Recommendation concerning Technical and Vocational Education. This will enable the Executive Board to provide its observations and decisions thereon and to decide whether this matter should be included in the provisional agenda of the 37th session of the General Conference.

Any financial and administrative implications related to the present document will be covered by document 36 C/5 Approved and proposed 37 C/5.

Action to be taken by the Executive Board: proposed decision in paragraph 20.

I. Background and recent developments

1. UNESCO is responsible for monitoring the implementation of two normative instruments in the field of technical and vocational education and training (TVET): the 1989 Convention on Technical and Vocational Education; and the 2001 Revised Recommendation concerning Technical and Vocational Education (henceforth the 2001 Revised Recommendation). The 1989 Convention was adopted two years after the International Congress on the Improvement and Development of TVET (Berlin, 1987). The Recommendation was originally adopted by the 12th session of the General Conference of UNESCO (1962). It was revised in 1974 and again in 2001, following the Second International Congress on Technical and Vocational Education (Seoul, 1999). Following 34 C/Resolution 87 of the General Conference, the UNESCO Secretariat monitors this Recommendation as a matter of priority, and in accordance with the specific multi-stage procedure for the monitoring of the implementation of UNESCO conventions and recommendations for which no specific institutional mechanism is provided (177 EX/Decision 35 (I)).

2. In 2011, an independent study on the impact of the two normative instruments was conducted, as foreseen by the UNESCO Strategy for TVET (2010-2015), examining in particular why only 17 Member States ratified the Convention. Upon examining the results of the study presented in 187 EX/20 (IV), the Executive Board requested the Director-General to include in the Third International Congress on TVET (Shanghai, May 2012) a discussion on the content, relevance and scope of the normative instruments concerning TVET. The “Shanghai Consensus” adopted by the Congress, recommended the Director-General to “consider the relevance and currency of the Convention on Technical and Vocational Education (1989) and the Revised Recommendation concerning Technical and Vocational Education (2001), with a view to the possible development of new or revised normative instruments adapted to a changing world”.

3. Based on the findings of the independent study, the recommendation of the “Shanghai Consensus” and other recent developments in this field, the Secretariat proposed to the Executive Board to revise the 2001 Revised Recommendation while deferring the decision on the future of the 1989 Convention. By 190 EX/Decision 24 (III), the Executive Board requested the Director-General to submit to it a preliminary study on the technical and legal aspects relating to the desirability of making further revisions to the 2001 Revised Recommendation.

4. This preliminary study is submitted to the Executive Board at the same time as the preliminary study on the desirability of revising the 1976 Recommendation on the Development of Adult Education (191 EX/20 Part II). Both preliminary studies have been prepared in the perspective of lifelong learning for all, as expressed in the Belém Framework for Action adopted by the 6th International Conference on Adult Education (2009) as well as in the Shanghai Consensus of the Third International Congress on TVET (2012).

II. Other relevant international legal frameworks

5. Relevant instruments of the International Labour Organization (ILO) include the 1975 Convention concerning Vocational Guidance and Vocational Training in the Development of Human Resources, which requires ratifying States to develop policies and programmes of vocational guidance and vocational training; the conclusions concerning human resources training and development adopted at the 88th session (2000) of the International Labour Conference, which stressed that human resources development and training helps individuals to obtain decent work and escape poverty and marginalization; and the 2004 “Recommendation concerning Human Resources Development: Education, training and lifelong learning”.

6. Other relevant instruments of UNESCO are the 1960 Convention and Recommendation against Discrimination in Education; the 1966 Recommendation concerning the Status of Teachers; the 1976 Recommendation on the Development of Adult Education; and the regional conventions on the recognition of qualifications in higher education, currently under review.

III. Desirability for further revisions to the 2001 Revised Recommendation

7. Many governments around the world are prioritizing TVET and, more broadly, skills development as a key strategy for addressing youth unemployment and promoting inclusive and sustainable development. However, as presented in document 190 EX/24 Part III, there is a gap between the content of the current normative instruments and current realities. Rapid demographic and technological changes are taking place and there are deepening concerns relating to youth unemployment, underemployment, social inequalities including gender inequality, peace and sustainable development. These call for more integrated approaches to policy areas such as education, training and employment in a lifelong learning perspective.

8. There are new agendas such as “greening TVET”, “youth employability”, “youth engagement” and significant conceptual developments such as “technical and vocational skills development”, particularly in Africa. Lifelong learning for all increasingly implies a transversal dimension for the development of skills and competencies across the education and training sector supported by systems of lifelong career development.

9. The Third International Congress on TVET called for profound transformations in the conceptualization, governance, funding and organization of TVET. The special session held on revisiting the TVET related normative instruments confirmed that the instruments would benefit from updating, suggesting that the Recommendation be revised to give greater attention to the demand for TVET and to have a stronger focus on lifelong learning.

10. The revised text of the 2001 Revised Recommendation could focus on the implications for policy formulation and implementation in Member States. TVET’s cross-sectorial character, as well as the role of social partners, the private sector and civil society, such as youth organizations, deserve special attention. The text could take into account the achievements of the UNESCO Strategy for TVET, the prominent place of TVET and skills development for employment and livelihoods in the emerging post-2015 international education and development agendas and goals, and the need to promote lifelong learning opportunities for all.

11. For the Recommendation to be even more effective as a standard-setting instrument and to facilitate its monitoring, it could be revised in a shorter and more precise form. Revisions to the Recommendation should be aligned with the International Standard Classification of Education (2011). With the aim of enhancing its adaptability to different contexts and changes over time, it could refer to instruments and guidelines of UNESCO. Such guidelines might also be adapted to different contexts and updated as required.

12. The revision of the 2001 Revised Recommendation would take into account principles of the 1989 Convention that are still relevant for the future development of TVET. Any revisions to the Recommendation would specifically take into account the other standard setting instruments, such as the possible revisions to the 1976 Recommendation on the Development of Adult Education as well as the possible preparation of a global standard-setting instrument on higher education. The different normative instruments concerning TVET and lifelong learning should complement each other so as to be mutually reinforcing and address contemporary issues in a harmonious manner.

13. After the possible adoption of the revision of the Recommendation by the General Conference, and based on the lessons learnt from the implementation of the normative instruments concerning TVET and further discussion with all Member States, partners and national experts in the field, the Governing Bodies of UNESCO are invited to consider and reflect on international regulation of TVET as a whole, and specifically the future of the 1989 Convention in relation to other relevant legal frameworks. Pursuant to 190 EX/Decision 24 (III), the monitoring of the two TVET-related normative instruments are delayed pending the possible revision of their texts.

IV. The proposed processes for the revision of the 2001 Revised Recommendation

14. In addition to the statutory consultations foreseen by the Rules of Procedure concerning recommendations to Member States and international conventions covered by the terms of Article IV, paragraph 4, of the Constitution, the Director-General will conduct consultations and solicit the comments and observations of all Member States and from other relevant actors such as regional and international organizations, in particular the ILO, and national legal and technical experts. Information meetings will be held with all Member States and TVET experts will be involved in consultations through the UNESCO-UNEVOC Network. In the earlier stages, the consultations will be on the scope of possible revisions to the instrument, and in the advanced states on the draft of the revised text.

15. To be cost-effective, the consultative process of the revision of the 2001 Revised Recommendation will primarily use electronic communication including on-line surveys, teleconferences and e-discussions moderated by the UNESCO-UNEVOC International Centre, as well as information meetings and meetings of experts.

16. The consultative process would also benefit from actions undertaken by the Organization in the framework of the Strategy for TVET, and the mid-term review of the Strategy for TVET (191 EX/7), including activities on the further conceptualisation of TVET and skills development for the world of work, the development of national and international statistics and indicators on TVET, and the quality assurance of the recognition of qualifications.

17. To minimize costs and maximize synergies, the consultative process would also articulate with and benefit from other relevant processes, such as discussions on skills, competences and lifelong learning in the post-2015 international education and development agendas and goals, and education for sustainable development, and consultations on the possible revision of the 1976 Recommendation on the Development of Adult Education as well as the possible creation of a global Convention on Higher Education.

18. In addition to the statutory consultations, the Rules of Procedure, under Articles 10.4 and 10.5, state that unless the General Conference has decided otherwise, the final report containing one or more draft texts should be submitted to a special committee consisting of technical and legal experts appointed by Member States (meeting of category II). This committee would in turn submit to the Member States a draft which has its approval, with a view to its discussion at the General Conference.

19. Considering the comprehensive consultation process foreseen with Member States under these regulations and bearing in mind the present financial constraints, the Director-General invites Member States to consider recommending to the General Conference to decide not to establish the special committee for the examination of the final report and, instead, to conduct consultations using alternative cost-effective and innovative means.

V. Proposed decision

20. In light of the above, the Executive Board may wish to adopt a decision along the following lines:

The Executive Board,

1. Having examined document 191 EX/20 Part III presenting the preliminary study of the technical and legal aspects relating to the desirability of revising the 2001 Revised Recommendation concerning Technical and Vocational Education (TVET),
2. Reiterates the need to revise the 2001 Revised Recommendation concerning Technical and Vocational Education, taking into account relevant international legal instruments and possible revisions to international legal instruments currently under

way, the post-2015 international education and development agendas and goals, the new trends and issues in TVET, the Third International Congress on TVET and other recent developments;

3. Recommends that the Director-General consider partnerships with other organizations concerned, such as the International Labour Organization (ILO), and that it consults relevant national, regional and international experts and organizations, including the UNEVOC Network, on the scope and content of possible revisions to the 2001 Revised Recommendation concerning Technical and Vocational Education;
4. Decides to inscribe this item on the provisional agenda of the 37th session of the General Conference;
5. Invites the Director-General to submit to the 37th session of the General Conference the preliminary study on the legal and technical aspects of revisions to the 2001 Revised Recommendation concerning Technical and Vocational Education, together with the relevant observations, comments and decisions of the Executive Board;
6. Recommends to the General Conference, should it decide to revise the 2001 Revised Recommendation, to decide not to convene a special committee to review the final report containing one or more draft texts but rather request the Director-General to consult the Member States through various cost-effective measures.



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IMPLEMENTATION OF STANDARD-SETTING INSTRUMENTS

PART V

REPORT ON THE IMPLEMENTATION OF THE INTERNATIONAL STANDARD CLASSIFICATION OF EDUCATION (ISCED)

SUMMARY

In accordance with 36 C/Resolution 11, this document reports on the work accomplished since the adoption of the 2011 revision of the International Standard Classification of Education (ISCED 2011). ISCED is the internationally agreed framework for compiling and reporting cross-nationally comparable statistics on education needed for the monitoring of countries' progress towards a wide range of education policy targets including Education For All and the Millennium Development Goals.

This item has no financial or administrative implications.

Action expected of the Executive Board: proposed decision in paragraph 10.

1. In 36 C/Resolution 11, the General Conference invited the Director-General to submit a progress report to the 191st session of the Executive Board and biennially thereafter on the International Standard Classification of Education (ISCED). With the same resolution, the General Conference adopted a revision to the levels of ISCED (ISCED 2011) and requested a revision of the ISCED 1997 fields of education and training with the view to developing a new classification for adoption at a future General Conference. This report covers work undertaken on the implementation of ISCED 2011 including the delivery of training to Member States, the development of an operational manual, the redesign of survey questionnaires which use ISCED, and the review of the ISCED fields of education.

IMPLEMENTATION OF ISCED 2011

2. Following adoption of a new classification, there is necessarily a fairly extensive period of assimilation and adaptation both nationally and internationally before countries can start reporting

data according to the new framework. Countries need to understand and assess the changes to the classification; remap their national education programmes and qualifications to the new ISCED; adapt surveys and questionnaires and adjust their data reporting systems. The UNESCO Institute for Statistics (UIS) together with its education data collection partners, Eurostat and OECD, is responsible for developing guidance and supporting materials for users and providing training and capacity-building support to countries. In addition, international surveys and questionnaires need to be adapted and historical data series reviewed and revised where possible to maintain consistent time series of key indicators. In order to allow sufficient time for these preparatory activities, the UIS, Eurostat and OECD decided jointly that the first international education surveys based on ISCED 2011 would not be launched until 2014. The Institute is grateful to the Japanese government which is helping to fund this adaptation work directly with countries and to other donors contributing to the core funding of the Institute and thus supporting the necessary developmental work at the Institute's headquarters in Montreal.

3. Since November 2011, the UIS has been providing training and other support to assist countries in adapting their education data reporting systems to the new ISCED. Regional workshops with an ISCED-related component have taken place for Member States in the Arab States, Central Asia, East Asia, Latin America and the Caribbean, South and East Africa and South and West Asia. By the end of 2013 all countries should have had an opportunity to participate in a regional workshop at which the revised classification has been presented and national mappings discussed in detail. Member States of the European Union or OECD will participate in similar events organized by Eurostat and OECD respectively.

4. In addition, the UIS regional and cluster statistical advisers based in Africa, the Arab States, Asia and Latin America have been providing in-country support and guidance to statisticians and national counterparts in their respective regions as part of their regular work with countries.

5. An operational manual to provide guidance and examples of how to map national education programmes and qualifications to ISCED is being developed by the UIS, though progress has been slower than planned. A first draft was completed at the end of 2012 but needs further review and revision before it can be shared with countries. Eurostat and OECD have also been developing guidelines on the use of ISCED in surveys that are undertaken by their respective Member States but have recently expressed an interest in producing a joint manual with the UIS covering all countries in the world. This approach is welcomed and should ensure sufficient resources are available to finalize the manual during 2013.

6. During 2012, the UIS data collection instruments – the Survey of National Education Programmes – was revised and adapted to ISCED 2011. This survey collects descriptive information on the characteristics of national education programmes (entry requirements, duration, level of complexity, orientation and resulting qualifications) enabling countries to map their national education systems to the new ISCED. This mapping process is a necessary initial step towards reporting statistical data on, for example, enrolments, graduates, teachers and expenditure associated with different levels of education. The revised survey will be launched in May 2013 allowing countries to complete their mappings in time for the 2014 global data collection.

7. In late 2012 and early 2013, the UIS has reviewed and revised its regular education survey. As part of its new strategy to reduce the reporting burden on Member States and to better target the specific needs in different regions of the world, a reduced “core” questionnaire is being developed to collect the key data needed for international monitoring of progress towards global targets such as Education For All and the Millennium Development Goals which will be launched in March 2014. Regional needs are being met through the development of new regional modules on themes of particular relevance to different regions. So far regional modules have been administered in Africa (to collect data for the monitoring of the African Union's Second Decade for Education) and in Latin America and the Caribbean with future modules planned for Asia and possibly the Arab States.

REVISION OF THE ISCED 1997 FIELDS OF EDUCATION

8. In parallel with activities to support the implementation of ISCED 2011, a review of the ISCED 1997 Fields of Education has been undertaken and work on a revision of the classification is well advanced. A new Technical Advisory Panel was established to guide the revision and held its first meeting in Montreal in May 2012. Members of the new panel are classifications or education experts nominated by partner agencies (Eurostat, Cedefop, OECD and ILO) or bodies (the United Nations Expert Group on Classifications) as well as experts from developing regions (Asia, Africa and Latin America). In total there are 10 members.

9. A three-level hierarchical classification (ISCED-F) based on the ISCED 1997 Fields of Education and Eurostat's 1999 Fields of Education and Training classification has been developed and reviewed extensively by members of the Panel. A global consultation of the draft classification – in English, French and Spanish – was launched by email at the beginning of February. All Member States have been invited to take part. Permanent Delegations to UNESCO have been asked to circulate the proposals to all ministries of education, science, culture and labour and to national statistical offices. In addition, the UIS is consulting the United Nations Expert Group on Classifications and, through the Committee on the Coordination of Statistical Activities (CCSA), other international and regional organizations. The deadline for comments is 31 March 2013. Following the global consultation, a final revised framework will be submitted for adoption at the 37th session of the General Conference of UNESCO.

Proposed decision

10. After examining this document, the Executive Board may wish to adopt the following decision:

The Executive Board,

1. Having examined document 191 EX/20 Part V and the report of the Committee on Conventions and Recommendations thereon,
2. Recalling 36 C/Resolution 11 on the International Standard Classification of Education (ISCED),
3. Takes note of the work undertaken since the adoption of the 2011 revision of the ISCED;
4. Invites the Director General to submit a further progress on work undertaken at its 196th session.