



United Nations  
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# Executive Board

Hundred and ninetieth session

# 190 EX/8 Part I

PARIS, 7 September 2012  
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## TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET)

### PART I

## CONCLUSIONS OF THE THIRD INTERNATIONAL CONGRESS ON TVET

### SUMMARY

Pursuant to 189 EX/Decision 6 (II), the Director-General presents the conclusions of the Third International Congress on Technical and Vocational Education and Training (Shanghai, 14-16 May 2012) and her comments on the recommendations made to her through the Shanghai Consensus, adopted by the participants of the Congress.

The financial and administrative implications of the reported activities fall within the parameters of the C/5 document.

Action expected of the Executive Board: proposed decision in paragraph 14.

## I. Background

1. In 2009, UNESCO, in close consultation and cooperation with a broad range of partners, including specialized United Nations agencies, developed a strategy to support the development of technical and vocational education and training (TVET) in Member States over three biennia (2010-2015). The strategy focuses on three core areas: (i) provision of upstream policy advice and related capacity development; (ii) conceptual clarification of skills development and improvement of monitoring of TVET; and (iii) acting as a clearinghouse and informing the global TVET debate. The consultative process leading to the articulation of the strategy generated several ideas; key among which was for UNESCO, within the framework of core area (iii), to convene the Third International Congress on TVET. The Congress was to provide a forum for global debate on TVET; to take stock of developments in TVET since the Second International Congress on TVET (Seoul, 1999), and to propose directions for the future development of TVET.

2. The Third International Congress on TVET was held in Shanghai, China (14-16 May 2012). Its central orienting question was “how to transform and expand TVET to ensure that all young people and adults can build the skills needed for work and life”. The Congress deliberations were supported by a Main Working Document prepared by the Secretariat, based on UNESCO’s review of current issues and future trends in TVET.

3. The Congress attracted 540 participants from 107 countries and 200 observers from the Chinese TVET community. Although it was an international congress of a non-representative character (category IV), the participation of 40 ministers and vice-ministers demonstrated the importance that Member States attach to TVET. Congress participants were drawn from a wide range of stakeholders, including ministries of education, labour, agriculture and health; as well as representatives of employers and employees’ organizations, youth and civil society.

4. The Congress was organized into plenary and parallel sessions, and round tables, covering a wide range of topics including relevance, governance, funding, equity, teaching and learning, contributions to inclusive and sustainable development, transitions to the labour market, qualifications systems and international cooperation. Many of the sessions were convened by UNESCO’s partners, including the International Labour Organization (ILO), the Organisation for Economic Co-operation and Development (OECD), the World Bank (WB), the World Health Organization (WHO), the European Training Foundation (ETF), the Asian Development Bank (ADB), the Network for Policy Research, Review and Advice on Education and Training (NORRAG), the Commonwealth of Learning and Microsoft. This created a real sense of partnership which has significant potential for the future and demonstrates UNESCO’s international leadership in education and training.

5. The host country, the People’s Republic of China, took care of the logistical aspects of the Congress, assembling a large team of young people to guide participants around the facilities of the Shanghai International Convention Centre. The host country also organized a round table on “TVET in China: Development and Challenges”, field visits to TVET institutions in Shanghai and a spectacular cultural show on TVET-related themes performed by students and graduates of TVET institutions. Participants expressed their sincere gratitude to the Government of the People’s Republic of China for hosting the Congress.

### Key messages and outcomes

6. The Congress provided a unique global platform for knowledge sharing, reflection and debate, and helped to chart new directions on the changing landscape of TVET and wider skills development systems within a lifelong learning perspective. The participants reviewed major trends and policy developments in TVET since the Second International Congress (Seoul, 1999). They discussed challenges faced by TVET systems and explored appropriate responses aimed at building a better understanding of the contribution of TVET to sustainable development and at defining strategic directions for cooperation among countries, with the support of the international

community, with a view to promoting access, quality, relevance to sustainable development, inclusion, equity and a culture of peace.

7. The key message from the Congress is that policy approaches focusing only on scaling up existing models of TVET provision to include more young people and adults are not the solution. Rather, profound transformations are needed in the conceptualization, governance, funding and organization of TVET. There is therefore a call to transform TVET in an integrated manner, with policies and practices that are capable of responding effectively to the many development, equity, economic and sustainability challenges.

8. The Congress deliberated on the rethinking of the nature and roles of TVET in order to enhance TVET's contributions to equitable and sustainable development. This rethinking focused on the transformation of TVET required to support longer-term holistic development, shared growth, social equity and sustainability.

9. Participants recognized the trend towards enlarged stakeholder involvement that brings together ministries of education, workers' associations, civil society and private industry together in the planning, design, delivery and governance of TVET. Furthermore, they suggested that countries should consider developing an integrated policy approach to skills development within a broad lifelong learning framework.

10. The Congress outcome document, the "Shanghai Consensus" (refer to the link below<sup>1</sup>), makes recommendations to UNESCO's Director-General with potential implications for governments and other TVET stakeholders in UNESCO's Member States; the international community, including multilateral and bilateral actors; as well as private institutions and civil society.

11. Congress presentations and documentation, including the full text of the Shanghai Consensus and the Main Working Document in six languages, are available on the Congress website.<sup>2</sup>

### **Director-General's comments on the Shanghai Consensus**

12. The Director-General duly notes the outcomes of the Congress, and specifically the recommendations addressed to her regarding the work on recognition of qualifications, quality assurance, TVET statistics and indicators, and envisages actions in the following areas:

- (i) **Programmatic dimension:** Upon request by the Executive Board to implement the recommendations addressed to the Director-General, the Secretariat will integrate follow-up actions into its future activities. They will be taken into account in the mid-term review of the Strategy for TVET, for possible integration into the latter, and in the preparation of documents 37 C/4 and 37 C/5. The Organization is already committed through the 36 C/5 to strengthening its clearing-house function and to informing the global debate, including by following-up on the Congress. Furthermore, document 36 C/5 commits UNESCO to build on the momentum generated by the Third International Congress and the partnerships forged.
- (ii) **Institutional dimension:** The Secretariat will reinforce its implementation capacity by strengthening the UNEVOC network. A strategy for strengthening the network is already in draft form and will be finalized based on the outcomes of the Congress. Regional meetings to enhance the UNEVOC network have already taken place, for example in Africa, Asia and the Pacific, and the Arab States. A side event on ways to further enhance the UNEVOC network took place during the Congress, and its outcomes will further inform the finalization of the strategy for the UNEVOC network

<sup>1</sup> <http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/ED/pdf/outcomesdocumentFinalwithlogo.pdf>

<sup>2</sup> <http://www.unesco.org/new/en/education/themes/education-building-blocks/third-international-congress-on-tvet/>

and highlight the capacities that are needed to ensure the proper follow-up of Congress outcomes.

- (iii) **Normative dimension:** As requested by the Executive Board (187 EX/Decision 20 Part IV), the Congress discussed the content, relevance and scope of the 1989 Convention and the 2001 Revised Recommendation concerning Technical and Vocational Education. The outcomes of this discussion are also reported at this session of the Executive Board (see 190 EX/24 Part III).
- (iv) **Partnership dimension:** The Inter-Agency Group on TVET (IAG-TVET) and other partners were involved in the organization of the Congress. These partners will be invited to jointly organize and implement follow-up events, with UNESCO leading the monitoring of progress, and to periodically assess progress in the development of TVET at the national, regional and international levels in the years after the Congress.

13. The Director-General informs the Executive Board of the follow-up actions in 2012 as below:
- a UNESCO-UNEVOC network meeting in the Arab States region (in July 2012) to inform network members about the Shanghai Consensus and to identify follow-up actions in the region;
  - a meeting of the Inter-Agency Group on TVET to discuss and agree on joint follow-up actions with partners;
  - a UNESCO-UNEVOC International Conference to share Congress outcomes and define and agree with the UNEVOC Network follow-up actions regarding teacher training and sustainable development and the overall strengthening of the network;
  - a mid-term review of the Strategy for TVET and the development of an implementation plan, including Congress follow-up actions, until 2015.

### Proposed decision

14. The Executive Board may wish to adopt a decision along the following lines:

The Executive Board,

1. Recalling 189 EX/Decision 6 Part II,
2. Recognizes the leading role that UNESCO has played in the global debate on technical and vocational education and training (TVET) through the Third International Congress on TVET, hosted by the People's Republic of China in Shanghai, 14-16 May 2012;
3. Takes note of the "Shanghai Consensus: Recommendations of the Third International Congress on Technical and Vocational Education and Training 'Transforming TVET: Building Skills for Work and Life'";
4. Invites the Director-General to implement the recommendations addressed to her in the Shanghai Consensus, and to undertake appropriate follow-up actions, including at the regional and international levels, in cooperation with partners active in this field;
5. Calls upon Member States to make extrabudgetary contributions for the implementation of the Shanghai Consensus;
6. Confirms the priority to be assigned to the follow-up of the Congress within the framework of the UNESCO Strategy for TVET.



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## TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET)

### PART II

#### STRATEGY FOR TVET: PRELIMINARY REPORT OF THE REVIEW OF THE IMPLEMENTATION OF THE STRATEGY

##### SUMMARY

Considering 179 EX/Decision 49 and 181 EX/Decision 8, by which the Strategy for Technical and Vocational Education and Training (TVET) was adopted, and the revised version of the Strategy for TVET in 182 EX/INF.5, and pursuant to 187 EX/Decision 6 Part III, this document presents a preliminary report of the mid-term review of the implementation of the Strategy for Technical and Vocational Education and Training (2010-2015). Information is also provided on the Secretariat's identification and documentation of TVET best practices for wider dissemination.

There are no financial or administrative implications.

Action expected of the Executive Board: proposed decision in paragraph 26.

## Introduction

1. At its 187th session, the Executive Board requested the Director-General to present at its 190th session a preliminary report on the mid-term review of the implementation of the Strategy for Technical and Vocational Education and Training (TVET), and to prepare a TVET best-practices document for wider dissemination.
2. The Secretariat has had to cut down the number of activities conducted and re-sequence others in line with the human resources constraints. Specific to the TVET Section, these constraints were accentuated by the heavy workload implied in the preparations of the Third International Congress held in Shanghai in May 2012; including the preparation of a report on Global Trends and Issues in TVET.
3. In view of these constraints and considering that the outcomes of the Congress and the report on Global Trends and Issues in TVET should inform the mid-term review of the Strategy and the documentation of best practices, the Secretariat decided to proceed in a phased approach.
4. With respect to the mid-term review of the TVET Strategy, there are two phases: (i) an internal review of progress in the implementation of the Strategy; (ii) the actual mid-term review which is being conducted that takes into account the outcomes of the Third International Congress on TVET and findings of the report on Global Trends and Issues in TVET and the EFA Global Monitoring Report. This document reports on the first preparatory phase of the mid-term review. The second phase will be completed by December 2012.
5. The objective of the actual mid-term review which is in progress is to take stock of the work done so far against intended implementation progress and in relation to intended development impact. Specific attention will be given to the effectiveness and resource efficiency with which registered progress was accomplished. The review will also consider how current and relevant the Strategy is in view of recent developments. It will consider whether any modifications to the Strategy are needed, and if so, with what implications for programming, resources and implementation.
6. With respect to the documentation of best practices, the three phases are: (a) initial identification of promising practices using diverse mechanisms; (b) an articulation of an analytical framework to identify key enablers of the said practices and to refine the methodology for branding them as “best practices”; and (c) a broader application of the methodology and an e-dissemination of identified “best practices”. This work will be completed by December 2012.

## Progress in the implementation of the TVET Strategy

7. UNESCO is implementing the Strategy for Technical and Vocational Education and Training (TVET); (see 181 EX/Decision 8 and 182 EX/INF.5), by focusing its actions on the Strategy’s three core areas: (i) provision of upstream policy advice and related capacity development; (ii) conceptual clarification of skills development and improvement of monitoring; and (iii) acting as a clearinghouse and informing the global TVET debate.

### Core area 1: Provision of upstream policy advice and related capacity development

8. UNESCO is actively responding to Member States’ requests for upstream policy advice and capacity-building. The Organization has provided support to 11 priority countries and 10 other Member States (details below). It strengthens their capacities to develop evidence-based policies using its analytical framework for policy reviews developed within the framework of the Strategy. UNESCO’s policy reviews aim at establishing a policy dialogue with concerned governments and other stakeholders to support their actions towards the development of TVET.
9. The Organization has already conducted five TVET policy reviews in Benin, Cambodia, El Salvador, Lao People’s Democratic Republic and Malawi, resulting in a process of policy dialogue

involving key national stakeholders. This policy dialogue should inform national TVET policies and encourage support from development partners. UNESCO is also engaged in policy dialogue with five Southern Africa Development Community (SADC) countries (Botswana, Democratic Republic of the Congo, Malawi, Namibia and Zambia) and, with support from the Republic of Korea, is implementing country-based projects that are aligned with the ongoing TVET reforms. Moreover, a five-year regional strategic framework of action in TVET in SADC was developed with the support of UNESCO, in partnership with the SADC Secretariat, and was adopted by SADC ministers of education in September 2011.

10. The Organization is also strengthening the capacities of five priority countries in TVET (Afghanistan, Côte d'Ivoire, Lao People's Democratic Republic, Madagascar and Malawi), with considerable support from the Capacity Development for EFA (CapEFA) programme. The key outcomes of this support are, among others, agreement on a national approach for curricula design, frameworks for entrepreneurship skills development, TVET statistics and data improvement, and new institutional frameworks and quality assurance arrangements.

11. At a more limited scope of intervention, UNESCO has provided TVET policy advice and capacity enhancement in seven Member States: Algeria, Bangladesh, Djibouti, Kazakhstan, Pakistan, Sudan and Timor-Leste. The outcomes of these interventions cover a wide range of policy and technical documents to support Member States' actions in the field. These interventions also resulted in enhanced capacity of national decision-makers and experts in TVET in the field of strategic planning, TVET standards and tools for monitoring and evaluation.

12. UNESCO is also promoting Entrepreneurship Education (EPE) as an important approach to ease transition from school to work. In the Arab States, in collaboration with UNESCO's regional office, UNESCO-UNEVOC is implementing a project entitled "Entrepreneurship Education in the Arab States". As a result, three countries (Jordan, Lebanon and Morocco) have initiated efforts to incorporate EPE in their respective education systems.

13. UNESCO has also initiated policy dialogue with members of the Caribbean Community (CARICOM) and the Organization of Eastern Caribbean States (OECS). A joint ILO/UNESCO/UNEVOC regional capacity-building workshop was held in Barbados in September 2011 on TVET and skills development policies. Participants from 20 Caribbean countries and territories prepared action plans for TVET policy review and development.

## **Core area 2: Conceptual clarification of skills development and improved monitoring**

14. UNESCO, in cooperation with other international organizations, has developed a conceptual framework and a set of indicators linking TVET to employment. A draft working paper has been prepared by UNESCO and the European Training Foundation (ETF), in collaboration with Gesellschaft für Internationale Zusammenarbeit (GIZ) and the ILO. Complementary to this work and in line with the request of the G-20 Seoul Summit (November 2010), UNESCO contributed to the preparation of a conceptual framework for establishing an internationally-comparable data-set of skills indicators. Both frameworks will be tested in selected pilot countries (Benin and Malawi) in 2013.

15. UNESCO is also working on enhancing Member States' capacities in establishing systems for relevant and reliable data on TVET at national and regional levels. In Africa, UNESCO has conducted a study on the status of the Statistical Information Systems (SIS) on TVET in Sub-Saharan Africa and proposed strategies to improve the availability and quality of data. In addition, there is now strengthened collaboration between UNESCO-BREDA and the Association for the Development of Education in Africa (ADEA) on the process of the African Union for the development of regional indicators on TVET. In Asia and the Pacific, UNESCO conducted a regional thematic study regarding school-to-work transition. In Latin America and the Caribbean, UNESCO developed a regional inventory of the existing information systems and provided a set of recommendations to concerned Member States. In addition, several interventions are implemented

at the country level for strengthening information systems and for strengthening capacities to produce TVET statistics, for example in Côte d'Ivoire and Madagascar.

16. UNESCO is presenting at the 190th session of the Executive Board a review of the content, scope and relevance of the two normative instruments concerning technical and vocational education, based on the findings of an independent study conducted in 2010-2011, the outcomes of the Third International Congress on TVET, and UNESCO's review of current issues and trends in TVET (see 190 EX/24 Part III).

### **Core area 3: Acting as a clearing house and informing the global TVET debate**

17. The Third International Congress on TVET took place in Shanghai, China, from 14 to 16 May 2012. A set of Recommendations entitled the "Shanghai Consensus" makes recommendations to UNESCO's Director-General with potential implications for governments and other TVET stakeholders in UNESCO's Member States; the international community, including multi- and bilateral actors; as well as private institutions and civil society (see 190 EX/8 Part I).

18. To inform global debate on TVET, UNESCO conducted an international review of current trends and issues in TVET, the main findings of which were presented as the Main Working Document for the Third International Congress on TVET. Moreover, the 2012 *Education for All Global Monitoring Report (GMR)* focuses on the expansion of skills development opportunities for youth and marginalized populations.

19. The UNESCO-UNEVOC International Centre is working to enhance the UNEVOC network through the organization of regional consultations and by promoting debates on various emerging issues and challenges in TVET. It has upgraded its online services including the e-forum, network portals, information kiosk and TVETipedia, and has also developed a TVET database that will provide key information regarding TVET systems in Member States. A pilot version of the world TVET database was launched during the Congress. UNEVOC has also initiated moderated discussions on TVET in post-conflict and post-disaster situations, and on strengthening TVET teacher education.

20. Gender mainstreaming in TVET has also been a key theme of the moderated discussions and the findings of this are reflected in the "Shanghai Consensus" document.

### **Cooperation with partners**

21. The Inter-Agency Group on TVET (IAG-TVET), established in 2009, aims to better coordinate related activities of international organizations. At the global level, the IAG-TVET comprises the International Labour Organization (ILO), the Organisation for Economic Co-operation and Development (OECD), the World Bank and UNESCO. The Asian Development Bank (ADB), the European Commission (EC) and the European Training Foundation (ETF) have been the most active regionally-based members. The African Development Bank (AfDB) and the Islamic Development Bank recently joined the Interagency Group. The IAG-TVET has been an effective mechanism for: strengthening cooperation among international organizations; facilitating consultations on UNESCO's TVET Strategy; providing key inputs to the G-20 Training Strategy and Human Resource Development (HRD) action plan; and organizing the Third International Congress. Within the framework of the IAG-TVET, joint TVET country reviews and round-table discussions for a broad spectrum of stakeholders have been organized (UNESCO, AfDB and ILO in Malawi, 2010; UNESCO and ILO in Bangladesh, 2011; UNESCO and ILO in Benin, 2011). An inter-agency working group on greening TVET and skills development was initiated by UNESCO-UNEVOC and promoted during the TVET Congress, Rio+20 and ECOSOC 2012 meeting. Participating agencies include ILO, ADB, the World Bank, Cedefop, ETF, OECD, the United Nations Institute for Training and Research (UNITAR) and the United Nations Economic Commission for Europe (UNECE).



22. UNESCO has also been active in setting up an Inter-Agency Task Team (IATT) in West Africa, resulting in regular exchanges and debates between United Nations agencies and the Economic Community of West African States (ECOWAS) Secretariat as well as agreement on a common agenda for the implementation of a road map for the revitalization of TVET. The Fourth IATT consultative meeting (Dakar, 3-4 May 2012) resulted in the identification of road maps to jointly develop National Qualifications Frameworks (NQFs) and a Regional Qualifications Framework (RQF) with a focus on inter-ministerial coordination. Guidelines in the NQF/RQF development process were developed for both national and regional levels.

### **Mobilization of resources**

23. Consistent with the prioritization of TVET in documents 34 C/4, 35 C/5 and 36 C/5, UNESCO is mobilizing a reinforced Organization-wide commitment to TVET. The total regular programme budget for TVET for the last and present biennia is US \$4.7 million. Moreover, within the Cap-EFA programme for the last and present biennia, the TVET sub-sector received funding amounting to US \$5.8 million. UNESCO is receiving long-term support provided by the Government of Germany to UNESCO-UNEVOC amounting to US \$2.8 million for the last and present biennia. In 2011 and 2012 UNESCO received a combined total of US \$2 million from the Republic of Korea to support TVET system development in selected SADC countries. Financial support was also received from China for the organization of the Third International Congress on TVET. These come in addition to the new programme supported by the International Fund for Agricultural Development (IFAD), “Learning Knowledge and Skills for Agriculture and Rural Livelihoods” which will be jointly implemented with the Section for Literacy and Non-formal Education. These efforts will be further enhanced through partnerships with private sector and other potential donors.

### **Progress in the identification of promising practices in TVET**

24. Following the request by the Executive Board at its 187th session to prepare a TVET best-practices document for wider dissemination, three mechanisms were used for the initial identification of “promising practices”. First is that UNESCO-UNEVOC intensified its ongoing effort to promote and identify promising practices. Second is that one of the stated objectives of the Congress was to identify appropriate responses to the present and future challenges facing TVET. This involved finding promising practices from around the world for presentation in the Congress. Third, the preparation of the report on Global Trends and Issues in TVET gave explicit attention to identifying promising practices, such as new approaches to governing, managing, financing, certifying and delivering TVET and these will be disseminated through its publication. Collectively the three mechanisms identified 133 promising practices covering a wide range of topics, including qualifications, entrepreneurial education, TVET teachers and trainers, and information and communication technologies (ICTs).

25. Recognizing the risks inherent to transferring policies and practices without a full consideration of contexts, enablers and costs, the Secretariat is now in the process of articulating a framework for the analysis of these promising practices. The framework will be used to identify key enablers of success that can be adapted to other contexts. It will also be used to identify what really holds as “best practices” based on the analysis. These practices will be analytically e-documented and disseminated through electronic media by December 2012.

### **Proposed decision**

26. 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 190 EX/8 Part II,

2. Encourages the Director-General to strengthen the Organization's efforts to advance the implementation of the Strategy for TVET and to finalize its mid-term review by December 2012;
3. Requests the Director-General to report on the full mid-term review of the implementation of the Strategy for TVET, including implications for programming for the period 2013-2015, at its 191st session;
4. Requests the Director-General to finalize the document on best practices for wider dissemination through electronic mechanisms.