



TVET and Skills Development in EU Development Cooperation

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Final Report

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Luca Azzoni – Team Leader - Senior expert in TVET, employment and decent work in developing countries

Francisca Arbizu - Senior expert in TVET, employment and decent work in developing countries

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Table of abbreviations

ACP	African, Caribbean and Pacific
ADB	Asian Development Bank
ADEA	Association for the Development of Education in Africa
AECID	Agencia Española de Cooperación Internacional para el Desarrollo
AFD	Agence française de Développement
APROLAB	Apoyo a la formación profesional para la inserción laboral
BIBB	Federal Institute for Vocational Education and Training (Germany)
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
CARICOM	Caribbean Community
CEDEFOP	European Centre for the Development of Vocational Training
CIDA	Canadian International Development Agency
CSO	Civil Society Organisation
CSP	Country Strategy Paper
CVT	Continuing Vocational Training
DAC	Development Assistance Committee
DCI	Development Cooperation Instrument
DCWG	Donor Coordination Working Group
DPG	Development Partners Group
DVTIES	Developing Vocational Training for the Informal Economy in Somalia
DWA	Decent Work Agenda
DWG	Donors Working Group
EC	European Commission
ECOSOC	United Nations Economic and Social Council
ECVET	European Credit System for Vocational Education and Training
EDF	European Development Fund
EEA	European Economic Area
EES	European Employment Strategy
EFA	Education for All
EFVET	European Forum of Technical Vocational Education and Training
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood Policy Instrument
EQAVET	European Quality Assurance framework for VET
EQF	European Qualifications Framework
ESI	Employment and Social Inclusion
ETF	European Training Foundation
EU	European Union
EUD	European Union Delegation
FAO	Food and Agriculture Organization of the United Nations
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
GIZ	Gesellschaft für Internationale Zusammenarbeit
GMR	Global Monitoring Report
G20	Group of Twenty Finance Ministers and Central Bank Governors
HE	Higher Education
HR	Human Resources
HRD	Human Resources Development
IAG-TVET	Interagency Group on TVET
IATT	Inter-Agency Task Team
ICT	Information and Communication Technologies
IE	Informal Economy
IIEP	International Institute of Education and Training

IiP	Investing in People
ILO	International Labour Organization
INAP	International Network on Innovative Apprenticeship
IOE	International Organization
IOM	International Organization for Migration
IPA	Instrument for Pre-accession Assistance
IR	Inception Report
IVETA	International Vocational Education and Training Association
KOICA	Korea International Cooperation Agency
LDC	Least Developed Country
LIC	Low Income Countries
LMIAS	Labour Markets Information and Analysis System
LMIC	Low to Middle Income Countries
LMIS	Labour Market Information System
LS	Active Labour Market Policies and Measures
MAP	Monitoring and Assessing Progress on Decent Work
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MENA	Middle East and North Africa
MIS	Management Information System
MYAP	Multi Year Action Plan (G20)
NAVTEC	National Vocational and Technical Training Commission
NGO	Non-governmental Organisation
NIP	National Indicative Programme
NQF	National Qualifications Framework
NSS	National Skills Strategy
NTVQF	National Technical Vocational Qualifications Framework
NVETC	National Vocational Education and Training Council
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OSELCOV	Socioeconomic, Labour and Employment finding Observatories
OSH	Occupational Safety and Health
PADSP	Projet d'appui au développement du secteur privé
PAS	Proficient Acquired Skills
PASP	Projet d'Appui au Secteur Privé
PBA	Programme-based approach
PCM	Project Cycle Management
PSC	Project Steering Committee
PSC	Private Sector Commission
QA	Quality Assurance
QAVET	Quality Assurance for VET
ROM	Results-oriented Monitoring
RPL	Recognition for Prior Learning
SD	Skills Development
SDC	Swiss Development Cooperation
SEAMEO	Southeast Asian Ministers of Education Organization
ST	Sectoral Training
STEP	Skills Towards Employment and Productivity
SWAp	Sector-Wide Approach
TACIS	Technical Assistance to the Commonwealth of Independent States
TAT	Traditional Apprenticeship Training
TC	Technical Cooperation
TL	Team Leader
TM	TVET Access to Target Groups
ToR	Terms of Reference
TP	TVET Policies and Systems

TVE	Technical and Vocational Education
TVET	Technical Vocational Education and Training
TVSD	Technical and Vocational Skills Development
UN	United Nations
UNCRPD	United Nations Conventions on the Rights of Persons with Disabilities
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational Scientific and Cultural Organization
UNEVOC	International Centre for Technical and Vocational Education and Training
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VATET	Tourism Education and Training Project
VET	Vocational Education and Training
VSD	Vocational Skills Development
VT	Vocational Training
WB	World Bank
WCSDG	World Commission on the Social Dimension of Globalization
WDR	World Development Report
VNFIL	Validation of non-formal and informal learning

When planning for a year, plant corn. When planning for a decade, plant trees. When planning for life, train and educate people. Chinese proverb: Guanzi (c. 645 BC)

Executive summary

The overall objective of this final report is to provide a comprehensive picture of Technical Vocational Education and Training (TVET) and Skills Development (SD) across the European Commission's (hereinafter the 'Commission') Development Cooperation with partner countries to provide a set of recommendations obtained from lessons learnt and best practices in programming and coordinating vocational education and training interventions in developing countries.

The Unit B3 within the Directorate General for Development and Cooperation (DG DEVCO) of the Commission, responsible for providing support to geographical units and delegations (EUD) in partner countries on the issues of employment, social protection, social inclusion and migration, decided to take stock of the current state of affairs with regard to its support for TVET and SD within the Commission's Development Cooperation. Better knowledge and understanding of TVET and SD programmes and projects in support of national reforms will be the basis for an effective, structured and coherent strategic approach for the future.

Chapter 1 recalls the Lisbon Treaty's objective to sustain developing countries' efforts to eradicate poverty in line with the European Union's (EU) interests for a stable and prosperous world.

Up until the year 2012, the European Union (EU) has been the largest global donor, accounting for over half of the total Official Development Assistance (ODA) to developing countries. It has also been one of the world's key players in supporting Low Income Countries (LICs) and Lower and Middle Income Countries (LMICs) in their efforts to reform Technical Vocational Education and Training and Skills Development systems.

The Commission's interventions, comprising TVET-focused projects as well as the mainstreaming and incorporation of TVET into other socioeconomic policies and sectors, aimed at providing - predominantly for youths - the knowledge and skills to be active members of rapidly evolving societies, promoting employability, decent work, social inclusion and social protection under the auspices of the Decent Work Agenda (DWA) across all geographical areas.

The European Training Foundation (ETF) through the Torino Process¹ (an evidence-based analytical framework that embeds TVET in socioeconomic contexts by means of a policy dialogue) has accompanied TVET and SD reforms in the countries under the European Neighbourhood Policy (ENP) South and East Instrument, the Instrument for Pre-accession Assistance (IPA) and Central Asia (under the auspices of the Development Cooperation Instrument (DCI)).

It is against this background that **Chapter 2** presents a succinct overview of the concept, evolution, challenges and current trends of TVET reforms in developing countries (LICs and LMICs) to give perspective to the knowledge and understanding of the Commission's development cooperation interventions.

Stimulated by the Millennium Development Goals (MDG) and the Education for All initiative led by the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the demand for TVET and SD, whether in schools or elsewhere, arose as an

¹ European Training Foundation, *The Torino Process*, Turin, 2012.
http://www.etf.europa.eu/web.nsf/pages/Torino_process.

essential complement to general education, to enable people to grasp opportunities in the world of work, gain access to jobs and lift them out of poverty.

TVET and SD are considered as factors of change anticipating the impact of globalisation, technological change, trade liberalisation, exports and Foreign Direct Investment (FDI), environmental questions linked to climate change and the increased international movement of labour. They are seen as the engine of economic development, international competitiveness and knowledge-intensive economic sectors or sub-sectors. Nevertheless, in poor countries, the majority of people remain unskilled, confined to activities linked to mere subsistence and almost excluded by the emergence of new technologies and knowledge-based working practices.

TVET and SD are considered under two distinct but inter-connected dimensions: the TVET systems are expected to produce world-class skills for global competitiveness on the one hand and to link informal economies to formal TVET through the provision of skills that enable people to access decent jobs and integrate into mainstream economic life on the other.

TVET and Skills development concepts and practices in different regions and countries have evolved together with cooperation concepts and delivery options². At the beginning of the twenty-first century, notions about the priorities and methods of Development Cooperation have changed significantly. For TVET, this has meant a change towards a concept whereby skills are as important as education in labour market preparation.

These trends have progressively gained consensus among policy-makers, national institutions and their partner organisations. Coordination mechanisms among international organisations have been further reinforced and all involved actors, including bilateral donors and development partners, concur on the importance of combining good education with quality training and linking skills and work.

In the EU also, there has been new impetus for cooperation in TVET and SD, stimulated by the objectives of the Europe 2020 strategy. TVET is also at the heart of the future EU Development Policy and strategy as indicated in the Communication on *Increasing the Impact of Development Policy: An Agenda for Change*³. The EU should adopt a more comprehensive approach to human development by increasing resources to support a healthy and educated population, give the workforce skills that respond to labour market needs, develop social protection and reduce the inequality of opportunity.

The EU should enhance support for quality education and TVET to give young people the knowledge and skills to be active members of an evolving society. TVET and Skills Development for employability should be better linked to the promotion of job creation and decent work, rights at work, social protection and social dialogue.

The EU Member States, as a follow-up to the Lisbon Agenda, have adopted a common vision, increased convergence, dialogue, and mutual recognition of their respective TVET and SD systems. As a result, a TVET policy emerged to harmonise their national systems progressively, in terms of efficiency and equity, flexibility of pathways for lifelong skills

² Technical Cooperation is often associated with actions aimed at strengthening individual and organisational capacity by providing expertise (short and long term TA personnel, institutional twinning arrangements, mobilisation of Diaspora, etc.), training and related learning opportunities (peer exchange, tertiary education, etc.), and equipment. Technical Assistance (TA) refers to the personnel involved in the implementation and the management of technical cooperation services.

³ EC 2011. COM (2011) 637 final Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of The Regions. *Increasing the Impact of EU Development Policy: An Agenda For Change*, Brussels, 13.10.2011.

development and access to vulnerable groups in order to fulfil the aspirations of individuals (guidance)⁴.

The reference to the European TVET model is more forthcoming in the regions⁵ where the Commission can count upon the contributions of the European Training Foundation. In other countries, the Commission-funded TVET programmes and projects have considered elements of the EU model. These include addressing governance and partnerships, enhancing relevance and expanding access, improving quality and equity, adapting qualifications and developing mobility pathways, improving the evidence base and increasing investment as well as diversifying financing and advocating TVET.

The main features of the Commission's TVET and SD interventions are highlighted in **Chapter 3** and the corresponding Annex 4. A mapping/stocktaking exercise and a classification of 32 bilateral projects and 22 projects funded under the 'Investing in People' thematic initiative was undertaken for the 2000-2013 period. These projects (corresponding to funding in excess of EUR 500 million) at different implementation stages - from closed to ongoing - provide an objective comparison of the modalities through which Commission cooperation is embodied in concrete interventions.

The analysis reveals that in 24 bilateral projects out of 32, support to the thematic area of TVET and SD policies and systems prevails and attracts more than 62% of the resources alone. In decreasing order, the remaining 37% of the resources are distributed among the thematic areas of TVET: access of target groups; training programmes and schemes in specific productive sectors; measures addressing labour market institutions and measures and projects that address TVET and SD for the informal economy. This prioritisation of thematic areas does not imply a preference but reflects a common concern worldwide and the beneficiary countries' priorities and interests. The classification of the projects under the Investing in People thematic initiative indicates that the focus is on TVET and SD in the informal economy and on active labour market policies and measures.

When looking at financial support, the utilised instruments funded a total of approximately EUR 466 million for the 32 bilateral projects and EUR 35.5 million for the 22 IiP projects. Nine main bilateral projects funded under the European Neighbourhood Policy Instrument utilised approximately 46% of the funds whilst the 17 bilateral projects for Africa, Caribbean and Pacific countries under the European Development Fund (EDF) utilised 28% of the of total resources. The 9 projects funded under the DCI in Asia, Central Asia and Latin America received 19% of the total allocation. The 22 projects funded by the DCI Investing in People received about 7% of the total resources earmarked for TVET in the considered period of time.

When observing the financial distribution across regions and countries, it is clear that the European Neighbourhood is the most supported region, followed by Asia, Central Asia and the Pacific. Sub-Saharan Africa and Latin America and the Caribbean are less supported.

In **Chapter 4**, the findings from the project assessments are contextualised as an overview of TVET and SD reform trends in the regions where Commission Technical Cooperation is present.

TVET and SD projects have been assessed with the support of an analytical framework (Annex 2) to question whether projects responded to problems, focused on the supply

⁴ The EU model established common platforms like a European Qualifications Framework, supported by a Credit system (ECVET), a Quality Assurance framework (EQAVET) and mobility in Europe (Europass). CEDEFOP, 2012).

⁵ Countries under the European Neighbourhood Policy South and East instrument, the Enlargement Region and Central Asia.

and demand of skills, sufficiently assessed the TVET systems, were coherent with existing national plans and identified the main constraints to their implementation.

By and large, the totality of the bilateral projects are 'relevant', which leads to the conclusion that the identification and formulation phases of the project cycle were accurate. Their effectiveness was also satisfactory (65%) while efficiency was lower. Projects proved coherent and of good design quality; at the same time, a contrasted result on impact and sustainability becomes evident. Finally, the added value of the ETF, where present, proved high in almost all cases.

The assessment highlighted the multiple patterns of TVET and SD at work in the concerned countries and how TVET tends to move from a narrow concept of training or re-training for particular jobs to integration within general, secondary and higher education, adult training, lifelong learning and also non-formal and informal learning. An overview of the status of TVET reforms in eleven countries (Annex 7), integrated the findings from the individual projects. The main characteristics of each country's TVET system are provided in the Assessment Fiches of the 54 projects (Annex 3).

It was possible to observe how TVET reforms in the countries assisted by the Commission tackled the issues of governance through the involvement of key stakeholders, coordination, decentralisation, and the opening up of government-controlled TVET institutions to closer links with private providers and companies. The assessment also revealed which active labour market measures and follow-up services supporting the transition from school to work or self-employment better responded to economic and social demands. It shed light on the efforts towards increasing TVET quality, through assurance mechanisms, often with the introduction of National Qualifications Frameworks (NQF), the shift from input-based to outcome- and competence-based programmes, training of trainers and teachers, occupational standards, new curricula and programmes, accreditation, certification mechanisms and recognition of prior learning (RPL) and credit systems. Finally, diversified and sustainable financing mechanisms have been proposed and developed on many projects.

The assessment also confirms that, in addition to technical and financial aspects, the TVET system reforms are confronted with cultural challenges, traditions and patterns partly inherited from colonial times or the early days of technical cooperation when western TVET models were simply transferred and adopted, a situation still recognisable in the English-, French- or Spanish-speaking regions and countries.

Impact, sustainability, intermediate and final results as well as implementation processes were further assessed in the course of field missions to Bangladesh, Botswana and Morocco, as part of the assessment exercise (Annex 6). The views of those responsible for technical backstopping (EU Delegations), implementation (project teams and national project coordinators), national TVET authorities, line ministries and institutions as direct recipients and/or final beneficiaries, international donor community and development partners were listened to and they corroborated the representation of the massive effort undertaken by the Commission and the multifaceted challenges it faces.

The voices of teachers and students as the real protagonists of TVET have been heeded. The field missions noted the expectations of students in new technologies and trainees engaged in the learning they had always aspired to and the pride of young apprentices earning their first salary in the shops and workshops of the bazaar economies. They also heard the frustration of trainers and teachers unable to do and give more (in the absence of better-equipped and more functional schools), the confidence and the disenchantment of entrepreneurs and workers' representatives, being told too many times about incentives, resources, projects and schemes and consultative tables that should change everything for the better... The field perspective has provided substance

to the emotional side of TVET in comparison with the anodyne assessment of policies, strategies and frameworks.

Finally, results indicate the margins for improvements in the forthcoming Commission's cooperation cycle, mainly in relation to impact, sustainability, efficiency and effectiveness for the main bilateral projects whilst quality of design appears to be an aspect for improvement in the thematic initiatives.

Chapter 5 and the related Annex 8 provide an overview of the Technical Cooperation programmes in TVET and SD, of bilateral donors and international organisations that highlights the many common elements and some very specific features of each agency.

The bilateral development agencies of EU Member States and multilateral organisations, when coming to TVET and SD cooperation programmes have agreed on policy-making processes and guiding principles linking skills and work, in respect of their specific mandates and approaches. Moreover, they contribute and stimulate intense dialogue and exchanges by participating in networks and platforms for discussion that they sometimes directly support.

Although the bilateral development partners of the EU Member States do not make explicit reference to the EU TVET model, its common tools or the coherence with the Commission's policies and programmes, many cases of concrete coordination were found in the implementation in the 54 assessed interventions, as detailed in section 8 of the Assessment Fiches (Annex 3).

Chapter 6 shows what lessons are learned and which projects or elements of projects could be indicated as the best practices and, finally, what recommendations emerge for future TVET and Skills Development strategy for the DG DEVCO.

Lessons learned and best practices make direct reference to the assessed projects and inform 18 discrete recommendations that point in a number of directions.

One is that a more direct reference to the EU model and experience should be made when supporting the partner countries' reform efforts. In this respect, a coherent strategy for Technical Cooperation in TVET could be developed with the contribution of all the expertise available at the Commission and in the EU centres of knowledge such as the ETF, the European Centre for the Development of Vocational Training (CEDEFOP) and the European Foundation for the Improvement of Living and Working Conditions, as well as the bilateral cooperation agencies of its Member States.

Moreover, future Commission projects should insist on components reinforcing dialogue and participation of social partners and enterprises and strengthening the demand side though active labour market policies and institutions.

More emphasis on skills development for productive sectors and on skill needs anticipation is also recommended.

In future interventions, more resources and specific technical components should target the vulnerable people, the marginalised ones and the groups with special needs, in all contexts, from lower- and middle-income countries to low income ones and fragile states.

As demonstrated by the classification and the assessment results, EU Neighbourhood countries are targeted with the highest amount of resources in support of TVET reform in addition to the assistance provided by the ETF. The TVET systems of just a few countries (Egypt, Morocco) have absorbed more than half of the resources over the past ten years, while Sub-Saharan Africa scores last among the big regions.

Resource allocation and concentration in specific geographic areas responds to EU policy and strategy priorities. It is recommended that more resources be devoted to support TVET and SD development in LICs where often the Commission has been at the origin of TVET reforms, and consideration concentrated on single building blocks of overall reform processes.

More strategic integration between different Commission instruments leveraging TVET and SD reforms - even in the same country - is also recommended. This should be achieved on the basis of the results of the assessment that showed that projects (funded under the Investing in People thematic programme⁶ focusing on specific elements of TVET reforms) have followed their own cycles, but have not entirely played the expected complementary role to the main bilateral projects.

TVET reforms are incremental processes that demand time and resources that development countries are often not capable of mobilising or concentrating upon, due to numerous, concurrent priorities. International aid and support thus remains the answer.

Nevertheless, there is an underlying question that remain unanswered. Should the Commission mainly be a Technical Cooperation donor supporting implementation by international (UN) specialised agencies and TVET bodies of its own Member States (federator) or be directly involved in implementation? Not an easy matter for future decisions, particularly if the option is to play a technical role in the partner countries. This would necessarily bring about a number of structural changes that the recommendations in this study subsequently address.

Finally, there are specific topics or elements of TVET reforms that have been supported with less emphasis and resources. It is recommended that they become priority areas in future Commission interventions.

Chapter 7 concludes that the Commission will be better equipped to ensure stronger continuity to reform processes and stimulate more changes in the national TVET systems of the partner countries by adjusting and re-tuning some elements of its Technical Cooperation. The Commission is one of the most important development partners and its assistance remains essential, is expected and appreciated, and is recommended.

At the end of an extensive assessment, consultation and exchange with all concerned parties - from the Commission to the final beneficiaries - a general conclusion is that the Commission had effectively provided crucial support to these reforms through generations of projects. The final conclusion is that indeed, a lot has been done, that most of it really mattered and that more needs to be done in the near future.

⁶ EC 2010b, *Investing in People. Mid-term Review of Strategy Paper for Thematic Programme (2007-2013)*. http://ec.europa.eu/europeaid/what/health/documents/investing_people_mid-term_review_en.pdf.

1. Introduction

The overall objective of this study is to provide a comprehensive picture of TVET and SD across the European Commission's Development Cooperation with partner countries. This shall be achieved through 'an accurate mapping and analysis of the state of play of TVET and Skills Development actions and reforms in the European Commission Development Cooperation with partner countries, that has been complemented by identification of best practices and final recommendations for a future strategy on TVET and Skills development in the European Commission Development Cooperation'⁷, with distinct attention to the youth perspective. It will also provide a set of recommendations obtained from lessons learnt in programming and coordinating vocational education and training interventions in developing countries.

1.1 The European Union and Development Cooperation

As the Lisbon Treaty states, the primary objective of the EU's development policy for a stable and prosperous world and a priority for external action is to support developing countries' efforts in eradicating poverty. The EU must choose the right mix of policies, tools, and resources to be effective and efficient in the fight against poverty in the context of sustainable development.

In its cooperation with partner countries, the EU maintained its position as the largest global donor in 2012, accounting for over half of the total ODA to developing countries. The EU institutions manage a large volume of ODA. Based on its USD 12.7 billion grant programme alone, the EU was the third largest DAC member in 2010. The EU also extended loans and equities to partner countries totalling USD 8.3 billion (gross) - a significant contribution to development.

The EU institutions have global reach. EU Delegations are present in 136 partner countries and are among the top three donors in 75 countries. They provide direct support to developing countries and play a 'federating role' regarding the 28 Member States – coordinating aid for better development impact and preparing common positions to strengthen the EU's voice in global debates. Development cooperation and humanitarian assistance are areas of shared competence between the EU and the Member States.⁸

1.2 The European Union's vision and Technical Cooperation on TVET

The role of TVET and SD for poverty reduction was affirmed in a Commission Communication on education and training in the context of poverty reduction in developing countries (EC 2002)⁹.

In its *Europe 2020 strategy* (EC 2010a)¹⁰, the EU has recognised the need for a more skilled workforce. The *Agenda for New Skills and Jobs*¹¹ sets the year - 2020 - as a target for the enrolment of more young people in higher education or in equivalent

⁷ Annex 1 : Terms of Reference of this study

⁸ OECD 2012b. *European Union -Development Assistance Committee (DAC) PEER REVIEW 2012*, Paris, 2012.

⁹ EC 2002. *Communication from the Commission of 6 March 2002 to the Council and the European Parliament on education and training in the context of poverty reduction in developing countries* [COM(2002) 116 final - Not published in the Official Journal].

¹⁰ EC 2010a. COM(2010) Communication from the Commission, Europe 2020. *A strategy for smart, sustainable and inclusive growth*, Brussels 3.3.2010.

¹¹ EC 2010c. COM(2010) 682 final. *An Agenda for New Skills and Jobs: A European contribution towards full employment*, Strasbourg, 23.10.2010.

vocational education (at least 40%), as well as the reduction of the number of people in or at risk of poverty and social exclusion.

The EU Member States, as a follow-up to the Lisbon Agenda, have increased convergence, dialogue, and mutual recognition of their respective systems. They have developed a model aimed at achieving progressive convergence and harmonisation of the national TVET systems that, according to the EU treaties, are entirely subject to the national authorities along the principle of national autonomy and responsibility. The model is based on common platforms and includes efficiency and equity in education and training systems, flexibility of pathways for lifelong skills development, increased access to vulnerable groups through the validation of non-formal and informal learning, quality of learning outcomes for curriculum design, teaching, assessment, and relevance to the labour markets and aspirations of individuals (guidance)¹².

In developing and middle-income countries, EU ODA has provided support for quality education to give - predominantly for youths - the knowledge and skills to become active members of rapidly evolving societies. In recent years, the Commission has devoted particular attention to promoting employability, decent work, social inclusion and social protection under the auspices of the DWA through a wide range of projects and programmes across all geographical areas. The purpose is to contribute to the development and implementation of national policies in a way which is consistent with EU commitments at international level¹³ from the internationally agreed MDGs to the principles on aid effectiveness (Paris Declaration, Accra Agenda for Action)¹⁴ and coherent with the vision of TVET and SD for the EU member states.

EC interventions comprise TVET-focused projects as well as the mainstreaming and incorporation of TVET into other socioeconomic policies and sectors and typically vary according to the characteristics of regions and countries and the specific priorities agreed upon. In the countries that fall under the European Neighbourhood Policy South and East instrument, the Instrument for Pre-accession Assistance and Central Asia (under the auspices of the Development Co-operation Instrument), the European Training Foundation supports the Commission's programmes with the Torino Process¹⁵, inspired by the Copenhagen Process and the 2010 Bruges Communiqué¹⁶. Through this evidence-based analysis of TVET policies and programmes, the ETF, through policy dialogue, embeds TVET in the socioeconomic contexts of each country and provides the Commission with recommendations for external assistance.

In countries assisted by other Commission cooperation instruments (the European Development Fund, and the Development Co-operation Instrument), TVET and SD programmes and projects have not benefited from the support of the ETF. Nevertheless, the main building blocks for TVET and SD reform, as identified in the Torino Process, as well as in the EU model for member states and in other frameworks and approaches to TVET and SD, can be found to different extents.

¹² CEDEFOP, 2012. *Trends in VET policy in Europe 2010-12. Progress towards the Bruges communiqué*, Luxembourg, Publications Office of the European Union, 2012.
<http://www.cedefop.europa.eu/EN/publications/20814.aspx>.

¹³ *The European Consensus on Development* (2005) is a policy statement jointly adopted by the Council, EU Member States, the Commission and the European Parliament. It reflects the EU's willingness to make a decisive contribution to the eradication of poverty in the context of sustainable development, including the pursuit of the MDGs.
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2006:046:0001:0019:EN:PDF>.

¹⁴ *Impact assessment. Commission staff working paper accompanying the communication on increasing the impact of EU development policy: an agenda for change. SEC (2011) 1172 final*, 13 October 2011.

¹⁵ European Training Foundation, *The Torino Process*, 2012, Turin.

¹⁶ The Bruges Communiqué on enhanced European Cooperation in Vocational Education and Training for the period 2011-2020. Communiqué of the European Ministers for Vocational Education and Training, the European Social Partners and the European Commission, meeting in Bruges on 7 December 2010 to review the strategic approach and priorities of the Copenhagen process for 2011-2020.

These programmes all aim at supporting the implementation of the Decent Work Agenda¹⁷, whereby all the main elements are linked and mutually supportive. This connects skills for employability and employment and self-employment with active labour market policies and measures, social protection schemes and floors, labour mobility and labour migration, the participation of social partners through social dialogue, in the rights-based framework of international labour standards. In terms of projects and programmes, the purpose of the DWA has been to boost employability, increase employment and build a sustainable national, regional, local and sectorial capacity to implement TVET and SD programmes – making use of the results of Technical Cooperation.

The Commission's interventions target policy and governance, legal frameworks, management mechanisms and tools, TVET financing, relevance to the needs of the labour markets, platforms of dialogue and interaction between governments, employers, workers' organisations, civil society and communities. They also deal with active labour market policies and measures such as intermediation on labour markets by public and private labour exchanges, the establishment of employment and training funds, job insertion schemes (that are mostly linked to training in the workplace and apprenticeships), career guidance (at several levels) and incentive schemes for enhancing the effectiveness and attractiveness of TVET and SD.

Major focus was placed on strengthening the quality and the coherence of the systems by introducing National Qualification Frameworks (NQFs) and proposing quality assurance of VET (QAVET) mechanisms throughout the national planning, delivery and assessment processes. In countries, where formal TVET systems are relatively small in size, often out of touch with market needs and rarely focused on informal workers, the projects have often built up the capacity to respond to the social demands of different groups (youths, women) and not only the economic demands of the growing sectors of the economy.

The Commission's interventions aimed to build stronger links between the informal economy, formal and informal learning and TVET through the recognition of prior learning and skills acquired through apprenticeships in the informal economy. To a lesser extent, the projects assessed skills migration, labour mobility and employment under decent working conditions, for reasons varying from the distribution of areas of involvement with other donors to national demands and orders of priority, as well as the availability of resources.

The approaches adopted by the projects range from technical assistance, policy advice, capacity building to the direct implementation of pilot components, knowledge exchanges and best practices. The results of the assessment carried out in this study indicate that the 'key principles for the process of policy development and the key measures for ensuring reform implementation' are present in Commission support to TVET reforms in different countries to a varying extent.¹⁸

¹⁷ The ILO and the EU are currently working together on the joint project 164787 *Monitoring and Assessing Progress on decent work (MAP)*, which aims to strengthen the capacity of developing and transition countries to self-monitor and self-assess progress towards decent work. The project runs from 2009 to 2013 and involves government agencies, national statistical offices, workers' and employers' organisations and research institutions. See Annex 4.

¹⁸ See ILO, *Skills for Employment Policy Brief: Formulating a National policy on Skills Development*, Geneva, 2011; UNESCO, *Guidelines for Policy Review*, Paris, 2010; ADB, *Good Practices in Technical and Vocational Education and Training*, Manila, 2009.

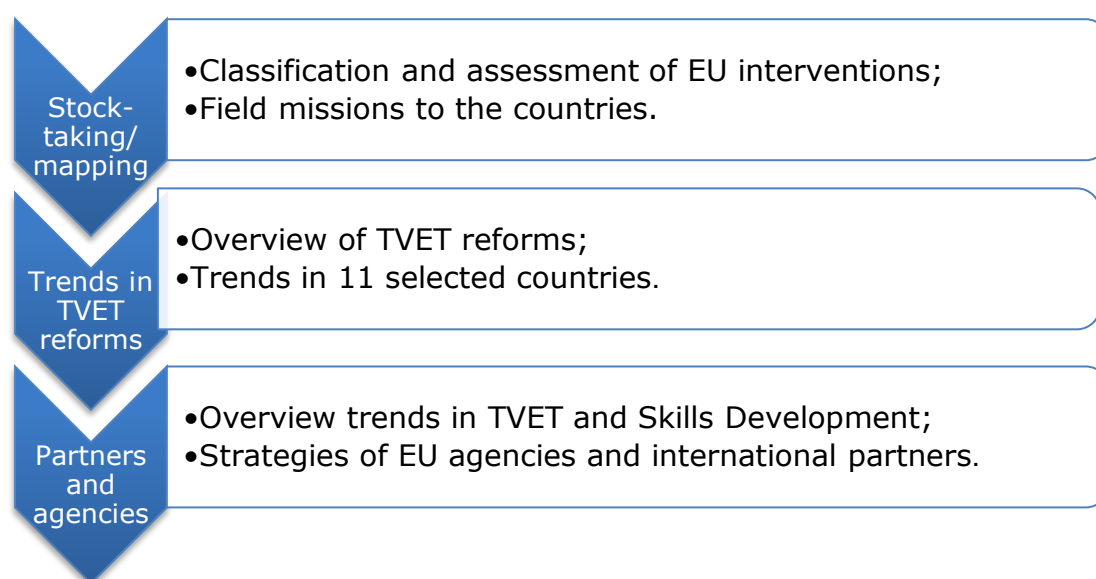
1.3 Study methodology and limitations

The study exercise started in February 2013 and was subsequently concluded in September 2013. In carrying out the study, the main limitations concerned the availability of documentation, the responses of the contacted donors and development partners and the number and duration of the field missions.

First-hand data and information collected during the 3 field visits were integrated with technical and monitoring and evaluation reports analysed throughout the course of the desk work. The one-week field missions were insufficient to develop an in-depth TVET situation analysis, establish the impact of implemented programmes and projects as well as the scope for future support by the Commission. Nevertheless, the visits offered an opportunity to meet relevant stakeholders and access additional documentation produced by the projects and the national stakeholders.

Out of 25 multilateral organisations and EU Member State bilateral agencies contacted to provide vision, policy, strategic guidelines, and approaches on their Technical Cooperation on TVET and SD, only eight responded. The former were also requested to indicate priority countries, flagship projects, relevant reports, and the main lessons learned from assessments and evaluations.

The process consisted of successive tasks as detailed in Annex 2.



The mapping/stock-taking exercise produced a data map and a classification of projects by sector/area of TVET and skills, instrument and period (temporal dimension), which was further enhanced with information and data concerning funding and implementation status. The mapping exercise was not exhaustive, but was undertaken on the basis of the most meaningful and sizeable projects.

A review of pertinent literature and short-term field missions were undertaken to Bangladesh, Morocco, and Botswana, in order to collect up-to-date data and views from the actors on the ground. Details on the adopted methodology, results of the mapping/stocktaking and assessment of the 54 projects, reviews of TVET reforms and donor approaches as well field mission reports are to be found in the annexes of this study. The abundant documentation received from the Commission on TVET and SD, employability and employment at global and national levels was coupled with global documents, reports and studies from international and bilateral development partners, academia, practitioners and national authorities.

A content management tool (Mother List) was developed to systematise, update and retrieve data and information and facilitate its classification and assessment. This was very much a 'living' tool used as a reference and for reporting. The provided documentation, further international literature, and evidence gathered in the course of the field missions informed the overview on the status of TVET reforms in 11 countries (Annex 7). The overview of policies, strategies, approaches and delivery modalities across a range of international and bilateral development partners (Annex 8) was carried out on the basis of documents provided by the concerned donors upon request of the Commission.

1.4 Structure of the study

The study reflects the structure of the assignment's Terms of Reference (ToR) and comprises an executive summary with the main conclusions and a horizontal overview of the main findings and recommendations, a report on each task and final recommendations. It updates the terms of the current debate on TVET and identifies areas for a future TVET and SD strategy in European Commission Development Cooperation.

The lessons learned from the desk assessment, the review of TVET systems in 11 countries, the field missions and the comparison of the Commission's TC on TVET with the approaches of the main development partners acting not only in the countries where the EU is present, but also globally, all provide key elements of success and lessons learned that have been cross-referenced with the generally accepted TVET principles and development criteria. Proposals for an alternative agenda in the form of recommendations are presented before the concluding chapter. A set of 9 annexes include: ToR, the assessment and analysis methodology, the classification and mapping of the assessed projects; the assessment fiches of the 54 projects; the data map; the field missions' report; the overview of the reform trends in 11 countries; the overview of main bilateral and multilateral development partners' approaches and a bibliography.

2. Overview of TVET and Skills Development

A succinct overview of the concept, evolution, challenges and current trends of TVET reforms in developing countries (LICS and LMICs) is provided to give perspective to the knowledge and understanding of Commission TVET and Skills Development actions through the prism of its Development Cooperation.

2.1 TVET and Skills Development: definitions

In the current debate, the terms 'TVET' and 'Skills Development' are defined in different ways.

According to UNESCO¹⁹, TVET comprises formal, non-formal, and informal learning for the world of work. Young people, women, and men acquire knowledge and skills from basic to advanced levels across a wide range of institutional and work settings and in diverse socioeconomic contexts. The International Centre for Technical Vocational Education and Training's (UNEVOC)²⁰ definition of TVET adds to the UNESCO definition by referring to a range of learning experiences that may occur in a variety of learning contexts, including educational institutions and work places that are relevant to the world of work.

The ETF²¹ uses the UNESCO-UNEVOC definition: 'The acquisition of knowledge and skills for the world of work to increase opportunities for productive work, sustainable livelihoods, personal empowerment and socioeconomic development for both women and men, in both urban and rural communities'. In the EU²², the most commonly used term is 'VET' which refers to education and training aiming to equip people with knowledge, skills and/or competences required for particular occupations or the labour market in a broader sense. TVET programmes are generally designed to prepare learners for direct entry into a particular occupation or trade and usually lead to a labour market vocational qualification that is recognised by relevant authorities.

The term Technical and Vocational Skills Development (TVSD) indicates a move away from a school-orientated approach and includes non-formal programmes which may be delivered in the workplace, does not lead to formal qualifications and encompasses training in the informal economy. TVSD is understood as the acquisition of knowledge, practical competencies, know-how and attitudes necessary to performing a certain trade or occupation in the labour market²³. The notion of TVSD is non-discriminatory with regard to age, status, stage of life, type of learning, training environment and level of training.

'Skills' is a 'massively more slippery concept than technical and vocational education and training (TVET)'²⁴. Skills Development refers to the acquisition of practical competencies, know-how and attitudes necessary to perform a trade or occupation in the labour market (Palmer, 2007)²⁵. Skills have been analysed from the perspective of their acquisition (through formal public and private schools, institutions or centres, informal, traditional apprenticeships, or non-formal semi-structured training), level

¹⁹ <http://www.unesco.org/new/en/education/themes/education-building-blocks/technical-vocational-education-and-training-tvet>.

²⁰ [http://www.unevoc.unesco.org/tvetipedia.0.html?&tx_drwiki_pi1\[keyword\]=TVET](http://www.unevoc.unesco.org/tvetipedia.0.html?&tx_drwiki_pi1[keyword]=TVET).

²¹ <http://www.unevoc.unesco.org/go.php>.

²² http://www.cedefop.europa.eu/EN/Files/4064_en.pdf.

²³ ADEA 2010. *Promoting critical knowledge, skills and qualifications for sustainable development in Africa. Technical Workshop in preparation of the 2011 Triennale*, Tunis, 2010.

²⁴ Norrag 2013. *The challenge of defining global 'skills'*, in *Editorial TVET and Skills Development - Some Reflections on Concepts and Discourse*, Pages 5-9, Kenneth King & Norrag, 1-04-2013.

²⁵ Palmer, R. *What room for skills development in post-primary education? A look at selected countries*, Background paper for the Paris meeting of the Working group for international cooperation in skills development.

(high, medium, low, foundation, transferable, technical, and vocational and life skills), utilisation context (urban and rural areas, in the informal economy) as well as delivery (school-based, work-based skills and on-the-job training). Global reports on skills have provided varied and interesting positions on what education and skills mean in practice.

In the 2012 Education for All (EFA) Global Monitoring Report 2012²⁶, foundation and transferable skills, technical and vocational skills, Technical and Vocational Education (TVE) receive more attention than TVET.

Education is equally considered as a proxy for skills in the McKinsey report on the *World at Work*²⁷ (low, medium and high skill workers are respectively those with primary, secondary and tertiary levels of education) as well as by the Organization for Economic Co-operation and Development's (OECD) Better Skills Report²⁸. UNESCO's World TVET Report (previewed in the Shanghai 3rd International Congress on TVET) used TVET in contrast to Skills Development, to emphasise the human dimension of TVET rather than the economistic approach.²⁹

Some critical assumptions about the character of technical and vocational skills (routine, manual and workplace skills) versus complex capabilities, such as problem-solving, are present in the World Development Report (WDR): Jobs, of the World Bank (WB), where it is said that 'a core set of basic skills, both cognitive and social, is necessary for productive employment, and they cannot just be acquired on the job.'³⁰

For the purpose of this study, TVET essentially relates to providing qualifications in line with labour market needs that enable people to access employment, offering higher levels of education and empowering them to act as responsible citizens.³¹

2.2 Challenges, changes and evolutions of TVET and Skills Development

TVET has played a significant role in responding to the needs of skilled workers and technical cadres of countries in the thrusts of modernisation and industrialisation. Technical Cooperation programmes from the 1950s to the 1980s and in post-independence Africa of the 1960s supported the formation of training institutions, curricula, methodologies and equipment reflecting the traditions and the technologies of donors' TVET systems. Donors paid more attention to building or enhancing the countries' capacities to supply skills than to the labour markets that were to make use of such skills.

In many countries, coordination between ministries and authorities - assisted in turn by different international partners - was not seen as a priority. Training systems became fragmented and training providers often used different European models to provide technical solutions for patterns of industrialisation referred to in Europe.

The rise of education for all in the 1990s left TVET as a residual priority for technical cooperation³². Funding for public training provision declined in favour of emphases

²⁶ UNESCO, 2012a. *EFA Global Monitoring Report 2012. Youth and Skills: Putting Education to Work*. Paris.

²⁷ McKinsey Global Institute, 2012. *The World at Work: Jobs, Pay and Skills for 3.5 Billion People*, Washington, DC. McKinsey & Company Publishers.

²⁸ OECD (2012a), *Better Skills, Better Jobs, Better Lives – A Strategic Approach to Skills Policies*. OECD publishing.

²⁹ UNESCO 2013 Information Document on UNESCO's work in Technical and Vocational Education and Training (TVET) Section for TVET, ED/BLS/TVE. May 2013

³⁰ World Bank. *World Development Report: Jobs*, Washington D.C., 2013.

³¹ Annex 1... *op. cit.*

³² King K. & McGrath, S. *Knowledge-based Aid: a four agency comparative study*, Learning to Make Policy Paper No. 13, Edinburgh, Centre of African Studies, University of Edinburgh, 2002.

towards basic education. TVET institutions found themselves forced to recover costs, often by prioritising training and production over learning and even competing with local producers, with a competitive advantage of subsidised facilities and non-wage labour.³³

In the same period, the private provision of training increased. Funding mechanisms, such as vouchers and levies were put in place in parallel with the public sector training provisions. Private providers predominantly invested in training on areas like commerce, foreign languages and information and communication technologies (ICT) and tended to avoid the high capital costs of industrial training. They were generally located in major cities and proved less motivated to include vulnerable groups or persons with special needs. Such categories were often considered to represent higher costs carrying greater risks of non-graduation. Governments continued to engage in TVET because of concerns about the quality (staff, curriculum and material development) and quantity of private-for-profit provision.

Another important development has been the emphasis on workplace learning to upgrade skills through further education or training as a straightforward response to skills mismatches and shortages. The view that enterprise-based training is preferable to that of training institutions gained support; however, in many countries, corporate investment in human resources development reduced when economies contracted and entered into crises. Consequently firms - especially smaller firms - seldom had the funds and proved reluctant to invest in training employees for fear that trained workers would leave.

The drivers of change

At the beginning of the twenty-first century, demography, urbanisation, globalisation and technological and macroeconomic crises brought about considerable job challenges. New occupations demanded new skills and competencies and TVET and SD systems were called upon to respond to these needs. Development partners reformulated priorities and methods of development cooperation³⁴, adopting an approach whereby countries and economies were not necessarily intended to become copies of those in the developed world.

Demography requires TVET and SD to respond in terms of lifelong learning, particularly for ageing but also for economically active persons. It also necessitates access and quality skills for job creation in the light of the growing size of the youth cohort and the skill gaps created by the growing flows of migrant workers. World demographic trends indicate that the rate of population growth is declining; although some countries and regions are faced with ageing societies, others have burgeoning youth populations. In the more developed regions between 2010 and 2050, the working age population (25–59 years) will decline in both absolute and proportional terms. In contrast, the working age population in the less developed regions will grow slowly as a proportion to the whole, from 43% in 2010 to 46% in 2050.³⁵

Technological change requires an innovative range of knowledge and skills for new products and services in the knowledge economy. High-quality knowledge and skills have become the engine of economic development, international competitiveness and knowledge-intensive economic sectors or sub-sectors (India, South Africa). Production

³³ Afenyadu, D., King, K., McGrath, S., Oketch, H., Rogerson, C. & Visser, K., *Learning to Compete: education, training and enterprise in Ghana, Kenya and South Africa*, Education Research Paper 42. London:DFID, 2001.

³⁴ Mc Grawth, S. *Skills for Development: a new approach to international cooperation in skills development?* In *Journal of Vocational Education and Training*, Volume 54, Number 3, Human Sciences Research Council, Pretoria, 2002.

³⁵ United Nations Department of Economic and Social Affairs, *World Population Prospects: The 2008 revision*. New York, 2008.

tasks can be performed in different locations and outsourcing is occurring in services as well as in manufacturing. The majority of unskilled workers remain confined to activities largely unaffected by the emergence of new technologies and knowledge-based working practices. At the same time, technological improvements and outsourcing to developing countries are leading to a decline in medium-skilled jobs.³⁶

Workforce skills have undergone a continuous process of adjustment as a result of globalisation. Education and skills development, coupled with trade-related adjustment and inclusive social protection systems have been called upon to mitigate the social costs of job losses as well as reconciling government, employers, and workers' agendas³⁷. New research undertaken by international organisations, coupled with the results of policy innovations, highlight the importance of strategic policy coordination by government and private actors to integrate skills development in growth and export strategies and therefore in trade-related technical assistance.³⁸

Global economic growth over the past 50 years has been characterised by the closer integration of markets with world trade, FDI and migration. World trade grew 1.6 times faster than world Gross Domestic Product (GDP) between 1950 and 2007. The pattern of exports has changed: industrialised countries have increased their specialisation in services and decreased manufacturing exports whilst developing countries have increased their corresponding world share in the latter. Furthermore, the share of developing countries in exports of world services nearly doubled to 21% between 1990 and 2008³⁹. Nevertheless, developing countries continue to lack resources for investments in human capital, institutions and infrastructures to enhance their trade capabilities and preparedness. The growth revival experienced in the last decade by many African countries presents a disappointing record of decent employment creation and poverty reduction. Moreover, the provision of skills to support the growth of enterprises, the expansion of productive sectors and productivity is one crucial issue at the core of Africa's decent work agenda.⁴⁰

Multinational enterprises, which are more capital- and skills-intensive than local firms, have an important role in developing skills and creating technology spill-overs by building integrated value chains to tap into national skill pools around the world. Some countries have found levers to enhance the impact of higher FDI inflows, whereas in regions (Africa, Central Asia) and countries where foreign investments have predominantly targeted natural resources, the impact on building domestic technological capabilities or developing national enterprises has been more limited.⁴¹

TVET and SD policies and systems are also confronted with an increase in the international movement of labour. The International Organization for Migration (IOM) and ILO estimate that half of the 214 million migrants worldwide are workers. The provision of training to immigrants and the recognition of the skills they bring with them are the main issues at stake, together with policies to retain human capital and avoid a brain drain. This is further accelerated by the growing internationalisation of higher education and training and the production of more graduates with internationally marketable qualifications.⁴²

³⁶ *Trends in VET...*, op. cit., <http://www.cedefop.europa.eu/EN/publications/20814.aspx>.

³⁷ UNCTAD, *The least developed countries Report 2007: Knowledge, Technological Learning and innovation for Development*, UN Publications, Geneva and New York, 2007.

³⁸ WTO Fourth Global Review of Aid for Trade. 9 July 2013, Geneva.

³⁹ World Trade Organization, *World Trade Report 2008: Trade in a globalizing world*, WTO, Geneva, 2008.

⁴⁰ ILO, *Efficient growth, employment and decent work in Africa: time for a new vision*, International Labour Office, Employment Sector, Geneva, 2011.

⁴¹ Altai Consulting, *Afghanistan Resource Corridor: Skills Strategy Development*, World Bank, Resource corridor initiative-Technical Summary. Washington DC, 2012.

⁴² IOM, *Labour migration and human development, Annual Review 2012*, Geneva, 2012.

The challenges

Access to Skills Development and lifelong learning programmes is a priority for people working in small enterprises and in self-employment, including those in rural areas and in the informal economy, as well as people in irregular work and precarious employment. The main response for youth entering into informal employment or others already at work in the informal economy is to enhance competencies substantially. Boosting the skills of the working poor or of the young people lined up to become working poor should be a priority concern of comprehensive skills development strategies, as part of broader human development policies⁴³. Informal employment is on the increase. The informal economy, expected to be a temporary phenomenon that would diminish in importance as countries progressed on the path to industrialisation has instead become a significant and long-lasting feature of LDC economies⁴⁴. Globally, 1.5 billion people work in farming and small household enterprises, or under casual or seasonal day labour arrangements. In the poorest countries, the majority of workers fall outside the scope of an employer-employee relationship and are involved in small and household enterprises beyond formal wage employment.⁴⁵

New and higher-level skills are crucial for more women to enter the labour market and contribute to lowering gender disparities. Women have traditionally been under-represented in skills development. Their access to vocational training institutions has often been in 'traditional' female trades whilst their employment in jobs requiring high levels of skills or knowledge has remained limited. Governments and donors have supported various schemes to improve facilities for female trainees and encourage participation in traditionally male-dominated trades. However, access to formal skills development in these trades has not automatically translated into female employment. The worldwide decline in public sector employment has had a worse impact on female employment given the relative role of the state as an equal opportunities employer. Nevertheless, a rise in female employment and incomes has occurred with the growth of export processing zones (Bangladesh, the Philippines, Jordan and Egypt). The shift in employment towards services and away from production has also comparatively advantaged women due to historic gender divides in the two sectors. However, the challenge of decent work in such settings remains particularly acute.⁴⁶

The progress made towards the goal of universal primary education – stimulated by the Millennium Development Goal and the Education for All initiative led by UNESCO – favoured an increase of the demand for secondary schooling, including vocational education and training. TVET and SD, whether in schools or elsewhere, have become considered as an essential complement to general education in equipping people with the necessary skills needed to grasp opportunities in the world of work and to gain access to jobs. As such, it is a significant factor in reducing poverty.⁴⁷

Moreover, as emphasised by the Pittsburgh Summit in September 2009, TVET and SD are at the heart of the recovery of the global financial crisis and developed countries have committed to supporting developing countries in building their capacities. In most developing countries, formal TVET systems are relatively small in size, often out of touch with market needs and rarely focused on providing training that is targeted not only on formal, but also on informal workers. TVET and SD offer an opportunity for

⁴³ Fluitman F., *Skills development for the informal economy: issues and options in vocational education and training in the Southern partner countries of the European Neighbourhood Policy*, European Commission, September 2009.

⁴⁴ World Bank, *Improving skills development in the informal sector: strategies for Sub-Saharan Africa* / Arvil V. Adams, Sara Johansson de Silva, and Setareh Razmara, Washington D.C., 2013.

⁴⁵ World Bank, *World Development Report: Jobs*, Washington D.C., 2013.

⁴⁶ ILO, *Trade and employment: from myths to facts*, International Labour Office, Geneva, 2011.

⁴⁷ EU 2010b. *Mid-term Review of Strategy Paper for Thematic Programme (2007 – 2013)*, http://ec.europa.eu/europeaid/what/health/documents/investing_people_mid-term_review_en.pdf

a wide range of people of different ages to acquire technical skills and increase their employability.

Progressively, policy-makers have returned to focus on education and training systems to deal with high unemployment or low productivity growth by strengthening pre-employment (vocational) education and on-the-job training⁴⁸. As a consequence of global changes and new challenges, many developing countries have renewed efforts in education and training, combining several models of TVET and SD development. This has been complemented with decisive support delivered through EC technical cooperation programmes.

TVET and SD, whether in schools or elsewhere, are universally considered as an essential complement to general education in equipping people with the skills necessary to grasp opportunities offered by the world of work. The progress made towards the goal of universal primary education – stimulated by the Millennium Development Goal and the Education for All initiative led by UNESCO – has increased demand for secondary schooling, including Vocational Education and Training.

Youth employment is at the top of the development agenda. Young people aged 15-24 account for 25% of the global working-age population, yet their share in total unemployment reached 40% during the recent global financial crisis, representing twice the national average or more. A growing share of youth allocates most of its time to schooling and training. More than 600 million young people are 'idle' – not in school or training, not employed and not looking for work⁴⁹. Young people out of regular employment, having left education too early and with inadequate skills, are universally at a high risk of economic marginalisation and social exclusion. In OECD countries, the response consisted of active labour market policies combining employment incentives and skills measures to prevent students dropping out of school; this promoted a blend of work and study and offered every young person a 'second chance' at a qualification⁵⁰. In less developed regions, TVET and SD systems with the support of development partners have focused on broadening access to better-quality education encompassing core skills and occupational and work skills and employment services for disadvantaged young people. In particular, this includes those who have been removed from child labour in rural areas or whose families work in the informal economy.

The provision of vocational training is an important aspect of promoting inclusive growth in fragile contexts. Skills are a derived demand that depend on policies for growth and employment creation. Training does not create jobs⁵¹. Even the world's most sophisticated and expensive programme is doomed to fail if the labour market cannot absorb students, notwithstanding their skills and expectations. To some extent, governments in all fragile states finance and deliver training and skills development, to overcome the inequitable access to good-quality skills training by the majority of the population, also caused by weak private training capacity.⁵²

TVET and SD systems are required to produce new and different technical and managerial skills as well as to reskill workers affected by adjustments and managing the transition between declining and growing sectors and occupations (green skills for green jobs). Climate change and environmental sustainability influence the structure of employment and skills relevant for adaptation and mitigation policies. Agriculture and other economic activities in climate-sensitive locations require new occupational

⁴⁸ World Bank, *op. cit.*

⁴⁹ ILO, *Global Employment Trends for Youth 2013: A generation at risk*, ILO, Geneva, 2013.

⁵⁰ OECD, *Jobs for Youth: Synthesis Report*, Paris, 2010.

⁵¹ World Bank. *Skills Development in Sub-Saharan...*, *op. cit.*

⁵² UNESCO. *Donors' engagement: Supporting education in fragile and conflict-affected states*, Paris, 2009.

profiles, knowledge and skills to apply adjustment measures.⁵³

Globalisation has engendered a rethinking of the nature of both knowledge and skills. TVET associated with the term 'Skills Development' reflects a move of deeper significance. Technological change and post-industrial emphasis on services over production have reduced the divide between education and training.

Historically, in social and economic policy-making, the notion of training, linked to a narrow range of sectors and levels of employment, as a distinct part of schooling but acquired in separate institutions, has had a lower status than education, marking the transition to both adulthood and employment. This has also tied in with aspects of ethnicity, class and gender dimensions and has progressively declined. This has subsequently been replaced with a notion of skills that are as important as education in labour market preparation, with priority given to problem solving, communication, teamwork and other 'core' skills, reskilling and lifelong learning.⁵⁴

TVET and SD are consequently back on the international agenda, encompassing at least two distinct but inter-connected discourses: TVET systems are expected to produce world-class skills for global competitiveness on the one hand and to link informal economies to formal TVET through the provision of skills that enable people to access decent jobs and better integrate into mainstream economic life on the other.

2.3 Overview on international TVET and Skills Development approaches

In many countries, education and skills development have, to a diverse extent, become factors of change (ILO 2008) capable of anticipating the impact of the global drivers of change⁵⁵. In countries that have better managed the impact of these global drivers, the adopted approach to TVET and SD was to ensure that systems could provide the workforce with skills that have enabled enterprises to adopt new technologies, diversify their production and structures, and attract FDI.

These approaches encompass strong educational foundations, general and core skills that facilitate lifelong learning, have a clearly defined definition of scope and quality of secondary education, TVET at secondary and tertiary levels and R&D skills. Moreover, these approaches rely on early identification of current and future skills requirements (Cedefop, 2008a)⁵⁶ to reduce the gap between the forecasted and actual supply of relevant occupational and entrepreneurial skills and competences.⁵⁷

These trends are mostly observed in OECD and newly industrialised economies. However, they have come to shape the understandings of many policy-makers and TVET practitioners working in the developing countries, both in agencies and their partner organisations.

⁵³ UNEP, ILO, International Organization of Employers (IOE) and International Trade Union Confederation (ITUC), *Green jobs: Towards decent work in a sustainable, low-carbon world*, Geneva, 2008.

⁵⁴ King, K. & McGrath, S. *Knowledge-based Aid...*, op. cit.

⁵⁵ ILO, *Skills for improved productivity, employment growth and development*, Report V to the ILC, 97th session, Geneva, 2008.

⁵⁶ CEDEFOP 2008a, *Future skills needs in Europe. Medium Term Forecast. Synthesis Report*, Thessaloniki, 2008.

⁵⁷ An example of anticipation of skill needs for the low carbon economy, using quantitative modelling to various qualitative research methods is the ILO-EC, *Comparative Analysis of Methods of Identification of Skill Needs on the Labour Market in Transition to the Low Carbon Economy*, Geneva, 2011.

TVET and the Skills Development renaissance

A series of international reports on Technical and Vocational Education and Training and Skills Development was published in 2012 (Norrag 2013⁵⁸) marking the change of conceptual paradigms in the perspective of the post-2015 agendas.

- Ten years after the start of the Education for All Global (EFA) Monitoring Report (GMR) process in 2002, the 2012 GMR entitled: *Youth and Skills* (UNESCO 2012a): Putting education to work has been produced following the other GMRs from 2002 to 2007 that individually analysed the five EFA Dakar Goals. The first GMR explained the difficulty of treating Goal 3 (on skills) of the Dakar World Forum as follows: 'The monitoring of this Dakar goal presents major conceptual and methodological challenges which this Report is in no position to address.' The GMR 2012 provides a valuable foundation for progress towards a "fit for purpose" international goal on skills. The ILO's Global Employment Trends 2012 and the ILO's World of Work Report 2012;
- The UNESCO's World TVET Report (WTR) prefers to use 'TVET' in contrast to 'Skills Development' and emphasises the human dimension of TVET rather than the economic approach. The UNESCO's Transforming TVET: Building Skills for Work and Life and the Shanghai Consensus from UNESCO's Third International Congress on TVET, WTR was published early in 2012 (UNESCO 2012a, b);
- The World Bank's World Development Report: Jobs (WDR) (World Bank, 2013) suggests some critical assumptions about the character of technical and vocational skills and the shift between 'manual and workplace skills' versus 'complex capabilities, such as problem-solving';
- The OECD skills strategy, *Better Skills, Better Jobs, Better Lives* (OECD 2012a), completes a Survey of Adult Skills and the programme of work on Learning for Jobs, adopts the approach of education as a proxy for skill. More education does not automatically translate into better economic and social outcomes; countries need to ensure that they are building the right skills in the first place, making better use of their talent pool and that skills are used at work effectively. Governments should not only be responding to the demand for skills, but should also have an active role in shaping this demand;
- The World at Work report by McKinsey (McKinsey, 2012) utilises 'education' as a proxy for 'skill' so that low, medium and highly skilled workers are respectively those with primary, secondary and tertiary levels of education, though such a correlation between skills and education levels in developing economies is less relevant;
- The Skills for Employability in Africa and Asia report 2012 by the Innovative Secondary Education for Skills Enhancement (ISESE) (R4D 2012) confirms that the explicit link between secondary education and skills for employment is still absent in many national education systems;
- The ILO training strategy for the Group of Twenty Finance Ministers and Central Bank Governors (G20) 'A Skilled Workforce for Strong, Sustainable and Balanced Growth' (ILO, 2010) indicates that strong training policies and systems are grounded in the characteristics and institutions of each country. Nevertheless, a number of common building blocks can be identified. A well-functioning skills development system will be able to: anticipate skill needs, engage employers and workers in decisions about training provision, including in specific sectors; maintain the quality and relevance of training; make training accessible to all sectors of society; ensure viable and equitable financing mechanisms and continuously evaluate the economic and social outcomes of training;
- The EU Communication *Rethinking Education: Investing in skills for better socioeconomic outcomes* (EC 2012b), indicates the broad mission of education and training as encompassing objectives such as active citizenship, personal development and well-being and emphasises the aspects of delivering the right skills for employment, increasing the efficiency and inclusiveness of education and training institutions and their relevance by working collaboratively with all relevant stakeholders. The need to upgrade skills for employability, address the needs of the economy and focus on solutions to tackle fast-rising youth unemployment, are pointed out as the most pressing challenges, at a juncture of sluggish economic growth and a shrinking workforce due to demographic ageing;
- Other 'regional' publications also have a global reach e.g. *Skills Development for Inclusive and Sustainable Growth in Developing Asia- Pacific* (2012-2013) or *A Review and Assessment of Technical and Vocational Skills Development Policies and Practices in Africa*

⁵⁸ Norrag 2013. 2012: *The Year of Global Reports on TVET, Skills & Jobs. Consensus or Diversity?* News 48, April, 2013.

aiming to generate reliable evidence-based knowledge of the current policies, best practices and dynamics of technical and vocational skills development (TVSD) in Africa (African Development Bank, 2013).

As demonstrated in Annex 8 of this study, development cooperation programmes for skills development have shifted their paradigms in line with these changes.

In the global cooperation discourse, the Paris Declaration on Aid Effectiveness made provisions for developing countries to exercise leadership over their development policies and strategies and coordinate development actions. Aid modalities now support greater governmental ownership and seize opportunities to link up with national poverty reduction plans. This is undertaken in a coordinated manner that enhances transparency and donor harmonisation, reduces transaction costs, creates opportunities for civil society engagement and increases the mutual accountability of governments and donors for development results.

In this spirit, many donors increasingly channel funds through a sector-wide approach (SWAp) or a programme-based approach (PBA), providing support to sector policies and expenditure programmes, such as education. Commitment to the Paris Declaration also means that donors will, whenever possible, work together to ensure that support is harmonised and transparent and that aid flows are more predictable.

On TVET and SD, the international community pledged to 'ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programs' at the World Education Forum in Dakar⁵⁹, Senegal in April 2000.

According to OECD data on ODA from 2002 to 2008, the Development Assistance Committee countries (bilateral donors) doubled their financial commitments to education reaching USD 83 billion. The share of total ODA for education averaged between 11 and 15% annually. However, out of total education funding, TVET represented only 2% on average.

Assistance to education from multilateral donors (development banks and the UN) amounted to approximately a third of total funding from bilateral donors. This reached around USD 31 billion in 2008, out of which TVET only received a of 1% on average.

In conclusion, ODA earmarked for training has increased substantially since 2006, but on average, about two-fifths of ODA for TVET targets low income countries with three fifths going to middle-income countries.

On TVET and SD approaches, UNESCO, in support of the 'Education for All' campaign adopted new guidelines on TVET in 2001. Since 2009, it has been implementing the 'Strategy for TVET' focused on the core areas of providing upstream policy advice and related capacity development which includes a conceptual clarification of skills development and improvement of monitoring. It has also acted as a clearing house informing the global TVET debate.

In 2012, the OECD developed a 'Skills Strategy' that provides an integrated, cross-governmental strategic framework to help countries understand how to invest in skills, identify the strengths and weaknesses of their existing national skills pools and systems, benchmark them internationally and develop policies for improvement (OECD 2012a)⁶⁰.

⁵⁹ UNESCO, *The Dakar Framework for Action*, Paris, 2000.

⁶⁰ OECD 2012a. *Better Skills, Better Jobs, Better Lives: A Strategic Approach to Skills Policies*, OECD Publishing, 2012.

The OECD Skills Strategy was launched one week after UNESCO celebrated the 3rd UNESCO Technical and Vocational Education and Training Congress in Shanghai, under the title *Transforming TVET: Building skills for work and life*. A set of recommendations (the 'Shanghai Consensus') for governments and other TVET stakeholders in UNESCO's Member States (as well as for the international community - including multi- and bilateral actors, private institutions and civil society) were issued.⁶¹

Quality education, pre-employment training and lifelong learning are the three pillars for building and maintaining individuals' employability, promoting the interests of people, enterprises, the economy and society as a whole⁶², as articulated in the conclusions adopted by government, workers' and employers' representatives at the ILO International Labour Conference of 2008. An essential part of the ILO strategy is assistance to developing countries in designing, funding and implementing education and training policies for economic and employment growth, the eradication of poverty and the fulfilment of decent work.⁶³

The G20 Training Strategy (ILO, 2010) developed by the ILO in partnership with other international organisations and with employers and workers (in the wake of the 2008 global financial crisis) extends the outreach of the ILO strategy. It identifies the essential elements of skills development policy and specifies the key building blocks for its implementation as: anticipating skills needs; participation of social partners; sectoral approaches; labour market information and employment services; training quality and relevance; gender equality; broad access to training; finance and assessing policy performance.

In 2013, the G20's Multi Year Action Plan (MYAP), building on the 2010 Training Strategy, recalls the importance of Human Resource Development (HRD) to promote an educated and competent workforce that enables the shift from traditional production models towards more sophisticated and high value-added products, commodities and services on global markets. International organisations including the ILO, OECD, UNESCO and the World Bank have been requested to intensify their joint efforts in supporting LICs to develop 'employment-related skills that are better matched to the employer and market needs in order to attract investment and decent jobs'.

Correspondingly, the 2010-14 Road Map outlines the creation of internationally comparable skill indicators as a priority (MYAP Commitment 30) and the enhancement of national, employable skills strategies (MYAP Commitment 31). Building on this, the Donors Working Group (DWG) suggested including skills development as a component of other pillars and proposed a knowledge-sharing strategy to encompass work on HRD. Subsequently, the OECD and WB together with other international organisations, developed a conceptual framework for internationally comparable data, including a list of indicators on skills for employment and productivity.⁶⁴

The World Bank promotes a comprehensive and adaptive system to build skills, based on a conceptual framework which is enshrined in Skills Towards Employment and Productivity (STEP) (World Bank, 2010). This puts forward the elements for a successful skills strategy that can guide the design of policies across sectors, the

⁶¹ The Shanghai Consensus defined seven priority policy areas for action: (i) Enhancing relevance of TVET; (ii) Expanding access and improving quality and equity; (iii) Adapting qualifications and developing pathways; (iv) Improving the evidence base; (v) Strengthening governance and expanding partnerships; (vi) Increasing investment in TVET and diversifying financing; (vii) Advocating for TVET.

⁶² Decent Work is defined as 'opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security, and human dignity'. Conclusion concerning Decent Work and the informal economy, adopted by the ILC at its 90th session, Geneva, June 2002.

⁶³ ILO. *Human Resource Development Recommendation (n.195)*, Geneva, 2004.

⁶⁴ *Saint Petersburg Accountability Report on G20 Development Commitments*.

creation of productive employment and the promotion of economic growth.

The coordination of activities undertaken by international organisations on TVET was reinforced in 2009⁶⁵ through the establishment of the Interagency Group on TVET (IAG-TVET). This mechanism has facilitated consultations on global TVET events (the Third International Congress on TVET), strategies and plans (UNESCO's TVET Strategy, the G20 Training Strategy and Human Resource Development).

All involved actors, including bilateral donors and development partners, concur that a combination of good education with training that is of inherently good quality and relevant to the labour market:

- Empowers people to develop their full capacities and to seize employment and social opportunities;
- Raises productivity, both of workers and of enterprises; contributes to boosting future innovation and development;
- Encourages both domestic and foreign investment, and thus job growth, lowering unemployment and underemployment;
- Leads to higher wages;
- When broadly accessible, expands labour market opportunities and reduces poverty and social inequalities.

Each player adopts its own visions, approaches, measurement criteria and tools, but eventually, all the parties involved in TVET and skills development cooperation agree on guiding principles linking skills and work:⁶⁶

- A holistic approach to national TVET systems, national policies and strategies whereby TVET is seen as part of education policies. Good-quality basic education for all is seen as an essential prerequisite for further skills development and, at the same time, the need to integrate education and skills into broader social and economic policies like employment, social protection, industry, investment and trade;
- Active partnerships between governments, employers' and workers' organisations, and training institutions in policy-making (policy dialogue), regulation, governance and implementation, monitoring and evaluation of TVET systems and programmes;
- The creation of bridges between TVET and skills development and the world of work for workers to learn the 'right' skills, required by the evolving demands of labour markets, enterprises and workplaces in different economic sectors and industries as well as attention to technological changes and innovation;
- The need for dedicated policies and measures that promote access for all, enabling women and men of all ages, in both urban and rural areas, including the poor and those on low incomes, ethnic minorities, persons with disabilities, migrants, internally displaced people, refugees, returnees, ex-combatants;
- The emphasis on the quality, efficiency and sustainable financing of the TVET systems.

2.4 TVET and Skills Development in EU Development Cooperation

The Technical Cooperation programmes of the European Commission have historically supported the development of human resources including TVET and SD, in addition to supporting basic education for all. Along with this approach, TVET and SD are connected to technical training and education, workplace training and lifelong learning,

⁶⁵ The Interagency Group on TVET (IAG-TVET) comprises the ILO, the OECD, World Bank and UNESCO as international organizations. The European Commission and the European Training Foundation, the Asian Development Bank (ADB), the African Development Bank (AfDB) and the Islamic Development Bank are the regionally-based members.

⁶⁶ Annex 8: TVET and Skills Development approaches of development partners and agencies.

and ultimately, to labour market entry. A skilled workforce sustains countries' productivity growth that boosts the creation of more and better jobs and reduces unemployment and poverty.

European Union Technical Cooperation promotes effective multilateralism and supports the fundamental role of the United Nations (UN) system in global governance, as the Union's founding principle. The Lisbon Treaty (Art. 21) stipulates that the 'Union shall seek to develop relations and build partnerships with third countries and international, regional or global organizations... (and) promote multilateral solutions to common problems in particular in the framework of the United Nations'.

Major developments in multilateral cooperation

At multilateral level, major developments occurred after the 1995 World Summit for Social Development held in Copenhagen that raised a global consensus towards putting people at the centre of development⁶⁷. Its Programme for Action on Employment indicates investing in education and training as one of the means to promote full employment linked to sustained economic growth and sustainable development. The World Summit and the ILO Declaration on Fundamental Principles and Rights at Work in 1998 reaffirmed the universality of core international labour standards.

Main international Fora and commitments related to social policy developments

1995 Copenhagen World Summit on Social development
1998 86th ILO Conference (Fundamental Rights)
1999 ILO Convention 182
2000 Framework for Action on Education for All
2000 Copenhagen + 5
2000 Millennium Declaration
2001 89th ILO Conference (Decent Work Agenda)
2002 World Commission on the Social Dimension of Globalization
2002 Monterrey Consensus
2004 Memorandum of Understanding between EC & ILO
2004 World Commission on the Social Dimension of Globalization (WCSDG) report: *A fair globalization – Creating opportunities for all*
2005 UN World Summit
2005 Paris declaration
2006 UN Economic and Social Council (ECOSOC) high-level meeting
2008 ECOSOC Resolution 2008/18 Promoting full employment and decent work for all
2008 Accra Agenda for Action
2009 ILO Global Jobs Pact
2009 Conference on World Financial and Economic Crisis and Its Impact on Development
2011 Busan Partnership for Effective Development Co-operation
2012 Rio + 20 UN Conference on Sustainable Development
2013 The post-2015 agenda

The 2000 Millennium Development Declaration shifted emphasis from growth and trade to sustainable development and poverty reduction in the wake of the Washington Consensus favouring a pro-poor focus constructed around macroeconomic and labour demand policies. The MDGs were geared to poverty reduction, education, maternal health, gender equality, child mortality, AIDS and the global partnership for development. The MDGs constitute a global framework for partnership in implementing international conventions and agreements.

The ILO launched the Decent Work Agenda in 1999, to support the implementation of the ILO Recommendations and Conventions that had progressively been ratified by

⁶⁷ Copenhagen Declaration on Social Development, World Summit for Social Development, March 1995.

governments since the founding of the Organisation, as well as to support all the 8 MDGs.

In June 2009, government, workers and employers at the ILO Jobs Crisis Summit agreed on a Global Jobs Pact to coordinate global policy options to strengthen national and international efforts on jobs, sustainable enterprises, quality public services, protecting people whilst safeguarding rights and promoting voice and participation.

The Decent Work Agenda

The International Labour Organization has made Decent Work for all the organising principle of its activities and has set the Decent Work Agenda as a policy approach for achieving the goal of Decent Work. The ILO's Decent Work Agenda is based on four strategic objectives:

- Creating Jobs – an economy that generates opportunities for investment, entrepreneurship, skills development, job creation and sustainable livelihoods;*
- Guaranteeing rights at work – to obtain recognition and respect for the rights of workers. All workers, and in particular disadvantaged or poor workers, need representation, participation, and laws that work for their interests;*
- Extending social protection – to promote both inclusion and productivity by ensuring that women and men enjoy working conditions that are safe, allow adequate free time and rest, take into account family and social values, provide for adequate compensation in case of lost or reduced income and permit access to adequate healthcare;*
- Promoting social dialogue – involving strong and independent workers' and employers' organisations is central to increasing productivity, avoiding disputes at work, and building cohesive societies.*

In 2010, the United Nations Summit on the Millennium Development Goals included a new target under Goal 1 (eradicate extreme poverty and hunger): 'achieve full and productive employment and Decent Work for all, including women and young people.' At the global level, the ILO has defined Decent Work indicators to help countries measure progress and establish priorities and to monitor progress toward MDG targets.

The Decent Work Agenda, formulated at the International Labour Conference in 1999, is now part of the ILO constitution and has been endorsed by heads of state at the UN General Assembly, the Group of 20, and regional organisations such as the European Union, the African Union, the Organization of American States, the Association of South East Asian Nations, and the Southern Cone Common Market (Mercosur).

Many countries use the Decent Work concept to define development targets, identify policy priorities, and measure progress toward meeting specified goals; hence, the ILO agenda has gained considerable traction and international political buy-in over the past decade.

Source: <http://www.ilo.org/global/about-the-ilo/decent-work-agenda>

On the aid architecture, the 2011 Busan High Level Forum on Aid Effectiveness, as a follow-up to the Paris Declaration of 2005 and the Accra Agenda for Action of 2008, reaffirmed the principles and commitments for a Global Partnership for Effective Development Cooperation as: ownership by developing countries; focus on results; partnerships for development; transparency and shared responsibility.

On global social policy, the Rio+20 UN Conference on Sustainable Development of 2012, in the prominent outcome document '*The future we want*'⁶⁸ focused on poverty and hunger and on the need to combine economic, social and environmental aspects for achieving sustainable development, via a rights-based approach. On the thematic priority of education, it committed to strengthening the contribution of education systems to sustainable development, with a special mention of teacher training and curricular development.

Various processes are currently pondering what the post-2015 agenda should look like. These comprise the UN High Level Panel on the post-2015 Development Agenda, the UN Open Working Group on Sustainable Development Goals, the UN Expert

⁶⁸ United Nations, Resolution adopted by the General Assembly on 27 July 2012 66/288 '*The future we want*', <https://www.worldwewant.de/file/id/14537>

Committee for proposing options on a sustainable development financing strategy, and recent reports from the UN Secretary General, ECOSOC and the UN General Assembly resolutions⁶⁹. All recognise the need to promote a single and coherent post-2015 development agenda that integrates economic growth, social inclusion and environmental sustainability. There is now a momentum for consolidating these post-2015 intergovernmental processes into one comprehensive vision and coherent approach.

European external cooperation

The primary objective of EU Technical Cooperation is 'the eradication of poverty in the context of sustainable development, including pursuit of the MDGs ... and the principles on aid effectiveness (Paris Declaration, Accra Agenda for Action)'.⁷⁰

External cooperation is one of the means through which the EU aimed to promote the European social model and the social dimension of globalisation in its bilateral and regional relations. The EU's economic and social model was explicitly considered as a source of guidance for European action in relation to partner countries⁷¹. Simultaneously, it was also stressed that the EU approach to economic, employment and social issues and the Commission model of sustainable development could not simply be transposed into partner country contexts.

After the adoption of the Decent Work Agenda, the Commission included decent work and social issues in its agreements with third countries and as an integral part of its external cooperation⁷², in order to strengthen the social dimension of globalisation.

One of the pillars of the European social model is the European Employment Strategy (EES) launched in November 1997 to fight unemployment and youth unemployment in the EU. In the EES, measures including the modernisation of education and training systems, active follow-ups of the unemployed, the reduction of school drop-outs by 50% and the establishment of a social partners' agreement for training in the workplace were incorporated into guidelines for the strengthening of employability. Other EES priorities concerned entrepreneurship development, adaptability of work and equal opportunities. The Social Agenda included the objective of promoting social inclusion in economic and social life through an integrated approach in which education and training are called upon to provide the necessary skills.

In 2000, the Lisbon Strategy⁷³ pleaded for the modernisation of the European social model via investment in human capital and the constitution of an active welfare state. This constituted the EU's overarching programme focusing on growth and jobs.

Based on the essential elements of the European social model, EU action in the field of development was built around a common EU vision based upon shared values, goals, principles and commitments binding the Commission and EU Member States, embodied in the 2005 European Consensus on Development⁷⁴. The Consensus focused

⁶⁹ See for example http://www.un.org/esa/ffd/documents/67GA_SGR_Ffd_AUV_290812.pdf UNESCO, The Dakar Framework for Action, Paris, 2000 and http://www.un.org/esa/ffd/documents/67GA_SGR_FfdModalities_AUV.pdf.

⁷⁰ *Impact assessment. Commission staff working paper...*, op. cit.

⁷¹ European Commission, *Communication on The Social Dimension of Globalization - the EU's policy contribution on extending the benefits to all* COM(2004) 383 final, following the World Commission on the Social Dimension of Globalization (WCSDG) Established in 2002 by the ILO and that issued the report: *A fair globalization - Creating opportunities for all*, World Commission on the Social Dimension of Globalization, February 2004.

⁷² European Commission, *Communication on the Renewed Social Agenda*, COM(2008) 412.

⁷³ The Lisbon strategy's goal for the next decade was the EU 'to become the most competitive and dynamic knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion'.

⁷⁴ *The European Consensus...*, op. cit. (2006/C 46/01).

principally on equitable globalisation and poverty reduction, in line with the MDGs. It laid the foundations for Europe's democratic and effective multilateral action in coordination with national strategies, and, whenever possible, through the UN.

The continuous reference to the principles and priority of the EU social model explains why the Commission's strategy for Least Developed Countries, Low-Income Countries and Middle-Income Countries, focused on the development of social protection systems and the modernisation of labour markets in addition to trade and trade-related policies. LDCs and LICs have been predominantly assisted in the creation of productive jobs in the formal economy, improving the living and working conditions of the poor in the informal economy and the protection and social inclusion of vulnerable groups. MICs have been further supported on the transition from the informal to the formal market and on addressing skills shortages (EC 2007 b)⁷⁵.

The latest development of this parallel course between Technical Cooperation and TVET and Skills Development is the a new strategic approach to EU development policy proposed in 2011 by the Agenda for Change⁷⁶. It brings about key changes in the way EU assistance is delivered: a differentiated approach so that grant aid is directed where it is most needed and can have the greatest impact in terms of poverty reduction including fragile states; concentration on a maximum of three sectors per country drawn from the two overarching priorities of good governance, democracy and human rights and inclusive and sustainable growth. It also advocates the greater use of innovative financing mechanisms (blending of grant and non-grant resources such as loans and equity to create the right financing mix for specific projects) improved policy coherence and, finally, more and better coordination and joint actions with Member States.

The European TVET model

The European social model also includes a European TVET model that evolved over the years to become a structured process from 2002 (the Copenhagen Process) and further defined in 2010 (the Bruges communiqué). This process set the priorities for enhancing European cooperation on TVET up to the year 2020 in key areas such as: increasing attractiveness and fostering excellence, quality and relevance of initial VET; enabling flexible access to training and qualifications; developing a strategic approach to VET internationalisation and promoting international mobility; fostering innovation, creativity and entrepreneurship; increasing the use of ICT; ensuring inclusiveness and further improving the governance and coordination of European VET policy. The skills response to the challenges posed by global competition, youth employment, ageing populations, and large segments of low-skilled workers, is articulated in a vast body of knowledge, policies, strategies, plans and programmes called the Strategic Framework for European Cooperation in Education and Training (ET 2020).

The Strategic Framework for European Cooperation in Education and training ("ET 2020")

Main documents:

- *Investing in education and training — a response to 'Rethinking Education: Investing in skills for better socioeconomic outcomes' and the '2013 Annual Growth Survey' Council Conclusions (March 2013);*
- *Education and training in Europe 2020 – the contribution of education and training to economic recovery, growth and jobs Council Conclusions (November 2012);*
- *Rethinking Education: Investing in skills for better socioeconomic outcomes Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions (November 2012);*

⁷⁵ EC2007b. Commission Staff working document, *Promoting Employment through EU Development Cooperation*. SEC(2007) 495.

⁷⁶ *Op.cit.* COM(2011) 637 final.

- *The role of education and training in the implementation of the Europe 2020 Strategy Conclusions of the Council (February 2011);*
- *An Agenda for new skills and jobs: A European contribution towards full employment Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions (November 2010);*
- *Youth on the Move initiative – an integrated approach in response to the challenges young people face Council Conclusions (November 2010);*
- *Education for sustainable development Council Conclusions (November 2010);*
- *Youth on the Move - An initiative to unleash the potential of young people to achieve smart, sustainable and inclusive growth in the European Union Commission Communication (September 2010);*
- *The social dimension of education and training Council Conclusions (May 2010);*
- *Key competences for a changing world 2010 joint progress report of the Council and the Commission on the implementation of the 'Education & Training 2010 work programme' (February 2010);*
- *Messages from the EYC Council in the field of education as a contribution to the discussion on the post-2010 Lisbon Strategy Council messages (November 2009);*
- *Key competences for a changing world Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions (December 2008) - Draft 2010 joint progress report of the Council and the Commission on the implementation of the Education & Training 2010 work programme;*
- *A strategic framework for European cooperation in education and training (ET 2020) Council conclusions (May 2009);*
- *Enhancing partnerships between education and training institutions and social partners, in particular employers, in the context of lifelong learning Council conclusions (May 2009);*
- *An updated strategic framework for European cooperation in education and training Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions (December 2008);*
- *Delivering lifelong learning for knowledge, creativity and innovation 2008 joint progress report of the Council and the Commission on the implementation of the 'Education & Training 2010 Work Programme' (February 2008);*
- *Education and Training as a key driver of the Lisbon Strategy Adoption of Resolution (November 2007);*
- *Modernising education and training: a vital contribution to prosperity and social cohesion in Europe 2006 Joint Interim Report of the Council and the Commission on progress under the 'Education & Training 2010 work programme' (February 2006);*
- *Education & Training 2010 Joint Interim Report of the Council and the Commission on the implementation of the detailed work programme on the follow-up of the objectives of education and training systems in Europe (February 2004);*
- *Detailed work programme on the follow-up of the objectives of Education and training systems in Europe Work programme of the Education Council in cooperation with the Commission (February 2002).*

Founded on such a framework, the European TVET model incorporates the guiding principles of: efficiency and equity in education and training systems; the flexibility of pathways for lifelong skills development; increased access through the validation of non-formal and informal learning; a 'quality' focus on learning outcomes for curriculum design, teaching, assessment and learning environments; modular VET courses and the relevance (link) of VET policy to the labour market and the aspirations of individuals (guidance).⁷⁷

Naturally, in accordance with the EU treaties, education and the TVET sub-sector are entirely subject to national Member State authorities in line with the principle of subsidiarity. Hence, as a follow-up to the Lisbon agenda, the Commission's option to achieve a European model has been to bind the Member States' TVET systems more tightly by facilitating convergence, dialogue and mutual recognition. The validity of

⁷⁷ CEDEFOP 2012. *Trends in VET*, op. cit., <http://www.cedefop.europa.eu/EN/publications/20814.aspx>.

this option was confirmed by the Europe 2020 strategy⁷⁸ which reiterates that EU policy on VET should be a subject for further policy dialogue and mutual learning within the international community, including both third countries and relevant international organisations.

Education and training and the Europe 2020 Strategy

In Vocational Education and Training, the EU has developed a platform for cooperation and coordination between member states under the auspices of the Copenhagen process. Member States, with social partners have established common policies and tools for modernising VET systems. The tools are:

The European Qualifications Framework (EQF) supports lifelong learning and mobility through a common reference framework for qualifications. It equates national qualifications obtained through general and higher education and VET. Qualifications are based on learning outcomes i.e. what the holder of a certificate or diploma is expected to know, understand and be able to do and not learning inputs, namely the institution that awarded them and how long the studies took. International comparability of qualifications promotes labour mobility within EU. Learners, and employers can compare levels of qualifications awarded at home and by other countries.

The European credit system for VET (ECVET) promotes geographical and professional mobility by validating, recognising and accumulating work-related skills and knowledge acquired during a stay in different countries or situations, so that these experiences contribute to vocational qualifications.

The Europass documents: supports mobility by helping people to communicate their knowledge, skills and competences acquired through education, training or work experience as well as in informal settings. These are used by 25.2 million people.

The European quality assurance framework for VET (EQAVET) aims to increase the transparency, market relevance, consistency, and transferability of vocational education and training qualifications across Europe. It includes a quality assurance and improvement cycle based on quality criteria and indicative descriptors applicable to both VET systems and VET providers.

The Principles and guidelines for identifying and validating non-formal and informal learning helps adults to increase the visibility of their skills and competences. These were complemented in 2009 by European guidelines.

The principles on lifelong guidance and counselling promote equality of access to, participation in, and outcomes of lifelong learning, as well as labour market participation.

As a result of this extensive process, a European TVET model now exists and consists of common policy approaches and tools. For the sake of the present study, it is important to note that the EU TVET model has been used, as a whole or in part, in EU TC programmes, as an important reference for the modernisation of VET systems in partner countries. Reference to the model has been extended beyond countries with EU accession status, and for wider purposes than TVET system reforms. For example, this can include transnational collaboration, regional development, improved management of legal mobility and the combating of illegal migration, as indicated in a global evaluation of the European Commission's support to employment and social inclusion (ESI) (1999-2009)⁷⁹ (EC 2011d).

European external cooperation on TVET

On a global dimension, EU VET policy is a subject for policy dialogue and mutual learning with third countries and relevant international organisations such as OECD, UNESCO (specifically with UNEVOC), the WB and the ILO.⁸⁰ The Commission contributes to the Interagency Group on TVET as the coordination mechanism for

⁷⁸ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and The Committee of the Regions Brussels, 9.6.2010 COM(2010) 296 final.

⁷⁹ Thematic global evaluation of European Commission support in the sector of ESI (Employment and Social Inclusion) in partner countries (including vocational training). Final Report, 2011.

⁸⁰ EC 2010a. COM (2010) 296 final Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and The Committee of the Regions. A new impetus for European cooperation in Vocational Education and Training to support the Europe 2020 strategy, Brussels 9.6.2010.

strengthening cooperation among international organisations. It also draws on the Shanghai Consensus⁸¹ that gives high importance to aligning international cooperation with national needs and providing adequate platforms for international exchange on policies, instruments and approaches supporting international cooperation.

In Technical Cooperation with third countries, the Commission supports TVET reform to sustain growth, employment and employability development and poverty reduction⁸². The main actions, as observed in TC programmes assessed by this study, entail:

- Establishing technical vocational and education systems, policies, strategies and processes that promote the demand and the supply of more technical skills and qualifications e.g. through specialist centres and apprenticeships schemes;
- Introducing innovative approaches beyond formal education that promote self-employment and access to capital like land and loans, focus on female participation;
- Introducing active policies to ensure a closer link between training and employment.

The strategic options adopted in the implementation of the assessed TVET and SD Technical Cooperation programmes and projects can be summarised as:

- Political and strategic dialogue with countries to incorporate TVET into development and poverty reduction strategies;
- Attention to the needs of the poor and promotion of their participation;
- Participation of education actors, civil society, including the private sector;
- A sectoral approach to support growth;
- Support for institutional development and capacity building;
- Macroeconomic and budgetary support;
- Monitoring of activities.

In the countries under the European Neighbourhood Policy South and East instrument, the Enlargement Region and Central Asia, the VET reform processes supported by the Commission have been further strengthened by the European Training Foundation. The ETF is a decentralised agency of the European Union that helps transition and developing countries to harness the potential of their human capital through the reform of education, training and labour market systems in the context of the EU's external relations policy.

In 2010, the ETF launched the Torino Process, an analytical review of the status and progress of Vocational Education and Training in ETF partner countries that regularly takes place every two years. The objective of the Torino Process is twofold: to acquire up-to-date knowledge about the policies and their results in each country; to strengthen the ownership, participation and evidence base of policy-making to improve the performance of national systems in the ongoing TVET reforms.

Explicitly inspired by the policy assessment processes at EU level (Copenhagen Process and Bruges communiqué), the Torino Process utilises a participatory approach leading to evidence-based analyses of TVET policies in the countries within its remit. This analytical framework can be used to analyse the extent to which the Copenhagen Process aspects of the EU model are integrally or partially applied to the Commission programmes and projects in support of TVET and SD in third countries. In this regard, the key elements are:

⁸¹ *The Shanghai Consensus* defined seven priority policy areas for action: (i) Enhancing relevance of TVET; (ii) Expanding access and improving quality and equity; (iii) Adapting qualifications and developing pathways; (iv) Improving the evidence base; (v) Strengthening governance and expanding partnerships; (vi) Increasing investment in TVET and diversifying financing; (vii) Advocating for TVET. See link <http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/ED/pdf/concensus-en.pdf>.

⁸² *Communication from the Commission of 6 March 2002 to the Council and the European Parliament on Education and training in the context of poverty reduction in developing countries* [COM(2002).

- Strengthening governance and expanding partnerships;
- Enhancing the relevance of TVET;
- Expanding access and improving quality and equity;
- Adapting qualifications and developing pathways;
- Improving the evidence base;
- Increasing investment in TVET and diversifying financing;
- Advocating TVET.

The results of the assessment of the projects implemented in the countries under the European Neighbourhood Policy South and East instrument and Central Asia carried out for this study clearly indicate the added value of the Torino Process.

It was possible to observe that by embedding TVET and SD within the socioeconomic contexts of policy dialogue, a higher degree of national consensus on the possible directions of policies and system development was reached.

Capacity development and policy learning within and among partner countries and the EU could be better targeted and the strong ownership of key national stakeholders translated into a solid basis for coordinating donors' contributions.

Another important result observed in countries that adhere to the Torino Process is the holistic approach of the Commission's external assistance projects that support TVET and SD reforms. This is generated by the quality of the technical support provided by the ETF as well as from the synergies between the ETF, EUDs and Headquarters throughout the steps of the reform project cycles.

The assessed Commission-sponsored TVET programmes and projects in LICs where ETF support was not provided have equally addressed almost all of the TVET and Skills Development thematic areas. They provided support on policy and system development, access to target groups, sectoral training, active labour market policies and measures and the informal economy.

Many projects have integrated components related to social cohesion, labour demand, the inclusion of vulnerable groups into the labour market, private sector development (micro and small enterprises), rural development, as well as poverty reduction.

In terms of financial support, the Commission has predominantly supported national efforts related to TVET policy and systems whereas for aspects such as the informal economy, fewer resources have been made available.

LIC partner countries could equally benefit from the Torino Process approach mostly as a means to enhance ownership and steer through their TVET reforms.

3. European Commission TVET and Skills Development interventions in EU Development Cooperation

This chapter and its related Annexes (4 and 5) present the mapping and analysis of a representative sample of ongoing and completed TVET and Skills Development projects funded by the Commission's Development Cooperation over the 2000-2013 period. The following chapter will show the findings of the project assessments. Given the complexity of this task, a fiche including the classification and assessment of the projects or programmes was completed for each of the 54 projects (Annex 3).

The stocktaking/mapping exercise classifies the different interventions along the clusters utilised in the Thematic Global Evaluation of European Commission support in the sectors of Employment and Social Inclusion (ESI) in partner countries which also included TVET (EC, 2011d).

3.1 Global overview of the mapping/stock-taking analysis of Commission TVET and Skills Development

The initial list of projects and countries identified by DEVCO consisted of 121 projects in 37 countries and did not represent the total of all EC TVET interventions funded over the 2000-2013 period. With regard to the main bilateral projects, the sample includes large multiannual and longer-term projects from 2000 until 2012 (ongoing projects).

Table 1. Comprehensive overview: sources and number of Commission TVET and Skills Development projects

Source	TVET identified Projects	TVET assessed Projects	% over the identified projects
Bilateral Projects	51	32	62.75%
IiP: Investing in People	44	22	50%
ETF	26	0	0%
Total	121	54	44.62

On bilateral projects, the final sample included 32 large bilateral projects at different implementation stages ranging from closed to ongoing projects, for the 2000-2013 period (2007-2013 was the period proposed in this study's Terms of Reference).

In addition to the large bilateral projects, an initial list of 44 Investing in People projects, for the years 2008-9-10 including: 4 Targeted projects; 4 of the 2008 Call for Proposals: *Education, Knowledge and Skills: Towards demand-driven Technical and Vocational Education and Training (TVET) systems*, and 14 of 2009-2010: Call for Proposals: *Developing TVET methodologies and services for the informal economy*, were screened. The final sample included 22 projects representing 50% of the total; the projects varied in status, from closed to ongoing.

The majority of the 400 documents received in relation to the 54 bilateral and IiP projects, concerned ex-ante documentation of ongoing projects. In a limited number of cases, the received information covered the whole project cycle. In several cases, the information provided was complemented with the sourcing of project websites and other available web-based documents. In general, it proved difficult to measure the final results, as Results-Oriented Monitoring (ROM) does not

make reference to these. Sources, links and other publications consulted to undertake the classification and assessment are provided at Point 10 of the Assessment Fiches (to be found in Annex 3). The three field missions (Bangladesh, Morocco and Botswana) confirmed that a desk review of the received documentation was not sufficient to undertake an exhaustive analysis and assessment of Commission interventions with such a degree of complexity. Direct exposure to the field context is essential to achieving a satisfactory level of knowledge and understanding of project implementation.

3.2 The mapping/stocktaking of Commission TVET and Skills Development initiatives in EU Development Cooperation

The mapping/stocktaking exercise has resulted in a classification of projects and quantitative information on TVET and Skills Development projects. The criteria were organised into a classification of project typologies (Annex 4). The typology constitutes a systematic classification of projects (by type) that have characteristics in common. This was achieved by analysing the thematic areas of TVET and Skills Development, title and decision number, country, financing instrument, decision and implementation years (temporal dimension) and status.

The EC interventions strictly relating to TVET and Skills Development are classified into five thematic areas:

1. TP - *TVET policy and systems*;
2. TM - *TVET access to target groups*;
3. ST - *Sectoral Training*;
4. LS - *Active Labour Market Policy and Measures*;
5. IE - *Informal Economy IP*.

Table 2. Synopsis of Bilateral projects

Project Code	Thematic Area	Instrument	Region	Country	Temporal Dimension	Status	Amount (EUR)
CRIS Codification	TP, TM, LS, ST, IE	ENPI, EDF, DCI	EU neighbourhood, ACP, ASIA, Latin America	24 countries	2000-2020	19 Closed, 11 Ongoing, 2 Committed	465 992 247.61

Table 3. Synopsis of IiP projects

Project Code	Thematic Area	Instrument	Region	Country	Temporal Dimension	Status	Amount (EUR)
CRIS IiP codification	TP, TM, LS, IE	DCI-IiP	All: EU neighbourhood, ACP, ASIA, Latin America	55 countries	2009-2015	8 Closed, 14 Ongoing	35 586 369.85

3.2.1 Commission TVET and Skills Development interventions per thematic area

The analysis of documentation shows that more than one thematic area can be found within the same project. For example, the project: *Support to Poverty Reduction Strategy through the development of human resources as a result of a modern efficient vocational education & training system, bilateral project of Armenia*, and its two ensuing projects include all the five thematic areas listed above.

The analysis of thematic areas for IiP projects is conditioned by the nature of the projects and the regulations of the Calls for Proposals. This financial instrument supports country and regional programmes where they exist, while acting as a catalyst of change in countries where they do not, thus establishing the thematic areas.

TP - TVET policy and systems

This thematic area addresses policies and programmes aimed at developing and strengthening technical and vocational education systems, TVET training infrastructures and curriculum development in general. The TP thematic area is represented in 25 bilateral projects out of a total of 32; the budget allocation was more than half of the total budget. The focus is always TVET reform, but mechanisms and components vary in accordance with regional and country contexts, challenges and priorities. Only 4 IiP projects could be classified under TP.

TM - TVET access to target groups

The thematic area classified as TM mainly addresses policies and programmes promoting and supporting the access of target groups such as women, youth, disadvantaged and vulnerable groups to TVET and Skills Development. TM is present in 18 of the total 32 bilateral projects.

ST - Sectoral Training

ST represents actions supporting the implementation of training programmes and schemes in specific productive sectors, such as agriculture, ICT, textiles, banking, tourism and health at secondary education level. The repetition rate for ST is 13 out of the total 32 bilateral projects. ST is the third thematic area among TVET bilateral projects.

LS - Active Labour Market policy and Measures

For this assessment exercise, LS represents the measures and projects addressing the social consequences of transition; training for the unemployed and economically inactive and institutions that facilitate access to the labour market. LS is present in 13 out of 32 bilateral projects. Within the assessed sample of projects, LS does not represent a major thematic area but is considered as a complementary component of other key sectors (mostly TP or TM) as links with labour markets and employment are advocated by all projects as key success elements.

IE-IP - Informal Economy

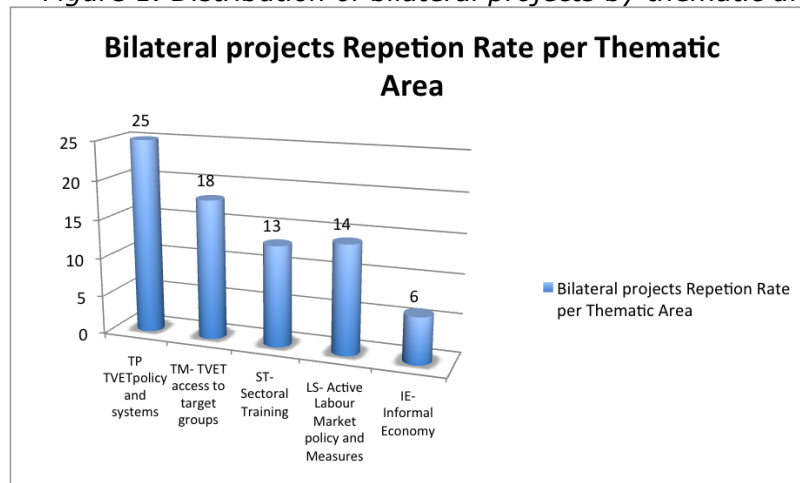
IE represents the measures and projects that address TVET methodologies and services for the informal economy. It supports the social inclusion and social protection of workers in the informal economy and also the protection of vulnerable groups at community level. Only 3 projects are classified as IE bilateral projects. Again, this thematic area is often included in the TP (policy and systems) thematic area as a complement to the main sector. IE is present as a principal thematic area only under the IiP instrument, with a specific weight of 4.45% of the total budget, but not under bilateral projects.

Thematic areas: brief overall sector assessment for bilateral projects

The classification of the assessed sample of 32 bilateral projects per thematic area indicates that the Commission has predominantly supported national efforts related to TP-TVET policy and systems areas.

Figure 1. Distribution of bilateral projects by thematic area

The overview per thematic area is quite fragmented but not unbalanced: TP-TVET (policy and systems) leads with 24 out of the total 32 assessed bilateral projects. TM-TVET access to target groups rates second in the classification sectors. Concurrently, the IE-IP Informal Economy has been the least financially



supported sector with the lowest repetition rate. This low representation does not indicate the irrelevance of the sector *per se*, but rather a lower representation among the assessed projects. On the other hand, from the thematic area repetition rate data, it is possible to observe the distribution of financial allocations for the TP sector that represents (62.88%) of the total while the remaining portion distributed across the other sectors represents 37.12% of the total.

Brief overall sector assessment for IiP projects per thematic area

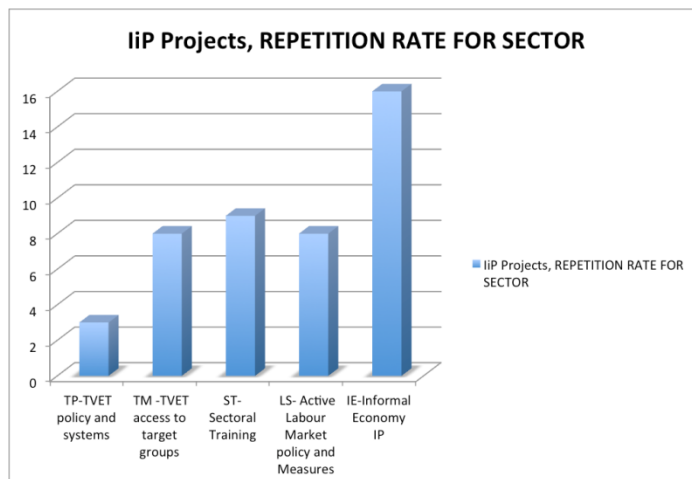
The relationship with the criteria of Calls for Proposals can be observed in the following table. The 2008 Call for Proposals focused on one sector only (LS).

Table 4. Relationship between thematic areas and IiP Call for Proposals projects

IiP Targeted and Call for Proposals Projects	N° of Projects	TP-TVET policy & systems	TM-TVET targeted groups	ST-Sectoral training	LS-Labour Market	IE- Informal economy
Targeted Projects	4	1	0	1	4	1
2008 Towards demand-driven TVET systems	4	1	1	4	2	1
2009 Developing TVET methodologies and services for the informal economy	14	2	8	3	2	14
Sub-totals	22	4 TP	9 TM	8 ST	8 LS	16 IE

Figure 2. Distribution of IiP projects per thematic area

The distribution of IiP projects per thematic areas shows that the focus of the initiative is on TVET and SD in the informal economy and in active labour market policies and measures, both in urban and rural settings. They are focused on addressing the training gaps and needs of people working in the informal economy. Actions aim to develop stronger links between the informal economy, formal and informal education and formal and informal TVET, including the recognition and employment of skills and technical knowledge acquired through apprenticeships and other means of training in the informal economy, and the skills acquired by individuals as a result of mobility.



3.2.2 Commissions TVET and Skills Development interventions per financing instrument of EU external aid

The Commission utilises geographic and thematic instruments to fund bilateral projects on TVET and the Investing in People projects⁸³:

- Geographic instruments for the 2007 to 2013 period are the Development Cooperation Instrument, the European Neighbourhood and Partnership Instrument and the European Development Fund;
- Thematic instruments support the MDGs by focussing on specific themes. They supplement other EU aid, which is geographically-based.

The table hereunder shows how the projects included in the assessed sample were funded by the 4 instruments.

Table 5. Allocation by financing instrument

Instrument	Amount (EUR)	%
ENPI	225 581 159.07	44.97%
EDF	127 525 730.94	25.42%
DCI Geographic	112 885 357.60	22.50%
DCI Thematic IiP	35 586 369.85	7.09%
Total	501 578 617.46	100%

83

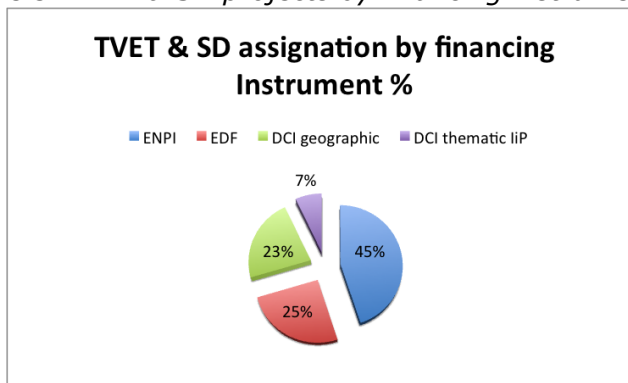
http://europa.eu/legislation_summaries/development/general_development_framework/114173_en.htm

Figure 3. TVET & SD projects by financing instrument

Findings

The categorisation alongside shows the utilisation of the financing instruments for TVET and SD. In particular, it can be observed that:

The main part of 9 ENPI bilateral projects, linked to TP-TVET policy and systems, focused on reforms and promoted the use of European TVET tools e.g. National Qualifications Framework and Quality Assurance utilised 44.97% of funds indicating a political will to push forward reforms in ENPI countries (also supported by the ETF).



The 14 bilateral projects, under EDF (8^o, 9^o and 10^o) utilised 25.42% of total resources; the DCI geographic programmes received 22.50% of the total allocation over 9 projects; the DCI thematic programmes (the 22 IiP projects) received just 7.09% of the total.

3.2.3 Commission TVET and Skills Development interventions by region and country

This section presents the EU's external assistance across the main geographic regions as covered by geographic instruments (ENPI, EDF and DCI). The EDF supports EU assistance to sub-Saharan Africa (except South Africa) and the Caribbean and the Pacific regions (ACP). The EC TVET and SD interventions, across the 54 assessed projects could be classified according to the following geographic regions and income groups (LICs and LMICs).⁸⁴

a) European Neighbourhood and the Middle East⁸⁵

Out of the 16 countries targeted by the European Neighbourhood Policy⁸⁶, 12 are currently fully participating as partners in the ENP, having agreed on specific ENP action plans. Only 6 of the ENP partner countries are assisted with TVET and Skills Development bilateral projects. These countries are identified hereunder:

- 3 Southern Neighbourhood countries: Egypt, Jordan, and Morocco have 4 bilateral projects corresponding to EUR 170 385 317.88 representing 33.97% of the total allocation. Egypt is the most targeted country for TVET and Skills Development, but it is not clear whether the results are commensurate to the amount of resources invested by the EC;
- 3 Eastern Neighbourhood countries: Armenia, Georgia and Moldova have 5 bilateral projects corresponding to EUR 60 195 841.19. This quantity represents 12.00% of the total allocation.

⁸⁴ Income group: Economies are divided according to 2012 GNI per capita, calculated using the World Bank Atlas method. The groups are: low income, \$1,035 or less; lower middle income, \$1,036 - \$4,085; upper middle income, \$4,086 - \$12,615; and high income, \$12,616 or more.
<http://data.worldbank.org/indicator/NY.GNP.PCAP.CD>.

⁸⁵ COM(2011) 303 Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. *A new response to a changing Neighbourhood*.

⁸⁶ http://eeas.europa.eu/enp/index_en.htm.

Table 6. TVET & Skills Development bilateral projects in the Southern and Eastern European Neighbourhood

Region (EU Neighbourhood)	Country	Number of projects	Amount
Southern Neighbourhood	EGYPT	2	88 000 000.00
	JORDAN	1	35 000 000.00
	MOROCCO	1	47 385 317.88
	3	4	170 385 317.88
Eastern Neighbourhood	ARMENIA	3	36 195 841.19
	GEORGIA	1	19 000 000.00
	MOLDOVA	1	5 000 000.00
	3	5	60 195 841.19
EU Neighbourhood	6	9 bilateral	225 581 159.07

b) Sub-Saharan Africa

Africa is the most important of the ACP regions, according to the MDG. Bilateral projects are implemented in: Benin, Botswana, Ivory Coast, Guinea, Gabon and Niger.

Table 7. TVET & Skills Development bilateral projects in Africa

Region	Country	Number of projects	Amount
Sub-Saharan Africa	BENIN	1	15 000 000.00
	GABON	1	5 200 000.00
	IVORY COAST	1	25 000 000.00
	BOTSWANA	2	18 345 709.49
	GUINEA	1	2 231 382.47
	NIGER	3	13 980 357.86
Sub-Saharan Africa	6	9 bilateral	79 757 449.82

c) Latin America & the Caribbean

Table 8. TVET & Skills Development bilateral projects in Latin America

Region	Country	Number of projects	Amount
Latin America	PERU	2	22 118 510.61
	ARGENTINA	1	9 400 000.00
	2	3	31 518 510.61
Caribbean	GUYANA	1	1 328 342.72
	DOMINICAN REPUBLIC	1	13 406 482.27
	2	2	14 734 824.99
Latin America & the Caribbean	4	5 bilateral	46 253 335.60

In Latin America, only two bilateral projects were implemented - in Argentina and Peru. In the Caribbean, two bilateral projects were implemented in the Dominican Republic and Guyana. Caribbean countries receive the lowest allocation of resources.

d) *Asia, Central Asia & the Pacific*

Bilateral projects are implemented in: Bangladesh, Cambodia, China, Kazakhstan, Mongolia and Pakistan.

Table 9. TVET & Skills Development bilateral projects in Asia

Region	Country	Number of projects	Amount
Asia	CHINA	1	13 821 446.13
	BANGLADESH	1	14.000.000.00
	PAKISTAN	2	41 545 400.86
	3	4	
Central Asia	KAZAKHSTAN	1	5 000 000.00
	MONGOLIA	1	7 000 000 00
	2	2	12 000 000.00
Pacific	SOLOMON	1	1 955 927.13
	VANUATU	1	2 398 000.00
	NEW CALEDONIA	1	28 679 529.00
	3	3	33 033 456.13
Asia, Central Asia & the Pacific	8	9 bilateral	114 400 303.12

In the Pacific region, bilateral projects are implemented in Vanuatu, the Solomon Islands and New Caledonia.

Multi-country programmes

Out of 22 IiP projects, 54.45% of IiP projects are multi-country projects and the remaining 10 projects are single-country projects. The multi-country projects focus on:

- Support to the implementation of the Decent Work Agenda: the 4 ILO projects in 19 countries (EUR 11 217 707.00);
- Relevance of TVET and SD systems, 4 projects in 14 countries (EUR 7 277 845.45), focused on education, knowledge and skills: Towards demand-driven TVET systems. Improve demand-driven TVET in the formal and informal economy, through greater involvement of the private sector;
- Informal economy (14 IiP projects). 4 of 14 IiP projects are multi-country programmes.

The 10 single country projects are the following:

- Africa (6): Uganda, Sierra Leone (2), Somalia, Senegal and Ethiopia;
- Latin America (1): Nicaragua;
- Asia (3): Bangladesh (2), Nepal.

Findings by region

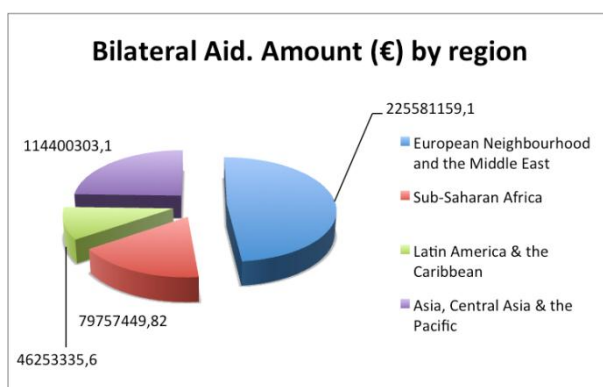
To summarise, Commission bilateral interventions on TVET and Skills Development can be mapped as follows:

Table 10: TVET & Skills Development in bilateral projects across all regions

Region	Countries	Number of Projects	Amount in EUR by region
European Neighbourhood and the Middle East	6: Egypt (2), Jordan, Morocco, Armenia (3), Georgia and Moldova	9	225 581 159.07
Sub-Saharan Africa	6: Benin, Botswana, Ivory Coast, Guinea, Gabon and Niger	9	79 757 449.82
Latin America & the Caribbean	4 Argentina, Peru, Dominican Republic and Guyana	5	46 253 335.60
Asia, Central Asia & the Pacific	8: China, Bangladesh, Pakistan, Kazakhstan and Mongolia, Solomon, Vanuatu, New Caledonia	9	114 400 303.12
Total: 4 regions	24 countries	32 Projects	465 992 247.61

Figure 4. TVET & SD bilateral projects by region

- The European Neighbourhood is the most financially supported region for TVET and SD interventions. This ranges from EUR 88 000 000 for Egypt to EUR 5 000 000 for Moldova;
- The second most supported region is Asia, Central Asia and the Pacific with a allocation sub-total of EUR 114 400 303,1;
- The figures reveal 2 geographic and strategic priorities for DEVCO: the European Neighbourhood (the most targeted region has been the Mediterranean) and Asian countries;
- The 32 bilateral projects are implemented in 24 countries. The project budgets range from a minimum of EUR 1 328 342.72 for Guyana to a maximum of EUR 88 000 000 for Egypt;
- Six of the 32 countries are currently classified as upper middle income countries⁸⁷ (GDP per capita from USD 4086 to USD 12 615): Botswana, the Dominican Republic, Gabon, Jordan, Kazakhstan and Peru.



⁸⁷ <http://data.worldbank.org/about/country-classifications/country-and-lending-groups>.

3.2.4 Commission TVET and Skills Development interventions by period and status

The selected projects refer to an extended period (2000-2012) that neither corresponds to a specific programming period nor to a continuous presence of projects in all concerned countries. Certain countries only count one project, whereas others, such as Armenia, have received funding through consecutive projects during a more extensive period.

The classification considered the implementation status of: closed, ongoing and committed funds. The status of the 54 assessed projects (bilateral and IiP) is presented hereunder:

Table 11. Status and period

Status	Bilateral: 32	IiP: 22
Ongoing	12 = 37.5%	16 = 72,72%
Committed	01 = 3.1 %	0
Closed	19 = 59.37 %	6 = 27,27%
Period	Bilateral: 2000-2022	IiP: 2009-2018

It should be noted that the assessment was performed over a sample of 12 ongoing bilateral projects (37.5%) and 16 ongoing IiP projects (72.72%). Certain bilateral projects are expected to run up until the year 2020 and certain IiP projects will close in 2018 (see Data Map in Annex 5). The immediate consequence of assessing a 'living' sample is that final evaluations had not yet taken place and consequently, impact and other assessment criteria such as effectiveness and efficiency could only be prospected but not compared. The status of the sample has unavoidably impacted upon the assessment analysis provided in the next chapter.

4 Findings of the assessment of European Commission Development Cooperation support for TVET and Skills Development

The analysis of current and recent interventions to support TVET and Skills Development under the Commission's Development Cooperation with partner countries is based on the data and information compiled in the stock-taking, mapping and classification. It is also based on the received documentation that revealed the extent to which the Commission's cooperation has contributed to TVET and Skills Development in partner countries.

With reference to the Commission's TC priority objectives, most of the assessed TVET and SD projects make explicit reference to poverty alleviation and reduction and are thus in full coherence with the European Consensus on Development that sets 'the eradication of poverty in the context of sustainable development' as its primary objective and further specifies 'including pursuit of the Millennium Development Goals' and the aid effectiveness principles (Paris Declaration, Accra Agenda for Action).

The assessment highlighted the multiple patterns of TVET and SD at work in the countries.

In this regard, the Assessment Fiches (Annex 3) show the main characteristics of each country's TVET system under the auspices of 'TVET at a glance' and differentiate TVET as: (i) a school-based system, (ii) a dual apprenticeship system combining school training with a firm-based approach, and (iii) informal-based, traditional apprenticeship training (TAT) system. The fiches are built on UNESCO's good practices model⁸⁸ and have been integrated with specific information from the mapping assessment criteria⁸⁹ and the 'TVET at glance' field as suggested by the Commission. Each fiche contains key elements of success (field 6) and lessons learned (field 7).

The field missions to three countries provided further elements to determine the impact of the Commission's interventions, combining bilateral projects, bottom-up proposals funded under Investing in People and, where applicable, ETF support to national stakeholders.

On the basis of the information provided in the assessed projects, an overview of TVET and SD reform trends was carried out in 11 countries (Annex 7) where the Commission has played a crucial role as a development partner.

4.1 TVET at a glance in Commission Development Cooperation

Throughout this study, it has been possible to observe the great variety of TVET and SD approaches, ranging from school-based provision to workplace training, non-formal training arrangements, traditional apprenticeships or a combination of the former in the different regions.

In the countries assisted by the EC projects, national institutions have opted for a market-oriented approach towards TVET. National programmes, policies and strategies indicate TVET and SD as the immediate response to the rapidly changing demands of labour markets. TVET and SD are understood as traditional and new technical and vocational skills combined with life skills that make people adaptable

⁸⁸ UNESCO, *Good Practices in TVET Reform*, Paris, 2010.

⁸⁹ Annex 2: Methodology and Tools and Annex 5: Data Map.

to evolving contexts, increasingly dominated by the knowledge paradigm of the Information Society.

In assessing the projects and the TVET systems in which they were operating, it became clear that TVET tends to move from a specific concept of training or re-training for particular jobs to integration within a wider system. This included general education, secondary education, adult training (both generally and in connection with active labour market measures), higher education, lifelong learning and also involved non-formal and informal learning.

The assessed projects implemented a variety of activities to:

- Address national system reforms with the participation of social partners and key stakeholders;
- Enhance the quality of supply, increase access to competencies and skills relevant to occupations in growing economic sectors for all segments of the population, with particular attention to youth and women;
- Include vulnerable, marginalised groups in active citizenship;
- Promote decent work in informal economies as a concrete contribution to the national efforts of poverty alleviation;
- Support environmentally sustainable development; and
- Establish links with formal education and lifelong learning.

4.1.1 TVET at a glance in European Neighbourhood countries under the European Neighbourhood Partnership

TVET and SD reform trends in Eastern European Neighbourhood countries

VET in the transition countries of the former Soviet Union was historically linked to employment as the main highway out of poverty⁹⁰. Current analyses indicate a constant decline in enrolment rates for vocational and technical schooling, compared to the expansion of general secondary schools and tertiary education. Within TVET, vocational education has moved from firms to schools, increasing the risk of weakening the links between the former. Nevertheless, important elements of the dual system remain in the region - especially in Central Europe. TVET reforms are confronted with issues of quality, access and relevance⁹¹. The main challenges in restructuring TVET and SD systems concern skills mismatches and skills shortages⁹². The priority is to invest in new managerial and entrepreneurial skills in demand by the new economy and to strengthen the links between TVET and labour market institutions. Evidence suggests that this alignment of TVET systems to demand is still ongoing.

The study assessed a total of 5 projects funded by the Commission to support TVET reform in Armenia (3), Georgia and Moldova. Georgia's system is fully coherent with EU TVET policy, as the reform process was supported by the ETF under the Torino Process. Georgia joined the Bologna process in 2005 and initiated VET reform in 2007 and a new VET law focused on a market-responsive and demand-driven model of TVET. The 2009-2012 VET policy and strategy promotes a multi-stakeholder governance framework for a quality-based TVET, supported by an NQF and an education quality assurance framework.

⁹⁰ ETF, 2007. *Skills Development And Poverty Reduction: A State Of The Art Review*, Kenneth King and Robert Palmer.

⁹¹ Bartlett, W. 'Economic restructuring, job creation and the changing demand for skills in the Western Balkans', in Fetsi, A. (ed.), European Training Foundation, *Labour markets in the Western Balkans: challenges for the future*, Office for Official Publications of the European Communities, Luxembourg, 2007.

⁹² World Bank. *Skills, Not Just Diplomas Managing Education for Results in Eastern Europe and Central Asia*, Lars Sondergaard and Mamta Murthi with Dina Abu-Ghaida, Christian Bodewig, and Jan Rutkowski, Washington D.C. 2012.

TVET and SD reform trends in the Southern Mediterranean⁹³ Neighbourhood countries

Economies of the southern Mediterranean region are predominantly made up of micro, small and medium-sized enterprises that can account for more than 95% of businesses in a given country, which are also characterised by a vast informal sector. The employability of youths, males and females is one of the crucial challenges in the forthcoming decades for countries facing a demographic boom. The low salaries offered by the labour market for basic occupations, combined with higher job security in the public sector tends to push families and their children to opt for higher education (HE) that leads to white-collar jobs and public employment. Businesses often disregard TVET as low-level education and enterprises are reluctant to ensure higher levels of cooperation with the TVET systems. TVET is associated with a lower return in employment and wages than secondary education, which enrolls the majority of students in Middle East and North Africa (MENA) countries. It is also stigmatised as second-choice education and a low-status path for poor academic achievers that are guided into the vocational system at an early stage (in order to limit the demand for higher education).

Legal frameworks have been developed over the years in almost all countries, whilst TVET and SD policies and implementation strategies have not. Systems remain highly centralised and coordination between national and decentralised levels has not been achieved, with negative consequences on the links between supply and demand⁹⁴. Insufficient funding and a lack of incentives for training institutions both negatively impact on the quality of training. In most of the countries, monitoring and evaluation systems for training institutions are in place, but only partially.

A number of TVET system elements in EU countries such as demand-driven systems with business involvement, guidance and counselling, sector observatories, financing mechanisms, gender issues and social partnerships have been introduced. In the 1990s, the Commission started to support the process of TVET reforms in Tunisia and Morocco. In the 2000s, Egypt, Jordan, Lebanon and Syria were included. Moreover, new qualification framework concepts were introduced and apprenticeship schemes and enterprise-based training revamped.

The most visible impact of the Commission's projects and of the ETF's assistance can be found in the preparation of the adoption of national qualifications frameworks reflecting the approach adopted in the EU. Such examples are Egypt, Tunisia, Morocco and Jordan.

In the three countries of the region where Commission-funded bilateral projects were assessed, the focus was on overall TVET reform: *Assistance to the Reform of the Technical and Vocational Education and Training System in the Arab Republic of Egypt* (with a second phase Technical and Vocational Education and Training Reform – (TVET II), pending); *Support to the Employment and Technical Vocational Education and Training* in Jordan, and *Appui au développement de la formation*

⁹³ Mayen, G. *Cooperation between education systems, business and other stakeholders in the Mediterranean countries: phenomena in slow development*. ETF, 2011.

⁹⁴ See e.g.: European Training Foundation and World Bank, *Reforming Technical Vocational Education and Training in the Middle East and North Africa - Experiences and Challenges*, 2005, Turin; Bardak, Ummuhan, Huitfeldt H. and Wahba J., *Employment Policy Reforms in the Middle East and North Africa - Selected Issues on the Functioning of the Labour Market*, European Training Foundation, 2006, Turin; World Bank, *The Road Not Travelled - Education Reform in the Middle East and North Africa*, WB, Washington D.C., 2008; World Bank. *Shaping the Future - A Long-Term Perspective of People and Job. Mobility for the Middle East and North Africa*, WB, Washington D.C., 2009.

professionnelle dans les secteurs du tourisme, du textile et des NTIC - Formation Professionnelle II in Morocco.

4.1.2 TVET at a glance in Sub-Saharan Africa

In most Sub-Saharan African countries,⁹⁵ formal, institutionalised TVET at lower and upper secondary or post-secondary level takes place in parallel with general education, but does not relate to the dominant informal economies. Annually, between 7 and 10 million young Africans with inadequate skills enter into labour markets characterised by high unemployment and underemployment, low productivity and poverty-level incomes. African 'jobless growth' is characterised by high GDP growth, largely driven by capital rather than labour-intensive sectors such as mining and oil⁹⁶.

With the exception of a very few countries in the early 2000s, TVET enrolment rates (as a share of secondary education) were below 10%. Currently, these account for less than 5%, with a lower share of female participation, predominantly in the traditional trades of commerce, tailoring and catering. Very few girls enrol in engineering and technology disciplines, often due to poor backgrounds in science and mathematics, coupled with cultural values as well as geographical and economic inequities. Differences occur between countries and regions as well as among TVET systems that somehow still reflect the differences between French-speaking (Benin, Gabon, Guinea, Ivory Coast and Niger) and English-speaking (Botswana) countries. The former places greater emphasis on general content and achieving higher enrolment rates, whilst neglecting artisan skills, thus leaving the needs of a mostly informal labour market unmet. The latter has a narrower vocational specialisation and less academic content, thus further limiting educational progression.

TVSD has assumed prominence on national agendas as an instrument to combat youth unemployment. Despite some evidence that TVET leads to better integration into formal wage employment, TVET programmes are often perceived as unattractive options. They can be interpreted as leading to dead-end jobs or inferior alternatives to general secondary schooling⁹⁷ by parents and learners, providing poor career advantages and lower economic returns.

Traditional informal apprenticeship training remains the dominant avenue for skills acquisition by young people after primary education or for illiterate youths or early school leavers. This is due to the fact that the skills it provides seem sufficient to gain access to employment in the majority of existing firms. The high shares of informality lower the potential of TVET for productivity increases, technological innovation and formal job creation in more productive activities.

Access and quality are two important aspects of TVSD in Africa. This can be attributed to the growing importance of private training institutions and the implications for training quality assurance and the placement of graduates; employers may have difficulties in correctly assessing the value of 'in-house' awards issued by private training providers. The uneven geographical spread of training institutions in urban and rural areas is also an inequity issue - especially for vulnerable groups. Non-Governmental Organisations (NGO), Civil Society Organisations (CSO) and faith-based organisations have been more responsive to

⁹⁵ Iza 2012, *A Roadmap to Vocational Education and Training Systems Around the World*. Werner Eichhorst Núria, Rodríguez-Planas Ricarda Schmidl, Klaus F. Zimmermann. December 2012 http://www.iza.org/en/webcontent/publications/papers/viewAbstract?dp_id=7110.

⁹⁶ *African Economic Outlook*, AfDB, OECD, UNDP, UNECA, 2012.

⁹⁷ World Bank 2008a. Garcia Marito, and Jean Fares. *The Effect of Education on Income and Employment*. In Garcia Marito and Jean Fares editors, *Youth in Africa's Labor Market*, 39-47.

the skill needs of vulnerable groups, building on the comparative advantage of securing funding from their own constituents, international donors and also making use of local development partners.

TVET financing is the weakest link in all current reforms. The difficulty lies in the fact that diversifying funding sources, introducing cost savings and cost recovery measures are not sufficient to ensure the sustainability of the financing mechanisms, unless the allocation of resources for TVET from state budgets is increased.

In conclusion, current policies, best practices and the dynamics of technical and vocational skills development in Africa⁹⁸ support the development of national and regional strategy frameworks for revitalising TVET and SD and making them more responsive to social and economic priorities. The twin challenges of broadening access to and improving the quality of skills for productivity and income growth confront - to a different extent - all the countries in the region. They require new TVET policies and management, curricula, trainers that are better aligned to market needs and financing mechanisms that make TVET sustainable.

In nine EC assessed projects in six countries, (Benin, Botswana, Ivory Coast, Guinea, Gabon and Niger) comprehensive national reforms⁹⁹ or the restructuring of key elements of TVET and SD systems were promoted (see Assessment Fiches in Annex 3):

- National policies and strategies for TVET: Niger (three consecutive projects);
- National Qualification Frameworks: Botswana;
- Competency-based curricula aligned with the labour market: Niger, Botswana;
- Links between training and employment: Gabon and Ivory Coast;
- Partnership with all stakeholders (i.e. the government, social partners, business associations of formal and informal businesses): Benin;
- Quality of TVET: Botswana, Gabon, Guinea and Niger;
- Skill needs assessment in the informal sector: Benin;
- Skills forecasting and planning: Ivory Coast.

4.1.3 TVET at a glance in Latin America & the Caribbean

In Latin America¹⁰⁰, the organisation and management of vocational training is confined to the sphere of educational systems (initial VET) and to specialised institutions, generally linked to ministries of labour or to social partners (initial/continuous VET such as SENA in Colombia, INFOTEP in the Dominican Republic or SENAI in Brazil). Vocational training is considered as an integral part of labour relations systems i.e. an item for policy negotiations between employers and workers on how to transfer technology and increase productivity in enterprises - in addition to the educational dimension.

Ministries of education generally provide technical education (*educación técnica*) leading to qualifications in a range of occupations, which can also lead to higher

⁹⁸ AfDB (2013) *A Review and Assessment of Technical and Vocational Skills Development Policies and Practices in Africa*. March 2013.

⁹⁹ Kingombe 2012., *Lessons for Developing Countries from Experience with Technical and Vocational Education and Training*. Paper for the International Growth Centre – Sierra Leone country programme, London School of Economics and Political Sciences, London, 2012.

¹⁰⁰ Weinberg P., *Critical Review of the 12 Debates In Skills Development* produced by the WGICSD from a Latin American perspective. *The Role of International Cooperation in Education and Training for Work in Latin America. Paper 13*. Working Group for International Cooperation in Skills Development. Buenos Aires, Argentina. May 2008.

education. The ministries of labour¹⁰¹ provide vocational training (*formación profesional*) with no legal or institutional connection with the existing technical secondary schools. They aim to respond to the social demand of the needs of the poorer segments of the population. Since vocational courses do not lead to formal education, they are also referred to as *educación no formal*.

The initial and continuing vocational training provided by ministries of labour in vocational training centres has been governed by a full tripartite system which provides the regulatory framework for training provided outside technical secondary schools and the ministries of education. In a situation characterised by the predominance of public, institution-based vocational training, private companies have not been particularly active in the training supply. The situation has gradually evolved towards a variety of TVET delivery models. Hence, TVET and SD systems principally seek to address skills shortages in high growth sectors. This is achieved by improving coordination between supply and demand, increasing the coverage of training and the quality of education and adopting measures to reduce occupational segregation in training and employment for women. In Latin America¹⁰², a series of recent policies for the restructuring of education and vocational training were grounded in international labour standards. TVET and SD are valuable for individuals and their communities when it supports economic development models that create employment, decent work and promote productive capacities. They improve the quality of life, accompany different alternatives to social, personal and collective development beyond work insertion, income and productivity.

Four countries in the assessment sample benefited from Commission interventions: 1) Argentina, for whom the education system is a shared responsibility between the national government, the provinces, federal districts and private institutions and where the project promoted the completion of secondary education and increased the labour qualifications of young people from 18 to 29 years of age; 2) Peru, with the Arolab (I and II) project; 3) the Dominican Republic in the Caribbean, with emphasis on Competence-Based Training (CBT); 4) Guyana, where a Training Agency for the private sector was established.

The regional EU programme *Eurosocial* is now focused on promoting the creation of National Qualification Systems in Latin America. In the Caribbean, guided by Articles 35.1-2 and 46 of the Revised Treaty of Chaguaramas, the Caribbean Community (CARICOM) is expected to establish the appropriate legislative, administrative procedures to give effect to the free movement of labour and reciprocal recognition of qualifications.

4.1.4 TVET at a glance in Asia, Central Asia & the Pacific

TVET and SD in the Asia-Pacific¹⁰³ (ADB, 2013) is identified as a priority area for educational policy, promoting sustainable economic growth, socioeconomic development, alleviating and reducing urban and rural poverty, increasing active citizenship and including groups at the margins of society.

The key skills challenges for TVET in this region concern the fragmentation of the systems across national institutions and ministries, the quality of the TVET programmes, their relevance to the labour market and the growing sectors of the economy. A lack of skills exists in relation to green jobs, as countries seek to

¹⁰¹ Wallenborn Manfred, *Vocational training in Latin America*, in *European Journal, Vocational Training* n. 22, CEDEFOP, 2001.

¹⁰² UNESCO 2010c., Claudia Jacinto, *Recent trends in technical education in Latin America*, Paris, 2010.

¹⁰³ ADB 2013. *Skills Development for Inclusive and Sustainable Growth in Developing Asia-Pacific (2012-2013) Technical and Vocational Education and Training: Issues, Concerns and Prospects* 19, Maclean R., Jagannathan S., Sarvi J. eds., Springer, 2013. <http://www.iadb.org/intal/intalcdi/PE/2012/10914.pdf>.

address the effects of climate change and ways to best achieve sustainable, long-term development. The distribution of training hinders equal access for vulnerable groups - a situation only partially offset by the growing presence of private providers.

Traditional apprenticeship systems in countries such as Bangladesh and Pakistan are the main training providers for the 'bazar' economies; however, child labour, working conditions and decent work at large are important issues in these countries. Financial and non-financial barriers such as illiteracy, the opportunity costs of training time in terms of livelihood, high entry requirements, fees and cultural, ethnic and religious barriers - especially for women - have been indicated as the most recurrent issues. Governance, quality and access have been addressed through the introduction of formal dual training, competency-based modularised programmes, the establishment of new training infrastructures, the multiplication of training services at community level and the introduction of blended forms of training (in-situ, distance learning and workplace training) and training funds have been operationalised through ongoing TVET and SD reforms. Moreover, the issue of increasing access to skills opportunities has been generally tackled through the involvement of private providers in formal and non-formal TVET and SD via the development of quality assurance systems and accreditation and registration mechanisms.

The bilateral projects in Mongolia and Kazakhstan (Central Asia) and Pakistan (Asia) all provide support to wide ranging TVET reforms.

4.2 The main findings of the assessment

TVET and SD projects have been assessed and analysed using a methodology (analytical framework) that learns from literature and exercises undertaken by the Commission and other main development partners. The experts started from a system and sector analysis to question whether TVET and Skills Development projects responded to problems, whether they focused on the supply and demand of skills, whether they sufficiently assessed the TVET systems, whether they were coherent with existing national plans and what the main constraints to their implementation were. The assessment also tried to identify available alternative options and the main elements for strategic planning (lessons learnt, key elements of success).

The sequence of questions, from broad to specific, provided initial answers that were processed through the lenses of three broad criteria: efficiency, effectiveness and relevance and five ancillary criteria including coherence, quality of design, impact, sustainability and added value of the ETF. The latter were not less important per se, but their cause-effect nexus in relation to the ultimate goal of the assignment appeared less stringent because more related to the projects' specificities.

The order of questions was significant. If a project is not first aimed at doing 'the right things', then it matters little whether it is effective or efficient. Questions of effectiveness and efficiency become important only when the relevance is ascertained and a project is kept in proper alignment by a continuing flow of labour market information. The assessment revealed the strengths and deficiencies of the projects in relation to the training systems they aimed at supporting as well as to the national plans they sustained. Alternative options (institutional, financial, technical and social) and strategies for improvement were identified or proposed when possible, mostly under the form of lessons learnt and key elements of success.

The 8 assessment criteria

Relevance: The relationship between objectives and national needs is considered under the perspectives of economic and social needs.

Effectiveness: The relationship of outputs to objectives is analysed in terms of the capacity of Commission actions to achieve their planned objectives, provide real benefits to the selected beneficiaries and towards the achievement of EU policies and strategies.

Efficiency: The relationship of inputs to outputs is observed in terms of the capacity of projects to implement the planned interventions in the given timeframe together with the reasons for possible delays and the effects those delays have on the overall process.

Coherence: Coherence within the Commission's development programme; Coherence / complementarity with the partner country's policies and with other donors' interventions; Coherence/ complementarity with the other Commission's policies.

Quality of the design: the involvement of all stakeholders in the design and planning processes and their assessment on the quality of project design.

Impact: for projects which have been completed, to assess the capacity of Commission interventions to produce long-term effects and in particular to actually modify policies and TVET strategies in partner countries.

Sustainability: the level of ownership of national counterparts benefiting from different EU actions, as well as the possibility that they will obtain concrete follow-up either through national resources or the support of other external donors. Sustainability is also considered as the continuation of benefits from an intervention after major development assistance has been completed.

Added value of the ETF: applicable to ETF projects or to the ENPI programme where ETF is a service provider. It also considers the possibility of similar services being provided to other EU programmes, organisations and/or institutions.

Source: Annex 2: Methodology and Tools

Across the 8 criteria¹⁰⁴ it was possible to understand whether the means and resources earmarked for the projects could achieve the results and be translated into concrete outputs. Some projects could not be assessed through all the criteria because essential documentation related to implementation was not provided (ND: No Data). Hence, the experts limited their assessment to the project potential, in relation to the quality of design and the accuracy/completeness of the formulation.

The experts quantified the assessment results through an 'A-B-C-D' grading scale for each criterion. As the following paragraph highlights in detail, the grading criteria utilised in the assessments do not lead to an evaluative judgement either on the intrinsic quality of each specific project or on the decision of the Commission to invest resources in the countries through these projects. This visualisation is a means to observe how significant the interventions were in relation to the purpose of strengthening the TVET systems of partner countries. The grading was based on the documentation provided by the Commission and on further documental research carried out by the Consultants. The factual observation during the field missions to Bangladesh, Morocco and Botswana led to a change of grading for the three concerned country projects.

The nomenclature underlining the whole analysis as reflected in the tables and graphs are those used for the Commission's external assistance¹⁰⁵ in order to obtain a harmonised result.

¹⁰⁴ The definitions (relevance, effectiveness, efficiency, sustainability, impact, coherence/complementarity and Community added value) are derived from *Evaluation Methods for the European Union's External Assistance. Methodological bases for evaluation*, Vol. 1, pp. 50-52. http://ec.europa.eu/europeaid/evaluation/methodology/examples/guide1_en.pdf.

¹⁰⁵ EC 2012e, ROM - Results-Oriented Monitoring Handbook, European Commission EuropeAid Cooperation Office, 2012, http://ec.europa.eu/europeaid/how/ensure-aid-effectiveness/documents/rom_handbook2011_en.pdf.

Table 12. Grading criteria

Grading	Qualitative	
A	Very good	The situation is considered highly satisfactory, largely above average and potentially a reference for good practice. Recommendations focus on the need to adopt these good practices in other operations.
B	Good	The situation is considered satisfactory, but there is room for improvement. Recommendations are useful, but not vital for the operation.
C	Problems	There are issues, which need to be addressed; otherwise the global performance of the operation may be negatively affected. Necessary improvements however do not require major revisions of the operations' strategy.
D	Serious deficiencies	There are deficiencies, which are so serious that, if not addressed, they can lead to failure of the operation. Major adjustments and revision of the strategy are necessary.
NA	Not applicable	
ND	No Data	

4.2.1 Findings of the assessment of bilateral TVET and SD interventions

The 32 bilateral projects or programmes primarily incline towards the goal of improving TVET and its links to the labour market. Hence, they involve TVET policy reforms, governance, stakeholder participation, curricula reform to improve relevance to the labour market and quality improvement. There are significant variations between them in terms of geographical areas and allocated resources.

Table 13. Bilateral results distribution and relative frequency for each criterion

Grading/ Relative frequency	Relevance	Effective- ness	Efficiency	Coherence	Quality of the design	Impact	Sustain- ability	Added Value ETF
A	53.00%	9.38%	3.13%	43.75%	21.88%			28.13%
B	44.00%	56.25%	46.87%	43.75%	59.38%	37.50%	46.88%	
C	0.00%	9.38%	21.88%		15.63%	31.25%	37.50%	
D	3.00%	3.13%	3.13%	9.38%	3.13%	3.13%	6.25%	
NA	0.00%						9.38%	71.88%
ND	0.00%	21.88%	25.00%	3.13%		28.13%		

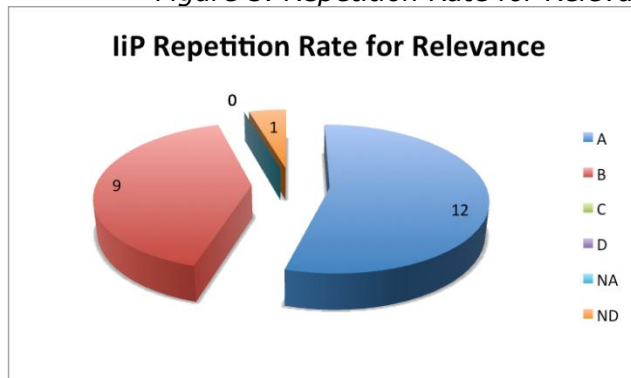
- The Repetition Rate is the number of times that the value appears in the sample;
- Relative frequency (for each one of the criterion expressed in '%') reveals the relative weight of each value inside the criteria (i.e. relevance, effectiveness, efficiency, etc.);
- Data are expressed in a relative and weighted '%' out of 100.

4.2.2 The relevance of the bilateral projects and programmes

Relevance was defined as the extent to which the objectives of the development intervention are consistent with the beneficiaries' requirements, country needs, global priorities, partner and Commission policies.

This pie chart shows that near on 100% (A and B) of projects are 'relevant', which leads to the conclusion that the identification and formulation phases of the project cycle were accurate.

Figure 5. Repetition Rate for Relevance



Some findings:

- The programme for Armenia: *Support to Poverty Reduction Strategy through the development of human resources as a result of a modern efficient vocational education & training system* (CRIS 18792, and the following 21066 and 24345) appear highly relevant. The objectives were consistent with beneficiaries' requirements, country needs, global priorities, partner and Commission policies. The programme was assessed as a relevant instrument of support for the socioeconomic development of the country. It is grounded on the international and national development agendas as well as in the national VET development framework. The evolution from stand-alone projects to budget support responds to the evolution of Commission policy and the country strategy;
- The opposite occurred with the *EU-China Managers' Exchange and Training Programme (METP)* project (CRIS 5779). As mentioned in the ROM documentation, the low activity of the beneficiary during implementation reduced the 'perceived relevance' of the project to a great extent;
- In countries with weak professional training systems and a preeminent informal economy, the main efforts are directed towards introducing elements of formalisation into the traditional skills development systems, such as the recognition of prior learning, certification and credit systems to link up with formal TVET and NVQ. In Bangladesh, the project *Technical and Vocational Education and Training (TVET)* (18135) focuses one component on NVQ and another one on RPL;
- Few programmes predominantly targeted disadvantaged groups (e.g. Argentina, Ethiopia and Bangladesh), private sector support (Jordan, Uganda and Guyana) or productive sectors (Morocco and Sierra Leone);
- To enhance access to TVET, few projects were involved in building infrastructure, developing teacher training and issuing scholarships for students (i.e. *Augmentation of Gaborone Technical College and Automotive Trades Technical College of Botswana*).

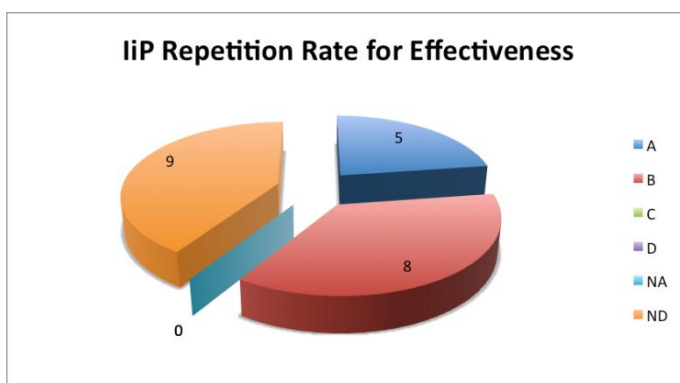
4.2.3 The effectiveness of the bilateral projects and programmes

Effectiveness is understood as the extent to which the Commission's intervention objectives were achieved, or are expected to be achieved, taking into account their relative importance.

Figure 6. Repetition Rate for Effectiveness

The frequency of A (6.25%) in 2 countries (Georgia and Bangladesh) and B (59.375%) for this criterion reveals that the achievement of expected results was 'satisfactory'.

The results (A+B = 65.63%) reveal a positive trend towards the 2008 Backbone Strategy for Reforming Technical Cooperation and Project Implementation Units for External Aid, as endorsed by the Commission¹⁰⁶.



Some findings:

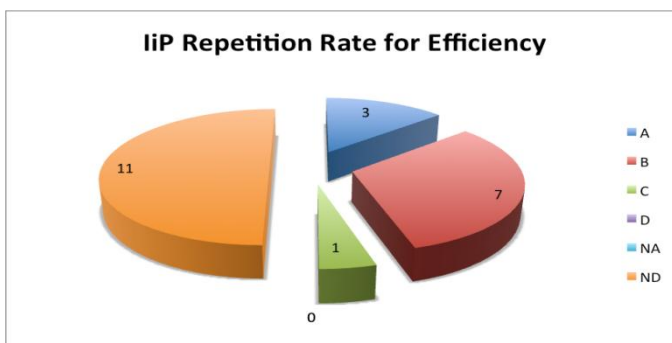
- Effectiveness in the case of Guinea, *ENAM III, Ecole Nationale des Arts et Métiers* is assessed in terms of budget, timeframe and actions and the data assessed can be used to answer the evaluation question: 'to what extent is the project budget allocation considered adequate for achieving its objectives?' rating the criteria as 'A' since the result is clearly outstanding;
- Data was not available to undertake an assessment of the effectiveness of several ongoing projects in Gabon, Jordan or Moldova.

4.2.4 The efficiency of the bilateral projects and programmes

Efficiency is the extent to which outputs and/or the desired effects are achieved with the lowest possible use of resources/inputs (funds, expertise, time, administrative costs, etc.).

Figure 7. Repetition Rate by Efficiency

According to the assessment results, efficiency is 'satisfactory' (B) for 46.87% of the projects. Problems exist for 21.88% (C). Furthermore, data for assessing efficiency were not available (ND) for 25% of the projects. It is also possible to observe how the gaps in provided information affect data interpretation and the assessment result.



Some findings:

- The APROLAB programme in Peru highlighted serious efficiency problems. The project had the potential to provide a crucial contribution to the TVET system; however, the incapacity to effectively coordinate the Ministries of Education and Labour, a condition for Commission programme funding, significantly delayed the programme's implementation.

¹⁰⁶ EC, *Reforming Technical Cooperation and Project Implementation Units for External Aid*, endorsed by the European Commission. A Backbone Strategy, Brussels, 2008.

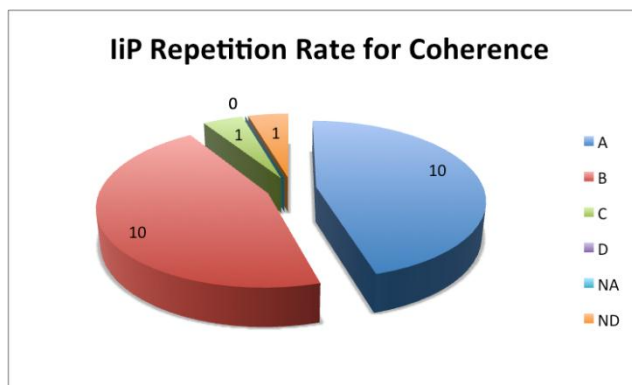
4.2.5 The coherence of the bilateral projects and programmes

The 'coherence/complementarity' criterion is used to measure coherence within the Commission's development programmes and coherence/complementarity with the partner country's policies and other donors' interventions. In the case of TVET and SD projects over such a long period (2000-2013), it was not possible to grade coherence as complementary with other Commission policies.

Figure 8. Relative frequencies by Coherence

93.75% of projects resulted as 'coherent' (40.625% of 'A' and 53.125% of 'B') while only 9.38% were not considered as being coherent.

In terms of regional distribution, ENPI countries and Sub-Saharan Africa hosted the majority of projects, hence reflecting the Commission's Development Cooperation priorities and the Agenda for Change in particular. The coherence of ENPI projects is very 'satisfactory' (A) for eight out of nine projects.



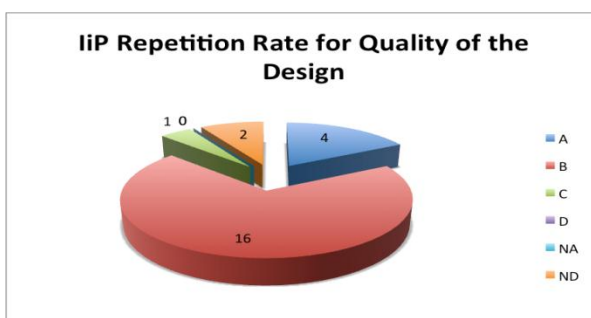
- In the countries under the ENPI (six countries, approximately 50% of total financial sum), support to TVET reform is more aligned with the European TVET model (NQF, Quality Assurance (QA) and curriculum reform);
- In Eastern Europe and Central Asia, where countries such as Armenia, Georgia and Moldova have received Commission support, the structural elements of the EU model have supported the VET systems in building stronger links with labour markets, increasing access to skills opportunities by diversifying supply, delegating more autonomy to public and private providers and adopting QA mechanisms;
- In the South Mediterranean countries, the Commission supported TVET system reforms over an extended period of time: from 2002 to 2011 in Morocco, from 2004 - to date for Jordan and Egypt. In Egypt, the coordination of key stakeholders around a common strategy proved very difficult, but the involvement of the private sector, social partners and training providers in establishing local and sectoral enterprise training partnerships reinforced the relevance of the skills offer. Morocco followed in the same vein with project 4631 - *Appui au développement de la formation professionnelle dans les secteurs du tourisme, du textile et des NTIC - Formation Professionnelle II*.

4.2.6 The quality of the design of the bilateral projects and programmes

The quality of the design concerns the formal compliance with Project Cycle Management (PCM) requirements, as well as the presence of technical elements that would lead or have led to the expected results.

Figure 9. Frequency by quality of the design

84.37% of the assessed projects resulted as 'satisfactory' in relation to the quality of design. They respond to patterns and characteristics of the TVET quality cycle: definition of qualifications according to the needs of the labour market, design curricula, identification of quality requirements (material, equipment and teacher training), implementation of TVET and evaluation, involving accreditation of learning outcomes.



Some findings:

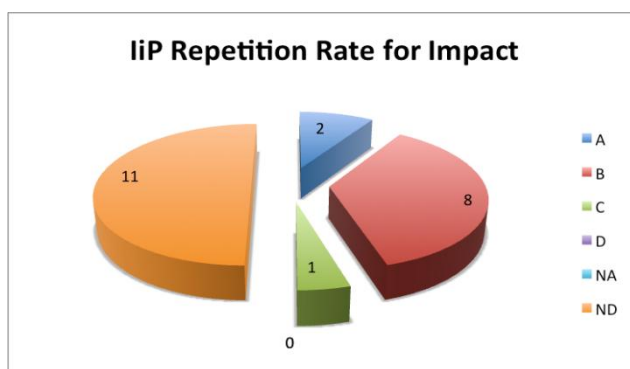
- The quality of the design of projects for Georgia, Jordan, Morocco, Mongolia and Pakistan were graded as very satisfactory;
- An example of high design quality is for the projects: *Support to the Technical and Vocational Education and Training Sector in Pakistan*, and *Supporting TVET Reform in Pakistan (TVET II)* - a joint project designed by DFID, the Commission and GIZ.

4.2.7 The impact of the bilateral projects and programmes

Impact can be positive and negative, comprise primary and secondary long-term effects produced by a development intervention, direct or indirect and intended or unintended.

Figure 10. Frequency for impact

The assessment reveals a contrasted result between B 'satisfactory' (37.5%) and ND 'Documentation not available'. It indicates how difficult it is for technical cooperation projects to produce the expected changes in the contexts and systems they address, irrespective of their relevance, effectiveness in achieving project results, efficiency in implementation and intrinsic quality of the design. The assessment of this criterion is affected by the fact that nine of the projects could not be assessed due to the non-availability of relevant documentation (ND). Only the ROM reports could give insight, but these take place before the end of the project cycle. Long-term effects of interventions in support of TVET reforms require ex-post and specific impact evaluations to measure the produced changes which are ultimately the employment or self-employment of students and trainees in decent jobs. In this regard, the Agenda for Change and the Council conclusions aiming at improving impact evaluations appear to be particularly appropriate.



Some findings:

- The project *Annual Action Plan 2007. Secondary Education and Training for Young People Programme*, CRIS 211952, in Argentina supported the implementation of a nationwide policy on education for youth and adults. A context of instability and uncertainty on the TVET-related legal framework

were indicated as the main causes of an intermittent implementation which constrained the implementation in line with the agreed work plans;

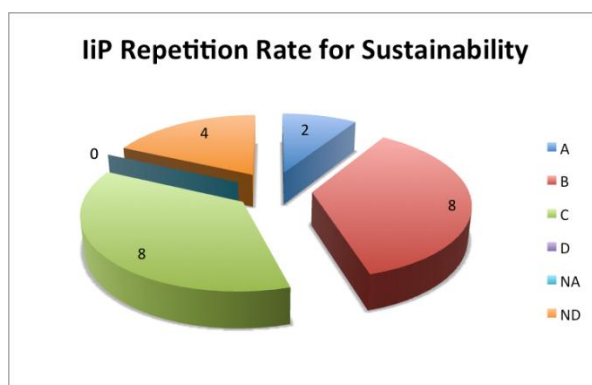
- The project *Appui au développement de la formation professionnelle dans les secteurs du tourisme, du textile et des NTIC - Formation Professionnelle II* in Morocco is credited to have produced positive impacts by contributing to the adoption of the NQF (levels, descriptors, validation) by the Inter-Ministerial Conference; the drafting of the Law on continuous training; the National SME support strategy; the development of a national employment strategy and the signature of the EU–Morocco agreement on labour mobility.

4.2.8 The sustainability of the bilateral projects and programmes

Sustainability is the continuation of benefits after major development assistance has been completed, the probability of long-term benefits and the resilience to risk of the net benefit flows over time.

Figure 11. Frequency for Sustainability

The assessment results for the sustainability criterion shows a contrasted situation: 15 of the projects are sustainable (B) 11 projects show sustainability problems (C) and 2% of the projects are denoted as presenting serious deficiencies (D) with regards to the overall sustainability of the project's action following completion.



Some findings:

The main elements of sustainability in many Commission-supported programmes¹⁰⁷ were found in:

- The support to the adjustment or development of TVET legal frameworks, TVET Laws or Apprenticeship bills e.g. Georgia, Bangladesh and Pakistan;
- The enforcement of existing legislation, alignment to objectives of national development agendas or sectoral policies and ongoing programmes e.g. Niger;
- The co-financing of national programmes e.g. the construction of technical colleges in Botswana;
- The establishment of tripartite platforms of governance e.g. the Industry Skills Councils in Bangladesh or the Pilot Regional TVET Partnerships in Egypt;
- The institutionalisation of changes and options proposed by the projects e.g. the Fund for Apprenticeships in Niger or the inclusion of the Specific Financing Agreement (SFA) of the TVET Reform Programme into the national law by virtue of a presidential decree.

4.2.9 The Added Value of ETF of the bilateral projects and programmes

The criterion serves to establish the extent to which the ETF's assistance further contributes to the expected changes, adding benefits to what would have resulted from Commission and Member State-only interventions. In particular, it was

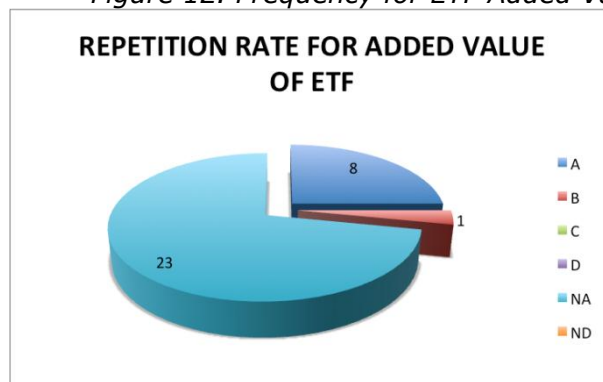
¹⁰⁷European Commission, *Country level evaluation Botswana Final report*. December 2009. <http://www.oecd.org/countries/botswana/44655520.pdf>.

possible to appreciate how the supported TVET systems benefited from the technical competencies of the ETF staff and the structured, consultative process of key VET stakeholders in the countries. In addition, the networks established in the countries and among countries via regional, sub-regional and thematic consultations and capacity building, as well as the 'practice' communities that complement the ETF's internal capacity and capability were also of added value.

The assessment of this criterion has been applied to projects in the countries under the geographical mandate (25% of the projects) of the ETF. Where applied, the result was the highest score 'A', for the totality of the projects.

The assessment of the projects highlights a positive link between the quality of the design of the Commission's bilateral projects when the ETF was directly involved in upstream activities (identification and formulation).

Figure 12. Frequency for ETF Added Value



Some findings:

- Direct links between the quality of design and project results in the assessed countries (Egypt, Jordan, Morocco, Armenia, Georgia, Moldova, Kazakhstan) could not be established, as some projects are ongoing or, as in the case of Egypt, recent national developments inhibit the continuity of operations;
- This is also compounded by the fact that the ETF is not entrusted with an open mandate of technically backstopping the projects it has contributed to identifying and formulating. A suggested change in this direction is highlighted in the final recommendations;
- The ETF supported the Armenian authorities to ensure progress in ongoing VET reform; on policy and systems; social dialogue; VET governance and labour market intelligence systems as the basis for an improved qualifications system. On the Social Partnership (SP) in VET, the National Council for VET Development and College Governance Boards became fully tripartite. In 2012, the ETF implemented a project on the National Centre for VET Development, piloting the validation of non-formal and informal learning (VNFIL) to be scaled up at the national system level;
- In Egypt, the ETF participated in all phases of analysis, identification and formulation of both bilateral projects I and II. The ETF contributed to strengthening career guidance and the both directly impacting on the project I. It also steered the formulation of Phase II towards increasing the quality of technical education and the transition from school to work;
- In Georgia, the identification fiche is based on the findings of the Baseline Analysis of vocational education and training (VET) sector development, drafted in 2008 with the ETF's assistance. The ETF's support to TVET and educational reform continues through the Torino Process. The enables the observer to consider the ETF intervention as a whole and as a good practice that can be used as a reference for Commission TVET programmes worldwide;
- The ETF has supported the initial steps of the Jordan TVET reform with specific projects on TVET indicators, support to social partner HRD units, gender studies and a NQF. The ETF also carried out the pre-feasibility on identification missions for the current bilateral programme;
- In Moldova, the ETF extensively analysed VET and human capital development (2009 and 2011) in the context of the priorities identified by

the National Development Strategy 2008-2011 that it contributed to develop.

4.3 Findings of the assessment of Investing in People TVET and SD interventions

Investing in People is the Commission's thematic programme for support in the areas of human and social development¹⁰⁸. It is a complementary instrument that channels Commission support through the country programmes. It aims at increasing the overall impact of EU assistance.

The mid-term review¹⁰⁹ looked at 2007–2009 projects to indicate possible changes in both programming and implementation for the forthcoming 2011-2013 period. The main recommendations (concerning TVET and SD) pertained to a further extension of previous initiatives addressing skill needs within the informal economy, both in urban and rural settings, strengthening links between the informal economy, formal and non-formal TVET and informal skills development. The recognition of skills acquired through apprenticeships, other informal means or as a result of labour mobility were also recommended alongside the scaling-up and sharing of successful examples among countries.

The assessment considered a total of 22 projects addressing TVET and Skills Development. In 4 projects addressing economic and social initiatives linked to the implementation of the Decent Work Agenda, TVET and SD were only mentioned as active labour market measures supporting the implementation of broader socioeconomic and human resource development policies.

The grading is provided in detail in the Assessment Fiches of the 22 IiP projects included in Annex 3. The results can be visualised in the following table:

Table 14. IiP projects' results distribution and relative frequency for each criterion

Grading/ Relative Frequency	Relevance %	2. PRF Effectiveness %	3. PRF Efficiency %	4. PRF Coherence %	5. PRF Quality Of The Design %	6. PRF Impact %	7. PRF Sustainability %	8. PRF Added Value ETF %
A	54.55	22.73 %	13.63%	45.45%	18.18%	9.09%	9.09%	0.00%
B	40.90	36.36 %	31.82%	45.45%	72.72%	36.36%	36.36%	0.00%
C	0.00%	4.54%	4.55%	4.55%	4.55%	4.55%	36.36%	0.00%
D	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
NA	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	100%
ND	4.54%	40.90 %	50%	4.54%	13.64%	50%	18.18%	0.00%

The main difficulty encountered was the assessment of effectiveness, efficiency and impact of multiple country projects. It was not possible to establish 'who' ultimately manages and backstops these projects. During the course of the field missions, this issue was raised with reference to the following IiP multi-country projects:

- *Monitoring and Assessing Progress on Decent Work (MAP)* (Bangladesh, Cambodia, Brazil, Indonesia, Niger, Peru, Russia, Ukraine and Zambia);

¹⁰⁸ OJ L 378, 27.12.2006, p. 41. Regulation (EC) No 1905/2006 of the European Parliament and the Council of the 18 December 2006 establishing a financing instrument for development cooperation.

¹⁰⁹ *Investing In People...*, op. cit.

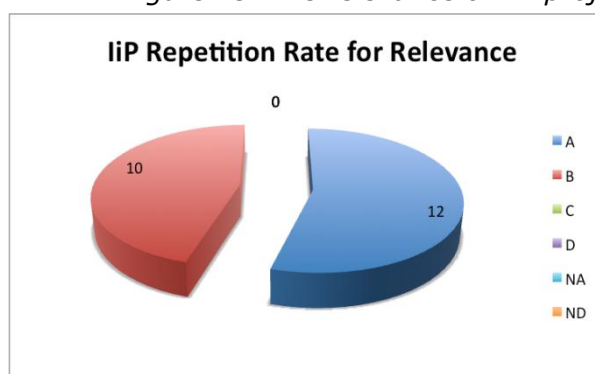
- Assessing and addressing the effects of trade on employment (Bangladesh, Indonesia, Benin and Guatemala);
- Vocational Training and Sustainable Tourism (Morocco, Bolivia, Nicaragua, Senegal and the Gambia);
- *Réseau Interrégional pour l'adaptation de la Formation technique professionnelle aux besoins de l'Artisanat (RIFA)*, (Morocco, Ivory Coast, Benin, Brazil, Honduras, Guatemala and El Salvador);
- *Amélioration des capacités de formation paramédicale au Maroc et au Mali, par l'appui à la création d'instituts de formation paramédicale au sein du Croissant-Rouge marocain et de la Croix-Rouge malienne* (Morocco and Mali).

4.3.1 Relevance of the IiP projects and programmes

The 4 projects addressing economic and social initiatives linked to the implementation of the Decent Work Agenda are considered as very relevant (A). The total of the 22 projects are very good or good.

Figure 13. The relevance of IiP projects

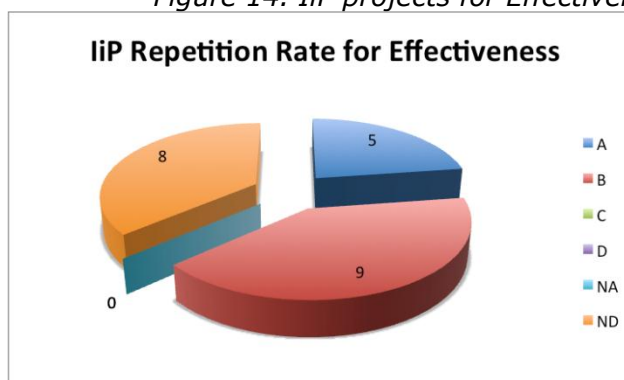
During the course of the assessment, questions about relevance arose. The IiP projects aim at increasing the employability of workers, youths and other vulnerable groups. Employability may refer to the prevailing conditions and demands of the informal economy that is the main or sometimes sole source of employment as well as to the small and sometimes shrinking formal economies. The projects, taking into consideration the objectives of IiP initiative, have offset their focus between the two options of providing skills for the informal economy and job creation capacity, and for the integration of informal workers into the formal economy.



4.3.2 Effectiveness of the IiP projects and programmes

Effectiveness was considered as 'very satisfactory' for the 22.73% of the projects and 'satisfactory' for 36.36%. One example is the project *Unblocking the Cocoa Value Chain Through Formal and Informal Pathways to Learning in Eastern Sierra Leone* that blended formal and flexible learning, mass media and school-based training at the school and community level. This reached a wide audience and raised awareness among the key stakeholders of micro companies and export services in the cocoa production sector.

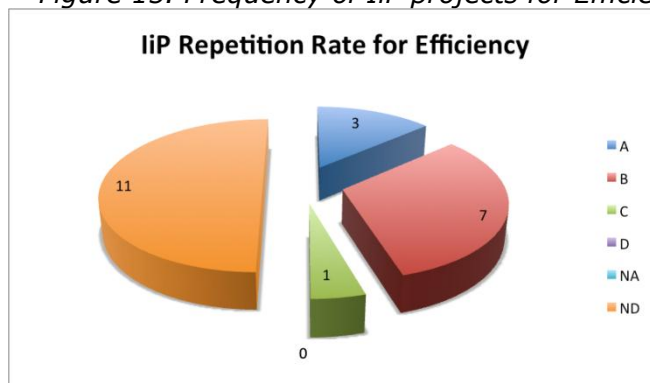
Figure 14. IiP projects for Effectiveness



4.3.3 Efficiency of the IiP projects and programmes

It was also necessary to consider the short duration of IiP projects and programmes as stipulated in the regulation of the IiP initiative (24-36 months) and the fact that the projects under the 2011 Calls for Proposals are still ongoing. For one half of the projects, there was No Data. 13.63% of the projects were 'very satisfactory' and 31.82% of the projects were 'satisfactory' in relation to the criterion of 'efficiency'.

Figure 15. Frequency of IiP projects for Efficiency



The most significant examples are the two projects *Technical and Vocational Education and Training for Young People in the Informal Economy* and *Skills for Unemployed and Underemployed Labour (SkillFUL): Promoting sustainable training in the informal economy for poverty reduction* in Bangladesh. These projects adopted training schemes to address a total of 10 000 unemployed youths or the underemployed in the informal economy, involving public and private training providers, specialised NGOs, formal and informal business associations and individual employers.

The third example is the project *Articulación del Sistema Nacional de Educación Técnica y Formación Profesional con las necesidades formativas de la economía informal* in Nicaragua. Efficiency was also rated as 'very efficient' in the ROM, particularly for the management and internal monitoring and control system that ensured a timely implementation of the components related to the establishment of human and technical infrastructures.

4.3.4 Coherence of the bilateral projects and programmes

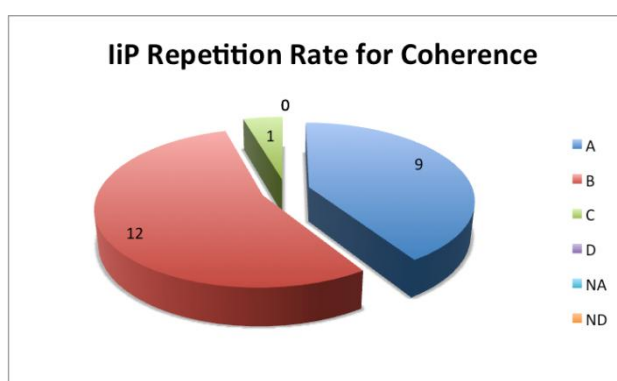
As indicated, IiP projects are selected and awarded on the basis of a Call for Proposals. All the projects selected as eligible for funding are 'highly coherent' (45.45%) and 'coherent' 45.45%.

- The programme *Skills Development and Employment for the Informal Sector in Nepal* (CRIS 231089) is fully coherent with the objectives

of the initiative. It is also coherent with UN policies and specifically with the Millennium Development Goals, as one of its objectives deals with the need to improve the provision of health services (namely: reducing child mortality, improving maternal and child health, and addressing socially significant diseases, in particular HIV/AIDS and tuberculosis). This alignment of policy priorities and a harmonisation of efforts suggest that coherence is present;

- The targeted projects, managed by the ILO, such as *Monitoring and Assessing Progress on Decent Work (MAP)* is highly coherent with the 2008

Figure 16. Frequency of IiP projects for Coherence

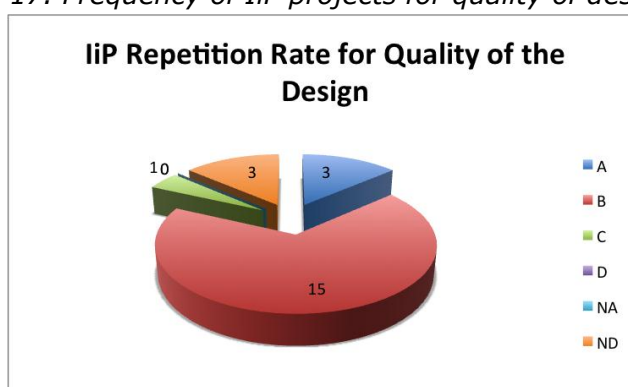


ILO Declaration on Social Justice and a Fair Globalization and reaffirmed the commitment of Member States to promote decent work. It highlighted that Member States may consider the establishment of appropriate indicators or statistics, if necessary, with the assistance of the ILO to monitor and evaluate the progress made. There is also coherence with the ILO Decent Work Agenda that seeks to promote 'productive work in conditions of freedom, equity, security and human dignity' and with the joint objective of the ILO and the EU; the European Consensus on Development indicated that 'the EU will contribute to strengthening the social dimensions of globalisation, promoting employment and decent work for all' and that 'the Community will promote decent work for all in line with the International Labour Organization agenda'.

4.3.5 Quality of design of the IiP projects

Figure 17. Frequency of IiP projects for quality of design

In general, the projects have a good quality of design, guided by the Call for Proposals format. The projects confirmed the conclusion of a recent assessment of projects under Investing in People¹¹⁰ that specifically targeted the informal economy: living and working conditions of workers and other vulnerable groups, better employability, access to a higher income and more social protection.



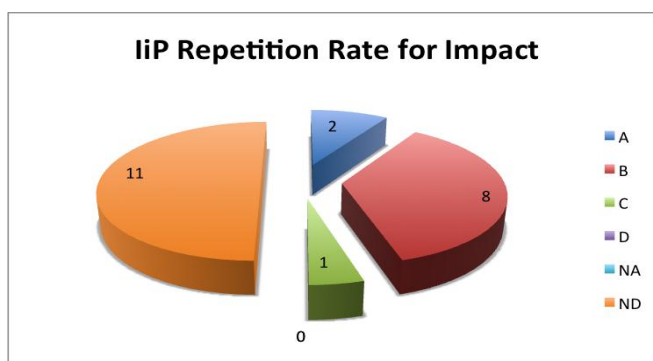
In TVET projects, the more recurrent design elements entail an analysis of the needs and the socio-educational-economic characteristics of the target populations; the analysis of the skills required by the markets; the development (or adaptation) of curricula, instructional material, training of trainers and courses; certification of the acquired skills; follow-up and insertion/business support mechanisms; consolidating the scheme through institutionalisation/legalisation and financial support.

4.3.6 Impact of the IiP projects

Figure 18. Frequency of IiP projects for Impact

It was not possible to assess impact of the 11 ongoing projects (out of the total 22).

However, for the majority of the projects, impact was considered as 'satisfactory' (36.36%), particularly with reference to improvements in the training curricula and programmes/courses for the



¹¹⁰ François Eyraud, Pascal Annycke, *Assessment of projects selected by call for proposals targeting the informal economy*. Final report, European Commission, Belgium, 2012.

most vulnerable groups, as in the case of the project: *Articulación del Sistema Nacional de Educación Técnica y Formación Profesional con las necesidades formativas de la Economía informal en Nicaragua*.

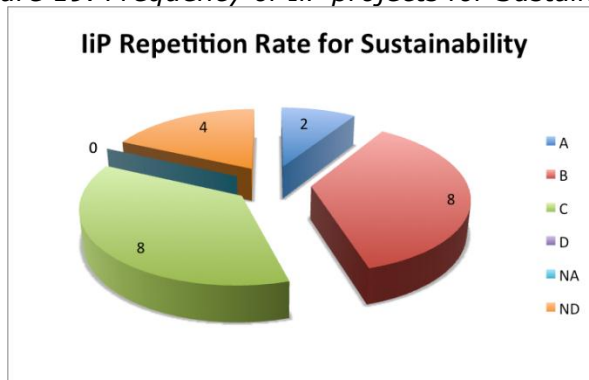
4.3.7 Sustainability of the IiP projects

Figure 19. Frequency of IiP projects for Sustainability

The number of B and C graded projects (eight) was the same (36.36%) in terms of sustainability.

This is partly due to the fact that project design formats required particular attention to be given to the articulation of the internal and exogenous factors to ensure sustainability of the proposed actions and long-term effects.

Hence, all the projects extensively proposed ways to ensure the continuity and long-lasting effects beyond their completion. Doubts arose when comparing the expected results with the time and resources available. Sustainability seemed to be higher when IiP projects were implemented as a complement to main bilateral projects (Bangladesh) providing that a high level of coordination could be ensured by the responsible EU Delegations.



4.4 Overview of current TVET reforms in 11 countries

The observation focused on the status of TVET reforms in 11 countries. These countries were all supported by Commission bilateral projects and partially by IiP projects. They were considered as a significant sample in order to retrieve information and data from the project documentation and other sources including TVET policies and strategies, reports and studies from partner governments, international development partners, NGOs and academic sources. The 11 selected countries were: Nicaragua, Peru, Benin, Ivory Coast, Niger, Botswana, Egypt, Morocco, Georgia, Bangladesh and Pakistan.

The review of the TVET reform trends is described at length in the Global Mapping document provided in Annex 7. The results provide insight into the priorities and level of implementation of TVET reforms in each of the 11 selected countries, how some countries have succeeded in advancing on certain components, whilst proceeding with greater difficulty on others.

When looking into the situations of the 11 respective countries, the main obstacles to reforms could be identified as:

- The real political commitment and leadership at stake against agreed targets and timeframes;
- The ambiguity of responsibilities and mandates of national lead agencies or ministries in relation to TVET;
- The institutional resistance to alignment and permeability of formal, non-formal and informal TVET sub systems;
- The difficulty of implementing decentralisation plans at multiple levels (e.g. national, state/province and institutional);
- The low involvement of key stakeholders in the diverse areas of TVET reform, from policy to delivery and, in particular, in monitoring and controlling the systems and reform progress;
- The difficulty to turn the technical and managerial capability of individuals

trained by international aid programmes into institutional capacity and subsequently putting policies and strategies into action;

- The transparent allocation of adequate budgetary and additional resources, resource diversification, cost-saving and cost recovery schemes;
- Monitoring and evaluation systems are not fully developed and implemented by the TVET actors.

A positive example is Georgia where VET reform is firmly embedded in the country's VET strategy (2009-2012) and spread across three main areas:

1. Increasing **access** to VET and supporting the professional development of individuals: through the funding of VET programmes for students at VET centres; increasing the accessibility and involvement of the population; establishing mechanisms for the recognition of prior learning; elimination of unproductive VET bodies;
2. Ensuring **quality** in VET: by developing: institutional, infrastructure and human resources at VET institutions; social partnership mechanisms to enhance VET relevance to the labour market: the National Qualifications Framework and occupational standards; VET curricula; VET quality control and quality assurance mechanisms;
3. Establishing participatory **governance**, management and an **effective and equitable funding** model in VET.

The overview has been visualised in the form of a matrix (Annex 7) that can be used to identify areas and priorities on which international aid is currently concentrated, as well as scope for future interventions in support of TVET reforms:

- Development of new national TVET policy and strategies and regulatory frameworks along a general policy shift from input-based to output-based activities;
- Governance, coordination of institutions and decentralisation of systems with the involvement of key stakeholders, along the trend of opening up government-controlled TVET to tighter links with private TVET institutions and companies as skills development providers (even co-financed from national budgets);
- Addressing economic and labour market needs and social demands (external efficiency) by strengthening the adoption of active labour market measures whereby the TVET supply is reinforced by follow-up services, transition from school to work, career guidance and incentives to employers for job insertion schemes, dual or alternating forms of training and support to self-employment through the inclusion of entrepreneurial skills in TVET programmes and business development services such as micro financing;
- Quality assurance of delivery (internal efficiency) particularly accreditation, certification mechanisms and credit systems;
- Sustainable financing and greater autonomy for TVET institutions.

To different extents, the selected countries, either under the category of LICs or LMICs, have all acknowledged that inclusive TVET systems, more relevant to the skills needs of their labour markets and more accessible to all segments of the population, contribute to social stability and inclusion, poverty reduction, and sustainable economic development. TVET reform plans are characterised by the interlocked and mutual dependence of the measures to be taken, whereby concrete changes in the systems depend on preceding and subsequent initiatives. It has been observed that sometimes, reform processes look like a circle rather than a logical sequence of incremental steps described in the plans and strategies.

5 Overview on TVET and Skills Development approaches by the most important development partners and agencies

EU Member States and international organisations adopt different approaches, methodologies, planning schedules, communication, financial regulations and submission and reporting procedures in the ways they manage their assistance to developing countries. The 'rules of the game' for delivering aid are outlined in the Paris Declaration on Aid Effectiveness (2005), the Accra Agenda for Action (2008) and the Busan Partnership for Effective Development Co-operation (2011) and focus on: country ownership of development strategies and programmes; alignment of donors' efforts with these programmes; harmonisation of donors' interventions to reduce overall transaction costs and managing for results and mutual accountability for well-functioning aid systems at country level. Technical Cooperation in TVET and SD is no different from the overall aid management process¹¹¹.

The Working Party on Aid Effectiveness and Donor Practices (2003) created by DAC-OECD supported a process of harmonisation of donors' practices¹¹² and on enhancing operational procedures. The objective was to reduce transaction costs and make ODA disbursement and delivery more flexible, taking into account national development needs and objectives with a view to strengthening the ownership of the recipient country and reduce the costs of managing aid.

Following DAC-OECD guidelines, the EU works towards coordination, harmonisation and alignment of its development aid activities. It promotes better donor complementarity by working towards joint multi-annual programming based on partner countries' strategies and processes, common implementation mechanisms, joint donor missions and the use of co-financing arrangements.

The European Consensus for Development¹¹³ is the major policy statement for European Development Cooperation and was jointly adopted by the Council, the Commission and the European Parliament. It spells out a common vision guiding the Development Cooperation of both the Commission and the Member States and specifies the policy to implement this vision at EU level.

The European Commission's *Agenda for Change*¹¹⁴ calls for a response to the need of reinforcing young people's knowledge and skills and vocational training for employability through strengthening the capacity of beneficiary countries, governments, relevant stakeholders and final beneficiaries to devise policies, strategies and develop systems that sustain the provision of TVET and SD.

The European Commission's Communication, *A new impetus for European cooperation in Vocational Education and Training to support the Europe 2020 strategy*¹¹⁵, recommended that EU policy on VET should be a subject for further policy dialogue and mutual learning with the international community, including both third countries and relevant international organisations.

Similarly, the EU Member States' bilateral development agencies and international organisations, when coming to international cooperation programmes on TVET and Skills Development, have agreed on policy-making processes, guiding principles linking skills and work, in respect of their specific mandates and approaches. Moreover, they contribute and stimulate intense dialogue and exchanges by participating in networks and platforms for discussion that they sometimes directly support.

¹¹¹ OECD, *Managing aid: practices of DAC member countries*, Paris 2009.

¹¹² OECD, *Harmonising Donor Practices for Effective Aid Delivery*, Paris, 2003-2006.

¹¹³ *The European Consensus ...op.cit.*

¹¹⁴ *Agenda for Change...op.cit.*

¹¹⁵ *New Impetus...op.cit.*

International organisations have directly set up platforms for global TVET and SD communities:

- UNEVOC-UNESCO is a network that facilitates the participation of 285 TVET institutions (UNEVOC Centres) in 166 countries promoting knowledge sharing and TVET-related research through its various online communities including the e-forum, portal and TVETipedia;
- The ILO global public-private knowledge sharing platform, established in cooperation with UNESCO, the OECD and the World Bank to pool relevant knowledge on skills for employment.

The EU also supports networks and platforms managed by its own specialised agencies, such as:

- Referenet (network of institutions to provide information on national VET systems and policies in the EU Member States, Iceland and Norway) and Skillsnet (network of researchers and experts active in the early identification of skill needs and forecasting or in the transfer of research results on future skill requirements into policy and practice), of the European Centre for the Development of Vocational Training (CEDEFOP) promotes VET development in the EU;
- TORINET network of expertise of the European Training Foundation, the agency that assists transition and developing countries' education, training and labour market systems' reforms in the context of the Commission's development policy.

Examples of TVET and SD networks and organisations

- *The Network for International Policies and Cooperation in Education and Training (NORRAG), is a forum for the analysis of international cooperation in education and training, supported, inter alia, by SDC (Swiss Agency for Development and Cooperation), DFID (Department for International Development, UK) and NUFFIC (Netherlands organization for international cooperation). It is linked to the Graduate Institute of International and Development Studies (IHEID) in Switzerland;*
- *The Educación, Trabajo e Inserción Social, en América Latina (redEtis) network was established by the International Institute of Educational Planning (IIEP UNESCO) for the sharing of discussions and policies on education, work and social inclusion in Latin America. It is located in Argentina;*
- *The Inter-American Centre for Knowledge Development in Vocational Training (Cinterfor) is a technical service of the ILO, located in Uruguay;*
- *The Association for Development of Education in Africa (ADEA), located in Tunisia, is a policy dialogue forum that encourages exchanges and reinforces links between all the 54 Ministers of Education in Africa and development partners including, inter alia, the EC, World Bank, African Development Bank, the Canadian International Development Agency (CIDA), the Japan International Cooperation Agency (JICA), DFID, BMZ-GIZ, UNESCO, UNICEF, USAID, the Department of International Cooperation and Development (DICD) of the French Ministry of Foreign Affairs;*
- *The International Network on Innovative Apprenticeship (INAP) is an association of researchers and research institutions supported by Bremen University;*
- *The TVET Portal for the Arab Region is a communication platform for TVET professionals and institutions to exchange information and knowledge in Arab countries;*
- *The Regional Centre for Vocational and Technical Education and Training (SEAMEO VOTEC), established by the Southeast Asian Ministers of Education Organisation (SEAMEO) to strengthen the quality of TVET in Southeast Asia;*
- *The National Centre for Vocational Education Research (NCVER) for research and statistics about VET in Australia;*
- *The European Forum of Technical and Vocational Education and Training (EFVET) is a European-wide professional association for TVET providers located in Belgium;*
- *The International Vocational Education and Training Association (IVETA) is a network of vocational educators, organisations, business and industrial firms based in the USA.*

Source: UNESCO-UNEVOC: http://www.unevoc.unesco.org/go.php?q=page_our_partners

5.1 Trends in development partners' support to TVET reforms

This section refers to one of this study's specific objectives of providing an overview of the approaches used to support TVET and skills development by the most important development partners and agencies. The Commission contacted a total of 35 multilateral and bilateral donors, EU Member States' bilateral development agencies and international organisations.

The former were requested to provide information about their technical cooperation programmes in TVET and SD, their position (vision, policy, strategic lines and approaches), priority countries and regions and their flagship interventions including literature and main lessons learned from their respective institutional assessments and evaluations.

On the basis of the nine official answers received and a further review of relevant literature,¹¹⁶ it is possible to observe (see Annex 8) that the restructuring of TVET systems and national reforms follows common trends and patterns and is inspired by shared, guiding principles:

Worldwide trends in TVET restructuring

- (1) A policy shift from input-based to output-based activities is favoured;
- (2) Exclusively government-controlled TVET systems are opening up to a linkage with private TVET institutions and skills development providers (including company-based training); these are sometimes co-financed from national budgets;
- (3) Entrepreneurship in TVET and skills development is encouraged through micro financing;
- (4) Greater autonomy is being granted to TVET institutions;
- (5) The involvement of all partners in the field in political decision-making is favoured;
- (6) New financing as well as certification mechanisms are envisaged at national, regional and international levels to ensure quality;
- (7) The curricula for the training of trainers and apprenticeship schemes are being revised;
- (8) Dual forms of training are promoted.

Source: UNESCO-UNEVOC. *Agencies for International Cooperation in Technical and Vocational Education and Training: A Guide to Sources of Information*. 2004, quoting Atchoarena, D. Delluc, A., 'Revisiting technical and vocational education in sub-Saharan Africa. An update on trends, innovations and challenges', Paris 2002 (UNESCO Publishing), p. 2.

As indicated by NORRAG¹¹⁷, according to the OECD's Development Assistance Committee (DACI data), international funding of TVET and Skills Development in relation to basic, secondary and higher education, increased from USD 230 to 668 million during the 2002-2009 period for DAC donors whilst data sources for non-DAC development partners are less certain.

By also including basic skills and advanced technical/managerial education, agricultural education and training, basic life skills for youth and adults, advanced technical and managerial training, employment policy and administrative management under TVET, as well as the development of education facilities, global funding reaches a figure in excess of USD 1 billion.¹¹⁸

The increase in funding clearly indicates that donors and partner country governments have linked TVET and SD to productivity and economic growth and thus rated this higher in their development agendas and national programmes. Cooperation programmes in support of TVET and SD reforms in developing countries set goals and targets in relation

¹¹⁶ UNESCO-UNEVOC. *Agencies for International Cooperation in Technical and Vocational Education and Training: A Guide to Sources of Information*, 2004.

¹¹⁷ Norrag, *New Trends in International Cooperation in TVET* by Kenneth King and Robert Palmer, August, 2012.

¹¹⁸ OECD's Development Assistance Committee (DAC): creditor reporting system (CRS). <http://stats.oecd.org/Index.aspx?datasetcode=CRS1> - <http://stats.oecd.org/Index.aspx?datasetcode=CRS1>.

to education as enshrined in the MDGs and the EFA Goals.

Donors have channelled their resources into projects and programmes, through PBAs, supporting government policy and expenditure programmes often across sectors (SWAp) and provided in the form of budget support (or cash transfers). Joint funding by several donors has also been adopted, such as multi-donor trust funds, to avoid the fragmentation of assistance and enhance the coordination of financial resources and cooperation. Donors have also continued to fund individual projects, embedded in partner governments' programmes relevant to the MDGs and in a declared connection with poverty alleviation.

The rise in youth unemployment in many OECD countries as well as in the developing world has been estimated at 73 million in 2013; informal employment and underemployment among youths is making the transition to decent work slow and difficult. TVET and SD systems are increasingly challenged by skills mismatches on youth labour markets where over-education and over-skilling coexist with under-education and under-skilling and skills obsolescence brought about by long-term unemployment.¹¹⁹

The ongoing global debate on the post-2015 aid agenda and the future of TVET and SD suggests that education and skills goals promoted by different multilateral and bilateral actors are likely to be more explicitly included in the post-2015 frameworks (MDGs and EFA Goals). New donors beyond the traditional OECD members are emerging in a context of South-South cooperation such as China and India. Furthermore, the objectives set for TVET and SD in the MDGs and EFA will certainly be changed or integrated with new TVET visions and innovating financing going beyond current consolidated TVET mechanisms.¹²⁰

The main development cooperation partners, EU Member State bilateral development agencies and international organisations when addressing TVET and Skills Development linked to work recall:

- Good quality basic education for all as an essential prerequisite for further skills development;
- Bridges between TVET and skills development and the world of work for workers to learn the 'right' skills, required by the evolving demands of labour markets, enterprises and workplaces in different economic sectors and industries;
- Partnerships between governments, employers' and workers' organisations and training institutions;
- Broad and continued access for all, enabling women and men of all ages, in both urban and rural areas, to fulfil their aspirations;
- Dedicated policies and measures to facilitate access by individuals and groups hindered by various barriers, including poverty and low income, ethnic origin, disability and migrant status;
- Education and skills policies well coordinated with employment, social protection, industrial, investment and trade policies;
- Up-to-date information to assess the match between the skills on offer and in demand in the workplace;
- Employment and vocational guidance services, to make youth and workers better-informed about available education and training;
- Innovative financing mechanisms.

¹¹⁹ ILO, *Global Employment Trends for Youth 2013: A generation at risk*, International Labour Office, Geneva, 2013.

¹²⁰ King, K. and Palmer, R., *Education and Skills in the Post-2015 Global Landscape: History, Context, Lobbies and Visions*, Norrag Occasional Paper 1, September 2012.

5.2 The European Training Foundation (ETF)

The ETF is the decentralised agency of the European Union that aims to support 31 transition and developing countries and territories exploit their human capital potential through the reform of education, training and labour market systems, in the context of the EU's external relations policy.

The ETF's vision is that VET systems can contribute to sustainable development by playing a dual role: in supplying relevant and high-quality skills to support growth and competitiveness (economic role) and by providing young people and adults with skills and competences for employability and active citizenship (social role).

The ETF cooperates with partner countries on the basis of: the European Union's external relations policies that provide the economic and political context for the ETF work programme and the EU's internal approaches to education, training and employment that provide relevant reference for partner countries on how to modernise their VET systems. Its main functions, consist of:

- Supporting the Commission's sector programming and project cycle;
- Supporting partner countries' capacity to develop, implement and review VET policies;
- Providing evidence-based policy analysis on country or cross-country policy reforms;
- Facilitating the exchange of information and experience, and networking among international VET community (agencies, regional platforms and councils, bilateral and international organisations and donors).

The ETF introduced a holistic model of analysis of VET systems, which examines vision, external efficiency - in terms of VET contribution to economic and social development - internal efficiency as quality of the VET system, governance and the financing of TVET systems and reform processes. The Torino Process's analytical framework aims at consolidating and extending the ETF's policy learning approach, promoting evidence-based policy-making for modernising and developing VET systems in the partner countries and allowing the ETF to provide relevant and accurate analyses to the Commission. The Torino Process is the basis for the ETF's operations at the country and regional levels, whilst at the inter-regional level, it works under a framework of recommendations provided by the Commission.

The ETF works in four regions covered by the EU's external relations policies: the Enlargement region covered by the IPA; the Neighbourhood south region covered by the ENPI; the Neighbourhood east region covered by the ENPI and Central Asia covered by the DCI.

In the EU's Southern Neighbourhood, the focus of the ETF's cooperation is on: quality and relevance of VET systems, qualifications systems (NQFs) and promotion of entrepreneurship and skills for SMEs; multilevel governance (social partners) and evidence-based policy making, implementation and monitoring; skills and migration (mobility partnerships and circular migration).

In the European Neighbourhood East, the focus is on: employment and lifelong learning, to promote horizontal and vertical mobility and pathways from initial VET to post-secondary VET and universities; development of NQFs; education and business partnership on incentives, legislation and public/private funding for continuing vocational training (CVT); multi-level VET governance; evidence collection on labour market needs.

In Central Asian countries, the ETF addresses: multi-level VET governance through the engagement of stakeholders in policy dialogue and implementation; vocational schools and business partnerships; attractiveness and quality of VET.

In adapting the approaches of the EU and its Member States to the context of the partner countries, the ETF demonstrates its comparative advantage; it has technical knowledge of the strengths and weaknesses of different VET and employment policies and strategies; the knowledge of the partner countries' contexts, policy needs and priorities for implementation; the capacity to fit the EU's instruments into the context of partner countries. The ETF's long-term presence in partner countries ensures continuity of national VET reforms initiated under the auspices of Commission interventions.

5.3 Development partners' specificities

The full account of the documentation received by the nine development partners is provided in Annex 8. The summary that follows highlights a number of distinct characteristics of their respective approaches as indicated by the partners themselves.

UNESCO has identified the Shanghai Consensus as the policy foundation from which programmatic, institutional, normative and partnership actions should derive. Its TVET strategy embodies policy indications in three core areas: the provision of upstream policy advice and related capacity development; the conceptual clarification of skills development and improvement of monitoring and acting as a clearinghouse and informing the global TVET debate.

UNESCO defines TVET as an integrated part of a more comprehensive post-primary education sub-system, based on standards related to various types and levels of training, certification and quality assurance based on systematic monitoring and assessment. This requires the involvement of the private sector to ensure linkages with the labour market and targeting vulnerable groups such as women and girls in the informal economy.

UNESCO's corporate priorities are the following: the implementation of the Strategy to revitalise TVET in Africa and Gender Equality to boost the inclusion of girls in national TVET programmes and their transitions from education to work.

UNESCO ensures a global outreach. Its response to an increasing demand of assistance is regionalised assistance that generates economies of scale and reinforces impact through knowledge sharing and peer learning. Work on the conceptual clarification of TVET and the monitoring of Skills Development and the coordination of different agendas requires global partnerships such as the Interagency Group on TVET and an Inter-Agency Task Team (IATT) in West Africa supported by thematic and geographic networks (UNEVOC).

The main lessons learned from UNESCO's cooperation relate to partnerships with international, regional and sub-regional organisations for implementing activities and cost-sharing; coherence across the Organisation and the outcomes of UNESCO's work in the field of TVET through a systematic utilisation of its internal TVET expertise; more active resource mobilisation at regional level; a stronger coordination of different TVET agendas (IAG-TVET work on indicators, G20 indicators, Education for All Global Monitoring Report); more focus on inequalities, including the critical situation of youths and women in labour markets; further work on skills and competencies for sustainable development and greening economies; further work on quality assurance, the recognition of qualifications and placing TVET in a lifelong learning and sustainable development perspective.

The German institutions, GIZ, Federal Institute of Vocational Education and Training (BIBB) and the Federal Ministry for Economic Cooperation and Development (BMZ) emphasised the principles of the German VET systems (cooperation between the state, trade and industrial sectors; learning in the work process; acceptance of national standards; qualified vocational training staff; institutionalised research and consultancy on labour market data as the foundation for skills forecasting; multi-level approach to facilitate sustainable system changes; sectoral approaches in areas with significant

potential for economic growth) as the basis to their interventions.

Within the field of VET, the German Development Cooperation's strategy links up with the ILO's Decent Work Agenda, the G20 Training Strategy *A Skilled Workforce for Strong, Sustainable and Balanced Growth*, the Conclusions of the European Council *Promoting Employment through EU Development Cooperation*, the World Bank's strategy *Skills towards Employment and Productivity* and the Shanghai Consensus of UNESCO Member States. All these activities and links are intended to advance Germany's position in international and multilateral processes and negotiations.

German cooperation affirms itself as 'the world's largest donor in the field of VET'¹²¹ and ensures worldwide outreach by operating in Sub-Saharan Africa: (Angola, Congo, Ethiopia, Ghana, Mozambique, Namibia, Rwanda, Sierra Leone, South Africa, Togo and Kenya); Asia: (Afghanistan, China, East Timor, Indonesia, Laos, Mongolia, Myanmar, Pakistan, Sri Lanka and Vietnam); South Europe and Central Asia: (Albania, Bosnia and Herzegovina, Georgia, Kosovo, Kyrgyzstan, Moldova, Serbia, Tajikistan, Uzbekistan, Turkmenistan, Kyrgyzstan and the South Caucasus); Latin America: (Brazil, Honduras, Peru, Ecuador, Guatemala, El Salvador, Costa Rica and Nicaragua) and the Middle East and North Africa: (Algeria, Egypt, Iraq, Lebanon, occupied Palestinian Territories, Tunisia, Egypt, Yemen, Jordan, Syria and Morocco).

Germany has significantly increased its VET-related spending in recent years. It recognises that increased funding on its own is insufficient in achieving the objectives set in the field of VET and that the quantity and the quality are important to achieving better results. Consequently, it acknowledges that finally this will improve the organisational realignment of German Development Cooperation, results-based monitoring of individual projects and programmes and evaluations.

In 2011, GIZ commissioned an independent synthesis and meta-evaluation study in the field of TVET. The major recommendations for increasing the success of TVET projects delivered by GIZ were clustered under: relevance (mostly related to project design, capacity building, economic sectors and focus on unemployment), effectiveness, (target groups, partners, stakeholders), efficiency (coordination among German development agencies, with other donors, geographic focus, spill-over effects, timeframes for implementation), impact (target groups, women, model training centres) and sustainability (from exit strategies to the integration of pilots in national institutions).

Austria's Development Cooperation's focus on TVET is also on enhancing its role for social inclusion, access to the labour market and the quality of existing elements of work-based learning.

Hence, the new approach will include innovative formats for policy, social inclusion, cooperation between schools/education institutions and the world of work and quality assurance (teachers/trainers, competence-based learning and entrepreneurship learning).

Austria's Technical Cooperation on TVET and SD is concentrated on the Western Balkans and Moldova.

The British Council's vision is 'one where employers are fully engaged in skills development and young people have the skills needed, not just to support economic prosperity, but to tackle future international challenges'. The purpose of its TC programmes is to enhance the quality of skills systems by encouraging closer links between education, employers and policy-makers in the UK and worldwide.

¹²¹ Annex 8: Overview on how TVET and skills development are addressed by development agencies.

Its implementation strategy entails: involving policy and decision-makers in government, education and industry in addressing global skills challenges; providing senior educationalists and employers with partnership and knowledge sharing opportunities to support skills development, promote innovation and build more opportunity and trust for the UK and¹²² giving young people new opportunities, higher aspirations and a greater global perspective, supported by new knowledge, skills and aptitudes.

The main outcomes of the TC programmes are indicated as: a consolidated network of employers, employer representative organisations and other skills stakeholders; improved knowledge and understanding of effective skills development approaches; young people better prepared for the world of work and enterprise; increased understanding and recognition of the benefits of working internationally; policy changes and new approaches to Skills Development implemented at national, system and institution levels and higher quality skills development that meets industry needs. The activities are clustered around: policy dialogue at country, regional and international level; partnerships for skills development; enterprise and innovation and awareness raising.

The British Council works in 30 countries: Wider Europe: (Bosnia Herzegovina, Kosovo, Turkey, Serbia); Central Asia: (Kazakhstan, Uzbekistan, Israel, South Asia: Bangladesh and Pakistan); Middle East and North Africa: (Bahrain, Iraq, Saudi Arabia, Kuwait, Oman, UAE, Yemen, Egypt, Libya, Morocco and Tunisia); East Asia: (Vietnam and China); Americas: (Brazil, Colombia, Mexico, Trinidad and Tobago and Jamaica) and South Africa.

Lessons learned: ensuring a common understanding by all partners of the cultural and local contexts of their partners and other key stakeholders; encouraging the involvement of employers to increase the relevance of the project work and the chances of lasting impact; ensuring the implementation of flexible support for projects, good leadership, professional project management, support of senior staff and teachers within organisations, investment in time spent in planning and getting to know the context; early involvement of key influencers, authorities and employers in order to increase dissemination and produce higher impact.

Swiss Development Cooperation has shifted from principally supporting centres of excellence (e.g. in Nepal, Indonesia and India) to a broader understanding of VET. This includes the non-formal and informal sector as well as employment aspects, reflected in the adoption of the term 'VSD', which is used instead of VET and also tends towards a holistic approach to TVET development (e.g. in Bangladesh).

SDC has VSD projects in many countries in which it seeks to establish regional dynamics: youth employment in the Western Balkans and in North Africa/Middle East certification in Latin America and linking basic education with VET in West Africa.

The approach adopted by the Agence Française de Développement is to promote TVET systems guided by economic demand in line with the private sector's needs and fostering the social integration of youths through employment. The AFD's strategy to promote the development of training provision tailored to both public and private demand, from the post-primary level to higher vocational education is built on the fundamental principle of a strategic and operational partnership between the state and civil society (employers' representatives, professional sectors, craft federations, etc.). The AFD has been promoting vocational training actions for some thirty years. From the mid-1990s onwards, it became involved in modernising vocational training systems in countries seeking to adapt the modern sectors of their economies to international economic competition (Morocco, Tunisia and Vietnam). From 2005 onwards, the AFD extended its TVET actions to Sub-Saharan Africa (Congo, Gabon, Mauritania, Senegal

¹²² Annex 8...op. cit.

and Tanzania).

The Ministry for Foreign Affairs of Finland aligns technical cooperation on TVET with decent work. The Ministry indicates education and training as the largest Technical Cooperation sector for NGOs involved in implementation. Education, decent work, reducing youth unemployment and improving the status of women and children are special priorities of the Government's Development Policy Programme.

The Development Policy Programme promotes equality of access to education, including vocational training of high quality and relevance for labour markets. Equal and high quality basic, vocational and higher education provide relevant knowledge and skills for the societal sectors. Quality education for all promotes employment for young people and adults. High quality research, innovation and skills combined with entrepreneurship lead to inclusive economic development. Programmes and projects have to ensure that they produce a skilled labour for the markets or create the preconditions for independent entrepreneurship. In many large scale programmes, technical and vocational skills are mainstreamed in the agriculture, forestry and water management sectors. Many projects support technical and vocational skills for disadvantaged youths with several projects addressing the formal and non-formal training of disabled persons.

Finland concentrates its cooperation on TVET and education in Nepal, Africa (Mozambique and Zambia) and in the occupied Palestinian Territories. In its Central Asia programmes, support is dedicated to youth professional training and the planning of TVET in line with future employer skill needs. In Zambia, skills for green jobs target youths involved in eco-sustainable house constructions (implemented through the ILO).

5.4 Common aspects

The review of the documents provided by the development partners on vision, policy, strategic lines and approaches of their technical cooperation on TVET highlights that they have many aspects in common.

Donors emphasise that TVET is an integral part of education policies. Hence, a priority objective is to reinforce the links between TVET, literacy and basic education, the creation of pathways and links among the TVET sub-systems and between TVET and formal education. This is achieved through national vocational qualification frameworks or general NQF that embrace skills development as a seamless path from basic education to lifelong learning.

TVET, as part of Active Labour Market measures, is to be integrated into broader social and economic policies such as employment, social protection, industry, investment, and trade. Donor programmes promote active partnerships between governments, employers' and workers' organisations, CSOs and public institutions. These partnerships range from policy-making (policy dialogue), regulation, governance and implementation, monitoring and evaluation of TVET systems and programmes. Programmes aim at better reaching students and workers with the 'right' skills required by technology changes and innovation in enterprises and industries.

All donors strongly support access to TVET and SD for all target groups including women and men of all ages, in both urban and rural areas, those on poor and low incomes, ethnic minorities, persons with disabilities, migrants, internally displaced people, refugees, returnees and ex-combatants. An increase in access is seen as the most immediate contribution of TVET and SD to poverty alleviation and reduction.

The expansion of the supply capacity through the upgrading of existing infrastructures and the construction of new establishments (immediate response) are the most common options adopted to increase access. Strengthening private providers, schools and workplace training and local employers' investments in training and equipment and constituting medium-term strategies to minimise the risk of technology obsolescence are other ways for access increase. Donors also address the traditional, non-formal, and

informal skills development systems generally with the aim of increasing their efficiency, linking them with formal training and recognition, without reducing their effectiveness, relevance, and attractiveness.

A great deal of donors' support focuses on the quality of TVET systems in their systemic, managerial and delivery dimensions. Some EU Member States make explicit reference to their own models or to elements of EU models. All donors, although using slightly differing definitions, propose internationally recognised standards (occupational, instructional and methodological) to make certifications internationally acceptable, workers mobile and systems accountable.

On the strategic use of resources, donors mostly indicate an objective of concentrating resources on more specific TVET reform areas rather than targeting overall reforms, shifting from small-scale pilot components to larger-scale implementation over longer terms. They tend to be less involved in TVET hardware and concentrate more on building human infrastructures, limiting the mobility of their own expertise and drawing on international expertise networks.

Donors all consider TVET and SD as a powerful instrument in support of public sector job creation, and community-based livelihoods for fragile states, recovering from the effects of natural disasters or years of conflict. The programmes in support of fragile states vary in relation to differences between post-conflict and post-disaster situations and the skills components include core technical, entrepreneurial, and catch-up learning.

5.5 Implementation partners in the assessed TVET and SD projects funded by the Commission

Formal TVET in many LICs and LMIC countries frequently adopt European country models. For example, French-speaking countries adopt the VET system of France (Morocco, Benin and Haiti) and English-speaking countries use the vocational qualifications of the UK (Botswana and India). In these respective cases, the AFD (France) or the DFID (United Kingdom) are the main donors in these countries. The German Cooperation's programmatic reference to its own institutional model constitutes a benchmark for its interventions such as the introduction of the German dual system in Egypt.

The result is the coexistence of different models introduced in the countries' TVET systems by different development partners. When national authorities are capable of coordinating the multiple offers of cooperation and making these complementary to and coherent with national policies, strategies and programmes, the results are translated into stronger national institutions. Hence final beneficiaries can access more and better-quality TVET and SD opportunities. On the other hand, national systems that are often affected by high institutional fragmentation run the risk that non-convergent and uncoordinated interventions (mostly through stand-alone projects) increase divisions and the competition for resources.

From 2002 onwards, EU priorities evolved with the changing of HRD policy and governments and social partners committed to making EU TVET the best in the world. The EU Member States adopted the Copenhagen process of cooperation based on common priorities, systematic strategies at the policy level and the development of common TVET tools to increase the quality and relevance of education and training. The most visible result has been the EQF as a common European reference system, linking different countries' qualifications systems and frameworks. It promotes NQFs as key instruments for reforming education, training and qualifications systems in Europe, the European Economic Area and EU candidate countries.

The EU TVET and SD model, developed by the same Member States that assist partner countries through their bilateral cooperation programmes, could be the common ground

for better coordination, stimulated, *in primis*, by the Commission's programmes and projects.

The systematic cooperation on TVET in Europe is quoted by the Asian Development Bank (ADB) as an example of the growing importance of HRD strategies and skills development to accompany economic cooperation¹²³. According to the ADB, although the socioeconomic challenges and the demand for changing skills needs for Europe and Asia-Pacific are different, the European model provides a useful example of a regional framework for cooperation and a long-term goal for TVET development in Asia. In particular, the needs for Skills Development are as relevant to Asia as they are to Europe and include:

- Improving the effectiveness of governance and financing of TVET;
- Reinforcing links with the labour market;
- Increasing access to TVET by addressing equity issues;
- Improving the quality of TVET;
- Lifelong learning through TVET;
- Improving available statistics and performance indicators for evidence-based decision making;
- Increasing the attractiveness of TVET.

Remarkably, in the documentation received for this study, the development partners do not make any reference to the EU TVET model or to its common tools or to the objective of coordinating with the Commission's policies and programmes. This observation indirectly confirms the impression received during this study's field missions, that enhanced coordination by the Commission is needed, as advocated in the Agenda for Change.

Nevertheless, cases of concrete coordination were found in the implementation of the assessed TC projects and are detailed in section 8 of the Assessment Fiches (Annex 3) of the 54 assessed Commission interventions. The section 'implementation partners' includes national counterparts and international development partners and donors. Examples of such coordination among the Commission, Member States and other international actors at the project implementation level are to be found in:

- Egypt: within the projects *Assistance to the Reform of the Technical and Vocational Education and Training System (TVET I)* and *Technical and vocational education and training reform – phase II (TVET II)*, Germany (GIZ), Italy, France (AFD), the UK (British Council) are involved in the Development Partners Group (DPG) for the sub-sector of education and skills development, which is co-chaired by the EU Delegation;
- Jordan: *Support to the Employment and Technical Vocational Education and Training (ETVET) Reform*. A number of donors support the sector, creating synergies with the EC programme, namely Canadian International Development Agency (CIDA) with the 'Best' Projects, the World Bank with its *Employer Driven Skills Development Project*, USAID, SABEQ project, JICA and KOIKA (on pilot Centres), ILO supporting the employment strategy and new social security scheme and GIZ with a Public-Private Partnership programme. Some Member States undertook related sector interventions such as Denmark (on promoting women's access to the labour market) while the UK, Netherlands, France and Italy had indicated interest in supporting the TVET sector;
- Botswana: *Francistown College of Technical and Vocational Education (CTVE)*. The then GTZ introduced the dual system (National Craft Certificate) and the GIZ, since 2004, has been involved in a Technical Assistance programme for selected sectors. The new 2015-2020 programme, will continue on a co-funding basis, to introduce a demand-oriented, dual training model on the diamond value chain, the training of students, Quality Assurance and equipment/material in partnership with the Chamber of Mines;

¹²³ ADB 2013. *Skills Development for Inclusive and Sustainable Growth in Developing Asia-Pacific (2012-2013) Technical and Vocational Education and Training*. op. cit...

- Pakistan: *Support to the Technical and Vocational Education and Training Sector in Pakistan and Supporting TVET Reform in Pakistan (TVET II)* where the Commission, DFID and GIZ undertook a joint identification and formulation mission of TVET reform projects. Co-funding arrangements were adopted and one of the partners was awarded the programme's implementation. The National Vocational and Technical Education Commission (NAVTEC) chairs a Donor Coordination Working Group (DCWG) as part of the NAVTEC capacity building provided by the EC projects. The Joint Project Steering Committee (PSC) will further ensure donor coordination, as other active donors will be part of the PSC.

6 Recommendations for a future strategy in TVET and Skills Development for the Development Cooperation of the European Commission

This chapter presents the lessons learned, best practices and recommendations for a future TVET and Skills Development strategy for the Directorate General for Development and Cooperation of the European Commission. The projects' classification and assessment, the field missions as well as the overview of the main trends of TVET reform in the 11 countries assisted by the Commission¹²⁴ provided a wealth of information and have facilitated the identification of key lessons learned and key elements of success across the 54 projects. It is important to recall that more than half of the assessed projects (59%) are still ongoing. Hence, any lessons and best practices drawn from ongoing projects cannot be considered as final, but rather as indications, that are likely to change when the projects reach completion and a final evaluation is undertaken.

The main thematic areas of TVET are policies and systems, TVET access to target groups, sectoral training, Active Labour Market Policy and Measures, the informal economy and social inclusion; all have been integrated with the specific objectives of the Agenda for Change, as the recommendations are expected to be related to the purpose and priorities of EU Development Policy.¹²⁵

6.1 Lessons learned

The summary of the lessons learned from the assessed projects is related to the main thematic areas of TVET intervention as classified in Chapter 3. All the lessons learned from each project are available in the project Assessment Fiches provided in Annex 3.

6.1.1 Lessons learned from support to TVET and Skills Development policies and strategies

As indicated in the classification, the majority of the projects provide support to the reform of TVET policies and systems. The main lessons learned from these thematic areas indicate:

- A higher coherence with the EU TVET model and tools observed in the projects undertaken under the auspices of the European Neighbourhood and Partnership Instrument which allows national authorities to compare concrete options and minimise the risk of adopting 'bits and pieces' of assorted systems or a mechanical transfer of supply-driven patterns. Moreover, such coherence, or more explicit reference to the EU model, reinforces the Commission's Technical Cooperation;
- Technical support on governance mechanisms, provided in the absence of a clear distribution of roles and responsibilities of national institutions, increases the risk of feeding the notorious struggle between labour and education and their poor coordination, which, in fine, reduces institutional capacity for national policy implementation (Aprolab I in Peru);
- Support to national development strategies that goes beyond the projects' life spans has reinforced the links of TVET to social development, economic growth and sustained long-term reform processes (Moldova, Georgia, and in the opposite case - Jordan). The assistance to national TVET institutions and networks of expertise on HRD areas puts TVET at the centre of social and economic policies;
- That support to TVET as an active labour market policy through restructuring labour market institutional settings and the launching of targeted employment programmes requires different timeframes for immediate and long-term objectives and outputs. It

¹²⁴ Annex 7: Global Mapping.

¹²⁵ *Executive summary of the impact assessment. Commission staff working paper accompanying the communication on increasing the impact of EU development policy: an agenda for change.* SEC (2011) 1173 final, 13 October 2011, {SEC(2011) 1173 final}.

also needs to be supported by sectoral policies (education, social, labour market, economic and regional policies) at the same time. Delivery modalities (project approach or budget support) demonstrated varying impacts on the attainment of the immediate objectives (Jordan, Egypt);

- Project components supporting the inclusion of marginalised and vulnerable groups, through governance (decentralisation and coverage), policy (basic literacy, RPL), access (schools, workplace, apprenticeship, mobile), quality (curricula, trainers, material, facilities) and the involvement of the private sector from both the formal and informal economies, have remained at a pilot and thus provisional level in the absence of adequate national resources for scaling them up (Gabon, Benin, Niger, Egypt and several IiP);
- Subsequent projects have ensured continuity with national TVET reform efforts, learned from feedback, been more relevant, effective and efficient. Furthermore, sequences of projects as observed in 6 countries: Armenia (3), Egypt (2), Pakistan (2), Niger (2), Peru (2) and Botswana (2) have increased impact and sustainability and reinforced the perception of the EU as a driver for reform.

6.1.2 Lessons learned from project designs and the implementation of support to TVET reforms

The projects generally proved to be well identified and formulated as demonstrated in the Chapter 4 analysis. Nevertheless, there are a number of lessons to be learned with regard to design and implementation:

- A solid evidence-based analysis, baseline data and information on the TVET system as a whole enabled projects to be better focused, concentrate resources on priority areas, limit the use of pilot actions (efficiency and sustainability), better coordinate with other donors' interventions (effectiveness and coherence) and promote identifiable and sustainable changes in the supported systems (impact) (Dominican Republic, Pakistan and Bangladesh);
- The introduction of structural changes in TVET, such as outcome and competence-based approaches, modular training, mobility within training and education regulated by national vocational qualifications frameworks for all the education subsystems has followed approaches that are sometimes closer to the experience of the expertise mobilised by the projects rather than to the EU model (Egypt, Pakistan, Argentina, Jordan and Georgia);
- Early and systematic involvement of social partners and businesses in project formulation and delivery has increased effectiveness, ownership, sustainability and impact also in the case of projects simultaneously addressing multiple components of TVET systems, from policy, governance, quality and delivery to financing (Morocco, Egypt, Bangladesh and Argentina);
- Coherence with government priorities and programmes as well as international development frameworks, such as poverty reduction strategy programmes and United Nations Development Assistance Frameworks (UNDAF) enabled stronger synergies and coordination with other donors, a better focus on selected areas and higher complementarity with the broad TVET reform agenda. Projects relatively less connected with national government strategies and other external donors' initiatives have involuntarily contributed to the further fragmentation of TVET systems. This has been put into effect by adding new models, approaches and placing additional burdens on national authorities or feeding the tendency of different institutions having a stake in TVET to work with their own donors in isolation (Mongolia, Gabon, Ivory Coast and Botswana);
- Traditional trades continue to prevail in the Commission's projects focusing on training supply capacity (new training facilities and equipment, curricula, programmes, training material and teacher training). The emergence of new jobs and the requirements for new skills in services related to human well-being and care, social assistance and protection and for green jobs, has been largely neglected by Commission programmes and projects;
- The importance of communication to increase TVET attractiveness, beyond standard

awareness raising, visibility and project promotion is generally not considered a priority in Commission project design and implementation, as well as the systematic utilisation of blended forms of training (a positive exception was observed in Sierra Leone);

- In the assessed projects addressing the informal economy, the scale of the actions were not sufficient to achieve real impact and boost competence. In several IiP projects, the objective was optimistically considered as achievable through a small demonstration that national authorities would eventually scale up. Support to local Skills Development initiatives such as associations of artisans and rural women or local training institutions to cater for local needs and opportunities proved more relevant and effective (Niger, Bangladesh and Guinea). Multiple country projects targeting the building blocks of TVET appeared hardly relevant and had limited to null impact on the systems of the targeted countries.

6.1.3 Lessons learned from the coordination and complementarity of Commission support to TVET reform with national agendas, donors and development partners

The assessment indicated a satisfactory level of relevance and coherence in the assessed projects as well as a coordination effort with international development partners. Some further lessons can be learned:

- The introduction of a recognisable, holistic TVET model in a beneficiary country has reinforced the role of the Commission as a pivotal partner for national reform efforts and has generated a catalytic effect on other donors. Examples of this are *NIGETCH 2* and *Programme d'Appui à la Formation Professionnelle Continue*, Phase 1 and 2 in Niger, Bangladesh, Pakistan, Egypt, Armenia and Georgia;
- In the cases of long-term technical cooperation assistance provided by several donors on different areas of TVET, the Commission intervention on policy and systems has mostly contributed to bringing about higher coherence, providing direction to national efforts and adding value to the other donors' interventions (Moldova and Bangladesh);
- The concentration of a critical mass of resources on a specific area of TVET development, such as growing productive sectors, has proved more effective in delivery. The assessment did not establish an immediate correlation between effective implementation and the achievement of the expected impact on TVET policy and systems. (Morocco, Botswana, Egypt and Sierra Leone);
- The competence and reputation of implementing agencies or consortia working on subjects that reflect their own *raison d'être* boosted credibility, participation and ownership, such as the case of the IiP multiple projects implemented by the ILO with governments, employers' and workers' organisations. Institutional memory, continuity and maintenance of schemes and tools introduced by the Commission projects increase effectiveness, sustainability and impact and guarantee the quality of design.

6.2 Best practices in line with the objectives of the Agenda for Change

Best practices for TVET and Skills Development have been identified in line with the objectives of the *Communication on Increasing the impact of EU Development Policy: an Agenda for Change*. The thematic areas utilised in the project classification are the axis upon which these best practices can be organised. The Annex 3 Assessment Fiches provide details for each individual project.

Good governance, in its political, economic, social, and environmental terms, is vital for inclusive and sustainable development. Sector reforms increase access to quality education services

Many projects supported and leveraged TVET policy changes. The attention to link TVET and SD policies and strategies with HR and broader socioeconomic policies is present in all projects including a policy component. Another general feature is the involvement of social partners. Policy changes have been introduced with regard to TVET legal and regulatory frameworks, coordination mechanisms for the many institutions involved in TVET, governance (national and decentralised authorities), integration (initial and continuing VT, formal, non-formal and informal TVET and education), qualifications frameworks for system coherence, quality (skills standards, training and upgrading of teachers and trainers), training and teaching approaches (outcome-based, modularised, competence-based approaches). Policy changes are evident with respect to partnerships of key stakeholders (skills councils, social dialogue platforms) and sustainability and affordability of TVET and SD (financing mechanism and accountability). Under the ENP, the projects have benefited from the ETF's expertise, which structured the assistance to policy and system development in coherence with the elements of the Torino Process.

- In Armenia, the projects: *Support to Poverty Reduction Strategy through the development of human resources as a result of a modern efficient vocational education & training system* and the project *Support to the Continuation of the Reform of Vocational Education and Training (VET) sector and Development of an Employment Strategy*, accompanied all the reform changes that began in the early 2000s. These are still ongoing and concretely support key governance institutions such as the National VET Council and the National VET Centre. The EU is the main donor for TVET with in excess of EUR 36 million of budget support being provided since 2007. This assistance is complemented by an ETF project on continuous VET piloting the validation of non-formal and informal learning. Thanks to the Commission's assistance, the policy-making process covered the development of the VET legal framework (law), policies and strategies (the Education Development Programme, the VET reforms Programme action plan, the Continuing education strategy (draft) and the setting-up of state, research and tripartite bodies and councils to strengthen the governance of the system). Commission assistance for VET policy promotion under the ongoing programme will entail the mainstreaming of the pilot reforms to all providers, a more substantive involvement of social partners in the new decentralised system, a policy for non-formal and informal training and the regulation of a National Training Fund;
- Georgia is a country that joined the Bologna process in 2005 and initiated VET reforms in 2007. The *Support to the Vocational and Education Sector of Georgia* project produced a new VET law, promoted the adoption of a National Qualifications Framework and an education quality assurance mechanism. It also enhanced the multi-stakeholder governance of the system through a balanced combination of centralisation (the binding legal and regulatory framework) and autonomy (initiative and autonomy devolved to providers);
- In Morocco, the project, *Appui au développement de la formation professionnelle dans les secteurs du tourisme, du textile et des NTIC - Formation Professionnelle II* was one of the main drivers of TVET in the years 2012 and 2013. The project promoted a participatory and inclusive approach to the TVET system's regulation, governance and implementation; the drafting of a law on continuous training; a national strategy for SMEs, an employment strategy and the EU-Morocco agreement on labour mobility;
- In Kazakhstan, the project *Support to the National Programme of Vocational Education Development* supported the implementation of national policies that the Commission had contributed to developing through the EU Technical Assistance to the Commonwealth of Independent States (TACIS) programme. The implementation of the national programmes and plans (State Programme of Education Development and the State Program on the Acceleration of the Industrial-Innovative Development 2010 – 2014), was made more effective through the active involvement of national and regional VET stakeholders (institutions, central and regional administrations, employer involvement platforms, quality assurance bodies, training providers and methodological institutes). The bridge between the labour market and VET was built through the adoption of a National Qualifications Framework;
- In Bangladesh, the project *Technical and Vocational Training (TVET) reform* took the

leading role in the TVET reform process by laying the foundations (the National Skills Development Policy) of a new system that will require further consolidation by providing a clear vision and direction for the future implementation of all elements of the TVET reform. The project also promoted the adoption of an NQF and a QA mechanism;

- In Pakistan, the projects *Support to the Technical and Vocational Education and Training Sector in Pakistan* and *Supporting TVET Reform in Pakistan (TVET II)*, addressed institution building as foreseen in the National Skills Strategy (NSS) 2009-2013, by strengthening governance and decentralisation of the system to the provincial TVET authorities. Vertical coordination and decentralised management are the two main elements of institutional support, whereas the overall coherence of the formal and non-formal TVET and the informal skills development (the traditional apprenticeship) is ensured through the national qualifications framework and a new policy on apprenticeship. A major impact on policy change is expected by the new financing mechanism developed by the project;
- In Niger, the projects *Appui à la formation professionnelle continue au Niger* and *Programme d'Appui à la Formation Professionnelle Continue (Phase II)*, led to the definition and support for a legal and regulatory framework (from the creation of a Vocational Training (VT) department in the Ministry of VET to a VET policy, law and regulations on apprenticeship, a Fund for Continuous Training and Apprenticeship, a national TVET council and a national tripartite forum on VT and apprenticeship);
- In the Dominican Republic, the project *Development of Technical and Professional Education*, strengthened the formal technical-professional system by adopting a holistic approach to the reform (the Strategy of Education) and initiated the process of developing a National Qualifications Framework to provide guidance for education sub-systems and their overall coordination.

Through capacity building, exchanges of knowledge and the use of research results, the EU should support vocational training for employability young people to be active members of an evolving society and the empowerment of women as development actors and peace-builders

Many projects included support to national TVET and SD systems on multiplying opportunities for all as target groups (students and trainees, workers, unemployed women, youths, disadvantaged and vulnerable groups, migrants and segments of the population marginalised by geography, culture, religion or ethnicity), to access training and skills. Enhancing access is one of the projects' objectives to increase the productivity, growth, as well as decent work as well as active citizenship, social equity, mobility and inclusion. Access in Commission projects is articulated via a multiplicity of actions ranging from making the training offer more flexible, increasing the intake capacity of public and private providers, opening pathways within formal, non-formal and informal training and among VT and general, secondary and higher education. Access is promoted through services such as guidance and counselling, as well as through the building of new technical schools, colleges, and training centres. The recognition of learning and skills acquired outside formal training is also seen as a contribution to increasing human and social capital, trust and integration in societies.

- In Botswana, the projects *Francistown College of Technical and Vocational Education* and *Expansion of Gaborone Technical College and Automotive Trades Technical College*, increased youth access to skills relevant to the needs of the main economic sectors of that country, primarily focusing on the construction of modern and functional facilities and a wider selection of training programmes equipped with modern technology. The new facilities, built and rehabilitated with the support of the Commission have now created an enabling environment for the next steps of TVET reform to successfully take place;
- In the Gabon, the project *Appui à la formation et à l'insertion professionnelle*, extended the adoption of the alternate training model, which had been introduced by the Commission project *Support for vocational Training (AFOP)* (2007-2011) to public vocational training centres only by supporting private providers to train youths in precarious situations (about 60 private vocational training centres);

- In Niger, the projects *Appui à la formation professionnelle continue au Niger* and *Programme d'Appui à la Formation Professionnelle Continue (Phase II)*, as a follow-up of the programme *NIGETECH 1* (1995-2000) increased the income and qualifications of more than 30 000 artisans, apprentices and micro-entrepreneurs. They facilitated the insertion of candidate micro entrepreneurs in income generating activities, by promoting access to flexible modular training (piloted first and then included in the regular non-formal training programmes) and then enlarging the geographic coverage of the programmes to the whole country. This was a result of the establishment of a tripartite-governed fund managed by a strengthened institutional set-up;
- In Argentina, the project *Programme of Secondary Education and Training for Young People and Adults Phase II*, promoted the completion of secondary education and increase labour qualifications of young people from 18 to 29 years. Approximately 23 000 young people from vulnerable backgrounds were granted scholarships to enrol upon flexible training programmes implemented in schools in the least developed areas of the country. Selected schools were refurbished and placement services were established through a strong partnership of national institutions, local authorities, employers, key stakeholders, communities, and families;
- In Peru, the projects *Support to Vocational Training for insertion into the Labour Force (APROLAB)* and *Support to the Vocational Education and Training in Peru: Consolidation and Enlargement - APROLAB II* accompanied the broadening of access to skills for youth and women. This was achieved by restructuring 50 training centres, retraining managers and trainers and developing new curricula with local authorities and social partners. Local training providers were stimulated to propose innovative methodology and skills standards for programmes on new technology. About 5000 rural and indigenous youths enrolled on the scholarship;
- In Bangladesh, thanks to the *Technical and Vocational Training (TVET) reform* project, the share of female learners and disadvantaged groups attending courses almost doubled over five years. The access of underprivileged groups was enhanced by strengthening community-based training; training programmes for working children; support to apprenticeship; introduction of an accreditation and recognition system for prior learning; provision of special access and training programmes for girls and women;
- In Pakistan, the project *Support to the Technical and Vocational Education and Training Sector in Pakistan* and *Supporting TVET Reform in Pakistan (TVET II)*, promoted innovative approaches such as the Learning Regions (to bring players from different educational, business and labour market sectors together with the objective to jointly develop new offers for lifelong learning relevant for the locality) and a TVET Innovation Fund (support selected target groups and project concepts for bottom-up innovative training and labour market services). The projects also aimed at introducing career counselling services across all of the country's regions;
- In Morocco, the project, *Appui au développement de la formation professionnelle dans les secteurs du tourisme, du textile et des NTIC - Formation Professionnelle II* increased access to initial training for youth and to re-training and up-skilling programmes for workers by building and equipping 11 training centres and upgrading a further 13 existing centres existing as well as assisting approximately 70 private training providers;
- In Somalia, the project *Developing Vocational Training for the Informal Economy in Somalia (DVTIES)*, pilots a Skills Development programme for youths, dropouts and illiterate adults (50% female) integrating basic literacy with technical skills and leading to a vocational qualification framework based on occupational skills standards and competence-based training. The programmes are offered by upgraded training centres, where trainers have been trained on competence-based and modular training.

Support to human development entails developing a better-educated population as well as support the development of competitive, local private sectors

The Commission projects have supported partner countries in increasing the offer of training relevant to the needs of productive sectors. The actions brought about work-based learning for youth, adjustment of the workforce skills, development of programmes focused on learning outcomes validated with the employers and the industries, shifting to competence-based learning, standardised occupational skills standards and skills assessments and certification, all developed in partnership with employers, public and private training providers and TVET institutions. In many cases, the projects supported employers to complement training delivery through the offer of apprenticeships and traineeship placements.

- In Egypt, the project *Assistance to the Reform of the Technical and Vocational Education and Training System (TVET I)* established 12 decentralised and demand-driven partnerships including TVET providers and clusters of enterprises in selected sectors. The partnerships became operational as full legal entities in cooperation with the relevant industry chambers. They aimed at becoming financially viable by generating income through services such as sector needs analyses, the development of occupational standards and programmes and pre and in-service training, to be further adopted by formal and non-formal TVET and SD. Models for practical skills and competencies were developed (curricula and courses) on the basis of occupational skills standards, leading to the level of qualifications enshrined in the NQF. Private and public employers shared governance, management and the delivery of the training programmes;
- In Sierra Leone, the project *Unblocking the Cocoa Value Chain Through Formal and Informal Pathways to Learning in Eastern Sierra Leone* established a skills development programme of actual and potential cocoa farmers and workers based on a mixed package of radio programmes broadcasted by local radio stations, distance learning programmes organised through a training hub (Nyala University), low fee school-based short courses and synergies with farmer field schools organised by the Food and Agriculture Organization of the United Nations (FAO);
- In Benin, the *Projet d'appui au développement du secteur privé (PADSP)*, which followed the *Projet d'Appui au Secteur Privé (PASP) de l'UE (2006-2009)*, targeted the agro-food sector. It achieved this by strengthening the five private or semi-public national professional organisations which are both partners and beneficiaries and which in turn, directly work with the training providers and the individual companies of the sector;
- In Guyana, the *Guyana Training Agency* project established a training body that was competent and flexible enough to assist both public and private companies in upgrading the skills and competences of their staff. The Agency evolved into a service provider for conducting needs analyses, course designs, company training, upgrading of teaching staff; the setting-up of in-house training facilities at plants, industries and commercial outfits in coordination with the Private Sector Commission (PSC);
- In Vanuatu, the project *Tourism Education and Training Project (VATET)*, established a training infrastructure and facilities for the hospitality and tourism sector, ranging from building and equipment to curriculum development, the training of teachers and technical assistance. The institution became the focal point of hospitality and tourism education and training in Vanuatu, including formal, initial training and non-formal short training for the workforce;
- In Morocco, the projects *Appui au développement de la formation professionnelle dans les secteurs du tourisme, du textile et des NTIC - Formation Professionnelle II* and the IiP projects *Amélioration des capacités de formation paramédicale au Maroc et au Mali* and *Vocational Training and Sustainable Tourism* targeted the ICT, tourism and textile, handicraft and paramedical sectors, in continuity with the MEDA 1 project that had addressed agriculture, handicrafts and industry. In the form of a dialogue between industries, professional associations and private/public training providers, a coherent model was implemented entailing an analysis of the labour market, skill needs assessments, occupational skill standards, curricula, instructional material, school-

based initial training at qualification level for youths and short courses for workers in the enterprises of the concerned sectors;

- In Bangladesh, the project *Technical and Vocational Training (TVET) reform*, 9 productive sectors were involved in the entire process (from development of the regulatory framework to quality assurance, standardisation and harmonisation of qualifications, competency-based programmes, certification, assessment and delivery at workplace). Their participation in the governance of the TVET system was regulated through the Industrial Skills Councils and Sectoral Centres of Excellence.

Give the workforce skills that respond to labour market needs

Projects have addressed Active Labour Market policy and Measures mostly by supporting the transition from school to work, training for the unemployed and economically inactive people; strengthening institutions facilitating access to the labour market such as public employment services and planning tools to match skills and jobs and linking VET providers to local labour markets, addressing skills shortages, surpluses, skills gaps or obsolescence and anticipating the skills needs for the future.

- In Peru, the projects *Support to Vocational Training for insertion into the Labour Force (APROLAB)* and *Support to the Vocational Education and Training in Peru: Consolidation and Enlargement - APROLAB II*, established Socioeconomic, Labour and Employment finding Observatories (OSELCOV) on labour, job placements and careers, with responsibility for vocational and non-formal training as well as coordination of labour market information and training offers;
- In Argentina, the project *Programme of Secondary Education and Training for Young People and Adults Phase II* introduced a labour training programme for youth and adults integrating the secondary education offer. In consultation fora with the productive sector and other social actors in the selected provinces, priority professional profiles have been identified and the training offer designed and adapted accordingly;
- In Jordan, the project *Support to the Employment and Technical Vocational Education and Training (ETVET) Reform*, supports the Ministry of Labour's capacity to promote employment by strengthening job search and labour matching services, career guidance and counselling. It also supported labour market and HR information systems, through the network of local employment offices across the country's 38 districts;
- In Pakistan, the projects *Supporting TVET Sector in Pakistan* and *Supporting TVET Reform in Pakistan (TVET II)*, provide capacity building to analyse Labour Market Information (LMIAS), by establishing LMIA cells at district level. They also strengthen the capacity of staff within the TVET authority (NAVTEC) to collect data at the sector level, conduct studies on selected topics and cooperate on Labour Force Surveys. Training providers and employers are trained on how to use LMIA data and provide feedback on government plans and implemented programmes;
- In Armenia, the projects: *Support to Poverty Reduction Strategy through the development of human resources as a result of a modern efficient vocational education & training system* and *Support to the Continuation of the Reform of Vocational Education and Training (VET) sector and Development of an Employment Strategy* developed links with employers for reliable labour market research, introduced career guidance, job search capacity, graduate tracer studies and follow-up services in 12 VET training centres in collaboration with the Youth Professional Orientation Centre of the Ministry of Labour;
- In Moldova, the project *Strengthening the governance of the Vocational Education Training (VET) sector* strengthened the capacity of the National Employment Agency to develop accurate and comprehensive labour force and skills forecasts.

Target resources where they are needed most to address poverty reduction and where they could have greatest impact

Many projects have addressed the development of skills in the informal economy by promoting policies and measures for social inclusion of workers, unemployed youth, working children, women and other vulnerable groups. Projects have supported the integration of traditional and informal ways of learning, like the informal apprenticeship, with formal and non-formal TVET and SD. The most recurrent actions concerned the analysis of informal labour markets to assess the demand for jobs and skills, the networking of business associations of the main sectors of the informal economy, communities, public, private and individual training providers, social partners, agencies and services for following-up and supporting placements. Training methodologies, curricula, programmes and courses have increased the offer of flexible and modularised training progressively leading to qualifications. Certifying the skills and competences acquired outside formal education and training could open pathways to further TVET and education.

- In Gabon, the project *Appui à la formation et à l'insertion professionnelle*, in Benin the project *Projet d'appui au développement du secteur privé (PADSP)* and in Niger, the projects *Appui à la formation professionnelle continue au Niger* and *Programme d'Appui à la Formation Professionnelle Continue (Phase II)* as a follow-up of the Programme *NIGETECH 1* (1995-2000), addressed the increase of the training offer to the informal economy. It achieved this through the involvement of informal sector associations (handicraft in Niger, agro-food and furniture in Benin and forestry, building and construction and agriculture in Gabon) in developing and validating training programmes that could lead to a qualification or employment after workplace training. The Fund for Continuous Training and Apprenticeship in Niger proved effective in building a network of accredited training providers including individual micro and small enterprises and artisans;
- In Uganda, the project *Workers' PAS-Validation of Non-formal and Informal Training* pilots, for further scaling up an innovative non-formal skills training driven by the private sector and providing a workers' Proficient Acquired Skills (PASs) to potential and actual workers of the informal economy, to increase their employability and level of income;
- In Nicaragua, the project *Articulación del sistema nacional de educación técnica y formación profesional con las necesidades formativas de la economía informal* targets the self-employed in the informal economy in an integrated manner: 17 training curricula in 4 main sectors of the informal economy offered by public training centres, validated by the tripartite Bureaux of Local Actors established by the project. The training is supervised by the National Technological Institute;
- In Ethiopia, the project *Promoting Marketable Skills for the Informal Sector in Addis Ababa* implements a supply-strengthening approach by networking a TVET Agency, 10 employers, 5 vocational skills training structures and representatives of informal sector workers. Modular curricula in 6 trades, including core, technical and entrepreneurial skills are developed and piloted on 900 workers that will undergo testing for the certification of acquired skills. The labour market information collected by the project on the informal economy are made available for replication of the scheme by public and private actors;
- In Bangladesh, the projects *Technical and Vocational Training (TVET) reform*, *Technical and Vocational Education and Training for Young People in the Informal Economy* and *Skills for Unemployed and Underemployed Labour (SkillFUL): Developing Technical and Vocational Education and Training Methodologies and Services for the Informal Economy for poverty reduction*, addressed the increase of skills opportunities for children and youths in the informal economy through a set of coordinated actions. The development of training approaches, modality of delivery, curricula, courses and material adapted to the learning capacity and availability of youths; to raise awareness about the involvement of the families through the community-based approach, special programmes to working children integrating technical skills with basic literacy; the piloting of short school-based training in informal apprenticeships; the introduction of

an accreditation and recognition system for prior learning; the development of special access and training programmes for girls and women outside the stereotyped trades.

To support the decent work agenda, social protection schemes and floors and to encourage policies to facilitate regional labour mobility: the EU will support targeted efforts to fully exploit the interrelationship between migration, mobility, and employment

In the projects implemented by the ILO on poverty reduction through the implementation of the Decent Work Agenda, TVET and Skills Development are mainstreamed in employment and social initiatives in response to the effects of globalisation and trade:

- The multiple-country projects *Monitoring and Assessing Progress on Decent Work, Assessing and Addressing the Effects of Trade on Employment, Improving Social Protection and Promoting Employment and Improving safety and health at work through a Decent Work Agenda* increased the countries' capacities to self-monitor and self-assess progress on Decent Work, analyse trade and labour market policies, address the adjustment challenges that workers and employers face and expand the opportunities for creating decent employment and improving working and living conditions. The projects support governments, employers and workers in 18 countries to develop and implement strategies integrating social protection benefits, employment policies and labour market programmes with a particular focus on the informal economy. Moreover, tools and methodologies to improve Occupational Safety and Health (OSH) at the workplace are promoted to prevent risks. As an effect of globalisation and in the wake of the economic crisis, OSH budgets are at risk of shrinking and workplace accidents and diseases increasing. All the projects promote dissemination and exchanges of good practice through international campaigns and awareness raising platforms.

Coordinated action of EU and Member States' aid would reduce fragmentation and increase its impact proportionally to commitment levels

Some projects that initiated and coordinated national TVET and SD reforms have subsequently catalysed the interest of other donors and development partners and leveraged further national and international financial resources:

- In Bangladesh, the project *Technical and Vocational Training (TVET) reform Bangladesh* is a catalyser of resources on TVET. Donors already present in the country allotted significant resources, in loans (the World Bank and the Asian Development Bank) and grants (Canadian International Development Agency, Swiss Development Cooperation) on many items of the TVET and SD reform agenda such as the implementation of the NTVQF, the credit mechanism of equivalence between formal TVET and non-formal and informal skills development, the skills development for poverty in the informal economy;
- In Georgia, most of the important gains of the VET reform materialised and tested in the period from 2010 and specifically included: the substantially amended 2010 VET Law; adoption of the comprehensive National Qualifications Framework; implementation of the education quality assurance framework and the establishment of multi-stakeholder governance (National Vocational Training and Education Council-NVETC);
- In Armenia, the projects: *Support to Poverty Reduction Strategy through the development of human resources as a result of a modern efficient vocational education & training system* and the project *Support to the Continuation of the Reform of Vocational Education and Training (VET) sector and Development of an Employment Strategy* accompanied all the reform changes that began in the late 1990s with the support of the EC TACIS programme. The ongoing reform is supported by 20 donors among which Germany, Denmark, France, Sweden and Greece and is concentrated on specific assistance to networks or individual training providers while the World Bank focuses on the systemic aspects of the reform. The Commission plays an active role in coordinating the Member States' support to the TVET reform;
- In Botswana, the projects *Francistown College of Technical and Vocational Education*

and Expansion of Gaborone Technical College and Automotive Trades Technical College were considered highly relevant by the national authorities, developed enabling conditions for the next TVET reform steps to successfully occur with the support of other donors' resources, like the GIZ, that are utilising the technical and physical infrastructures built by the two Commission-funded projects;

- In Morocco, the project *Appui au développement de la formation professionnelle dans les secteurs du tourisme, du textile et des NTIC - Formation Professionnelle II* is credited by national institutions and development partners as having established the basis of the main TVET developments during the years 2012 and 2013. Coordination with other donors was high. The donors met during the course of the field visit, consider support to TVET reform as a high priority in their agendas (CIDA, WB, African Development Bank). The Commission, the European Investment Bank and the French Development Agency (Afd) have aligned their respective programming exercises in support of the TVET reform, to the expected National VET Strategy that has been drafted with the support of the ETF.

6.3 Recommendations

The following set of recommendations have been elaborated to serve as a basis for the development of an effective, structured and coherent approach on TVET and Skills Development in future EC Development Cooperation. They take into account the 2015 deadline for achieving the Millennium Development Goals, and advocate that the post-2015 agenda should clearly define TVET and SD objectives in order to improve social inclusion, economic growth and sustainable development. They are also formulated in line with the objectives of the Agenda for Change as the cornerstone of EU Development Policy.

Moreover, reflecting the rationale behind the undertaking of this study the recommendations that follow are formulated on the basis of the following: 1) the results of the stock-taking of the current state of affairs in TVET and skills development within the Commission's development cooperation with partner countries; 2) the study's capacity to increase knowledge and understanding of how the relevant projects and programmes operate and what they have achieved or will accomplish in the future.

1. An 'EU TVET and Skills Development strategy for Development Cooperation'

International cooperation efforts undertaken by EU Member States and international organisations present a wide array of approaches, methodologies, planning schedules, communication levels, financial regulations and submission and reporting procedures. Each player adopts its own visions, approaches, measurement criteria and tools, but eventually, all the parties involved in TVET and Skills Development cooperation seem to agree on the guiding principles linking skills and work. The Member States and the Commission have enhanced their cooperation on VET by adopting common measures under four priority areas: 1) implementation of common tools; 2) promotion of quality and attractiveness of VET; 3) development of links with the labour market; and 4) the enhancement of European cooperation¹²⁶. The Commission's Technical Cooperation on TVET and SD should make reference to the EU model and experience when supporting the partner countries' reform efforts. To this end, the Commission should take advantage of its own expertise and build a coherent strategy for Technical Cooperation in TVET with the contribution of all its concerned Directorate Generals and centres of knowledge as well as the bilateral cooperation agencies of its Member States. The strategic framework would be the Agenda for Change and the Copenhagen Process is a proxy to learn from. The identified EU centres of knowledge are the ETF, CEDEFOP and the European Foundation for the Improvement of Living and Working Conditions.

¹²⁶ *Conclusions of the Council and of the Representatives of the Governments of the Member States of 24 January 2009, meeting within the Council, on the future priorities for enhanced European cooperation in vocational education and training (VET)* [Official Journal C 18 of 24.1.2009].

2. Associating stakeholders throughout the TVET chain

The time that elapses between a labour market and training needs analysis for the development of a training response, the development of occupational and skills standards, new curricula, instructional material, training of trainers, appropriate equipment and eventually certifying that learners have acquired the skills and competences in demand, is not compatible with the often immediate needs of productive sectors. New programmes leading to national qualifications recognised by employers take years to yield. The relevance of TVET is increased when the private sector is involved in delivery. Future Commission projects should therefore foresee components aimed at developing incentive schemes and direct support to private suppliers, for school-based and workplace training programmes, as well as modern apprenticeship schemes supported by tripartite national councils and qualifications authorities.

3. Reinforcing the demand side

The expression 'the skills the employers need' is frequently utilised in components related to the assessment of the skills demand present in the assessed projects. Appraisal tools and techniques have been proposed and in some cases, structured Active Labour Market measures have been proposed. The next generation of Commission TC intervention on TVET should certainly reinforce these aspects. Situation analyses focused on the demand side should be systematically carried out prior to the identification and formulation phases. Projects with a focus on ALMP should be encouraged and resources made available to support countries in establishing or strengthening Labour Market Information and Analysis Systems (LMIAS), public employment services, private employment strategies, establishing career guidance mechanisms at school level with the participation of social partners, and enterprises. Incentive schemes for training at the workplace, employment and training funds and job insertion schemes for youth and vulnerable groups should gain in importance in comparison with the typical supply side interventions.

4. Sectors and innovation

A demand-driven TVET system, which is relevant to the needs of the productive sector cannot be self referential and conservative. In general, TVET reform projects seemed to have perpetuated the 'classic' approach of hard trades: mechanics, electricity, automotive with some timid opening to ICT. To respond to the challenges of globalisation, technology, demographic changes and sustainable development as well as to overcome skills mismatches and shortages, Commission programmes should include components that anticipate and build competencies for future needs with the development of new curricula linked to the tertiary sector and green technologies.

5. Gender equality and the empowerment of women as development actors and peace-builders will be mainstreamed in all EU development policies and programmes through its 2010 Gender Action Plan

In promoting gender-balanced access to TVET and SD, stereotypes on trades for women often prevail. Social services and the green economy are sectors with strong employment potential that seem not to have attracted the attention they should deserve. Projects targeting innovative ICT or less 'male' dominated sectors such as textiles and tourism are not immune from partiality flaws in terms of balanced access and in addressing ongoing reforms. The so-called 'male' TVET is now in the past. The future pertains to a higher participation of women's participation in labour markets, with all the corollary implications of decent work, citizenship and individual rights. In all future EC TC programmes, the gender perspective in all trades and industries should be clearly indicated as a special concern at the design stage and identified as a priority.

6. The vulnerable, the marginalised, the least...

In most of the assessed projects, general reference to TVET as a means to reduce poverty and set-up the conditions for decent work exist. In a few projects, structured components

addressing the vulnerable groups or groups with special needs have been developed. In the next generation of Commission TC on TVET, particularly in LDCs and LMICs, access should be prioritised not only from the systems perspective (legal basis, regulatory frameworks) but also from the perspective of delivery. Countries that have ratified international covenants or standards related to the inclusion of vulnerable groups could be better supported in translating them into operational programmes. In this respect, the value of pilot actions can be enhanced by drawing on the wealth of experience of the EU Members States e.g. the special initiatives under the ESF for the inclusion of persons with disabilities, the establishment of social sustainable enterprises, the promotion of self-employment through the experience of social cooperatives and many more. Some 82% of people with disabilities in developing countries live below the poverty line¹²⁷; therefore, it is essential that Commission support to TVET and Skills Development implements Article 32 of the UN Convention on the Rights of Persons with Disabilities (UNCRPD). This has already been ratified by the EU, which recognises the need to make international cooperation accessible to and inclusive of people with disabilities. Taking into consideration the prevalence of populations living in rural areas in many of the assisted countries, priority should be given to rural employment in its broader connotation of agricultural and off-farming jobs. Priority to community-based empowerment through Skills Development should be considered as a distinctive feature of these interventions. Urban poverty is also associated with working conditions; this is an aspect that has been rather neglected in the assessed projects and should be reconsidered as a special design concern. 'Informal is normal', but decent work is better.

7. Less and simpler instruments; more resources

The existing cooperation architecture (DCI instrument mainly, as it supports the bilateral IiP projects) appears to be inadequate in enabling the Commission to intervene effectively on a satisfactory scale for better achieving efficiency and effectiveness of EU TVET interventions. Grouping different thematic axes under one heading would significantly improve the results obtained and it would speed up the TC process. The EU should concentrate grant aid where it is needed most and where it will have the greatest impact, including a rebalancing of support to middle income countries. Supporting cross-regional initiatives has proved difficult given the current architecture of the external assistance instruments; moreover, it has not facilitated knowledge, monitoring, coordination, and management by EU Delegations in the concerned countries. One instrument, one cycle, a higher concentration of resources and faster implementation would enable a better alignment with national frameworks and coordination with donors and development partners.

8. Lean organisation and management

The Commission should consider establishing more TVET and Skills Development capacity and technical capabilities at its headquarters in Brussels as well at the level of Delegations either through internal staff or structured outsourcing. On the basis of a coherent TVET Technical Cooperation policy and strategy, the Commission should give more say to the Delegations in prioritising and managing thematic programmes related to TVET in the countries (e.g. Investing in People). The study recommends that the Commission unifies the rules and procedures of the main financial instruments, reduces the number of instruments, simplifies financial and management instruments, formats and reporting. In this vein, it is recommended to expand the use of the results-oriented monitoring (ROM) approach as a means to understand if initiatives are producing the expected results and not only if the activities are delivered in accordance with work plans. It would also be recommendable that the Commission establishes a monitoring and reporting system that provides direct access to Member States and beneficiaries.

9. Learn better, know more

¹²⁷ ILO. 2010, *A skilled workforce for strong, sustainable and balanced growth: proposals to G20 leaders for a training strategy as per their request in Pittsburgh*, Geneva, 2009.

The Commission produces reports, evaluations, audits, studies and mid-term reviews. In addition, Technical Assistance teams or implementing bodies produce reports, studies, analyses as well as technical material related to the activities. In the case of the assessed TVET projects, an impressive body of knowledge related to all of the TVET areas was identified. This ranged from governance (policies, strategies, work plans, functional and organisational analyses of national authorities), to quality (NVQF, NQF, Quality Assurance systems, occupational qualifications, skills standards, competency units, competence-based training systems, curricula, programmes, courses, credit and equivalence systems, assessment and certification systems, recognition of prior learning systems, Monitoring and Evaluation (M&E), Management Information Systems (MIS), Labour Market Information System (LMIS)), access (from technical specifications of TVET facilities, buildings and equipment to apprenticeships and informal training analyses), financing (outcome-based funding, cost recovery and cost saving schemes, resource mobilisation, incentive funding schemes for the private sector). In contrast, up-stream baseline studies and situation analyses related to the identification and formulation phases seemed to be much less abundant. What already exists should not be duplicated and financed. The risk of proposing contradictory options, providing an image of inconsistency and exploiting a little from the wealth of knowledge exists. Moreover, existing information proves difficult to retrieve, as was the case with the present study. The improvement of the capacity and functioning of the existing centralised repository should be a priority for future TVET interventions. Content management technology and data mining techniques can facilitate the retrieval of documentation relevant to measuring impact and effectiveness of Commission interventions. Once available, implementing agencies should be requested to draw up and utilise, adapt, update and enrich this knowledge.

10. Clarify TVET and Skills Development concepts and indicators

Different TVET systems coexist in several countries: school-based and dual training and traditional informal apprenticeships. Donors define them in different ways. For example, the EU Directorate General for Education and Culture uses the term 'VET', whereas the DG DEVCO uses TVET and SD. Internationally-comparable skills indicators on linking TVET to employment are under development by UNESCO¹²⁸ in cooperation with the ETF, GIZ and the ILO in line with the request of the G20 Seoul Summit. UNESCO, the OECD, the World Bank and the ILO are engaged in the preparation of a conceptual framework for establishing a data-set of indicators. Both frameworks will be tested in 2013. In undertaking Technical Cooperation in support of TVET reforms in partner countries, definitions and concepts are important and not neutral, for they refer to models and options, different approaches and priority settings in implementation. Definitions and underlining concepts are not just switchable without policy and implementation consequences. The Commission should take a stance in favour of one concept and one definition and one set of indicators for TVET interventions, in consultation with its own specialised centres of excellence such as the ETF and CEDEFOP.

11. Using the TVET strategy, creating synergies and avoiding overlapping

In some countries, TVET systems sometimes appear as non-coherent accumulations established by different donors from governance to curricula and programmes as well as assessment and certification. The effects materialise in the implementation of often contradictory options, placing further pressure on already weak systems, undermining governance and transparency. When different programmes and non-standardised curricula for the same occupations are used, without a clear reference to the labour market, this can cause further complications for the delivery institutions. Concentrating on a reduced number of aid sectors in each partner country, could give TVET programme/project identification and formulation the opportunity to adhere to country needs and beneficiaries' requirements, be consistent with a Commission TVET strategy, which can be achieved by responding to the country needs as well as coordinating and integrating other donors' interventions. During the

¹²⁸ Information Document on UNESCO's work in Technical and Vocational Education and Training (TVET). Section for TVET, ED/BLS/TVE. May 2013, <http://www.unesco.org/new/en/education/themes/education-building-blocks/technical-vocational-education-and-training-tvet/>.

implementation phase, the EC TVET strategy and position should be used to benchmark the quality of the intervention and be utilised for monitoring and evaluation purposes. When strategy criteria cannot be met, interventions should not be pursued.

12.A reliable partner - easy to access

Given the amount of EU financial interventions in TVET, the need to prove substantial added value exists. Inherent quality is one way: a unified upstream programming framework could be adopted i.e. the Torino Process, which could be the analytical framework used for all LDCs and LMIC countries when National Indicative Programmes (NIP) and Country Strategy Papers (CSP) are being drawn up. The utilisation of a Commission TVET model, standardised analytical frameworks and tools would facilitate joint identification, clarify options, simplify the cycle and better justify the reason for eventually postponing support. Multiplying the entry points for TVET authorities, private providers and associations, in partnership with EU institutions is another way to facilitate access to Commission TC. In this respect, the thematic initiatives should concentrate on very specific aspects of TVET systems, avoiding multiple country dimensions, global themes, policy-making or TVET system governance and concentrate the utilisation of resources on delivery (quality and access of TVET) only. They should also be managed and coordinated to reinforce the perception of the EU as a partner that supports TVET at the micro level and not only at meso and macro levels. The priority areas and eligibility criteria of these bottom-up initiatives should be set against realistic objectives or shaped up to favour more local initiatives, assigning more responsibilities to local actors, reducing the role of European partners and possibly on a reduced financial scale.

13.Changes in TVET require time

In general, TVET is an element of an education system, but also an instrument of economic growth and social development. A quality TVET reform unfolds with a sequence of actions ranging from policies to financing. A holistic TVET reform matches the characteristic elements of wider national qualification systems. Hence TVET reforms need time and Technical Cooperation to support these processes and require continuity over a number of years. Examples exist among the assessed projects (Armenia, Niger, Peru or Morocco), and yet those reforms are to be completed. The continuity of approaches, tools and technical options cannot be ensured with the current modality of funding a sequence of consecutive projects, as 'horses' (implementing agencies) are frequently changed in between different projects. The budget support modality has not proved immune from risks such as the relative low weight in decision making by the Technical Assistance units for example. The next Commission programming cycle should consider fewer longer-term but better resourced interventions.

14.Anchor TVET reforms to legal frameworks

The policy, strategy and plans often proposed by Commission projects are not always embedded in or even contradict existing legal frameworks e.g. Botswana and Egypt. It is recommended that before embarking upon programmes and projects aiming at supporting TVET systems, the analysis of the existing legal basis is carried out to establish or consolidate specific TVET legislation. This would constitute a strong factor for ensuring sustainability.

15.Make policies, coordinate and fund: many roles in one strategy

In Technical Cooperation, EU institutions have played a role at three levels: (i) policy-maker at international level; (ii) a coordinator or federator of EU Member State approaches; and (iii) a source of development cooperation. In the cases assessed, more than 20 parallel interventions on TVET by EU Member State Technical Cooperation agencies were counted in addition to the Commission's projects. Sometimes technical agencies of EU Member States or the UN system are also implementing agencies of Commission-funded projects. This threefold role can better translate into higher TVET sustainability if the narrow technical perspective of the projects is linked to a strong identity (a TVET-specific Commission TC strategy). This would unify - using a common basis - the features of Member State TVET models, which often compete in the same

countries and with the same beneficiaries and national counterparts. It would also create a sound rationale for 'coordinating EU actions' as underlined in the Agenda for Change. Moreover, such a position would facilitate decisions to support national TVET reforms, better focus on selected components or opt out when conditions are not favourable. An alternative option for the Commission to consider is that of a donor that ensures the coordination of resource planning, whilst leaving implementation to its own specialised agencies or the Member States' TVET bodies and multilateral specialised agencies.

16. Communicate results: not just visibility

TVET acts as an engine of economic growth. A skilled labour force, produced by an effective TVET and SD system enables economies worldwide to make headway in technology, productivity and global competitiveness. TVET reforms aimed at strengthening the employability of all target groups as a condition to decent work, better income and social inclusion, all are confronted with the low attractiveness of vocational training, often considered as deadlocked and as a second option. In almost all assessed projects, actions to overcome these perceptions and reverse the low attractiveness of TVET are present, but hardly succeed in uplifting the image of TVET and increasing its social esteem. The Commission's interventions are, at best, as well-known and appreciated as those of other donors. It is recommended that emphasis on visibility is shifted to communication strategies that entail a great deal more than web sites and logos. Positive examples exist in the utilisation of the media mix for the promotion, delivery or organisation of substantive promotion events such as exhibitions and job fairs. Communication initiatives, which are also effective in ensuring multiplier effects and financial sustainability, should involve career guidance and intermediary services including labour exchanges and professional associations, social partners and CSOs. The next generation of Commission projects should allocate an appropriate percentage of their resources to communication strategies campaigns in support of TVET reforms.

17. Added value of Commission interventions

In light of the previous recommendations, this assessment demonstrates that the contribution of the ETF to TVET reforms in the countries under its mandate is recognisable. The relevance, effectiveness, quality of the design and coherence of the Commission's interventions achieve higher grades on projects where the ETF is present. However, efficiency and sustainability are issues to be addressed, as the ETF does not have a management or technical backstopping role in the implementation of main bilateral projects. The extent to which the ETF's presence adds benefit to TVET development interventions is difficult to quantify. However, the assessment of the projects clearly shows that programmes benefited from the technical competence of the staff, the methodology of regularly engaging with key VET stakeholders in the countries, a structured, consultative process, effective networking in the countries and among countries via regional, sub-regional and thematic consultations, as well as a network of experts that complement the organisation's vast internal capability and the capacity building of national counterparts. The recommendation is to make extensive use of the ETF's expertise in upstream activities. Its technical advisory capacity should be exploited during implementation, leaving financial backstopping to the EUDs, its knowledge and competencies on the subject matter should come into full play for reporting and evaluations and its capacity to produce technical contents and managing a repository for the body of knowledge generated through the implementation of projects would add value. CEDEFOP and the European Foundation for the Improvement of Living and Working Conditions could be associated with these endeavours.



18. More TVET and SD for more people

There are elements or areas of TVET and SD reforms to which the assessed projects gave less emphasis. This could be attributed to timing issues, financial resources, technical options and the countries' respective demands. More can effectively be done on the promotion of NQFs to increase transparency, portability and the recognition of qualifications; linking the traditional transmission of skills in informal economies to formal TVET and general education; developing skills for green jobs and trades for emerging social and welfare services; establishing large job insertion schemes for unemployed youth; upgrading informal apprenticeship schemes and introducing modern apprenticeships to combat child labour in urban, informal economies, rural farming and off-farming jobs; supporting the transition from school to work and labour market intermediation through public employment services and private employment agencies; increasing access to TVET and SD and job placement for persons with disabilities; supporting Skills Development for and within social and sustainable enterprises such as cooperatives; supporting skills mobility and labour migration (in line with point 6 of the Agenda for Change); covering remote areas and communities with a flexible training supply and developing innovative funding schemes. It is recommended that new programmes and projects focus on these areas more and resources are earmarked through special design features in the Commission's project design documents.

7 Conclusions

This study has shown that the European Commission has supported and continues to support people, countries, and governments' efforts to eradicate poverty, sustain productivity growth and translate that growth into decent work through VET. Several instruments and aid modalities such as Technical Cooperation, programmes, budget support and projects assist national TVET and Skills Development system reforms. They promote poverty reduction, enabling people to avoid poverty by reducing the vulnerability of disadvantaged groups. TVET and SD is only a crosscutting aspect of the MDGs and the Agenda for Change, and thus is not present enough in terms of ODA priorities.

The only MDG that could be said to implicitly relate to skills training is MDG 8, Target 16: *'develop and implement strategies for decent and productive work for youth'*. Part of the strategy for decent and productive work promotion is clearly related to Skills Development. However, as this is not made explicit and if donors follow the MDGs too narrowly, there is a danger that skills training will remain on the sidelines of the international education agenda.

The study is built on many sources of knowledge: the mapping/classification and assessment of selected Commission-funded TC projects through different instruments and programmatic lines, an overview of the evolution of policies and approaches used in Technical Cooperation globally and by the EU; concepts and approaches in TVET and SD at global level, within the EU Member States and in the Commission's Development Cooperation programmes.

Moreover, TVET reform trends in selected countries and donors' approaches, extended literature reviews, regular exchanges with the EU bodies (DG DEVCO in Brussels, the ETF in Turin and the EU Delegations), the views of project implementing agencies, TVET national authorities, beneficiaries and other international development partners have all provided the basis for lessons learned, best practices and recommendations. Future Technical Cooperation in TVET will be conceived and implemented in the post-2015 perspective of the Agenda for Change. This financial, strategic, and policy coherence mechanism may well increase the effectiveness and impact of the Commission's Technical Cooperation programmes if used to its full potential.

Global, national and local conditions have rapidly changed, countries' development objectives refocused and national socioeconomic policies and strategies continuously adjusted. In this context of increasing integration demanded by internationally agreed development frameworks and agendas, TVET and SD systems are expected to respond as rapidly and effectively as possible. When they are capable of doing this, time for radical reform or selective adjustments come.

The Commission has been funding large geographic and thematic initiatives on TVET and SD for over more than a decade (2000-2013), mostly in ENP neighbourhood countries, Asia, and Sub-Saharan Africa. It has also been present - to a lesser extent - in Latin America and the Caribbean as well as in middle, low income countries and fragile contexts.

These interventions have been and are currently being implemented in line with the rules and regulations of the Commission's financial instruments for Cooperation, as well as with the priorities set out in EU policies, strategies and programmes aligned with the agendas and principles of international aid. They also referred to the TVET and SD development model established within the European Union. They focused on the main

areas or building blocks of TVET and SD, from policy to systems governance and management, relevance, access, quality and funding.

Their implementation coincided with a return of policy-makers' attention to education and training systems, pre-employment (vocational) education and on-the-job training, considered as effective measures to deal with high unemployment, slow productivity growth, low competitiveness, poverty reduction and social inclusion. In times of constrained employment, boosting the employability of youth and workers through TVET and SD has become a priority for governments, development partners and actors of the global development discourse.

TVET and Skills Development, which connect education to technical training, technical training to labour market entry and labour market entry to workplace and lifelong learning, regained the centre stage of the development scene and reforms began under a wider perspective. Training in itself does not create jobs; skills demand depends on policies for growth and employment creation. Even the world's most sophisticated and expensive national or Technical Cooperation programme is doomed to fail if the labour market cannot absorb students, notwithstanding their skills, up to the best international standards. In the Commission's interventions, it was possible to observe a progressive shift towards assisting partner countries in initiating or consolidating TVET and SD reforms. The variety of actions proposed in these interventions aimed at: defining clear purposes (the priority of reducing poverty and promoting social inclusion), increasing knowledge (free and circular information on labour markets, education and vocational training systems, education research, networks promoting education agendas), developing strategies (policy coherence and integration), enlarging consensus (the active involvement of all stakeholders throughout the steps of strategy development and implementation), rising transparency (monitoring, evaluation, accountability of the education sectors) and building a critical mass of competent and committed human resources to design and implement them.

The overview of the reform trends clearly indicates that reforms are national efforts that do not occur in isolation. TVET systems talk to and learn from each other, seek for mutual recognition. Their key stakeholders participate in international *stages*, share international standards, overarching principles, reform patterns, TVET system models, standardised criteria for benchmarking outcomes and tools. Moreover, best practices concerning approaches, options and solutions circulate and international professionals are increasingly available to assist and support.

The Commission's Technical Cooperation on TVET has contributed to supporting this open and integrated approach to reform, together with the international donor community, even if this has not always fully reflected the international consensus on aid effectiveness that has been pledged since the Paris Declaration.

These projects required considerable resources with the Commission being one of the largest ODA development partners. In all the countries where assessed projects were implemented, the road to reforms demands and still requires more resources to complement the long-term commitment by the governments to refocus TVET and place it within broader economic policies and human resource development strategies.

The frequency of projects addressing the thematic areas of policies and systems indicates that the Commission opted to be at the heart of the reform process. Lessons learned, best practices and recommendations implicitly question resource distribution, criteria for the selection of countries and TVET thematic areas, as these were not immediately apparent in the documentation made available - particularly for projects in the early 2000s. In supporting TVET reform, it is recommended to opt between targeting

all TVET building blocks and more selective actions in future programmes and projects.

This choice was not without consequences. The analysis of the classification and assessment data indicated that less attention and resources were devoted to LICs and to TVET and SD development topics that were programmatically declared as top priorities, such as the inclusion of vulnerable groups or Skills Development in the informal economy. 'Informal is normal' but Decent Work is better, as recommendation 6 concluded.

Although the concentration of resources in specific geographic areas certainly responded to EU geo-political priorities - policies - strategies, from the technical point of view it was not immediately evident why, for example, Neighbourhood countries were targeted (by far) with the greatest resources in support of TVET reform - in addition to benefitting from continuous ETF Technical Assistance. TVET system reforms in Egypt and Morocco have attracted more than half of the resources over the past ten years, while sub-Saharan Africa came last. Smaller countries such as Armenia, Moldova and Georgia have been targeted with resources, funds and time that have not been made available to much larger countries. These include Ethiopia, Sudan, Nigeria or Ivory Coast, or fragile states such as South Sudan or Afghanistan. An impressive endowment had been provided to Botswana, an upper middle-income economy that devoted the highest portion of GDP in Africa to education in the past decade.

More strategic integration between different Commission instruments leveraging TVET and SD reforms, even in the same country, is recommended on the basis of the results of this study. The projects funded under the Investing in People thematic programme¹²⁹ focusing on specific elements of TVET reforms, have followed their own cycles but have not entirely played the expected complementary and ancillary role to the main bilateral projects. The study underlines this missed opportunity and recommends, to better define objectives and modalities to stimulate bottom-up demand for more and better skills by national and local stakeholders for the future - and sustain these through projects managed by European NGOs. The same conclusion applies to the multiple country projects where it was very difficult to measure any impact on the TVET systems and where multi-country actors clustered around one area of TVET and SD. An exception is represented by the multiple projects implemented by the ILO where the relation to Skills Development was not the prime concern. In this case, TVET and SD were subsumed in the broader discourse on employment, social protection, working conditions and international labour standards in relation to the internationalisation of trade.

A more strategic utilisation of the EU TVET model and the technical expertise available within the Commission bodies, as called for in the Agenda for Change, are also included in recommendation number 11. The study was not able to identify any one project or country case where the EU TVET model had been fully applied. Nevertheless, vision, values and some elements could be traced in many projects. In countries under the ENP, the EU TVET model is much more recognisable in the way that national TVET and SD systems are evolving; the ETF's presence reinforces the perception of the value and relevance of the EU TVET model among national counterparts.

The study appreciates the benefit of using more EU technical bodies such as the ETF and CEDEFOP -and in a better way - along with the Commission playing a 'federative' role (European Consensus on Development) in terms of Member State approaches. A change of this kind could entail abandoning certain practices of proposing a variety of TVET models and solutions to the partner countries that seem to reflect the varying

¹²⁹ *Investing in people..., op. cit.*

composition of the technical teams of the implementing consortia, rather than the necessary adaptation of models and tools to the national contexts.

The fact that EU Member States' bilateral cooperation agencies have developed an approach to TVET that principally reflects their national systems would not impede upon the sharing of common guiding principles under a 'federative' Commission. Naturally, national brands are clearly visible and recognisable, most of all, but not exclusively – Germany – when implementing bilateral programmes. In so doing, bilateral donors act like the UN specialised agencies (e.g. UNESCO, ILO, FAO and UNIDO) that rely on donors to make their expertise and institutional capacity and memory available to countries in need of support.

Moreover, international organisations set standards in TVET or Skills Development, analyse and compare country cases, act as clearing houses of best practices, implement programmes and projects and draw on a body of knowledge and an institutional memory that neither the Member States nor the Commission can and should do. Possible options for a different role for the Commission in TVET and SD are included in a recommendation, grounded upon the analysis of consecutive projects funded one after the other in the same country, in order to support long-term TVET reforms.

The participation of key stakeholders is crucial in TVET and the Commission has continuously advocated a structured and continuous dialogue with social partners, Civil Society Organisations and local authorities. Dialogue and multi-stakeholder governance are always present as a sort of project design concern; however, best practices clearly emerging from the assessed projects remain too few.

As the many analyses, reviews and strategic documents indicate, the Commission, like any complex institution, continuously works to improve its global strategy and the single steps of the cycle that leads to the decision to start or continue assistance and support to national TVET reforms in the partner countries. The richest vein of examples of good practices can be found in its own initiatives, programmes and projects. This study has underlined that the level of resolution was limited to the main bilateral projects and a specific thematic initiative dedicated to TVET. Nevertheless, accessibility and retrievability of the knowledge produced in the Commission projects did not prove to be as smooth as expected: more effective knowledge and content management – with particular reference to qualitative aspects – is recommended.

Administrative requirements for implementation are necessary, but many are demanding and the assessed projects provided several examples of amendments, adjustments, delays and cancellations of specific components and individual activities. A better trade off between efficiency, effectiveness and impact is possible and should be pursued, in the full respect of accountability, transparency, efficiency and best management practices.

TVET suffers from low esteem, appreciation and appeal. This study has pointed out that the capacity to demonstrate and communicate results could be increased both at the institution (DEVCO, EUDs) and single programme and project level. Building a corporate communication culture and shifting from the current visibility-only emphasis would require the Commission to have a strong identity as a TVET player.

Moreover, the Commission does not have its own TVET system – Member States do. The priorities, challenges and impacts of the Commission's support on TVET should be better communicated in order to show that sustained efforts are an integration and

not duplications of what countries and specialised organisations do in the name of legitimate, vested interests or global mandates.

TVET reforms are incremental processes that demand time and resources that developing countries are often not capable of mobilising and concentrating upon at the right time. International aid and support remains the answer. The Commission is one of the most important partners and its assistance through better clarified roles, more coherent with international frameworks, principle and standards, further refined from structural and contingent flaws remains essential, is expected and appreciated and is recommended.

The final conclusion is that indeed, a lot has been done, that most of it really mattered and more is expected to be done in the near future.