

INTERNATIONAL LABOUR ORGANIZATION  
Sectoral Activities Programme

**Final report**

**Global Dialogue Forum on Vocational Education and Training**  
(Geneva, 29–30 September 2010)

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Global Dialogue Forum on Vocational Education and Training: Final report

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## Report of the discussion

### Introduction

1. The Global Dialogue Forum on Vocational Education and Training was held at the International Labour Office in Geneva from 29 to 30 September 2010. The Governing Body of the ILO had approved the convening of this Forum at its 304th Session (March 2009). The purpose was to focus on employment and the working environment in the sector as well as to consider the larger lifelong learning framework to which public and private vocational education and training (VET) contributed.
2. Following proposals of its Officers at its 308th Session (June 2010) the Governing Body approved the Forum as a tripartite meeting to be attended by five government/public sector employers' representatives, nominated by governments of member States further to the recommendation of the Governing Body regional coordinators, five private sector employers' representatives and five workers' representatives, nominated after consultation with the Employers' and Workers' groups of the Governing Body. The governments of all member States were invited to nominate participants to attend the Forum in accordance with recent past practice of such meetings. Other interested representatives of the three groups and representatives of relevant intergovernmental and non-governmental organizations (NGOs) were also invited to attend at their own cost.
3. The Forum was chaired by Mr Greg Vines, Minister (Labour), Permanent Mission of Australia, Geneva, and Government Regional Coordinator for Asia and the Pacific of the ILO Governing Body. The Vice-Chairperson of the Forum and Chairperson of the Government group was Mr Jorge Thullen, Adviser to the Ministry of Labour Relations of Ecuador, Geneva. The spokespersons of the Employers' and Workers' groups were, respectively, Mr Chiel Renique and Ms Pat Forward. The Secretary-General of the Forum was Ms Elizabeth Tinoco, Director of the Sectoral Activities Department (SECTOR), the Executive Secretary was Mr Bill Ratteree of SECTOR, the principal Technical Expert was Mr Michael Axmann of the Skills and Employability Department (EMP/SKILLS) and the Clerk was Mr Tom Higgins of the Official Relations Department (RELOFF).
4. The Forum was attended by Government representatives from Albania, Argentina, Australia, Austria, Bangladesh, Burkina Faso, Cameroon, Central African Republic, China, Congo, Cyprus, Ecuador, Egypt, El Salvador, Greece, Hungary, Italy, Jordan, Kiribati, Republic of Korea, Kuwait, Kyrgyzstan, Malaysia, Mauritius, Mexico, Mozambique, Namibia, Nigeria, Paraguay, Philippines, Poland, Portugal, Qatar, Singapore, Spain, Sudan, Switzerland, Bolivarian Republic of Venezuela and Viet Nam. Five Employers representatives and Five Workers representatives also attended. In addition, representatives of Education International (EI), the European Centre for the Development of Vocational Training (CEDEFOP), the International Organisation of Employers (IOE) and the International Trade Union Confederation (ITUC) participated.

### Opening remarks

5. Mr George Dragnich, Executive Director of the ILO Social Dialogue Sector, welcomed the participants, noting the large gathering of high-level experts from around the world to share experiences on the Forum's themes. The Forum was the result of a collaborative effort between the ILO's Sectoral Activities Department and the Skills and Employability Department, Employment Sector. It had a very competent and experienced Chairperson to guide the discussions. The ILO was seeking to promote knowledge sharing and social

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dialogue to confront the challenges and facilitate an economic recovery based on full employment and decent work for all in accordance with the Global Jobs Pact, the Declaration on Social Justice for a Fair Globalization and in the interest of national decision-making, international cooperation and policy coherence. This Forum followed another Global Dialogue Forum on skills for economic recovery in March of this year. The ILO had also taken steps with the International Monetary Fund (IMF) in a recent and historical Conference in Oslo to work together in key areas related to the minimum social protection floor and policies to create employment. This was a process that had started and continued with the Millennium Development Goals Summit in New York and would be pursued in the November G20 Meeting in Seoul. The information to be shared in this Forum should help ILO constituents to rethink policies on VET, and more specifically the teachers and trainers that organize and deliver high-quality services. Everyone had a strong interest in these issues for our collective future.

6. The Chairperson also welcomed the many high-level representatives from governments including participants from ministries of labour as well as ministries of education, employers and workers, a sign of the close cooperation needed to address the key issues before the Forum. The presence of representatives of intergovernmental and non-governmental organizations was also a sign of how much importance is placed on the question of VET and should greatly increase the outreach of the Forum's discussions. The purpose of the Forum was to arrive at points of consensus that were fully supported on all sides and useful as a policy guide to respective constituencies.
7. A brief overview of the background report prepared by the ILO for discussion at the Forum was presented by Mr Ratteree and Mr Axmann. This included the scope and key definitions contained in the report, including the reasons for employing technical and vocational education and training (TVET) as one of the report's main conceptual threads, as well as the major thematic chapters:
  - challenges facing TVET and lifelong learning schemes and the contributions of public and private providers;
  - initial education and professional development of teachers and trainers in TVET;
  - employment of teachers and trainers in TVET;
  - remuneration and the teaching and learning environment;
  - Social dialogue in the TVET sector.

### **Challenges for TVET and contributions of public and private providers**

8. The Employer spokesperson recalled the profound changes in economic, technology and employment trends that influenced VET, whose main responsibility was to meet the skills needs of an economy. Within education, not enough attention was given to this sector, whose status needed to be raised. Some professional streams resulting from VET held out greater prospects for employability than academic education streams. Tripartite cooperation was particularly important for VET: while Governments had the principal responsibility for good basic education and initial vocational education, with enterprises cooperating with VET schools, social partners were responsible for continuing training with encouragement in the form of incentives from governments, hence the desirability of close public-private cooperation in TVET provision. New ways of cooperating such as increased dialogue between schools and enterprises on mixing school and work-based training, skills' needs surveys and competency-based training should be highlighted. This

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in turn implied that teachers should have a good knowledge and understanding of work-based practices and skills needs. Private providers were increasingly offering initial training opportunities provided they met government standards and qualification frameworks; examples included Australia and the Netherlands. Public–private partnerships (PPPs) meant voluntary cooperation between schools and enterprises, not private financing of VET schools. An Employer member stressed the need for “real time” data on TVET issues such as skill sets and requirements. This affected both macroeconomic issues – what jobs are available – and the microeconomic level – job skill segmentation between highly skilled and less-skilled jobs. Governments should use job banks more effectively to match skill requirements and availability.

- 9.** The Worker spokesperson emphasized the importance of VET to economic prosperity, equity and social cohesion. Barriers to universal access needed to be removed so that all young people and citizens of all ages could access VET on a lifelong basis, particularly in times of economic and social crises. Persistent government underfunding of VET that led to increases in student fees and costs to individuals decreased participation. Key challenges to be met included: increased funding; shortages of teachers and high levels of casual employment in the sector; and maintenance of a broader approach to VET provision than just employability by focusing on learning skills of learners. More government oversight and regulation of TVET provision was needed, and caution was urged in calls for more PPPs, which were not always beneficial. A Worker member also noted that although vital for economic development, TVET constituted a relatively small education sector in many developing countries, and suffered from outdated equipment, as for example in Burkina Faso, despite international partnerships to strengthen infrastructure. As a result students were often not properly trained. More initial and continual training was needed. Generally in developing countries, government/public sector and private cooperation was minimal.
- 10.** Government representatives from African countries raised a number of issues of particular concern to countries in their region. The Government participant from Cameroon stressed the need to particularly emphasize technical aspects and practical work in developing countries. Equipment in VET schools was outdated in a context where TVET received less than 10 per cent of education funding in his country. More up-to-date data on skills needs and availability was required. The ILO and UNESCO could help with data issues and human resource development policies in developing countries. The Government participant from the Central African Republic noted a number of challenges to effective TVET provision, including employers’ reluctance to release workers for training, workers’ reluctance to undergo training in such a context, and a general lack of coherence between labour market needs and training provision. The Government participant from Burkina Faso pointed to the need for more informal training that encouraged employability, particularly to reduce youth unemployment, as his Government attempted to do through the relevant ministerial structures and many training centres emphasizing qualifications for employment or entrepreneurship in a context where few formal sector employment opportunities existed. Increasing engagement of employers and workers in the system was a welcome sign. The ILO report was right to signal the need for an increase in the status and esteem of TVET so as to make it more attractive to young people. The Government participant from Mauritius noted TVET reforms in southern African countries and also called for more reliance on informal and short course training. Infrastructure and equipment challenges could be met by more links between schools and enterprises via apprenticeships in which employers provided up-to-date training opportunities. Digitalizing curricula, recourse to employer levies to ensure funding as occurred in his country and more “second chance” and life skills training constituted important policy responses to TVET challenges.
- 11.** The Government representative from Argentina, on behalf of countries from the Latin American and Caribbean region welcomed the opportunity provided by the Forum to exchange information and experiences on the major themes, noted the ILO background

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report as an important basis for the discussions and expressed the hope that the outcome of this Forum should highlight points of consensus emerging from the debates, and be reflected in a document issued as a summary of the Forum's chairperson. In terms of Argentina, historically TVET provision was one badly adapted to an economy that had collapsed in the 1990s yet was now booming and required more qualified labour. Outdated training equipment and lack of funding were cited as challenges that had led to policies in recent years that tried to connect TVET institutions with networks of employment offices and job centres, with a special emphasis on aiding youth employment. The ministries responsible for development and labour worked more closely together on these issues. Computer links were increasingly used to monitor student progression from training to jobs. A strong economy went hand in hand with a strong VET system, itself dependent on close involvement of the social partners.

12. Government representatives from European countries underlined issues of coherence, teachers and trainers and social dialogue in the policy mix. The Government participant from Portugal stressed the need to engage teachers and trainers in reform decisions and called for a better coherence between TVET management, needs assessments and training provision. The Government participant from Spain also emphasized the key place of social dialogue in training policy and funding decisions. Employers and trade unions played an especially important role in parallel or dual systems such as existed in certain sectors of his country. In reforming TVET structures, it should be kept in mind that governments had the responsibility to ensure universal coverage of all economic sectors, since the private sector could not guarantee universal training coverage in view of the high costs of some professions such as engineering. The private sector should invest more in a range of sectors, not just those that were relatively inexpensive. Integrated TVET systems involving various aspects of training – marketing, information and communications technology (ICT), etc. – were not that costly yet were essential to TVET provision.
13. The representative of EI noted the timeliness of the Forum in the midst of continuing economic stagnation, the rediscovery of the value of TVET in such a context and the need to avoid repeating errors of the past. In particular criticism of the public sector's ability to adapt to training needs should be tempered by a greater recognition of its contributions to solutions to present challenges, and therefore the crucial role played by teachers and trainers in these efforts. Greater social dialogue between governments, employers and workers could help to develop TVET systems and their responsiveness to a proper match between employment needs and training provision. This was especially important to avoid a too narrow focus on technical skills that did not encompass general learning capacity permitting easier reconversion to new employment opportunities in times of crisis.

### **Initial education and professional development of TVET teachers and trainers**

14. The Worker spokesperson noted that sound initial education at the tertiary level and continual professional development (CPD) were both essential to good VET teaching. Initial education should ensure a balance between technical expertise, pedagogical skills including in areas such as communication and up-to-date knowledge of workplaces for which students were training. CPD should be available on a regular basis to all VET teachers, integrated with their career paths and ensure strong links to industry and labour markets. Such provision required government and employer funding and support. Social dialogue that fully engaged teachers and trainers in decisions on teacher education reform was essential to increasing its quality and avoid that the professionals were not simply "acted on". A Worker member urged that initial teacher training also focus on awareness of student needs in relation to the world of work, particularly those from disadvantaged backgrounds as they had the most difficulty to enter the labour market. Employers could assist lifelong learning opportunities for teachers by helping to fund their workplace



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training experiences. Up-to-date training equipment and new methodologies such as online training were also important. Teacher assessment should be based on peer evaluation, promote professional progress, cooperation and support between colleagues rather than sanctions, and be part of a broader system of programme assessment, not merely individual performance assessment.

- 15.** The Employer spokesperson stated that teachers needed to be competent in pedagogical/teaching skills (well covered in the ILO background report), as well as aware of student needs in relation to workplaces (less well covered in the report). Further, CPD grounded in close ties to employers/enterprises was critical in VET due to the dynamic and ever-changing nature of some industries or sectors. Employers were prepared to offer VET training opportunities to update professionals but educational institutions had to be more flexible and adapt their structures to ensure this kind of collaboration, for instance covering teachers' salaries for detachments and increasing career flexibility and mobility to permit training in enterprises. In addition, teaching generic work/life competencies such as teamwork and communication skills deserved more attention in VET programmes. An Employer participant emphasized two essential aspects of teaching/training: (1) what is to be taught – generic skills such as communication, collaboration, critical thinking, and learning capacity in order to apply acquired knowledge and skills, as well as citizenship, should be part of the curricula of VET schools; and (2) how it is taught – teachers should move from being lecturers to facilitators of the learning process with special attention to developing students' capacity to apply essential skills through more project-based learning. Another Employer participant stressed the importance of adjusting VET teacher education institutions/programmes to more dynamic teaching/learning methods, underpinned by CPD. Employers supported the creation of institutional frameworks to ensure lifelong learning of VET teachers and trainers.
- 16.** Government participants from Asian and Pacific countries outlined training approaches and viewpoints in their countries. In the Republic of Korea, VET teacher preparation occurred at the higher education level through four-year, full-time training in theory and practice of vocational teachers and trainers, human resource specialists and engineers by the Korean University of Technology and Education (KUT), with graduates receiving licences. The KUT also provided vocational training programmes to meet industry demand, career guidance for teachers and trainers and new technological and occupational training with a focus on adjusting to the current economic crisis. Two KUT institutes offered short-term professional development courses for experienced teachers and trainers and organized Korean government-funded technical cooperation exchange programmes to enable Korean teachers and trainers to share their experience and knowledge with counterparts in developing countries. The ILO was contributing employment analysis to the G20 Summit in Seoul in November. The Government representative of the Philippines endorsed trainers' qualification frameworks as a means of ensuring trainers' qualifications, and the importance of continuous professional education for teachers and trainers developed through PPPs and international cooperation. The Government participant from Kiribati endorsed the overview of trends and issues in the ILO report to the Forum. Teacher shortages in Kiribati had been met by hiring professionals from European Union (EU) member countries, Australia and New Zealand. Social dialogue in the development of VET programmes was important to establish a mutually agreed policy agenda and facilitate exchange of policy advice on issues such as Decent Work Country Programmes. More collaboration between social partners could reduce the gaps in VET, particularly with regard to informal and work-placed learning.
- 17.** Government representatives from European countries tended to support points already raised with examples of the high standards and diversified approaches to teacher education in their countries. The Government participant from Spain noted that the large majority of teachers and trainers (more than 80 per cent) are civil servants with university degrees and with knowledge of the sectors. A Masters degree programme had been established. The

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importance of supporting teaching skills development, including integration of cross-cutting and practical skills in the curriculum, continuous professional development and developing close connections with local enterprises to maintain updated vocational teacher knowledge bases had been long-acknowledged and applied in Spain. However, the country still faced challenges to ensure that VET teachers and trainers were well prepared. A Government participant of Switzerland pointed to the similarity of his country's system of VET, with features of a dual system, to that of Mauritius. Teachers and trainers generally were full-time staff working in schools and institutions but technical teaching/training related to specific jobs and skills also took place in enterprises. Some teaching professionals were employed part-time within enterprises to provide VET, which helped to ensure closer links with industries and sectors. A Government representative from Italy noted that several national level studies had been conducted in her country on the characteristics of human resources in the VET system. Even if there were no national standards, the functions of VET trainers were set out in the national collective contract on training; the Italian Association of Trainers (AIF) on the other hand was responsible for the specific skills development of individual trainers. Concerning the vocational training system, there was a better gender balance among professionals; this would increase the education level of the trainers as a whole. Trainers who had more years of professional experience usually had a permanent contract, while younger trainers (under 40 years old) had a more irregular contract. Nevertheless, the country also faced challenges of an ageing VET workforce. More focus was needed on informal and workplace-based training.

18. Government representatives from African countries outlined particularly needs regarding training and professional development. The Government participant from Burkina Faso pointed to better training structures, more focus on teacher/trainer pedagogy and flexibility in teacher recruitment as major challenges in his country and many other developing countries. International collaboration between countries that had a long tradition and well-developed TVET structures, including dual systems, as well as international organizations with experience in this area such as the ILO, and developing countries could improve the latter's training structures so as to help train sufficient numbers of qualified teachers and trainers. Greater emphasis needed to be placed on TVET outcomes that helped to solve employment challenges. The Government representative from Cameroon also noted shortages of VET teaching professionals and their lack of knowledge of working environments. Partnerships between government and employers to support the development of the VET system, particularly the initiatives of VET professionals to become more familiar with the world of work were highly desirable. His country benefited from collaboration with the Republic of Korea; this cooperation foresees a loan for the construction and the equipment of three vocational training centres of high quality. He would like to increase such collaboration with other countries with great experience in this domain such as Canada and France. International institutions like the ILO and UNESCO also had a considerable role to play in international information exchanges and capacity building.

## Employment in TVET

19. The Employer spokesperson recalled that sound teacher/trainer recruitment depended on a package of good remuneration and availability of the right training infrastructure. Yet, remuneration in many systems did not reflect the high value that VET deserved as pointed out earlier – remuneration was often lower than that of general education teachers for example in secondary education. More recruitment from the world of work was needed. Pedagogical preparation for those recruited by such means was necessary, but programmes to do so had to be adapted to their professional backgrounds; it was impractical for experienced trainers from industry and services to undergo the same training as inexperienced young people entering VET teacher education programmes straight out of secondary school. Other Employer participants added that fast-track recruitment from

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industry, especially drawing on the pool of unemployed enterprise-based trainers, would help to meet employment needs related to rapidly evolving industries. Job security in VET had to be weighed against such changes and even the disappearance of certain professions, in which case teachers and trainers would need to be retrained. Another Employer participant stated that while employers preferred that the most competent and knowledgeable individuals be recruited to VET jobs, employers also favoured policies that would redress gender imbalances by encouraging more women to become teachers and trainers in what might be termed “stem” or cutting edge professional streams in science and technology.

**20.** On this issue the Worker spokesperson and another Worker participant recalled a number of key points to be borne in mind in TVET employment policies in a context of increasing shortages as many TVET staff approached retirement age:

- the need for sufficient numbers of well-qualified teachers/trainers with good workplace experiences, including recruitment directly from industry and services provided such recruits had the pedagogical training enabling them to be effective teachers;
- increases in remuneration to make it more competitive with other jobs by redressing often very low salaries;
- reducing the growing numbers of part-time, casual contracts and providing more job security in the sector, a guarantor of the recruitment and retention that would in turn increase TVET’s status.

Employment policies should be based on the guidelines of the ILO/UNESCO Recommendation concerning the Status of Teachers, 1966, and the UNESCO Recommendation concerning the Status of Higher Education Teaching Personnel, 1997, both adopted to improve the professional and material status of teachers, including those in the sector. Applying these standards, to be highlighted on World Teachers’ Day, 5 October, would attract the best young people and help retain experienced teachers in TVET. In addition, stereotypes must be broken down to attract more women into the profession – this had worked well in respect of police forces in some countries like Canada – and employment policies should favour equal opportunities for minorities and immigrants.

**21.** African Government representatives echoed many of these points in the context of their own experiences and those of other developing countries. The Government participant from Cameroon stressed the need for governments to adopt targeted teacher retention policies throughout the education system. The Government representative of Burkina Faso called for good professional conditions and career structures, as well as more public–private collaboration to help offset the differences in pay levels between TVET teachers working in public systems compared to private enterprise. International cooperation such as that between his country and Taiwan, China to improve teacher training could also help. Gender imbalances needed to be addressed as well. The better job guarantees, but also lower salaries of TVET teachers, were issues raised by the Government participant from the Central African Republic. The Government participant from Mauritius also noted problems of recruitment in his country due to low salaries. Special allowances were provided to raise salary levels. TVET teaching work was almost exclusively paid on a contract basis, with university graduates offered contracts, then placed in positions in industry to gain first-hand enterprise experience, while their salaries during these “internships” were paid by the Government. There was a shortage of female trainers in heavy industry disciplines. A Government participant from Namibia explained that the Namibia Training Authority had responsibility for identifying gaps between TVET programmes and industries to improve relevance. Stakeholders’ contributions to the

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training fund were used to top up trainers' salaries, while efforts were under way to improve structured training programmes and outcomes in consultation with private enterprise.

22. Similar issues were raised in the Asian region. The Government representative of the Philippines said that his country faced considerable recruitment problems particularly in urban training centres, with fewer women candidates for TVET positions than men, and a talent drain to private enterprise and to other countries once training was complete. Solutions included: offering better job security; involving teachers in policy development; establishing reward and incentive programmes to provide recognition; establishing linkages to local government authorities for recruitment; and professional development programmes through a dedicated institute. International cooperation was also important: good staff development programmes had been established in partnership with Singapore and Japan.
23. A Government participant from Spain underlined the importance of job security as a policy solution to avoid shortages in public TVET centres and to ensure teachers' job satisfaction. Vocational training teachers received professional satisfaction from seeing students get a job but continual investment in up-to-date professional development in line with the needs of enterprises was needed to ensure success.
24. Commenting on ways and means to reduce gender disparity in TVET staffing, the Government participant from Argentina insisted that it was important for employers to eliminate cultural biases in hiring women for non-traditional occupations, and for women themselves to be more active in pursuing such opportunities; many women did not enter certain professions despite the demand. Labour market services and economic incentives should be put in place to encourage women and young people to enter the professional labour market, as had been done for example in his country in the building sector, but there was also a need to do so in other fields such as law.

## **Remuneration and the teaching and learning environment**

25. The Worker spokesperson insisted that current TVET teacher workloads were excessive due to the lack of resources and funding for the sector, and a direct consequence of casual or precarious employment within TVET; in many countries, such teachers outnumbered the permanently employed. At the same time, TVET was at the interface of government policies focused on employment and education, constantly changing as a result of government reforms and the changing nature of the workforce, and asked to play a leading role in assisting nations with economic recovery, with the result that teachers in this sector faced many pressures. The importance of providing a safe and healthy environment for both teachers and students should not be forgotten; in many TVET institutions young people operated dangerous machinery and it was the role of governments and employers to ensure that these environments were safe and healthy learning places. It should be recalled that in order for the TVET sector to retain the best and highest-quality teachers, it was important that their remuneration was fair, decent and competitive with comparable industries. Merit pay schemes were not the answer – they were expensive and difficult to administer, ineffective and inequitable, therefore divisive. Such schemes had no place in staff compensation policies and structures. Only a tiny minority of several thousand studies conducted on merit pay schemes in the past two decades had shown positive results. Experts on the subject and experiences in, for example, the United States higher education system had demonstrated that merit pay schemes did not work well in many contexts, when notably:

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- the budget was too small or economic conditions too tight to avoid large increases to high-performing staff;
  - employees preferred more time for leisure, professional or other non-monetary rewards, or gave priority to reward criteria based on equity, seniority or other non-merit grounds, therefore opposed merit incentive schemes;
  - the institutional basis for performance ratings did not capture the organization's desired performance values, for instance valuing research over teaching;
  - merit incentive systems tended to discriminate against women, reducing gender equity.

These situations applied equally to TVET. There were many costs associated with merit pay systems derived from such factors as: administrative or other staff time in determining who was meritorious; evaluators' training costs; time and effort to provide effective feedback and/or to appeal unfavourable merit ratings; documentation needs and costs to assess the effectiveness of the merit pay system. There were also many unintended consequences of merit pay systems, including:

- excessive focus by teachers only on tasks which were rewarded by the scheme, ignoring others; and
- creation of a competitive environment within the workplace which displaced collaboration and could result in higher rates of job dissatisfaction, inequity and a lack of trust among teachers.

These factors reduced teacher effectiveness and service delivery. Public-private collaboration based on social dialogue was to be encouraged on many of the issues before the Forum, including where beneficial to both sectors on issues of the teaching/learning environment, but the Workers opposed PPPs as a concept since it had been used to destroy quality public services in many countries.

26. Another Worker participant examined these issues in relation to developing countries, notably in Africa. Education, including TVET, had not adapted to post-colonial changes and needs in methods and expected results in relation to the economy. Moreover, teachers had been given a huge amount of work, based on the false notion that only the time worked in schools was considered as working-time, with no consideration of, for example, work in course preparation and student evaluation. In addition, teachers' pay was poor, resulting in teachers looking for other sources of income to have a decent living standard. Low salaries in turn impacted on pensions, citing figures applicable to Central African countries. If the sector was to be developed, qualified people must be hired, yet under these kinds of conditions, few parents wanted their children to become teachers; it was considered a job of last resort.
27. The Employer spokesperson contended that a consensus existed on the need for salaries to reflect comparable labour market conditions and evidence showed that merit pay had positive features in fact. It should be recalled that performance pay constituted only a small part of any pay scheme. There were also different kinds of ways to review performance, including evaluating groups of teachers or the whole school in addition to measuring performance in relation to student achievement. Nevertheless, employers agreed with unions that national merit-pay schemes did not work, rather they should be limited to institutional settings and applied by means of social dialogue, taking account of institutional focus and targets and the kind of remuneration system needed as a result. Workload should be defined by the range and variety of VET activities, including instructional tasks, project work and workplace exchanges. The attractiveness of VET

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teaching depended on a modern organization of workload that took all these factors into account. Good infrastructure in VET schools was important in terms of job satisfaction and learning outcomes, but this was primarily a government responsibility; employers could not be expected to co-finance such equipment needs, even if they offered contributions on a voluntary basis. This position followed the fundamental principle that education was a public good and it was necessary also to avoid inequities at local levels which might not benefit from well-financed private enterprises. An Employer participant noted that even industry in developing countries had difficulties keeping up with technological developments and should not be expected automatically to possess the most up-to-date equipment capacities. The solution to infrastructure needs in schools was to develop public–private collaboration based on theoretical training in schools and practical training in enterprises, such as occurred in a World Bank project in Kenya.

28. African government participants related their views in the context of often limited budgetary contexts. The Government participant from Cameroon referred to the financial difficulties created to support decent salaries and provide incentives to staff in the education sector in developing countries in relation to other sectors, despite state contributions of 20–25 per cent of the budget. Developing African countries needed international assistance in their efforts to deal with these challenges. In the same vein, the Government participant from Mauritius reiterated earlier positions that governments should cover teacher salaries but that private enterprises should support overall TVET efforts by supporting internship placements permitting training in the latest technologies, especially since enterprises would later hire trainees as employees.
29. From the perspective of small Pacific countries, the Government participant from Kiribati said that developing country experiences and difficulties with regard to these issues needed to be examined more closely, including how the mix of teacher training and incentives worked to create the conditions for ideal teachers and learning of benefit to the concerned countries. Questions of developing and retaining competencies and skills in the framework of international migration pressures were particularly important for countries in his region.
30. European country perspectives on these issues supported notions of shared responsibilities for funding TVET learning environments. A Government participant from Spain agreed that governments had prime responsibility for TVET institution infrastructure, but the cost of equipment and the rapidity of technological change made it hard to guarantee up-to-date machinery for them, hence the importance of public–private sector collaboration. In Spain, a good practice consisted of integrated training centres to which employers contributed by paying for training with equipment. Teachers could gain enterprise experience and understand industry needs, a form of collaboration advantageous to everyone. The Government participant from Hungary noted that most companies in her country were small or medium-sized, and thus might not have up-to-date equipment, in which case they offered apprenticeships with narrow training profiles. Individuals who were unable to learn the necessary skills at their workplace could compensate by training at public training schools or on exchange schemes in other enterprises with support from industry associations.

## **Social dialogue in TVET**

31. The Forum’s Chairperson recalled the definition of social dialogue set out in the report prepared by the ILO, namely all types of negotiation, consultation or exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy. Social dialogue could be informal or institutionalized, and could take place at the national, regional, sectoral or enterprise level. The main goal of social dialogue was to promote consensus building and democratic involvement among the main stakeholders in the world of work.

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- 32.** The Employer spokesperson noted with satisfaction the positive evolution of social dialogue around the world in recent years, and stressed that private-sector engagement in VET matters via social dialogue was critical. Distinctions could be made between social dialogue “on” and “in” VET. The first concerned the social partners as well as governments and other stakeholders. The ILO’s March 2010 Global Dialogue Forum on skills had highlighted important sectoral-level social dialogue mechanisms that helped align VET provision with labour market needs through, for example, tripartite advisory councils. Different steering mechanisms existed according to countries’ legal and institutional cultures, and the outcomes between countries were also very different. Social dialogue “in” VET was equally important and concerned public (school boards for example) or private employers and teacher unions. In this area, employers favoured local-level decision-making on VET matters within a broader national framework, therefore institutional autonomy that also engaged teachers more directly and created a sense of ownership of decisions. Social dialogue at institutional level encouraged innovation and offered greater possibilities of aligning training provision needs with employment considerations such as remuneration. The reference in the ILO report to transnational social dialogue was not well understood – dialogue could take place across national borders, but could “social dialogue”? Education matters, including TVET, fell into the domain of national matters.
- 33.** Other Employer participants pointed out concrete examples of social dialogue. Industry training bodies in New Zealand, regulated and funded by the Government, engaged employers and workers in decisions on training policy and provision, including standards. In Africa, as a UNESCO study tended to show, private institutions led the way on TVET provision, which demonstrated the need for greater social dialogue within such institutions. Governments could assist the process by providing more incentives. PPPs derived from social dialogue had proved effective in Kenya.
- 34.** The Worker spokesperson advocated for social dialogue at all levels of TVET decision-making, including transnational where relevant, and with a wide scope from policy formulation and implementation to negotiation of employment terms. Social dialogue was crucial to meeting demands in TVET of employers, workers, teachers and students. To be effective, it required clear processes and recognition of education and other workers’ rights, the latter a particularly difficult objective in a world where such rights were regularly violated. Effective social dialogue worked best when TVET was well resourced – it should not be applied simply to manage scarcity. Social dialogue did not always depend on institutional autonomy. Workers agreed with employers on the need for social dialogue to help link TVET provision with the world of work, but it was not limited to this nexus, rather should also be used to promote broader citizenship and democratic participation.
- 35.** Worker participants explained how social dialogue worked (and sometimes did not) in different country contexts. In Canada (Quebec), a tripartite commission involving representatives of unions, of employers and of ministries met on a regular basis to advise on the development and the recognition of workforce skills, and especially on training of employed workers, with special attention to the effects of the economic recession. Informal social dialogue covered literacy and language issues of immigrants and second-chance education opportunities; this informal dialogue should be extended to more formal mechanisms. Sweden had a long tradition of utilizing social dialogue to solve workplace problems, dating back to the 1930s, when the first collective agreements were successfully reached between employers and trade unions. This tradition of talking to each other meant that many TVET issues were even dealt with outside collective agreements. Nevertheless, as recent events demonstrated, governments could ignore the views of social partners if it suited their political purposes. The election of a new Government in 2006 led to reforms in secondary schools that reduced obligations for students in TVET streams to take subjects permitting access to higher education and to lower the standards for TVET. The trade

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unions and employers had a consensus against these reforms, which were nevertheless implemented because of the new political winds blowing in Sweden.

- 36.** Governments from Asian countries supported the need to use social dialogue in determining TVET policy. The Government participant from Viet Nam endorsed social dialogue as a means of setting policy, but acknowledged that it was weak at both national and local levels in his country. International experience and exchanges would be welcomed to redress this situation on a range of issues, including statistics to help guide policy, the right mix of public and private providers and teacher training and professional development standards. The Government participant from the Philippines stated that for social dialogue to prosper, there must be transparency in information sharing and flexibility regarding the structure/mode in which it operated. Social dialogue in his country was used strategically to arrive at effective and coherent TVET policies and programmes, including wise use of resources. The highest policy-making body in education and training had a majority of private-sector representatives, drawn from employers, trade unions and TVET institutions. Multi-sectoral TVET skills and development committees were mandated by law at regional, provincial, district and local levels to coordinate delivery of efficient, relevant and high-quality skills development programmes by public and private providers. The Government also prepared labour market intelligence reports as a basis for skills policy and programmes in close cooperation with the social partners. Social partners were also associated with management and evaluation of community-based training programmes, a training centre for women and another one for advanced technology.
- 37.** African Government representatives supported social dialogue as an important means to achieve better TVET. The Government participant from Burkina Faso considered it essential to national economic and social development in terms of its contribution to quality TVET services. Social dialogue began with information sharing and communication among all stakeholders. In his country this occurred in several institutions, notably: a national council on employment and vocational training comprised of government, employer and worker representatives, NGOs and associations involved with employment and vocational training, responsible for implementing national employment or TVET policy; and a national committee on training programme certification, which ensured TVET certificates of completion. The Government participant from Mauritius supported the prerequisites for effective social dialogue outlined in the ILO report and developed by the International Labour Conference at its 90th Session in 2002. Within Mauritius, social dialogue in the realm of TVET based on consensual decision-making took place among government, private sector and trade union representatives in a number of bodies, including: a human resources council responsible for identifying training needs and managing the national training fund; a national qualifications body responsible for the development of national TVET qualifications; a national apprenticeship committee; and the recently established National Empowerment Foundation with the objective of alleviating poverty and unemployment through training and placement programmes. The Government participant from Nigeria cited examples of social dialogue including an industrial development fund with boards established at the state and federal levels, national bodies engaged in setting standards for trainees and in teacher councils and national qualification frameworks. The Government participant from Cameroon remarked that national bodies such as the labour advisory committee and the national committee on apprenticeships, training and vocational qualifications along with regular consultations in the form of conferences between government, workers and employers constituted the dialogue mechanisms on TVET matters. The Government participant from Congo highlighted the valuable role played by social dialogue in managing difficult structural adjustment programmes imposed by the World Bank and the IMF in the 1990s. A framework for consultation and compromise continued to exist at national and regional levels involving national councils which brought together all partners to address TVET problems.



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38. European Government representatives supported social dialogue as a guarantor of full engagement of stakeholders and continuity and stability in TVET policy. The Government participant from Spain noted for example that legislation determining the qualifications of teacher training in his country adopted by one government continued to be applied despite changes in government, thanks to the support it received from workers' and employers' organizations through the social dialogue process. TVET policies should be consistent over time and social dialogue enabled this to occur. The Government participant from Poland noted that in her country, experts from government, employers and trade unions had collaborated to develop and apply tools for institutions to undertake training programmes for teachers and trainers. Within the past two years, these tools had been used to produce over 250 job profiles that were in highest demand in the labour market, and the positive feedback on the effectiveness and usefulness of the tools had led to the creation of an additional 300 job profiles. Furthermore, tripartite agreement between government officials, employers and workers had produced local-level training programmes for unemployed jobseekers.
  39. Government representatives from Latin American countries echoed the importance of social dialogue in their countries in determining TVET policy. The Government participant from Argentina noted a stronger tradition of union and employer involvement in vocational training and education. Tripartite sectoral councils at provincial level decided on skills curricula, standards and certification in line with industry needs and public financing of key sectors. Training centres at provincial level were better able to respond to changing needs, including use of resources. In this context, social dialogue was effective in setting the orientations and content of training, particularly in promoting the mobility of workers in a regional framework such as MERCOSUR. The results of the ILO's Global Dialogue Forum on Strategies for Sectoral Training and Employment Security held in March 2010 provided important guidance on certain policies. The Government participant from Paraguay referred to round tables involving young workers as an example of means by which social dialogue could promote training and employment policies that met national needs.
  40. Government representatives from Asia and the Pacific also supported the importance of social dialogue in national and regional contexts. The Government participant from Kiribati drew attention to strong tripartism encouraged by his Government despite the small size of the country's private sector. Through dialogue at regional level, partnerships to develop TVET programmes in specific occupations had been established with the EU, Australia and New Zealand and a regional training institution set up in Fiji for all Pacific island countries that provided certified training at the level of Australian qualification standards. Social dialogue should be extended beyond national borders. The Government participant from Malaysia declared that social dialogue was required to address issues in his country given the fast changing economic situation that called for new training activities and investments in technology and research in order to reduce skill mismatches in the labour market, create full employment and decent jobs. Social dialogue could strengthen public-private collaboration on a tripartite basis to meet these needs, including improvements in trainers' skills and employers' competitiveness.

### **Related issues: Workplace and informal learning**

41. The Worker spokesperson noted the lack of data and information on workplace and informal learning and the need for improving collection and use of data on current and future trends in these areas in relation to TVET in both developed and developing countries. Informal and workplace delivery of vocational training was a large, vibrant and important part of VET. Workplaces were learning places where people could improve life skills through their work and acquire a sense of achievement. Informal communities could

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also be an opportunity for workplace learning and such options should receive more resources, with attention to funding teachers and trainers who should not be “second-class” professionals. Learning in both industry and in schools was needed. Given the diversity of provision in these areas between countries, more cross-country exchange and collaborative work would be useful. The Forum provided a good opportunity to raise the profile of the ILO’s multilateral framework on TVET. The ILO should apply the conclusions of the Global Dialogue Forum in future ILO programmes, in particular on issues such as the right to vocational training and education for migrant workers.

42. The Employer spokesperson declared that workplace learning was increasingly important for, and used by, employers, not only in apprenticeships, but also in combination with school-based training. Enterprises needed more support to prepare for new challenges, for instance new opportunities through platforms driven by ICTs. At the same time, ICT would represent opportunities for upscaling learning and delivery of training. Greater attention needed to be given to recognizing and developing links with workplaces and lifelong learning, which included establishment of formal and informal apprenticeships, particularly in developing countries. Informal apprenticeships should be upgraded and linked to formal apprenticeship programmes whenever possible.
43. Other Employer participants elaborated on these points and related points. One Employer participant explained differences for example between what might be called “mini and micro credentialing”. Mini credentialing meant for example, working with a car mechanic who learnt the basics in specific parts of training, obtained credit for successfully completing the training and applied the acquired skills in workplaces. Micro credentialing would include letting people with specific skills, for example in languages and communication, work as call centre operators prior to having a formal degree. Another Employer member noted that in Africa people would sometimes make the school-to-work transition by working with mechanics while practising and acquiring skills and competencies. These people did not always have the relevant diplomas, but their work skills should be recognized and included in formal work environments. The recognition of prior learning both in formal and informal learning needed to become more flexible through recognition of acquired technical competencies and generic skills important for specific job profiles by means of sector-specific frameworks.
44. Speaking from an Asian country perspective, the Government participant from Viet Nam stressed the importance of informal apprenticeships in the context of developing countries, especially in rural areas. Viet Nam had implemented training programmes for farmers with support from foreign donors and NGOs. Difficulties arose from the combination of high demand for informal training, insufficient recognition of informal learning and inadequate means to upgrade and formalize informal training.
45. Government representatives from African countries spoke to the linkages between workplace and informal learning. The Government participant from Congo said that in Africa the most common mode of apprenticeship was the informal one, which should be recognized as education and training and as an alternative way of acquiring skills. The advantage of formal apprenticeship would be its particular content and time for training. Informal apprenticeships very often did not have exams that would allow an assessment of skills, therefore bridges should be established to recognize skill acquisition through informal learning. In Congo, apprenticeship contracts had just been launched to validate training in informal VET. The Government participant from Cameroon noted that a new law on VET would address issues of formal and informal apprenticeships by encouraging partnerships between trainers and employers, allowing more opportunity for entrepreneurs to provide apprenticeships. More assistance from employers and government to trainers and apprentices was needed to encourage the recognition of skills. In Mauritius, as pointed out by the Government participant, formal apprenticeships were well regulated but there was equal appreciation for informal apprenticeships, which allowed workers to enter the

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workforce faster. Both types of apprenticeships had higher rates of employability than for those who had not undergone workplace learning. More flexible apprenticeship curricula would need to be implemented to encourage more students, qualifications should be nationally recognized, and greater attention should be accorded to ICT potential to permit universal access to information and resources. A lack of efficient and appropriate tools for data and research collection on these issues confronted the southern African region.

46. European country representatives identified a range of challenges and also progress in relation to these issues. The Government participant from Switzerland referred to legislation in Switzerland, which established profiles of skills – acquired on the job through dual apprenticeship programmes – to be recognized nationally. Such nationally recognized profiles provided an easier transition into the labour market for adults and new workers. The Government participant from Italy recalled the definition of the European Union on lifelong learning and the distinction between, on the one hand, deliberate, formal training and learning, leading to an officially recognized certification and, on the other hand, informal learning not deliberately designed to lead to any recognized certification. In Italy, work was progressing on mechanisms for the certification of skills acquired in the workplace. The Ministry of Labour was very committed to this area of work. Concerning the theme of lifelong learning, in Italy various projects and bills had been introduced in the House of Deputies and the Senate to recognize a genuine right to continual training or lifelong learning for workers. In the context of a gradual decline of interest in apprenticeships by enterprises and youth since the 1960s, the Government participant from Cyprus described initiatives by the Ministry of Labour by means of social dialogue with all stakeholders to agree on the contours of a new apprenticeship system, while the Government simultaneously tried to improve the current system. One identified problem was the variation in the quality of training and education in the workplace, especially informal apprenticeships. While some apprenticeships were considered great learning opportunities and were well organized, some employers took advantage of apprentices simply as cheap labour. A new financial incentive scheme had very recently been initiated to encourage enterprises to recruit apprentices, subject to reimbursement on the basis of how many apprentices were recruited and final assessment reports of apprentices. The scheme was designed to actively influence rules, plans and objectives of apprenticeship programmes, prepare good apprentices and secure their employability. The Government participant from Hungary advocated the integration of employment services and vocational guidance in labour market entry programmes, with guidance continuing throughout workers' lives and careers. There was also a need for life skills training programmes that would help prepare individuals in multiple fields with a view to future career changes.

### **Information session: ILO programmes on disability and sectoral social dialogue in the public services**

47. Ms Debra Perry, Senior Specialist in Disability Inclusion in the Skills and Employability Department (EMP/SKILLS), illustrated the challenges of ILO work concerning people with disabilities through a short film and presentation. The world labour force had 470 million people with disabilities, people who faced major difficulties: insufficient access to training; work in stereotypical jobs; employment in unprotected and dangerous situations; and lower wages than people without disabilities. Different forms of skills training in vocational education and lifelong learning, including employment services to better include people with disabilities, had been advocated by the UN Convention on the Rights of Persons with Disabilities (UNCROD, 2006) and the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159). The ILO had a “twin-track strategy” designed to break down barriers to labour market participation for people with disabilities by taking specific disability initiatives, such as advocating projects and activities designed for people with disabilities, and encouraging inclusion. The second part

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of the strategy included policy work through analysis, policy review and promoting cooperation among governments, businesses, NGOs, disabled persons and their organizations.

48. Mr Carlos R. Carrion-Crespo, Public Services and Utilities Specialist in the Sectoral Activities Department (SECTOR), talked about trends in public administration. Public service was under pressure to reform. Employment had become less stable in recent years due to short-term and more flexible work contracts. The current economic crisis resulted in reduced government revenues, which in turn led to changes in public servants' employment conditions and less social dialogue in designing restructuring processes. Responses to the crisis rather should focus on employment promotion and creation through the provision of quality public services. In the Global Jobs Pact, the ILO proposed to mitigate negative effects in the employment of public servants. These efforts were further supported through the implementation of the ILO Labour Relations (Public Service) Convention, 1978 (No. 151), by promoting collective bargaining and negotiations as a basis for determining employment conditions in public administration.

### **Consideration and adoption of Forum consensus points**

49. Following the discussion on the major themes, the Forum considered a set of consensus points proposed by the ILO. These were adopted with amendments proposed by Government, Employer and Worker participants. In the process, the Employer spokesperson regretted the elimination of points on teacher assessment, alternative forms of recruiting and retaining teachers and trainers, and performance or merit-pay systems applied to remuneration of teachers and trainers. A Government participant from Argentina regretted that the points of consensus did not take the form of a Chairperson's summary.

### **Closing remarks**

50. In closing, the Executive Director of the ILO Social Dialogue Sector, noted the Forum's adoption of a set of consensus points reflecting shared principles based on social dialogue – the bedrock of successful labour relations. These consensus points should become an important reference point for the ILO's tripartite constituents – including the many representatives of Ministries of Education – in their reflections on, and possible reshaping of, policies and practices on the themes of the Forum. The ILO would also carefully consider how the many valuable points and recommendations raised during the discussion could enrich its own work in the future, notably through collaboration of the two departments that helped organize the Forum and relevant ILO Offices around the world. The report of the discussions and the consensus points would be put before the ILO Governing Body as soon as practical. All Officers, spokespersons and participants and the secretariat were to be thanked for contributing to the success of the Forum.
51. The Employer spokesperson regretted that the points of consensus were so diluted but was very appreciative of the chance to engage in debate around VET issues. The ILO was to be congratulated for producing such a meaningful background report for the Forum and affording the tripartite constituents the opportunity to engage in social dialogue on these issues. The strong Government participation in particular was most welcome. The outcomes demonstrated that two days for such a Forum were not sufficient, and the ILO needed to rethink the format, organizing fewer meetings of this kind in favour of better quality.
52. The Worker spokesperson noted that the Forum was important because many issues were placed at centre stage in the course of a very useful and rich discussion. Thanks went to the

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ILO for convening the Forum, its secretariat for the excellent work and the three groups for the quality of the debate. The Workers agreed with the Employers that there was not sufficient time to review the points of consensus.

- 53.** The Government spokesperson was appreciative of the ILO background report but regretted the format of the Forum – two days were too short and this placed an unfair time constraint on participants and a burden on the secretariat. As a result, the consensus points were not as strong as they could have been. However, the Forum provided a wonderful example of what tripartism meant – give and take and negotiating – and the groups’ participants were to be congratulated for their contributions. The Governments hoped that the Forum’s results would be carefully considered by the ILO Governing Body in March 2011.
- 54.** The Chairperson closed by stating that the thematic discussions were quite rich, thanks to the contributions of all participants and the hard work of the ILO secretariat. With more time, a better consensus could have been reached on certain points, for instance the question of teacher assessment, which was an important point for all three groups, especially the Governments. It was therefore hoped that the ILO Governing Body would take note of, and act on, the recommendations concerning the structure of future Global Dialogue Forums.



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## **Consensus points of the Forum**





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## Introduction

1. Government, Employer and Worker representatives participated in the Global Dialogue Forum on Vocational Education and Training, held at the ILO, Geneva, on 29–30 September 2010. The Forum examined strategies and policies to help constituents in ILO member States to improve the provision of universally accessible and quality technical and vocational education and training (TVET) services for all citizens.
2. As one of its central tasks, the Forum exchanged a wide range of views and experiences on initial and further training needs, remuneration packages, and the teaching and working conditions of TVET teachers and trainers. It also considered measures to strengthen social dialogue mechanisms and processes involving all major actors in TVET reform decisions.
3. The Forum took into consideration the background report prepared by the Office: *Teachers and trainers for the future: technical and vocational education and training in a changing world*, and reaffirmed the importance of a number of international standards for policy work at this level of education, including the ILO/UNESCO Recommendation concerning the Status of Teachers, 1966, and the UNESCO Recommendation concerning the Status of Higher Education Teaching Personnel, 1997. It also had reference to the Human Resources Development Recommendation, 2004 (No. 195), the Declaration on Social Justice for a Fair Globalization and the Global Jobs Pact, adopted by International Labour Conferences, as well as the Global Dialogue Forum on Strategies for Sectoral Training and Employment Security (March 2010).

## Consensus points on challenges and the way forward

### ***Challenges facing TVET and the roles of public and private providers***

4. The impact of the continued economic and jobs crisis has been affecting countries and sectors and posed new challenges for TVET. In this context, the Forum underscores the need for policies and practices that provide a higher status and new esteem for TVET's importance in meeting these challenges, bringing together aspects of skills development for employability, as well as broader aspects of lifelong learning and general education for all citizens. To this end, public and private investment in TVET should be at levels that ensure universal access, training quality and relevant outcomes for all learners, supplemented where possible by mutually beneficial public–private collaboration.
5. TVET plays a critical role in social and economic development. To fully utilize the potential of TVET, countries require more up-to-date, where possible “real time”, information on present and future skills trends. International organizations such as the ILO, UNESCO and OECD and relevant regional organizations should assist constituents in member States to develop up-to-date information collection and analysis on skills demand and supply.
6. Governments, employers' and workers' organizations should engage in social dialogue on arrangements that encourage and allow workers to undergo TVET training that is equally employment-driven and builds up generic skills of TVET students as well as broader aspects of lifelong learning and general education for all citizens. Such generic skills include communication, problem solving, teamwork, language, entrepreneurial and other soft skills. Programmes that incorporate learning in both TVET schools and in the workplace (such as apprenticeships and internships) should be encouraged.

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7. The Forum emphasized the need for introducing better collaboration between the social partners to effectively deliver and assess TVET outcomes.

### ***Initial education and professional development of TVET teachers and trainers***

8. Participants of the Forum agreed that TVET teachers and trainers should have qualifications as expert teachers – with both technical and pedagogical skills – and experience in industry and other workplace needs.
9. “Building bridges” between countries with effective TVET teacher training systems and those seeking to invest in new TVET teacher training structures is desirable. Increased international cooperation in conjunction with organizations such as the ILO, UNESCO and OECD can play an active role in facilitating collaboration between countries.

### ***Employment in TVET***

10. TVET faces continued shortages in qualified teachers and trainers in many countries. To improve recruitment and retention of adequate numbers of fully qualified TVET teachers and trainers a comprehensive package of high initial and continual training standards, competitive remuneration, attractive teaching conditions and the necessary infrastructure and equipment to support high learning outcomes are considered essential.
11. Bearing in mind the historical under-representation of women and minorities in TVET employment, while upholding the principle of appointment by merit, human resource policies of public and private TVET providers should actively seek to encourage employment of qualified women and minorities, especially in cutting edge sectors and in positions of responsibility. To achieve this objective, attention needs to be paid to breaking down cultural and institutional barriers to equality of opportunity and to promoting good role models for women and minority candidates.
12. Employment security and tenure are important factors underpinning quality service provision, job satisfaction, recruitment and retention, thereby avoiding teacher and trainer shortages. Excessive recourse to “casual” contractual and temporary teachers can undermine system and institutional objectives and high professional status. At the same time, employment security cannot be absolutely guaranteed in all professional streams or sectors in constant evolution. Where teacher or trainer jobs are eliminated for financial or professional reasons, good human resource policies call for alternative training and placement measures.

### ***Remuneration and the teaching and learning environment***

13. Remuneration levels of TVET teachers and trainers often do not reflect the importance of work in this increasingly vital education sector, and may not be competitive either in comparison to teaching at other education levels or with comparable private sector jobs. Current remuneration packages in a large number of countries, especially developing countries, are not sufficient to attract sufficient numbers of able young teacher/trainer candidates, nor to retain experienced serving staff, many of whom leave for private enterprise or jobs in other countries. Low salaries also impact on pension benefits, a further disincentive to a teaching job.
14. Workload in TVET should be defined with reference to the full range and variety of teacher and trainer responsibilities, including instructional and preparation time, project

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work and workplace exchanges. It is vital that employers, public and private, ensure a safe and healthy teaching and learning environment.

- 15.** A well-financed TVET infrastructure with up-to-date training equipment is critical to learning quality and relevance. Governments/public education authorities have the primary responsibility for ensuring the necessary investments to achieve this goal, but public/private collaboration is an important means of supplementing and supporting TVET institutions. Good practices include:
- integrated training centres in which public authorities finance training costs (teacher salaries and benefits and student financial support) and employers or enterprises offering training equipment;
  - a shared training package in which public authorities cover school-based training and private enterprise in workplace based training, taking account of respective institutional constraints and needs.

### ***Social dialogue in TVET***

- 16.** There is a general consensus that social dialogue – all forms of information sharing, consultation and negotiation between representatives of governments, employers and workers on issues of common interest relating to economic and social policy – is vital to healthy TVET policy formulation and implementation. Social dialogue should operate both on the broader policy and operational issues of TVET by engaging the social partners, and within TVET systems and institutions between employers, national or institutional such as school boards, and trade unions representing teachers and trainers.
- 17.** The diversity of national experiences implies diversity in the frameworks or processes for social dialogue in TVET. Sectoral social dialogue is increasingly crucial to align TVET operations with national or local labour market needs. Positive examples of national, subnational or sectoral bodies for social dialogue on TVET policy and practice are numerous and include:
- tripartite advisory councils/commissions on TVET strategies, policies, qualification, assessment and training standards and curricula;
  - industrial training boards or skills councils/commissions to identify and advise on workforce development and skills needs; and
  - tripartite councils/commissions to manage training funds, advise on government tax incentives or develop targeted labour market intervention tools, notably for youth and economically or socially disadvantaged population groups.

Such bodies are built around tripartite social dialogue and in many cases are funded by governments and fully engage social partners in their policy advisory or operational functions.

- 18.** Effective social dialogue depends on recognition of its importance by all concerned parties, respect for rights and principles of freedom of association, organization and participation in decision-making for the social partners as set out in international labour standards <sup>1</sup> and

<sup>1</sup> The Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), the Labour Relations

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in the international standards on teachers,<sup>2</sup> adequately funded and supported institutional frameworks or processes, and assistance where necessary to build and sustain the capacity of TVET stakeholders to meaningfully engage in social dialogue.

19. Where social dialogue institutions or frameworks are effectively embedded in the institutional culture of a country, they may provide stability in policies and practices on TVET issues that transcend short-term political changes and/or assist in the management of difficult economic conditions created by structural adjustment measures for example. International information exchanges, financial and technical assistance can contribute to more sustainable social dialogue institutions and frameworks within small and developing nations in particular.

### ***Related issues not covered by the ILO report – Workplace and informal learning***

20. There is a need for improving collection and use of data on current and future trends and developments in TVET, in both developed and developing countries, and for greater international information exchange and collaborative work on these issues.

21. In addition to formal provision of TVET through training institutions and that provided by teachers and trainers in the formal TVET system, greater attention needs to be given to recognizing and developing links with workplace and lifelong learning; this includes:

- working to establish formal apprenticeship programmes using mechanisms of social dialogue;
- informal apprenticeship programmes, particularly in developing countries, should be upgraded or linked to formal programmes, whenever possible;
- increasing the use of information and communication technology as an instrument in the delivery of training.

These programmes should respect the accreditation, recognition and quality assurance requirements and procedures established by the relevant authorities.

22. Recognition of prior learning (RPL), both in formal, but particularly in informal learning, needs to become more flexible through:

- recognition of acquired competencies;
- recognizing technical competencies and generic skills important for specific job profiles;
- providing specific sector frameworks.

These measures should respect the accreditation, recognition and quality assurance requirements and procedures established by the relevant authorities.

(Public Service) Convention, 1978 (No. 151), and the Collective Bargaining Convention, 1981 (No. 154).

<sup>2</sup> The ILO/UNESCO Recommendation concerning the Status of Teachers, 1966; and the UNESCO Recommendation concerning the Status of Higher Education Teaching Personnel, 1997.

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**23.** The ILO is encouraged to apply the consensus points made here in current and future ILO programmes.



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## Evaluation questionnaire





## Evaluation questionnaire

A questionnaire seeking participants' opinions on various aspects of the Forum was distributed during the meeting. Their responses and the statistics on participation are summarized hereunder.

### 1. How do you rate the Forum as regards the following?

	Excellent	Good	Satisfactory	Poor	Unsatisfactory
The choice of agenda item (subject of the Forum)	13	15	1		
The points for discussion	8	20	2		
The quality of the discussion	2	17	9		
The meeting's benefits to the sector	6	17	3	2	
The conclusions		12	12	1	3
Opportunity for networking	6	11	7	2	1

### 2. How do you rate the quality of the report in terms of the following?

	Excellent	Good	Satisfactory	Poor	Unsatisfactory
Quality of analysis	13	11	6		
Objectivity	15	11	4		
Comprehensiveness of coverage	8	16	6		
Presentation and readability	8	15	4		
Amount and relevance of information	8	13	8	1	

### 3. How do you consider the time allotted for discussion?

	Too much	Enough	Too little
Discussion of the report	2	22	6
Presentations	5	23	1
Group meetings	5	21	4

### 4. How do you rate the practical and administrative arrangements (secretariat, document services, translation, interpretation)?

	Excellent	Good	Satisfactory	Poor	Unsatisfactory
	16	11	3		

### 5. Respondents to the questionnaire

Government/public education authority	Private Employers	Workers	Observers	Participants responding (%)
24	1	3	2	33

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**6. Participants in the forum**

Government/public education authority (including advisers)	Private Employers	Workers	Observers	Participants responding (%)
72	5	5	8	38

**7. Other observations**

- Not enough time with the two-day format to discuss themes and reach satisfactory conclusions
- Need for more briefings for first-time participants at an ILO meeting
- Inadequate linkage with the sectoral forum on skills and training, March 2010

**Website of the Sectoral Activities Service (www.ilo.org/sector)**

**8. Are you aware that the Sectoral Activities Service has a website that provides information on its meetings and activities?**

Yes 13 No 17

**9. If yes, please indicate how you would rate the design and content of the site?**

Excellent	Very good	Good	Needs improvement	Unsatisfactory
	5	6	2	

**10. If unsatisfactory or needs improvement, how would you suggest that the design and content of the site be improved?**

Search engine needs to be improved to obtain the relevant documents

**11. If you consulted the website, did you download any of the documents available from it?**

Yes 6 No 5 Viewed but did not download 2

**12. Would you choose to register and obtain information about a meeting via an electronic registration form on the website?**

Yes 26 No 3

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**List of participants**  
**Liste des participants**  
**Lista de participantes**



---

Chairperson  
Président  
Presidente

Mr Greg Vines  
Minister Labour  
Australian Permanent Mission  
Chemin des Fins 2 – Grand-Saconnex  
1211 GENEVA 19  
Switzerland  
Tel.: +41 22 799 9160  
Fax: +41 22 799 9175  
E-mail: greg.vines@dfat.gov.au

Members representing Governments  
Membres représentant les gouvernements  
Miembros representantes de los gobiernos

**ALBANIA ALBANIE**

Ms Flora Batusha  
General Director  
Human Resources and Internal Services  
Ministry of Labour, Social Affairs and Equal Opportunities  
TIRANA  
Albania  
Tel.: +355 42227942  
Fax: +355 42228340

Ms Alida Mici  
Director  
Ministry of Labour, Social Affairs and Equal Opportunities  
TIRANA  
Albania  
Tel.: +355 42227942  
Fax: +355 42228340  
E-mail: alidamici@yahoo.com

**ARGENTINA ARGENTINE**

Sr. Matías Barroetaveña  
Subsecretario de Políticas de Empleo y Formación Profesional  
Secretaría de Empleo  
Ministerio de Trabajo, Empleo y Seguridad Social  
Alem 650, Piso 15  
AR-C 1001 BUENOS AIRES  
Argentina  
Tel.: +5411 43105513  
Fax: +5411 43105513  
E-mail: mbarroetavena@trabajo.gov.ar

---

*Adviser/Conseiller technique/Consejero técnico*

Sr. Darío César Celaya Álvarez  
Minister  
Mission of Argentina – Geneva  
C.P. 536  
R15 GENEVA 15  
Switzerland  
Tel.: +41 22 929 86 00  
Fax: +41 22 798 5995  
E-mail: dariocelaya@yahoo.com

#### **AUSTRIA AUTRICHE**

Ms Sonja Schmöckel  
Labour Market Subsidies Unit  
Federal Ministry of Labour, Social Affairs  
and Consumer Protection  
Stubenring 1  
A-1010 WIEN  
Austria  
Tel.: +431 71100 6423  
E-mail: sonja.schmoeckel@bmask.gv.at

*Adviser/Conseiller technique/Consejero técnico*

Mr Thomas Schüller  
Labour Market Subsidies Unit  
Federal Ministry of Labour, Social Affairs and Consumer Protection  
Stubenring 1  
A-1010 WIEN  
Austria  
Tel.: +431 71100 6423  
E-mail: thomas.schueller@bmask.gv.at

#### **BANGLADESH**

Mr Faiyaz Kazi  
Counsellor  
Permanent Mission of Bangladesh  
65, rue de Lausanne  
1202 GENEVA  
Switzerland  
Tel.: +41 22 908 8020  
E-mail: faiyaz2508@hotmail.com

#### **BURKINA FASO**

M. Justin Koutaba  
Ministre  
Ministère de la Jeunesse et de l'Emploi  
03 BP 7016 OUAGADOUGOU 03  
Burkina Faso  
Tel.: +226 50 316110/11  
Fax: +226 50 335 377

---

M. Benoît Kaboré  
Directeur général  
Agence nationale pour l'emploi (ANPE)  
Ministère de la Jeunesse et de l'Emploi  
DG/ANPE  
01 BP 521 OUAGA 01  
Burkina Faso  
Tel.: +226 50300097  
E-mail: benkabor2003@yahoo.fr

M<sup>me</sup> Sougué Hafoussiatou  
Directrice  
Fonds d'appui à la formation professionnelle  
et à l'apprentissage (FAFPA)  
Ministère de la Jeunesse et de l'Emploi  
12 BP 26 Guaga 12  
OUAGADOUGOU  
Burkina Faso  
Tel.: +226 50 36 70 20  
Fax: +226 50 367024  
E-mail: souguehafou@yahoo.fr

*Adviser/Conseillère technique/Consejera técnica*

M<sup>me</sup> Désirée Sougouri  
Deuxième conseillère  
Mission permanente du Burkina Faso  
Rue de Lausanne 44  
1201 GENÈVE  
Suisse  
Tel.: +41 22 734 63 31  
Fax: +41 22 732 77 34  
E-mail: dsougouri@yahoo.fr

## **CAMEROON CAMEROUN CAMERÚN**

S.E. M. Zacharie Perevet  
Ministre de l'Emploi et de la Formation professionnelle  
BP 16273  
YAOUNDÉ  
Cameroun  
Tel.: +237 22 20 37 34  
Fax: +237 22 20 37 81

*Advisers/Conseillers techniques/Consejeros técnicos*

M<sup>me</sup> Jeanne Eba'a  
Chargée d'études dans les services du Premier ministre  
YAOUNDÉ  
Cameroun  
Tel. +99090049  
E-mail: ebaajane@yahoo.fr

M. Philippe Ngathe Kom  
Directeur de la formation et de l'orientation professionnelles  
Répondant national de l'OIF-FPT  
Ministère de l'Emploi et de la Formation professionnelle  
BP 16273  
Bureau au CFPR-EB, rue Ceper  
YAOUNDÉ  
Cameroun  
Tel.: +237 22 20 07 35  
Fax: +237 22 20 07 35  
E-mail: ngathe\_kom@yahoo.com

---

M. Francis Ngantcha  
Ministre conseiller  
Mission permanente du Cameroun à Genève  
6, rue du Nant  
1207 GENÈVE  
Suisse  
Tel.: +41 22 736 20 22  
E-mail: ngantchaf@bluewin.ch

**CENTRAL AFRICAN REPUBLIC RÉPUBLIQUE CENTRAFRICAINE  
REPÚBLICA CENTROAFRICANA**

M. Thierry Max Christian Zouma  
Directeur de la formation et du conseil en entreprise  
Agence centrafricaine pour la formation professionnelle et l'emploi  
BP 1744  
Avenue de l'Indépendance  
BANGUI  
République centrafricaine  
Tel.: +236 611255  
Fax: +236 21 61 6800  
E-mail: organisationacfpe@hotmail.com / zoumat@yahoo.fr

**CHINA CHINE**

Mr Dongwen Duan  
First Secretary  
Mission of China  
11, Chemin de Sunville  
1213 Petit-Lancy  
GENEVA  
Switzerland  
Tel.: +41 22 879 5652  
Fax: +41 22 879 5650  
E-mail: duandongwen@hotmail.com

**CONGO**

M. Nicolas Kossaloba  
Directeur général de l'emploi  
et de la formation qualifiante  
246, rue Loukolele Telongai  
BRAZZAVILLE  
Congo  
Tel.: +242 666 85 07  
E-mail: kosnicolas@yahoo.fr

M. Luc-Joseph Okio  
Ambassadeur  
Mission permanente de la République  
du Congo à Genève  
8, rue de Chabrey  
1202 GENÈVE  
Suisse  
Tel.: +41 22 731 88 21/26  
Fax: +41 22 731 88 17  
E-mail: missioncongo@bluewin.ch



---

M. André Okombi Salissa  
Ministre  
Ministère de l'Enseignement technique,  
professionnel, de la Formation qualifiante  
et de l'Emploi  
8, rue de Chabrey  
1202 GENÈVE  
Suisse  
Tel.: +41 22 731 88 21/26  
Fax: +41 22 731 88 17  
E-mail: missioncongo@bluewin.ch

*Advisers/Conseillers techniques/Consejeros técnicos*

M. Jean Ngakosso  
Directeur de l'enseignement technique 2<sup>e</sup> degré  
P14-105 V Goprolog  
Mont-Boukero Massengo  
Talangai – BRAZZAVILLE  
Congo  
Tel.: +242 662 22 20

M. Jean-Claude Gouobolo  
Conseiller technique  
8, rue de Chabrey  
1202 GENÈVE  
Suisse  
Tel.: +41 22 731 88 21/26  
Fax: +41 22 731 88 17  
E-mail: kosnicolas@yahoo.fr

M<sup>me</sup> Fernande MVila  
Conseillère  
Mission permanente du Congo à Genève  
8, rue de Chabrey  
1202 GENÈVE  
Suisse  
Tel.: +41 22 731 88 21/26  
Fax: +41 22 731 88 17  
E-mail: mvilafern@yahoo.fr

## **CYPRUS CHYPRE CHIPRE**

Ms Maria Mikellides  
Senior Productivity Officer  
Cyprus Productivity Centre  
Ministry of Labour and Social Insurance  
77 Kallipoleos Avenue  
2100 NICOSIA  
Cyprus  
Tel.: +357-22806000  
Mobile: +357-99486211  
Fax: +357 22376872  
E-mail: mmikellides@kepa.mlsi.gov.cy / info@kepa.mlsi.gov.cy

---

**ECUADOR EQUATEUR**

Sr. Jorge Thullen  
Asesor del Ministro de Relaciones  
Laborales en Ginebra  
C.P. 55  
1294 GENTHOD  
Suisse  
Tel.: +41 22 774 1220  
Fax: +41 22 774 4305  
E-mail: gthullen@hotmail.com

**EGYPT EGYPT EGIPTO**

Mr Raafat Abdel Aleem El Meslawy  
Labour Counsellor  
Permanent Mission of Egypt  
49, avenue Blanc  
1202 GENEVA  
Switzerland  
E-mail: mission.egypt@ties.itu.int

**EL SALVADOR**

Sra. Hilda Aguilar  
Primera Secretaria  
Misión Permanente de El Salvador  
Ginebra  
Suiza  
Tel.: + 41 22 732 70 36  
E-mail: haguilar@rree.gob.sv

**GREECE GRÈCE GRECIA**

Mr Dimitris Passouris  
Head  
Vocational Training Department  
Manpower Employment Organization  
8, Ethnikis Aytistascos St.  
174 56 ALIMOS ATHENS  
Greece  
Tel.: +301 998 9671  
Fax: +30 210 9989829  
E-mail: dpassouris@gmail.com

*Adviser/Conseiller technique/Consejero técnico*

Mr Dimitrios Raftopoulos  
Head of European Affairs Section  
Organisation for Vocational Education and Training  
Ministry of Education, Life-Long Learning and Religion  
41, Ethnikis Antistaseos Av.  
14234 N. IONIA ATHENS  
Greece  
Tel.: +30 210 2709020  
Fax: +30 210 2772208  
E-mail: raftopoulosdim@hotmail.com

---

## HUNGARY HONGRIE HUNGRIA

Ms Zsófia Lux  
Senior Counsellor  
Ministry for National Economy  
Department of VET and Adult Education  
Kálmán Imre U. 2  
BUDAPEST 1054  
Hungary  
Tel.: +36 1 473 8745  
Fax: +36 1 473 8720  
E-mail: lux.zsofia@szmm.gov.hu

## ITALY ITALIE ITALIA

Mr Claudio Franzosi  
Researcher  
Institute for the Development of Vocational  
Training for Workers (ISFOL)  
Via G.B. Morgagni, 33  
00161 ROME  
Italy  
Tel.: +39 06 44590347  
Fax: +39 06 44291871  
E-mail: c.franzosi@isfol.it

M<sup>me</sup> Paola Nicoletti  
Researcher  
Institute for the Development of Vocational  
Training for Workers (ISFOL)  
Via G.B. Morgagni, 33  
00161 ROME  
Italy  
Tel.: +39 06 44590302  
Fax: +39 06 44291871  
E-mail: p.nicoletti@isfol.it

## JORDAN JORDANIE JORDANIA

Mr Shukri Dajani  
Special Adviser for ILO Affairs  
Mission of Jordan  
Rue de Vermont 37-39  
1202 GENEVA  
Switzerland  
Tel.: +41 22 748 2000  
Fax: +41 22 748 2001  
E-mail: sdajani@jordanmission.ch

## KIRIBATI

Mr Tebao Awerika  
Permanent Secretary  
Ministry of Labour and Human Resource Development  
P.O. Box 69  
Bairiki  
TARAWA  
Kiribati  
Tel.: +686 21097  
Fax: +686 21452  
E-mail: awerika@labour.gov.ki / secretary@labour.gov.ki

---

**REPUBLIC OF KOREA RÉPUBLIQUE DE CORÉE REPÚBLICA DE COREA**

Mr Jiweon Jeong

Director  
Skills Development Policy Division  
Ministry of Employment and Labour  
SEOUL  
Republic of Korea  
Tel.: +82 2 2110 7255  
E-mail: jiweon@moel.go.kr

*Adviser/Conseiller technique/Consejero técnico*

Mr Ha Jung Song

Deputy Director  
Skills Development Policy Division  
Ministry of Employment and Labour  
SEOUL  
Republic of Korea  
Tel.: +82 2 2110 726  
E-mail: hjsong@moel.go.kr

**KUWAIT KOWEÏT**

Ms Fawziah Mohamed Khdad

Chief of Training and Follow-up Department  
Vocational training for handicapped  
Ministry of Social Affairs and Labour  
Kuwait  
Tel.: +965 99507006  
Fax: +965 257 13912  
E-mail: rajabfouz@hotmail.com

**KYRGYZSTAN KIRGHIZISTAN KIRGUISTÁN**

Mr Uran Bolush

Consul Attaché  
Kyrgyz Mission to the United Nations  
36, avenue Theodore-Weber  
1208 GENEVA  
Switzerland  
Tel.: +41 22 707 92 22  
Fax: +41 22 707 92 21  
E-mail: uran.bolush@ties.itu.int / mm5307@richmong.ac.uk

**MALAYSIA MALAISIE MALASIA**

Mr Aminuddin Ab Rahaman

Labour Attaché  
Permanent Mission of Malaysia  
International Center Cointrin (ICC)  
20, route de Pré-Bois  
1215 GENEVA 15  
Switzerland  
Tel.: +41 22 710 7510  
E-mail: aminuddin\_ar@yahoo.com

---

**MAURITIUS MAURICE MAURICIO**

Mr Roland Dubois  
Director  
Mauritius Institute of Training and Development (MITD)  
IVTB House/Pont Fer  
PHOENIX  
Mauritius  
Tel.: +230 6018207  
Fax: +230 2515009  
E-mail: rdubois@mitd.mu / prdubois2609@hotmail.com

*Adviser/Conseillère technique/Consejeao técnica*

Ms Tanya Trayag-Gujadhur  
Second Secretary  
Permanent Mission of Mauritius in Geneva  
37-39, rue de Vermont  
CH 1211 GENEVA  
Switzerland  
Tel.: +41 22 734 8550  
Fax: +41 22 7348630  
E-mail: tprayag@mail.gov.mu

**MEXICO MEXIQUE MÉXICO**

Sra. Cecilia Amero Coutigno  
Ministre  
Mission permanente du Mexique  
Chemin Louis Dunant 15  
5<sup>e</sup> étage  
GENÈVE 1202  
Suisse  
Tel.: +41 22 748 0707  
E-mail: cecilia.amero@delegamexoi.ch

**MOZAMBIQUE**

M. Juvenal Dengo  
Premier secrétaire  
Mission permanente du Mozambique  
Rue Gutier, 13  
1201 GENÈVE  
Suisse  
Tel.: +41 22 732 32 14  
E-mail: juvenaldengo@hotmail.com

**NAMIBIA NAMIBIE**

Ms Maria Nangolo-Rukoro  
Chief Executive Officer  
Namibia Training Authority  
NTA Village, Rand Street  
P.O. Box 70407  
Khomasdal  
WINDHOEK  
Namibia  
Tel.: +264 61 279 550  
Fax: +264 61 279 551  
E-mail: info@nta.com.na

---

Ms Albertina T. Heita  
Manager  
VTC Transformation  
Namibia Training Authority  
NTA Village, Randstreet  
P. O. Box 70407  
Khomasdal  
WINDHOEK  
Namibia  
Tel.: +264 61279572  
Fax: +264 61279551  
E-mail: aheita@nta.com.na

Mr Muvatera Ndjoze-Siririka  
Director, Vocational Education  
Ministry of Education  
P.O. Box 3321  
WINDHOEK  
Namibia  
Tel.: +264 61 270 6246  
Fax: +264 61 270 62 15  
E-mail: mndjoze@mec.gov.na

Mr H. Daniel Ngodji  
Deputy Director Vocational Education  
Ministry of Education  
Private Bag 13186 WINDHOEK  
Namibia  
Tel.: +264 061 2706216  
Fax: +264 061 2706215  
E-mail: dngodji@mec.gov.na

## **NIGERIA NIGÉRIA**

Mr Bukar Sheriff Konduga  
Director, Employment and Wages  
Federal Ministry of Labour and Productivity  
Federal Secretariat Complex  
Alhaji Shehu Shagari, Annex 2  
ABUJA  
Nigeria  
Tel.: +234 8050 584 669  
E-mail: skonguga@yahoo.com

## **PARAGUAY**

Sr. Sergio Roberto Rojas Sosa  
Director General  
Servicio Nacional de Promoción Profesional (SNPP)  
Avda. Molas López No. 480  
ASUNCIÓN  
Paraguay  
Tel.: +595 21 606 506

---

*Advisers/Conseillers techniques/Consejeros técnicos*

Sra. Lida Inocencia Coronel de Duré  
Gerente Económica  
Servicio Nacional de Promoción Profesional (SNPP)  
Avda. Molas López No. 480  
ASUNCIÓN  
Paraguay  
Tel.: +595 21 609 454  
E-mail: lcoronel96@hotmail.com

Sra. Mirta Isabel Zárate Ruiz Díaz  
Directora de Recursos Humanos  
Servicio Nacional de Promoción Profesional (SNPP)  
Avda. Molas López No. 480  
ASUNCIÓN  
Paraguay  
Tel.: +595 21 606 506  
E-mail: snpprrhh@hotmail.com

Sra. Verónica de Hollanda Ramírez  
Asesora Jurídica Externa  
Servicio Nacional de Promoción Profesional (SNPP)  
Avda. Molas López No. 480  
ASUNCIÓN  
Paraguay  
Tel.: +595 21 606 506  
E-mail: vdehollanda@snpp.edu.py

Sr. José Reynaldo Rodríguez Fernández  
Gerente de Acción Formativa  
Servicio Nacional de Promoción Profesional (SNPP)  
ASUNCIÓN  
Paraguay  
Tel.: +595 21 606 506  
E-mail: josesnpp@gmail.com

Sr. Jorge Antonio Peña Masulli  
Director General de Administración y Finanzas  
Ministerio de Justicia y Trabajo  
Avda. Gaspar Rodríguez de Francia esq. EE.UU.  
ASUNCIÓN  
Paraguay  
Tel.: +595 21 442 982  
E-mail: jorgepe1979@gmail.com

**PHILIPPINES FILIPINAS**

Mr Manuel G. Imson  
Labour Attaché  
Permanent Mission of Philippines  
Avenue Blanc 47  
CH-1202 GENEVA  
Switzerland  
Tel.: +41 22 716 1930/33  
Fax: +41 22 716 1932  
E-mail: mission.philippines@ties.itu.int

---

**POLAND POLOGNE POLONIA**

Ms Magdalena Nojszewsua-Dochev  
First Secretary  
Permanent Mission of the Republic  
of Poland in Geneva  
15, chemin de l'ancienne-Route  
1218 GRAND-SACONNEX  
Switzerland  
Tel.: +41 22 710 97 11  
E-mail: magdalena.nojszewsua-dochev@msz.gov.pl

**PORTUGAL**

Sr. Francisco Madelino  
Presidente  
Instituto do Emprego e Formação Profissional  
Rua de Xabregas, 52  
1949-003 LISBOA  
Portugal  
Tel.: +351 21 861 41 00  
Fax: +351 21 861 46 02  
E-mail: francisco.madelino@iefp.pt

*Adviser/Conseiller technique/Consejero técnico*

Sr. António Valadas da Silva  
Social Counselor  
Permanent Mission of Portugal  
Rue de Moillebeau 58  
Case postale 432  
CH-1211 GENEVE 19  
Switzerland  
Tel.: +41 22/918 02 00/27  
Fax: +41 22/918 02 28  
E-mail: mission.portugal@ties.itu.int / valadasdasilva1@gmail.com

**QATAR**

Mr Ali Al-Khulaifi  
Minister Plenipotentiary  
Representative of the Ministry of Labour  
Permanent Mission of Qatar to the  
United Nations in Geneva  
Avenue du Bouchet, 27-29  
1209 GENEVA  
Switzerland  
E-mail: mission.qatar@ties.itu.int / latifa@qatarmission.ch

**SINGAPORE SINGAPOUR SINGAPUR**

Ms Choong Yeen Chia  
Counsellor (Labour)  
Permanent Mission of Singapore  
10, avenue du Pailly  
1219 CHÂTELAINE  
Switzerland  
Tel.: +41 22 7950101, ext. 174  
E-mail: Chia\_choong\_yeen@mom.gov.sg



---

**SPAIN ESPAGNE ESPAÑA**

Sra. Soledad Iglesias Jiménez  
Subdirectora General de Orientación  
y Formación Profesional  
Ministerio de Educación  
C/Los Madrazo, 15-17  
28014 MADRID  
Espagne  
E-mail: soledad.iglesias@educacion.es

Sr. Adolfo Hernández Gordillo  
Subdirector General de Políticas Activas de Empleo  
Servicio Público de Empleo Estatal (SPEE)  
C/ Condesa de Venadito, 9  
28027 MADRID  
Espagne  
Tel.: +34 91 5859748  
Fax: +34 91 585 9753  
E-mail: Adolfo.hernandez@sepe.es / politicas.activas@sepe.es

Sra. Ma. Ángeles Dueñas Sánchez-Toledo  
Consejera de Educación en Suiza  
Ministerio de Educación de España  
Embajada de España  
Consejería de Educación  
Kirchenfeldstrasse, 57  
3006 BERNE  
Suisse  
E-mail: angeles.duenas@educacion.es

Sra. Marta Rodríguez-Tarduchy  
Consejera Laboral  
Ministerio de Trabajo e Inmigración  
Tel.: +34 629 20 3338  
MADRID  
Espagne  
E-mail: marodri@mtin.es

**SUDAN SOUDAN SUDÁN**

Ms Awadia Ali Elngoumi Mohamed  
General Director of Technical and Vocational Education  
Ministry of Education  
KHARTOUM  
Sudan  
Tel.: +249912914192  
E-mail: awadia-elngomi@live.com

Mr Mohamed Ahmed Hassan Rasmi  
Secretary-General for Vocational Training  
Ministry of Labour  
Supreme Council for Vocational Training  
KHARTOUM  
Sudan  
Tel.: +249 83 780931  
Fax: +249 83 798824  
E-mail: rasmivet@hotmail.com

---

**SWITZERLAND SUISSE SUIZA**

M. Jean-Daniel Zufferey  
Secrétaire général  
Confédération suisse des offices de la formation professionnelle (CFSP)  
c/o Conférence suisse des directeurs cantonaux de l'instruction publique  
Maison des Cantons  
Maison rouge 27  
3960 SIERRE  
Suisse  
Tel.: +41 31 309 51 58  
Fax: +41 31 309 51 50  
E-mail: zufferey@edk.ch

M<sup>me</sup> Katharina Frei  
Chef suppléante  
Secteur questions de fond et politique  
Office fédéral de la formation professionnelle et de la technologie (OFFT)  
Effingerstrasse 27  
3003 BERNE  
Suisse  
Tel.: +41 31 322 8247  
Fax: +41 31 311 3981  
E-mail: katrin.frei@bbt.admin.ch

**BOLIVARIAN REPUBLIC OF VENEZUELA RÉPUBLIQUE BOLIVARIENNE DU VENEZUELA  
REPÚBLICA BOLIVARIANA DE VENEZUELA**

Sr. Carlos Enrique Flores Torres  
Agregado Laboral  
Misión Permanente de la República Bolivariana de Venezuela  
18a, chemin François-Lehmann  
1218 GRAND-SACONNEX  
Suisse  
Tel.: +41 22 717 0940  
Fax: +41 22 723 2881  
E-mail: carlos.flores@ties.itu.int

**VIET NAM**

Mr Doung Duc Lan  
Deputy Director-General  
General Department of Vocational Training  
Ministry of Labour, Invalids and Social Affairs  
38 Auco Road  
HANOI  
Viet Nam

Mr Dao Quan Vinh  
Counselor  
Permanent Mission of the Socialist Republic of Viet Nam  
to the United Nations  
30, Chemin des Corbillettes  
1218 GRAND-SACONNEX  
GENEVA  
Suisse  
Tel.: +41 22 798 24 85  
Fax: +41 22 798 07 24  
E-mail: mission.vietnam@ties.itu.int / dqvinh60@gmail.com

**Members representing the Employers  
Membres représentant les employeurs  
Miembros representantes de los empleadores**

Mr Enosh Bolo  
Director, Strategy and Service Delivery  
Federation of Kenya Employers (FKE)  
P. O. Box 48311-00100  
NAIROBI  
Kenya  
Tel.: +254 20 2721929  
Fax: +254 20 272 1990  
E-mail: ebolo@fke-kenya.org

Mr Charles Fadel  
Global Education Research Lead  
Cisco Systems, Inc.  
27 Elm Street  
CHELMSFORD MA. 01824  
United States  
Tel.: +1978 936 1701  
E-mail: cfadel@cisco.com

M. Henri Moser  
Président  
Fondation Henri Moser  
65, rue du Rhône  
1204 GENÈVE  
Suisse  
Tel.: +41 22 786 68 83  
E-mail: moser.henri@bluewin.ch

Ms Carrie Murdoch  
Manager Education, Skills and Trade  
Business New Zealand  
3-11 Hunler Street  
P.O. Box 1925  
WELLINGTON 6140  
New Zealand  
Tel.: +644 496 6556  
Fax: +644 496 6550  
E-mail: cmurdoch@businessnz.org.nz

---

Mr Chiel Renique  
Senior Adviser Education and Training  
Confederation of Netherlands Industry and Employers (VNO-NCW)  
Bezuidenhoutseweg 12  
P.O. Box 93002  
2509 AA DEN HAAG  
Netherlands  
Tel.: +31 70 349 02 21  
E-mail: renique@vno-ncw.nl

**Members representing the Workers**  
**Membres représentant les travailleurs**  
**Miembros representantes de los trabajadores**

M<sup>me</sup> Marjorie Alexandre  
Syndicat national de l'enseignement technique action autonome  
74, rue de la Fédération  
75015 PARIS Cedex 15  
France  
E-mail: Alexandre.marjorie@yahoo.fr

M. Luc Allaire  
Syndicat national de l'enseignement  
Centrale des syndicats du Québec  
9405, rue Sherbrooke Est  
MONTRÉAL Québec  
Canada  
E-mail: allaire.luc@csq.qc.net

Ms Pat Forward  
Federal TAFE Secretary  
Australian Education Union  
Federal Office  
120 Clarendon Street  
SOUTH MELBOURNE – VICTORIA  
Australia  
E-mail: pforward@aeufederal.org.au

Mr Anders Johansson  
Senior Officer  
Department of Professional Development and Working Conditions  
Läraryrbundet  
Swedish Teachers' Union  
P.O. Box 12229  
SE-102 26 STOCKHOLM  
Sweden  
Tel.: +46 8 737 65 47  
Fax: +46 8 695 07 42  
E-mail: anders.f.johansson@lararforbundet.se

M. Ladji Tiema  
Professeur de topographie au lycée  
Syndicat national des travailleurs  
de l'éducation et de la recherche  
01 BP 98  
OUAGADOUGOU 01  
Burkina Faso  
Tel.: +226 70723500  
E-mail: tiema.ladji@yahoo.fr

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Representatives of the United Nations, specialized agencies  
and other official international organizations  
Représentants des Nations Unies, des institutions spécialisées  
et d'autres organisations internationales officielles  
Representantes de las Naciones Unidas, de los organismos especializados  
y de otras organizaciones internacionales oficiales

**European Centre for the Development of Vocational Training (CEDEFOP)**  
**Centre européen pour le développement de la formation professionnelle**  
**Centro Europeo para el Desarrollo de la Formación Profesional**

Ms Rocío Lardinois de la Torre  
Project Manager – TVET Teachers & Trainer  
Centre for the Development of Vocational Training (CEDEFOP)  
Street Europe 123  
P.O. Box 22427 THESSALONIKI  
Greece  
Tel.: +30 2310 490 157  
Fax: +30 23 10 490 117  
E-mail: rocio.lardinois@cedefop.europa.eu

Representatives of non-governmental international organizations  
Représentants d'organisations internationales non gouvernementales  
Representantes de organizaciones internacionales no gubernamentales

**Education International (EI)**  
**Internationale de l'éducation**  
**Internacional de la Educación**

M<sup>me</sup> Monique Fouilhoux  
Deputy General Secretary  
Education International  
5, boulevard du Roi Albert II  
1210 BRUSSELS  
Belgique  
Tel.: +32 2 224 0643  
Fax: +32 2 224 0606  
E-mail: monique.fouilhoux@ei-ie.org

Mr Bob Harris  
Senior Consultant  
Education International (EI)  
Avenue Reverdil 8-10  
1260 NYON  
Switzerland  
Tel.: +41 22 365 2196  
Fax: +41 22 365 2197  
E-mail: Bob.harris@ei-ie.org

Mr David Robinson  
Consultant  
Education International  
2705 Queensview Dr.  
OTTAWA, ON  
Canada  
Tel.: +1 613 820 2270  
Fax: +1 613 820 7244  
E-mail: robinson@caut.ca

---

Ms Cristina Drews  
Senior Professional Assistant  
Educational International  
5, boulevard du Roi Albert II  
1210 BRUSSELS  
Belgium  
Tel.: +32 2 224 0611  
Fax: +32 2 224 0606  
E-mail: Cristina.Drews@ei-ie.org

**International Organisation of Employers (IOE)  
Organisation internationale des employeurs (OIE)  
Organización Internacional de Empleadores**

M. Jean Dejardin  
Conseiller  
Organisation internationale des employeurs  
26, chemin de Joinville  
1216 COINTRIN/GENÈVE  
Suisse  
Tel.: +41 22 9290013  
Fax: +41 22 9290001  
E-mail: dejardin@ioe-emp.org

**International Trade Union Confederation (ITUC)  
Confédération syndicale internationale (CSI)  
Confederación Sindical Internacional**

Ms Raquel Gonzalez  
Director  
International Trade Union Confederation (ITUC)  
Geneva Office  
46, avenue Blanc  
1202 GENEVA  
Switzerland  
Tel.: +41 22 738 42 02  
Fax: +41 22 738 10 82  
E-mail: raquel.gonzalez@ituc-csi.org

Ms Esther Busser  
Assistant Director  
International Trade Union Confederation (ITUC)  
Geneva Office  
46, avenue Blanc  
1202 GENEVA  
Switzerland  
Tel.: +41 22 738 42 02  
Fax: +41 22 738 10 82  
E-mail: esther.busser@ituc-csi.org

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Secretariat of the Meeting  
Secrétariat de la réunion  
Secretaría de la Reunión

*Secretary-General/Secrétaire générale/Secretaria General*

M<sup>me</sup> Elizabeth TINOCO  
Directrice  
Département des activités sectorielles

*Executive Secretary/Secrétaire exécutif/Secretario Ejecutivo*

M. Bill RATTEREE  
Spécialiste du secteur de l'enseignement  
Département des activités sectorielles

*Expert/Expert/Experto*

M. Michael AXMANN  
Spécialiste des systèmes de développement des compétences  
Département des compétences et de l'employabilité

*Representative of the Bureau for Workers' Activities/Représentante du Bureau des activités pour les travailleurs/Representante de la Oficina de Actividades para los Trabajadores*

M<sup>me</sup> Amrita SIETARAM  
Spécialiste en matière d'activités pour les travailleurs  
Bureau des activités pour les travailleurs

*Clerk of the Meeting and Chief of the Secretariat Services/Greffier de la réunion et chef des services du secrétariat/Secretario de Actas y Jefe de los Servicios de Secretaría*

M. Thomas HIGGINS  
Fonctionnaire principal des relations  
Service des relations officielles

Assisté par M. Carlos CARRION-CRESPO  
Spécialiste des services publics  
Département des activités sectorielles

*Assistant to the Clerk of the Meeting/Asistente greffière de la réunion/Asistente Secretaria de Actas*

M<sup>me</sup> Victoria HINCHA-MAJUVA  
Assistance administrative  
Département des activités sectorielles