

# TORINO PROCESS SYSTEM MONITORING REPORT: PALESTINE (2024 update)



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## ACKNOWLEDGEMENTS

This 2024 Torino Process monitoring update was prepared by the European Training Foundation (ETF) using the most recent internationally comparable data from the ETF database of key indicators on education, skills, and employment (KIESE), with a cut-off date of August 2024. While this 2024 edition builds upon the foundation of the 2023 report, it was prepared without additional input or involvement from national authorities, experts, or stakeholders in Palestine.

The 2023 edition of the monitoring report for Palestine was put together in close partnership with national authorities, experts, and stakeholders in Palestine under the coordination of Mr. Watheq Hithnawi, National Commission Technical and Vocational Education and Training (NTC), who was also the national coordinator of Palestine for the current round of the Torino Process, and with the support of Mr. Osama Eshtayeh, national Torino Process expert under the overall supervision of Dr. Ziad Jweilis, President of the NTC.

The European Training Foundation (ETF) wishes to thank the NTC and all national stakeholders for their invaluable contribution and the provision of the accurate and extensive information in support of this monitoring exercise. The 2024 report was prepared by a team led by Mihaylo Milovanovitch, Senior Human Capital Development Expert and Coordinator for System Change and Lifelong Learning at the ETF, under the general supervision of Hugues Moussy, Head of the Human Capital Development Intelligence Unit, ETF.

## *Disclaimer*

This version of the report is preliminary. While it encapsulates the collaborative efforts and inputs from various counterparts at various stages, it awaits final verification by the participating country. Therefore, the report is released as “work in progress” which may be subject to refinement and subsequent endorsement in the future.

## KEY TAKEAWAYS

- **Scope of system performance monitoring:** The Torino Process monitoring covers three major areas of commitment to lifelong learners: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). These areas are divided into eight monitoring dimensions: access and participation in Area A; quality, relevance, excellence, and innovation in Area B; and system management/administration and resources in Area C. In addition, the monitoring tracks how well policies and systems deliver to specific groups of learners: learners by age, female learners, young and adult learners at risk, and learners with a migrant background.
- **Scope of the 2024 update:** This monitoring report relies primarily on system performance indices derived from combining individual indicators from the ETF KIESE database. In 2023, the first year of the biennial monitoring cycle of the Torino Process, the data for calculating the SPIs included both KIESE indicators and self-assessments from countries to fill gaps where KIESE indicators were missing. In the second year of the cycle, 2024 – which is in focus of this report – only quantitative data from the KIESE database was collected and used to calculate the SPIs, without additional qualitative input from country self-assessments. Consequently, this monitoring report is intended as a selective, targeted update to the 2023 edition rather than a new, standalone report.
- **Access and attractiveness:** Access to initial VET programmes in Palestine remains relatively smooth, especially after the tenth grade, supported by low tuition fees. However, adult participation in CVET and employment service training has weakened, reflecting stagnation or decline in adult education opportunities since 2023, particularly among at-risk groups. Graduation and transition to higher education continue to be challenging, with the Tawjihi exam hindering vertical permeability. Dropout risks, especially in three-year courses, and geographic barriers persist. Recent initiatives, such as multipurpose TVET institutions and scholarships, aim to address these challenges. Building on progress in programme accessibility and transition pathways while addressing gaps like the absence of a National Qualifications Framework could improve outcomes, especially for women and remote populations.
- **Quality and relevance:** The VET system in Palestine continues to deliver strong basic skills to youth and adults, particularly in IT and literacy, aligning with green and digital transitions. Progress since 2023 includes improvements in the responsiveness of VET to external needs and the integration of digitalisation, although these gains largely reflect declines in international averages. Challenges persist in linking VET to the labour market, with limited work-based learning and employability of graduates remaining below average. Efforts such as curriculum reforms, labour market information systems, and partnerships with industry are promising but underdeveloped. Additionally, significant gaps in digital literacy, ICT skills, and access to technology hinder progress. Addressing these issues is crucial to enhancing VET relevance and supporting learners in navigating evolving labour market demands.
- **Excellence and innovation:** Since 2023, Palestine has made progress in improving excellence and innovation in its VET system. Advances include enhanced responsiveness to access and relevance, supported by initiatives such as teacher training programmes, modernised curricula, and efforts to integrate digitalisation and green skills. However, challenges remain in promoting systemic innovation, particularly in programme content and implementation, which saw a decline in international comparison. Participation in professional development by teachers is limited, and work-based learning opportunities require further expansion. Initiatives like the Skills Development Fund, curriculum reforms, and the establishment of a national qualifications framework reflect ongoing efforts to strengthen the link between VET and labour market.

demands. Addressing these gaps while building on recent achievements can enhance the ability of VET to meet evolving learner and labour market needs.

- **System management and organisation:** Since 2023, Palestine's VET system has maintained strengths in governance but continues to face challenges in quality assurance, resources, and alignment with labour market needs. Participatory governance remains an area of solid performance, supported by active stakeholder engagement and efforts to involve employers through sector skills councils. The professional capacity of leadership staff compares favourably to many other countries, reflecting effective human resource management and staff development.

Improvements in data availability, driven by international initiatives, signal progress toward evidence-based decision-making. However, public accountability and quality assurance mechanisms remain average, with limited transparency in sharing school performance outcomes.

The material base for teaching and learning has deteriorated, with shortages of educational materials, equipment, and infrastructure affecting instruction. While funding for VET has slightly improved, adult education remains critically underfunded. Limited international exposure for VET professionals and students further constrains progress. Promising initiatives, such as the Skills Development Fund and a unified TVET database, require sustained investment to address these gaps effectively.

- **Quality and reliability of monitoring evidence:** Palestine has significantly improved the comparability of its Torino Process monitoring outcomes since 2023. The proportion of internationally comparable KIESE SPI indicators increased from 5% to over 44%, reflecting the country's participation in key international evidence collection efforts. This progress places Palestine ahead of over a third of the countries in the 2024 monitoring cycle in terms of data comparability. Despite these improvements, more than 60% of findings still rely on self-assessment responses. These self-assessments show a balanced approach, with Palestine rating the performance of its VET and lifelong learning systems in a relatively neutral manner. While some risk of bias remains, the country's efforts to build a robust evidence base mark a significant step forward.

# 1. INTRODUCTION

## 1.1 Focus of monitoring and scope of reporting

This ETF report summarises the results of monitoring VET system performance in Palestine for 2024 in the context of the Torino Process initiative.<sup>1</sup> It updates the previous edition of the monitoring report, which covered the period up to 2023.

To allow for tracking country progress over time, this new edition retains the themes selected for monitoring and reporting in 2023. As in 2023, it discusses the performance of the education and training system in Palestine, particularly VET, in providing opportunities for lifelong learning which are accessible, of good quality, and well-managed (Chapter 2). The report also assesses the equity of these opportunities for learners of different backgrounds, genders, origins, and ages (Chapter 3).

The focus of monitoring in 2024 remains on the contribution of initial and continuing VET (IVET and CVET) to the learning activities of youth and adults undertaken to improve their knowledge, skills, competences, and qualifications for personal, social and/or professional reasons. The purpose of the Torino Process monitoring exercise is to provide decision-makers, practitioners, and stakeholders with a reliable basis for informed decisions about policy improvement, resource allocation, strategy design, and follow-up analysis in support of lifelong learning.

"Performance," in this context, refers to the extent to which the VET system delivers on a targeted selection of commitments to learners and other stakeholders in support of lifelong learning (LLL). The term "VET system" encompasses the network of institutions, people, policies, practices, resources, and methodologies in a country and the way they are organised to provide individuals of any age with the practical skills, knowledge, and competencies needed for specific occupations, trades, or professions.<sup>2</sup>

As in 2023, the monitoring framework which underpins this report covers three major **areas of commitment** to lifelong learners: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). These areas are divided into **eight monitoring dimensions**: access and participation in Area A; quality, relevance, excellence, and innovation in Area B; and system management/administration and resources in Area C. The dimensions are described at the beginning of Section 2.1 of this report.

To bring these dimensions of VET performance closer to real-world contexts, they were further broken down into **30 specific policy and system outcomes**. Here, 'outcomes' refer both to the commitments made by the education system—pledges to achieve specific results for defined groups of learners and stakeholders—and to the measurable results that demonstrate how successfully these commitments have been met in each country. For instance, an outcome such as "access to initial VET" indicates the presence of a commitment to provide access, and it also identifies an area of measurement of system performance in fulfilling this commitment. The 30 outcomes are described at

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<sup>1</sup> The Torino Process is a multiannual review of vocational education and training (VET) in countries in East and South-East Europe (including Turkey), Central Asia, and the South and East Mediterranean region, which the ETF is carrying out in partnership with countries in these regions on a regular basis since 2010. For more information see <https://www.etf.europa.eu/en/what-we-do/torino-process-policy-analysis-and-progress-monitoring>

<sup>2</sup> For a full overview of the Torino Process system performance monitoring framework and its conceptual underpinnings, see <https://bit.ly/47YGA6I>.

the beginning of the corresponding section and subsections in this report (Section 2.2, Subsections 2.2.1 to 2.2.4).

At the final step of disaggregation in the Torino Process monitoring framework, the 30 outcomes are broken down into specific, measurable targets (**monitoring targets**) that reflect how the 30 outcomes apply to the different groups of learners they are intended to serve. These groups include youth and adults, female learners, socio-economically disadvantaged youth, adults at risk of exclusion (long-term unemployed, adults with low or no education, economically inactive adults), and first-generation migrants. In 2023 and 2024 the Torino Process monitoring framework tracks a total of 82 monitoring targets: 30 core targets that reflect the outcomes irrespective of who the learners are (outcomes for the general learner population, so to speak), and 52 additional targets focused on specific groups of learners. A selection of results related to these additional, learner-specific targets is discussed in Section 2.3 of this monitoring report.

## 1.2 Monitoring metrics

In the context of Torino Process monitoring, performance is measured through a system performance index (SPI). The index is available for each of the monitoring targets in the Torino Process framework. The SPIs can range from 0 to 100, where 100 indicates maximum or best performance.

These SPIs are aggregate metrics which combine multiple administrative or big data indicators to provide a more comprehensive and realistic picture of what policies and systems are delivering across countries. Although such synthetic indices are more fragile and unstable than individual data points, they are necessary, as many of the outcomes in the Torino Process monitoring are complex and multifaceted and therefore cannot be fully captured by a single indicator. The diversity of learners within countries also limits how effective a single indicator can be in representing performance across various populations or settings.

To address this, the ETF monitoring combines conceptually coherent sets of indicators from its database of key indicators on education, skills, and employment (KIESE) to create the SPIs.<sup>3</sup> This approach produces one index for each of the 82 outcomes monitored through the Torino Process.

The SPIs are intuitive and user-friendly way of presenting system performance even in areas that are otherwise difficult to monitor with traditional administrative measures. The single score they provide simplifies the interpretation of the otherwise complex data and is easier to use for planning and decision-making purposes. Therefore, in 2024, these indices, along with the KIESE data used for their calculation, continue to serve as key information source for the updated monitoring reports of all countries participating in the Torino Process.

This report showcases a selection of key monitoring results based on those indices, as follows: overall performance by broad monitoring dimension (Section 2.1), performance by specific area and system deliverable (Section 2.2 and subsections), and performance in support of specific groups of learners (Section 2.3). The report also provides an international average score<sup>4</sup> for these results for reference purposes, and, where relevant, it showcases disaggregated data used to calculate the system performance indices and information provided by national authorities through the monitoring

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<sup>3</sup> The full list of KIESE indicators and the selection of indicators used as proxies in constructing the Torino Process SPIs (KIESE SPI indicators) can be found at <https://bit.ly/4exAkF0>.

<sup>4</sup> “International average” refers to the average for countries participating in the Torino Process.

questionnaire. Links to the full dataset for Palestine and to the Torino Process monitoring framework and methodology can be found in the third and final section of this document.

### 1.3 Scope of update in 2024

As in 2023, this monitoring report relies primarily on system performance indices derived from combining individual indicators from the ETF KIESE database. In 2023, the first year of the biennial monitoring cycle of the Torino Process, the data for calculating the SPIs included both KIESE indicators and self-assessments from countries to fill gaps where KIESE indicators for certain monitoring targets were missing.

In the second year of the cycle, 2024 – which is in focus of this report – only quantitative data from the KIESE database was collected and used to calculate the SPIs, without additional qualitative input from country self-assessments. This lighter approach was adopted to reduce the reporting burden on countries by removing the need to provide detailed questionnaire responses every year. In addition, to maintain consistency in the types of data used to calculate system performance indices across years, the 2024 update of monitoring results included only those SPIs for which quantitative data was available in both 2023 and 2024.

Since the 2024 update of performance indicators relies solely on internationally comparable KIESE data, without supplementary qualitative inputs from countries, SPI values for which such data was not available for Palestine in 2024, or for which it was not available consistently in both years, have remained unchanged from 2023. In some instances, this also means that some sections of the report may have remained the same as in 2023.

Where that happens, it does not necessarily indicate a lack of progress or stagnation; it may simply reflect the absence of new internationally comparable data beyond what was collected in 2023, or that data is available for only one of the two reference years (2023 or 2024). This may also result in fewer noticeable shifts in the landscape of system performance in 2024 as reflected by the SPIs. Consequently, this monitoring report is intended as a selective, targeted update to the 2023 edition rather than a new, standalone report.

Considering that each SPI refers to a specific monitoring target which tracks policy and system performance across a wide range of learner groups and areas in education and training, any change in the SPIs indicates a corresponding shift in performance in support of learners in those areas. Therefore, the proportion of monitoring targets with updated SPI values in a country shows, on average, how much the performance of education and training in that country has changed from one year to the next.

How many of the 82 system performance indices available for Palestine have shifted between 2023 and 2024? In other words, what was the scale of changes in policy and system performance in the country over that period? Table 1 shows the total number of monitoring targets with validated SPI changes by country participating in the Torino Process monitoring, as well as the percentage of all monitoring targets in the framework that have changed between 2023 and 2024.

**TABLE 1. AVERAGE SCALE OF CHANGE IN POLICY AND SYSTEM PERFORMANCE, PALESTINE AND ETF PARTNER COUNTRIES (2023-2024)**

Country	Monitoring targets with validated change (total number)	Monitoring targets with validated change (share of all targets)
PSE	10	12.20%



ALB	24	29.27%
ARM	12	14.63%
AZE	12	14.63%
BIH	33	40.24%
DZA	1	1.20%
EGY	28	34.15%
GEO	32	39.02%
JOR	32	39.02%
KAZ	27	32.93%
KGZ	12	14.63%
LBN	11	13.41%
MAR	31	37.80%
MDA	15	18.29%
MKD	33	40.24%
MNE	33	40.24%
SRB	43	52.44%
TUN	21	25.61%
TUR	46	56.10%
UKR	30	36.59%
XXK	25	30.49%

Source: Torino Process database

System performance in Palestine has seen less noticeable shifts since 2023 compared to many other countries in the Torino Process monitoring. The data indicates that 10 of the 82 monitoring targets (12.2%) were affected by an SPI change between 2023 and 2024, with many of the changes occurring in the domain of system management and organisation, as will be discussed later.

This places Palestine on the lower end of the spectrum of change, similar to Armenia, Lebanon, and Kyrgyzstan, which had a change in performance of similar intensity. Like for other countries, however, it is important to note that the table includes only targets with validated, data-driven changes for which evidence was available in both 2023 and 2024. They likely present a considerably more conservative estimate of overall shifts in system performance in Palestine since 2023 than may actually be occurring.

## 1.4 Comparability and reliability of monitoring data in Palestine

In addition to messages about system performance, the Torino Process monitoring methodology foresees keeping accurate records about the availability, origin and type of evidence used to calculate the 82 performance indices and corresponding results for each country, including Palestine. In 2023, this mix of KIESE and self-assessment data led to the creation of three supplementary indices to help interpret the robustness of country results: an index of their international comparability, an index for the risk of bias in the results, and a self-assessment index which tracks the degree to which countries tend to be self-critical.

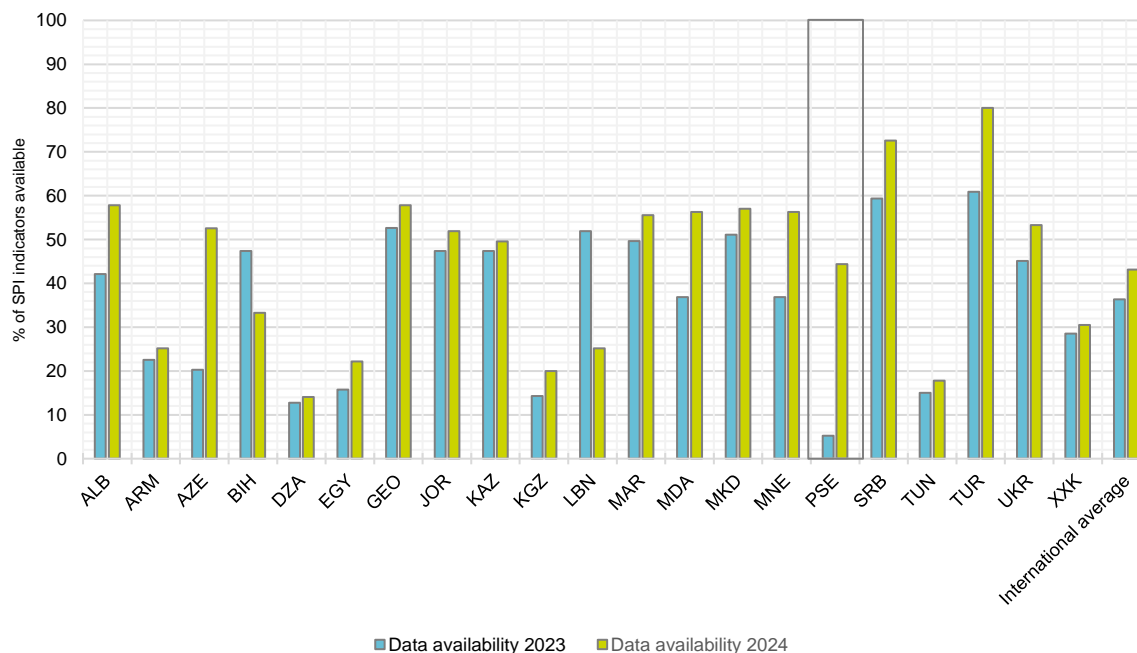
The international comparability index tracks the proportion of internationally comparable KIESE indicators available for calculating the system performance indices of each country. The higher the share of indicators available, the more internationally comparable the monitoring results. The risk of bias index, on the other hand, measures how many of the 82 SPIs per country are based on quantitative data versus self-assessment responses; a greater reliance on self-assessments increases the risk of bias. Finally, the self-assessment index reflects whether a country tends to be self-critical in reporting its policy and system performance through the self-assessment questionnaire.

In 2024, two of these indices remain unchanged, but still relevant: the risk of bias index and the self-assessment index, both of which are carried over from 2023. The risk of bias index remains relevant because it reflects the proportion of SPIs based on quantitative data versus self-assessment responses. This mix, which was established in 2023, continues to define the data composition of the 2024 results, as no new self-assessment evidence was collected from countries and thus, the proportion of SPIs which in 2023 relied on self-assessment responses by countries has remained the same for all of them.

The self-assessment index remains unchanged as well. Its relevance stems from the fact that it provides insights into how countries tend to report within the self-assessed portion of the results. Since no new self-assessment responses were collected in 2024, this index continues to reflect tendencies toward positive or critical self-reporting within the self-assessed data from 2023.

With more than 44% of the KIESE SPI indicators available in 2024, Palestine has made significant progress in building a base of internationally comparable evidence, up from only 5% in 2023 (Figure 1). This dramatic improvement reflects the decision of authorities to join key international evidence collection efforts, notably the UNESCO GRALE5 survey in 2020 and the 2022 round of OECD PISA. These initiatives provided a wealth of new data on various aspects of formal education, training, and adult education, greatly improving the comparability of Torino Process monitoring outcomes for Palestine. As a result, Palestine's performance is now more internationally comparable than that of well over a third of countries covered by the Torino Process monitoring in 2024.

**FIGURE 1. AVAILABILITY OF INTERNATIONALLY COMPARABLE DATA FOR SYSTEM PERFORMANCE MONITORING, PALESTINE AND ETF PARTNER COUNTRIES (2023-2024)**



Source: Torino Process database

The monitoring results of Palestine show a somewhat lower risk of bias, but it is also important to note that over 60% of the findings in the 2023 and 2024 rounds of monitoring still rely on self-assessment responses. These self-assessments, gathered through a supplementary monitoring questionnaire, indicate that Palestine rates the performance of its VET and lifelong learning systems in a rather neutral way, neither too positive nor too negative.

If the risk of bias in the monitoring results depends on the availability of internationally comparable evidence, and if Palestine has more of this data in 2024 than in 2023, why has this not improved the reliability of monitoring results regarding risk of bias by a greater margin?

As noted earlier, to ensure consistency in the types of data used for calculating system performance indices across years, the 2024 update of monitoring results included only those SPIs for which quantitative data was available in both 2023 and 2024. Consequently, the mix of SPIs by data type (quantitative or self-assessment) in 2024 remained unchanged from 2023. Since the number of SPIs based on self-assessment responses in Palestine also remained the same, the risk of bias remains consistent. Moreover, even if this methodological limitation were set aside, simply increasing the volume of internationally comparable data would not necessarily reduce this risk, as additional data might primarily enrich SPIs already based on quantitative evidence in 2023.

## 2. MONITORING RESULTS: PALESTINE

### 2.1 Policy and system performance in 2024: overall results

The Torino Process monitoring draws on multiple, often disparate, information sources and data. To facilitate a quick, efficient, and focused communication of key messages despite the diversity of information collected, the reporting of monitoring results aggregates the evidence in ways which facilitate a quick overview of system performance without sacrificing too much detail.

The eight monitoring dimensions mentioned in the previous section are the top layer of reporting in this respect. They capture VET system performance in various domains, the selection of which is aligned with national and international country commitments and reform and development priorities concerning learning. These eight dimensions are described in Table 2.

**TABLE 2. DIMENSIONS OF POLICY AND SYSTEM PERFORMANCE MONITORING THROUGH THE TORINO PROCESS**

Code	Dimension	Description
A.1	Access to learning	This dimension captures the degree to which initial VET (IVET), continuing VET (CVET), and other adult learning opportunities to which VET could contribute, are accessible and attractive for learners irrespective of who they are and why they wish to engage in learning.
A.2	Participation in learning	This dimension captures the likelihood of VET learners to survive and thrive in the education and training system by looking at its vertical and horizontal permeability, that is whether learners can switch between general and vocational pathways and between formal and non-formal learning, as well as whether they complete their learning.
B.1	Quality and relevance	This dimension captures the extent to which learners in IVET and CVET are provided with basic skills and key competences, whether their learning has exposure to, and is relevant for, employment, and also whether they are provided with adequate career guidance.
B.2	Excellence	This dimension captures the presence of system-wide policies and measures to promote highest quality practices and results in teaching and training, content design and provision, governance and VET provider management, and equity and social inclusion.
B.3	Innovation	This dimension captures the presence of innovative practices and priorities on system level in the areas of access to learning, support for successful completion of learning, and quality of learning and training outcomes.
B.4	System responsiveness	This dimension captures the extent to which curricula for youth and adults consider themes of significance for sustainability, climate change awareness, and digitalisation, as well as whether the IVET and CVET systems are responsive to labour market needs, demographic changes, and socio-economic developments.
C.1	Steering and management	This dimension captures the availability of evidence for informed decision-making, the degree to which governance of VET is participatory, the presence and transparency of quality assurance arrangements, the quality and capacity of staff in leadership positions, and the degree of internationalisation of IVET and CVET.
C.2	Resourcing	This dimension captures the adequacy and efficiency of human and financial resources in IVET and CVET, and the extent to which the material base for learning and training is adequate, that is – conducive to effective teaching, training, and learning.

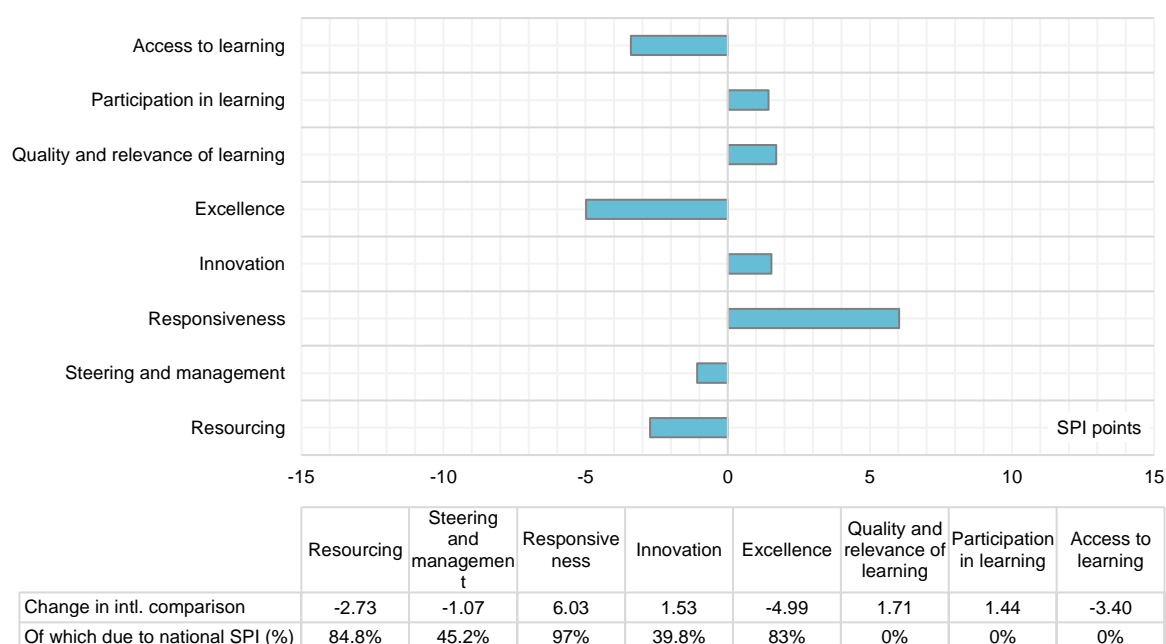
This chapter of the monitoring report presents the performance of the VET system in Palestine across the eight dimensions of Torino Process monitoring, and the evolution of that performance since 2023. Since data is currently available for only two years (2023 and 2024), it is too early to determine whether a consistent pattern or direction of change – a trend – exists over time, both in Palestine and in other countries participating in the Torino Process monitoring.

One way to address this temporary limitation is to track the relative standing of the country against the international average instead of looking at the national data in isolation. This approach allows for a more meaningful assessment of progress by placing the national monitoring results within a broader context, to show not only if performance in a given domain of monitoring is improving or declining, but also how that compares to developments elsewhere.

Looking at relative changes in performance, specifically the difference between national and international monitoring results, can be a useful proxy for the evolution of policy and system performance in a country even when a limited number of data points, or data points which lack update, restrict the ability to establish longer term performance trends. The approach also draws attention to the changing average performance of countries, which allows for a discussion of the broader context and how shifts in the average might reflect trends or challenges shared by countries participating in the monitoring.

Figure 2a provides a snapshot of how the performance of VET in Palestine has evolved in the eight dimensions of monitoring since 2023, viewed through the lens of the average level of performance of other countries participating in the Torino Process. It presents the SPI point changes for each area – how much the results have diverged or converged relative to the international average since 2023 in each category – and it also distinguishes whether these changes stem from a shift in national SPIs and/or shifts in the broader landscape of cross-country performance. Keeping track of this information is important to avoid the appearance of progress or decline in cases where there is no change in national performance but only an evolution in the international context.

**FIGURE 2A. CHANGE IN SYSTEM PERFORMANCE BY MONITORING DIMENSION: PALESTINE AND INTERNATIONAL AVERAGE (2023-2024)**



Source: Torino Process database

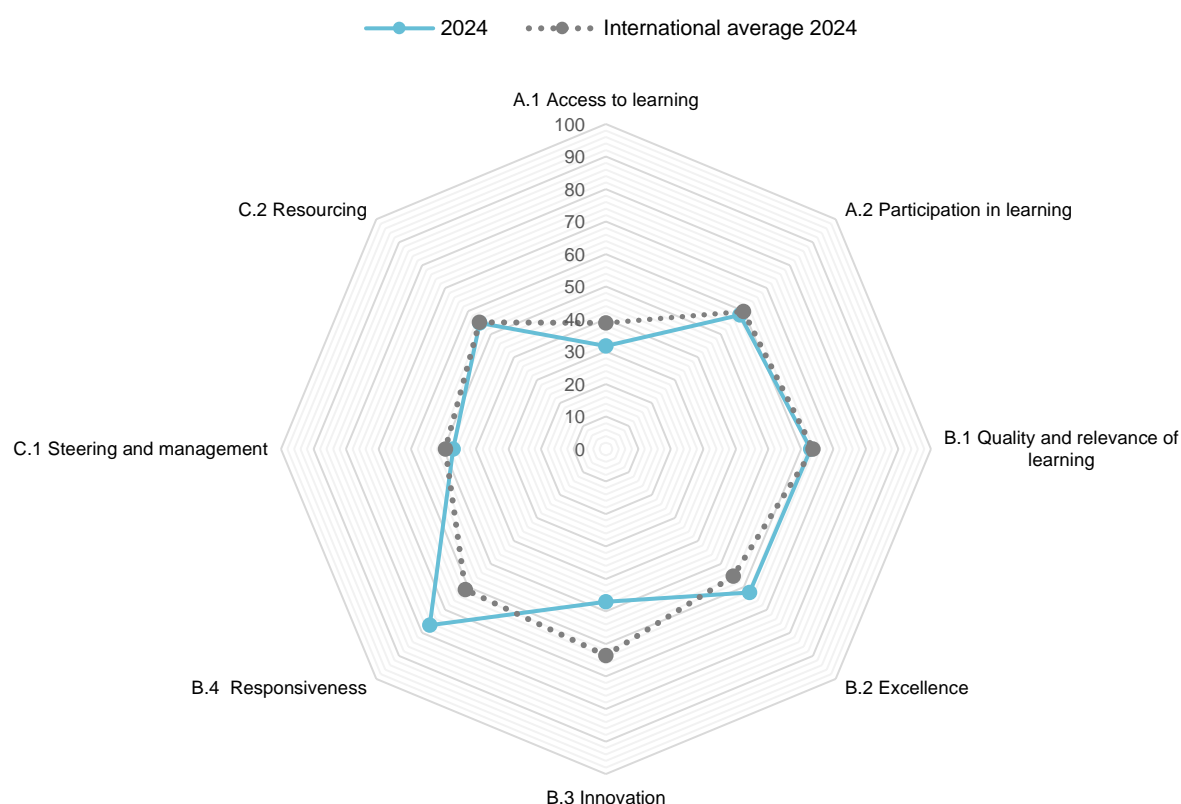
The most substantial change since 2023 can be observed in the domain of system responsiveness to external developments, where the improvement relative to the average of other countries in the Torino Process was the most pronounced (+6.03 SPI points), driven primarily by national-level developments. There was also a positive evolution in national performance in the degree to which VET is open to innovative practices and solutions (+1.53 SPI points). This improvement reflects the fact that while performance declined both in Palestine and across other countries on average, the decline in Palestine was less pronounced, leading to an overall improvement in its relative position, as discussed below.

The most significant decline in the same period, also driven mostly by changes in national performance outcomes, occurred in the domain of excellence (-4.99 SPI points), suggesting that the system-wide promotion of the highest-quality practices in various areas of VET operation may have been negatively influenced by internal or external factors. Another domain where performance declined is resourcing, with an SPI drop of 2.73 points, largely due to negative shifts at the national level. In contrast, there was a slight improvement in the overall effectiveness of VET steering and management. However, because the average performance of other countries in this domain improved more significantly than in Palestine, Palestine's relative position declined by 1.07 SPI points since 2023.

Performance in support of access to learning declined as well, by 3.40 SPI points. Unlike the shifts in the domains discussed so far, however, this change was driven solely by improvements in the average performance of other countries participating in the Torino Process monitoring. Conversely, a decline in the international average contributed to modest improvements in Palestine's relative outcomes in the domains of quality of learning and participation in learning.

Looking at national performance in 2024 as a standalone measure (Figure 2b), lifelong learners in Palestine stand to benefit from a VET system that has become even more receptive to external developments since 2023 (Dimension B.4, SPI of 77 in 2024, up from 71 in 2023). The effectiveness of steering and management has also improved during the same period, though it remains sub-average (Dimension C.1, SPI of 47 in 2024).

**FIGURE 2b. INDEX OF SYSTEM PERFORMANCE BY MONITORING DIMENSION, PALESTINE AND INTERNATIONAL AVERAGE (2024)**



*Theoretical<sup>5</sup> index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

The capacity of the system to ensure successful engagement in lifelong learning and permeability between various opportunities for learning (Dimension A.2, SPI of 58) is slightly below the average of other countries, and the ability to secure adequate financial, human, and physical resources (Dimension C.2, SPI of 55) declined by a greater margin since 2023 than in other countries, on average. VET fares somewhat better in providing quality and relevance (Dimension B.1, SPI of 63), a result that in 2024 is closer to the international average than in 2023.

However, for potential learners, VET still appears to be a less appealing option: with an SPI of 32, access (Dimension A.1) remains a domain of weaker policy and system performance. Although other countries participating in the Torino Process have shown some improvement since 2023, performance in this domain remains low across the board. Palestine also appears to face challenges in the extent to which VET is receptive to and supportive of innovation (Dimension B.3, SPI of 47 in 2024, down from 50 in 2023) and in the availability of resources for VET (Dimension C.2, SPI of 55 in 2024, down from 58 in 2023).

## 2.2 Policy and system performance in specific areas of monitoring and against specific outcomes

VET performance in Palestine in the eight monitoring dimensions presented above is driven by 30 policy and system outcomes. It is through these outcomes that the IVET and CVET subsystems work to meet the needs and expectations of stakeholders, particularly of youth and adult learners. This section of the monitoring report presents findings about system performance on the level of these deliverables. To facilitate reading and the navigation of content, the section groups the presentation of the 30 outcomes by the three major areas of commitment to learners, which were introduced in the first section of this report: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). Reporting in Area B, the largest by the number of outcomes, is divided into B (1) and B (2).

### 2.2.1 Area A. Opportunities for lifelong learning: access and participation

In Area A (Access and participation in opportunities for LLL), the Torino Process tracks the first two monitoring dimensions presented in Section 2.1 – access/attractiveness and participation, with six system outcomes (Table 2). These outcomes include access to IVET, CVET, and other opportunities for lifelong learning, the vertical and horizontal permeability of the VET system, as well as the prospects of learners in IVET and CVET to graduate and - where relevant – progress to subsequent levels of education and training. The outcomes included under Area A are defined in Table 3.

**TABLE 3. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING AREA A: ACCESS AND PARTICIPATION**

Code	Deliverable (outcome)	Description
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<sup>5</sup> The Torino Process makes a distinction between theoretical (full) index range and index range used for reporting purposes. For reporting purposes, rare instances of extreme values on the low end (SPI < 10) and on the high end (SPI>90) of the index scale are truncated at the upper (10) and lower (90) decile end. This means that the reporting does not discriminate SPI values below 10 and above 90. The international average, on the other hand, is calculated using the full range of the index.



<b>A.1.1</b>	<b>Access and attractiveness: initial VET</b>	This outcome captures the degree to which initial VET is an attractive educational choice in comparison with other learning alternatives, and whether that choice is accessible to various target groups of learners.
<b>A.1.2</b>	<b>Access and attractiveness: continuing VET</b>	This outcome captures the degree to which continuing VET is an attractive choice in comparison with other skills development alternatives, as well as whether that choice is accessible to various target groups
<b>A.1.3</b>	<b>Access to other opportunities for LLL</b>	This outcome captures access to other opportunities for lifelong learning not covered by outcomes A.1.1 and A.1.2 and VET, such as active labour market policies (ALMPs)
<b>A.2.1</b>	<b>Flexible pathways: vertical permeability</b>	This outcome strives to capture the vertical permeability of the education and training system vis-à-vis initial and continuing VET, understood as possibility for transition between consecutive tracks of education and training (general and vocational).
<b>A.2.2</b>	<b>Flexible pathways: horizontal permeability</b>	This outcome strives to capture the horizontal permeability of the education and training system vis-à-vis initial and continuing VET, understood as the possibility for transition between parallel tracks of education and training (general and vocational), and between formal and non-formal learning settings
<b>A.2.3</b>	<b>Progression and graduation of learners</b>	This outcome refers to the degree of success (graduation, progression) of learners in VET, for instance in comparison with other education and training alternatives

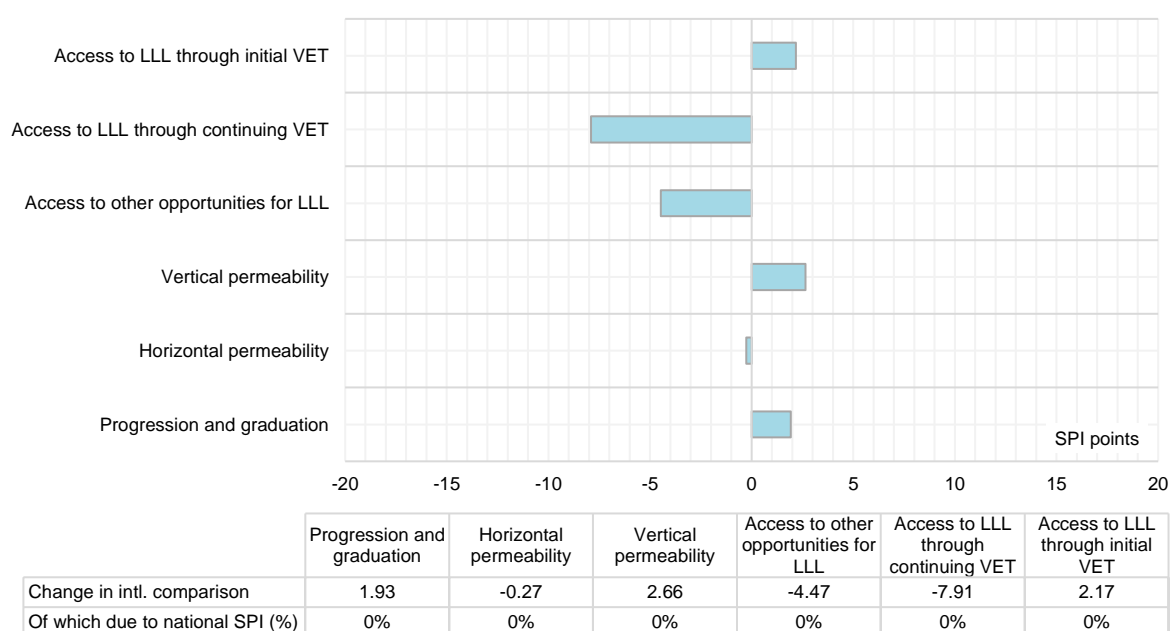
Figure 3a provides an overview of how the relative performance of VET in Palestine has evolved since 2023 in comparison to the international average in delivering access and participation to learners.

The data indicate a decline in Palestine's relative performance in two domains tracking opportunities for adult education: access to CVET (- 7.91 SPI points in international comparison) and access to other opportunities for lifelong learning (-4.47 SPI points in international comparison). The decline in both reflects positive developments in other countries in the Torino Process sample since 2023, on average. Additionally, judging by the updated values of KIESE SPI Indicator 17 in the 2024 monitoring cycle, provided through the latest UNESCO GRALE survey of adult education in Palestine (GRALE5), participation in adult education has decreased or stagnated, particularly among groups at risk of exclusion, such as older adults, adults lacking basic skills, unemployed adults, minorities, and migrants.<sup>6</sup>

**FIGURE 3a. ACCESS AND PARTICIPATION - CHANGE IN SYSTEM PERFORMANCE, PALESTINE AND INTERNATIONAL AVERAGE (2023-2024)**

<sup>6</sup> The full list of KIESE indicators and the selection of indicators used as proxies in constructing the Torino A Process SPIs (KIESE SPI indicators) can be found at <https://bit.ly/4exAkF0>. A link to the full dataset for 2024 for Palestine can be found in Section 3.1 of this document.





Source: ETF Torino Process database

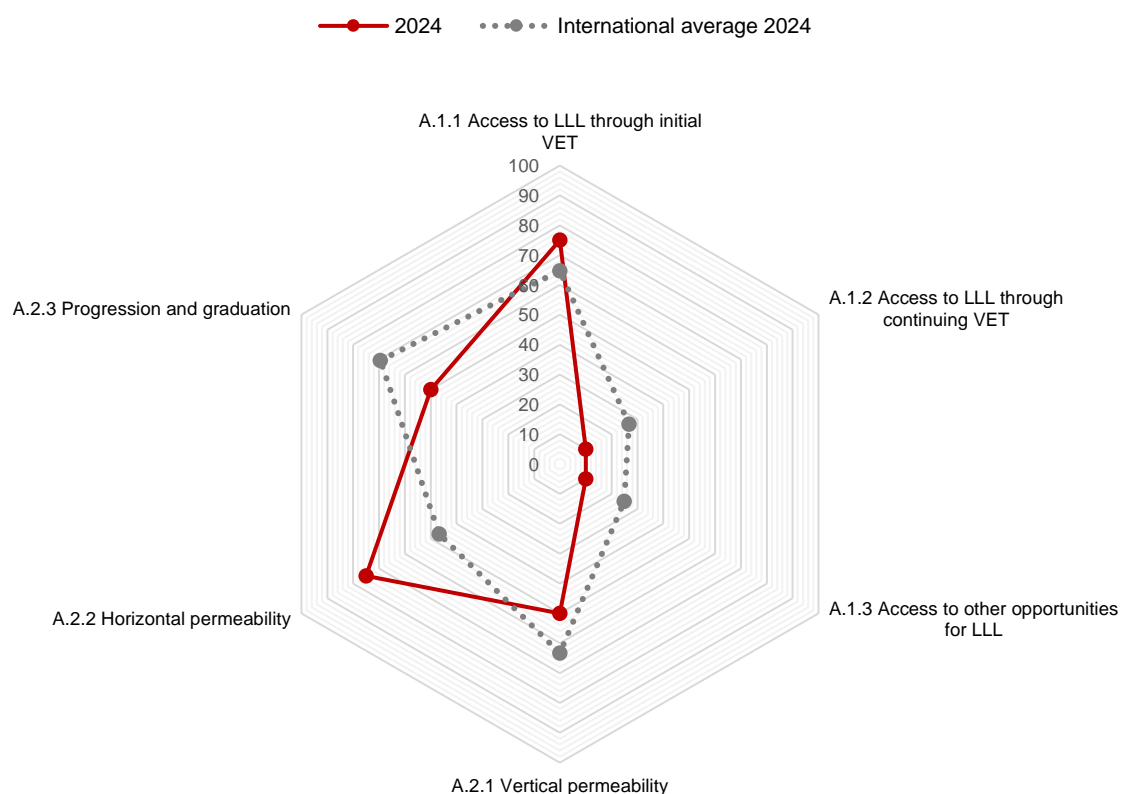
Conversely, Palestine's results have improved in international comparison in domains monitoring first-time access to IVET, vertical permeability to higher levels of education, and support for progression and graduation. Since the internationally comparable data used in this monitoring update does not show any national-level improvement, these results suggest that ETF countries, on average, may be encountering greater challenges than in 2023 in maintaining the capacity of their education and training systems to ensure access, facilitate upward mobility, and support learners in completing their programmes.

Looking beyond the international benchmarks, access to IVET programs is reported as being relatively smooth (Outcome A.1.1, SPI of 75), especially after the completion of the tenth grade, as these programs are offered by a variety of institutions including vocational schools, vocational units within academic schools, and technical colleges. The participation of adults in learning through CVET or trainings by employment services is markedly weak, however (Outcomes A.1.2 and A.1.3, SPI of 10 for both). The cost of VET programs is not a hindrance, thanks to the symbolic tuition fees of which national authorities report, particularly in governmental vocational institutions. However, geographical and transportation barriers may limit access for individuals in remote or isolated areas.

Learners enrolled in VET can transition between parallel tracks in VET and general education with relative ease if they wish to (Outcome A.2.2, SPI of 75). In this area, Palestine outperforms other countries in the Torino Process by a considerable margin on average and has reported some progress in improving the recognition, validation, and accreditation of non-formal and informal learning (KIESE SPI Indicator 24, based on UNESCO GRALE5).

However, despite performance above the international average, graduation and transition to higher levels of education remain somewhat of a challenge for learners (Outcome A.2.3, SPI of 50). The requirement to pass the high school exam (Tawjihi) to access technical or general higher-level education may impede vertical permeability in the system (Outcome A.2.1, SPI of 50). The initiative of authorities to establish multipurpose TVET institutions and expand capacity by offering training in the afternoons and evenings for adults is a step towards improving system permeability and efficiency.

FIGURE 3b. ACCESS AND PARTICIPATION IN OPPORTUNITIES FOR LLL: INDEX OF SYSTEM PERFORMANCE, PALESTINE AND INTERNATIONAL AVERAGE (2024)



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

The risk of dropouts and the challenges faced by students in three-year courses, who have higher repetition rates than their four-year course counterparts, warrant increased attention. Financial assistance, such as scholarships or grants provided by the Ministry of Higher Education and Scientific Research in Palestine, plays a crucial role in helping learners successfully complete their programs. For example, over 300 scholarships were recently awarded to graduates of vocational secondary schools to continue their studies in technical colleges through a collaboration with the Palestinian Telecommunications Company.

The accessibility and attractiveness of CVET programs in Palestine are shaped by factors such as location, timing, funding, prerequisites, labour market relevance, quality, and flexibility. Although equal access to education and training opportunities is available to all, women are less likely to participate in CVET programs, particularly when they have caregiving responsibilities or are employed in lower-paying jobs. Furthermore, the absence of a National Qualifications Framework (NQF) limits the ability of CVET graduates to pursue further education at successive stages of general education, highlighting a critical area for improvement.

As learner needs and preferences evolve, a more tailored approach to delivering and promoting VET and adult education programs is essential. This includes expanding higher education options in vocational fields, improving the permeability from TVET to higher education, and strengthening

connections between the education system and the labour market to enhance the relevance and appeal of VET programs.

### 2.2.2 Area B (1). Lifelong learning outcomes: quality and relevance

In the first part of Area B (Quality and relevance of LLL outcomes), the Torino Process follows another two of the dimensions presented in Section 2.1, namely quality/relevance and responsiveness of VET, with a total of eight policy and system outcomes.

These outcomes cover the quality of learning of youth and adults in VET in terms of key skills and competences, the exposure of learners in VET to the world of work, the employability of graduates from IVET and CVET, the availability of career guidance for them, as well as the relevance of learning and training content in VET. Under relevance, the monitoring records the responsiveness of the VET programme offering to demographic, labour market, and socio-economic developments, as well as the inclusion in VET curricula of themes pertaining to the green and digital transition. The outcomes included under Area B (1) are defined in Table 4.

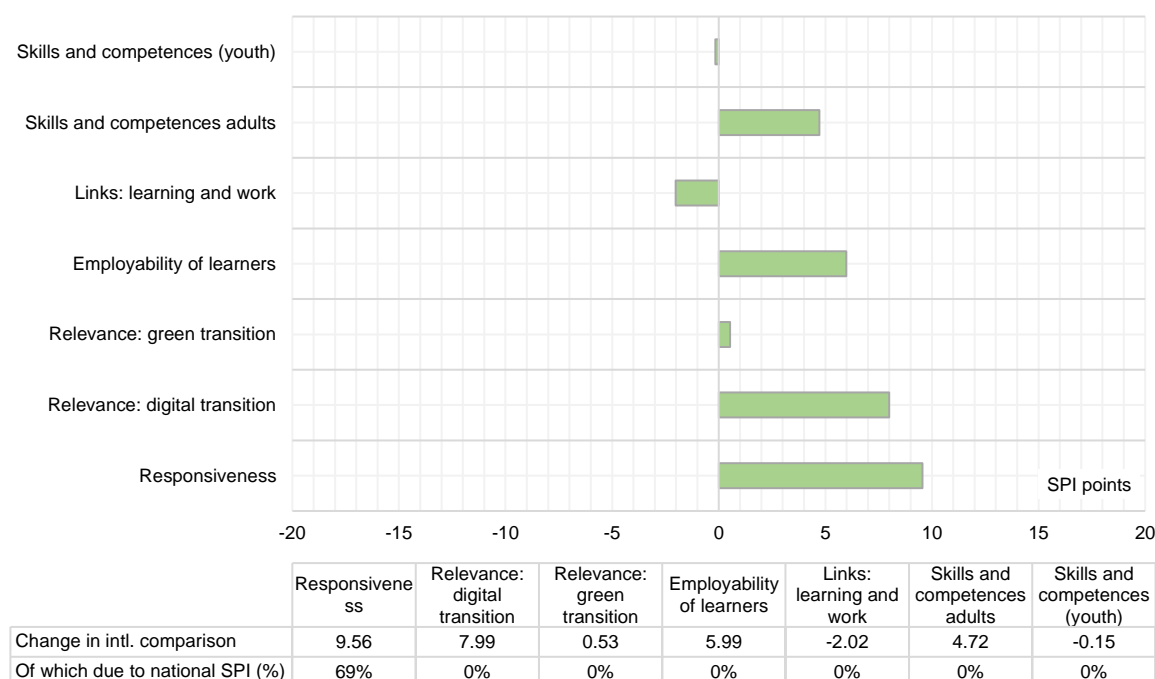
**TABLE 4. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING AREA B (1): QUALITY AND RELEVANCE**

Code	Deliverable (outcome)	Description
B.1.1	<b>Key competences for LLL, quality of learning outcomes</b>	This outcome captures the extent to which the education and training system succeeds in the provision of basic skills and key competences for learners in formal education (including IVET), as defined in regular international surveys and international assessments
B.1.2	<b>Adult skills and competences</b>	This outcome captures the extent to which adults in working age dispose of basic skills and key competences, as captured by regular international surveys.
B.1.3	<b>Links between learning and the world of work</b>	This outcome reflects the pragmatic relevance of IVET and CVET programmes through the lens of participation in work-based learning (WBL) and the share of programmes with outcomes/objectives that include a WBL component
B.1.4	<b>Employability of learners</b>	This outcome refers to the labour market relevance of opportunities for LLL as captured through evidence of labour market outcomes of graduates from IVET, CVET, and other forms of LLL with a VET component
B.1.5	<b>Opportunities for career guidance</b>	This outcome strives to capture the timely availability of up-to-date information about professions and education programmes, which information allows prospective and current students in VET to take informed decisions concerning their education and employment paths
B.4.1	<b>Relevance of learning content: green transition</b>	This outcome captures the extent to which curricula for youth and adults consider themes of significance for sustainability and climate change awareness, including “green skills” for sustainable economies
B.4.2	<b>Relevance of learning content: digital transition</b>	This outcome tracks the extent to which curricula for youth and adults incorporate themes concerning digitalisation, and the extent to which learners are provided with basic digital skills as a result
B.4.3	<b>Responsiveness of programme offering</b>	This outcome captures the degree and speed of responsiveness of initial and continuing VET systems to the needs of the labour market and to other changes concerning demography and socio-economic developments

Figure 4a provides an overview of how the relative performance of VET in Palestine has evolved since 2023 compared to the international average in delivering quality and relevance to learners. The data suggest that the international performance context in this area has experienced shifts across the

full range of outcomes it encompasses. The results for Palestine have remained stable between 2023 and 2024 in comparison, in all domains except system responsiveness to external developments.

**FIGURE 4A. QUALITY AND RELEVANCE - CHANGE IN SYSTEM PERFORMANCE, PALESTINE AND INTERNATIONAL AVERAGE (2023-2024)**



Source: Torino Process database

A more granular exploration of the data shows that maintaining quality in delivering adult skills and competences, as well as in achieving strong employment outcomes, has been more challenging on average for ETF partner countries than for Palestine. This is reflected in a decline in their average performance, which has improved Palestine's relative standing in international comparison by 4.72 SPI points since 2023.

In contrast, Palestine has seen a substantial improvement of 9.56 SPI points in the responsiveness of its VET system to external needs and developments, with 69% of the change attributed to progress in national performance. The average performance of other countries in this domain also improved since 2023, but the progress of Palestine during the same period was greater, as will be discussed later in this section. Relative performance in the domain of the digital transition, which tracks the incorporation of digitalisation themes into curricula and the provision of basic digital skills to learners, has improved by 7.99 SPI points in international comparison as well, just like the employability of graduated in VET (an increase by 5.99 SPI points). However, these improvements are attributable to larger declines in the international average rather than to evidence of progress within Palestine itself.

In other areas, such as the provision of foundational skills and the incorporation of work-based learning in VET programmes, other countries in the Torino Process sample appear to have progressed more than Palestine since 2023. In 2024, Palestine's national performance in these

domains declined in international comparison, with a drop of -0.15 SPI points in foundational skills and -2.02 SPI points in linking VET to the world of work.

What is behind these developments in quality and relevance of VET in terms of national system performance?

Despite a slight decline in international comparison in 2024, information from national authorities highlights the strong delivery of basic skills and competences to youth and adults in Palestine. According to that information, the VET system surpasses the average of other countries in equipping young learners with essential skills such as IT and literacy, which are critical for success in information-rich societies (Outcome B.1.1, SPI of 75). Adults also demonstrate a solid foundation in basic skills and competences, with an SPI of 90, according to the same official sources (Outcome B.1.2). The curricula development, spearheaded by the Ministry of Education and Higher Education and the Ministry of Labour, aims to harmonize qualifications with the labour market needs, integrating entrepreneurial skills, literacy, problem-solving, maths, and digital competencies across all programs.

While evidence from national sources describes a strong performance in delivering basic skills and competences to youth and adults in Palestine, external, standardised international assessments of the learning outcomes of students present a different perspective. For instance, the latest results from OECD's PISA, which are reflected in KIESE SPI indicators 30, 31, and 32 reveal significant gaps in critical thinking and problem-solving skills among 15-year-old students in both initial VET and general education in Palestine. Young learners perform similarly across all three domains tested – mathematics, reading, and science – and rank in the lower-middle tier among the 16 ETF partner countries that participated in the assessment, on average. The share of low achievers is high across all domains, and Palestine's performance is significantly below the OECD average, lagging by approximately 116 points, which corresponds to 3.9 years of schooling.

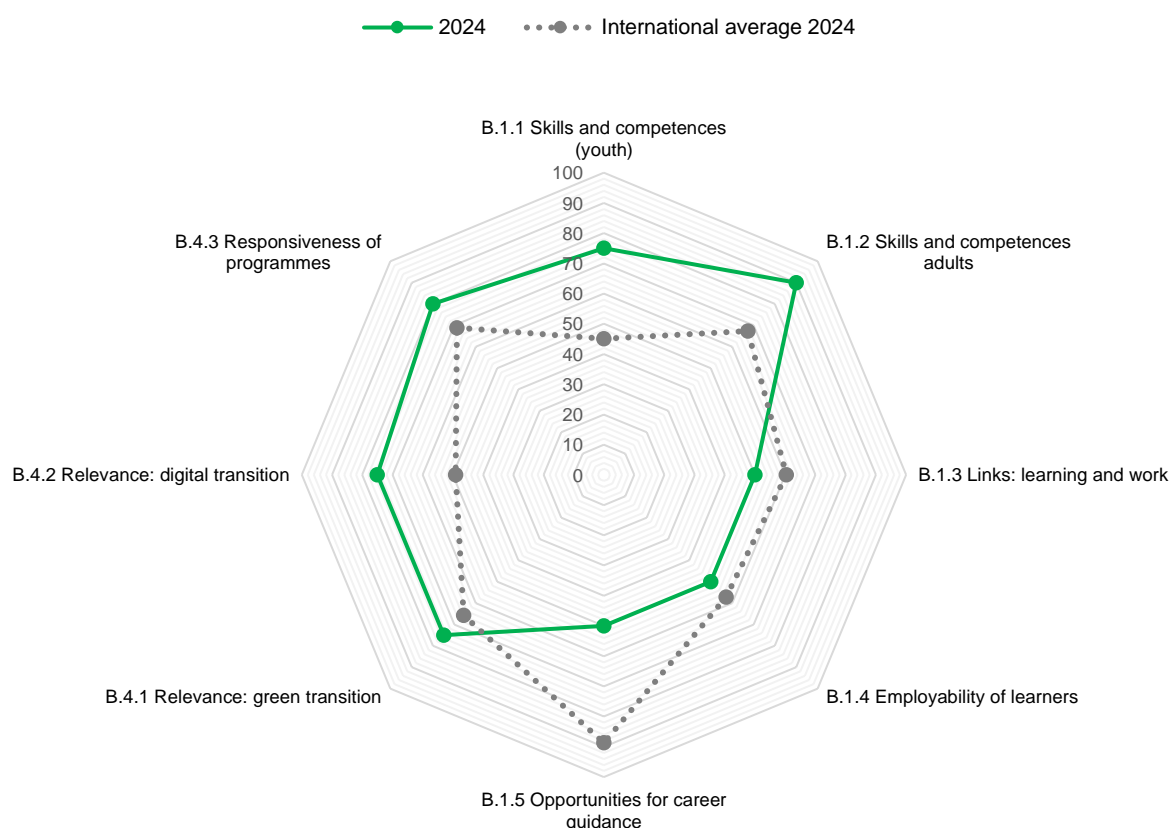
The discrepancy in national and international results regarding quality are not necessarily in contradiction. They likely reflect a gap between the competencies prioritised and reported nationally and the broader, more application-focused skills assessed internationally. National evidence highlights curriculum delivery and self-reported competencies which are aligned with locally relevant goals, emphasising strengths in areas like IT. In contrast, PISA evaluates the application of skills in real-world contexts, such as critical thinking and problem-solving in reading, maths, and science, using a standardised framework for international comparability. In addition, while the national information has a focus on specific subgroups, like VET students, PISA assesses a broader student population of 15-year-olds, which includes students in VET and general education.

These findings illustrate the reasons why the design of the Torino Process monitoring incorporates both the national and international perspectives to evaluate policy and system performance: while the self-assessments of countries typically highlight successes and challenges in achieving locally defined goals, internationally sourced data identify areas which require additional efforts to fulfil international commitments and equip learners with skills relevant in a more global context. As in other countries in the Torino Process, it is up to national authorities, practitioners, and other stakeholders to determine how to reconcile these perspectives, balancing national priorities with international expectations in a way that reflects their specific context and needs.

The connection between the VET system and the labour market is a good example of an area dominated by context-specific developments and needs. The performance of the system in linking the world of work and VET (Outcome B.1.3, SPI of 50) is only average, with limited apprenticeship schemes and a lack of a systemic approach to integrating work-based learning (WBL) into the VET

offer. As reported already in 2023, although apprenticeship schemes exist in a few vocational schools, their reach is limited due to a lack of training sites in the private sector.

**FIGURE 4b. QUALITY AND RELEVANCE OF LLL: INDEX OF SYSTEM PERFORMANCE, PALESTINE AND INTERNATIONAL AVERAGE (2024)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

National authorities – the Ministry of Labor, the Ministry of Higher Education, and the NTC – are working on addressing these challenges. The implementation of WBL initiatives, supported by Enabel (the development agency of the Belgian federal government), has seen success with 83 initiatives launched in 2017, fostering agreements between 44 TVET institutions and over 200 companies. This model has been well-received and is reported to have contributed to the employability of VET graduates in Palestine.

Still, the monitoring data underlines the need for a stronger nexus between the education system and the labour market to ensure the direct applicability and benefit of the skills and competences acquired by learners in their future careers. For instance, while initial vocational education and training is perceived to contribute significantly to employment outcomes, the effects of CVET are viewed as more modest (KIESE SPI Indicator 50), which suggests that there is potential for further strengthening its role in supporting employability and productivity. Thus, in 2024 the employability of VET graduates (Outcome B.1.4) remains below the international average. The system also lags in providing adequate career guidance to learners (Outcome B.1.5, SPI of 50). It is important to note, however, that these results are likely influenced by the challenging economic circumstances created

by the current territorial status of Palestine, despite the concerted efforts of national authorities, and particularly the NTC.

The recently developed Labour Market Information System (LMIS) by the government aims to bridge this gap by providing accurate data on labour market supply and demand, assisting decision-makers, employers, and individuals in identifying current and future skills and specialization needs. However, the LMIS is yet to become functional due to weak stakeholder contributions. The availability of career counselling services, educational advisors, and online resources, including a comprehensive website developed by the Palestinian Ministry of Higher Education and Scientific Research, are steps towards aiding students in making informed educational and occupational choices.

The continuous efforts to enhance the relevance and attractiveness of VET programs, coupled with initiatives to improve the connection between education and employment, are important not only in response to labour market developments, but also in response to the evolving needs of learners. Responsiveness in VET systems is traditionally understood as the ability to meet the demands of employers and the economy, such as addressing skills gaps or adapting to labour market trends. However, responsiveness also encompasses meeting the needs of learners, who represent a key source of demand for education and training, including VET - in Palestine and in any other national context.

In acknowledgment of this supplementary perspective, the Torino Process framework incorporates KIESE indicators that assess how well VET and adult education respond and adapt to the needs of learners alongside economic demands. Data from the 2024 monitoring suggest that participation in adult education has improved somewhat (KIESE SPI Indicator 95), contributing to a larger increase in system performance in the domain of responsiveness to external (learner) demand compared to other countries (Outcome B.4.3, SPI of 80 in 2024, up from an SPI of 63 in 2023).

The digital and green transitions too are reported to be well-embedded in the VET programmes (Outcomes B.4.1 and B.4.2, SPIs of 75), aligning with governmental and donor objectives. There are adult education programmes which are already prioritising the provision of knowledge, skills, and attitudes related to ecology and environment issues (KIESE SPI Indicator 84), as well as programmes which incorporate sustainable development topics related to climate action in line with the UN Sustainable Development Goals (SDG 13, KIESE SPI Indicator 85). Project level activities, such as 'Greening TVET' and the integration of "Know About Business" training into the national curriculum, also emphasize green skills.

Still, much remains to be done. According to ITU data included in the 2024 monitoring update (KIESE SPI Indicator 90), the proportion of youth and adults with ICT skills in Palestine is at 7%, which indicates a significant gap in digital literacy within the population. Many individuals are likely lacking basic digital competencies, such as sending emails with attachments, managing files, or using formulae in spreadsheets – a set of skills which nowadays are considered foundational.

There are also significant limitations in access to digital learning tools, which may restrict opportunities for students to engage in technology-enhanced education and develop essential digital skills: in the 2024 Torino Process dataset, the computer-student ratio in secondary schools in Palestine was 34 on average, meaning that there was one computer available for every 34 students in the modal grade for 15-year-olds (KIESE SPI Indicator 88, based on OECD PISA data). Such constraints can disproportionately impact disadvantaged schools, where limited resources are often compounded by broader systemic challenges.

### 2.2.3 Area B (2). Lifelong learning outcomes: excellence and innovation

In the second part of Area B (Excellence and innovation in support of lifelong learning), the Torino Process monitors two performance dimensions – excellence and innovation, which accommodate a total of eight system outcomes. These outcomes include excellence in pedagogy, learning content, governance, and inclusion into learning, as well as systemic innovation supporting access, participation, quality, and relevance of learning and training. The outcomes included under Area B (2) are defined in Table 5.

**TABLE 5. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING AREA B (2): EXCELLENCE AND INNOVATION**

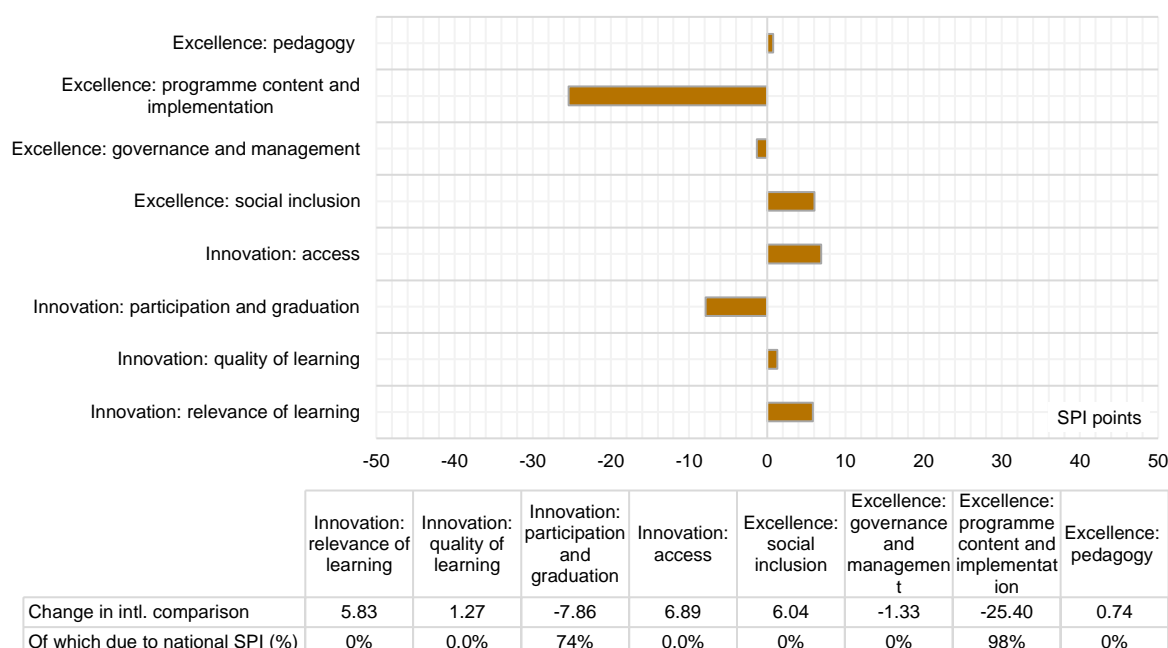
Code	Deliverable (outcome)	Description
<b>B.2.1</b>	<b>Excellence in pedagogy and professional development</b>	This outcome captures the extent to which excellence in teaching and training is an acknowledged policy priority, as well as the extent to which its implementation is bearing fruit across the education and training system, including in the domain of professional development of teachers
<b>B.2.2</b>	<b>Excellence in programme content and implementation</b>	This outcome captures the results of efforts to promote excellence in the content and implementation of VET programmes, with a specific focus on bringing them closer to the world of work (i.e. through work-based learning), on prioritising greening in curricula and teaching, as well as on promoting excellence in learning.
<b>B.2.3</b>	<b>Excellence in governance and provider management</b>	This outcome captures the results of efforts to promote excellence in the domains of financing, leadership, and governance, as well as the extent to which these examples are systemic or not
<b>B.2.4</b>	<b>Excellence in social inclusion and equity</b>	This outcome captures the results of efforts to promote excellence in the domain of equity and social inclusion in education and training, as well as the extent to which these examples are systemic or not
<b>B.3.1</b>	<b>Systemic innovation: access to opportunities for LLL</b>	This outcome captures the presence of innovative practices and policy solutions in the domain of access to opportunities for lifelong learning.
<b>B.3.2</b>	<b>Systemic innovation: participation and graduation</b>	This outcome captures the presence of innovative practices and policy solutions in the provision of support for participation in (and graduation from) opportunities for lifelong learning, and the extent to which they are systemic (or not)
<b>B.3.3</b>	<b>Systemic innovation: quality of learning and training outcomes</b>	This outcome captures the presence of innovative practices and policy solutions for raising the quality of learning and training in terms of the knowledge, skills, and abilities acquired by learners
<b>B.3.4</b>	<b>Systemic innovation: relevance of learning and training</b>	This outcome captures the presence of innovative practices and policy solutions for raising the labour market relevance of knowledge, skills, and abilities acquired by learners

The Torino Process defines excellence as the presence of system-wide policies and measures that promote the highest quality practices and results across key domains of policy and provision of programmes and services in VET. These domains include pedagogy and professional development, programme content and implementation, governance and provider management, and social inclusion and equity. Innovation, by contrast, reflects the adaptability, creativity, and forward-thinking approach of the VET system in addressing evolving labour market and learner needs.

Figure 5a presents a comparative overview of how the performance of VET in Palestine has evolved between 2023 and 2024 in relation to the average of other countries in the Torino Process in these domains. It shows that some of the results for Palestine in delivering excellence and innovation have improved in international comparison since 2023, while others have declined, in some areas by a considerable margin.



FIGURE 5A. EXCELLENCE AND INNOVATION - CHANGE IN SYSTEM PERFORMANCE, PALESTINE AND INTERNATIONAL AVERAGE (2023-2024)



Source: ETF Torino Process database

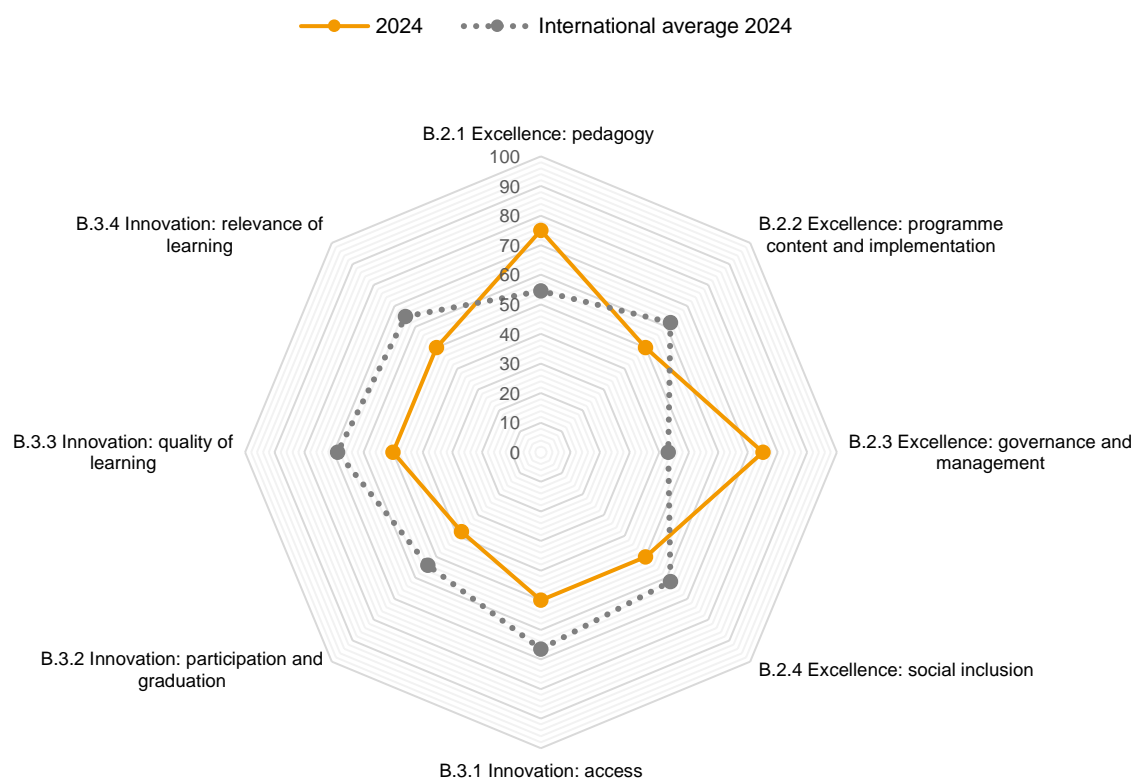
The most notable negative shift in this respect concerns excellence in programme content and implementation, driven for the most part by national level developments. Performance in support of innovation for access and relevance of learning, on the other hand, have seen increases of 6.89 and 5.83 SPI points respectively. Both changes are due to a decline in average performance internationally and not due to changes in national performance. Decline in the international average has also boosted the relative standing of Palestine in the domain of innovation in support of quality, albeit to a much lesser extent. In contrast, innovation in support of participation and graduation declined by -7.86 SPI points – a decline driven primarily by negative changes between 2023 and 2024 in the degree to which the VET system provides support to learners in that area.

Changes can also be observed in other domains related to excellence, with the shifts entirely due to developments in the international context and not due to specific improvements or setbacks in the VET system of Palestine. The biggest positive shift in the relative standing of Palestine due to a decline in the average of other countries in the Torino Process concerns excellence in support of social inclusion (+6.04 SPI points). While the average may mask the results of individual countries that have improved during this period, the decline suggests that other countries are facing significant enough challenge in maintaining or advancing high-quality, inclusive practices in their VET systems.

In 2024, Palestine continues to outperform the international average in the domain of pedagogical excellence and professional development (Outcome B.2.1, SPI of 75). This could reflect the broader orientation of VET in the country towards modern, future-oriented themes like digitalisation and the green transition, as previously discussed. Authorities also report of substantial support aimed at enhancing the skills of teachers and trainers through various programmes, ensuring they are equipped with updated competencies. The revised TVET strategy of 2010, initiated by the Ministry of Labour (MoL) and the Ministry of Education and Higher Education (MoEHE), aims for a unified, demand-oriented Human Resource Development System in Palestine. It underscores pre-service and in-service training for the quality delivery of labour market-oriented TVET. Various programmes have

trained over 500 TVET teachers and trainers in the West Bank and Gaza, including the Training of Trainers (ToT) programme under UNESCO's TVET4Future project. The Passport to Success (PtS) programme and the UNDP's TVET programme in East Jerusalem have also contributed to skill enhancement.

**FIGURE 5b. EXCELLENCE AND INNOVATION: INDEX OF SYSTEM PERFORMANCE, PALESTINE AND INTERNATIONAL AVERAGE (2024)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

However, there are also areas where support for excellence in teaching and professional development could be further improved. For instance, data from the 2024 monitoring update (KIESE SPI Indicator 56) shows that only 29% of secondary-level teachers participated in professional development programmes at the time of the latest OECD PISA testing (2022). While this share is sizeable, it also suggests that the majority of teachers may not yet have access to regular or systematic training opportunities. Additionally, nearly one-third of secondary education and training providers reported not engaging in sustained expert consultations for school improvement, which include teaching practices and conditions (KIESE SPI Indicator 57).

Another area with a potential for improvement is the promotion of excellence in programme content and implementation (Outcome B.2.2, SPI of 50 in 2024, down from 75 in 2023). Some of the KIESE indicators used for gauging performance in this domain, for instance KIESE SPI Indicator 63, track not only the delivery of high-quality content, but also its alignment with forward-looking priorities, such as sustainability and the development of “green skills” among adult learners. According to the 2024 update of this indicator, based on data from the UNESCO GRALE5 survey, the extent to which

these elements are being integrated in Palestine remains modest, which in turn has an impact on the overall performance score in delivering against Outcome B.2.2.

National authorities report of efforts to improve results, and the content and implementation of IVET and CVET programs through new curricula development and practical learning experiences. The Do TVET GIZ project aims to integrate environmental consciousness in curricula and teaching methodologies, with a pilot greening TVET manual in Nablus Industrial school. The National TVET Commission, established in 2021, is working towards better financing and governance in the VET system, with a special fund for supporting TVET activities and skills development. The 2017–2022 education sector strategic plan focuses on inclusive enrolment and adapting curricula for students with special needs.

The data further suggests that Palestine pays significant attention to the cultivation of high-quality solutions also in the domain of VET governance and provider management (Outcome B.2.3). The National TVET Commission, alongside its initiatives to form Sectoral Skills Councils, incorporating representatives from diverse stakeholder groups, are examples of initiatives to strengthen the governance framework that align with this finding. According to the most recent data included in the 2024 monitoring update, the governance of adult education, for example, is improving through increased stakeholder participation, efforts at enhancing coordination arrangements, greater decentralisation, strengthened capacity-building initiatives, and improved interministerial cooperation (KIESE SPI Indicator 69, based on evidence from UNESCO GRALE5).

Turning to innovation, the monitoring results for 2024 indicate that VET in Palestine remains somewhat less open to innovative practices and solutions compared to the average of other countries in the Torino Process sample. This applies across all monitored domains of innovation, from access and participation (Outcomes B.3.1 and B.3.2) to quality and relevance (Outcomes B.3.3 and B.3.4). However, as is inherent with averages, these aggregate results obscure important positive developments which were evidences through the 2024 monitoring update.

Authorities report of notable progress in the domain of innovation in support of access (KIESE SPI Indicator 75). Additionally, up to 92% of principals in a representative sample of secondary schools in Palestine attended by youth participating in OECDs PISA state that their schools provide at least one, and sometimes multiple, forms of support, such as dedicated rooms where students can complete their homework (KIESE SPI Indicator 76), staff assistance with homework tasks (Indicator 77), or peer-to-peer tutoring (Indicator 78). SPI proxies like these reflect the openness of Palestine's VET system to innovation by showcasing the proactive and adaptive measures schools take to support participation and graduation.

In 2024, there is also evidence of systemic efforts to innovate in support of quality and relevance in VET. According to official information, these efforts have led to the development of quality criteria for curricula, learning resources, and teaching approaches, alongside improvements in teacher training and employment conditions for teachers (KIESE SPI Indicator 79). As early as 2023, Palestine reported proactive initiatives to align education with labour market demands, including the establishment of a national committee to formulate a national qualifications framework (NQF). The NQF aims to define and recognise the skills, knowledge, and competencies acquired through various forms of learning, providing a clear and transparent overview of learning achievements.

Furthermore, efforts are underway to develop a curriculum for work-based learning and apprenticeships, which are designed to provide practical skills and knowledge on the job. This aligns with the aim of improving participation and graduation rates and access to learning. The Ministry of

Education is coordinating with private sector institutions to develop this curriculum, which could foster a more innovative and experiential learning environment.

Moreover, the National Technical and Vocational Education and Training (TVET) Strategy 2010 outlines the government's priorities for TVET in Palestine, aiming to improve the quality and relevance of TVET, increase access to training opportunities, and enhance the linkages between TVET and the labour market. The strategy encompasses several policies and systemic innovations like the "Dual System of Vocational Education and Training – Apprenticeship", which combines on-the-job training with classroom instruction, potentially promoting a more innovative approach to vocational education.

Additionally, the establishment of a Skills Development Fund (SDF), to which the NTC has actively contributed, and the engagement with employers to provide work-based learning opportunities are steps towards creating a more responsive and innovative VET system. These initiatives, along with the ongoing curriculum reform, professional development for teachers and trainers, and the implementation of work-based learning initiatives and apprenticeship schemes, are geared towards improving the relevance of learning and training in IVET and CVET for the labour market.

The formation of National Sector Skills Councils by the National TVET Commission and the launch of the first Skills Forecasting Model in Palestine by UNESCO, in cooperation with various ministries and organizations, are also notable efforts towards improving the match between demand and supply on the labour market, which could, in turn, foster a more innovative and responsive VET system in Palestine.

#### 2.2.4 Area C. System organisation

In Area C (System organisation), the monitoring framework accommodates the last two dimensions presented in Section 2.1 – steering/management and resourcing, in which the Torino Process tracks a total of eight system outcomes. These outcomes include the availability and use of data for informed decision-making, the involvement of stakeholders in VET policy, provider management, and resourcing, quality assurance and accountability, the internationalisation of VET providers, as well as the availability and use of human and financial resources in VET. The outcomes included under Area C are defined in Table 6.

**TABLE 6. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING AREA C: SYSTEM ORGANISATION**

Code	Deliverable (outcome)	Description
C.1.1	Data availability and use	This outcome refers to the availability of administrative and big data as covered by Level 1 of the monitoring framework, participation in large scale international assessments, as well as technical capacity to generate/manage evidence to support monitoring and improvement
C.1.2	Participatory governance	This outcome captures the degree of involvement of the private sector and other external stakeholders in consultations and decisions concerning opportunities for LLL through initial and continuing VET
C.1.3	Public accountability and reliable quality assurance	This outcome tracks the extent to which reliable and trustworthy quality assurance (QA) mechanisms and accountability arrangements are in place which cover learners, teachers, and providers, as well as the extent to which the QA results are publicly available
C.1.4	Professional capacity of staff in leadership positions	This outcome monitors the availability and professional capacity of qualified staff in leadership roles and in other key administrative roles on provider level

<b>C.1.5</b>	<b>Internationalisation</b>	This outcome monitors the degree of internationalisation in IVET and CVET, such as internationalisation of QA arrangements, curricular content, qualifications (i.e. recognition of international credentials, awarding bodies being active beyond their country of origin, etc.)
<b>C.2.1</b>	<b>Adequate financial resource allocations and use</b>	This outcome captures the adequacy of financial resources invested in IVET and CVET in terms of level of investment and allocation, as well as the degree of diversification of funding between public and private sources
<b>C.2.2</b>	<b>Adequate human resource allocation and use</b>	This outcome captures the efficiency of human resource management in terms of availability of teachers and trainers, and the adequacy of their deployment and career management
<b>C.2.3</b>	<b>Adequate material base</b>	This outcome captures the extent to which the material base for learning and training is adequate, including learning and training materials which are supportive of and promote effective teaching, training, and learning

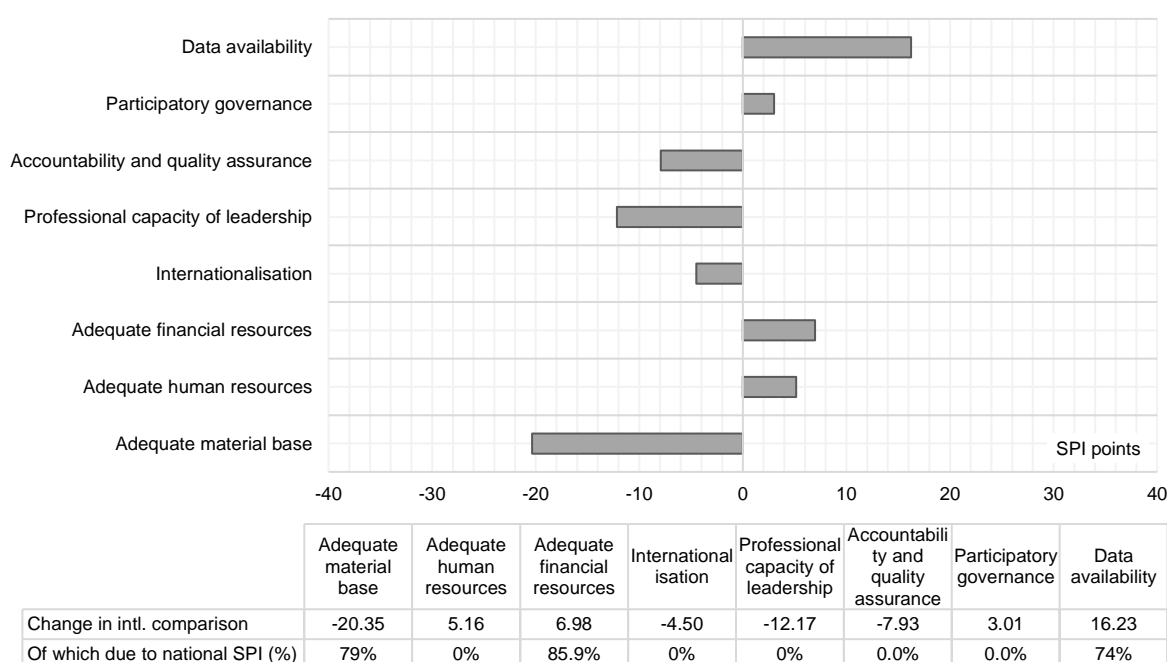
The data reveal that system organisation has seen numerous shifts in performance since 2023. Some of these shifts are negative, including those related to the material base, the professional capacity of staff in leadership positions, and internationalisation. However, these outcomes are not always attributable to a decline in Palestine's performance; in many cases, they reflect greater progress made by other countries during the reporting period.

For instance, in the domain of accountability and quality assurance, results appear weaker compared to 2023, with a relative drop of 7.93 points (Figure 6a). This decline is largely due to slower progress in Palestine relative to the average improvements achieved by other countries, despite some positive national-level developments, which will be discussed later.

Not all changes are negative. In the domain of "Participatory governance," Palestine's relative standing has improved by 3.01 points since 2023 in international comparison. However, this improvement reflects declines in the performance of other countries in the Torino Process sample rather than significant national progress.

The reasons behind these changes vary, reflecting national progress in some areas and challenges in meeting international benchmarks in others. For the largest areas of decline—material base and professional capacity of school leaders—the drop is primarily driven by worsening national performance, as will be explored later. Conversely, the improvement in data availability is entirely the result of national progress in Palestine, unlike the positive change in the domain of adequate human resources, which stems from shifts in the international context rather than domestic advancements.

**FIGURE 6a. SYSTEM MANAGEMENT AND ORGANISATION - CHANGE IN SYSTEM PERFORMANCE, PALESTINE AND INTERNATIONAL AVERAGE (2023-2024)**



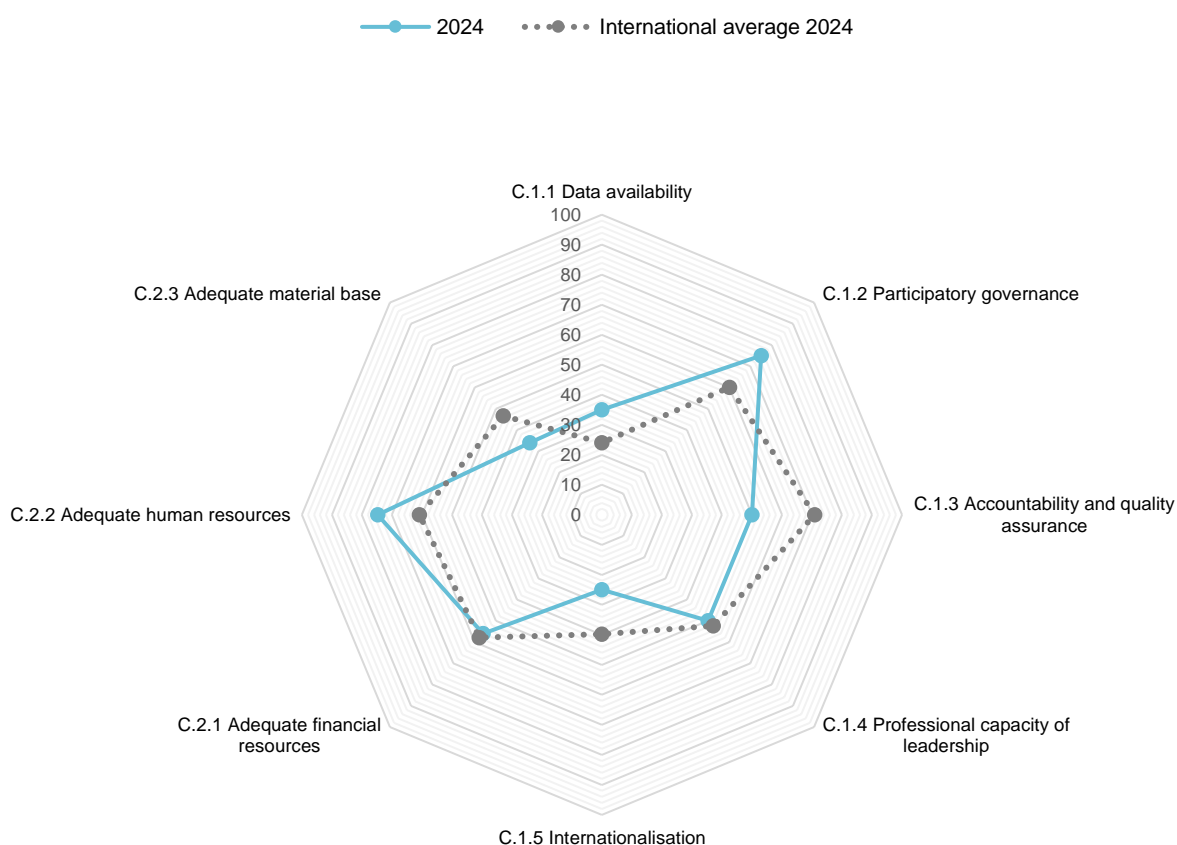
Source: ETF Torino Process database

The national monitoring results related to these developments are mixed. In the domain of participatory governance in VET (Outcome C.1.2, SPI of 75), Palestine retains robust system performance, reflecting its strong tradition of engaging external stakeholders in consultations and decision-making processes regarding the steering and management of the system. This participatory approach extends to adult learning and education policies, where authorities report to have actively consulted stakeholders and civil society in the formulation, implementation, and evaluation of policies (KIESE SPI Indicator 97).

However, the engagement of employers continues to pose a challenge, like in other ETF partner countries. The NTC is actively engaged in bridging gaps within the sector through initiatives such as formulating a strategic plan and establishing organizational structures, including coordination committees and administrative hierarchies. The NTC has also initiated the establishment of sector skills councils to foster labour market and private sector involvement in skills development, work-based learning, and lifelong learning, which could potentially address this challenge over time.

Data availability and the capacity for evidence-informed decision-making (Outcome C.1.1, SPI of 35 in 2024) remain significant challenges. However, the situation has improved considerably since 2023, largely due to Palestine's participation in major international evidence collection efforts, such as OECD's PISA and UNESCO's GRALE. Additionally, the NTC, in collaboration with line ministries, has actively engaged in international workshops and conferences to monitor and align with new international policies and directions in TVET. In 2023, the NTC also reported plans to establish MIS-TVET, a unified database for the TVET system in Palestine, aimed at reducing data fragmentation. These initiatives hold the potential to further enhance data availability and evidence-based decision-making capacity in the future.

**FIGURE 6b. SYSTEM MANAGEMENT AND ORGANISATION: INDEX OF SYSTEM PERFORMANCE, PALESTINE AND INTERNATIONAL AVERAGE (2024)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: [Torino Process monitoring database](#)

The average performance in the domain of public accountability and reliable quality assurance (Outcome C.1.3, SPI of 50) suggests a need for more trustworthy quality assurance mechanisms and enhanced public accessibility to quality assurance results. The establishment of the Accreditation and Quality Assurance Committee (AQAC) for licensing higher education institutions and programs, and the draft preparation for AQAC- TVET by NTC, are steps towards improving the quality assurance mechanisms, although a systematic availability and application of qualification standards are yet to be achieved.

The data for 2024 (KIESE SPI Indicators 101 to 113) confirms that there has been substantial progress in integrating quality assurance and accountability measures across schools, though variations in implementation persist. Regarding school accountability, only 12% of principals reported publicly posting achievement data, indicating limited transparency in sharing school performance outcomes with the broader community. However, 62% of principals noted that achievement data is tracked over time by an administrative authority, and 92% reported sharing such data directly with parents, reflecting a stronger emphasis on targeted accountability mechanisms over public reporting.

According to the evidence included in the 2024 round of monitoring, nearly all schools report implementing a range of established procedures. Internal evaluations or self-evaluations are conducted in 98% of schools, while 88% confirm external evaluations, indicating widespread adoption of both internal and external monitoring practices. Additionally, 95% of schools have formalised

written specifications for curricular profiles, educational goals, and student performance standards. Universal recording of attendance, professional development, student test results, and graduation rates (100%) demonstrates a strong commitment to data-driven oversight.

Specific practices such as teacher mentoring (98%) and student feedback mechanisms (83%) highlight efforts to foster a supportive and reflective school environment. Nevertheless, the 69% participation in regular consultations aimed at school improvement and 87% implementation of standardised reading policies suggest room to enhance consistency in applying these practices across all schools.

Progress in quality assurance for adult learning and education, however, has been limited and uneven across key areas (KIESE SPI Indicator 114). While initiatives have been undertaken to develop quality criteria for curricula, learning resources, and teaching approaches, as well as to improve educator training and employment conditions, these efforts remain in their early stages or lack consistent implementation. Similarly, the integration of ICT in teaching and learning processes, along with the assessment and analysis of learning outcomes, shows promising developments but has yet to become deeply embedded in practice.

The findings suggest that, while steps are being taken to strengthen quality assurance, significant gaps persist in establishing a comprehensive framework capable of ensuring relevance, effectiveness, and alignment with the needs of adult learners and broader societal demands. Accelerating progress will require sustained efforts and targeted investments to build capacity, strengthen alignment with labour market priorities, and integrate evidence-based decision-making into ALE policies and practices.

The performance in the domain of professional capacity of staff in leadership positions (Outcome C.1.4, SPI of 50) is notably better compared to the average performance of other countries (SPI of 30). The recruitment and retention processes, ongoing professional development opportunities, and support resources for leadership staff are cited as contributing factors to this performance. The Demand-Oriented Vocational Education and Training (DoTVET -GIZ) Programme also aids in developing capacities at the management level regarding various aspects of vocational education and training.

However, international exposure for professionals and students in VET remains low (Outcome C.1.5, SPI of 25). There is an absence of schools offering exchange programmes with other schools in other countries (KIESE SPI Indicator 115), which reflects a gap in providing students with international exposure and opportunities for cultural and educational exchange. Such programmes are important in supporting the development of intercultural understanding, equipping students with essential soft skills, and preparing them to succeed in a complex and interconnected world. Addressing this gap through strategic focus and investment could bring about significant benefits for both students and schools. The membership of Palestine in World Skills International since 2015 and participation in World Skills events and competitions is a positive step towards improving that result.

The monitoring results indicate that, while there was a slight improvement in the adequacy of funding for VET, this was largely due to the achievement of maintaining current spending levels under difficult circumstances (Outcome C.2.1, SPI of 56 in 2024, up from 50 in 2023). However, this progress comes alongside the underfunding of other important segments of the system, such as adult education. The reported range of 0.5% to 0.9% of public education spending allocated to adult education reflects a very limited financial commitment to this critical sector (KIESE SPI Indicator 118). In Palestine and elsewhere, adult education plays a vital role in promoting lifelong learning, supporting



workforce upskilling, and addressing unemployment. This limited allocation suggests that adult education may not yet be a significant priority within the public education budget.

The Skills Development Funds (SDF) and the National School Adoption Program launched in 2021 are initiatives aimed at addressing financial resource challenges. However, the contributions from the private sector remain limited and unsustainable, indicating a need for a regulatory framework to organize private sector contributions.

In 2023, the material base for teaching and learning in VET in Palestine was reported as relatively adequate, but performance in that domain has declined since then (Outcome C.2.3, SPI of 34 in 2024, compared to an SPI of 50 in 2023). Human resources management is an area of considerably better reported outcomes (Outcome C.2.2, SPI of 75), particularly concerning the availability, deployment, and career management of teachers and trainers. However, authorities in Palestine also underline that a financial crisis has led to a shortage of trainers in some disciplines, indicating a need for further investment in human resources and the material base for teaching and learning.

Drawing from the OECD PISA 2022 database, the updated data for 2024 confirms the presence of significant challenges in resource availability, staffing, and infrastructure within schools. For instance, 27% of principals from general and VET schools in Palestine reported that inadequate or poor-quality educational materials significantly hinder instruction, highlighting ongoing difficulties in providing schools with necessary resources (KIESE SPI Indicator 120). Similarly, 22% of school principals identified inadequately or poorly qualified teaching staff as a significant obstacle (Indicator 121), while 63% reported that at least one of the following issues—lack of teaching staff, lack of assisting staff, or inadequately qualified assisting staff—had a similar effect (Indicator 126). Furthermore, only 18% of teachers hold full certification or Level 5A qualifications, reflecting a sizeable gap in professional credentials within the teaching workforce (Indicator 127).

To address these challenges, various training programmes, such as the Know About Business (KAB) programme and the Passport to Success (PtS) programme, have been implemented to enhance the pedagogical, technical, and management skills of teachers and trainers. Additional initiatives are also being planned to respond to these persistent issues.

Resource and infrastructure challenges are equally pronounced. A lack of educational materials was reported as a hindrance to instruction by 64% of principals, while 65% highlighted inadequate or poor-quality materials as a significant barrier (Indicators 132 and 133). Similarly, 65% of principals identified a lack of physical infrastructure, and 68% noted inadequate or poor-quality infrastructure as obstacles to effective instruction (Indicators 134 and 135). These findings underscore widespread difficulties in creating conducive learning environments across schools.

## **2.3 How did policies and systems benefit specific groups of learners?**

In this 2024 update, the Torino Process monitoring continues to track not only the deliverables of national VET policies and systems in general but also into the degree to which they address the needs and expectations of present and prospective lifelong learners. The monitoring framework traces how well and equitably system outcomes are distributed to these learners depending on their age and gender, and by features which can be influenced by policy, such as socio-economic disadvantage, labour market status, migration status and learning setting/pathway.

The next sections provide an overview of how the IVET and CVET subsystems in Palestine perform in a key selection of monitoring dimensions – access and participation, and quality and

relevance – for the following key selection of learner groups: youth and adults, female learners, socioeconomically disadvantaged youth, adults at risk of exclusion, and first-generation migrants.

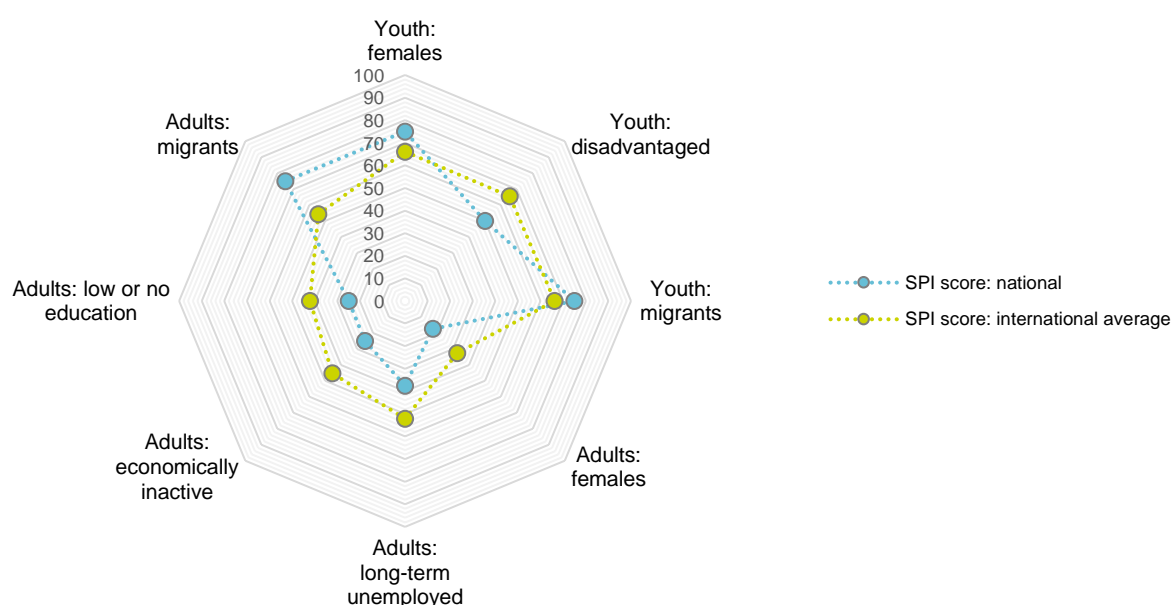
### 2.3.1 Access and participation

#### Overall results

The data presented in Figure 7 provides an overview of system performance in 2024 in supporting access to learning opportunities for various vulnerable populations in Palestine and internationally. The figure indicates that access to learning for young learners of strategic interest—female learners, socioeconomically disadvantaged youth, and first-generation migrants—is an area of stable results. In 2024, the SPI for female learners and learners with a migrant background stands at 75, comparable to the performance in support of young learners on average.

Internationally, system performance in providing access to educational opportunities for young learners at risk, including female learners, is lower than in Palestine. Notably, Palestine has achieved a significant improvement in support for young female learners since 2023, with a gain of 12.5 SPI points. However, access for disadvantaged youth remains an area of average performance.

**FIGURE 7. SYSTEM PERFORMANCE IN SUPPORT OF ACCESS FOR SPECIFIC GROUPS OF LEARNERS, PALESTINE AND INTERNATIONAL AVERAGE (2024)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

For adult learners at risk, the data in Figure 7 presents a more nuanced picture. The SPI scores vary significantly among different groups, reflecting gaps in system performance in support of access that may depend on gender, educational or socioeconomic background, and country of origin. Access to learning for adult females stands out as an area of particularly low performance, with an SPI of 18 – well below the international average of 32.6. In contrast, policies and system arrangements are more effective in providing learning opportunities to adults at risk due to long-term unemployment. Notably,

access to learning for adults with a migrant background is reported as particularly strong, with an SPI of 75.

Table 7 illustrates the evolution of monitoring results between 2023 and 2024 for Palestine and the international average, disaggregated by broad age groups (youth and adults), gender, and socioeconomic background of learners.

The data suggests a decline in the international benchmark of system performance regarding access across all groups of youth learners. A key finding in the domain of access to learning is the significant improvement in national results for young and adult female learners in Palestine. Policy and system performance for these groups has improved since 2023 by a much larger margin than in other countries participating in the Torino Process, on average.

**TABLE 7. ACCESS - CHANGE IN SYSTEM PERFORMANCE, SPECIFIC GROUPS OF LEARNERS, PALESTINE AND INTERNATIONAL AVERAGE (2023 – 2024)**

Population of learners	SPI score: national	Change from 2023 to 2024: national	SPI score: international average	Change from 2023 to 2024: international average
Youth: females	75	12.50	66	-1.04
Youth: disadvantaged	50	0	66	-0.29
Youth: migrants	75	0	66	-0.91
<b>Youth: average</b>	<b>75</b>	<b>0</b>	<b>65</b>	<b>-2.17</b>
Adults: females	18	5.75	33	0.73
Adults: long-term unemployed	38	0	52	0.15
Adults: economically inactive	25	0	45	2.00
Adults: low or no education	25	0	42	4.91
Adults: migrants	75	0	54	1.00
<b>Adults: average</b>	<b>10</b>	<b>0</b>	<b>26</b>	<b>6.19</b>

*Theoretical index range: min/low performance=0, max/high performance=100*

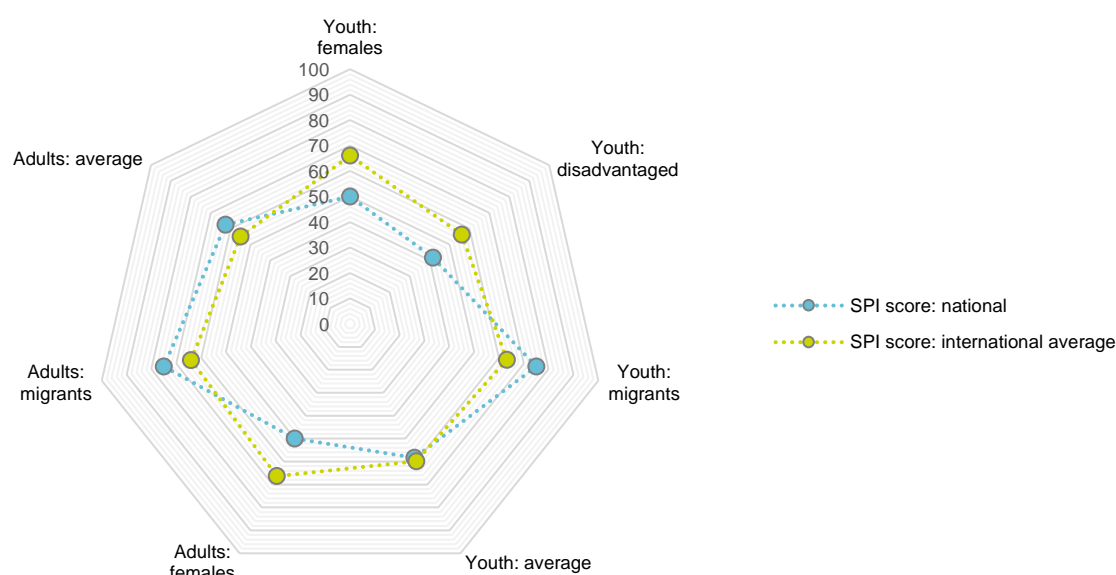
Source: Torino Process monitoring database

Several of the SPIs in the Torino Process monitoring framework are dedicated to assessing the effectiveness of policies and systems in fostering the progression and graduation of learners. Once enrolled, are learners – particularly those at risk – given the support they need to move forward and achieve their educational goals?

The data on VET system performance in support of progression and graduation in Palestine provides a mixed picture across learner groups (Figure 8), and the presence of disparities based on socioeconomic background. For youth, system performance is strongest for learners with a migrant background, with a reported SPI of 75, well above the national average of 58. Performance in support of female learners is slightly below the national average (SPI of 50), but still higher than for socioeconomically disadvantaged learners (SPI of 42).

For adults, system performance is uneven too. The SPI for adults with a migrant background is 75, while for adult female learners, it is 50. In 2023 and 2024, performance for adults on average was with an SPI of 63, which is stronger than the international average.

**FIGURE 8. SYSTEM PERFORMANCE IN SUPPORT OF PARTICIPATION OF SPECIFIC GROUPS OF LEARNERS, PALESTINE AND INTERNATIONAL AVERAGE (2024)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

Table 8 shows the evolution of monitoring results between 2023 and 2024 for Palestine and for other countries in the Torino Process on average, by broad age group and specific learner characteristics. The data indicates no change in Palestine's SPI scores across all groups, while the international average has shown some variability across all domains of monitoring.

**TABLE 8. PARTICIPATION - CHANGE IN SYSTEM PERFORMANCE, SPECIFIC GROUPS OF LEARNERS, PALESTINE AND INTERNATIONAL AVERAGE (2023 – 2024)**

Population of learners	SPI score: national	Change from 2023 to 2024: national	SPI score: international average	Change from 2023 to 2024: international average
Youth: females	50	0	66	1.24
Youth: disadvantaged	42	0	56	0.84
Youth: migrants	75	0	63	0.89
<b>Youth: average</b>	<b>58</b>	<b>0</b>	<b>60</b>	<b>-1.44</b>

Adults: females	50	0	66	0.39
Adults: migrants	75	0	64	-0.35
<b>Adults: average</b>	<b>63</b>	<b>0</b>	<b>55</b>	<b>-1.19</b>

*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

For youth, policies and systems in other countries participating in the Torino Process have become slightly more effective in supporting socioeconomically disadvantaged youth (+0.84 SPI points) and learners with a migrant background (+0.89 SPI points) between 2023 and 2024. While these are small increases, they indicate that other ETF partner countries are advancing with their inclusiveness agenda. However, the absence of documented improvements in Palestine does not necessarily mean there has been no advancement. It may also reflect that any changes in the country have not been recorded in ways that align with international standards for assessing and comparing policy developments – a point of relevance when discussing system performance in the domain of evidence and data (see Section 2.2.4).

For adults, the international average shows uneven progress among Torino Process countries across different groups of adult learners. The SPI for adult females increased by 0.39 points, which indicates modest improvements in how some countries are supporting female adults' participation and progression in education and training. In contrast, there is a slight decline of 0.35 points for adults with a migrant background which suggests that, on average, countries are facing more challenges in meeting the needs of this group.

The decrease of 1.19 points in the international average for adults, points to broader difficulties in supporting adult learners in other countries. This suggests challenges in retaining adult participants in education and training - some VET and adult education systems may be struggling to maintain engagement. While performance in Palestine in support of adults remains stable, the overall decline in the international average SPI suggests that some countries are encountering increasing difficulties.

### **Female learners**

In Palestine, the VET system appears to be much more appealing and relevant to young women compared to adult women. This holds true for IVET and to a lesser extent for CVET. Stakeholders acknowledge that women, especially those with caregiving responsibilities or those engaged in lower-paying jobs, are less likely to participate in training compared to men. Despite this, there is a recognized need to continue efforts to enhance the attractiveness of the VET system for young women as well.

The accessibility to IVET programs post-tenth grade is open to both genders, with the cost of VET programs not being a barrier due to symbolic tuition fees, especially in governmental vocational institutions. However, a shortage of educational, vocational, and technical institutions, particularly in rural areas, and a limited number of specializations offered to females may hinder accessibility and attractiveness. Gender perceptions regarding certain VET programs also contribute to unequal access to certain programs based on gender.

Despite equal access to education and training opportunities, women are less likely to participate in continuing education and training programs, particularly if they have caregiving responsibilities or work in lower-paying jobs. This could be attributed to factors such as lack of time, financial resources, or awareness about available opportunities. Moreover, gender stereotypes and societal expectations, alongside the availability of programs in traditionally male-dominated fields, may influence the enrolment and completion rates in IVET and CVET programs between genders.

Various initiatives and programs aim to support females in accessing education and training opportunities in non-traditional fields, although these initiatives are still limited. These efforts are crucial to bridging the gender gap in access and participation, especially among adult women, and may require additional innovative initiatives and policies specifically targeting women to bridge this gap.

### **Disadvantaged learners: youth**

The VET system in Palestine evidently supports disadvantaged youth and is more accessible to this group of learners than to other learners, on average. However, the location of vocational schools mainly in cities and transportation costs can deter enrolment, especially for learners from rural areas. Age restrictions for enrolment in formal IVET programs also pose a barrier.

Upon enrolment in VET programmes, socio-economically disadvantaged learners are less likely to participate in and successfully complete the programmes. Their background also poses a significant barrier to accessing successive stages of education or transitioning between parallel pathways in VET and general education. The monitoring results regarding participation and progression suggest a VET system that falls short in supporting disadvantaged learners to succeed in their learning pathways.

### **Learners at risk: adults**

The monitoring data reveals that the long-term unemployed have better opportunities to access learning than the average adult learner. However, access to learning remains a significant challenge for adults with low or no education and for economically inactive adults. While VET is a cornerstone of active labour market policies in Palestine, particularly for the long-term unemployed, there is an evident need to extend its reach to better serve the low-skilled and economically inactive populations. Ensuring inclusive access for these groups is essential for fostering greater equity and addressing disparities in participation.

There remains a clear need for improvement across all learner groups, including the long-term unemployed, the economically inactive, and those with low education levels. Strengthening targeted policies and enhancing the implementation of active labour market measures can ensure that VET programmes more effectively address the educational and employment needs of these underserved groups, while continuing to promote equitable innovation in access and participation.

## **2.3.2 Quality and relevance**

### **Overall results**

The success of VET in Palestine in delivering foundational skills and competences varies across learner groups, reflecting, to a large extent, their socio-economic background. For some learners, such as youth, system performance exceeds the average of other countries participating in the Torino Process; for others, particularly adults, it falls well behind (Figure 9).

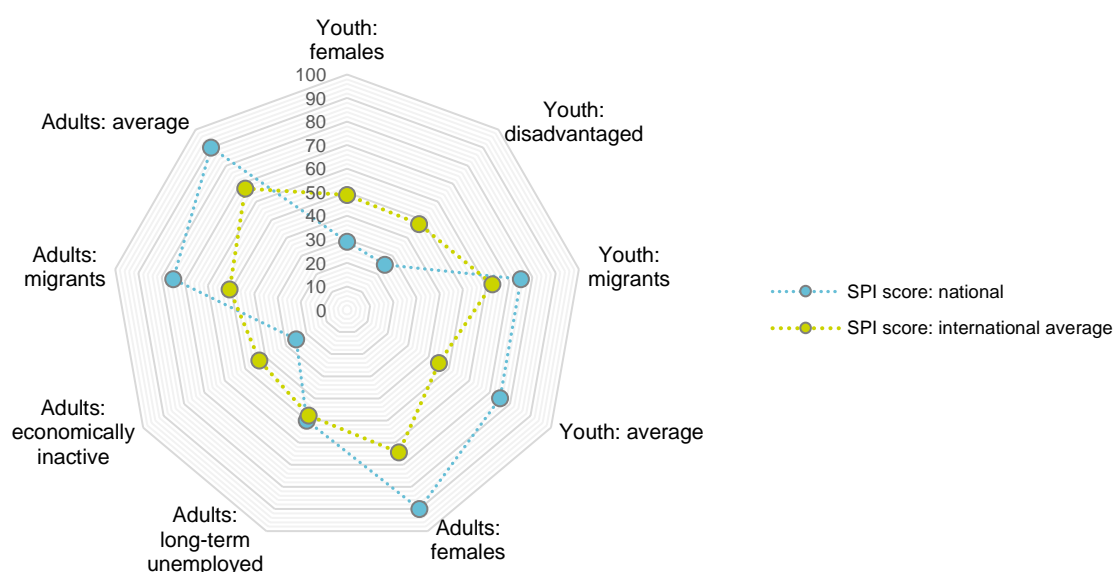
System performance is below the international average for all young learners in the categories covered in this section, except for migrant learners. The quality of skills and competences provided to female and for disadvantaged youth in VET (SPIs of 29 and 25 respectively) is much lower than the international averages of 49 and 48. The data used for the calculation of these SPIs, based on the last round of OECDs PISA (KIESE SPI Indicators 30 to 32) reveals alarmingly high rates of underachievement among 15-year-olds in reading, mathematics, and science, with notable gender disparities. In reading, 77% of youth underperform, with male students (87%) showing significantly higher underachievement rates than females (69%). In science, 72% of youth fall below proficiency levels, with males (79%) again exhibiting higher rates of underachievement compared to females

(66%). The smallest gender gap is observed in mathematics, where 79% of youth underperform, including 83% of males and 77% of females.

Mathematics has the highest overall underachievement rate (79%), followed by reading (77%) and science (72%), reflecting pervasive challenges across all domains. These findings underscore significant difficulties in ensuring foundational literacy and numeracy skills among 15-year-olds, particularly for male students, who consistently demonstrate higher rates of underachievement.

The support for developing skills and competences in Palestine is more effective for adults. Female adults benefit from a reportedly robust system performance (SPI of 90), much higher than the international average of 64.4. Support for long-term unemployed adults is effective as well, while economically inactive adults are the least likely to possess good quality skills and competences. Adults with a migrant background are well-supported too, albeit to a lesser extent than adult learners in Palestine on average. The findings suggest that, while the VET system in Palestine performs relatively well for the wider adult population, there is still room to ensure more uniform support in delivering high-quality skills and competences across all adult groups.

**FIGURE 9. SYSTEM PERFORMANCE IN SUPPORT OF QUALITY AND RELEVANCE FOR SPECIFIC GROUPS OF LEARNERS, PALESTINE AND INTERNATIONAL AVERAGE (2024)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

The analysis of changes from 2023 to 2024 reveals a shifting international landscape that reframes the interpretation of Palestine's national performance relative to other countries (Table 9), even though Palestine's SPI scores have remained static across all groups during this period, except for the decline in providing quality and relevance to young female learners in VET.



For youth, the results of Palestine in delivering skills and competences for females (national SPI of 29 vs. international average of 49, with a -6.54-point decline internationally) now appear somewhat less weak in relative terms due to the drop in the average performance of other countries in the Torino Process sample. For youth with a migrant background (national SPI of 75 vs. international average of 63, with a 2.29-point increase internationally), Palestine remains well above the international average, although the relative advantage has slightly narrowed due to the improvement in the international context. Relative performance for disadvantaged youth has also improved, again due to a decline in average performance internationally.

**TABLE 9. QUALITY AND RELEVANCE - CHANGE IN SYSTEM PERFORMANCE, SPECIFIC GROUPS OF LEARNERS, PALESTINE AND INTERNATIONAL AVERAGE (2023 – 2024)**

Population of learners	SPI score: national	Change from 2023 to 2024: national	SPI score: international average	Change from 2023 to 2024: international average
Youth: females	29	-21.0	49	-6.54
Youth: disadvantaged	25	0	48	-1.24
Youth: migrants	75	0	63	2.29
<b>Youth: average</b>	<b>75</b>	<b>0</b>	<b>45</b>	<b>0.15</b>
Adults: females	90	0	64	-1.37
Adults: long-term unemployed	50	0	48	1.94
Adults: economically inactive	25	0	43	0.40
Adults: migrants	75	0	51	-0.78
<b>Adults: average</b>	<b>90</b>	<b>0</b>	<b>67</b>	<b>-4.72</b>

*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

For adults, the international context reveals greater variation. Performance in delivering skills and competences to female adults (national SPI of 67 vs. international average of 64.43, with a -1.37-point decline internationally) now appears stronger in international comparison. The same is true for the results in support of quality for long-term unemployed adults (national SPI of 67 vs. international average of 47.68, with a 1.94-point increase internationally), which continues to be relative strong compared to the average of other countries in the Torino Process. There is a sizeable gap in performance in favour of VET in Palestine when it comes to economically inactive adults (national SPI of 75 vs. international average of 43, with a 0.40-point increase internationally), despite the incremental progress observed in other countries.

### **Female learners**

While female learners in Palestine generally outperform male learners in reading and science, as shown by PISA data, they still face significant underachievement in these domains, particularly in mathematics and science. This reflects both strengths and challenges in the education delivered to female learners. Additionally, societal expectations and gender stereotypes often steer females toward educational pathways that are less aligned with high-demand sectors, limiting the relevance of their training for the labour market.



The quality of education delivered to female learners in Palestine reflects a mixed picture of strengths and challenges. Women generally outperform men in reading and writing, demonstrating strong competencies in these areas. However, their performance in mathematics and science is lower, highlighting subject-specific disparities in learning outcomes. These differences indicate that while females excel in certain skills, gaps remain in areas crucial for diverse career opportunities.

Female learners are also more likely to engage in educational pathways that are less relevant to the labour market. This trend is often driven by societal expectations and gender stereotypes, which influence their choice of specialisations. As a result, their education may not fully equip them with the skills needed for high-demand sectors, limiting the relevance of their training in terms of employment prospects.

The relevance of vocational education and training (VET) for female learners in Palestine faces significant barriers. The limited number of specialisations available to women, coupled with a shortage of educational and vocational institutions in rural areas, restricts their access to programs aligned with labour market needs. Gender perceptions and stereotypes further compound this issue, as certain fields in VET are perceived as male-dominated, discouraging women from enrolling in programs that may lead to better job opportunities.

These challenges are particularly acute for adult women, who are less likely to participate in continuing education and training programs. Factors such as caregiving responsibilities, financial constraints, and limited awareness of available opportunities create additional barriers. Moreover, the societal expectation for women to pursue traditional roles often restricts their engagement in non-traditional fields of study or work.

Efforts to bridge these gaps include initiatives aimed at encouraging female participation in non-traditional fields of VET. Although still limited, these programs are crucial in addressing the gender gap in access and participation. Innovative policies and additional resources are needed to expand these initiatives and ensure that women, particularly in rural areas, have equitable opportunities to acquire skills relevant to the labour market.

### ***Disadvantaged learners: youth***

The acquisition of basic skills relevant to the labour market and the transition from the VET system to the world of work remain significant challenges for disadvantaged youth. These challenges highlight systemic gaps in equipping this group with the competencies and opportunities necessary for meaningful labour market integration. Disadvantaged youth often face barriers in accessing high-quality training tailored to their specific needs, which limits their ability to develop the skills that employers value.

Some of these challenges extend beyond the scope of the VET system itself. Limited financial resources often restrict the ability of disadvantaged youth to engage fully in educational and training opportunities, particularly when additional costs for materials, transportation, or missed work time are involved. A lack of support from family and community further exacerbates these difficulties, as social and emotional encouragement plays a crucial role in educational success. Additionally, many disadvantaged youths lack access to accurate information and resources needed to make informed decisions about their education and career paths. Without guidance and access to relevant labour market data, their ability to align educational choices with future employment opportunities is hindered.

### **Learners at risk: adults**

Despite efforts to support learners through initiatives such as the Palestinian Employment Fund, challenges persist in the quality and relevance of training provided to adults. These issues undermine the effectiveness of vocational education and training (VET) in equipping learners with the skills needed for meaningful employment. Furthermore, the fragmentation of Active Labour Market Policies (ALMPs) and a lack of coordination among stakeholders contribute to inefficiencies in adult training, limiting the impact of these programmes.

In terms of labour market transition, the system is less effective in supporting disadvantaged adults. These groups face significant challenges in turning educational opportunities into concrete employment outcomes. This reflects a gap in how well the system facilitates their integration into the workforce, highlighting the need for more cohesive and targeted strategies to improve the employability of disadvantaged learners.

## **3. SUPPLEMENTARY SOURCES AND INFORMATION**

### **3.1 Links to background information and data**

The full collection of quantitative indicators collected for Palestine for this 2024 round of monitoring can be found here:

<https://docs.google.com/spreadsheets/d/191NHUf5V3aYRv9cr5HZsBtxbmKlXuHO6/edit?usp=sharing&ouid=110154518834912853011&rtpof=true&sd=true>

The full collection of qualitative responses to the country-specific questionnaire for Palestine can be found here:

<https://docs.google.com/document/d/1a5qxPUVfJCSSTympiWNooW3Cdlx5QbhQ/edit?usp=sharing&ouid=110154518834912853011&rtpof=true&sd=true>

General information for the Torino Process as well as the reports and data of other participating countries, can be found here: <https://www.etf.europa.eu/en/what-we-do/torino-process-policy-analysis-and-progress-monitoring>.<sup>7</sup>

### **3.2 Definitions and terminological clarifications**

This section provides an overview and definition of key terms in the Torino Process monitoring framework.

- **Youth:** Population in the official age of entrance and participation in initial VET programmes.
- **Adults:** Population of working age (15+ years of age) not enrolled in initial VET programmes.
- **Disadvantaged youth:** This refers to socio-economic disadvantage and describes youth with access to below-average levels of financial, social, cultural, and human capital resources.
- **Long-term unemployed:** Long-term unemployment refers to the number of people who are out of work and have been actively seeking employment for at least one year.
- **Inactive populations:** Adults of working age who are outside of the labour force, meaning that they are neither employed nor registered as unemployed (that is, seeking employment)

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<sup>7</sup> The Torino Process monitoring reports and data will be released gradually in the period January-February 2024 in the order in which countries submit their evidence and the reports are being finalised with them.

- **Lifelong learning:** any learning activity undertaken throughout life, to improve knowledge, skills/competences and/or qualifications for personal, social and/or professional reasons.
- **System performance:** describes the extent to which the VET system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL).
- **Initial VET:** Vocational education and training carried out in the formal system of initial education (usually upper or post-secondary) before entering working life.
- **Continuing VET:** Formal or non-formal vocational education and training carried out after initial VET and usually after the beginning of working life.
- **Adult education:** Adult education or learning may refer to any formal, non-formal, or informal learning activity, both general and vocational, undertaken by adults after leaving initial education and training.