

TORINO PROCESS 2012 JORDAN



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PREFACE

This Torino report 2012 is based on the previous Torino report from 2010 and on the initial evaluation report of the Employment, Technical and Vocational Education and Training (E-TVET) Council on the performance of the Jordanian E-TVET sector for 2010–2011. The report was drafted and finalised in May 2012 by the Monitoring and Evaluation Committee, with the aim of developing and implementing a performance-evaluation system for the Jordanian E-TVET sector. A collective and collaborative methodology was used in which sector liaison officers conducted interviews, held discussion sessions, conducted questionnaires, reviewed relevant reports and documents, analysed data and information, and drew up the report.

The general findings of this report include the following.

- Public satisfaction with the sector's performance is lower than it should be.
- There is still an inadequate level of coordination between the authorities that regulate the sector's operations in terms of general policies and strategies, and between international donor agencies for the sector.
- Insufficient financial resources have been invested in training, educational and technological facilities.
- Financial allocations for technical and vocational education and training (TVET) institutions from various financing bodies (governmental, international donor agencies, private sector, and other bodies) need to be increased.
- There is a need to create incentivising mechanisms to increase the share and participation of the private sector in the training and employment sector.
- The E-TVET sector needs an integrated electronic information observatory covering supply and demand, and all parties should be able to utilise and benefit from this.
- Increased cohesiveness is needed between education and training outputs and employment requirements in the labour market.
- There is a lack of attention on and finances for vocational guidance and awareness raising.
- There is a need to create an integrated system (supply and demand) for quality control and accreditation for the education and training sector.
- An integrated system should be developed to monitor and evaluate the performance of the E-TVET sector and to build capacity for all the sector's institutions in terms of activating and benefiting from the system.

EXECUTIVE SUMMARY

The Hashemite Kingdom of Jordan is a country with a high level of human development and an open economy, but a lack of natural resources. Jordan has one of the highest fertility rates in the world – about 3.7% (4.2% in rural areas) – and this creates a high level of demographic pressure, with the under-15s forming some 37.3% of the population. It is estimated that 60 000 new entrants are joining the labour market every year, posing a major challenge for the government and society at large, as many of these individuals have relatively high, though not relevant, qualifications. The participation rate of women in the labour force is one of the lowest in the world (14.9%), despite very visible increases in educational attainment. The unemployment rate rose to 13% in 2011. The job creation rate rose from 2.7% in 2006 to around 4.5% more recently, before the economic crisis, but new jobs were often low skilled and were taken by immigrants. Migration has two significant features: (i) emigration of highly educated people; and (ii) immigration of people looking for low-skilled jobs.

The developments of the Arab Spring have had a significant effect on Jordan: there has been an economic impact through the decline of tourism and foreign investments (-50%) (UNCTAD database), and at the same time more attention has been paid to the voices of citizens, who are asking for greater accountability and improvements in living conditions. The country has faced various public protests demanding a stronger fight against corruption, better employment opportunities and changes to both the constitution and the electoral system. The government has given priority to these last two demands by establishing the National Dialogue Committee, which has drafted consensus-based proposals for new laws on elections and political parties. Under the new government headed by Prime Minister Tarawneh, an amended version of the election law was approved on 23 July 2012 by royal decree, and it is expected that parliamentary elections will be held in December 2012.

E-TVET policies and strategy

Jordan's goal for the E-TVET sector is to increase employment, reduce the country's dependence on expatriate labour and upgrade the quality and relevance of education and training in line with labour market requirements. E-TVET reform is focusing on the rationalisation of the E-TVET system, on private sector involvement and on improving the image of E-TVET careers and education and training programmes. The E-TVET Council, under the patronage of the Minister of Labour, manages the reform through planning, policy making and coordination at national level.

Achievements and challenges

During the past two years ambitious new strategies and action plans have been developed (National Employment Strategy (NES), Career Guidance Strategy, E-TVET Sector communication strategy) and various individual initiatives have been set up to increase the relevance of the TVET system. However, little progress has been made in achieving coordinated implementation of the reform process. This is the result of a lack of commitment and ownership on the part of the different stakeholders, the frequency of cabinet changes (six during the past three years) and the lack of capacity in planning, budget allocations according to priorities for implementation.

Table 1. Progress made and challenges remaining for E-TVET reform

| Main achievements since 2010 | Main bottlenecks | Deteriorated since 2010 |
|---|---|---|
| NES (June 2012) | Lack of commitment and cooperation between the many stakeholders through the E-TVET Council | Funding of TVET sector |
| Career Guidance Strategy (July 2011) | Lack of harmonisation between policies and strategies | Continuing commitment and ownership at highest policy level |
| E-TVET monitoring and evaluation mechanism | High level of centralisation and little flexibility to adapt to changing needs | |
| Human resource development (HRD) strategies of the main social partners | | |
| Establishment of nine national sector teams | | |
| Development of occupational standards | | |
| Start of the restructuring of the Vocational Training Corporation (VTC) | | |
| Rationalisation of vocational education and training (VET) specialisms | | |

The recent changes that have taken place in many Arab countries have had a significant impact on the economic and social challenges in Jordan, and have strengthened the need for dialogue and consultation with social partners and with representatives of civil society, both at national and at governorate and municipality level. Despite the fact that policy implementation takes place at regional level through decentralised structures, multi-level and multi-stakeholder governance and policy making are new concepts in Jordan.

Conclusions

The need to diversify the economy and create decent employment opportunities by promoting highly productive, strategic and high-skilled sectors is challenged by the low labour market participation rate, and by the migration of low-skilled workers into Jordan and of high-skilled Jordanians out of the country. This calls for:

- strong commitment to a common HRD policy, followed by implementation that allocates the necessary financial and human resources, and efficient coordination of roles and tasks of the various stakeholders and governance institutions;
- a major role for social partners in the governance, resourcing and implementation of E-TVET, facilitated by a strong legal framework for the involvement of social partners;
- integration of key competences and employability skills in national qualifications and other educational standards in order to promote labour market orientation of all TVET programmes;
- sufficient investment in the quality of education for all: up-skilling teaching staff, adapting programmes to current skills needs and improving practical and work-based learning facilities;
- the transfer from education to work for girls to be facilitated through stronger career orientation, the eradication of stereotypes and the use of role models;
- a coherent and accessible labour market and career information system that is linked to the establishment of a transparent system of national qualifications, based on occupational standards.

A. VISION FOR TVET SYSTEM DEVELOPMENT

Jordan's vision for E-TVET is to improve the efficiency of the sector in order to develop the country as a competitive knowledge economy, 'to secure the employment of the Jordanian workforce and to contribute to the development of Jordan's human capital in line with lifelong learning principles' (E-TVET Council, 2008). The E-TVET Council – which consists of 15 members: six from the private sector, one from the trade union, and eight from the public sector (ministries, public agencies and education providers) – formulated this vision according to the National Agenda recommendations in the E-TVET Sector Reform Document (2008).

The National Agenda also introduced ambitious targets for improved environmental performance relating to water, energy, transport and waste. Jordan's Water Strategy 2008–2022, developed by the Ministry of Water and Irrigation, states that:

'Jordan will improve the capabilities of human resources in the management of water, waste water, irrigation and dams through better vocational training and continuous education. Standardised vocational training approaches, continuous education, on-the-job training and overseas training programs shall be organized and implemented in line with an comprehensive training needs assessment (TNA) undertaken for the whole water sector and a training plan derived from this TNA.' (Government of Jordan, 2008)

Building on the National Agenda, the Executive Development Plan 2011–2013 includes 'Employment Support and Vocational and Technical Training' as one of the seven main pillars through which the government aims to increase the efficiency and effectiveness of the vocational training system in order to meet the needs of the labour market, by enhancing the level of coordination between the entities that are concerned with HRD.

The NES, which was approved by the cabinet in spring 2011 and officially launched a year later, derives its vision from that of the National Agenda, though with a focus on employment creation: improving standards of living for Jordanians, through increased employment, wages, and benefits and productivity improvements. The NES uses an integrative approach that examines investment policies, fiscal and monetary policies, education and higher education, vocational training, and social welfare, all through the lens of employment. The NES promotes gradually replacing foreign workers with (skilled) Jordanians, addressing structural unemployment, and upgrading the TVET system. A committee headed by the Minister of Labour has been established in order to follow up the implementation of the NES action plan.

Social partners consider it their mandate to give substance to the National Agenda aim of developing an employer-driven E-TVET system, with the focus on promoting labour-intensive economic activities, promoting equal opportunities and reducing the level of unemployment, increasing competitiveness through efficient matching, improving the relevance of HRD policy in line with national and international economic developments, and offering relevant labour market information.

The E-TVET Council Action Plan for 2011–2013 includes the following priorities:

- organise the work of the E-TVET Council and other stakeholders based on a clear understanding of roles and responsibilities;
- develop employment policies and strategies that lead to the development of an effective, demand-driven TVET system that meets industry needs and reduces unemployment;
- develop an effective, coordinated TVET delivery system consisting of a strengthened and restructured VTC (the main TVET delivery institution), enhanced by Centres of Excellence and other alternative delivery models, to produce graduates who are well prepared, sufficient in

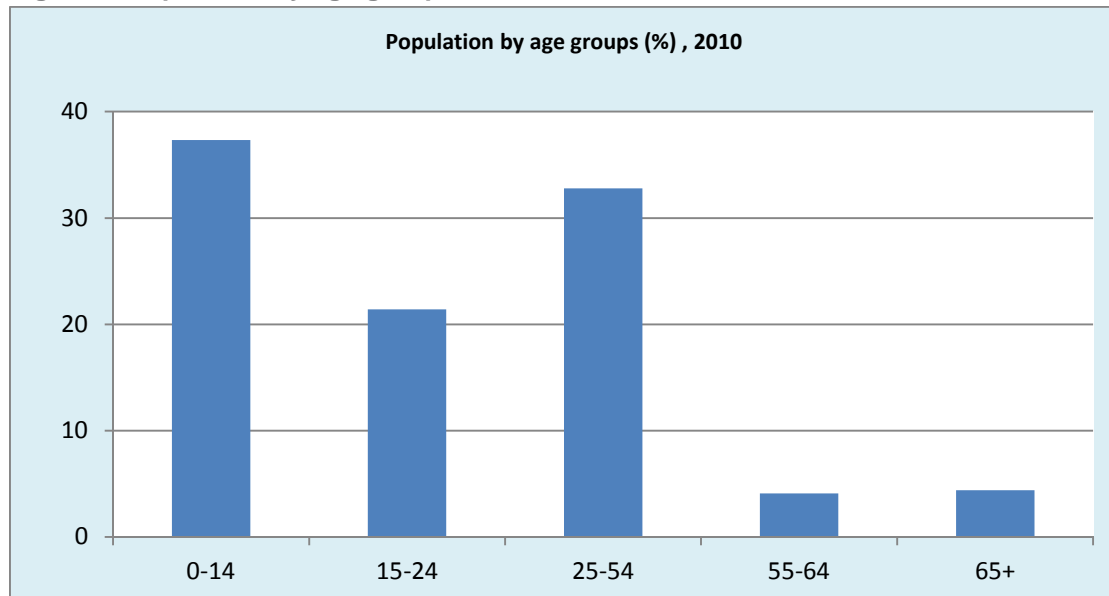
number, and effectively distributed to meet the needs of the labour market in technical and vocational areas;

- develop effective funding mechanisms, including the E-TVET Fund, that support and encourage the development of an innovative, effective E-TVET training system that is based on industry needs and in which industry has a role in determining priorities and direction;
- establish a comprehensive system to accredit, monitor and evaluate the E-TVET delivery system according to national standards and within a national qualifications framework (NQF);
- develop an effective labour market information system (LMIS) in the Ministry of Labour (MoL) to provide meaningful information to the E-TVET Council in order to guide E-TVET sector reform and the ongoing development of the E-TVET sector;
- change the public perception of TVET careers and training, creating a positive image and increased appreciation of E-TVET, which in turn will lead to TVET being the first-choice training and career option for an increasing number of students;
- develop effective measures and actions aimed at enhancing the overall participation rate of women within the Jordanian labour force.

B. EXTERNAL EFFICIENCY: ADDRESSING DEMOGRAPHIC, ECONOMIC AND LABOUR MARKET NEEDS

Jordan is a small country with a high population growth rate (2.2%) (World Bank Indicators). This creates demographic pressure, with the under-15s forming almost 35% of the population (Figure 1), which in turn requires significant public investment in education, health, employment, housing and infrastructure.

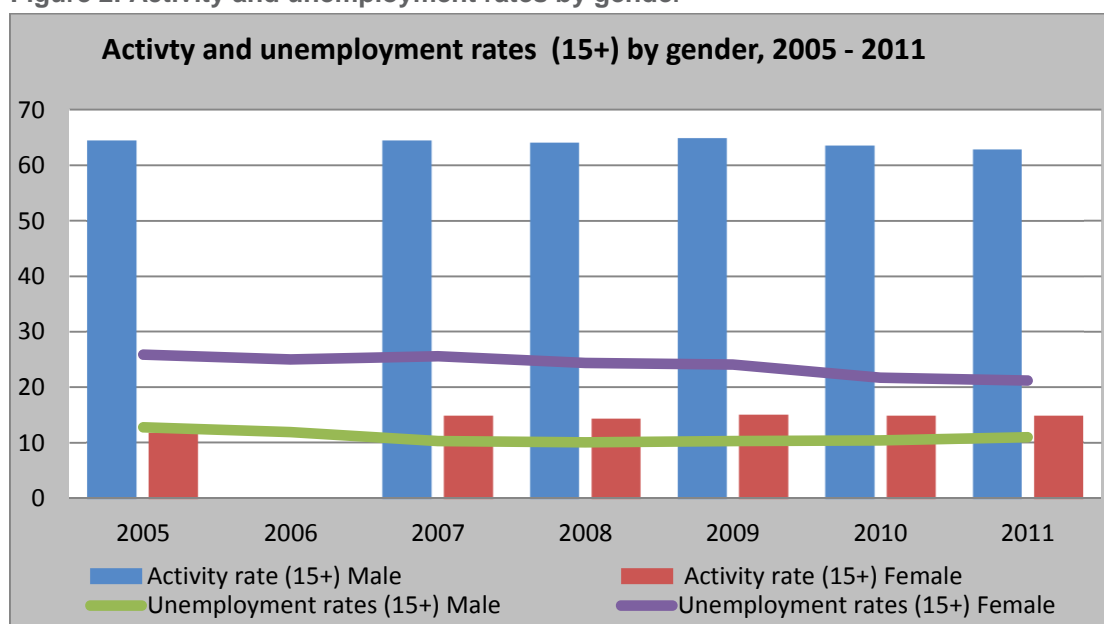
Figure 1. Population by age group



Source: Author's work on UNDP, United Nations Population Division, online database: World Population Prospects: The 2010 Revision, 2012. Last accessed 8 November 2012 at: <http://esa.un.org/wpp/Excel-Data/population.htm>

The labour force has increased by 2.2% per year since 2000 and stood at 1.4 million in 2010. That number was expected to reach 1.6 million by 2015, requiring the creation of 33 000 jobs per year between 2010 and 2015. In addition to the 185 000 jobs needed for those who are currently unemployed, a further 200 000 jobs will be needed for new labour market entrants. Of the jobs created during the period of rapid growth between 2000 and 2008, almost 42% were in the public sector. More than half of the jobs created in the private sector went to low-skilled foreign workers, as they were jobs that were not attractive to a large segment of the Jordanian labour force. In 2011 the overall labour force participation rate was 39.0%, and there was a marked gender imbalance: 62.8% of men participated in the labour force, while the figure for women was only 14.7%, one of the lowest participation rates in the region (Figure 2).

Figure 2. Activity and unemployment rates by gender



Source: Author's work on Department of Statistics Jordan, Jordan in Figures, 2005, 2007, 2008, 2009, 2010 and online database, 2012. Last accessed 8 November 2012 at: www.dos.gov.jo/dos_home_e/main/index.htm

Employment and unemployment rates

Despite its high gross domestic product (GDP) growth rates in recent years, Jordan has a very low and constantly decreasing employment rate (34.2% in 2011), combined with a high unemployment rate (12.9% in 2011) (DoS). Activity and employment rates are particularly low for females (14.7% and 12.2%, respectively, in 2011), while the female unemployment rate was 21.2% in 2011. Youth unemployment is rising rapidly, with a rate of 29.9% for the age group 15–24 years, and within this age group, a female unemployment rate as high as 47.6%.

The unemployment rate has been stable over the past decade at between 12% and 14%. The DoS survey for the first quarter of 2012 shows that the unemployment rate is high (15.3%) among university graduates (bachelor's degree and higher) compared with other educational levels. Some 1.0% of unemployed individuals are illiterate, 43.6% have less than secondary school qualifications, and 55.4% hold secondary certificates and higher (DoS Unemployment Report, July 2012). Over 75% of unemployed males have a high school education or below. The opposite is the case for unemployed females, over 75% of whom have diplomas or higher. In general, unemployment among university graduates is a relatively new trend, and one that is increasing, indicating that there is a mismatch between the specialisms and skills supplied and those demanded by the labour market.

Migration

Jordan is both an immigration and an emigration country: in 2010 the number of immigrants reached almost half of the total population (2.973 million), many of them being political refugees from the Occupied Palestinian Territory and, more recently, from Iraq. As the economy creates many low-skilled jobs that are not taken up by Jordanians, low-skilled labour is attracted from neighbouring countries (Syria, Egypt). In return, Jordan sends relatively better educated workers abroad for work (around 733 000 in 2010), mainly to Saudi Arabia, the Gulf countries and Egypt (World Bank, 2010).

Economic performance

Jordan relies heavily on foreign borrowing and aid, and its economic performance is closely related to that of the Gulf economies and foreign investment. It experienced strong economic growth in the years

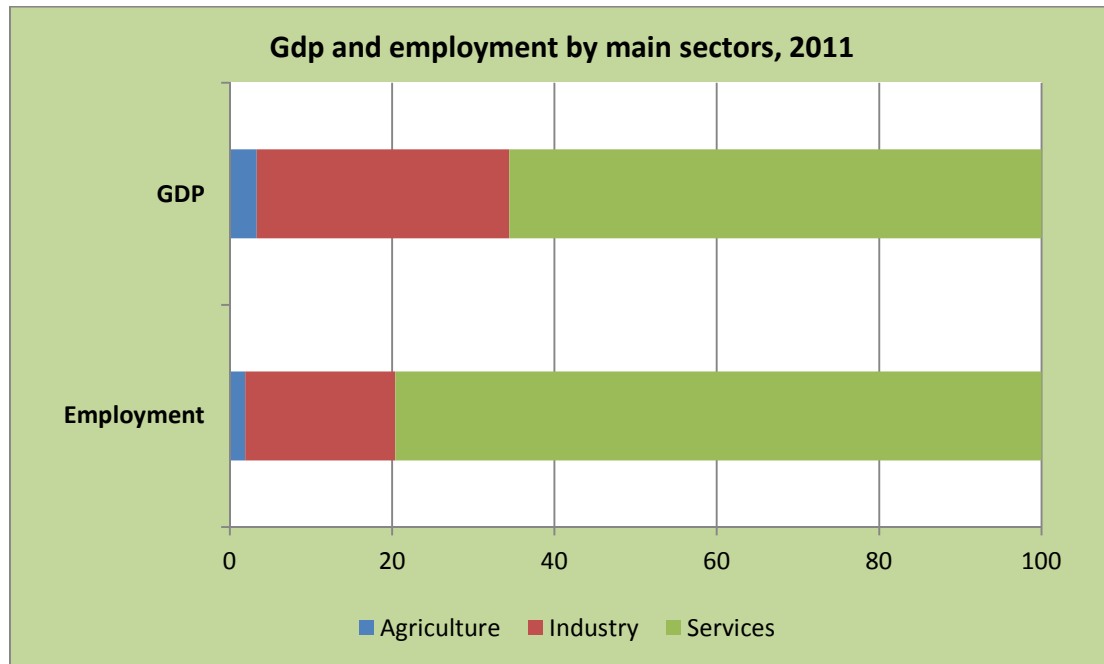
just before the economic crisis (an average of 8% in the period 2004–2008) as a result of increasing foreign direct investment and foreign trade, privatisation and deregulation. Despite the government's aim to focus on key knowledge sectors (information and communication technologies (ICT), pharmaceuticals, consulting and engineering services, tourism) and on building an adequate infrastructure, the growth mainly occurred in labour-intensive and low-technology sectors (construction, real estate, hotels and restaurants, retail, public education and healthcare). The GDP growth rate has been badly affected by the recent economic crisis, falling to 2.3% in 2010 and 2.6% in 2011 (World Bank). GDP per capita was USD 5 900 in 2011 (Index Mundi).

Jordan's economy (Figure 3) is made up of industry (31% of the GDP in 2010, including construction) and services (66%), with agriculture having an almost marginal presence (3%) (World Development Indicators (WDI)). Looking in more detail at contributions to GDP, the key sectors are finance, insurance and business services (19.2%), manufacturing (17.6%) and transport, storage and communications (15.0%) (DoS, 2012). The market is dominated by small and medium-sized enterprises (SMEs), which represent around 94% of the existing companies and account for more than 60% of economic output. Overall, SMEs employ more than half of the labour force. Jordan has an average level of performance in terms of ease of doing business: since the global economic crisis, the country's ranking has deteriorated (from 80 in 2008 to 96 in 2012, out of 183 countries) (World Bank Group Doing Business surveys). The Fraser Institute's Economic Freedom Index also highlights this setback in the economic field, with Jordan's relative position worsening from 31 in 2007 to 62 in 2011 (Fraser Institute Economic Freedom Network). This is one of the main reasons for the size of the informal economy and for the fact that around 26% of employed wage workers have no contracts and no social security coverage (NES). Informality is encouraged by the rigidity of the regulations for private enterprises and the associated costs.

Employment

Public administration and defence are the biggest employers, sectors that employ almost a third of the Jordanian workforce. Moreover, 45% of public sector employees are female, while in the private sector the figure is only 13% (NES). However, as a result of a recruitment freeze in the public sector and a reduction in the operating costs of ministries, employment opportunities in the public sector are diminishing, and this has had a significant impact on female employment. Other important sectors are wholesale, retail and motor vehicle repair (16%), education (12%) and manufacturing (10%) (DoS, 2011).

Figure 3. Employment and GDP by main sector



Sources: Author's work on GDP by sector: World Bank, World Development Indicators database. Last accessed 8 November 2012 at: <http://data.worldbank.org/indicator>; Employment by sector: Department of Statistics Jordan, online database, 2012

Identification of skills needs

There is a great deal of diversity and little cooperation in the identification of skills needs for specific sectors at the different education levels and in the development of educational programmes by the various providers. The involvement of social partners is fragmented, and the nature and composition of the Jordanian labour market does not facilitate the identification of training needs. There is a large informal sector that is not identified because of a lack of statistics. Although the newly established national sector teams, which involve labour market representatives and are coordinated by the Centre for Accreditation and Quality Assurance (CAQA), have developed occupational standards for six sectors, these are not yet being used as general standards for developing educational programmes or qualifications for all TVET providers. Following Jordan's Water Strategy, one of the first sectors has been the water management sector. Based on these standards, and with support of the United States Agency for International Development (USAID) IDARA project, a certified Master Plumber programme has been established at the Vocational Training Corporation (VTC), and training for the Master Plumber programme trainers has been organised by the VTC, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), the National Employment and Training (NET) Company and the Ministry of Education (MoE). However, this raises the problem of the lack of an approved independent certification mechanism linked to the national standard that will eventually be established within the CAQA. This would increase the credibility and thus the attractiveness of the certificates issued.

Both the Chamber of Commerce and the Chamber of Industry have been separately working on skills needs analysis for some of the priority sectors, and this demonstrates that there is a lack of cooperation and that the government is not using this opportunity to integrate a private sector initiative into their objectives. On the other hand, the sector association for ICT (int@j), together with the Ministry of ICT, is setting up the ICT Workforce Assessment initiative in order to assess the gap between the demand for ICT skills in the private sector and the higher education supply of skilled human resources. This should eventually lead to an increase in demand-driven education programmes.

Curricular development

TVET providers follow different procedures for curricular development. Vocational education curricula are adopted by national teams coordinated by the MoE, in partnership with representatives of the sector and the labour market. The general framework of these curricula is set by the national teams, who develop the curricula in partnership with representative social partners. One of their tasks is to prepare the general framework for vocational education curricula by branch, and then to draw up the general and specific outputs and the elements of the course for each specialism at the four levels (1–4). Once these have been approved by the Education Council, the national teams can begin preparing books and teaching materials. In response to the changing needs of the labour market, several sector specialisms have been restructured or renamed in recent years. The number of disciplines in the industrial stream has been reduced from 32 to 17 through a merging of disciplines or transferring them to the VTC. The health care and ICT sectors have recently been transferred to the academic stream. Employers have participated in 234 advisory committees for the development of vocational programmes. There are three studies that monitor vocational education and one study that assesses employers' level of satisfaction with vocational education graduates from the four branches. A baseline employer-satisfaction study was carried out in 2009 as part of the ERfKE II (Education Reform for the Knowledge Economy) project, a multi-donor sector programme supporting the MoE and coordinated by the World Bank. This showed that less than 50% of employers were fully satisfied with graduate skills and abilities. The study will be repeated every three years as part of the process of formulating indicators on the efficiency and competence of MoE vocational graduates.

Within the VTC, special training committees that include representatives from the public and private sectors and civil society develop the study programmes for each of the seven specialisms. These committees also study the feedback from vocational training institutions collected through field monitoring of trainees in the labour market. Furthermore, the VTC has an Advisory Committee for Public–Private Partnerships, and most vocational training institutions have an advisory committee with members representing the labour market. The VTC has formulated a conceptual framework for the development of skills Centres of Excellence, with strong involvement from the private sector. Several initiatives have been implemented by the VTC in the past three years.

- Centres for water and environment and renewable energy have been approved for funding through the European Commission grant.
- A centre for handicrafts is being established with support from the Italian government.
- Hospitality and tourism centres, in cooperation with USAID, have trained over 1 000 students since 2008, with employment rates of around 70%.

The NET Company is a public–private partnership between the Jordanian Armed Forces, the MoL and private construction companies. Its aim is to train and employ 30 000 young Jordanians in the construction sector over a period of five to six years. A French company prepared the study plans, curricula and learning materials in conjunction with Jordanian staff members. In addition, trainers were trained to deliver courses. The daily training activities are supervised by the armed forces. NET conducted four studies during 2010 and 2011 to evaluate the level of employer satisfaction. Employers sit on five advisory committees concerned with administration and one advisory committee concerned with the direct training process of the company's competence-based programmes.

The curricula of community colleges are developed by the Al-Balqa Applied University and are accredited by the Higher Education Accreditation Commission (HEAC). These curricula are usually proposed by a curriculum committee chaired by a vice-president and involving four or five deans. Programme advisory committees made up of seven members, five of whom are usually from local industry, were to be implemented at each Community College I. The programme advisory committees can propose new programmes to the dean of the college who, after review, can forward these to the

dean's council for endorsement. These committees have now been implemented in 13 community colleges, and 51 technical educational programmes have been developed to meet employers' needs. Most boards of trustees and college councils include representatives from industry, but few faculty and department councils have any representation from enterprises. It is interesting to mention here an initiative of the Al-Huson University College, where new programmes in piping technology and solar energy have been established in conjunction with private companies, who provide equipment and expertise in modern workshops at the college. Overall, the involvement of employers in defining curricula and supporting the delivery of education is still very limited. There are no known studies that follow graduates or evaluate employer satisfaction with the education provided by community colleges.

The above description shows the diversity of programme development and the overall lack of labour market involvement. The fragmentation of labour market and human resource information sources is one of the main problems identified by stakeholders, and hinders attempts to make education and training more demand driven and more in line with labour market needs. No coordinated skills needs assessments are carried out at sector level and made available at national level for translation into national qualification standards or for use in curriculum development. During the past two years the CAQA has started to develop occupational standards, in conjunction with sector representatives through national sector teams.

Furthermore, a recent assessment of TVET providers' effectiveness (supported by the World Bank Employer Driven Skills Development (EDSD) Project) showed that in the crafts/trade sector and in the plant/machine-operating sector, 70% of the occupational profiles are not covered by education programmes (EDSD, 2011).

Since industry representatives often complain about the mismatch between training and the needs of the labour market, several sectors have started to organise training themselves. The Jordan Inbound Tour Operators Association considers training to be a major pillar for supporting the country's tourism sector in terms of building human resource capacity, and has set up its own training programme.

Entrepreneurial skills

Entrepreneurial skills are not promoted through a clear common strategy. Some schools, colleges and training centres promote these skills through project work, but this depends very much on the interest and willingness of teachers. In many cases initiatives are developed by non-governmental organisations (NGOs) such as INJAZ and the Business Development Centre (BDC), cooperating closely with USAID, the International Labour Organization (ILO) and the World Bank. The Know About Business programme (BDC/ILO) aims to create awareness about entrepreneurship and self-employment as career options. The programme has been piloted by NET since 2011, and should also be adopted by other TVET providers. In addition, INJAZ has implemented several school-based and extra-curricular programmes to promote entrepreneurship, including 'It's My Business' and 'My Entrepreneurial Project'.

Entrepreneurial skills are mentioned in passing in the Career Guidance Strategy as part of career guidance information and services, but are not fully integrated in a coherent plan or strategy. One option would be to mention these skills separately as part of the employability skills that are a fixed part of the occupational standard format developed by CAQA.

Information systems

In order to address the labour market mismatch, which causes high inactivity and unemployment rates, there is a need for a robust LMIS and a career information system. The current fragmented information sources are based on previous projects, such as the Al-Manar project carried out by the National Centre for Human Resources Development (NCHRD) with support from the Canadian

International Development Agency (CIDA). These sources need to be developed into a coherent and sustainable system that can be used in a structured and efficient way. This system could be combined with a career information system, enabling career orientation that can be combined with the introduction of employability, entrepreneurial and career management skills into the curriculum. The further development of a comprehensive LMIS is now included in the NES and the MoL work plan and budget for the coming years, and the MoL has started to build capacity in this field.

The surveys operated by DoS are designed to collect data on occupations and educational levels, demographic data and information on a variety of socioeconomic characteristics and activities. The survey concerning job creation is in the process of declassifying data. The annual economic survey targets all establishments that employ at least one person, and covers both the private and public sectors (though it excludes agriculture and military services).

Two sector surveys (for trade and printing) are in progress, and will be finalised by the DoS at the request of the E-TVET Council. The terms of reference for the process include information about employees' gender and age structure, the non-Jordanian workforce, levels of education, geographical coverage, training needs and available training supply.

The national sector teams coordinated by CAQA are a potential and important source of information in which sector representatives of the social partners must play a key role. In fact, all sector issues relating to skills needs and national qualifications could be concentrated within the national sector teams. Hence, it is important to create links between similar ongoing initiatives (LMIS, sector teams, occupational classifiers and standards, NQF, TVET image building) in order to unite efforts and ensure efficiency. Linking up the various initiatives will also promote the active involvement of social partners.

Recommendations

1. A stronger legal framework for the involvement of social partners is needed at the national policy-making level (E-TVET Council, E-TVET Fund, CAQA), the economic sector level (national sector teams) and TVET provider level (mandatory participation in college and school boards, participation in assessment committees or involvement in the development of examination/assessment standards).
2. More practical and work-based learning should be organised, within both schools and companies. This will enhance career orientation, the development of key and employability skills and the development of vocational and technical skills in a professional context.
3. TVET providers need to carry out annual tracer studies and employer satisfaction studies in order to assess the effectiveness of their education and training programmes and pedagogical and didactic approaches in responding to the needs of the labour market.
4. Key competences and employability skills (including career management skills) need to be integrated into national qualifications and other educational standards in order to ensure their structural integration into all TVET programmes.
5. An inventory of education and training provision should be carried out in all the main economic sectors in order to identify the gap in the provision of TVET. This should be combined with the skills surveys that the E-TVET Council is now carrying out with DoS in the printing and trade sectors. In relation to this, support is needed for the DoS efforts to improve statistics on job creation and skill mismatches.

C. EXTERNAL EFFICIENCY: ADDRESSING SOCIAL DEMANDS FOR VET AND PROMOTING SOCIAL INCLUSION

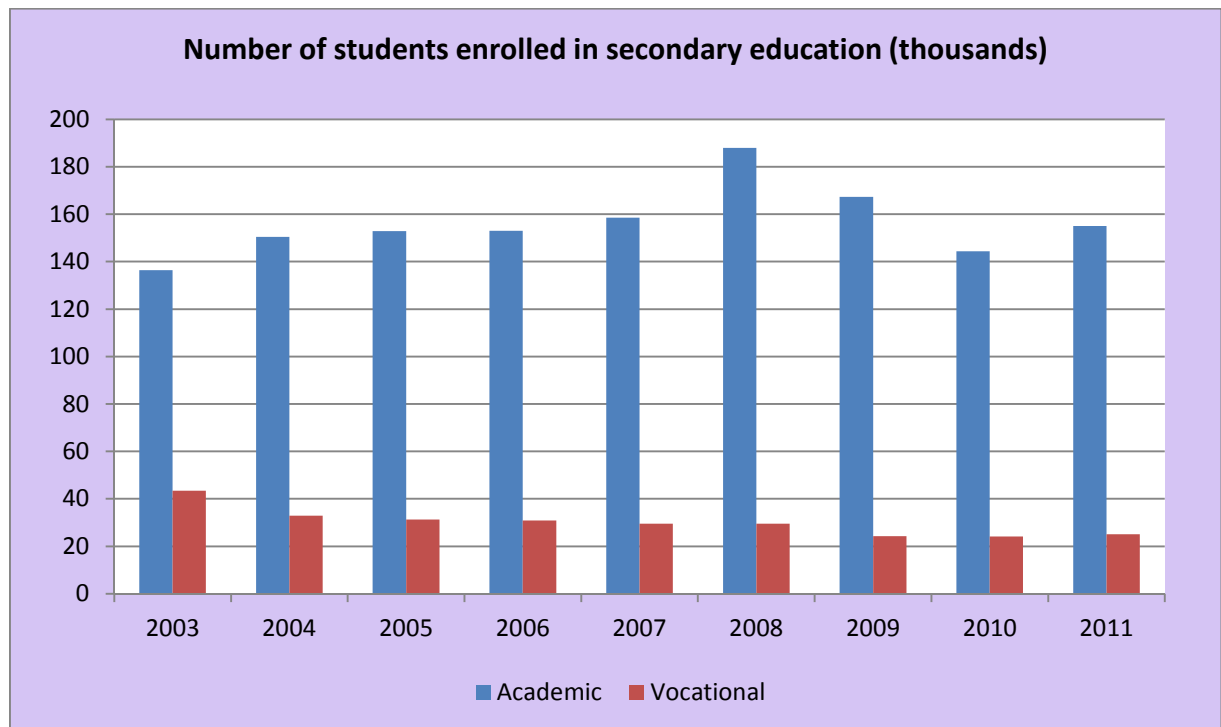
As previously mentioned Jordan has a very young population and will have a large number of young job seekers entering the labour market in the coming years. Within the current situation, where 60% of young people are economically inactive, there is increasing pressure on the labour market to create employment for young people. At the same time there is a need to prepare these individuals so that they have the right skills (and at the right levels) for the needs of the labour market. A major problem that Jordan faces in this respect is that most young people are not attracted to join the TVET sector, despite the fact that there is an increasing need for more technical and vocational skills. Female TVET participation in particular is low in terms of vocational schools and the VTC (39% and 25%, respectively, in 2011). No females are enrolled in NET. Only the community colleges have more females enrolled (6 959) than males (5 588) (E-TVET Council, 2012). This can partly be explained by the fact that there is a significant number of separate female colleges.

This growing mismatch between the needs of the labour market and the availability of skills is combined with a mismatch based on the image of technical and vocational careers, the wages and labour conditions in these careers, and the expectations that young and unemployed people have regarding wage levels and their professional careers. Young people prefer higher education that might lead to stable and protected civil servant jobs, even though such jobs are decreasing in number. They often wait for a job in public administration while being supported by remittances from family members, or migrate to the West or to Gulf countries, rather than taking up a career in the private sector. As previously mentioned, jobs created in the past 10 years have mostly been low skilled and low paid, while the jobs demanded by Jordanians are mainly middle and higher skilled, and often in sectors with low levels of job creation (public sector).

Attractiveness of TVET

TVET careers are not considered attractive for both social and economic reasons, and many students therefore opt for general and academic education rather than vocational or technical streams. In 2011, 155 061 students chose academic secondary education and only 25 040 (General Budget Law 2012, Chapter 2501) (16%) chose vocational schools. In 2006 the corresponding figures were 153 000 and 30 800 respectively. In higher education the differences are even more evident: in 2011 only 28 695 (12.6%) Tawjihi students (general secondary graduates) enrolled in community colleges, while the number for academic universities was 226 713 (General Budget Law 2012, Chapter 2601). Over the past 10 years the total enrolment in higher education has increased by 70% (USAID, 2011b). Only the VTC and NET have witnessed an increase in students: enrolment in VTC increased from 3 500 in 2007 to 7 700 in 2011 (General Budget Law 2012, Chapter 2901); in NET the number of male trainees who graduated rose from 2 363 in 2010 to 3 512 graduated in 2011.

Figure 4. Total numbers of students enrolled in secondary education (in thousands)



Source: Al-Manar Human Resource Indicators and General Budget Law

On individual bases, the MoE, the VTC and NET have developed many promotional activities, including the publication and dissemination of leaflets, brochures and awareness-raising films. Several donor-supported awareness and guidance programmes have been implemented, such as the Save the Children project 'From School to Work' with the MoE, and the Siyaha Tourism promotion project which supported the VTC and several community colleges. In the MoE, the VTC and NET, centres/units specialising in vocational guidance and education have been established, but do not coordinate their activities. The Employment Centre of Irbid has created the first 'one-stop shop' for career counselling for job seekers, where advice is given on employment and training opportunities. However, it is not clear to what extent all these activities have led to an increase in the number of vocational students at the various institutions. The statistics for vocational education enrolment actually suggest the opposite, as previously mentioned.

In order to improve the image of the TVET sector and to better inform students and job seekers about training and employment opportunities, in December 2012 the E-TVET Council will start an awareness campaign based on the E-TVET Communication Strategy. The E-TVET Council approved a Career Guidance Strategy that was approved in 2011. The purpose of the new Career Guidance Strategy is to offer a coordinated mechanism of career information and guidance and counselling services, providing realistic, transparent and up-to-date information. Another of its aims is to empower young people with the employability and career management skills that will increase their self-confidence and enable them to work more positively and productively. The strategy considers career guidance services to play an important role as mediator between supply and demand in the labour market.

The strategy, which was developed with support from the ETF and the Canadian Building and Extending Skills Training (BEST) project, includes an action plan and a timeframe, but no cost estimate. As a result of this lack of funding and of the common ownership of stakeholders, implementation of the strategy has started very slowly. One of the most important components of the strategy, the establishment of a Career Guidance Implementation Unit (CGIU), has still not been established, as this requires the allocation of financial and human resources. For the time being, a Career Guidance Committee has been set up, representing the main stakeholders and career

guidance service providers. Capacity building for the various career guidance service providers has been organised by both the ETF and the BEST project. The main challenges identified by the stakeholders are the lack of human resources with relevant expertise in career guidance, and the need for transparent and accessible career guidance information on jobs and sectors.

The E-TVET Council, in collaboration with the EDSD Project, launched a TVET promotion campaign aimed at improving the public image of the sector and increasing the acceptance among young people in Jordan of the idea of enrolling in TVET. Preparatory studies and surveys were carried out to assess Jordanian society's views of the sector, with the aim of implementing a comprehensive awareness campaign over a period of four years starting in 2012. The studies carried out asked individuals to assign a grade to the sector, with 1 being the lowest and 5 being the highest. This showed that on average, members of Jordanian society gave the sector a score of 3.4 out of 5, which can be characterised as moderately positive. The campaign is using social marketing techniques to bring about the desired change in attitudes; young people are the main target group, with young women a significant subgroup, followed by parents, teachers, career counsellors and employers.

Lifelong learning

None of the policies, strategies and action plans gives sufficient attention to lifelong learning and the continuing education system. There is no vision for how continuing training can become an integrated part of the TVET sector and which institutional setting would best fit the needs of the labour force and the private sector. Education and training for adults has often been neglected both by policy makers and by E-TVET providers. All reforms and restructuring focus mainly on initial training, and institutions such as the E-TVET Fund, the VTC, NET and National Training and Employment Project (NTEP) limit their scope to training for young people. Furthermore, issues such as the assessment and certification of adult workers are not being taken into account when new training policies are implemented.

Female participation

In addition to the fact that there is limited female participation in TVET pathways, most girls encounter problems during the transition from education and training to work. This relates to employers' perceptions of female productivity, the limited mobility of women and girls, the role of women in the family, and the wage gap. There is no legal provision to protect the principle of equal pay for work of equal value, and Jordan's Gender Inequality Index (GII) in 2011 ranked the country 83 out of 187 countries. However, despite the very low female participation rate in TVET and in the labour market, gender is considered as a separate project; it has not been introduced as a mainstream focus of strategies, and is almost completely absent from action plans. Most of the activities that are focused on training and employment for girls and women are organised by donors or civil society.

In order to stimulate female employment, the new Social Security Law foresees fully paid maternity leave (10 weeks maximum) and breastfeeding periods, financed through payroll contributions from both men and women. The NES foresees the expansion of kindergarten services.

The World Bank has recently implemented and evaluated the New Opportunities for Women (NOW) pilot project, which was aimed at increasing the employability of young female community college graduates by offering them employability skills training and wage subsidy vouchers. Although initially there was a positive impact on employability, the final conclusion following evaluation is that there has been a limited effect in terms of generating sustained employment for young and relatively highly educated women. The Career Guidance Strategy pays little specific attention to gender mainstreaming. Only Component 3, which provides for career guidance service workshops, mentions special programmes on women and work.

Active labour market measures

Such measures focus mainly on employment opportunities for young people and for women. These include a multitude of activities provided by both government (MoL and Ministry of Social Development) and NGOs. The largest programmes in recent years have been the NET scheme for vocational training in the construction sector, the NTEP programme for training and retraining unemployed young people, and the satellite training and employment projects for women in rural areas (who are unwilling or unable to travel to and live in the cities). The MoL NTEP signed an agreement with the Sahab Qualified Industrial Zones and a number of investment companies. The Development and Employment Fund (DEF), established in 1989, is a specialist independent agency that focuses mainly on start-ups through micro-finance, and has provided financial support to around 48 000 Jordanians, who in turn have initiated projects that have created 65 000 work opportunities.

The Jordan Career Education Foundation, in conjunction with the Al-Asalah Pioneers Technology Academy (APTA), organises a vocational training course in air-conditioning maintenance for young people who have limited opportunities in poor communities. Another positive example is the INJAZ project 'Economic Opportunities for Jordanian Youth', which funds partnerships between the private sector and educators to help empower young people, introduce them to entrepreneurship, and provide them with new employment options beyond the traditional public sector.

UNRWA has two vocational and technical training centres offering two-year (post-preparatory) vocational training courses, certificate programme courses, and two-year semi-professional (post-secondary) technical training. Short-term vocational training was introduced in the early 1990s for the purpose of training entrants in specific skills that were in high demand in the labour. In Jordan, UNRWA TVET is targeting those from poor families who have left school early in the semi-rural setting of Irbid camp as well as former Gazan refugees in Jerash Camp.

Most of the programmes are supported by the E-TVET Fund or by donor projects, and use financial incentives to attract young people. However, these incentives can have a negative side effect as they often attract employed people who prefer the high incentives they can obtain from training courses to the low wages that are offered in the private sector.

Recommendations

1. There is a need to design TVET programmes and strategies to cover different groups and sectors of society (including women, those with special needs, those on low incomes, etc.) and to embed the concept of ongoing lifelong learning.
2. The Career Guidance Strategy approved in July 2011 must be properly implemented, with the necessary funding and qualified human resources, in order to address the mismatch in expectations. Career management skills need to be introduced in national qualifications, and in the curricula of vocational and general secondary education and of higher education. Minimal career guidance services could be introduced as criteria for the accreditation of education and training providers.
3. The transition from education to work for girls should be promoted through stronger career orientation, the eradication of stereotypes and the use of role models.
4. In relation to the career information system as part of the career guidance system, stronger links should be forged with similar ongoing initiatives (LMIS and sector studies, CAQA, TVET image building) in order to combine efforts and achieve efficiency.

D. INTERNAL QUALITY AND EFFICIENCY OF INITIAL AND CONTINUING VET DELIVERY

The quality of education and training is perceived and approached by all education and training institutions separately, and is very much focused on internal quality control, looking at internal competence within establishments in terms of inputs, processes and outputs. The MoE, the VTC and NET have their own quality-control procedures, and community colleges follow the procedures of the HEAC. Few efforts are made in the direction of external quality control or the evaluation of the external effectiveness of the outputs of these TVET institutions. No information is available on whether these institutions are producing graduates according to employment criteria and the current needs and perceptions of the labour market, in order that these individuals will be able to find jobs. The creation of the CAQA for the E-TVET sector is an excellent opportunity to fill this gap in the system, as called for by the National Agenda (2006–2015). It will be important that CAQA cooperates with the HEAC on the establishment of a system of external quality control for the whole TVET sector, as part of an overall external quality-control approach for human resource development (HRD) in Jordan. This will need to be taken up by the Higher Council for HRD, which is yet to be established.

Fragmentation

Quality, efficiency and effectiveness in the E-TVET system are negatively affected by the fragmentation of E-TVET providers. The fact that there is only limited coordination between the providers causes a lack of transparency, various overlaps and a waste of resources. In their attempts to respond more effectively to the labour market and to cooperate more closely with the private sector, institutions have expressed the need for greater cooperation in order to provide a transparent and relevant supply of education and training.

The MoE organises pre-vocational orientation at primary school (grades 1–10), introducing the six economic sectors that are later presented at the secondary level. This is followed by two years of non-compulsory secondary education implemented through a network of 190 schools and divided into a vocational and an academic stream, leading to the Tawjihi. The vocational stream includes the industrial, agriculture, hotel/tourism and home economics sectors, but the vocational element is only 30% of the curriculum, with a limited number of practical hours in the four sectors. The number has actually been reduced recently as a result of reduced funding opportunities for practical workshops. Work-based learning or internships outside school are not part of the educational programme (some students undertake internships during their holidays). Practical workshops in schools are poorly equipped with outdated materials and infrastructure. For example, first-year students in the hotel programme are sent for applied practical training in 2 or 3-star hotels and restaurants or fast-food outlets during the first two semesters without the necessary guidance and instructions having been exchanged between the school, student and enterprise.

All programmes consist of the following categories:

- general courses – required for students to take the Tawjihi exam;
- additional basic sciences (mathematics and geography) – required for students who wish to continue to higher education;
- core vocational courses – directly related to requirements for hotel jobs.

The four sectors are subdivided into 23 specialisms, but rationalisation is now reducing this number. In 2011, 25 040 students took part in vocational education and the average cost per student was around JOD 810 per year. The number of students in the academic stream is more than six times greater, with a total of 155 061 students in 2011 (General Budget Law, Chapter 2501). According to the Education Act No 3 (1994), teachers of secondary education are required to have at least a bachelor's degree

and a one-year postgraduate diploma. The MoE organises various in-service courses on new teaching methods, curricula and textbooks. The number of functional staff for vocational education in 2011 was 3 265 (General Budget Law, Chapter 2501). However, teachers are often demotivated because of low wages, limited resources, strict regulations, lack of appreciation and a lack of freedom to introduce changes.

The ERfKE multi-donor sector programme supporting the MoE mainly addresses teacher capacity building, school development and monitoring/evaluation. There is a specific component focused on vocational education, but this has not yet been fully implemented. The vocational education programmes for the agriculture, home economics, hospitality and industry sectors have been adapted to labour market needs, and the Board of Education has approved textbooks for the different subjects of the vocational branches. Adaptations were based on the previously mentioned baseline study, which highlighted the problems in the technical understanding of company operations, particularly the use of operating manuals, English and mathematics skills, and the lack of interaction between employers and schools. A major problem mentioned by students was the lack of available work experience or internships with companies as part of the education programme.

The VTC offers vocational training and apprenticeship programmes through 11 specialised Centres of Excellence and 31 multi-disciplinary training institutes spread across the different provinces of Jordan that target young people aged 16 and over. One-year training programmes are offered at semi-skilled, skilled and craft levels in the following trades: electronics, vehicles and machinery maintenance, air-conditioning and plumbing, agriculture and plant production, personal services, chemical industries and traditional crafts. A number of up-grading programmes are organised for employed people based on the specific needs of companies. Around 10 000 students annually take part in vocational education, and the average cost per student is around JOD 1 400 per year. The explanation for the difference between this figure and the costs for MoE students is that the VTC has higher levels of investment in equipment for practical training and the financial incentives that many students receive. There are around 540 teaching staff, and although the VTC has no separate teacher-training department, these teachers are offered courses and support in new teaching methods.

The VTC is often seen as a bureaucratic, government-led institution with outdated, supply-driven training programmes. It has also been criticised for performing two roles simultaneously, as training provider and certification agency, which has led to a negative outcome in terms of the performance of graduates of the programme. Some of the trainees who took the Master Plumber course have stated that the certificate provided is the same certificate that was offered years ago, and that VTC does not have a vision for managing the programme in the future.

Within the current World Bank EDSD Project the VTC will be transformed into a more decentralised and autonomous organisation with a new business and governance model and a new employer-driven training model. A change is required in the existing legislation in order to decentralise the decision making that controls even the simplest procedures. Under the current legislation, necessary changes will be made at the level of Directorate General VTC and Chairman of the Board (MoL). There are plans to make changes to the Law and By-laws in the medium to long term.

The NET Company was established in 2007 and provides one-year vocational training programmes in the construction sector at four training centres located in three regions of Jordan. The initiative has been strongly supported by the military forces, and military training is part of the programme, together with centre-based vocational training and on-the-job training. NET targets male students aged 17–35 years, and 3 512 male trainees graduated from its regular training programmes in 2011. This is the most costly programme, with an average cost of training per student of JOD 5 910 per year, most of which is paid through the E-TVET Fund. The reason for this is that trainees receive substantial financial incentives to participate in the training course, including a salary, meals and accommodation, medical insurance and other social benefits. The programme started with a high drop-out rate:

between 2007, when the programme was launched, and 2009, only 3 600 of the 9 000 individuals enrolled completed the full 18-month programme (NES). One of the reasons was the lack of on-the-job training placements.

Community colleges offer two-year courses at post-secondary level in various specialisms at a total of 52 public and private institutions. Nineteen public colleges are operating under the umbrella of the Al-Balqa Applied University. In 2011 a total of 24 000 students were enrolled in one of the over 100 specialisms, of whom 14 000 were at the Al-Balqa Colleges. The educational curriculum is divided into university requirements, programme requirements and specialism requirements. The specialism requirements necessitate a number of hours of field training. Education is based on the principle of study hours distributed over a number of study sessions, with field-training hours calculated within the number of approved hours. A graduate of a standard university training programme is classified as a specialist worker. Higher education data shows that the cost per student is JOD 772. The Tempus project 'Facilitating the Introduction of a Modern Quality Assurance System for Technical Education in Jordan' has contributed to the development of a framework for ensuring the quality of technical education in Jordanian universities. A number of courses were taken as case studies in this project, and the results were disseminated to the faculty members concerned (Tempus, 2012). However, it is generally recognised that community colleges have moved under the umbrella of Al-Balqa Applied University so that they are able to offer more academic and humanities studies and 'bridging' programmes in order to enable students whose Tawjihi grades did not permit them to attend university to take the steps towards university programmes.

The Ministry of Higher Education and Scientific Research (MoHESR) has developed a national strategy for higher education and scientific research stating that specialisms in community colleges need to be revised with a stronger focus on technical education. The ministry assigned the task of proposing a reform strategy to a transition team representing stakeholders and partners. This team has presented its report to the ministry, proposing to establish:

- a Technical Education Council with full responsibility for technical colleges, representing various institutions, including social partners;
- a separate Technical Education Unit within the MoHESR as a secretariat of the Technical Education Council and as a supervising body, to guarantee the autonomy and technical orientation of community colleges.

In addition, the transition team recommended that:

- enrolments in technical education should be promoted and facilitated in line with the demands of specific sectors of the labour market;
- access to technical education should be facilitated;
- different learning pathways should be established, ranging from one to three years, with a lifelong learning approach (part-time and further training);
- a college council should be established in each college, together with a board of trustees in the case of private colleges;
- college curricula should be based on competences – specific occupational, employability and interpersonal – and on strong partnerships with social partners and the private sector.

Recruitment

For all public education institutions, staff are recruited through the Civil Service Bureau and wage levels are very low, thus attracting mainly low-qualified staff. Only community colleges are able to participate in the selection of teachers who are not members of the civil service. However, despite their autonomy, public colleges cannot dismiss members of staff except in extreme cases. In a few training specialisms where there is a shortage of trainers from the civil service who have the required

qualifications, the VTC recruits trainers with practical experience and the necessary skills for technical training, even if they lack formal qualifications in the field.

In 2009 the Queen Rania Teacher Academy was launched to provide continuing training and an induction programme for newly hired teachers. There is no information available on special programmes for the TVET sector.

Cooperation and coordination

The TVET sector is characterised by a centralised, top-down approach, with each subsector (vocational education, vocational training and technical education) having bureaucratic systems that do not work together in order to improve relevance, quality and efficiency. The majority of curricula developed by the different providers are outdated and follow the tradition of supply-driven, theoretical, teacher-oriented education. Each of the subsystems have their own system and criteria for quality assurance; these focus exclusively on internal control rather than on the quality of the education system in terms of the extent to which it provides a skilled and well-prepared workforce to match the needs of society and the labour market.

Improved cooperation has been achieved to some extent following the establishment of the CAQA, which was set up to provide an accreditation and quality-control tool for the sector (in cooperation with the relevant bodies). With its limited staff (one director and one head of accreditation), and while still awaiting approval of the relevant by-law, over the past two years the CAQA has drawn up professional standards in six different sectors using a collaborative approach, through the national sector teams created by the E-TVET Council Secretariat. Moreover, it has developed guidelines for occupational tests, to be based on the occupational profiles.

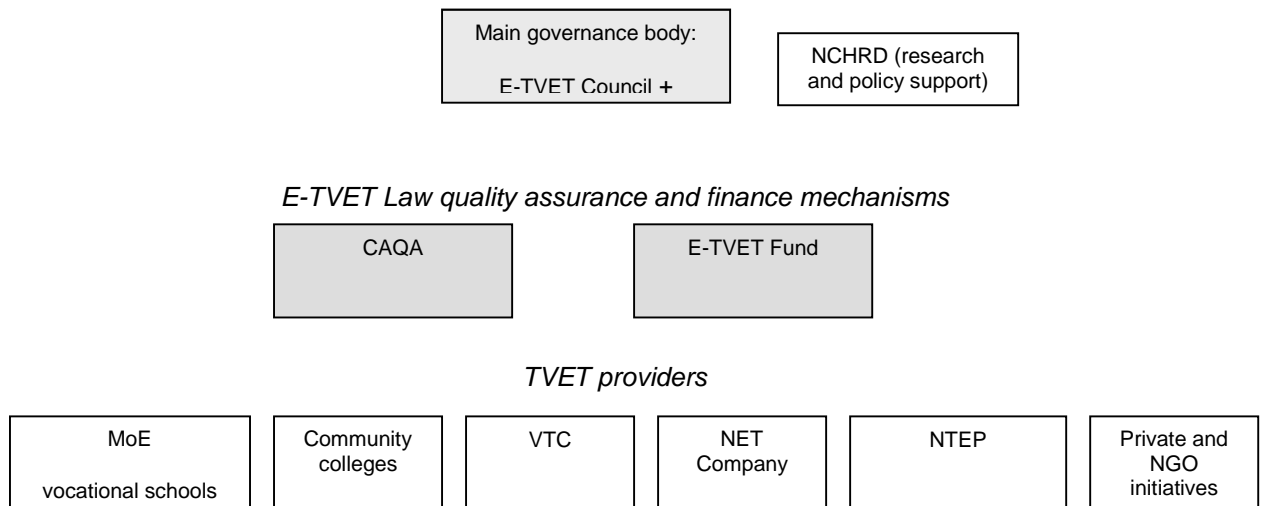
Recommendations

- The main priority for improving the quality and efficiency of VET delivery is to increase cooperation, both at national level through the E-TVET Council, for the development of national occupational, educational and assessment standards, and at school level, for the efficient use of equipment and direct cooperation with companies for traineeships.
- There is a need to create an integrated system (supply and demand) for quality control and accreditation for the education and training sector. The TVET system in Jordan offers a number of procedural tools for internal quality control, but needs more procedural tools to address external quality control.
- Public education and training providers should be given greater autonomy to recruit qualified teachers.
- Capacity building for teachers and trainers should focus more on vocational orientation in order to increase their understanding and experience of their areas of specialisation, and to improve their ability to support students and trainees to develop the practical and employability skills demanded by the labour market.
- The situation in which most of the TVET providers have outdated equipment as a result of reduced levels of investment calls for an increase of financial allocations from various financing bodies (government, international donor agencies, private sector, and other bodies), with consideration being given to the geographical dimension of planning and financing.

E. GOVERNANCE, INCLUDING FINANCING OF THE INITIAL AND CONTINUING VET SYSTEM AND INSTITUTIONAL CAPACITIES FOR CHANGE

The following chart shows the institutional setting for the governance of the Jordanian E-TVET system.

Figure 5. Institutional setting for the governance of E-TVET



Legal framework

In 2008, on the basis of the National Agenda, a new legal framework was set up for the governance of the E-TVET sector, with the E-TVET Council being given the lead role. The E-TVET Council represents the key stakeholders of the E-TVET sector as is defined in the E-TVET Council Law, including representatives of employers and employees, E-TVET providers and the MoE and MoHESR. The Council is chaired by the Minister of Labour, who also nominates the members of the Council. The E-TVET reform is a national effort that is directly relevant to the MoE, MoHESR and MoL, as well as to the private sector. The Council is therefore required to align the education and training policies of the Board of Education and the Council of Higher Education, and of the labour market stakeholders who represent the reality of the Jordan economy.

However, the current situation indicates that the E-TVET Council has focused mainly on MoL, VTC and E-TVET Fund issues and has had little involvement from the MoE and MoHESR. This can be explained by the fact that the three different governing bodies that are responsible for part of the E-TVET structure, namely the Board of Education, the Council of Higher Education and the E-TVET Council, are very different in nature. The mandates of the first two mirror only the administration and policies of their two respective ministries (MoE and MoHESR). The Minister of Labour chairs and nominates the members of the E-TVET Council, but, in contrast to the two other bodies, The E-TVET Council is not responsible for implementing the strategy of the ministry. Instead, it has an explicit role, namely to coordinate the different E-TVET subsectors. Moreover, unlike the MoE and MoHESR, the MoL is not only an education and training provider. Confusion between the role of the MoL and the E-TVET Council is also one of the causes of the lack of coordination in the governance of the sector.

The clear vision for E-TVET in the National Agenda and the policy set out in the E-TVET Council Reform Document, combined with the increased capacity to develop and approve common policies and strategies, have in recent years created favourable conditions for implementing the proposed reforms. However, there is limited capacity to link policies and strategies to an agreed timeframe and

budget plan that will result in coordinated implementation. There seems to be a reluctance within the ministries involved (especially the MoE and MoHESR) to disseminate and discuss the strategies that they have approved in the E-TVET Council, and few agreed actions have been taken by stakeholders to implement common strategies. A major cause of this inability to switch from planning to implementation is the political instability and the frequent shift of responsible ministers and secretaries general. Hence, there is no continuity or active implementation plan to guide the decisions that need to be taken on financing and human resource allocation.

The fact that the CAQA by-law that was drafted in 2009 was approved only in spring 2012 is one of the results of this lack of follow-up and action. But the involvement of social partners is also hindered by this political instability and lack of action.

Another problem is the lack of institutional capacity within the MoL. This ministry is responsible for leading the E-TVET sector reform, and for coordinating activities and cooperating with the different stakeholders and social partners, but does not have the appropriate financial resources or capacities to exercise this important role. Moreover, the overall governance and implementation structure, including the E-TVET Council, the CAQA and the E-TVET Fund, has been put under the responsibility of the MoL, and suffers from the same lack of resources. As a result, these bodies are not able to operate as strong and independent institutions. The consequence of this subordination to the MoL is an excessive focus on the part of the E-TVET reform on the training that is provided by the institutions that fall under the responsibility of this ministry.

Since expectations are high for E-TVET in Jordan, the E-TVET Council and its related bodies need to be adequately resourced to implement common strategies and achieve their goals. The council should be supported by a strong and independent executive secretariat that is outside the MoL and that can act as the single entry point for all issues relating to E-TVET reform. The secretariat should ensure the provision of analytical, administrative and policy advice support to the council.

Monitoring and evaluation

The overall performance and assessment of the E-TVET system is the responsibility of the E-TVET Council. One of the key mandates of the council is to propose the general policy for E-TVET and the plans and schemes for its implementation on a national scale.

With support of the World Bank EDSO Project, a sector performance assessment system for E-TVET has been developed. It involves an annual evaluation with the aim of:

- evaluating the level of performance achieved by the sector in six main areas;
- identifying the main issues in matching supply and demand and in achieving reforms;
- evaluating the effectiveness of the sector's strategies and its achievement of its goals;
- determining what the effect of the general findings will be, and how long the achievements realised will last;
- evaluating the recommendations and proposals of the E-TVET Council in terms of policies and financing priorities that aim to improve the sector's performance.

The first report was finalised in May 2012 by the Monitoring and Evaluation Committee, which consists of the main stakeholders and is coordinated by the E-TVET Council Secretariat. This report has been an important source of input for the present Torino report.

In addition to the E-TVET Council, the National Agenda proposed several other governance and financing mechanisms for improving the efficiency and quality of HRD:

- an Employment and Training Fund,
- an independent Quality Assurance Agency,
- an umbrella Higher Council on HRD.

The E-TVET Council Law (No 46, 2008) stipulates two by-laws, 'New E-TVET Fund' and 'Accreditation and Quality Assurance Centre'.

E-TVET Fund

The E-TVET Fund was established with the aim of improving the efficiency and quality of demand-driven technical skills training in collaboration with the private sector. The Fund's resources have been restricted to a deduction of JOD 70 from each work permit granted to foreign workers, after a measure to finance it through a 1% tax levy from enterprise benefit was abolished in 2009. This seems to be in strong conflict with the aim of the National Agenda and all other policies to reduce the number of foreign workers and promote employment for Jordanians.

Given its current and medium-term financial situation (it is heading for huge deficits), the E-TVET Fund is unlikely to be able to reach its goals and maintain financial viability. The Fund has used its resources by concentrating on a limited number of projects related mainly to MoL activities (NET, NTEP, and VTC), often chosen with a lack of clarity.

The Fund has faced several reorganisations in recent years, with private sector representation in its management, through government decisions in 2009 and 2010, initially in favour of the MoL and VTC. However, the E-TVET Fund Board was dissolved in 2011, and the E-TVET Council's funding decision making is presently based on the proposals of a subcommittee on which training providers are not represented. Increasing proportions of the funding are now being allocated to programmes other than those offered by NET and the VTC.

CAQA

The CAQA was created in order to undertake the following duties:

- setting up and developing standards for TVET to control the quality of outcomes;
- licensing and accrediting TVET institutions;
- conducting occupational tests for those involved in technical and vocational work and granting occupational licences.

In the E-TVET Council Law (Article 11) CAQA is embedded within the MoL, even though the National Agenda advocated an independent body reporting to the E-TVET Council. As such it would be able to operate in coordination with the HEAC on issues such as certification, an NQF and quality assurance. Although the by-law had been proposed in 2009, it was approved by the cabinet only in spring 2012, leaving the organisation without a mandate, or proper staffing and equipment, for three years.

Despite this situation, over the past two years the CAQA has established nine national sector teams. All teams have terms of reference and their members – sector representatives from the labour market and from TVET providers – are officially nominated. They are working on the development of occupational standards, and so far occupational standards for various levels and for various occupations have been developed in six sectors on the basis of a common national format. The standards have been developed with the support of World Bank EDSD Project technical assistance. The MoE and the VTC have already started to work with these standards while developing new curricula, but there is still some reluctance to adopt the standards until the role of CAQA in offering

accreditation is clarified and confirmed. A next step now needs to be taken towards the development of a qualifications system for TVET, based on the occupational standards. These should then be integrated into an NQF.

HEAC

The HEAC is a strong and independent authority that has not been directly linked to the E-TVET sector, despite the fact that it is responsible for the accreditation of the institutions for higher technical education (community colleges). According to a recent change in the law, the HEAC no longer reports to the prime minister but to the Minister of Higher Education. The HEAC develops accreditation and quality-control criteria, accredits institutions and their programmes, and ensures that institutions conduct self-assessment. Both public and private institutions fall within the mandate of the HEAC.

NCHRD

The NCHRD is a semi-autonomous body that was established to guide the development of national HRD policies and actions. It conducts studies in the field of TVET and higher education, is involved in monitoring and evaluation, and has established an HRD information system (Al-Manar). However, since the finalisation of the Al-Manar project, the role of the NCHRD in developing, implementing and monitoring HRD policies has diminished. The proposal in the NES to reinforce the NCHRD is significant and also relevant, as according to the Memorandum of Understanding, the NCHRD, with the MoL, will further develop and maintain the LMIS. The NES foresees also a possible role of the NCHRD as secretariat for the still to be established Higher Council for HRD. However, neither the NES nor the Memorandum of Understanding is accompanied with clear budget and human resource allocation for the NCHRD.

Involvement of social partners

The E-TVET reform has started to involve the main stakeholders in the design and management of VET policies. In Jordan specific laws and by-laws regulate the role of the main employers' and employees' organisations, and the labour law and the law for the E-TVET Council clarify the role of social partners as regards their participation in various boards and governing bodies that are active in the field of VET, such as the Security Social Board of Directors, the VTC Board of Directors, the E-TVET Council board, NTEP and the E-TVET Fund. The Economic and Social Council (ESC) provides a platform for discussion on labour and VET by social partners and civil society representatives. The ESC is divided into four permanent committees, one of which is on education. Despite this high degree of involvement, the lack of capacity and organisation of social partners minimises the impact of their intervention. Over the past two years the official social partners have developed capacities in the field of HRD, established small HRD units and developed individual and common HRD policies. However, no common priorities or actions have yet been identified, and their contribution to policy making is still very fragmented, and relies on personal commitment. Moreover, none of the recent policies and strategies (Employment Strategy, E-TVET Action Plan and Career Guidance Strategy) includes practical proposals for improving the involvement of social partners (either support in kind or financial support).

Financing

The proportion of the Jordanian budget spent on public education (12.7%) is low compared with those of other neighbouring countries, which spend 18–20% of their total government budgets on public education. Education spending as percentage of GDP fell from 4.9% in 2001 to 3.8% in 2011, which is below the level of the percentage in lower middle income countries (4.0%). Of the overall budget for public education in 2011, 2.8% was spent on secondary vocational education (MoE) and 1.4% on vocational training (VTC) (USAID, 2011b). There is a large difference in the annual costs per

vocational student: JOD 813 for MoE students (average 25 000 students per year) and JOD 1 300 for VTC students (average 10 000 students per year). The number of individuals employed in education represents 40% of public sector employment, and the overstaffing of public schools has led to a 92% of the recurrent budget spent on salaries.

International donor agencies support the Jordanian E-TVET sector through a number of programmes, projects and initiatives which aim to improve the sector's performance. These agencies include the EU, the World Bank, USAID, the JICA, the KOICA and the CIDA BEST project. The Ministry of Planning and International Cooperation acts as a general coordinator for the contributions of international donor agencies in Jordan. However, improved coordination within the sector would ensure that more could be gained from the efforts of international donor agencies in terms of training, educational, and technological facilities and equipment.

One of the main E-TVET support programmes is the multi-donor EDSD Project coordinated by the World Bank, which runs from 2008 to 2013. The EDSD project has three main components:

- E-TVET System and Council Development with Employer Participation;
- Restructuring of the Vocational Training Corporation;
- Strengthening the Training and Employment Fund.

The EU has implemented a budget support project to enhance employment and labour market effectiveness by supporting the MoL and E-TVET Council and Secretariat in their mandates to promote employment. A second objective is to enhance the overall quality of the E-TVET system. The project duration is four years (2010–2014) and the budget is EUR 29 million for budget support and EUR 5 million for technical assistance.

Governance and financing challenges

Future actions for addressing the governance and finance challenges of the E-TVET system should focus on creating the political will to develop a common vision among the various public stakeholders, to increase their sense of ownership and to coordinate the implementation and progress of the reform process. It will be necessary to ensure that there is a clear division of tasks and that the necessary funds and human resources are allocated. Since expectations are high for E-TVET in Jordan, the E-TVET Council and its related bodies should be adequately resourced to enable them to achieve their goals. It might be necessary to review the number and composition of the various councils involved in the TVET sector. Integrating some of the institutions and combining pathways could also be an option.

Recommendations

1. On the basis of existing international experience, there needs to be an exploration of the most efficient ways for employers to contribute to and benefit from the E-TVET Fund in order to satisfy the need to up-skill and up-grade the Jordanian workforce. Furthermore, transparent criteria for funding, based on cost-effectiveness, programme evaluation, private sector feedback, and placement rates, should be introduced.
2. Both the NES and the E-TVET Council Monitoring and Evaluation Report recommend the establishment of a higher council for HRD to coordinate general policies and to address hidden deficiencies and duplication of tasks, responsibilities and powers between the three councils governing the work of the sector (the E-TVET Council, the Board of Education and the Council for Higher Education).
3. It is also recommended that the quality-assurance and accreditation function be strengthened by increasing the autonomy of the CAQA, developing its capacity and promoting cooperation with the HEAC in line with attempts to create a transparent, comprehensive and interconnected NQF.

4. The NQF is mentioned several times in the E-TVET Council Action Plan. However, apart from the work on occupational standards by the CAQA, no progress has been made to coordinate the work on such a framework at a national or sector level, or to develop a work plan for the development of the NQF. A transparent framework of qualifications, with national outcomes-based standards classified by level and based on labour market needs, could enable a rationalisation to be undertaken of the supply of education and training programmes and TVET pathways.
5. As previously described, several changes are planned for strengthening the technical orientation of the community colleges and improving the governance of technical education. The proposal is to create an independent community college network, coordinated by a Council for Technical Education and supervised by a special department in the MoHESR. This council should take over the role of the Council of Higher Education within the E-TVET Council in order to coordinate with the other stakeholders the governance of the E-TVET sector.
6. Very few practical proposals have been put forward in these plans for improving the involvement of the social partners (whether in kind or financially). The issue of the 1% tax levy for training purposes was not raised again after the abolition of this measure, despite the fact that there was a great deal of protest against its abolition. Furthermore, the issue of sector funds as an alternative to the limited E-TVET Fund is not mentioned in any of these papers.
7. Since transparency, communication and dissemination of strategies, decisions and new tools are vital to the governance of the E-TVET system, both the E-TVET Council Secretariat and the CAQA should speed up the development of a website, in order to improve information to and communication with stakeholders. This website could also accommodate virtual communities of expert groups such as the Career Guidance Committee and the national sector teams.
8. Finally, as part of the LMIS, a comprehensive electronic observatory should be established covering supply and demand; this should be linked to the monitoring and evaluation system and should be available for all stakeholders to use. In line with this, the monitoring and evaluation instruments in E-TVET institutions should be strengthened by the establishment of specific units (focal points) for this purpose linked to the electronic observatory, in order to facilitate the process of monitoring and evaluating the performance of these institutions and preparing regular reports.

ANNEXES

Annex1. List of key indicators Torino Process 2012

External efficiency

| Indicator | Year | Jordan |
|---|-----------|--------|
| Total population (million) | 2011 | 6.2* |
| Annual population growth (%) | 2011 | 2.2 |
| Share of 15-24 in the total population (%) | 2011 | 21.4* |
| Total dependency rates (%) | 2011 | 69.4 |
| Young dependency rates (%) | 2011 | 62.7 |
| Old dependency rates (%) | 2011 | 6.7 |
| Global Competitiveness Index (rank, out of 144) | 12/1 3 | 64 |
| Annual GDP growth (%) | 2011 | 2.6 |
| GDP per capita, PPP (current international \$) | 2011 | 6 007 |
| Agriculture, value added (% of GDP) | 2011 | 3.3 |
| Industry (incl. construction), value added (% of GDP) | 2011 | 31.1 |
| Services, value added (% of GDP) | 2011 | 65.6 |
| Share of employed in agriculture (% ,15+) | 2011 | 1.9 |
| Share of employed in industry (incl. construction) (% ,15+) | 2011 | 18.5 |
| Share of employed in services (% , 15+) | 2011 | 79.6 |
| Activity rates (% ,15+) | 2011 | 39.0 |
| Activity rates, female (% ,15+) | 2011 | 14.7 |
| Employment rates (% ,15+) | 2011 | 34.1 |
| Employment rates, female (% ,15+) | 2011 | 12.2 |
| Unemployment rates (% ,15+) | 2011 | 12.9 |
| Unemployment rates, female (% ,15+) | 2011 | 21.2 |
| Youth unemployment rates (% , 15-24) | 2011 | 29.9 |
| Youth unemployment rates, female (% , 15-24) | 2011 | 47.0 |
| Completion of at least upper secondary education (% , total aged 15+) | 2011 | 41.21 |
| Adult literacy rates (% , 15+) | 2010 | 92.6 |
| Adult literacy rates, female (% , 15+) | 2010 | 89.2 |

| | | |
|--|------|----|
| Employment rates by educational level, upper secondary(% , 15-64) | 2011 | md |
| Unemployment rates by educational level, upper secondary (% , 15-64) | 2011 | md |
| Participation in lifelong learning – % of 25-64 years old having participated in lifelong learning | 2011 | md |

Internal efficiency

| Indicator | Year | Jordan |
|---|------|--------|
| Participation in VET (% of upper secondary) | 2009 | 14.8 |
| PISA results – % of students at proficiency level 1 or below in reading | 2009 | 48.1 |
| PISA results – % of students at proficiency level 1 or below in science | 2009 | 45.6 |
| PISA results - % of students at proficiency level 1 or below in mathematics | 2009 | 65.3 |
| Dropout rates in upper secondary VET | 2011 | md |
| Student–teacher ratio in upper secondary VET | 2011 | md |

Governance and finance

| Indicator | Year | Jordan |
|---|------|--------|
| Public expenditure on education (% of GDP) | 2011 | 4.9 |
| Public expenditure on upper secondary VET (% of total education spending) | 2011 | 3.2 |

Sources: World Bank, Eurostat, United Nations Development Programme, World Economic Forum, Organisation for Economic Cooperation and Development, UNESCO Institute of Statistics, Department of Statistics – Jordan
Notes: (1) secondary + intermediate diploma + bachelor and above. (*) estimated; md – missing data.

ABBREVIATIONS

| | |
|--------|--|
| APTA | Al-Asalah Pioneers Technology Academy |
| BDC | Business Development Centre |
| BEST | Building and Extending Skills Training |
| CAQA | Centre for Accreditation and Quality Assurance |
| CGIU | Career Guidance Implementation Unit |
| CIDA | Canadian International Development Agency |
| DEF | Development and Employment Fund |
| DoS | Department of Statistics |
| EDSD | Employer Driven Skills Development |
| ERfKE | Education Reform for the Knowledge Economy |
| ESC | Economic and Social Council |
| ETF | European Training Foundation |
| GDP | Gross domestic product |
| GII | Gender Inequality Index |
| HEAC | Higher Education Accreditation Commission |
| HRD | Human resource development |
| ICT | Information and communication technologies |
| ILO | International Labour Organization |
| JOD | Jordanian dinar |
| LMIS | Labour market information system |
| MoE | Ministry of Education |
| MoHESR | Ministry of Higher Education and Scientific Research |
| MoL | Ministry of Labour |
| NCHRD | National Centre for Human Resources Development |
| NES | National Employment Strategy |
| NET | National Employment and Training |
| NGO | Non-governmental organisations |
| NOW | New Opportunities for Women |
| NQF | National qualifications framework |
| NTEP | National Training and Employment Project |
| SME | Small and medium-sized enterprises |
| TNA | Training needs assessment |
| TVET | Technical and vocational education and training |
| UNCTAD | United Nations Conference on Trade and Development |
| UNRWA | United Nations Relief and Works Agency for Palestine Refugees in the Near East |
| USAID | United States Agency for International Development |
| VET | Vocational education and training |

VTC
WDI

Vocational Training Corporation
World Development Indicators

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