

MAPPING VOCATIONAL EDUCATION AND TRAINING GOVERNANCE IN LIBYA



GEMM
GOVERNANCE FOR
EMPLOYABILITY IN THE
MEDITERRANEAN



This report (unedited version) was prepared by Tom Leney on the basis of data collected by Abdulbaset Tushani, following the methodology of the ETF GEMM project on governance, financing, and quality assurance in vocational training. The process was coordinated by the ETF.

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Contents

Executive summary	3
Introduction	5
1. Mapping vocational education and training governance – key points	8
1.1 General mapping of the VET system management.....	8
1.2 Finance and funding	9
1.3 Quality assurance	11
2. Analysis.....	13
2.1 Self-evaluation of VET governance in Libya.....	13
2.2 VET leadership at national level	15
2.3 Social dialogue and partnership	16
2.4 Territorial dimension	17
2.5 Increasing responsiveness, autonomy and accountability of VET providers	17
2.6 Improving the evidence-based policy approach to steering VET policy making in multi-participatory environments.....	18
Recommendations	19
Annex 1: proposed framework for the planning process in Libya	21
Acronyms.....	22

EXECUTIVE SUMMARY

The mapping and peer review of the governance of technical and vocational education and training (TVET) in Libya was conducted by the ETF local expert working with the GEMM National Committee, and the final report was prepared for the ETF by an international expert. The governance issues investigated are management of the system, finance and funding, and quality assurance. Mapping TVET governance in Libya covers a new field. Libya is emerging from the era of the previous regime and is still going through the aftermath of the civil war/revolution and the reformulation of government. Therefore, and unlike many countries in the region, Libya is only just beginning to be included extensively in ETF initiatives relating to improving the links between labour market and training systems, employability, TVET development and quality of provision and – in the case of this report – governance.

Although economic activity and employment rates are quite high compared to many other countries in the region, a high proportion of jobs are in government employment, high inward migration for employment exists alongside local unemployment of up to 30%, and there is a notable mismatch between the supply of education and training and skills needed in the labour market. The economy depends heavily on the energy sector, but this employs only 3% of the formal workforce. Available international data (e.g. Global Competitiveness Report 2010) indicate that Libya performs well in terms of school and higher education enrolment, but poorly on the quality of education.

TVET programmes are taught in three kinds of school, which are the responsibility of the National Board of Technical and Vocational Education (NBTVE), belonging to the Ministry of Higher Education and Scientific Research. These are the intermediate institutes, higher institutes and technical colleges, each of which is managed by a dedicated directorate at the NBTVE. For a long time, TVET has been considered a path for absorbing low performing students both from basic and secondary education. Its poor quality and its lack of relevance to the needs of the labour market are associated with the absence of clear mechanisms to analyse labour market needs and link these to education and training provision. Participation in the TVET system by labour market actors is minimal, and no systematic approaches to reduce the gap between the supply and demand of skills have yet been implemented. Thus, programmes in vocational schools are based more on the availability of equipment and teachers, than on meeting identified needs.

Continuing training provision comes under the broad responsibility of the Ministry of Labour. However most provision is in private centres, mainly concentrating on English language, information technology, and management. In contrast, the ministry operates only four centres, which specialise in construction, engineering professions, soft skills, information technology, and management.

In addition, several other national ministries and agencies have (or should have) a role in TVE governance at different territorial levels, as summarised in Table 1.1 (see p. 10).

There is a lack of any clear participation on the part of industrial organisations, employers and of other non-governmental actors in TVET. Decision makers are convinced that the engagement of these actors is a priority, but no significant steps have yet been taken. Furthermore, where new legislation is in place, some institutional arrangements are being set up, but in most respects reforms to governance have not yet been made operational. The NBTVE and the Ministry of Labour are both taking initiatives to fill this gap, by establishing Sector Skills Councils in collaboration with the British Council and through engaging labour market institutions in identifying the skills needs associated with vocational training programmes proposed by local private training providers. Furthermore public training providers have little or no de-centralised management responsibilities, nor are they incentivised to innovate or to make a success of reforms.

Public TVET is mostly financed from the public treasury and under the management of the Ministry of Finance. There are no taxes or levies on employers, who mostly leave training to the state. Cities may make some contributions and learners make only a very minor contribution to financing their studies. Budgeting takes place with little reference to development plans. Financial auditors and controllers in the ministries are responsible for ensuring that budgets are spent as approved. In this respect there are three main regulators: the Audit Bureau, the Administrative Control Authority and the 'Fight against Corruption' Authority. However, there is no effective management information system.

The Quality Assurance and VET Providers Approval Centre (QAVETPAC) is responsible for quality assurance, accreditation of TVE providers and evaluation. Current approaches to quality development are a mixture of the previous requirements for quality control and auditing, which the administration does not always have the capacity to administer thoroughly, and recently introduced measures that have as yet hardly been tried and tested, and are not fully implemented. The Information and Documentation Centre of the Ministry of Labour is mandated to collect labour market data. It publishes the annual statistical reports, and the centre has labour market information units in some 70 offices in the regions. In practice, capacity is often lacking and centres do not have the required networks or software for labour market information systems, so data cannot be relied on. There are no formal procedures in place to identify current and future human resource needs.

The report makes 12 recommendations for the public authorities, stakeholders and training providers to consider. For the government, these include setting up improved procedures for the optimal deployment of teachers and finance and funding methodologies that can incentivise reforms, consulting with national and international companies to establish their current and eventual roles in TVET governance and setting up a joint working group to identify appropriate and effective TVE reform programmes. For the development of the sector skills councils, the recommendation is made that employers and their organisations review and build up their own capacities as concerns TVE governance and reform. It is also recommended that where local initiatives are taken some pilot centres should be given more autonomy to take appropriate management decisions in consultation with the ministry concerned, and establish appropriate partnerships.

INTRODUCTION

Mapping TVET governance in Libya covers a new field. On a major scale, Libya is emerging from the era of the previous regime and going through the aftermath of the civil war/revolution and the reformulation of government. In a minor sense, and unlike many countries in the region, Libya is only just beginning to be included extensively in ETF initiatives relating to improving the links between labour market and training systems, employability, TVET development, governance, etc. This introduction to the Libyan context is based on ETF's country profile prepared for the Union of the Mediterranean¹. It sets the context for the mapping and analysis of TVET governance that follows.

Libya is a big country with a population of almost six and a quarter million (2011). Ninety percent of the population lives in less than 10% of the country, primarily in the four main cities that are located along the coast². The rate of population growth slowed from an annual growth of 2.17% in 2007 to 1.06% in 2011. The rapid population growth of the 90's and 2000's has created a demographic 'bulge': under-15 year-olds currently form almost 30% of the population, and this requires significant public investment in education, health, employment, housing and infrastructure. Currently, the proportion of the working age population (15-64) is still increasing (65%) while the share of the 65+ age group is small (4.88%)³. Libya is one of Africa's main hubs for irregular migrants, especially those en route to Europe. It is also an attractive destination for workers from neighbouring Arab states and economic migrants from bordering sub-Saharan countries. Although a lack of data means that care must be taken with using any statistics, it is estimated that up to 2.5 million foreign nationals were living in Libya before the crisis (International Organisation for Migration, 2011).

Annual growth (GDP) averaged 8% between 2000 and 2011. After a fall of 60% in 2011, it recovered (with a growth rate of 122%) in 2012, as reported by the Central Bank of Libya. Libya is one of the most hydrocarbon-dependent countries. The oil and gas industry accounts for some 60-70% of GDP⁴, 95% of exports and approximately 90% of government revenue⁵. Diversification of the economy through developing tourism and trade is a major challenge. The Libyan economy remains to a large extent state-driven, with 70% of jobs in the public sector. The private sector employs only around 4% of the labour force, while approximately 120 000 Libyans are self-employed, many in the informal sector. Public sector employment influences the returns to general education, leaving the TVET sector as a second choice for parents and students.

Currently there is no labour force survey conducted in the country and the Libyan labour market information system is very limited. According to the ILO Key Indicators of the Labour Market (KILM), activity and employment rates remain quite high compared to other countries of the region (53.4% and 49.2% respectively in 2011). They remain lower for females (30.4% and 26.3%). Outside the government-dominated education and defence sectors, the sector with the highest promise of employment is wholesale and retail. The construction sector also appears promising in the medium-term, while the manufacturing sector is benefiting from a recent government diversification strategy. International reports⁶ estimate an unemployment rate of 30%, and this high level is combined with a

¹ ETF country fiche for the Union for the Mediterranean: Libya, July 2013

² No complete population or vital statistics registration exists in Libya. The estimates are from the 2010 Revision of the World Population Prospects which was prepared by the Population Division of the Department of Economic and Social Affairs of the United Nations Secretariat, unless otherwise indicated.

³ Development Indicators (WDI) at: <http://data.worldbank.org/data-catalog/world-development-indicators/>

⁴ This compares to 6.3% for manufacturing, 2.7% for agriculture, 8.7% for wholesale and retail trade, hotels and restaurants and 8.4% for finance, real estate and the business sector.

⁵ Estimates vary. See, for example, International Monetary Fund (2012), Libya beyond the revolution: challenges and opportunities.

⁶ See for example: World Bank's 2011 Libya Investment Climate Survey

high number of expatriate skilled and unskilled workers. This paradoxical position results from a combination of factors.

- There is a mismatch between the supply of education and training and the needs of the labour market. While there is a high unemployment rate among university graduates and other groups, 30% of firms reported that they were unable to find enough workers with the necessary skills⁷.
- The wages and non-wage benefits offered by public sector employment have a major influence on the labour market. Job seekers have unrealistic wage expectations.
- Libyans are unwilling to undertake manual work, so the labour market depends on a high number of unskilled migrants.

As already indicated, the energy sector contributes a large proportion of Libya's GDP, but it employs only 3% of the formal workforce (43 000 employees). Public services, including healthcare and education employ 51% of the formal workforce (840 000 employees), but only contribute 9% to GDP. The country's informal economy provides around 30-40% of GDP, while formal employment can be described as including 'welfare employment': one third of the country's 200 000 primary school teachers and 30 000 nurses on government payrolls are inactive, but draw monthly salaries. At the same time there is over-employment, estimated at 30-40% in the banking sector, hotels and utility companies⁸.

There is a clear need for structural reforms to support private sector growth and economic diversification. For the time being Libya continues to rely on migrant workers to compensate for lack of supply of appropriate skills through the education system, and the unwillingness of Libyans to undertake certain jobs. Other relevant employment regulations include Article 51 of Law 12 for the work relations, stating that the Libyan workforce must constitute an accumulated percentage of 75% in private (national/foreign) companies', and for each licensing request for foreign workers 30% of Libyans must be employed and an additional 20% must be trained.

The new General National Congress (GNC) was elected in July 2012. The prime task of the GNC is to draft a constitution and ensure a peaceful political transition while maintaining macro-economic stability. Furthermore, the recent 'political isolation law' bans high-level public figures from the previous regime from taking high level public posts; this has been controversial and risks losing the limited human resources available.

As evidenced by the Human Development Index (HDI), and with the benefits of oil exports, the Libyan quality of life improved over two decades. Libya was ranked 64th in 2011 on the HDI, considerably higher than Egypt (113th) and Tunisia (94th). This is primarily explained by good performance (at least quantitatively) in education and health and high GDP per capita income from oil. The expected years of schooling for children under seven (16.6) is high, while the average years of schooling for the 15+ population is 7.3 years. The adult literacy rate (89.2%) is also among the highest in the region, and the budget allocated to the education sector is substantial (public expenditure on education: 7.1% in 2011). In terms of gender equality problems persist, but the country is performing better than most of its neighbours, and only Tunisia performs better.

Thus, Libya is performing well in terms of enrolment in education. The primary gross enrolment rate high and the secondary gross enrolment rate is 94%, again the highest in the region, and tertiary education has a gross enrolment rate of 55.8%. The reliability of these figures must be treated with caution. However, the quality of education remains poor. Libya was ranked 128th for primary

⁷ Source: World Bank's 2011 Libya Investment Climate Survey, p. 61

⁸ African Development Bank Economic brief – Libya: post-war conflict challenges, September 2011

education and 138th for higher and tertiary education out of 139 countries by the Global Competitiveness Report (2010)⁹. Many obstacles impact negatively on the quality of the education sector: some reports have pointed to over-reliance on theory and book learning and the absence of appropriately resourced laboratories and practical learning¹⁰.

For a long time, TVET has been considered a path for absorbing low performing students both from basic and secondary education. Its poor quality and its lack of relevance to the needs of the labour market are associated with the absence of clear mechanisms to analyse labour market needs and link these to education and training provision. Participation in the TVET system by labour market actors is minimal, and no systematic approaches to reduce the gap between the supply and demand of skills have yet been implemented. Thus, programmes in vocational schools are based more on the availability of equipment and teachers, than on meeting identified needs. The TVET system comprises three types of school: intermediate institutes, higher institutes and technical colleges. In addition, both the Ministry of Labour and the Warriors Affairs Commission are now prioritising programmes to support former fighters' integration into the labour market. Before the revolution, vocational training was implemented through three types of institutions: private enterprises and/or companies (on job training), women's centres (for women) and vocational training centres. Currently, these systems are not functioning.

⁹ See 2010 data in African economic outlook 2011, Libya, AfDB, OECD, UNDP, UNECA

¹⁰ See Challenges for education and employability, GIZ, 2011

1. MAPPING VOCATIONAL EDUCATION AND TRAINING GOVERNANCE – KEY POINTS

As indicated above, TVET programmes are taught in three kinds of school, which are the responsibility of the National Board of Technical and Vocational Education (NBTVE), belonging to the Ministry of Higher Education and Scientific Research. These are the intermediate institutes, higher institutes and technical colleges, each of which is managed by a dedicated directorate at NBTVE:

- intermediate institutes offer three-year programmes to students aged 15 and above and who hold the compulsory basic school certificate (382 intermediary institutes);
- higher institutes offer courses to students aged 18 and above and who hold the secondary school certificate (91 higher institutes);
- technical colleges offer courses to students aged 18 and above who finished secondary school certificate with higher grade (16 colleges).

Continuing training provision comes under the broad responsibility of the Ministry of Labour. However most provision is in about 450 private centres, mainly concentrating on English language, IT and management. In contrast, the ministry operates only four centres, which specialise in construction, engineering professions, soft skills, IT and management. The biggest of these has branches in six cities.

In terms of employment measures, the current Libyan government has begun (since 2011) to give priority to de-mobilised fighters in need of training and jobs. Programmes are being planned for implementation by both the Ministry of Labour and the Warrior Affairs Commission. The Ministry of Labour has a target of 25 000 beneficiaries and is offering jobseekers three types of programme:

- an orientation programme focusing on communication skills and on how to search for a job;
- a foundation programme focusing on ICT, foreign languages and soft skills;
- a VET programme for technical skills.

The Warrior Affairs Commission, which is linked to the prime minister's office set up an initiative in 2012 to support to former fighters' integration into the labour market. It targets 145 000 demobilised fighters through three main programmes. The Warrior Affairs Commission seems to be developing these programmes with limited coordination with other governmental institutions. In any case, all the programmes are still being designed or are at an early stage of implementation. There is no information available yet on their impact, and the concept is to engage many of the ex-fighters in training abroad.

1.1 General mapping of the VET system management

Initial technical and vocational education (TVE) is organised and managed separately from continuing training, and in different centres. The former is the responsibility of the National Board of Technical and Vocational Education (NBTVE), in the Ministry of Higher Education and Scientific Research, while the latter is managed by the Ministry of labour. So far as most policy aspects of VET are concerned, as in other aspects of policy, Libya has yet to achieve a period of calm and steady governance development, although numerous preparations are taking place for reform. Reforms are being planned, but by and large are not yet being implemented.

In addition to the two ministries mentioned above, there are different governmental actors at both national and sub-national levels. Table 1.1 below gives brief descriptions of the roles and level of involvement of the main agencies.

As can be deduced from Table 1.1, there is a lack of any clear participation on the part of industrial organisations, employers and of other non-governmental actors in TVET. Although decision makers associated with both the NBTVE and the Ministry of Labour are convinced that the engagement of these actors is a priority, no one has yet taken a significant step forward. The second observation to make is that, where new legislation is in place, some institutional arrangements are being set up, but in most respects reforms to governance have not yet been made operational or put into practice.

1.2 Finance and funding

Public TVET is mostly financed from the public treasury¹¹ and under the management of the Ministry of Finance. This is particularly the case for the first chapter of the budget (salaries and incentives) and the second chapter (operational expenses). The ministry's Director of Accounts and Budget receives financial proposals from all public entities annually, amends as necessary, then distributes funding. The third chapter concerns development plans and is under the management of the Ministry of Planning¹². The EU¹³ and other donors such as the United Nations Development Programme (UNDP) contribute to the budget, on a project-by-project basis. There are no taxes or levies on employers, who mostly leave training to the state. Cities may make some contributions, while the resources that providers raise (at least, in the public sector) are small, and learners also make only a very minor contribution to financing their studies.

Budgeting takes place with little reference to development plans. The Ministry of Planning requests public sector institutions to provide their annual plans without preparing in advance the general framework of the plan. Each organisation produces its proposal in its own way, and not on the basis of projects and programmes prioritised by the government. There is still a lack of open and policy-related discussion at the analysis stage. A committee composed of all actors from almost all economic sectors officially called 2030 committee has been established to develop the national strategy 2014 to 2030; this has started to set goals and priorities for the years 2014 and 2015, a task that is still incomplete.

¹¹ Estimation 2012: annual expenditure on public vocational educational institutions per student is LYD 6 700 (EUR 1 = LYD 1.7).

¹² Some 60% for chapter 1 and 20% for the other two.

¹³ The EU is supporting the modernisation of the TVET sector through a project with a budget of EUR 6.5 million.

TABLE 1.1 ROLES AND LEVEL OF INVOLVEMENT OF THE MAIN AGENCIES

Actor	Key role	Involvement/functions
Ministry of Planning	Strategic actor (national level)	High level. Ministry of Planning's Directorate of Economic and Social Development coordinates framework for national planning/funding, links public sector activity to Parliament
Ministry of Higher Education and Scientific Research	Manages systems (national level)	High level. Legal responsibilities to manage and administer public TVE through the NBTVE
Ministry of Labour	Manages systems (national level)	High level. Legally responsible for managing and administering CVT. The Directorate of Human Resource Development has coordination and funding role for public and private training.
National Board of Economic Development	Advisory role (national)	Low engagement with TVE by and large
EU (working with the British Council) UNDP is also a donor	Donor (international)	Projects launched. The NBTVE and the Ministry of Labour are the main partners/beneficiaries. Initiator, funder through cooperation agreements
TVET UK	Partner (international)	In progress. Providing technical support to key beneficiaries
Quality Assurance and VET Providers Approval Centre (QAVETPAC)	Quality assurance and accreditation	To ensure the relevance and quality of TVET provision. Not yet operational
Occupational Standards and Certification Centre (OSCC)	Assessor/quality assurance (national agency)	Legislation in place, but not yet operational. Under the Ministry of Labour, a strategic and management role intended, to improve links between demands for skills and supply
Regional offices of Ministry of Labour	Regional administration of private CVT providers	High involvement as intermediate office of the Ministry of Labour
Regional offices of TVE	Regional administration of intermediate TVE providers	High involvement as intermediate office of ministry/NBTVE
Sector skills council (tourism sector)	Partner	Recently established. Potential as model for social partnership development
Information and Documentation Centre	Data provision on labour market needs	Low level of activity due to lack of data and capacity
Private enterprises (foreign and national)	Potential co-founder/partner	Low level of engagement with public sector bodies and with TVE
Private TVE providers Accreditation Office	Manage administration of private TVE providers	Medium
Public and private training providers	Local providers of training	Carrying out instructions, implementing decisions on curriculum etc. Private schools may be initiators.

Managers in the appropriate DGs have authority to administer the allocated budget for Chapters I and II within prescribed limits. This authority is also delegated to the intermediate level authorities, but principals have no devolved authority to make budget decisions. For developments and projects (the third chapter) only the NBTVE and the Ministry of Labour can make decisions on the proposals came from different directorates, offices and institutes of VET.

Financial auditors and controllers in the ministries are responsible for ensuring that budgets are spent as approved¹⁴. In this respect there are three main regulators: the Audit Bureau, the Administrative Control Authority and the 'Fight against Corruption' Authority. Parliamentary Committees also have a monitoring function. However, there is no effective management information system, no requirement for the detailed publication of government accounts, etc. and, in particular, no tradition or requirement for transparency in matters of financing and funding VET. The proposed planning and budget process of the Ministry of Planning is shown as the annex to this report.

1.3 Quality assurance

The mission statement of QAVETPAC identifies the Libyan approach to quality in VET as conducting and developing the evaluation system, quality assurance and accreditation of VET providers in order to reach the highest levels of quality, efficiency and excellence, so that they can raise the level of graduates' competences and research activities, thus contributing to achieve the goals of development and promote competition in the labour market.¹⁵ This said, current approaches to quality development are a mixture of the previous requirements for quality control and auditing, which the administration does not always have the capacity to administer thoroughly, and recently introduced measures that have as yet hardly been tried and tested, and are not fully implemented.

The Information and Documentation Centre of the Ministry of Labour is mandated to collect labour market data. It publishes the annual statistical reports, and the centre has labour market information units in some 70 offices in the regions. In practice, capacity is often lacking and centres do not have the required networks or software for labour market information systems, so data cannot be relied on. The centre also attempts to collect labour market information concerning public sector employees, but these attempts are often unsuccessful. There are no formal procedures in place to identify current and future human resource needs. Public sector organisations are now required to establish human resources departments for planning and management purposes, but implementation is challenging. Similarly, information on the private sector is not available, except as concerns the licensing of foreign workers. The General Authority for Statistics at the Ministry of Planning collects social and economic data for the community and publishes annual bulletins, but the focus is too generalised to be very useful to VET decision makers. The Ministry of Labour also lacks its own data for identifying skills needs.

The NBTVE and the Ministry of Labour are both taking initiatives to fill this gap for the purpose of developing VET programmes, on a sectoral or industrial basis. The NBTVE is currently working to establish Sector Skills Councils in collaboration with the British Council, firstly in the sector of tourism and hospitality. The aim is to engage skills actors on both the demand and supply side of skills development to define the skills needed. The intention is to offer relevant qualifications and programmes through dialogue with employers, principals of related educational institutions, and a range of interested government ministries and agencies. Similarly, the Directorate of Training Quality Assurance is taking an initiative to engage labour market institutions in identifying the skills needs associated with vocational training programmes proposed by local private training providers. This

¹⁴ This process is composed of several stages and ends with the accreditation of the budget law which regulates the process of financial distribution and financial allocation for the public sector.

¹⁵ Adapted from the mission statement of QAVETPAC.

involves the use of expert committees representing stakeholders, including employers. In the medium term, QAVETPAC and the Directorate of Training Quality Assurance are intended to quality assure the relevance of VET programmes, but this role is not activated yet.

The institutional picture for quality systems also includes the Ministry of Labour's Occupational Standards and Certification Centre (OSCC, established in 2006) and a department for the National Qualifications Framework. Currently, the 2008 standard Arab classification of occupations is in use, and work has been done on developing, but not implementing, a qualifications framework. Bearing the circumstances in mind, a recent workshop organised by the NBTVE and QAVETPAC¹⁶ identified the need for a high level, representative committee to oversee the implementation of a framework.

VET providers, having very little autonomy and correspondingly little accountability, do not currently have the kind of culture or management processes associated with quality assurance. On the other hand, there is a clear procedure for applying to develop new courses, which begins with the involvement of a college or institute's scientific affairs committee and the regional office; the chairman of the NBTVE board takes the final decision. Nor, in practical terms, are there outside bodies that evaluate the quality and relevance of teaching and learning. In theory, QAVETPAC has developed standards and a checklist for institutional assessment and management, the TQA directorate is responsible for quality standards in private VET provision, the ministry has an Office for Inspection, and the directorates that manage the different types of vocational provision have quality departments. However, even where systems for quality assurance are being designed, they are not yet implemented.

The directorates that manage the different kinds of vocational provision are also responsible for appointing and promoting staff to the different categories of lecturers, teachers and trainers and for appointing principals. Decrees cover the qualifications required. There are no standard processes for monitoring and reviewing staff qualifications and training.

¹⁶ The workshop was held in September 2013.

2. ANALYSIS

2.1 Self-evaluation of VET governance in Libya

As well as mapping the VET governance system as it currently is, the GEMM National Committee carried out some analytical self-evaluation of the current situation and prospects for the future.

A SWOT analysis was conducted to uncover the main strengths, weaknesses, opportunities and threats that are developing in the new context.

TABLE 2.1 GEMM NATIONAL COMMITTEE'S SWOT ANALYSIS OF VET GOVERNANCE IN LIBYA

Strengths	Weaknesses
<ul style="list-style-type: none"> ■ Roles and responsibilities of different governance actors in general are well described in the emerging policy documents. ■ Finance and funding procedures have some flexibility. ■ The active stakeholders have a strong wish to make improvements through reform. ■ Sound sources for financing the VET sector. ■ The potential for improving the capacity and capability of VET institutions to align the skills required for the job market is high. 	<ul style="list-style-type: none"> ■ Roles and responsibilities are mostly not yet activated in the new setting. ■ Mechanisms for dialogue between the different actors are lacking and networks are weak. Poor coordination between service providers and labour market institutions. ■ The absence of reliable labour market data. ■ The absence of clear national strategy and the neglect of policy implementation. ■ Lack of interest in participation in partnership. Performance weakness of officials leads them to avoid participating. Civil society participation is weak, particularly the social partners.
Opportunities	Threats
<ul style="list-style-type: none"> ■ Strong support from international and regional organisations. ■ Opportunity to reform the regulations governing the labour market. ■ Libya has strong economic potential. ■ Strong investment potential of local and international private sector in the field of education and vocational training. ■ International companies entering the Libyan market increase the demand for skilled labour. 	<ul style="list-style-type: none"> ■ Some stakeholders not aware of the importance of their participation in dialogue and partnership. ■ The lack of time and resources allocated for participation and follow-up by governance representatives. ■ Society's perception of education and vocational training. ■ Intense competition from foreign workers in the labour market, including the informal sector. ■ Underlying political and security instability.

The SWOT analysis confirms that although the reforms and programmes that intend to engage stakeholders in dialogue and partnership describe a new way of working and new relationships quite clearly, little progress has yet been made towards putting these new arrangements in place. The active stakeholders, including many from government and its agencies, see a need for partnership working across different aspects of development, yet many actors both in government and in the labour market do not yet expect to have a collaborative role in the development of training. Furthermore, most actors and their agencies lack the experience and capacity to take part effectively, while both public and private agencies lack appropriate expertise, organisation and necessary resources. Yet, in spite of some serious weaknesses and considerable barriers that can inhibit

effective and partnership-based governance of the VET, several economic, labour market and organisational factors leave room for optimism providing the Libya is now able to experience an extended period of more peaceful development and security.

The GEMM National Committee also surveyed its members and a small number of other national stakeholders in order to gain a clearer picture of the extent to which government and non-government stakeholders perceive current VET governance to be in good working order, or developing positively. Using a grid of 25 indicators organised around six principles, expert respondents indicated how frequently they consider the current governance system to help to achieve good performance and outcomes in the VET system. In response to the 25 indicators, the 23 expert respondents bunched 450 of their responses as never/very rarely and rarely/occasionally, and less than one in five responses indicating frequently or very frequently. This is an indication of the considerable amount of work to be done to improve participatory VET governance and to bring the corresponding partners in the labour market and among employers' organisation on board.

The six principles of good governance used in the self-evaluation questionnaire are summarised as 'relevance', 'effectiveness', 'subsidiarity and proportionality of decision making', 'transparency', 'accountability' and 'participation'. In the expert survey, respondents indicated that the VET governance systems currently have a somewhat more positive effect on the relevance of VET to meeting economic, labour market and in particular social objectives (the last of these much more than the first two) and on making VET effective. The scoring that concerns subsidiarity (taking management decisions at the most appropriate level of the system), transparency, accountability and participation was correspondingly lower. A number of indicators attracted particularly low scores, and this probably indicates that they warrant urgent attention and remedy. The results indicate that:

- Governance systems do not support the economic role of VET.
- Governance systems do not respond effectively to learner and labour market needs.
- Governance procedures are not recognised to be efficient or good value for money.
- The roles and responsibilities of stakeholders are somewhat in conflict and leave gaps in the policy-making process.
- Governance practices do not comply with identified standards, regulations and procedures and are not agreed by different stakeholders.
- The appropriate range of stakeholders is not engaged collaboratively throughout the policy cycle.
- Coordinated participation mechanisms such as social dialogue, consultation and advisory bodies are not yet sufficiently in place to enable stakeholders to participate at key points.

On the other hand, the most positively assessed indicator is that governance systems support the social equity role of VET.

The results of the mapping and self-assessment work call for further analysis of several of the key issues raised in the Torino process. These are dealt with below, so that government and stakeholders can give these matters further consideration.

2.2 VET leadership at national level

The mapping and analysis have already suggested numerous ways in which the government's leadership of VET can develop in order to make sure that the reform strategies and plans are made operational and help and in order to achieve the national mission in the new context. Perhaps these issues can be expressed around five points.

Numerous reforms intended to improve VET provision are being developed and some of these involve approaches to governance that are less centralised within a single ministry than was customary in the past and involve working partnerships. In terms of governance this implies a greater coherence on the part of the different ministries and agencies of the government, as well as a greater reaching out to engage the partners in the labour market through dialogue and collaborative ways of working. To achieve this, the organisational and capacity requirements of the different directorates and agencies should be carefully identified and gradually built up.

Plans have to be made operational, and in the case of several reforms intended the legislation is already in place. However, implementation is the harder part, which means that the ministries, directorates and agencies have to build up quickly effective ways of working towards the achievement of goals that they share is common. As yet there does not seem to be any overall strategy for developing VET, which can in itself be a collaborative exercise, and once one is formulated and agreed it must be supported with a range of policies and actions that take implementation all the way through the cycle. The timetable clearly has to be ambitious, but it should be realistic, clear and achievable. Working partnerships are a key to successful results in this endeavour. The approach that is to be taken to quality assurance and Libya should be consistent across the different areas of policy and reform. To be successful in achieving goals, quality assurance is a transversal mechanism that supports the policy preparation, implementation, review and adjustment at all levels.

Given the complexity, a detailed review of all the current structures at national, regional and local level can help to ensure that implementation of reform is purposeful and is geared to consistent medium and long-term gains. In this process the role of the regions and other intermediate authorities should be clear, and the principals and management arrangements of the different types of training provider should be accorded a suitable measure of local autonomy so that decisions are taken at the level that is most appropriate.

The multiplicity of government ministries, departments and agencies and the apparent lack of engagement on the part of industry and employers can weaken reform efforts. Therefore, consideration could be given to establishing an apex or umbrella committee or organisation that can have an overview and coordinate the different efforts. This could be established under the Ministry of planning or the prime minister's office, and with the time-limited remit to make sure that reforms progress in a coherent way.

The revival of the economy, consideration can be given to optimising the sources of finance for VET, and it is worth bearing in mind that any improvements that are made to funding mechanisms can also be used to motivate the implementation of reform and the extension of good practice. The mechanisms used for financing and funding VET seem to be quite clearly thought out and administratively. However, the procedures should be more transparent to all the stakeholders, and public reporting should be improved. Labour market and management information systems also need to be introduced and managed, and this will be dealt with a little later in the report.

2.3 Social dialogue and partnership

The lack of communication and dialogue between demand and supply institutions is a key weakness of the Libyan TVET systems. As a result of this, and other important factors, graduates' competences do not match the vacancies or the skills requirements of the labour market. The supply of knowledge, skills, attitudes and competences through education and training will have to be brought into better alignment, in order to meet the needs of learners and employers, and to support the wider development of communities and the society. This means making a better link with the specialist and skills requirements of occupations, but also nurturing numerous other ways in which school and industry can work together. For technical and vocational education and training in particular this means building dialogue and collaboration between school sector and the world of work, at different levels and covering a range of activities.

In Libya, traditionally and currently, there appears to be remarkably little dialogue between the education and training sector and actors in the labour market. That the links are not fit for purpose is commonplace in many countries, but the absence of the formation of such links in Libya seems in particular to be more striking than in many other countries in the region and elsewhere.

Therefore, strong and consistent attempts have to be made to develop dialogue to identify and pursue areas of common interest, and to establish different, appropriate forms of collaboration and partnership. Many countries now seek consciously to develop a social partnership approach to reforming and improving VET at different levels and system. It is encouraging that steps are being taken by both the main ministries to engage with appropriate experts from industry and commerce in developing needs analysis that respects industry standards, and that part of the national approach to development is to seek the establishment of sector skills councils, so that industry and educationalists can collaborate on an industry or sector basis.

It is urgent that strong partnership and dialogue links are set up and formalised through collaborative arrangements and memoranda of understanding with important bodies such as the Federation of the Chambers of Commerce and the Businessmen's Council. Industries such as petrol and gas, manufacturing, commerce, IT, aeronautics and a range of artisan trades and professional occupations – some of which already train extensively - can be encouraged to enter into bilateral or multilateral partnerships as important needs for dialogue and collaboration are identified.

Just as government directorates and agencies need organisation, training and capacity building for this kind of activity, so also industrial unions, chambers of commerce, etc. will need encouragement to participate in activities that they can see are worthwhile. Needs analysis can help to concentrate attention on the gaps and priorities, and to identify ways in which organisation, training and capacity building can help to forge dialogue and partnership, in a context that has previously been identified with a strong government lead and little engagement from other parties. This shift of roles and responsibilities is not easy to achieve. In this respect, the experience and skills gained in other countries in the region can prove helpful.

Not least, if a high level committee or group is established to oversee the coherence of reforms, the world of work should be effectively represented.

2.4 Territorial dimension

The regional dimension already has a significant role in its intermediate position between national governments VET providers. This is probably best described as a de-concentration of centralised management, since the regional offices appear to carry out instructions and procedures that are largely centralised. Nevertheless, the regions already have some degree of management responsibility, and this could be extended to include action areas or economic development zones, where a broader economic and employment initiative is being taken. Such a development encourages a regional, city or local link with the partnership being formed between the public authorities, employers and their organisation, training providers and other community organisations to generate specific development. In this case, the public authorities in the region or city would probably act as the hub, forming horizontal partnerships as described above and also providing the effective link between national agencies and initiatives and the private and public training providers.

2.5 Increasing responsiveness, autonomy and accountability of VET providers

As is the case in most countries in the region, public training providers have little or no de-centralised management responsibilities, nor are they incentivised to innovate or to make a success of reforms. Modernising training provision means among other things that close links have to be built between the school and a number of local workplaces. This concerns making sure that the knowledge, skills and competencies that young people learn are consistent with the skills needed in the local labour market, and with the skills and attitudes that will be needed in the future. The partnership clearly relates to the school to work transition and to the best use of available learning environments so as to optimise the outcomes of learners achieve.

As systems mature and have more experience of local partnerships, these can be instrumental in setting up skills exhibitions and competitions, work experience placements and a range of activities to do with the management of schools and colleges, the programmes taught and assessment.

Therefore there is a strong argument for testing and piloting sensible ways in which school principals and their management teams can take on successfully new responsibilities and also new kinds of accountability, so as to ensure that innovation becomes more a part of their role, and that auditing systems through quality assurance measures are properly in place. Obviously, these changes have to be consistent with the national development. In any case the leaders and managers in the public providers need extensive training and the institutions need capacity building for this to be successful. The areas that come firstly under consideration are extending responsibilities for local management decisions on programmes, partnerships and to appropriate extent on human resource and financial aspects. Development is most likely to be successful, as in other areas covered by this analysis, if it is gradual and built on existing initiatives and have the perspective taken is medium and long-term.

2.6 Improving the evidence-based policy approach to steering VET policy making in multi-participatory environments

This reflective report has demonstrated that there is a lack of evidence both about the skills needs of the labour market and for the efficient management of available financial and human resources in the education and training sector.

As new partners and stakeholders become actively engaged in dialogue and collaboration, the need for more transparent information and procedures is highlighted. Since both basic data and published information tend to be input supply in the Libyan context, it has to be a priority to make sure that information systems are modernised and improved. How this can be done goes beyond the brief of this report, but this is an area where local systems have to be developed, technology can be transferred, and more effective results can be built up gradually. This may be another area for fruitful cooperation with an international partner.

RECOMMENDATIONS

The mapping and further analysis of VET governance in Libya leads to a number of recommendations, which are put forward so that the public agencies and stakeholders involved can design, plan, implement and keep under review further action and reform.

Consolidating the government's strategic approach to VET governance

Recommendation 1. Ministries and responsible agencies should plan and take steps to ensure that effective governance and management procedures are in place to achieve a more optimal deployment of teachers and trainers, and that funding systems incentivise all public agencies to deploy all their staff productively, thus bringing 'welfare employment' to a phased conclusion. This should be seen as a first step to improving the efficiency, transparency and responsiveness of education and TVET provision.

Recommendation 2. Government should consult with key industrial and employer stakeholders (both national and international companies) to establish their current and eventual role and functions in TVET strategic planning, funding, governance and provision.

Recommendation 3. The Ministry of Higher Education and Scientific Research and the Ministry of Labour should set up a joint working party with stakeholder participation to identify the most appropriate and effective ways of modernising TVET programmes, teaching and learning and assessment, with a view to establishing quality and quality assurance standards that can meet today's needs more effectively than the traditional supply-driven approaches currently do, in particular for young people in transition from schooling to the world of work. In consequence, and to strengthen quality assurance through good governance, the full operationalisation of QAVETPAC should be given strong political, financial and operational support.

Recommendation 4. Government should review how continuing training programmes are meeting the needs of society and of adult learners through existing continuing training arrangements, in particular for the following target groups: women, disadvantaged groups of young people and ex-fighters. This is with a view to taking policy decisions supported by actions to improve the supply and funding of continuing training. Included in this review, informal apprenticeship and training needs in the informal sector should be given explicit consideration and should eventually be the subject of more research.

Social dialogue and partnership

Recommendation 5. Government ministries concerned with education and training should support the strategy of economic diversification by identifying policies and actions for human resource development that can best meet education, training and skills needs in emerging sectors of the labour market (including wholesale/retail, tourism and hospitality, as well as identified aspects of construction and service industries). To this end, the NBTVE, working with its international partners, should make it a priority to establish fully the planned sector skills council in the tourism sector, clarifying its purpose and roles, relationships with other stakeholders and how funding will be secured in the longer-term, and plan for one or two further skills council developments in sectors identified as priorities.

Recommendation 6. The major national and international companies, employers' and industrial representatives should review and consult on their own view of their functions, capacities, relationships and organisations if a more modern and partnership-based system of governance is to be established. Review and peer-learning from experience in the region and elsewhere can support developments in Libya. Having taken stock, the major stakeholders should decide how to establish staffing, avenues of communication inside and outside the organisation, to ensure an effective capability in public/private discussions that identify and meet needs.

Recommendation 7. The ministries concerned should explore how trade union federations could become more engaged in consultation and dialogue on human resources development issues.

Territorial dimensions

Recommendation 8. In the current situation it would be difficult to recommend that powers and responsibilities are devolved to a more local level across the country. Nevertheless, where promising sectoral and/or regional economic development is taking place, regional/local government should be encouraged to play an active role in forming partnerships with the main stakeholders at the appropriate level.

Increasing responsiveness, autonomy and accountability of VET providers

Recommendation 9. Where institutionally-based initiatives are taken, for example, to develop aspects of curriculum, teaching and learning or assessment to meet the local needs of the labour market, some pilot centres should be given the mandate to take appropriate management decisions in consultation with the ministry concerned, and establish appropriate partnerships.

Recommendation 10. Ways should be sought to set up some experimental private-public partnerships, either between training providers in the public and private sector, or between providers and industrial partners.

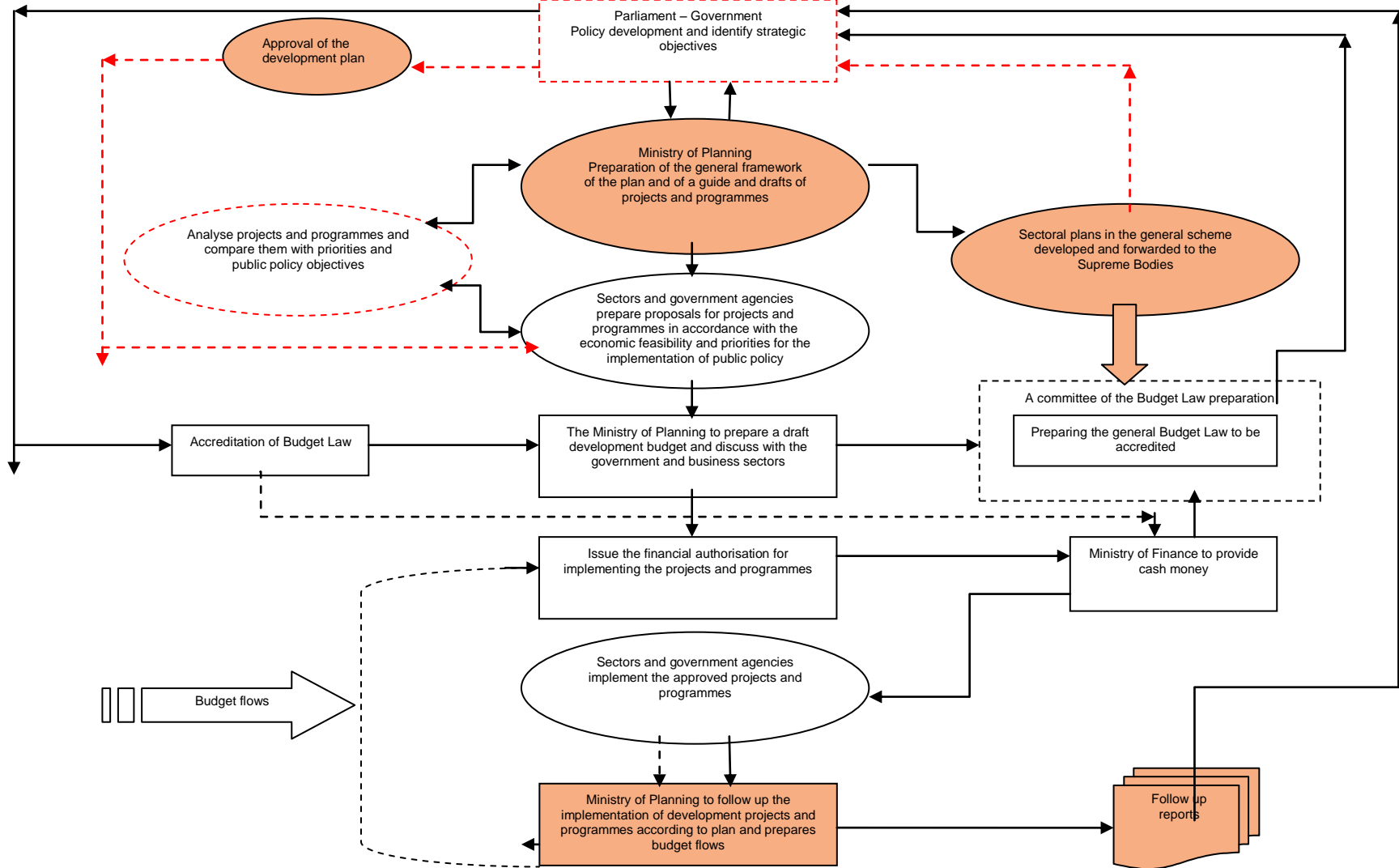
Improving the data and evidence base

Recommendation 11. Given that currently there is no labour force survey conducted in the country, government should carry out a joint needs and feasibility study working with actors in the private sector to identify (1) how more accurate and more complete information and data can be made available to the public and stakeholders concerning education and training budgets and expenditure; and (2) how accurate and up-to-date labour market skills needs analysis can be more coherently conducted and made available to policy makers and stakeholders. This work should be coordinated through the Ministry of Labour's Information and Documentary Centre.

Capacity building

Recommendation 12. Priorities for capacity building to improve TVET governance should be clearly identified, and appropriate measures put in place.

ANNEX 1: PROPOSED FRAMEWORK FOR THE PLANNING PROCESS IN LIBYA



Source: Directorate of Economic and Social Development, Ministry of Planning


ACRONYMS

ETF	European Training Foundation
EU	European Union
GDP	Gross domestic product
GNC	General National Congress
HDI	Human Development Index
NBTVE	National Board of Technical and Vocational Education
QAVETPAC	Quality Assurance and VET Providers Approval Centre
TVE	Technical and vocational education
TVET	Technical and vocational education and training
UNDP	United Nations Development Programme
VET	Vocational education and training

FURTHER INFORMATION

For further information, please see the ETF website:

www.etf.europa.eu/gemm

 [etfgemm](https://twitter.com/etfgemm)

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