

# TORINO PROCESS 2012

## LEBANON



The contents of this paper are the sole responsibility of the ETF and do not necessarily reflect the views of the EU institutions.

© European Training Foundation, 2013  
Reproduction is authorised provided the source is acknowledged.



# TORINO PROCESS 2012

## LEBANON

### CONTENTS

EXECUTIVE SUMMARY.....	2
A. VISION FOR VTE SYSTEM DEVELOPMENT.....	4
B. EXTERNAL EFFICIENCY: ADDRESSING DEMOGRAPHIC, ECONOMIC AND LABOUR MARKET NEEDS .....	5
C. EXTERNAL EFFICIENCY: ADDRESSING SOCIAL DEMANDS FOR VTE AND PROMOTING SOCIAL INCLUSION .....	9
D. INTERNAL QUALITY AND EFFICIENCY OF INITIAL AND CONTINUING VTE DELIVERY .....	14
E. GOVERNANCE, INCLUDING FINANCING OF THE INITIAL AND CONTINUING VTE SYSTEM AND INSTITUTIONAL CAPACITIES FOR CHANGE .....	17
ANNEXES.....	21
Annex 1. New structure of the VTE system .....	21
Annex 2. Governance matrix .....	22
ACRONYMS .....	29
BIBLIOGRAPHY.....	30

# EXECUTIVE SUMMARY

Lebanon is a country with a total population of 4.2 million people. The current political system was set up to recognise the plurality of different religious communities in the country. The balance of power that was established to ensure stability in the country often delays and complicates the decision-making process and policy implementation. Nevertheless, Lebanese society is extremely flexible and dynamic, and possesses a strong entrepreneurial spirit.

The education and training system in Lebanon is among the best performing in the Middle East and North Africa (MENA) region, mainly as a result of its diversified structure and the importance of the private sector. Education is traditionally highly valued. This, combined with wide accessibility, has resulted in high net enrolment rates in elementary education for both girls and boys (99.2% in the first grade). However, since the 2006 war there has been a decline in the quality and effectiveness of the education system, and this calls for urgent reforms.

Under the constitution, education plays a vital role in promoting social cohesion and democratisation, and in recent years there has been an increasing socio-political awareness of the importance of education and training for sustainable and cohesive socioeconomic growth. In this context, in April 2010 the Lebanese government approved a National Education Strategy Framework and a related Education Sector Development Plan (general education) 2010–15, which includes the vision of the Ministry of Education and Higher Education (MEHE), and a detailed strategy and development objectives along the following lines:

1. equal opportunities in education and education for all;
2. high-quality education contributing to the knowledge society;
3. education for social integration;
4. education for economic development.

In a similar development to those implemented for general education, the MEHE has also formulated a strategic multi-annual action plan (2011–14) for vocational and technical education (VTE). It includes four main building blocks:

1. reviewing and modernising the structure and administration of VTE;
2. strengthening the partnership and cooperating with social partners and other stakeholders, and enhancing the image of VTE;
3. revising, updating and improving vocational specialisms (including their geographical distribution) and curricula;
4. ensuring and increasing the availability of human and financial resources.

However, this important and timely action for reform needs to be further discussed and shared with social partners.

The main features of the Lebanese labour market are the high level of unemployment among young people, the low rates of female participation in economic life, the large size of the informal sector, the influx of foreign workers and Palestinian refugees, and the large number of skilled Lebanese people seeking and obtaining employment abroad.

Despite the significant economic growth since 2000 and the highest gross domestic product (GDP) per capita in the region (USD 14 709 in 2011), the activity rate in Lebanon remains among the lowest in the Mediterranean region (48% in 2009).

The key features of the social demands for VTE and related challenges include:

- limited access and equity, particularly in rural areas and for specific groups;
- low attractiveness of VTE for individuals;
- the high youth unemployment and high inactivity rates, especially among women;
- the large size of the informal sector;
- the growing influx of foreign workers in addition to Palestinian refugees.

With regard to gender representation in the labour market, in 2009 only 23% of women were economically active. The percentage of young working women is higher than that of young working men (52% of women below the age of 35 compared to 38% of men in the same age group); 43% of working women have a university degree against 20% of working men (Yaacoub and Badre, 2011). In terms of access to education, female participation is not an issue; for instance, gross enrolment in upper secondary is higher for women (77.9%) than for men (67.3%).

As for VTE governance, the current legislative framework in Lebanon limits the contribution of national bodies and stakeholders to the development of policies and strategies. Strong centralised governance isolates VTE institutions from their local communities, which makes it difficult for stakeholders to contribute to the planning and implementation of VTE programmes. As a result, planning is generally left to the public administration.

The lack of up-to-date official data remains an obstacle for the design and implementation of relevant policies, and makes it very difficult to analyse the Lebanese socioeconomic situation and the efficiency of VTE.

Regular labour market studies, tracer studies and specific surveys should be carried out in order to build a solid information system and to monitor the progress of students and the relevance of VTE to the country's socioeconomic demands. The results of these studies should also be used to put in place relevant actions to close the gap between supply and demand. They would also help to increase understanding of the specific needs of the labour market and of the target groups in order to improve both the relevance and the attractiveness of VTE.

A major work on reforming curricula is among the MEHE's key priorities; this will require plenty of time and many resources. A recent decree has reformed the *licence technique* and the *technicien supérieur* levels to provide more openness and flexibility within the system as well as pathways for progression (see Annex 1). A law is currently being discussed to reform the contracts of teachers in order to increase employment of full-time staff rather than relying on part-time and contracted teachers, who currently represent more than 90% of VTE teachers. There are plans to establish a quality-assurance agency with the objective of streamlining the current quality-assurance and quality-control mechanisms.

The current reforms need to be complemented by a progressive delegation of powers to local schools in order that they acquire more autonomy in decision making and in the use of financial resources, which will enable them to better meet the local demands of the social and business communities.

The main recommendations of the Torino Process include the following:

- establishing partnerships with employers and civil society for the design, implementation and monitoring of a VTE strategy guided by socioeconomic needs;
- developing mechanisms for evidence-based policies, management of the transition from school to work, and the associated active labour market measures;

- enhancing access and equity, especially for vulnerable groups;
- combating high youth unemployment and inactivity rates;
- increasing autonomy through a more decentralised system and further involving the business sector and local authorities in the administration and financing of schools;
- ensuring donor coordination in the field of education and training to avoid overlap and ensure more coherence with strategic and policy priorities.

## A. VISION FOR VTE SYSTEM DEVELOPMENT

There is an increasing awareness on the part of the government, enterprises and civil society of the need for a national strategy for VTE as part of the national vision for human resources development (HRD). This need is justified by the increasing importance of the VTE subsector, which represents 27.4% (111 866 students, including 52 828 girls) of the total student population at secondary level. VTE is spread across 117 public schools and about 500 private schools and those operated by non-governmental organisations (NGOs) (CERD, 2011/12). Private schools predominate, enrolling around 60% of all students. The private sector is divided into subsidised schools and wholly fee-supported schools (the so-called ‘non-free’ sector). The formal VTE system offers seven levels of qualification, ranging from skilled workers (*certificat d’aptitude professionnelle*) to higher technicians (*licence technique*). The *bac technique supérieur* and the *licence technique* qualifications have recently been reformed (see Annex 1).

In April 2010 the Lebanese government approved a National Education Strategy and a related Education Sector Development Plan (general education) 2010–15. This development plan does not include VTE. It contains the MEHE’s vision, complemented by a detailed strategy and development objectives including:

1. equal opportunities in education and education for all;
2. high-quality education contributing to the knowledge society;
3. education for social integration;
4. education for economic development.

In October 2011 the MEHE presented a plan for the reform of VTE in Lebanon<sup>1</sup>. This reform plan should facilitate discussion among all VTE actors with a view to developing a common vision and associated strategy. It includes four main building blocks:

1. reviewing and modernising the structure and administration of VTE;
2. strengthening partnership and cooperation with social partners and other stakeholders, and enhancing the image of VTE;
3. revising, updating and improving vocational specialisms (including their geographical distribution) and curricula;
4. ensuring and increasing the availability of human and financial resources.

The work to develop a comprehensive and systemic strategy for VTE within a lifelong learning perspective is in its initial stages. A participatory and in-depth consultation process among all key stakeholders in the VTE sector is needed in order to ensure its efficiency and to produce concrete and relevant solutions to both economic and social challenges. Beyond the formulation of the

---

<sup>1</sup> Presented by the Minister of Education and Higher Education, Prof. Hassan Diab on 10 October 2011.

strategy, the process of cooperation and involvement of the different VTE actors will be crucial to its successful implementation. The MEHE and the Directorate General for Vocational and Technical Education (DGVTE) should seek the further involvement of the business community in the governance of VTE at national, regional and local (school) levels. In this respect, the recommendations of the Torino Process include the reactivation of the Higher Council for VTE.

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

### **Main features of the Lebanese labour market and related challenges**

The Lebanese labour market is characterised by a high youth unemployment rate, a low female participation rate, a large informal sector, and high immigration and emigration flows.

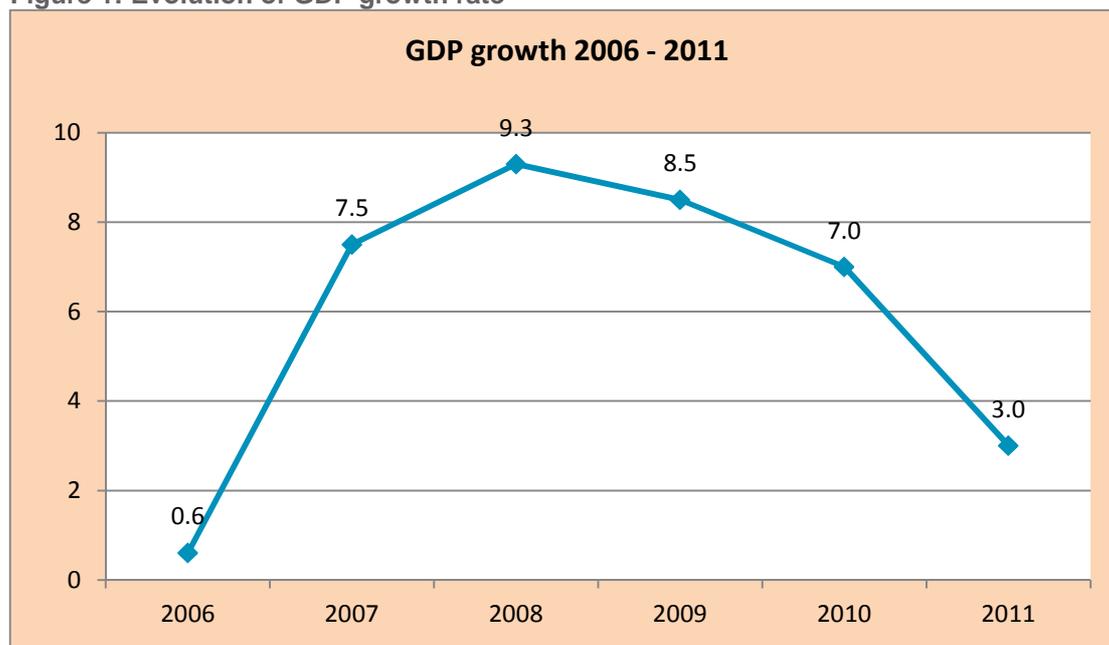
The VTE sector is faced with serious challenges. First, there are limited mechanisms for evidence-based policy and decision making, as a result of the lack of regularly updated data on education and training, and particularly on the labour market. Second, there is little involvement from social partners, particularly the business sector, and this increases the skills divide between supply and demand.

Lebanon is a small country (10 400 square kilometres) with a total population of 4.2 million people. It has lower population growth than other countries in the Mashrek region (0.7%, World Bank, 2010).

The political system is based on religious representation, a structure that is reflected at all levels. This balance of power, which was established to ensure stability in the country, sometimes delays and complicates the decision-making process and policy implementation. Nevertheless, Lebanese society is extremely flexible and dynamic, and possesses a strong entrepreneurial spirit.

The economy has been growing since 2000. GDP has increased since 2006, when it was 0.6%, to a high of 9.3% in 2008; it was 8.5% and 7.0% in 2009 and 2010 respectively (Figure 1). In 2011, GDP dropped dramatically to 3.0% and the forecast for 2012 is even worse. In parallel, GDP per capita has grown fairly rapidly, from USD 9, 857 purchasing power parity (PPP) in 2006 to USD 14 709 PPP in 2011 (World Bank). Lebanon's GDP per capita is by far the highest among MENA countries that are non-oil exporters. The services and banking sector constitutes more than 70% of the country's GDP, the industrial sector 20% and agriculture the remaining 10%. The trend is for a decrease in agriculture and industry in favour of the services sector. The major subsectors are commerce, tourism and financial services; others include health care and higher education. The industrial sector, privately owned, mainly consists of the production of cement, furniture, paper, detergents, cosmetics, pharmaceuticals, batteries, garments and processed foods.

**Figure 1: Evolution of GDP growth rate**



Source: Author's work on World Bank, online database, 2012. Last accessed 16 August 2012 at: <http://data.worldbank.org/indicator>

Despite the economic growth, the activity rate in Lebanon remains among the lowest in the Mediterranean region: in 2009 it was estimated to be 48% (Yaacoub and Badre, 2011). In the same year the unemployment rate was estimated to be 6% (10% for women and 5% for men). The informal sector is large, and there is still a strong dependence on family and community connections, particularly in the search for jobs. In a recent study carried out by the World Bank within the framework of its MILES<sup>2</sup> project, around 80% of the workers interviewed found their jobs through personal contacts.

Emigration is a key feature of Lebanese society, involving highly skilled workers in particular. It is difficult to estimate its scale as there are no official figures for the number of Lebanese workers living abroad. However, according to some rough calculations there are more than 10 million such workers if those of Lebanese origin are included (those who did not keep their nationality). Inward remittance flows amounted to around USD 8 billion in 2010 (World Bank, 2011).

Immigration is linked mainly to political factors: the majority of immigrants are Palestinian refugees (433 000 recorded by the United Nations Relief and Works Agency (UNRWA) in June 2011), followed by Iraqis (around 50 000). Foreign workers come mainly from other Arab countries and from Asia. Syrian workers have never been counted, but some NGO estimates and media reports refer to hundreds of thousands to half a million people. Outward remittance flow amounted to around USD 6 billion in 2009 (World Bank, 2011).

Small and medium-sized enterprises (SMEs) represent the predominant form of business in Lebanon, though there are no estimates indicating their contribution to GDP. The high level of flexibility of SMEs, together with the strong entrepreneurial spirit of the population and the solidity of the financial and banking sector, has protected Lebanon from the international economic crisis.

Despite the potential of SMEs to create employment, there is currently no support for SMEs nor a policy framework for their development. SMEs and microenterprises are not organised in a specific

---

<sup>2</sup> MILES is the World Bank's multi-year technical cooperation project in Lebanon.

formal association, although sectoral associations do exist. Industrialists are interested in a closer cooperation and relationship with the European Union (EU). They have requested an expansion of the Euro-Lebanese Centre for Industrial Modernisation and access to training facilities in order to upgrade the range of skills (technical, administrative, financial, marketing and entrepreneurial) required to increase their competitiveness (Chamber of Commerce, Industry and Agriculture of Beirut and Mount of Lebanon, 2012).

According to employers, labour regulations represent a barrier to hiring new workers. Within the MILES project, 95% of the firms interviewed said they would hire more workers if the current regulations did not exist. Social security contributions are the main reason for not hiring more workers, in addition to the mandatory costs for hiring and firing employees. It is estimated that a typical firm conceals 14% of its workforce and 15% of salaries to avoid labour regulations and social security contributions.

The limited dialogue with social partners and the business sector in particular remains a key problem in defining and implementing effective measures to address skills development and especially skills mismatch. In addition, there are no systematic school-to-work transition surveys, and only a few tracer studies and limited anecdotal evidence (the latest labour market studies date back to 2004). It is therefore difficult to analyse the relevance of the VTE provision to current economic and labour market needs, and to address the problem of skills mismatch, which has increased over the years. According to the results of the MILES survey, around 40% of workers are in jobs that do not match their skills. Despite increased awareness of the importance of cooperation between business and education, little progress has been achieved so far towards developing a clear policy framework leading to the concrete involvement of business representatives in the governance of VTE.

Lebanon participates and is fully engaged in the implementation of the Euro-Med Charter for Enterprises. This assessment has identified limited development on entrepreneurial learning in relation to both policy and delivery. In terms of skilled manpower in the business environment, Lebanon performs well in the fields of promoting trade skills for enterprises and managing the development of expanding businesses. In recent years the country has progressed towards making entrepreneurship a primary pillar of career guidance and counselling and has paved the way to the introduction of entrepreneurship as a key competence in general and vocational secondary education.

Women are relatively well represented in top management positions and self-employment. The percentage of firms in which women participate in ownership is 33.6%, almost double the regional average and at almost the same level as the average (34.8%) of all countries participating in Business Environment Enterprise Performance Survey (BEEPS)<sup>3</sup>.

## Responses of the VTE system and possible approaches to addressing the challenges

Public and private programmes and initiatives that tackle the different challenges of skills development, skills needs and skills mismatch in Lebanon are very fragmented. Hence, although on one hand they show effort and dynamism in addressing these problems, on the other they are not coordinated and not integrated in an overarching systemic labour market strategy. As a result they remain limited in their scope and effectiveness.

---

<sup>3</sup> Last available data 2009.

A number of initiatives that are identified as active labour market measures target job seekers in particular, and include traditional training courses, entrepreneurship skills development, and on-the-job training. The public programmes are managed by the National Employment Office (NEO), and international organisations, NGOs and private providers are also active in this field.

The NEO outsources the provision of public programmes to external training providers. The courses are of short duration, ranging from six to eight months, in a limited number of occupations. They tend to focus on low-level skills. As a result of the limited and outdated information on the labour market, the NEO has difficulty putting in place relevant responses to the labour market challenges in terms of skills provision and matching demand and supply. There is no regular, structured dialogue between the NEO and the social partners, and this makes the situation even more complicated. Furthermore, the NEO currently has only three offices across Lebanon, and its staff numbers have decreased from 35 in 2010 to 29 in 2012. The NEO training budget is LBL 500 million, with LBL 250 million allocated for people with disabilities. At the time of the drafting of this report, the informatics system of the three offices was not yet integrated; a Canadian International Development Agency (CIDA) project is currently financing the computer networking of the three offices and the creation of an integrated database by end of July 2012 (NEO, 2012). The cuts in the resources allocated to the NEO limits its institutional capacity to carry out its overambitious mandate.

In an ETF and World Bank research project (ETF and World Bank, 2006), it emerged that the acquisition of skills in SMEs and microenterprises is constrained by the low skill levels of owners and workers. Most skills are obtained via informal apprenticeships and on-the-job training in small workshops. Very few training programmes target those working for microenterprises. The most prominent are the training activities of the Community Development Centres managed by the Ministry of Social Affairs and certain NGOs (Kreitem, 2009). These centres offer basic skills training to individuals with low levels of education, especially women. For instance, the *Mouvement social* has its own training centre and also runs a large number of training courses (including for the NEO) throughout the country. This organisation has also started pre-vocational schools for 11–14 year-old students to help to familiarise them with certain occupations; these students work in informal microenterprises in preparation for future skills training. In South Lebanon, a group of NGOs has joined forces to create the Intensive Vocational Training Project. Training is based on regular courses offered by the seven participating training centres, but it is condensed into full-time (three-month) and part-time (six-month) courses.

There are currently limited opportunities and regulatory frameworks that facilitate partnerships for implementing training programmes between education, the business sector and civil society. The Ministerial Decree on the Organisation of Joint Projects regulates cooperation between the MEHE, civil society and enterprises. Under joint project agreements, the MEHE provides curricula, teachers and trainers, school administration services, operational expenses, equipment and other basic educational services, while the partner(s) provides school buildings, equipment and financial support. The project is managed by an executive committee representing both parties and chaired by a ministry representative. Within this framework 23 schools have been established around the country: three projects are with government agencies (the Ministries of Health, Tourism and Transport), nineteen are with NGOs, and one is the EU-funded agro-food school project, which has been the most prominent initiative undertaken to match vocational training and labour market needs on a sectoral and local basis.

In the field of education and business cooperation, over the past 15 years the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) has supported a model for the development of workplace-based qualifications. This is aimed at the development of professional practice in VTE in close cooperation with enterprises. Although this type of approach is appreciated by

business representatives, and has contributed to the development of the public–private partnership, to date the initiative remains limited (only around 1 500 students in 2011/12) and the new qualifications developed are marginal compared to other intermediate qualifications. The EU, through the ETF, has formulated a new specific intervention to consolidate the dual system, enhance the quality and expand work-based practice-oriented VTE in Lebanon.

Entrepreneurial learning is now gaining interest among VTE actors, particularly the MEHE. Among donor initiatives in this field, the most relevant is a project (2010–13) cofinanced by the ETF and the Italian Ministry of Foreign Affairs, and implemented in close cooperation with the International Labour Organization (ILO) Beirut and United Nations Educational, Scientific and Cultural Organization (UNESCO). Its objective is to integrate entrepreneurship into the secondary education and VTE national curricula and to raise awareness of the need to consider entrepreneurial learning as a key lifelong learning competence.

In 2007 the World Bank started a multi-year technical cooperation programme on labour markets. The project, called MILES and previously mentioned in this report, includes different components focusing on both the social security system and active labour market measures. It includes three operational levels aimed at:

1. building the information base (workers' survey and employers' survey);
2. technical work and policy analysis within sectors to improve the effectiveness and performance of the programmes;
3. policy coordination across sectors to avoid contradictions and exploit synergies.

Specific actions need to be put in place to collect updated information on the labour market and on the transition from education to work. Within the framework of the ongoing work on the new VTE strategy and action plan, specific mechanisms could be developed to integrate regular surveys and studies and make use of regular and more structured dialogue with the business sector to identify and answer skills needs.

## **C. EXTERNAL EFFICIENCY: ADDRESSING SOCIAL DEMANDS FOR VTE AND PROMOTING SOCIAL INCLUSION**

### **Main features of the social demands and related challenges**

The key social challenges include:

- limited access and equity, particularly in rural areas and for specific groups;
- low level of attractiveness of VTE for individuals;
- high youth unemployment and high inactivity rates, especially among women;
- large informal sector and growing influx of foreign workers in addition to Palestinian refugees.

As mentioned in the previous section, problems relating to quality and efficiency, as well as the mismatch between demand and supply, have a substantial impact on the population, particularly disadvantaged and vulnerable groups, who have fewer opportunities to integrate fully into society as active citizens.

As previously indicated in this report, Lebanese society places a high level of importance on quality education. The aspiration is often towards higher levels of education and the preference is for private education.

According to the United Nations Development Program (UNDP), 28.5% of the Lebanese population are poor and 8.0% live in extreme poverty (UNDP, 2009); 20.5% live between the upper and lower poverty lines. Poverty is concentrated in the north (53.0% of the population) and in the south (42.0% of the population). In Beirut the overall poverty rate is approximately 6% (excluding the southern suburbs).

Despite the high overall educational enrolment figures (99% in first grade), there are significant disparities, both geographically and in relation to educational level. According to the National Education Strategy 2010, the average net enrolment rate declines to 68.5% in intermediate education, which indicates that by the end of the elementary cycles; more than 30% of students have dropped out.

The general education stream serves around one million students. As indicated above, the education system is predominantly private. Around 60% of general education students are enrolled in private schools, 33.2% in public schools and 13.9% in NGO-managed schools. The geographical distribution of students reflects social territorial disparities. Students in the north are less likely to attend private educational institutions, as the majority cannot afford private education: overall, 34.7% are enrolled in private education, (only 4.6% among the poor and 60.1% among the non-poor). By contrast, in Beirut, where the poverty rate is lower, enrolment in private institutions is significantly higher (68.9%). Overall, only 11.5% of students who come from poor families can afford private education, in contrast with a total of 65.7% of students from better-off families.

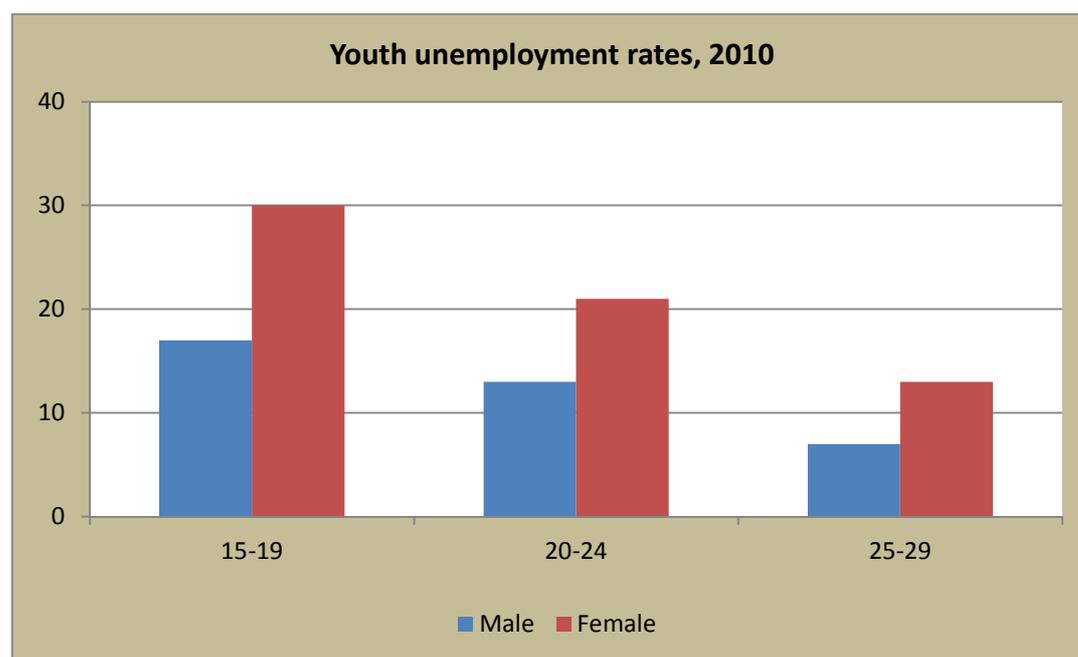
With regard to enrolment rates in secondary education, the highest is in Beirut and Mount Lebanon (over 50%). The lowest rate is in the south of the country (29.9%), where around 13.6% of students come from poor families.

Regional disparities in terms of educational attainment are also apparent. Illiteracy rates are highest in Bekaa (14.5%) and South Lebanon (12.4%). North Lebanon has the highest concentration of students who finish elementary education and then drop out (43.2%). Some villages in North Lebanon have drop-out rates higher than 65%. Students from poor households believe that the low quality of public education will offer them no better opportunities and bring no added value to their professional life and aspirations; these students tend to drop out and join the labour market.

In terms of higher education, it is estimated that overall one student in ten from poor families attains a higher education degree, with the percentage increasing to one student in four among more affluent families. Wealthier areas such as Beirut and Mount Lebanon have the highest ratios of university educational attainment (25.8% and 17.1% respectively).

Social disparities and social inequality in general are also reflected in unemployment rates. The youth unemployment rate (15–19 years) is 30% for females and almost 20% for males for 2010 (Figure 2), and 45% of the poor population have heads of household with lower than elementary education. Total unemployment is 14.9% among those who are poor, 14.0% among those classed as 'near poor', and only 6.7% among the better-off population. One poor young person in three with a university degree is unemployed, compared to one in five among the more affluent groups. In total, more than 40% of unemployed people live in extreme poverty (Kreitem, 2009).

Figure 2: Youth unemployment rate



Source: Author's work on Central Administration of Statistics Lebanon, *The Labour Market in Lebanon, Issue 01, October, 2011*. Last accessed 16 August 2012 at: [www.cas.gov.lb/images/PDFs/SIF/CAS\\_Labour\\_Market\\_In\\_Lebanon\\_SIF1.pdf](http://www.cas.gov.lb/images/PDFs/SIF/CAS_Labour_Market_In_Lebanon_SIF1.pdf)

Vulnerable groups that suffer from exclusion include working children and young people aged 10–19 (around 76 000), people with disabilities (around 75 000), agricultural workers (over 80 000), women, and unemployed people (90 000) (UNDP, 2009). It is difficult to estimate the actual number of people with disabilities. A UNDP study carried out soon after the civil war estimated that one Lebanese in ten was disabled (around 300 000 people in total). In 2007 around 70 000 people were registered for official disability cards with the Ministry of Social Affairs (Consultation and Research Institute, 2007).

For people with disabilities, access to equal education and employment opportunities is extremely limited: 38% of people with disabilities are illiterate, only 5% attain secondary education, and only 2.9% graduate from university. Inactivity rates remain high, with around 45.8% unable to work and not receiving any type of income. As a result these individuals are obliged to live in poverty and are increasingly marginalised. The Social Action Plan (2007) reports that the poverty rate among people with disabilities is three times higher than the overall national rate.

The gender gap index rank is 116 (World Economic Forum, 2010). This gap is also an issue for employment, with the unemployment rate in 2009 estimated to be 6% overall, 10% for women and 5% for men. The highest unemployment rates were recorded among young people under the age of 30 (30% for women and 17% for men). A higher proportion of young women than young men are in work (in the under-35 age group, 52% of women are employed compared to 38% of men). Some 43% of working women hold a university degree compared to 20% of men (Yaacoub and Badre, 2011).

In spite of their long-standing presence in Lebanon, Palestinian refugees remain excluded from key facets of social, political and economic life in the country. General living and environmental health conditions for these individuals are therefore extremely unfavourable. In 2010 an EU-funded study undertaken by the American University of Beirut highlighted that over two-thirds of Palestinians residing in Lebanon are poor (subsisting on less than USD 6 per day), while 6.6% live

in extreme poverty (less than USD 2.17 per day). However, some reform initiatives have been implemented, including the establishment of the Lebanese Palestinian Dialogue Committee, the decree of the Minister of Labour that gives Palestinian refugees the right to work in 70 professions, the legal amendments to the labour and social security laws approved by the Lebanese Parliament on 17 August 2010, and the commitment of the Government to reconstruct Nahr el-Bared Camp<sup>4</sup>. Between 2011 and 2012, the ETF has supported the EU Delegation in Beirut to design a project to enhance employability among the Palestinian refugees through the provision of TVET programmes, accreditation requirements and the development of employment service centres.

The VTE system in general has limited attractiveness in Lebanon and its image within the society remains low. There are several reasons that contribute to this. The VTE curricula need updating and the existing mechanisms to update curricula should be improved and involve more the business sector. The contribution of the business sector would help to make curricula more relevant and more competitive in the labour market especially in rapidly evolving sectors. Students and parents generally consider that VTE qualifications do not add value to their professional and personal development and do not aspire to VTE related occupations. Vocational education is seen as a last chance for students who fail in general education and who, in most cases, are not even in a position to select a training path appropriate to their capacities and potential. There is very little career guidance for young students that would help them in making effective choices for their professional career and individual progression.

VTE offer should increase practical training. At present the current budget does not allow to have modern labs and workshops. In parallel, it remains very difficult to ensure structured workplace training for students and trainees. Teachers in VTE tracks should also be regularly trained and updated in order to offer adequate practical training to students.

## Responses of the VTE system and possible approaches to addressing the challenges

### Reform curricula

Starting from 2010, the Ministry of Education and Higher Education has engaged in the development of a national qualifications framework (NQF) and requested ETF support to facilitate this process. This initiative will bring more transparency and coherence in the existing system and will also offer the opportunity to reflect on the way qualifications are defined and delivered, on the content of curricula, on modalities to increase the involvement of the different VTE actors including social partners and the private sector. This process with the on-going World Bank enterprise skills analysis project constitute an opportunity to develop a clear certification process, implement quality-assurance standards, and incorporate a system that will recognise prior learning and experience. The Higher Committee for Curricula met four times in 2012, demonstrating the increasing importance being placed on curricular reform and on the need to develop new curricula and withdraw obsolete ones.

### Improve equity

Law No 220/2000 regulates access for people with disabilities. All public buildings, establishments and spaces must be correctly equipped to facilitate access. In addition, large institutions in both the public and private sectors must ensure that at least 3% of their employees are individuals with a disability. This law has facilitated the integration of those with disabilities into society. The current

---

<sup>4</sup> In the absence of access to public services and infrastructure, the UNRWA is responsible for coordinating the provision of education, health, relief and social services and the delivery of infrastructure within each of the 12 camps in Lebanon.

situation could improve in the future thanks to a new strategy on equity and equal opportunities which is under preparation.

A constructive dialogue should be sought with the community of people with disabilities in order to address the issues and improve integration and inclusion. Approaches could include identifying occupations that can be filled by people with disabilities, and developing special programmes to meet needs that arise.

There are currently no systems to provide those with low or limited savings capacities with subsidies such as a minimum pension guarantee, contributions to health and unemployment insurance systems, and training and job search vouchers.

### **Understanding and addressing real skills needs**

Mechanisms for analysing labour market needs as well as training needs need to be improved. Regular labour market surveys should be carried out in order to establish a robust labour market system. The MEHE should conduct annual tracer studies to look at specific groups of people in order to determine how successful graduates are in finding and keeping jobs, and to assess the relevance and responsiveness of the VTE system to labour market demand. The extent to which VTE system outputs match the skills demanded by the labour market should be continuously monitored. The results of these studies could contribute to the implementation of reforms to enhance the training offer for unemployed people in terms of reskilling, upskilling and continuing training. Lifelong learning should be enhanced to make it more systemic and relevant.

In addition, the MEHE should establish a close relationship with the NEO, the Ministry of Labour, the Ministry of Social Affairs, the social partners and other government training providers in order to coordinate training, develop a national occupational and industrial classification system, and set up a labour market information system.

### **Addressing adult learning**

Specific studies could be conducted to better understand the persistent high rate of inactivity in Lebanon, as well as the high rate of adult illiteracy. The most important initiative targeting adult learning is the three-level 'For a better life' literacy programme run by the National Committee for Illiteracy and Adult Education. According to the committee's statistics, over the past 10 years 24 939 participants (around 6 112 of them women) have benefited from this programme. However, the bulk of adult learning is left to the private sector and civil society, supported in many cases by international organisations, which provide a range of adult learning programmes of vocational and more general character. This programme represents an example of good practice that could be expanded and made more sustainable.

## D. INTERNAL QUALITY AND EFFICIENCY OF INITIAL AND CONTINUING VTE DELIVERY

### Main features of internal VTE efficiency and related challenges

The main requirements in terms of improving internal quality and efficiency include:

- a more articulated VTE strategy;
- curricular reform;
- enhancement of the quality of teaching staff;
- improvement and enforcement of quality-assurance mechanisms.

The recently established action plan for VTE for 2011–14 should address some of the challenges highlighted in this section.

The education system is highly centralised. The administrative laws regulating the education system date back to 1959 and require updating. The administration is not computerised to a sufficient extent, making it difficult to plan and monitor resources in a fast and efficient way. There are no pedagogical manuals, and there is sometimes too little detail given on the content of curricula.

The current quality-assurance mechanisms for the certification of new public and private institutions and programmes should be streamlined and reinforced. The administrative procedures for accrediting or licensing private VTE providers should be modernised to meet the standards of a modern VTE system. Currently, the national examination, which is administered by accredited and regulated assessment centres, represents the only control mechanism in VTE. This quality-control system should be incorporated into the overall qualification design and accreditation process in order to create a comprehensive system that will integrate all the stages of the quality-control process. This is one of the aims of the ongoing NQF project.

As mentioned in previous sections, curricula need to be reformed and updated to ensure their relevance to labour market needs. Work to reform curricula was undertaken in 1993, and the Curricula Commissions and the Higher Committee for Curricula have met regularly since then. However, there is a need to implement a more consistent and coherent system-wide curricular reform for technical secondary education with the involvement of all responsible actors in VTE. The MEHE commissioned a group of academics in each specialism to develop 56 curricula for the *bac technique* and *technicien supérieur* levels. The work did not take into consideration the occupational profiles or any skills needs analysis. The resulting curricula were 70% academically based and lacked information on skills and competence development (including practical skills). Furthermore, the curricula developed did not incorporate educational and quality standards, nor did they include any pedagogical support, students' material, learning resources or teachers' manuals. The definition of the content and the selection and use of teaching materials was left to the teachers, with very few guidelines.

Another round of curricular updating took place in 2001, though this did not impact on the quality of curricular delivery. Teachers' guides and students' manuals have never been produced, and there are no effective evaluation tools for measuring students' learning outcomes. There are limited standardised curricula for the training programmes offered by private schools, and the quality-control mechanisms and the standardised requirements for their certification need to be enhanced.

As previously mentioned, a major curricular reform would require an enormous effort in terms of time and resources, and represents one of the areas in which the MEHE will need more support<sup>5</sup>.

As a result of the contractual conditions of VTE teachers and the limited mechanisms available for evaluating their performance, teaching quality very much depends on the commitment and interest of each individual. This leads to very uneven and unbalanced results in students' learning achievements.

The professionalisation of the teaching profession is a long-standing problem in Lebanon's education and training system. The distribution of teachers across subjects is uneven. There are no performance-based incentives, nor any effective system for evaluating teachers' performance. There are no laws and no regulatory framework defining the mechanisms for contracting teaching staff. In 2010/11, 90% of teachers were part-time and only 10% full-time (CERD, 2010/11).

In 2010/11 there were 1 052 teachers employed full-time, which amounted to a total of 2 968 054 teaching hours (CERD, 2012). The maximum number of working hours per week is 20.

While the teacher/student ratio is estimated to be 1:26 in the private VTE sector, it is difficult to determine the real ratio in the public sector. Some estimates use the following criteria:

- number of contracted teachers;
- number of contracts signed by each teacher;
- number of teaching hours allocated to each contracted teacher.

These calculations result in a ratio of 1:9. If estimates are based only on the numbers of students and teachers, without taking into account the maximum quota of hours per week, the ratio is 1:3. There were some extreme cases in which schools had a teacher/student ratio greater than 1:2. Most of the contracted teachers and trainers have academic backgrounds, and a large proportion of those contracted on a yearly basis are recent university and *technicien supérieur* graduates. The employment of teachers on temporary contracts is not fully controlled by any qualifications standards. Political loyalty and family ties can play an important role in the choice of contracted teachers.

The level of training for teachers and trainers entering the profession is considered to be inadequate for the delivery of modern VTE programmes. Initial teacher training implemented by the national teacher training institution for technical education (Institut pédagogique national de l'enseignement technique (IPNET)) has not been adapted to VTE curricula. Furthermore, trainers often lack the necessary experience in industry to enable them to deliver appropriate practical training. Continuing teacher-training programmes are limited and need to be improved.

There are two types of VTE private providers, non-profit and for-profit VTE schools. The non-profit private VTE schools are mainly run by charitable and social work NGOs who operate them as social development and poverty reduction activities. These NGOs are mostly community based, with strong regional and religious ties. NGOs have been the developers of this sector since the 1950s, even before the government stepped in with the creation of DGVTE. Over 300 private VTE schools are operating in Lebanon, some with little more than a single classroom and a few instructors. The larger for-profit private VTE schools are concentrated around the major cities and population centres, and offer highly competitive training. Some belong to European or North

---

<sup>5</sup> The EU delegation in Lebanon has shown interest in contributing to the reform of VTE curricula (ETF–EU delegation meeting, July 2012).

American networks and provide internationally recognised degrees and certificates guaranteed by recognised quality-control systems and credentials.

## Responses of the VTE system and possible approaches to addressing the challenges

The VTE action plan 2011–14 addresses most of the system's deficiencies in terms of internal efficiency and quality.

The Quality Education for Growth strategy framework has established a number of priorities relating to the quality and relevance of education in VTE. These include the creation of a system for evaluating curricula and outcomes, and the development of standards for quality assurance and control. The key element of this strategy is the reform of curricula, which includes the application of a competence-based approach. The work has begun, and the ETF, in parallel, is supporting the design of a Lebanese NQF. Coordination will be necessary between the curriculum working group and the NQF working group.

The reform should also include a review of programmes and the number of certificates and specialisms, and the modernisation and development of curricula, including lifelong learning programmes for adults and individuals who have dropped out of education.

At a press conference in October 2011 the Minister of Education and Higher Education mentioned the creation of a quality-assurance system that would include the draft of two laws to reorganise IPNET and to establish an equivalence committee. A team of administrators and pedagogues are working on reviewing the regulation that governs the principles and terms of establishing new private VTE establishments. This initiative includes the reorganisation of VTE teaching staff employed by the government and of the principles and conditions for nominations to fill vacancies through a process of open competition.

As previously mentioned, work is ongoing to develop policy guidelines, instruments, structures and procedures to facilitate the harmonisation and transparency of qualifications. In parallel, the MEHE is developing and putting in place mechanisms to compare qualifications in order to create pathways and progressions between different educational sectors. The decree reforming *technicien supérieur* and *licence technique* was approved on 27 June 2012. This reform also envisages the opening of pathways towards higher levels of professional education.

A new law is currently being discussed to recruit more full-time teachers and reduce the reliance on part-time teachers. The action plan includes measures to employ more high-quality teachers and trainers with relevant practical work experience, and the introduction of in-service and continuing training programmes.

It is recognised that the reform needs to involve the business sector and all relevant stakeholders in the VTE sector in order to achieve an overall enhancement of the quality and relevance of VTE provision. Elements more directly related to the internal efficiency of the system include, for example, the geographical redistribution of schools and specialisms to achieve economies of scale in terms of resources and trainers. VTE institutions should be well maintained and suitably equipped to deliver high-quality education and training to a wide range of students, the business community and other interested populations.

With regard to the private education sector, as mentioned above, a specific regulation should be put in place to ensure that private VTE schools fulfil accreditation standards. Their services should be maximised, but at the same time they must conform to the regulations of the public VTE

system. Partnerships between the private and public schools should be encouraged in order to improve dialogue and exchange expertise.

It is also recommended that flexible legislative frameworks be put in place to develop and enhance partnerships with NGOs. The private sector should be given incentives to finance and support specialised VTE schools and training facilities.

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

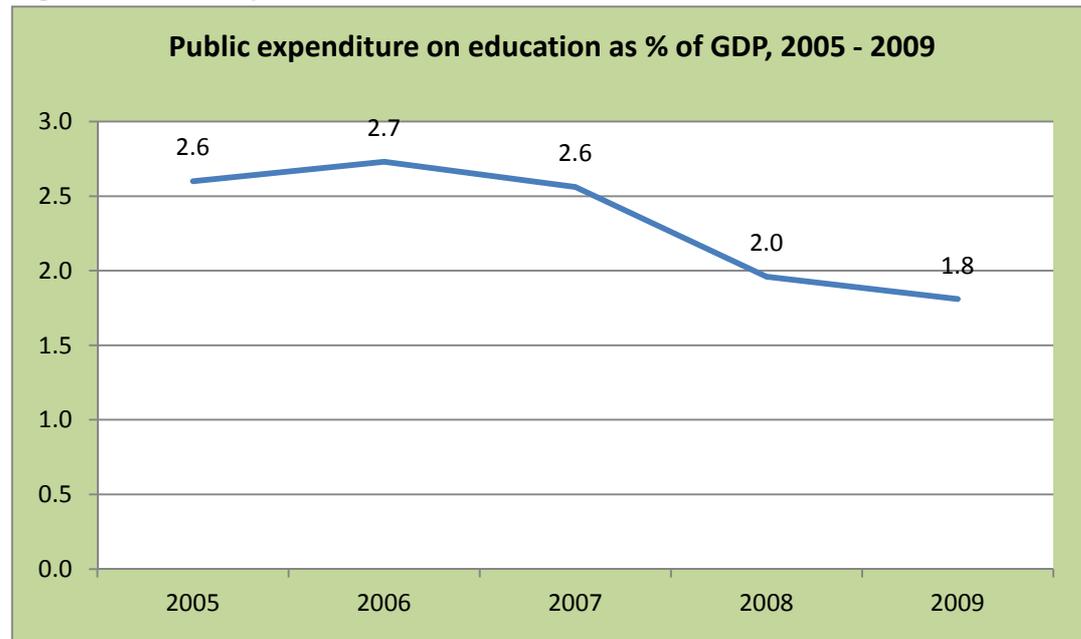
### **Main features of VTE governance and related challenges**

The current legislative framework governing VTE in Lebanon restricts the contribution of national bodies and stakeholders to the development of policies and strategies. Strong centralised governance isolates VTE institutes from their local communities. The rigid education and training system, which has not changed since VTE was first established in Lebanon, makes it difficult for stakeholders to contribute to the planning and implementation of VTE programmes. As a result, the contribution of stakeholders is very limited and planning is generally left to the public administration.

The education sector in Lebanon is overseen by the MEHE and provision is predominantly private. The private provision and financing of education is widespread, and is offered by both subsidised and non-subsidised private schools. The proportion of students enrolled in public schools has been decreasing over the past decade. Higher education is provided at the Lebanese University and 45 other institutions.

In the VTE subsector around 60% of students are enrolled in private schools (more than 300 schools) and the remainder in the 117 public schools (CERD, 2010/11). The major portion of the budget for public VTE is provided by the government, but no information is available for the amount provided in relation to the overall government budget. Public expenditure on education as a percentage of GDP (Figure 3) was 1.8% in 2009 for International Standard Classification of Education (ISCED) levels 2, 3 and 4 (UNESCO Institute for Statistics). This low level of expenditure should not be misinterpreted, as the private sector and private expenditure play a key role in the country (accounting for 70% of spending on primary education, 60% on secondary education and VTE, and 50% on universities); this is mainly linked to the view of education as an investment for future migration.

**Figure 3: Public expenditure on education as % of GDP**



Source: Author's work on UNESCO Institute of Statistic, UIS data centre online database, 2012. Last accessed 16 August 2012 at: [http://stats.uis.unesco.org/unesco/TableViewer/document.aspx?ReportId=143&IF\\_Language=eng](http://stats.uis.unesco.org/unesco/TableViewer/document.aspx?ReportId=143&IF_Language=eng)

In 2001 the Ministry of Vocational Education was merged with the Ministry of Higher Education, although integration of the DGVTE into the new ministry has been limited. VTE administration, organisation, schools, curricula, teachers and data are all managed separately and do not share the same building. The following are the main actors involved in the VTE administration.

- The DGVTE manages the public and private VTE offer. It includes the following departments: technical education, vocational training, control and exams, information systems and statistics, management and implementation, accounting and auditing, and the regional educational departments (schools, institutes and training centres).
- The Higher Council for VTE is an advisory body chaired by the Minister of Education and Higher Education. Its members represent the various educational sectors in the country, other ministries, public administration bodies and the private sector. The role of the council is to formulate policy and develop strategies for the VTE sector. However, the Council is currently not operational.
- The Curricula Committee is composed of civil servants and chaired by the Director General of VTE. The committee supervises the curriculum development process, though operations are mainly administrative and have no links to the private or productive sectors.
- The internal fund to support schools comprises budget surpluses from large schools that are allocated to support smaller schools. The fund's managing board is chaired by the Director General of VTE and the members are heads of department of the DGVTE.
- The Centre for Educational Research and Development (CERD) is responsible in law for the development of strategy, curricula, programmes and planning for the educational sector as well as the training and upgrading of human resources and all related tasks. The body comes under the jurisdiction of the MEHE. In practice, during the past 10 years the CERD has concentrated on the general education sector, using a hands-on approach to develop and update curricula and upgrade human resource programmes.

- IPNET was founded in 1965 under the MEHE and DGVTE with a mission to provide pre-service and in-service training for VTE teachers. IPNET is currently providing few initial and continuous training programmes.

The DGVTE lacks the human and financial resources to manage the whole VTE system. It has a total of 80 employees, both civil servants and temporary staff, who are responsible for the management of all operations, including maintenance and facilities management. The management of schools is centralised, including decisions on day-to-day issues. Schools have financial autonomy only for their running costs, except for hospitality schools, which can make a profit and decide on investments. The strongly centralised structure and the limited flexibility in both decision making and financial management isolate schools from the needs of their local environment and communities.

Planning is also managed centrally and with no involvement from the business sector, which is particularly critical in this important phase of the programming cycle. This contributes to the widening of the gap between supply and demand in the labour market.

The level of financial and technical participation of the business sector in the skills development process is limited, and any interaction that does occur must be administered through central management. In practice, approaches and incentives to involve the business sector in VTE governance and management have so far failed. Despite the fact that legislation requires employers to provide training opportunities for their employees, this does not happen. Most Lebanese enterprises, except those in the banking sector, receive no incentives to invest in human resources. Moreover, most enterprises are family-owned businesses that are fighting for survival. Companies do not generally see any return on investment when they invest in training, and they generally lack a long-term vision for human resource development.

## Responses of the VTE system and possible approaches to addressing the challenges

As previously mentioned, the new Minister of Education and Higher Education, Prof. Hassan Diab, declared the urgency and importance of modernising the VTE sector and of reviewing its academic and administrative structure.

Any desired advancement of VTE cannot be achieved unless the MEHE ensures that the modernisation of the management of educational affairs is achieved, and that partnerships with all those concerned with VTE are forged.

As for resources, the MEHE is working to computerise all the units of the DGVTE and to computerise examinations, equivalencies and school data systems.

In addition, special committees are reviewing the regulations for the vocational classification of the certificates of technical education.

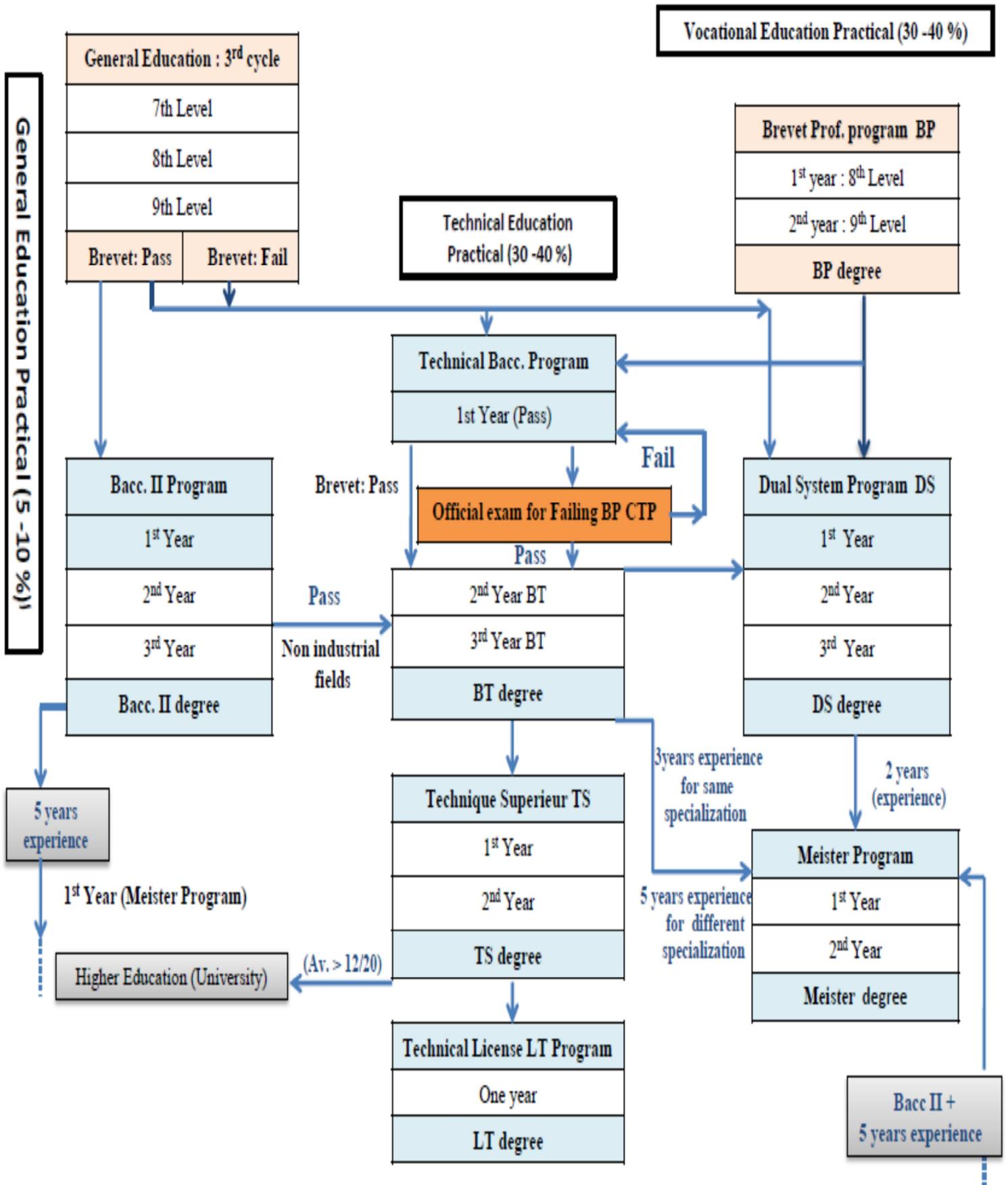
The main priorities, highlighted by Torino Process, for improving VTE governance and financing in the VTE system are as follows.

- VTE policies and strategies guided by socioeconomic needs should be developed by a national body composed of key agencies and stakeholders under the supervision of the MEHE. In this respect it is suggested that the Higher Council for VTE, which is currently not operational, be reactivated.

- A unit for VTE planning and development should be created at the MEHE. This unit would be in charge of developing plans and projects and would orient the development of VTE through studies and research involving all sectors of the economy.
- Greater autonomy should be introduced to create a more decentralised system and increase the role of business interests (employers) and local authorities in the administration and financing of schools, in order to ensure that they fulfil the needs of the community.
- The MEHE should work with the business sector to set up sectoral councils. These bodies would play a leading role in the development of sectoral VTE policies.
- The use of available financial resources should be optimised and greater emphasis placed on developing cost-recovery mechanisms and self-funding resources.
- Legislation is needed to allow greater involvement from and investment opportunities for the business sector. A more participatory approach should be promoted, allowing employers' groups and the business sector to contribute to the governance of VTE and to the identification of skills needs.
- Donor coordination in the field of education and training should be enforced in order to coordinate interventions, avoid overlap and ensure that interventions are developed in close consultation with the MEHE and in line with strategic and policy priorities.

# ANNEXES

## Annex 1. New structure of the VTE system



## Annex 2. Governance matrix

Elements or functions within a VET system	Authority		Competences		Resources		Accountability
	Who are the actors legally in charge of this function?	Have roles <sup>6</sup> and responsibilities been adequately defined?	Do actors have the technical competences	or what is needed to fulfil this function?	Do actors have adequate financial and human resources	or what is needed to fulfil this function?	In what way are the actors in charge made accountable for the work done?
<b>Policies and legislation</b>							
Defining national VET policies	DGVTE MEHE Higher Council for VTE (non-active) CERD (non-active)	Role and responsibilities are not well defined and should be further clarified	Relatively	HR technical and administrative competences	Not enough to achieve strategic objectives	More financial and human resources A closer cooperation with the business sector	Minister supervision
Defining national employment policies	NEO NEO Governing Board	Yes	Relatively	Technical expertise	No	More financial and technical resources (experts) A closer cooperation with the business sector	NEO Governing Board Minister
Monitoring national VET policies	DGVTE	Yes	Relatively	Training on HR More cooperation with the VTE private providers	No	Human resources Financial support	MEHE Civil Service Board Court of Audit Central Inspection
Monitoring national employment policies	Ministry of Labour	Yes	Relatively	Technical expertise	No	More financial and technical resources (experts) A closer cooperation with the business sector	NEO Governing Board Minister Impact on budget (reductions)
Legislation for VET (both initial and continuing)	DGVTE MEHE Ministry of Labour	Yes	Yes	Good practice and experts Cooperation with private providers	Relatively	Human resources	MEHE Civil Service Board Court of Audit Central Inspection Parliament

<sup>6</sup> Actors could have decision-making, advisory or executive roles.

Elements or functions within a VET system	Authority		Competences		Resources		Accountability
	Who are the actors legally in charge of this function?	Have roles and responsibilities been adequately defined?	Do actors have the technical competences	or what is needed to fulfil this function?	Do actors have adequate financial and human resources	or what is needed to fulfil this function?	In what way are the actors in charge made accountable for the work done?
<b>Qualifications and curricula</b>							
National, sectoral or regional skill or training needs analyses	DGVTE	Relatively	No	Training and closer cooperation with the business sector and social partners	No	Experts and financial support	MEHE DGVTE
Designing a list of occupations	NEO through a steering committee (now stopped) and labour market	Yes	Relatively	More technical expertise	No	Technical experts and financial resources	NEO
Definition or revision of standards/ qualifications	DGVTE and CERD (not active in VTE)	Yes	Relatively				MEHE
Development or revision of curricula (all kinds)	DGVTE and CERD Curricula Committee	Relatively	60%	Training Closer involvement of the business sector	No	Technical expertise from the business sector	MEHE
<b>Teachers and trainers</b>							
Pre-service training and induction of VET teachers	IPNET DGVTE	60%	60%	Training	No	Experts and financial support	MEHE
Recruitment of teachers	DGVTE MEHE	Yes	70%	Good practice and experts Enhanced system for the selection of teachers and trainers	50%	Experts and financial support to improve existing recruitment processes	MEHE DGVTE Civil Service Board
In-service training of VET teachers	IPNET DGVTE Private sector	40%	50%	A progression path designed for every teacher with constant evaluation	50%	Experts and financial support	MEHE Civil Service Board Court of Audit Central Inspection
Teacher appraisal and career development	DGVTE School directors Central Inspection	60%	50%	Capacity building Training	No	Experts and financial support	MEHE DGVTE Central Inspection

Elements or functions within a VET system	Authority		Competences		Resources		Accountability
	Who are the actors legally in charge of this function?	Have roles and responsibilities been adequately defined?	Do actors have the technical competences	or what is needed to fulfil this function?	Do actors have adequate financial and human resources	or what is needed to fulfil this function?	In what way are the actors in charge made accountable for the work done?
<b>VET providers</b>							
Network of providers of initial VET	DGVTE Private sector	Yes	70%	More experience Continuing training Updated curricula	Relatively	Experts and financial support	MEHE Civil Service Board Court of Audit Central Inspection
Network of providers of continuing VET	NEO Ministry of Social Affairs	No	NA	More experience Continuing training Updated modules	Relatively	Strategy for continuing training (adult learning) Human resources	MEHE Civil Service Board Court of Audit Central Inspection
Planning VET programmes and student numbers	DGVTE CERD	Relatively	60%	More experience Closer cooperation with the business sector	60%	Experts and financial support and reactivation of the Higher Council for VTE	MEHE DGVTE
Planning budgets for vocational schools	DGVTE Directors of private vocational schools	Yes	70%	More experience Closer cooperation with the business sector	60%	Experts and financial support	MEHE DGVTE
Dealing with school expenses (managing school budgets)	DGVTE Schools directors (for running budget only)	Yes	60%	Training	50%	Experts and financial support	MEHE DGVTE
<b>Learning materials and equipment</b>							
Learning materials	DGVTE CERD	60%	60%	Training and greater involvement of the business sector	50%	Experts and financial support	MEHE DGVTE
Workshop equipment	DGVTE	Yes	50%	Experts and greater involvement of the business sector	50%	Experts and financial support	MEHE DGVTE

Elements or functions within a VET system	Authority		Competences		Resources		Accountability
	Who are the actors legally in charge of this function?	Have roles and responsibilities been adequately defined?	Do actors have the technical competences	or what is needed to fulfil this function?	Do actors have adequate financial and human resources	or what is needed to fulfil this function?	In what way are the actors in charge made accountable for the work done?
<b>Practical learning sites</b>							
Liaison with employers	DGVTE Schools Higher Council for VTE	No	No	Creation of a unit	No		
Practical training places within companies	DGVTE Schools	No	No	Creation of a unit	No		
Apprenticeships							
<b>Assessment and certification</b>							
Assessment of students' skills	DGVTE	65%	65%	Expert training	60%		
Issuing certificates	DGVTE	Yes	Yes	Yes	70%		
<b>Monitoring and impact</b>							
Monitoring the quality of VET provision	Central inspection	Yes	60%	Creation of a unit	50%	Experts and financial support	MEHE Civil Service Board Court of Audit Central Inspection
School-to-work transition surveys or tracer studies for graduates							

Elements or functions within a VET system	Authority		Competences		Resources		Accountability
	Who are the actors legally in charge of this function?	Have roles and responsibilities been adequately defined?	Do actors have the technical competences	or what is needed to fulfil this function?	Do actors have adequate financial and human resources	or what is needed to fulfil this function?	In what way are the actors in charge made accountable for the work done?
<b>Research and innovation</b>							
Research and innovation, incl. the transfer of innovations from pilot to system level							
<b>Donor coordination</b>							
Efficient coordination of donors in VET							

### Annex 3. List of key indicators Torino Process 2012

#### External efficiency

Indicator	Year	Lebanon
Total population (million)	2011	4.3*
Annual population growth (%)	2011	0.8
Share of 15-24 in the total population (%)	2011	17.7*
Total dependency rates (%)	2011	46.1
Young dependency rates (%)	2011	35.3
Old dependency rates (%)	2011	10.7
Global Competitiveness Index (rank, out of 144)	12/13	91
Annual GDP growth (%)	2011	3.0
GDP per capita, PPP (current international \$)	2011	14709
Agriculture, value added (% of GDP)	2011	6.2
Industry (incl. construction), value added (% of GDP)	2011	21.4
Services, value added (% of GDP)	2011	72.4
Share of employed in agriculture (%,15+)	2009	6
Share of employed in industry (incl. construction) (%,15+)	2009	21
Share of employed in services (%, 15+)	2009	73
Activity rates (%,15+)	2009	48
Activity rates, female (%,15+)	2009	23
Employment rates (%,15+)	2011	47.6
Employment rates, female (%,15-64)	2007	21.1
Unemployment rates (%,15-64)	2009	6
Unemployment rates, female (%,15-64)	2009	10
Youth unemployment rates (%, 15-24)	2011	md
Youth unemployment rates, female (%, 15-19)	2009	30
Completion of at least upper secondary education (%, total aged 3+)	2007	31.67
Adult literacy rates (%, 15+)	2007	89.6
Adult literacy rates, female (%, 15+)	2007	86
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	Lebanon
Participation in VET (% of upper secondary)	2010	27.4
PISA results - % of students at proficiency level 1 or below in reading	2009	n/a
PISA results - % of students at proficiency level 1 or below in science	2009	n/a
PISA results - % of students at proficiency level 1 or below in mathematics	2009	n/a
Dropout rates in upper secondary VET	2011	md
Student–teacher ratio in upper secondary VET	2011	md

### Governance and finance

Indicator	Year	Lebanon
Public expenditure on education (% of GDP)	2009	1.8
Public expenditure on upper secondary VET (% of total education spending)	2011	md

Sources: World Bank, Eurostat, United Nations Development Programme, World Economic Forum, Organisation for Economic Cooperation and Development, UNESCO Institute of Statistics, MEDA-ETE, Central Administration of Statistics – Lebanon.

Notes: (\*) estimated; md = missing data; n/a = not applicable.

## ACRONYMS

BEEPS	Business Enterprise Environment Performance Survey
CERD	Centre for Educational Research and Development
CIDA	Canadian International Development Agency
DGVTE	Directorate General for Vocational and Technical Education
ETF	European Training Foundation
EU	European Union
GDP	Gross domestic product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
ILO	International Labour Organisation
IPNET	Institut pédagogique national de l'enseignement technique
ISCED	International Standard Classification of Education
LBP	Lebanese pound
MEHE	Ministry of Education and Higher Education
MENA	Middle East and North Africa
NEO	National Employment Office
NGO	Non-governmental organisation
NQF	National qualifications framework
OECD	Organisation for Economic Cooperation and Development
PPP	Purchasing power parity
SME	Small and medium-sized enterprise
TVET	Technical and vocational education and training
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNRWA	United Nations Relief and Works Agency
VET	Vocational education and training
VTE	Vocational and technical education

## BIBLIOGRAPHY

Central Administration for Statistics and United Nations Development Programme (UNDP), *Living Conditions of Households 2007*, Beirut, 2008.

Chaaban, J., 'Labour markets performance and migration flows in Lebanon', *Labour Markets Performance and Migration Flows in Arab Mediterranean countries: Determinants and Effects*, European Economy Occasional Papers 60, Vol. 4, Directorate-General for Economic and Financial Affairs Publications, Brussels, 2010.

Chamber of Commerce reports and publications, 2010 and business chronicle 2011.

Chamber of Commerce, Industry and Agriculture of Beirut and Mount of Lebanon, *The Business Chronicle*, 2012.

CERD (Centre for Educational Research and Development), *Annual Education Report*, 2011-12.

DGVTE and MEHE, *Annual Report*, 2011-12.

ETF (European Training Foundation), *Country Analysis 2005: Lebanon*, ETF, Turin, 2005.

ETF (European Training Foundation) and World Bank, *Reforming Technical Vocational Education and Training in the Middle East and North Africa: Experiences and Challenges*, Office for Official Publications of the European Communities, Luxembourg, 2006.

European Commission, Organisation for Economic Cooperation and Development (OECD) and European Training Foundation (ETF), *Report on the implementation of the Euro-Mediterranean Charter for Enterprise*, Office for Official Publications of the European Communities, Luxembourg, 2008. Last accessed 28 February 2013 at:  
[http://ec.europa.eu/enterprise/policies/international/files/2008\\_report\\_charter\\_en.pdf](http://ec.europa.eu/enterprise/policies/international/files/2008_report_charter_en.pdf)

European Commission, *European Neighbourhood and Partnership Instrument Republic of Lebanon: National Indicative Programme 2011-2013*, 2011. Last accessed 28 February 2013 at:  
[http://ec.europa.eu/world/enp/pdf/country/2011\\_enpi\\_nip\\_lebanon\\_en.pdf](http://ec.europa.eu/world/enp/pdf/country/2011_enpi_nip_lebanon_en.pdf)

Ghani, A., European Training Foundation, *Education and Business Study: Lebanon*, ETF, Turin, 2010.

Karam, G., 'Vocational and technical education in Lebanon: strategic issues and challenges', *International Education Journal*, Vol. 7, No 3, 2006, pp. 259-72.

Kreitem, B., European Training Foundation, 'Study on adult learning in the MEDA region: Lebanon country report', ETF, Turin, 2009.

Laithy, H., Abu-Ismaïl, K. and Hamdan, K., *Poverty Growth and Income Distribution in Lebanon*, Country Study No 13, International Poverty Center, Brasilia, 2008.

Martín, I. and Bardak, U., European Training Foundation, *Union for the Mediterranean Regional Employability Review*, Publications Office of the European Union, Luxembourg, 2012.

MEHE (Ministry of Education and Higher Education), *Joint Projects Organisation*, Ministerial Decree 326/2005, MEHE, Beirut, 2005.

MEHE (Ministry of Education and Higher Education), *National Education Strategy in Lebanon: strategic plan document*, MEHE, Beirut, 2006.

MEHE (Ministry of Education and Higher Education), *Quality Education for Growth: National Education Strategy Framework and Education Sector Development Plan (general education): 2010–2015*, MEHE, Beirut, 2010.

MEHE (Ministry of Education and Higher Education), 'Vocational training and employment project document: agro-food school of Qab Elias 2008–2010', MEHE, Beirut, 2010.

Republic of Lebanon, Presidential Decree No 5768, 23 December 1960, and Amendment Decree No 16980, 1964 on 'Establishing a Higher Council for Vocational and Technical Education', Beirut.

Republic of Lebanon, *Social Action Plan: towards strengthening social safety nets and access to basic social services*, Beirut, 2007.

European Commission, *Higher Education in Lebanon*, Tempus Office, 2009.

UNESCO Institute for Statistics, UIS data centre. Last accessed 28 February 2013 at: [http://data.un.org/Data.aspx?d=UNESCO&f=series%3aXGDP\\_FSGOV](http://data.un.org/Data.aspx?d=UNESCO&f=series%3aXGDP_FSGOV)

World Bank, *Migration and Remittances Factbook 2011*, [online], World Bank, Washington, DC, 2011.

Yaacoub, N. and Badre, L., 'The labour market in Lebanon', *Statistics in Focus*, Issue 01 October 2011.





## CONTACT US

Further information can be found on the ETF website:

[www.etf.europa.eu](http://www.etf.europa.eu)

For any additional information please contact:

European Training Foundation  
Communication Department  
Villa Gualino  
Viale Settimio Severo 65  
I – 10133 Turin

E [info@etf.europa.eu](mailto:info@etf.europa.eu)  
T +39 011 630 2222  
F +39 011 630 2200

